



10.1 **SHRINE TO SEA DRAFT MASTERPLAN ADVOCACY**

EXECUTIVE MEMBER: **BRIAN TEE, GENERAL MANAGER, CITY GROWTH AND DEVELOPMENT**

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1. PURPOSE

- 1.1 To seek Council endorsement of the advocacy position that will inform a response to the Victorian Government's Shrine to Sea draft Masterplan.

2. EXECUTIVE SUMMARY

- 2.1 In May 2018, the State Government announced the \$13 million Shrine to Sea (S2S) Project as part of the State Budget with the following key objectives:
- Enhanced green boulevard
 - Safer and clearer links and connections for walking and cycling
 - Celebrate local stories
 - Improve usable open space
- 2.2 Kerferd Road, a Council-road, makes up approximately 40% of the length of the S2S project.
- 2.3 The Department of Energy, Environment and Climate Change (DEECA) is the State Government lead agency for the S2S project. Council participated in a Project Control Group (PCG) with DEECA and representatives from each land manager or landowner (Parks Victoria (PV), and the Department of Transport and Planning (DTP)). The PCG's role is to provide project direction, guidance, to highlight project risks and be involved in making high level project decisions.
- 2.4 The project has gone through an extensive design process to create the draft Masterplan. DEECA, in consultation with the PCG, tested a variety of configurations for Kerferd Road to address repetitive crash history, increase safety for all road users, maximise parking retention and deliver a protected kerbside bike lane from Beaconsfield Parade to Moray Street.
- 2.5 DEECA also conducted a range of community engagement activities including a Community Panel to inform the draft Masterplan. The outcomes of that Panel process and reports associated with other engagement activities are published on the DEECA website.
- 2.6 In May 2023, the Victorian Government announced the protected bike lane and associated works along Kerferd Road were being separated from the S2S masterplan and was to be considered at a future time. The announcement excluded the following from the S2S scope:
- Any works in the roadway of Kerferd Road
 - Works at the intersection of Kerferd Road and Beaconsfield Parade, the intersection of Kerferd / Albert Road and Ferrars Street / Canterbury Road and the Richardson Street roundabout



- The bike lane and associated works from Beaconsfield Parade to Moray Street on Kerferd and Albert Roads (that enable the link to Anzac Station).
- 2.7 While the works within the roadway have been excluded from the draft Masterplan, treatments within the central median along Kerferd Road are still included.
- 2.8 DECCA has advised that the S2S draft Masterplan Public engagement will commence on 14 August 2023 and run for a period of 4 weeks. Council has an opportunity to advocate for changes to the draft Masterplan during the public engagement period.
- 2.9 This report sets out advocacy matters to inform Council's response on the Masterplan, these items align with Council's endorsed strategies and previously endorsed positions. If endorsed, these will form the basis for Council's submission on the draft Masterplan during the community engagement period.

3. RECOMMENDATION

That Council:

- 3.1 Notes the Victorian Government's announcement in May 2023 to separate the bike lane on Kerferd Road from the draft Shrine to Sea Masterplan including affiliated Kerferd Road traffic designs and links to Moray Street bike lane and noting that the Victorian Government have identified that it is to be considered at a future time.
- 3.2 Advocates for the matters set out in attachment 5 – *Advocacy Matters – Shrine to Sea Corridor* - to this report be addressed within the Shrine to Sea Masterplan.
- 3.3 Authorises the CEO, or their delegate, to prepare a formal Council submission to the Draft Masterplan, consistent with clause 3.2 above and submit to any engagement process on the draft Shrine to Sea Masterplan by the Victorian Government.

4. KEY POINTS/ISSUES

Background

Kerferd Road

- 4.1 Kerferd Road is owned and managed by Council and is approximately 60m wide (measured between property boundaries) and includes a pedestrian footpath / nature strip, drainage channel, kerbside parking, a painted bike lane and two wide lanes of traffic both directions that are signposted at 60 km/h. The road has a 20m wide grassed central median that separates the traffic in each direction with an avenue of trees planted adjacent to the traffic lanes.
- 4.2 Kerferd Road between Beaconsfield Parade and Canterbury Road, along with its connections on Albert Road extending to Moray Street, Anzac Station, and the St Kilda Bike Corridor, is identified as a priority project and future protected bike lane in Council's Move, Connect Live, Integrated Transport Strategy 2018 (ITS).
- 4.3 In late 2019, DTP classified Kerferd Road and Albert Road as a State Strategic Cycling Corridor with a C2 classification (required to be fully protected infrastructure) linking areas of state significance. The corridor links the St Kilda Road bike corridor, the Domain Precinct and future Anzac Station transport hub to Albert Park and beyond to



Port Phillip Bay and the popular Bay Trail. The corridor also intersects with the Moray Street bike lane which provides a link to the Melbourne CBD.

