



10.2 **KERFERD ROAD SAFETY TRIAL UPDATE**

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1. PURPOSE

- 1.1 To update Councillors on the trial closure of the intersection of Kerferd Road and Herbert/Montague Streets.
- 1.2 To recommend continuation of the trial closure and seek a permanent, safe solution through the State Government's Shrine to Sea project.

2. EXECUTIVE SUMMARY

- 2.1 In February 2021, the median at intersection of Kerferd Road and Herbert/Montague Streets was temporarily closed as a trial by Council in response to community feedback and the findings of an independent road safety audit.
- 2.2 An assessment of the trial's effectiveness using both qualitative and quantitative data completed in late 2021 found that the closure met the following trial objectives:
 - 2.2.1 A significant reduction in traffic levels along Montague and Herbert Streets;
 - 2.2.2 No crashes reported at the intersection, and
 - 2.2.3 Improved speed limit compliance (albeit not across all streets surveyed).
- 2.3 Key themes of community feedback to the trial included:
 - 2.3.1 Support for improving the safety along and across Kerferd Road;
 - 2.3.2 Closure of the central median was inconvenient for some local community members impacting the ease of travel, particularly for those going to the Bridport Street shops;
 - 2.3.3 Several community members questioned the need for the complete closure, compared to other treatments that could address safety and leave movements open at the intersection.
- 2.4 Following a council request on 1 September 2021, the Department of Transport (DoT) agreed to include Kerferd Road in the State Government's Pop-Up Bike Lane Program.
- 2.5 On 1 December 2021, Council:
 - 2.5.1 Requested the DoT, as part of its Pop-Up Bike Lane Program proposal for Kerferd Road reinstate right turn movements from Kerferd Road into Montague and Herbert Streets and install traffic calming measures along Kerferd Road such as reduced speed limits.
 - 2.5.2 Agreed to retain the traffic management changes implemented as part of the 2020 trial until the further works are completed.



- 2.6 DoT's proposed Kerferd Road design enabled the reinstatement of safe traffic movements across the median at the Herbert/Montague/Kerferd intersection.
- 2.7 In April 2022, DOT withdrew the Kerferd Road pop up bike lane trial from the Pop-Up Program.
- 2.8 The intersection of Kerferd Road and Herbert/Montague Streets is within the project boundary of the Victorian government's \$13m Shrine to Sea Project (S2S), led by the Department of Environment Land Water and Planning (DELWP).
- 2.9 DELWP are developing the S2S Masterplan for release for public consultation in 2023. This report recommends that DELWP include a design response to the intersection of Kerferd Road and Montague/Herbert Streets in the S2S Masterplan. This report also recommends that, pending DEWLP consideration of the S2S Masterplan, the temporary closure remain in place.

3. RECOMMENDATION

That Council:

- 3.1 Notes that the trial closure of the intersection of Kerferd Road and Herbert/Montague Streets has meet objectives to:
 - 3.1.1 Improve safety at the intersection for all road users;
 - 3.1.2 Deter through traffic and;
 - 3.1.3 Encourage compliance with the speed limit.
- 3.2 Request that the Department of Land, Water and Planning (DELWP):
 - 3.2.1 Work with Council officers to undertake design investigations for the intersection of Kerferd Road and Montague/Herbert Streets in the Shrine to Sea Masterplan, including testing options for opening safe traffic movements at the intersection;
 - 3.2.2 Ensure that any proposed design aligns with the objectives of the Trial (as per 3.1 above) and addresses the safety risks outlined in the independent Road Safety Audit.
- 3.3 Request that DELWP prioritise the construction of the permanent outcome as part of the implementation of a final Shrine to Sea Masterplan.
- 3.4 Retains the traffic management changes implemented as part of the 2021 trial until further works are completed to either make the trial conditions permanent, or to allow safe traffic movements at the intersection.
- 3.5 Requests that Council Officers locate temporary tree planters in the disused roadway within the median during the trial extension period to enhance its visual amenity as outlined in Figure 1 of this report.

4. KEY POINTS/ISSUES

ROAD SAFETY

- 4.1 Kerferd Road between Beaconsfield Parade and Canterbury Road is defined as a road safety 'black length'. The intersection of Kerferd Road with Herbert and Montague Streets has had one recorded crash in the past five years. Over the most recent ten-year period (between January 2011 and December 2021), there were five recorded crashes at Montague Street/Kerferd Road (two in 2012; two in 2013, one in 2020).



