



9.6 UPDATE ON KERFERD ROAD SAFETY IMPROVEMENT TRIAL

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1. PURPOSE

- 1.1 To present the results of the evaluation of Council's Kerferd Road Safety Improvement Trial and to recommend next steps.

2. EXECUTIVE SUMMARY

- 2.1 At the Ordinary Council Meeting held 2 December 2020 Council approved the Kerferd Road Safety Improvement Trial (Trial), a six-month trial of temporary traffic management measures including closing the central median to motor vehicles, consistent with the findings of the independent Road Safety Audit.
- 2.2 The Kerferd Road Safety Improvements Trial was implemented in February 2021.
- 2.3 Data to evaluate the Trial's effectiveness was collected through qualitative and quantitative methods including:
- An on-line survey on Council's Have Your Say page to capture community perceptions and sentiment in response to the Trial. While the survey found that a majority (57%) of responders were either very concerned or somewhat concerned about safety, the majority of respondents did not support the closure of the median being made permanent – 58% said no, 40% said yes and 2% were unsure.
 - Transport data was collected across three timeframes (February, June and November 2021) to quantify traffic movements at intersections, and vehicle volume and speed counts throughout the Trial.
- 2.4 Key themes of the community comments included support for improving the safety along and across Kerferd Road and that the closure of the central median was inconvenient for local community members impacting the ease of travel, particularly for those going to the Bridport Street shops. Several respondents questioned the need for the complete closure, compared to other treatments that could address safety risks and leave movements at the intersection open e.g. a roundabout.
- 2.5 Traffic data collected during the trial found a significant reduction in traffic on Montague and Herbert streets. The Trial was also successful in deterring 'rat running' in that, while there has been some redistribution of traffic onto surrounding streets, the majority of redistributed traffic moved to the collector and arterial road network.
- 2.6 At the 1 September 2021 meeting, Council sought Victorian Government support for a Bay Trail to Moray Street bike link which includes Kerferd and Albert Roads to Moray Street as part of the Victorian Government's \$13M 'pop-up' bike lane program.
- 2.7 While the Victorian Government has not made any public decision in relation to Council's application, Council officers have requested that the Department of Transport



(DOT) include a design solution that reinstates safe traffic movements across the median at the intersection of Montague and Herbert Streets.

- 2.8 Initial discussions with DoT and initial road safety assessments indicate that through movement between Herbert Street and Montague Street would not be safe to reinstate. However, and subject to further safety and design assessments the following movements could be introduced as part of the design and implementation of the 'pop up' bike corridor:
- Right turn movement from Kerferd Road into Montague Street.
 - Right turn movement from Kerferd Road into Herbert Street.
- 2.9 Subject to any Victorian Government decision, the anticipated timeline for implementation is:
- Community consultation (led by DoT) - Early 2022
 - Implementation of the pop-up bike lane proposal. - Mid-2022
- 2.10 It is recommended that, pending the outcome of discussions with DOT, Council retain the traffic management changes implemented as part of the Trial. If DoT do not reinstate right turn movements across the median, it is recommended that officers seek further direction from Council.

3. RECOMMENDATION

That Council:

- 3.1 Thanks the community members that provided feedback on the operation of the Kerferd Road Safety Improvement Trial.
- 3.2 Notes the evaluation findings of the Kerferd Road Safety Improvement Trial included at **Attachment 3 and 4**.
- 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.
- 3.6 Requests Council Officers install traffic control devices, such as additional signage, and line marking, on Hambleton Street, Richardson Street and Merton Street to encourage compliance with the 40km/hr speed limit noting that the cost of \$5,000 will be funded using Council's operational budget.

4. KEY POINTS/ISSUES

4.1 Trial installation and Objectives

- 4.2 The Kerferd Road Safety Improvements Trial was installed in February 2021 at the intersection of Kerferd Road and Montague / Herbert streets.