- 4.4 Kerferd Road has a high number of crashes compared to other Council-managed roads. In the five-year period ending December 2020, there were 26 recorded crashes between Beaconsfield Parade and Canterbury Road (inclusive), all involving vehicles. A “Recorded Crash” is a crash attended by emergency services, or where a Transport Accident Commission (TAC) claim has been made, with a formal police report being submitted.
- 4.5 15 of the total 26 crashes resulted in serious injuries. A ‘serious injury’ is where at least one person is sent to hospital at the time of the crash or suffers a long-term impairment that is reported retrospectively (e.g. TAC claim). Road users affected by these crashes are summarised below:
- 12 involved bike riders (4 serious)
 - 2 involved pedestrians (1 serious)
 - 3 involved motorcyclists (3 serious)
 - Cars were involved in all crashes.
- 4.6 The 2017-2027 Council Plan included ‘Plan for and deliver Kerferd Road safety and streetscape improvements to enhance walking and bike riding (subject to state funding) as a priority initiative’.
- 4.7 Given the recorded crash history on Kerferd Road, its importance as a key cycling corridor and noting that access across Kerferd Road was a major barrier for pedestrians due to its width and high traffic speeds, Council sought external funding to deliver improvements along its length.
- 4.8 The \$110m National Blackspot Program targets sections of the road network that experience a high incidence of vehicle crashes and fatalities (referred to as ‘blackspots’). Projects are nominated, ranked, and approved on the basis on a benefit cost ratio which assesses the expenditure of a project against the quantity and severity of crashes a treatment will prevent based on crash data.
- 4.9 In 2017/2018 Council secured Blackspot funding grant of \$2.14M for its project titled Kerferd Road – Road User Safety Improvement project. At this time, the five-year period ending 2017, there had been 25 recorded crashes on Kerferd Road including 10 serious injuries.
- 4.10 The proposed improvements from the Kerferd Road - Road User Safety Improvement project was presented at the 16 May 2018 Council meeting, with a recommendation to progress with the project. The improvements included:
- Protected bike lane for the whole length of Kerferd Road
 - Improved pedestrian and bike rider facilities and driver safety improvements at all intersections, including Richardson Street roundabout
 - Reduction of midblock traffic lanes from two to one in each direction
 - Restrict access at the Herbert St / Montague St intersection
 - Reduced speed limit
 - Extended central median to improve community use and amenity.



- 4.11 Prior to the May 2018 Council meeting, the State Government announced the \$13 million S2S project as part of the State Budget. The S2S was to include a boulevard connecting the Domain Gardens to Port Phillip Bay via Albert and Kerferd Roads and provide better pedestrian and cycling links along the corridor.
- 4.12 Following the announcement, at the 16 May 2018 meeting, Council agreed not to proceed with Council's Kerferd Road – Road User Safety Improvements project. In making this decision Council considered the implications of the S2S project and ability to address the key safety concerns and other objectives for the corridor aligned with the Council project. Specifically noting the following in the resolution:
- 3.1 *Notes the Victorian Government 2018/19 State Budget decision to commit \$13 million to a "Shrine to Sea" Project, linking Domain Gardens and the Shrine of Remembrance with Port Phillip Bay through better pedestrian and cycling links.*
 - 3.2 *Seeks engagement with the State Government on the details and timing of their Budget commitment and on the implications for Kerferd Road user safety improvements.*
 - 3.3 *Supports a reduced speed limit on Kerferd Road from 60km/hr to 50 km/h as soon as practicable.*
 - 3.4 *Requests that the Kerferd Road safety trial be brought back to the Council as soon as practicable.*
- 4.13 Council subsequently applied to reduce the speeds on Kerferd Road, however the Department of Transport and Planning would not approve the Council speed reduction request until there were substantial adjustments to the road configuration.
- 4.14 While not impacting the ability to deliver the S2S project, Council has continued to address safety along the corridor by installing signage, updating line marking and installing temporary measures.
- 4.15 In February 2021, in response to petitions from the community, Council resolved to close the median at the intersection of Kerferd Road and Herbert/Montague Streets as a trial. This followed community feedback and the findings of an independent road safety audit that identified the intersection as presenting numerous road safety hazards. The objective of the trial closure was to:
- improve safety at the intersection for all road users,
 - deter through traffic and,
 - encourage compliance with the speed limit.
- 4.16 An assessment of the trial's effectiveness using both qualitative and quantitative data was completed in late 2021. It concluded that the closure had a positive impact. At the ordinary Council Meeting held on 19 October 2022, Council endorsed the following:
- 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.*

