



## Confidential Matter

### **TRIALING A CENTRAL BIKE LANE ON ST KILDA ROAD**

*The information contained in this Council report is considered to be Confidential Information in accordance with Section 77(2)(a) and Section 89(2) of the Local Government Act 1989 (as amended); as it relates to:*

*89(2)(e). Proposed developments.*



## TRIALLING A CENTRAL BIKE LANE ON ST KILDA ROAD

**EXECUTIVE MEMBER:** LILI ROSIC, ACTING GENERAL MANAGER, PLACE STRATEGY AND DEVELOPMENT

**PREPARED BY:** JOHN BARTELS, COORDINATOR SUSTAINABLE TRANSPORT

### 1. PURPOSE

- 1.1 Seek Council's in-principle support, subject to requirements for Transport for Victoria's proposal to trial a central bike lane along St Kilda Road (the trial Project). This will require suspension of up to 128 parking spaces in the central traffic lanes for the period of the trial.

### 2. EXECUTIVE SUMMARY

- 2.1 The St Kilda Road Safety Improvement Project, valued at \$20+ million, was unsuccessful in securing Victorian Government funding from the \$100m TAC Safer Cycling and Pedestrian Fund in 2017. This fund has now been fully allocated to the delivery of other projects.
- 2.2 Since the start of construction of the Melbourne Metro Tunnel at Domain, Transport for Victoria (TfV) have observed a reduction in the volume of traffic using St Kilda Road. TfV are seeking to trial a central bike lane in conjunction with other temporary streetscape changes on St Kilda Road (the trial Project) to take advantage of this opportunity created by the Melbourne Metro Tunnel construction.
- 2.3 The trial Project seeks to test what impact this change to the design of the streetscape would have on the surrounding road network, and on-street parking. At the same time a trial allows people to experience the proposal and provide feedback before an informed decision is made on proceeding with a permanent redesign of St Kilda Road.
- 2.4 The trial Project is part of Council's response to the existing unsafe experience for people who choose to ride a bike along St Kilda Road and the challenge of 44% increase in resident population in the St Kilda Road neighbourhood over the next 10 years.
- 2.5 The key issues that have been identified by Council officers, which must be resolved by Transport for Victoria as part of the trial Project include:
  - 2.5.1 The physical extents and the duration of the trial
  - 2.5.2 Securing sufficient funding and resources
  - 2.5.3 Making permanent changes for a temporary design



- 2.5.4 Lack of local bike connections to allow people to easily ride on and off of the central bike lane and preserving local access
  - 2.5.5 Effective community engagement
  - 2.5.6 Adjusting design to quickly fix problems reported by users
  - 2.5.7 Key barriers to people taking up bike riding
  - 2.5.8 Commitment to a permanent design solution for St Kilda Road
- 2.6 The officer recommendation is for Council to provide in-principle support for the trial Project. The requirements attached to the recommendation aim to ensure key risks are addressed by TfV in help ensure the success of the temporary central bike lane and redesign of St Kilda Road.
- 2.7 There are 128 parking spaces in the central lane along the full extent of St Kilda Road North. These parking spaces currently generate an estimated \$175,000 annually in revenue to Council from parking fees. Depending on the extent of the trial, some or all of these will need to be suspended for the duration of the trial. Council's financial contribution to the trial Project is limited to foregoing parking revenue and will be funded through Council's Sustainable Transport Reserve.
- 2.8 If Council provides in-principle support for the trial Project, Council officers will work in partnership with TfV and other organisations to fulfil Council's requirements to reduce risks through the further development of the trial Project. Doing this will progress an priority action from the Council Plan 2017-2027 and Action 19 of Council's draft Move, Connect, Live Strategy.



### 3. RECOMMENDATION

That Council:

- 3.1 Provides in-principle support for the St Kilda Road Central Bike Lane Trial Project proposed by Transport for Victoria (TfV), including the suspension of up to 128 parking spaces in the central lane of St Kilda Road North of St Kilda Junction for the period of the trial, subject to the following requirements:
  - 3.1.1 The design of the central bike lane caters for people of all ages and abilities riding bikes, by enabling safe and convenient connections on and off the bike lane from local streets and the footpath.
  - 3.1.2 Effective engagement with the local community along the route is completed over the life of the trial, with a preference for this to be led by Transport for Victoria.
  - 3.1.3 As part of ongoing community engagement, Transport for Victoria and VicRoads adopts an action learning approach as part of the trial to quickly adjust the design or signal operations to respond to user feedback received over the period of the trial.
  - 3.1.4 Avoid any loss of street trees for the trial.
  - 3.1.5 Transport for Victoria to work with Council officers to develop a plan for local traffic circulation that facilitates the use of appropriate routes for building access, servicing and loading.
  - 3.1.6 Transport for Victoria to work with Council officers to identify changes to on street parking controls on the service lane of St Kilda Road and in adjoining streets to offset the reduced supply of parking.
  - 3.1.7 Council is provided with the opportunity to provide input on the evaluation criteria for the trial. The primary measures of success for the trial to include safety for bike riders, to address the most common type of crashes involving people riding bikes on St Kilda Road.
  - 3.1.8 Will communicate its decision to Transport for Victoria, Minister Luke Donnellan and City of Melbourne, preference for the trial to be at least six months in duration starting in early 2019 and the trial initially extends to the northern side of St Kilda Junction.
- 3.2 Seeks a commitment from the Victorian Government to implement a permanent Central Bike Lane and streetscape design for the full extent of St Kilda Road from the CBD to Carlisle Street, and including St Kilda Junction if the trial Project is successful.
- 3.3 Publicly releases its resolution and Council report if the trial Project is formally announced and funded by the Victorian Government.



## 4. KEY POINTS/ISSUES

### Background

4.1 Since 2014 Council officers have been working with VicRoads, Transport Accident Commission (TAC) and City of Melbourne officers to progress a design and secure TAC funding for implementing the St Kilda Road Safety Improvement Project.

4.2 At the Ordinary Council Meeting of the 6 December 2017, Council resolved to:

*“1.1 Provides in-principle support for VicRoads’ St Kilda Road Safety Improvement Project including a Central Safety Zone design option subject to Council’s requirements being addressed, namely:*

*1.1.1 Effective community engagement along the precinct corridor*

*1.1.2 Scope from Carlisle Street to Linlithgow Avenue, including St Kilda Junction*

*1.1.3 Safe, connected design*

*1.1.4 Minimise loss of street trees and reduction in on-street car parking*

*1.2 Notes that delivery of the St Kilda Road Safety Improvement Project is a priority outlined in the City of Port Phillip Council Plan 2017-27 to provide convenient, safe and continuous walking and bicycle riding travel choices for residents, works and visitors in our municipality”.*

4.3 The requirements Council attached to its in-principle support at the 6 December Ordinary Council meeting continue to be relevant to the trial Project and have informed the officer recommendation with this Council report. This includes Council preference for greatly enhanced walking and bike riding priority and safety along the full extent of St Kilda Road including through St Kilda Junction. This is seen critical to an uptake in bike riding by people of all ages abilities.

4.4 The St Kilda Road Safety Improvement Project, valued at \$20+ million, was unsuccessful in securing funding from the \$100m TAC Safer Cycling and Pedestrian Fund. This fund has now been fully allocated to the delivery of other projects.

### Melbourne Metro Construction presents an opportunity for testing

4.5 Since the start of construction of the Melbourne Metro Tunnel at Domain, Transport for Victoria (TfV) have observed a reduction in the volume of traffic using St Kilda Road and the reliability of travel times maintained on alternative VicRoads controlled roads.



- 4.6 TfV) are seeking to trial a central bike lane along St Kilda Road (the trial Project) to take advantage of the opportunity created by the Melbourne Metro Tunnel construction. Its purpose is to test the likely impact of this streetscape redesign on traffic and parking demands on the surrounding road network in a way which can be reversed should it be warranted.

**Why is this Project a priority for Council?**

- 4.7 The St Kilda Road neighbourhood is forecast to grow by 44.4% between 2017 and 2027 (from 12,241 to 17,675 people residing in this neighbourhood).
- 4.8 Car dooring incidents are concentrated along several key cycling corridors in Melbourne with St Kilda Road having the highest rate of car dooring in the State. Between 2011 and 2016 a total of 122 cyclists were reported as injured (over one third by car doors).
- 4.9 Rail Projects Victoria (RPV) are delivering a new station at Domain. This will be a key interchange point and several projects are being delivered to enhance walking and bike riding infrastructure. It is critical that the trial Project and Melbourne Metro Rail Project be aligned.
- 4.10 Once the new Metro Tunnel is operational, nearly 40,000 people are expected to use Domain Station each day from 2031. The current design for the station encourages riding a bike to the station with bike parking and dedicated bike lanes which will connect the station to South Melbourne and neighbouring suburbs.
- 4.11 In addition, there will be an increased number of people walking to and from tram stops on St Kilda Road and in particular interchanging with trams at Domain Station.