- 4.3 The 6 month Trial included the closure of the intersection, upgraded signage and line markings to improve safety for people walking, bike riding and driving in the area.
- 4.4 The objectives of the Kerferd Road Safety Improvements Trial are as follows:
- improve safety at the intersection for all road users
 - deter through traffic (rat running)
 - encourage compliance with the speed limit
- 4.5 A key aspect of the Trial was a before-and-after evaluation.
- 4.6 Impact of COVID Lockdown and Restrictions on the Trial**
- 4.7 Covid-19 restrictions resulted in significant changes in traffic flow and Council officers were unable to conduct the traffic counts necessary to complete the evaluation within 6 months. As a result, Council officers extended the duration of the Trial to enable data to be collected when Covid-19 restrictions eased in the first week of November 2021.
- 4.8 Council decision – December 2020**
- 4.9 At the 2 December 2020 Ordinary Council Meeting, Council considered the proposed Kerferd Road Safety Improvement Trial, community feedback (including two petitions being 1 July and 18 November 2020), and the findings of an independent road safety audit Council commissioned. Council decided to proceed with 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
- 4.10 On 2 December 2020, Council passed the following resolution:
- “That Council:*
- 1. Notes Council’s previous decision at the 1 July 2020 Ordinary Council meeting to implement the Kerferd Road Safety Improvement Trial.*
 - 2. Notes the concerns of the signatories to the new petition formally received by Council on 18 November 2020 and in direct contact made with Council officers.*
 - 3. Endorsed Council officers to proceed with the installation of temporary traffic management measures and painted lines, detailed in points four (4) and five (5) below as a trial. This will include closing the central median to motor vehicles, at the intersection of Kerferd Road with Montague and Herbert Streets, consistent with the findings of the independent Road Safety Audit. The purpose of this trial is to: a) deter through traffic b) encourage compliance with the speed limit and c) improve the safety for people walking, bike riding and driving on these local streets.*
 - 4. Notes the installation of this temporary kerbing and line marking will result in the following changes to traffic management at this intersection being trialled:*
 - a) No right turns into Kerferd Road from Montague or Herbert Streets*
 - b) No Through movements from Montague Street into Herbert Street*
 - c) No Through movement from Herbert Street into Montague Street*
 - d) Left in and left out vehicle movements only at the intersection of Kerferd Road and Montague Street.*



- e) *Left in and left out vehicle movements only at the intersection of Kerferd Road and Herbert Street.*
- f) *Painted kerb extensions to shorten pedestrian crossing distances over Kerferd Road and Herbert Street.*
- 5. *Endorses Council officers to implement the following short-term recommendations identified in the Road Safety Audit to address identified road safety risks:*
 - g) *Improve the regulatory signage and refreshing the road and line marking*
 - h) *Remove bollards on Kerferd Road that have been identified as striking hazards and replace with rubber kerbing or equivalent to maintain the same traffic management function.*
- 6. *Endorses the Trial for a period of six months, noting an evaluation of the trial will be undertaken and the findings will be presented to a subsequent ordinary Council meeting in 2021, to consider whether the temporary treatments are retained, modified or removed.*
- 7. *Notes Council officers will evaluate the success of the trial through a combination of qualitative and quantitative methods. This will include seeking community feedback on the temporary traffic management measures via a dedicated page on Council's Have Your Say site and transport data collection whilst the trial is underway and at the end of the trial.*
- 8. *Notes Council officers will notify the local community of the trial's implementation by February 2021, including:*
 - i) *advising those community members that had previously been in contact about the trial, for whom Council has contact details*
 - j) *notifying the properties located on the streets surrounding the Kerferd Road intersection with Herbert and Montague Streets consistent with Council's standard practice. The notification of properties will be via letterbox drop and will include details of the Trial, the changes to traffic management to be implemented, the timing of installation, next steps and links to the Have Your Say survey and frequently asked questions.*
- 9. *Notes Council officers will continue to work in partnership with DELWP as the lead **agency** for the Shrine to Sea project and the Department of Transport for opportunities to improve safety for all users of Kerferd Road".*

4.11 Road Safety Analysis and Audit

Safety issues on Kerferd Road

- 4.12 The section of Kerferd Road between Beaconsfield Parade and Canterbury Road is defined as a road safety 'black length', due to the number of recorded crashes over the past five years. These recorded collisions have primarily involved drivers of motor vehicles and bike riders.
- 4.13 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 2009 and December 2019), there were five recorded crashes at Montague/Kerferd (two in 2012; two in 2013, one in 2020)



4.14 Road safety analysis

4.15 In October 2020 an independent Road Safety Audit commissioned by Council found that, because the intersection is a 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 main factors influencing the risk are the dual lanes on Kerferd Road (making for high acceleration movements from the median into side road), the speed through the intersection from vehicles on Kerferd Road and the skewed angle of the median crossing. The level of risk was classified as “HIGH” and, to address the risk the Road Safety Audit recommended either a full or partial closure of the median, reducing speed limits, improving pedestrian crossing facilities and additional signage and line marking. The Audit is Attachment 2.