4.17 Council provided the endorsed Council position to DEECA.

4.18 Council's Public Open Space Strategy identifies the Kerferd Road median as a neighbourhood park. The median is approximately 18,500m² and currently underutilised open space due to high vehicle speeds on Kerferd Road and lack of safe access and amenity. The strategy's accompanying technical report noted the following in relation to the median:

- If traffic speeds are significantly reduced, there would be potential to include recreational use and facilities in the Kerferd Road median
- The central median along Kerferd Road presents a significant opportunity to have a greater role in urban greening of this public space
- Potential to increase the tree canopy cover by planting broad spreading canopy trees along with potential for passive irrigation or stormwater harvesting.

Shrine to Sea Project

4.19 In late 2019, the Department of Energy Environment and Climate Action (DEECA) formerly Department of Department of Environment, Land, Water and Planning, became the lead agency for the S2S project (previously under Parks Victoria).

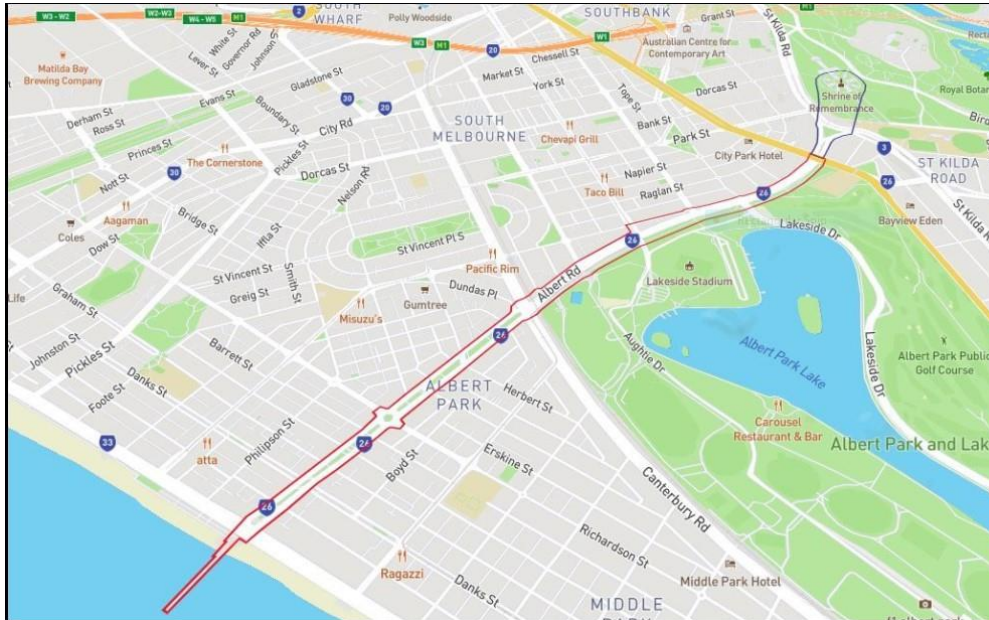
4.20 The S2S project has the following four key objectives:

- Enhanced green boulevard
- Safer and clearer links and connections for walking and cycling
- Celebrate local stories
- Improve usable open space

4.21 The S2S project scope is outlined in red in the below image taken from the S2S website ([Shrine to Sea \(environment.vic.gov.au\)](https://environment.vic.gov.au/shrine-to-sea)).