- 4.2 A community petition received by Council on 1 July 2022 outlined concerns relating to safety at the intersection of Kerferd Road and Montague/Herbert Streets and 'rat running'.
- 4.3 In October 2020 an independent Road Safety Audit commissioned by Council found that, because the intersection is skewed and staggered, it presents several road safety risks, including hampered sight lines for vehicles exiting the median and the potential for high-speed side-impact crashes. The level of risk was classified as "HIGH". The main factors influencing the risk are:
 - 4.3.1 The dual lanes on Kerferd Road (making for high acceleration movements from the median into side road and poor visibility);
 - 4.3.2 The speed through the intersection from vehicles on Kerferd Road and the skewed angle of the median crossing.
- 4.4 The Road Safety Audit recommended a full or partial closure of the median, reducing speed limits, improving pedestrian crossing facilities and additional signage and line marking to address the risk.

Trial Installation and Objectives

- 4.5 At the 2 December 2020 Ordinary Council Meeting, Council considered the Kerferd Road Safety Improvement Trial, community feedback (including two petitions 1 July and 18 November 2020), and the findings of an independent road safety audit. Council endorsed a six-month trial of temporary traffic management measures including closing the central median to vehicles, consistent with the findings of the Road Safety Audit.
- 4.6 The Kerferd Road Safety Improvement Trial was installed in February 2021 at the intersection of Kerferd Road and Montague / Herbert streets.
- 4.7 The objectives of the Kerferd Road Safety Improvements Trial were as follows:
 - 4.7.1 Improve safety at the intersection for all road users;
 - 4.7.2 Deter through traffic (rat running);
 - 4.7.3 Encourage compliance with the speed limit.

Evaluation

- 4.8 An assessment of the Trial, using both qualitative and quantitative data, was completed in late 2021. Data was obtained through an on-line survey on Council's Have Your Say page, and a collection of transport data to establish traffic movements at intersections, and vehicle counts and speed before, during and at the conclusion of the Trial.
- 4.9 Traffic data established that the closure had a positive impact on a number of the Trial's objectives including:
 - 4.9.1 A significant reduction in traffic levels along Montague and Herbert Streets;
 - 4.9.2 No crashes reported at the intersection; and
 - 4.9.3 Improved (although not consistent across all streets surveyed) speed limit compliance.
- 4.10 Community views on the trial are mixed, a review of the open-ended comments found:
 - 4.10.1 Road Safety - Strong community support for improving safety along and across Kerferd Road.



4.10.2 Community inconvenience - The closure of the central median was an inconvenience to local community members and reduced the ease of travel, particularly for those destined for Bridport Street shops.

4.10.3 Full Closure versus Alternatives - Several respondents questioned why a complete closure was necessary, compared to installing other treatment options that could address safety risks, but leave movements at the intersection open.

Pop-Up Bike Lanes

4.11 On 1 September 2021, Council endorsed Kerferd Road and Albert Road be considered for inclusion into DoT's Pop-Up Bike Lane Program. A pop up along this corridor would test options for permanent outcomes of the Shrine to Sea project.

4.12 DoT's design solution enabled the reinstatement of safe right turn traffic movements across the median at the Herbert/Montague/Kerferd intersection.

4.13 On 1 December 2021 Council endorsed the following in relation to Kerferd Road Safety Improvement Trial (relevant points listed only):

3.3 *Requests the Department of Transport, as part of its Pop-Up Bike Lane Program proposal for Kerferd and Albert roads, reinstates right turn movements from Kerferd Road into Montague and Herbert and install traffic calming measures along Kerferd Road such as reduced speed limits.*

3.4 *Retains the traffic management changes implemented as part of the 2020 trial to preserve the safety of this intersection, until further works are completed to allow safe traffic movements to be accommodated at the intersection.*

3.5 *Requests officers return to Council for further direction, should the Department of Transport not proceed with reinstating right turn movements from Kerferd Road across the median*

4.14 In April 2022 DOT withdrew the Kerferd Road pop up bike lane from their Program. This decision meant that no changes to the intersection of Kerferd Road and Montague/Herbert Streets would be made.