4.16 DoT Pop-Up Bike Lanes Program Update – Kerferd and Albert Road Trial

4.17 On 7 October 2020, the Victorian Government announced a \$13M program to deliver ‘pop-up’ bike lanes (the Program). A ‘pop up’ bike lane involves use of road markings and directional signage, sometimes combined with removable infrastructure such as plastic bollards, rubber kerbing and traffic islands to create continuous bike routes. Speed limits may also be reduced to make the street safer for all users. The purpose is to provide protection and attract the broadest range of people to use the infrastructure.

4.18 Council formally endorsed the Bay Trail to Moray Street link (along Kerferd Road and Albert roads to Moray Street) among other proposals for DoT’s consideration for inclusion into the Program at the 1 September 2021 Ordinary Council meeting.

4.19 Evaluation – overview

4.20 The evaluation of the Trial’s effectiveness included an on-line survey on Council’s Have Your Say page, and collection of transport data to quantify traffic movements at intersections, and vehicle volume and speed counts throughout the Trial.

4.21 Traffic Data:

Traffic Data was collected throughout 2021, before the trial (February), during the trial (June), and at the end of the trial (November). A summary of the traffic data is shown in **Attachment 3**. Notable observations in traffic conditions are summarised below comparing February and November data:

- **Montague Street-** Significant decrease in daily weekday volumes from 2,764 to 1,598.
- **Herbert Street-** Significant decrease in daily weekday volumes from 784 to 360 and increase in speed limit compliance from 69.8% to 80.53%.
- **Kerferd Road southbound-** Slight decrease in speed limit compliance from 85.8% to 83%. Officers will request that DoT, as part of its pop-up bike lane proposal, addresses vehicle speeds on Kerferd Road.
- **Hambleton Street-** Increase in daily weekday volumes from 657 to 838 and decrease in speed limit compliance from 53.17% to 43.87%. Speed limit compliance was already an issue pre-trial. Officers are recommending additional signage and line marking on Hambleton Street to encourage greater compliance with the 40km/hr speed limit.

Before the trial residents were concerned that there may be an increase in volumes during peak hours westbound on Hambleton Street by drivers who



previously used Herbert Street to turn right into Kerferd. The counts identified approximately 10-15 additional vehicles during peak hours heading westbound, an, on average, additional vehicle every 4-6minutes.

Richardson Street, Merton Street- high non-compliance of speed limit before, during and after the trial. Officers are recommending additional signage and line marking on Richardson Street and Merton Street to encourage greater compliance with the 40km/hr speed limit.

- **Intersection of Kerferd and Hambleton-** approximately 45 additional U-turn **movements** per peak hour, (south to north) compared with pre-trial counts. This equates to less than 1 movement per minute.

4.22 The trial closure has resulted in a significant reduction in traffic on Montague and Herbert streets and, while there has been some movement of this traffic into surrounding streets such as Hambleton Street, the majority of traffic has been absorbed into the collector and arterial road network.

4.23 Crash Data:

Since the trial commenced no crashes have been recorded at the intersection of Kerferd Road, Montague and Herbert Streets or in surrounding intersections on Kerferd Road identified as alternate travel routes due to the closure.

4.24 Online Survey:

A total of 149 responses were received from the online survey. Survey results are shown in **Attachment 4**, and a summary of these results are listed below:

- When asked 'how concerned are you about safety at this intersection' – A majority (57%) of responders selected either very concerned or somewhat concerned.
- When asked 'do you support the closure of the median at this intersection being made permanent' – A majority (58%) said no, 40% said yes and 2% were unsure.
- When asked 'as a PEDESTRIAN, have you felt confident crossing Kerferd Road since the trial commenced' - 37% selected more or much confident, 40% selected no different to before or didn't use the crossing, and 23% selected less or much less confident than before the trial.
- When asked 'how would you rate the effectiveness of the temporary safety improvements for BIKE RIDERS on Kerferd Road at this intersection' – 39% selected either safe or very safe, 36% selected neither safe nor unsafe, and 22% selected unsafe or very unsafe.
- When asked 'how much of an impact has it had on your travel time' - 38% said no difference and 58% said more or significantly more travel time was required than before the trial
- When asked 'do you feel that Herbert & Montague Streets have different traffic volumes due to the safety improvements' – 38% said no different and 50% said less or significantly less traffic than before the safety improvements were installed.