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4.22 The S2S project area includes land managed or owned by multiple organisations, as outlined below, who are represented on the Project Control Group (PCG):

Organisation / landowner	Area (+ land manager / approving organisation)
Department of Transport and Planning	Kings Way Albert Road Albert Road Service Road (managed by CoPP) Clarendon Street Canterbury Road / Ferrars Street Beaconsfield Parade
Yarra Trams	Albert Road Tramways
VicTrack	Canterbury Road / Ferrars Street Light rail
Crown Land	Albert Park (managed by Parks Victoria) Port Phillip Bay Foreshore (managed by CoPP) Clarendon Reserve (managed by CoPP)
City of Port Phillip	Kerferd Road / Kerferd Road median

4.23 DEECA tested five separate road configurations for Kerferd Road. The configurations considered safety, resident access, parking, industry standards / best practice and Council operations. A preferred option for inclusion in the draft Masterplan included reduced speeds, and increased pedestrian and cycle connections and a kerbside protected bike lane.



- 4.24 DEECA wrote to Council (3 March 2023) seeking Council agreement to exhibit a protected bike lane along Kerferd Road, in the proposed S2S draft Masterplan, for the purposes of seeking community engagement (Attachment 1).
- 4.25 A Councillor briefing was scheduled for 29 March to consider the DEECA request. The briefing was to be followed by a Council Meeting to determine a formal endorsed response to the DEECA request.
- 4.26 On 29 March 2023, prior to the Councillor Briefing, Council officers were advised that the Victorian Government had decided that the protected bike lane on Kerferd Road was to be separated from the S2S masterplan. It was to be considered at a future time.
- 4.27 In a letter to DEECA on 1 May 2023 Council noted the importance of the issue to the community, sought confirmation and an explanation for the Victorian Government's decision to remove the bike lane (Attachment 2).
- 4.28 Council received a response on 18 May 2023 (Attachment 3) outlining the following reasoning for the Victorian Government decision:

"In reviewing the draft masterplan, the Victorian Government considered a number of issues, including the Department of Transport and Planning's decision to remove temporary Pop-Up Bike Lanes from the City of Port Phillip, and decided that further targeted engagement is required for a safer active transport solution along Kerferd Road. For this reason, the protected bike lane is being separated from the Shrine to Sea masterplan to be considered at a future time."

Shrine to Sea Project (S2S) – works already undertaken

- 4.29 Some S2S works that align with project outcomes, Council policy, early community feedback and do not impact potential design options have been delivered.
- 4.30 For example, during 2022-23 Council installed 158 new street trees including 5 mature palms. This was funded by the Victorian Government as part of S2S forward works.
- 4.31 The trees are a mix of native and introduced species with a focus on colourful, climate resilient trees appropriate for the individual sites and context. Trees species are predominantly Eucalyptus, Angophora, Geijera, Jacaranda, Banksia and Brachychiton and palms as well as others where appropriate.
- 4.32 82 of the trees are located within the Kerferd and Albert Road nature strips with 5 mature palms installed in gaps in the existing boulevard on Albert Road. The 82 trees provide a significant and immediate impact on the existing streetscape.
- 4.33 An additional 68 trees delivered for the project have been planted down the median strips of both roads utilising funding from Rail Projects Victoria's construction of Anzac Station.

Shrine to Sea Draft Masterplan – Advocacy position

- 4.34 DECCA has advised that four-week public engagement on the S2S draft Masterplan will commence on 14 August 2023.
- 4.35 Kerferd Road median and Herbert/Montague intersections are captured in the draft Masterplan and are not impacted by the Victorian Government's announcement that works associated with the protected bike lane would be removed from the Masterplan (Attachment 4). However, the following items have been removed from the S2S,



- treatment of the Kerferd Road roadway, including the Richardson Street roundabout, side street intersection treatments and pedestrian connections to the central median,
- Kerferd Road intersections with Beaconsfield Parade or Ferrars / Canterbury (DTP managed roads) including the associated bike and pedestrian connections,
- bike lane connecting Beaconsfield Parade to Moray Street including upgrades of crossing locations at traffic lights, and
- treatments to address the safety issues on Kerferd Road.