**What streetscape changes are being considered as part of the trial Project?**

- 4.12 The extent and timing of the trial Project have not been finalised with several options being considered. TfV have advised that the trial Project will include:
- 4.12.1 A dedicated central bike lane between the tram track and planted median with all car parking and through traffic movements in the central lane banned.
- 4.12.2 Temporary planters at key locations to signify the changes in the design and function of St Kilda Road.
- 4.12.3 Temporary kerb extensions at selected intersections to shorten crossing distances for people walking across St Kilda Road.
- 4.12.4 Some changes to the design of intersections and the operation of traffic signals
- 4.12.5 Temporary closure of some slip lanes for traffic through the planted median and across tram tracks.



- 4.12.6 Investigating removal of some right-hand turns from St Kilda Road.
- 4.13 The intention of the Project is to adhere as much as possible to VicRoad's concept design for the St Kilda Road Safety Improvement Project.
- 4.14 As demonstrated by the initial high level conceptual design included at **Attachment 1** there are many issues still to be resolved. The trial Project, will need to address these issues, including:
  - 4.14.1 The physical extents and the duration of the trial
  - 4.14.2 Securing sufficient funding and resources
  - 4.14.3 Making permanent changes for a temporary design
  - 4.14.4 Lack of local bike connections to allow people to easily ride on and off the central bike lane and preserving local access
  - 4.14.5 Effective community engagement
  - 4.14.6 Adjusting design to quickly fix problems reported by users
  - 4.14.7 Key barriers to people taking up bike riding
  - 4.14.8 Commitment to a permanent design solution for St Kilda Road
- 4.15 These issues need to be addressed by TfV and are further expanded upon in section six on legal and risk implications in this report.

## 5. CONSULTATION AND STAKEHOLDERS

- 5.1 The following organisations have been consulted in the development of this report and the trialling of central bike lane on St Kilda Road:
  - 5.1.1 City of Melbourne
  - 5.1.2 Transport for Victoria
  - 5.1.3 VicRoads
- 5.2 The following teams in Council have been consulted in the development of this report:
  - 5.2.1 City Design
  - 5.2.2 Communications and Engagement
  - 5.2.3 Domain Precinct Management Team
  - 5.2.4 Governance



5.2.5 Parking Enforcement

5.2.6 Transport Safety Engineering

## 6. LEGAL AND RISK IMPLICATIONS

6.1 There are no legal implications for the trial Project. Council has powers to vary on-street parking controls under Schedule 11 of the *Local Government Act 1989*.

6.2 There are several potential risks that will need to be resolved or managed by Transport for Victoria including:

6.2.1 **The physical extents and the duration of the trial:** Implementing and testing a temporary treatment for up to five kilometres of St Kilda will be difficult to deliver without sufficient funding and time to properly design and plan. Equally the extents of the trial need to be of a scale that allows people to experience the temporary redesign properly and inform the success of the trial.

6.2.2 **Funding and Resources:** Council has no funding or resources currently allocated to this project in the 2018-19 FY budget. Dedicated communications and engagement, and technical staff needs to be funded by the Victorian Government in order for it to be successfully implemented.

6.2.3 **Making permanent changes for a temporary design:** Loss of trees for a trial project must be avoided. Departing from the proposed permanent design in implementing a trial to meet the delivery timeframe may result in making bike riding less convenient or traffic control introducing delays that reduce the level of support people have for making the Project permanent.

6.2.4 **Lack of local bike connections:** A central bike lane makes it easier for people to ride a bike along the length of the temporary central bike lane. However, making it easy for people of all ages and abilities to ride on and off the central bike lane to turn into side streets as well as properties and key destinations between signalised intersections needs to be catered for within the design. Otherwise there will be increased riding on footpaths and people attempting crossing of traffic lanes in higher-risk situations.

6.2.5 **Preserving local access:** Several properties having access off one-way lanes such as Queens Lane or via driveways onto St Kilda Road. Property access must be retained, whilst discouraging traffic from using local streets for through movements.

6.2.6 **Community Engagement:** Similar trial approaches internationally use the implementation of a temporary redesign as the focus of community consultation and engagement. The role of the community in the trial project and the intent of any community engagement on the trial Project are yet to be resolved by TfV.