4.25 A review of the open-ended comments found the following key themes:

Road Safety- There was a strong community sentiment that improving the safety along and across Kerferd Road was important.



Community inconvenience – The temporary 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.

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

4.26 Council officers recommend that Council:

- Requests the Department of Transport, as part of its Pop-Up Bike Lane Program proposal for Kerferd and Albert roads, modify the design at the intersection of Montague and Herbert to reinstate safe traffic movements at this intersection, and install other supporting traffic calming measures along Kerferd Road such as reduced speed limits and improved sightlines.
- Retain 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.
- Return to Council for further direction if DoT does not reinstate right turn movements from Kerferd Road into Montague and Herbert.
- Install traffic control devices, such as additional signage, and line marking, on Hambleton Street, Richardson Street and Merton Street to encourage greater compliance with the 40km/hr speed limit.

5. CONSULTATION AND STAKEHOLDERS

- 5.1 As part of the Trial and its evaluation, community members were encouraged to provide feedback via Council's Have Your Say page and through an on-line survey on people's experiences and perceptions.
- 5.2 A survey that has been open since December 2020 received 149 responses.
- 5.3 Council officers have advised the head petitioners and survey respondents who provided contact details of the timing of this report coming to Council.

6. LEGAL AND RISK IMPLICATIONS

- 6.1 **Road safety** – Council had an obligation to mitigate the high-risk safety issues identified within the Road Safety Audit report.
- 6.2 **Community acceptance and consultation on changes to the intersection design** – There are mixed views within the community on the closure of the central median of Kerferd Road. There is an opportunity through DoT's design process for the Kerferd Road pop-up bike lane to reinstate some traffic movements.

7. FINANCIAL IMPACT

- 7.1 The installation of minor traffic control devices will cost Council approximately \$5,000 and will be allocated from Council's operational budget.
- 7.2 There is no impact on paid parking spaces and therefore no change to Council's paid parking revenue.

8. ENVIRONMENTAL IMPACT

- 8.1 There are no environmental impacts from the issues considered in this report.



9. COMMUNITY IMPACT

- 9.1 **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 travel movements and vehicle speeds.

10. ALIGNMENT TO COUNCIL PLAN AND COUNCIL POLICY

- 10.1 The Kerferd Road Safety Improvement Trial aligns to Strategic Direction 2 of the Council Plan 2021-31:
- Liveable: Port Phillip 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.
- 10.2 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 this 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”*

11. IMPLEMENTATION STRATEGY

11.1 TIMELINE

- 11.2 Council officers will work with DoT and DELWP to influence the design and implementation of a pop-up bike lane proposal for Kerferd and Albert Road. - Ongoing
- 11.3 Should Kerferd Road pop-up bike lane proposal be incorporated into DoT’s pop-up bike lane program, DoT will conduct community consultation for the Bay Trail to Moray Street link (including along Kerferd Road and Albert roads to Moray Street). - Early 2022
- 11.4 Adjustments to the operation of the central median at the Montague and Herbert Street intersection as part of the pop-up bike lane proposal. (Subject to Victorian Government approval and funding) - Mid-2022,
- 11.5 If the Victorian Government does not provide access through the median, Council will receive a report on options – Mid 2022

11.6 COMMUNICATION

- 11.7 Council’s Have Your Say Page will be updated to communicate Council’s decision and the next steps and officers will contact those people who expressed interest in being updated on the Trial with Council’s decision.
- 11.8 The key messages for this Council report and officer recommendation are:
- 11.9 We thank community members for providing their feedback as part of the Trial’s evaluation.
- 11.10 The Kerferd Road Safety Improvement Trial has demonstrated benefits, including in traffic conditions on Montague and Herbert Streets, reinforcing Council’s decision in December 2020 to take a precautionary approach.
- 11.11 The evaluation of the Trial provided Council highlighted that some streets in the surrounding area had lower compliance with speed limits, which officers aim to address through traffic control devices.



11.12 Council seeks to influence the Department of Transport's design for the pop-up bike lane along Kerferd and Albert roads to re-introduce safe traffic movements at the Herbert and Montague streets intersection with Kerferd Road and improve overall safety and convenience for the local community.

12. OFFICER DIRECT OR INDIRECT INTEREST

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

ATTACHMENTS

1. Kerferd Road Safety Improvement Trial Plan
2. Independent Road Safety Audit - Kerferd Road Intersection with Herbert and Montague streets, November 2020
3. Traffic Data Summary
4. Survey Responses