Advocacy principles

4.36 This report recommends that advocacy in relation the S2S project be underpinned by the following principles:

Safety

- Provide increased safety for all users for the length of the S2S corridor
- Improve pedestrian and cyclist crossings across Kerferd Road as well as provision of priority crossing locations across major roads at key locations such as Kings way, Beaconsfield Parade, Albert Road, Ferrars / Canterbury Road
- Ensure design and materials are inclusive for all users

Amenity

- Maximise the retention of parking spaces
- Increase greening along the corridor including tree and shrub planting and investigating opportunities for depaving and introduction of areas of Water Sensitive Urban Design (WSUD)
- Ensure materials used in the delivery of the masterplan reflect the qualities of the local area and are responsive to its character
- Ensure inclusive and well considered design outcomes
- Ensure the masterplan does not preclude the development potential of Council building/assets

Council Operations

- Ensure design does not impact Council operations including waste collection, maintenance, and street cleaning
- Demonstrate that proposed treatments do not impose an undue maintenance or operational burden on Council
- Establish clear and agreed land/asset ownership and responsibilities
- Provide detail on staging and delivery of the Masterplan
- Design to consider interfacing projects and existing Masterplans

Community Engagement

- Ensure a robust and transparent community engagement process including Traditional Landowner engagement
- Engage with Council on any proposed amendments to the draft and Final Masterplan

Specific Advocacy Items

4.37 This report recommends that Council advocate for the introduction into the Masterplan of the following specific treatments:

4.38 **Herbert / Montague intersection**



For the Herbert / Montague intersection: as per Council's 19 October 2022 resolution to either make the trial conditions permanent, or introduce alternate measures to allow for safe traffic movements at the intersection.

4.39 Better pedestrian and bike crossing at the Kings Way / Albert Road intersection

Kings Way is a significant physical barrier for our Domain Precinct community to access Albert Park and the bike and pedestrian paths in the park and beyond. It requires crossing the road in two movements with a small pedestrian refuge between the Albert Park nature strip and the signalised crossing across the road.

On completion of the Anzac Station, an increasing number of people will use this intersection to access the park including students that attend the MacRobertson school. It will be a key station for major events within the area, with tourists and visitors needing to cross Kings Way.

The S2S masterplan provides an opportunity to provide better pedestrian and bike connections. This could be achieved by simplifying the pedestrian crossing arrangements to allow crossing in a single movement, widening the crossing, allowing for bike connections as well as pedestrian connections and increasing crossing times which would allow for a wider cross section of the community to safely cross this major road.

4.40 Upgrades to Albert Park along the S2S project

The Victorian Government has an approved Masterplan for upgrades to Albert Park. This includes better links to the Domain Gardens, development of arrival /entry areas, increased tree and vegetation planting and additional bike and pedestrian paths.

The S2S project can deliver a number of these outcomes within the project area located on the Albert Road-side of the park. This would provide a better user experience for our community and visitor to the area.

There are also opportunities to include depaving, additional tree planting, greening and shrub planting in areas within the service roads and green spaces along Albert Road.

4.41 Deliver safer, more direct, and dedicated bike and pedestrian crossing from Moray Street to Albert Park

Currently, the bike connection from the Moray Street bike lane across Albert Road to Albert Park requires riders to move in between traffic lanes, pedestrians on the eastern side of Moray Street are required to cross two roads to access the park.

The project provides an opportunity to deliver safer, more direct, and dedicated crossing for pedestrian and riders from Moray Street to Albert Park.

4.42 Improved Albert / Kerferd Road underpass

The current underpass has poor sightlines, lighting and is unattractive for use by the community.

There is an opportunity to address the underpass and provide safer pedestrian connections associated with the existing underpass.

4.43 Recognise the potential of the Kerferd Road median as a neighbourhood park that services the local community

Council's Public Open Space Strategy accompanying technical report noted the following in relation to the median:



- If traffic speeds are significantly reduced, there would be potential to include recreational use and facilities in the Kerferd Road median
- The central median along Kerferd Road presents a significant opportunity to have a greater role in urban greening of this public space
- Potential to increase the tree canopy cover by planting broad spreading canopy trees along with potential for passive irrigation or stormwater harvesting.

There is an opportunity to have this reflected in the masterplan and unlock significant value to the community by enabling the approximate 18,500m² of underutilised open space to be used by the local community. This requires the provision of safe and convenient access for pedestrians across Kerferd Road traffic lanes.

There is also opportunity to increase planting within the median connecting-to and extending the Danks Street biodiversity corridor.

4.44 **Upgrade the Port Phillip Bay Foreshore - Kerferd Pier forecourt**

The Kerferd Pier forecourt would benefit from upgrades to make it more usable for the community.

The masterplan should recognise opportunities to deliver interventions to increase the quality of the foreshore associated with Kerferd Pier, including potential for increased shade, seating, bike parking and general uplift.