Tree Planters

4.15 Tree planters were included in the pop-up bike lane design proposal for Kerferd Road. With this pop-up proposal no longer proceeding, DoT has transferred ownership of the tree planters to the City of Port Phillip.

4.16 Council officers have identified the disused roadway within the median as an opportunity to place the temporary tree planters to provide enhanced visual amenity during any trial extension period.



Figure 1 – temporary tree planters installed on St Kilda Road

Shrine to Sea Project

- 4.17 The Shrine to Sea Project aims to create a 3km boulevard linking the Domain Gardens to Port Phillip Bay via Albert Road and Kerferd Road. A key objective of the Shrine to Sea project is to 'Create safer and clearer links and connections for walking and cycling'.
- 4.18 The draft Shrine to Sea Masterplan is scheduled for release for public consultation in early 2023. This will include a design response to the intersection of Kerferd Road and Montague/Herbert Streets.
- 4.19 To reintroduce right turn movements at the intersection, significant changes to the Kerferd Road layout are necessary. Options may include reducing the posted speed limit alongside changes to the road layout and/or lane reduction, improved sight lines, adjustments to road intersection alignments and/or other significant intersection adjustments.
- 4.20 Intersection design solutions need to be considered in conjunction with the Shrine to Sea Masterplan to ensure an integrated design and minimise construction impacts on the community.

5. CONSULTATION AND STAKEHOLDERS

- 5.1 As part of the Trial and its evaluation, community members provided feedback via Council's Have Your Say page and through an on-line survey on people's experiences and perceptions.



- 5.2 Proposed design outcomes will form part of the Shrine to Sea's community engagement.

6. LEGAL AND RISK IMPLICATIONS

- 6.1 **Road safety** - Council has an obligation to mitigate the high-risk safety issues identified within the Road Safety Audit.
- 6.2 **Community acceptance** - There are mixed views within the community on the closure of the central median of Kerferd Road.
- 6.3 There is no impact on paid parking spaces and therefore no change to Council's paid parking revenue.

7. FINANCIAL IMPACT

- 7.1 The extension of the temporary closure of the intersection of Kerferd Road and Herbert/Montague Streets has negligible financial impact, as the capital expenditure for its initial implementation has already been funded.

8. COMMUNITY IMPACT

- 8.1 **Enhanced road safety** – Improvements to road safety at this intersection benefit the local community, as they are most likely to be walking, bike riding or driving on these local streets and thus be impacted by high-risk or unsafe travel movements and vehicle speeds.

9. ENVIRONMENTAL IMPACT

- 9.1 There are no environmental impacts considered in this report.

10. SOCIAL IMPACT

- 10.1 There are no social impacts considered in this report.

11. ECONOMIC IMPACT

- 11.1 There are no environmental impacts considered in this report.

12. ALIGNMENT TO COUNCIL PLAN AND COUNCIL POLICY

- 12.1 The Kerferd Road Safety Trial aligns with Strategic Direction 2 of the adopted Council Plan 2021-31:

"Liveable: A City that is a great place to live, where our community has access to high quality public spaces, development and growth are well-managed, and it is safer and easy to connect and travel within"

- 12.2 The Trial fits within the four-year strategy: "Port Phillip is safer with liveable streets and public spaces for people of all ages and abilities to enjoy". As part of the initiative, Council will provide "enhancements to our public realm including local area traffic management, pedestrian and bike riding safety projects, improved lighting and management of vehicle access to improve safety for everyone throughout our City".

13. IMPLEMENTATION STRATEGY

13.1 TIMELINE

- 13.1.1 Install temporary tree planters to median area to enhance visual amenity – late 2022.
- 13.1.2 Development of Shrine to Sea Draft Masterplan – ongoing.



13.1.3 Release of Draft Masterplan for public consultation early 2023 showing option for permanent solution of intersection.

13.1.4 Final Masterplan approval post community engagement - 2023.

13.2 COMMUNICATION

13.2.1 Council's Project will be updated to communicate Council's decision and the next steps.

13.2.2 Head petitioners will be notified of this Council report and subsequent decision.

14. OFFICER DIRECT OR INDIRECT INTEREST

14.1 No officers involved in the preparation of this report have any material or general interest in the matter.

ATTACHMENTS Nil