- 6.2.7 **Adjusting design to quickly fix problems:** Experience from other cities that have implemented trials of bike lanes and other temporary streetscape redesigns has shown that the original design has needed adjustment to respond to problems or issues. Not responding quickly to problems can create significant risks with the potential to undermine the success of the trial. Transport for Victoria needs to incorporate an action learning approach as part of the trial for VicRoads or its contractors to quickly adjust the design or signal operations to respond to user feedback received over the period of the trial.
- 6.2.8 **Addressing key barriers to people taking up bike riding:** A shorter section of St Kilda Road, north of St Kilda Junction may be easier to deliver in terms of cost, resourcing and design complexity. However, our community has told us that the lack of protection for people bike riding through St Kilda Junction is a key barrier stopping them from riding along St Kilda Road from Port Phillip's southern neighbourhoods. Not committing to addressing the St Kilda Junction will limit the uptake of people choosing to ride in place of car travel or catching public transport.
- 6.2.9 **Commitment to a permanent design solution for St Kilda Road:** The trial Project becomes the permanent redesign for St Kilda Road, with no commitment to extending the central bike lane redesign through St Kilda Junction and down St Kilda Road South to Carlisle Street.

## 7. FINANCIAL IMPACT

- 7.1 The intent is for the costs for delivering the Project to be borne by the Victorian Government.
- 7.2 There are 128 parking spaces along St Kilda Road North in the central lane. Although not highly used, these parking spaces generate an estimated \$175,000 annually in revenue to Council from parking fees. Some or all of these parking spaces will need to be suspended for the duration of the trial, meaning Council will likely forego up to \$88,000 in parking revenue for a six month trial.
- 7.3 Any foregone parking revenue represents Council's financial contribution to the trial Project and can be offset through drawing upon Council's Sustainable Transport Reserve.

## 8. ENVIRONMENTAL IMPACT

- 8.1 The trial Project has the potential to attract people who are currently driving or catching public transport to ride a bike and to walk more. This will result in reduced greenhouse gas emissions from transport in the municipality.



## 9. COMMUNITY IMPACT

- 9.1 The trial Project is part of Council’s response to the existing unsafe experience for people who ride a bike along St Kilda road and the challenge of growth in our city and the St Kilda Road neighbourhood.
- 9.2 The trial Project seeks to test what impact this change to the design of the streetscape would have on the surrounding road network, and on-street parking, whilst at the same time allowing people to experience it provide feedback before an informed decision is made on the permanent redesign of St Kilda Road.

## 10. ALIGNMENT TO COUNCIL PLAN AND COUNCIL POLICY

- 10.1 The trial project is aligned with the Council Plan 2017-27, Outcome 2.3 Our streets and places are designed for people. Specifically, the trial Project contributes to delivering the priority action to: “Work with partners on the St Kilda Junction safety upgrade and St Kilda Road safety improvement project to facilitate walking, bike riding and public transport”.
- 10.2 The trial Project contributes to progressing the delivery of Council’s draft Move, Connect, Live Strategy through Action 19: Partner with VicRoads and Transport for Victoria to deliver a better walking, bike riding and public transport environment along St Kilda Road.

## 11. IMPLEMENTATION STRATEGY

### 11.1 TIMELINE

- 11.1.1 Communicate Council’s confidential decision on this council report to Transport for Victoria, Minister Luke Donnellan and City of Melbourne.
- 11.1.2 Council officers from Communications & Engagement, Place & Design and Sustainability & Transport Departments work with Transport for Victoria, VicRoads and City of Melbourne officers to fulfil Council’s requirement contained in the resolution and contribute to the design of the trial Project.
- 11.1.3 Council publicly releases its resolution and Council report for the trial Project if announced as a project with funding by the Victorian Government.

### 11.2 COMMUNICATION

- 11.2.1 Since the start of construction of the Melbourne Metro Tunnel at Domain, Transport for Victoria (TfV) have observed a reduction in the volume of traffic using St Kilda Road. TfV are seeking to trial a central bike lane along St Kilda Road (the trial Project) to take advantage of this opportunity created by the Melbourne Metro Tunnel construction.



- 11.2.2 The trial Project is part of Council's response to the current unsafe experience for people who choose to ride a bike along St Kilda Road and the challenge of 44% increase in resident population in the St Kilda Road neighbourhood over the next 10 years.
- 11.2.3 The trial Project seeks to test what impact this change to the design of the streetscape would have on the surrounding road network, and on-street parking, whilst at the same time allowing people to experience it and provide feedback before an informed decision is made on proceeding with a permanent redesign of St Kilda Road.
- 11.2.4 The requirements for Council's in-principle support for the trial Project, attached to the recommendation aim to ensure key risks are addressed by TfV and enable the success of the temporary central bike lane and redesign of St Kilda Road.

**12. OFFICER DIRECT OR INDIRECT INTEREST**

- 12.1 No officers involved in the preparation of this report have any direct or indirect interest in the matter.

**TRIM FILE NO:** 30/21/21

**ATTACHMENTS** 1. Draft Concept Plan - St Kilda Road Central Bike Lane Trial Project