4.45 **Bike Lane from Beaconsfield Parade to Moray Street - Kerferd and Albert Road / Albert Road Service Road**

Community engagement on the inclusion of a protected kerbside bike lane from Beaconsfield Parade to Moray Street along Kerferd Road and Albert Road / Albert Road Service Road to include the following:

- Improved pedestrian and bike rider facilities and driver safety improvements at all intersections, including Richardson Street roundabout, Beaconsfield Parade, Ferrars Street / Canterbury Road and crossing Kerferd Road
- Reduction of traffic lanes from two to one in each direction on Kerferd Road
- Reduced speed limit to 40km/hr on Kerferd road
- Direct bike connection to Albert Road under the light rail
- Retention of the number of parking spaces on Kerferd Road
- Direct access to the protected bike lane from side streets and properties along Kerferd Road
- Incorporation of crossing points over the drainage channels (access bridges or similar) for those with reduced mobility and the elderly
- Early start for pedestrians and riders and adjustments at traffic lights for bikes so that riders do not need to dismount if crossing with pedestrians
- Buffer zones to parking bays for access to all sides of parked vehicles
- Space to enable clear sightlines for pedestrians crossing the bike lane
- Costs of bike corridor including associated works to be designed, delivered, and funded by the Victorian Government



Kerferd Road Bike Lane Review

4.46 While this report recommends that Council advocate for public engagement on a kerbside protected bike lane, other options include not advocating for a bike lane and advocating for a bike lane on the Kerferd Road median. The options are considered below.

4.47 **Option 1: Do not advocate for a bike lane to be included in the S2S Masterplan**
(not recommended)

This option means that there are no planned changes to Kerferd Road to address safety. This option would reduce the cost and scope of the S2S and is consistent with the State Government's decision to consider a bike corridor separately from the master plan. This option:

- Is inconsistent with Council's policy support for a bike corridor
- Is inconsistent with Council's previous position to address safety on Kerferd Road,
- Does not address the safety issues that have resulted in ongoing repetitive crash history
- Does not allow Council to engage with the State Government on a bike corridor subsequent to the finalisation of the S2S master plan
- Does not give the community an opportunity to have a say on the delivery of a bike corridor
- Does not deliver a bike lane that provides for a variety of users and bike types
- Will not result in the loss of parking

4.48 **Option 2: Advocate for a protected kerbside bike lane** (recommended)

This option provides a kerbside bike lane along Kerferd Road and Albert Road (Beaconsfield Parade to Moray Street), single lane of traffic, slower speeds, better access to the central median through slower speeds and reduced crossing distances and will promote the use of the median as parkland. The option:

- Addresses the causes of the repetitive crash history on the corridor for all road users (pedestrian, vehicle, motorcycles, and bike riders)
- Allows for direct connection to Albert Road under the light rail
- While resulting in the loss of parking, will retain 201 parking spaces which exceeds the peak summer parking demand of 155 spaces (Nov/Dec) on Kerferd Road (31 bays removed spread out over the length of Kerferd Road)
- Will reduce traffic lanes from two to one in each direction. Technical investigations indicate that this will not impact the function of the road and will have negligible traffic delays as a single lane has enough capacity to carry peak traffic.
- Allows direct access to the protected bike lane from side streets and would be accessible from properties along Kerferd Road
- Provides adequate space to deliver a bike lane that provides for a variety of users and bike types
- Will meet the requirements of DTP to enable speed reduction to 40 km/hr



- Provides an opportunity to incorporate crossing points over the drainage channels (access bridges or similar) for those with reduced mobility and the elderly
- Allows for the delivery of a boulevard of trees (planting of up to 200 trees),
- Enables better safer access to the median and for crossing Kerferd Road and allows safer crossings for students in the area and for residents to be able to walk to nearby shopping strips.
- Enables the median to be a safer, more usable public open space as traffic noise is reduced and cars travelling at slower speeds provides better safer access.
- Delivers a bike lane that provides for a variety of users and bike types

4.49 **Option 3: Median Bike Lane** (not recommended)

The central median bike lane has the advantage of minimising the loss of parking and increases rider safety for riders within the median. As with option 2 it delivers a bike lane that provides for a variety of users and bike types.

While two lanes of traffic are retained through mid-block locations there is a requirement to reduce lanes at the Richardson Street roundabout (or install traffic lights), and a reduction in traffic lanes at Beaconsfield Parade and at the connection to Albert Road (eastbound only) to allow for rider connections.

The on-road bike lane would be retained and traffic lights will be installed along Kerferd Road to allow riders safe access to the median bike lane. Unsignalised or wombat crossings would not be permitted by DTP as they are unsafe in locations where there are two lanes travelling in the same direction. Egress from the median bike lane to access bike lanes on Albert Road will require an additional crossing. The introduction of the traffic lights could increase travel times for drivers.

4.50 A detailed comparison of options 2 and 3 is outlined below. The orange squares indicate poorer outcomes when comparing the options.

Interventions / outcomes	Option 2. Kerbsid	Option 3. Median
Bike Lane		
Protected or separated bike lane with offset for parking bay and clear sightlines for crossing the bike lane	Yes	Yes
Allow direct connection to bike lane from side streets	Yes	No
Allows direct connection to Albert Road under light rail <i>Median option requires an additional crossing of Kerferd Road when transitioning to Albert Road</i>	Yes	No
Requires duplicate bike lane on-road to allow riders from residential properties along Kerferd Road or side streets to ride to safe crossing locations linking to the bike path in the median.	n/a	Required
Access to the protected bike path requires new traffic lights to be installed along Kerferd Road.	n/a	Required

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Signalised 'early start' for pedestrians and bike riders at existing traffic lights	Yes	Yes
Parking		
Allows for parking capacity in excess of existing parking demand during peak periods	Yes	Yes
Existing parking bays on Kerferd Road	232	232
Indicative parking loss	-31	-16
Anticipated remaining bays on Kerferd Road	201	216
Peak parking occupancy (Nov/Dec)	155	155
Intersection treatments		
Green surface treatments / intersection marking at both signalised and non-signalised intersections to support safe crossing	Yes	Yes
Kerb extensions at all non-signalised intersections to support safe crossing	Yes	Yes
Amendments to the Richardson Street roundabout to reduce to a single lane	<i>Required</i>	<i>Required</i>
Reduction from 2 to 1 traffic lane on Albert Road under the light-rail bridge to provide safe bike connection (towards Kings Way)	<i>Required</i>	<i>Required</i>
Traffic speed reduction		
Road layout changes enable a reduction of signposted speed. <i>Note: median option could reduce speed depending on the number of traffic light crossing points required for rider access.</i>	Yes	<i>unknown</i>
Traffic Impacts during peak hours (increase from existing):	<i>lower</i>	<i>higher</i>
Traffic delays from access to the bike path resulting from new traffic lights to be installed along Kerferd Road. Noting that traffic delays associated with reduced lanes along Kerferd Road is negligible	<i>n/a</i>	Yes
Impacts of reduction from 2 lanes to 1 lane on Albert Road under the light-rail bridge to provide safe bike connection (towards Kings Way) <i>Note: DTP is supportive of this based on SIDRA modelling.</i>	Yes	Yes
Traffic speed / lanes:		
Reduction in traffic lanes (2 lanes to 1) for the length of Kerferd Road (allows for easier crossing of Kerferd Road)	Yes	<i>No</i>
Lanes allow for existing vehicle numbers	Yes	Yes



Pedestrian connections		
Reduced crossing distance of side streets / kerb outstands	Yes	Yes
Allows safer, reduced crossings distances for pedestrians accessing the median along the length of Kerferd Road	Yes	No
Operations / service vehicles		
Allows for waste collection, street sweeping and emergency vehicles	Yes	Yes
Usable Open Space / Greening		
Increase in tree canopy / reduction in urban heat island effect / more permeable surfaces	Yes	No
Potential additional trees in existing road-way / paved areas	up to 200	0
Safer, more usable public open space - reduced traffic noise, safer speeds, better access - (median option locates a 5m wide median path reducing the usability of the remaining space - 7.5m each side)	Yes	No

5. CONSULTATION AND STAKEHOLDERS

- 5.1 DEECA has advised that community and stakeholder consultation for four weeks will commence on 14 August.
- 5.2 Community engagement activities have been conducted by DEECA to understand community sentiment and guide the development of the Draft Masterplan.
- 5.3 The release of the draft Masterplan will be the community's first look at the State Government's design and will enable direct feedback on the proposal through the EngageVic platform.
- 5.4 This report advocates that the Victorian Government undertake comprehensive engagement in relation to any proposed works on Kerferd Road, including a proposed protected bike corridor.

6. LEGAL AND RISK IMPLICATIONS

- 6.1 Council has an obligation to mitigate environments that risk the local community. Road Road Safety audits have identified safety issues on Kerferd Road, a Council managed asset.
- 6.2 Kerferd Road requires resurfacing and has been programmed and budgeted for in the asset renewal program. The assets team have postponed works to date so that it could be undertaken in conjunction with upgrade works associated with Shrine to Sea.
- 6.3 Should the Kerferd Road works not be included as part of the S2S masterplan, there will be a requirement for the road resurfacing to be undertaken, any future road works / upgrades would then be implemented within the newly resurfaced road.

7. FINANCIAL IMPACT

- 7.1 S2S could support existing businesses along the corridor and potentially attract new business with increased walking and bike riding and beautification of the area.



- 7.2 Council had \$2.14million Blackspot funding to help deliver the Kerferd Road safety improvement project which was not used due to the State Government announcement of \$13M for the S2S project. The decision to remove Kerferd Road bike lanes from the S2S Masterplan could create a need for Council to revisit its original project and to allocate funding to address safety issues on Kerferd Road or seek external funding.

8. ENVIRONMENTAL IMPACT

- 8.1 The S2S project has the potential to increase transport choices and decrease car dependency and associated pollution.
- 8.2 An opportunity exists to increase canopy cover, undertake de-paving and reduce urban heat island effect. Increases in planting and canopy cover would support Danks Street biodiversity link, improve water quality and decrease flooding by using Water Sensitive Urban Design.
- 8.3 The strategic bike connection would enable safe multi-modal sustainable transport options, given its direct connection to the ANZAC Station.
- 8.4 Delivery of comfortable, safe, continuous and connected protected bike lanes will encourage increased bike riding. It also has the potential to decrease car dependency and associated pollution.

9. COMMUNITY IMPACT

- 9.1 The S2S Project delivers Outcome 2 of Councils' Move Connect Live: Integrated Transport Strategy, 'Our community is healthier because it has safe, connected and convenient walking and bike riding choices'.
- 9.2 There is an opportunity to provide road safety benefits to the local community. The S2S draft Masterplan has the potential to increase health and wellbeing by providing safe bike corridor that facilitates opportunities for informal recreation.
- 9.3 Research by Victoria Walks in 2019 in middle and outer Melbourne suburbs found that most people walk rather than drive to local shopping strips. Kerferd Road currently presents a barrier for residents of the area. By increasing accessibility across Kerferd Road, there would be better pedestrian links to the Victoria Avenue and Bridport Street shopping strips as well as the tram lines on both Mills Street and Victoria Avenue.

10. ALIGNMENT TO COUNCIL PLAN AND COUNCIL POLICY

- 10.1 The S2S draft Masterplan 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"

- 10.2 Further it aligns within the four-year strategy:

"Port Phillip is safer with liveable streets and public spaces for people of all ages and abilities to enjoy", and 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".

- 10.3 The Shrine to Sea project was also identified in Council's Domain Precinct Public Realm Masterplan 2019.



10.4 The project is identified as a priority projects in Council's Move, Connect, Live – Integrated Transport Strategy: “Action 19 - Partner with [State Government] to plan and deliver the Shrine to Sea boulevard to deliver safety and streetscape improvements for walking and bike riding (subject to State funding)”

10.5 Outcomes align with Greening Port Phillip, the Public Space Strategy and the Climate Emergency including de-paving, increased tree canopy and reduction in urban heat island effect.

“Living Melbourne: Our Metropolitan Urban Forest, CoPP was included amongst the Inner Melbourne group of Councils where canopy targets were proposed to be 18% by 2030 and 23% by 2040.”

11. IMPLEMENTATION STRATEGY

11.1 TIMELINE

- The State Government is responsible for the project timelines and managing the engagement process. The release of the draft Masterplan is expected on 14 August.
- Officers to prepare Council submission during the public exhibition of the Draft Masterplan.

11.2 COMMUNICATION

- Council officers would support communication of the DEECA engagement through Council's channels to encourage community response.

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. 3 March 2023, DEECA Letter to CoPP [↓](#)
2. 1 May 2023, CoPP Letter to DEECA [↓](#)
3. 18 May 2023, DEECA Letter to CoPP [↓](#)
4. May 2023 S2S Project Update [↓](#)
5. Advocacy Matters - Shrine to Sea Corridor [↓](#)