



**Item 7.4 Response to Request to investigate alternative options to make the Kerferd Road Crossover at Herbert Street safer**

A change.org Petition containing 258 signatures, was previously received from local residents.

**The Petition stated the following: -**

*The City of Port Phillip recently distributed a letter to residents with the subject "Trial of safety improvements on Kerferd Road at Montague and Herbert Streets. Albert Park".*

<https://www.portphillip.vic.gov.au/council-services/traffic-and-roads>

*The council is informing residents that they will close the median that crosses over Kerferd Road at the intersection with Montague and Herbert Streets, from October 1st, 2020.*

*This has apparently come about as a result of a petition submitted to council by a group (26) of local residents concerned about the accidents at this intersection.*

*Whilst we share the concerns safety about this intersection, we are equally concerned by the way the City of Port Phillip approached this matter.*

- 1 *The council did not more widely consult with residents, acting on behest of only 26 residents.*
- 2 *The council has not considered the inconvenience caused to residents by the roads closure.*
- 3 *The council did not evaluate the potential impact on Kerferd road and surrounding streets traffic as a result of the closure. Much of which could be calculated without the need to close the median for a trial.*
- 4 *The council did not look at alternative solutions that would improve safety without impacting on residents.*

*As residents who are familiar with the traffic in this area, we believe that the closure of this median crossing will have the following impacts.*

- 1) *Without traffic slowing to turn into the median, the speed of traffic on this section of Kerferd road will increase. The speed of traffic turning from Ferrars Street or coming from Albert Road is a well-known issue to local residents.*
- 2) *The turning traffic and associated safety issues will be moved down to Hambleton Street as cars will use this median to get back to Montague Street.*
- 3) *The greater traffic volume and higher speeds will make it more dangerous to cross Kerferd road.*
- 4) *It will put unnecessary pressure on smaller secondary streets, as local traffic will be forced to look for alternatives.*

**We are petitioning the City of Port Phillip and the Traffic Management section to defer the proposed closure and to look at alternative solutions and partake in wider community consultation before any expenditure is undertaken.**



## **OFFICER COMMENT**

On 1 July 2020 Council, in response to a community petition, approved the Kerferd Road Safety Improvements Trial (the Trial), to commence in early October 2020.

At the meeting, Council officers presented road crash data for the intersection of Kerferd, Herbert and Montague Streets and detailed the increased safety risks associated with the increased numbers of people walking and bike riding across and along Kerferd Road during the Covid-19 pandemic.

Council considered the information provided by officers and the risks raised in the petition regarding through traffic using local streets, and the subsequent safety concerns of people walking along or crossing Kerferd Road, particularly children and the elderly.

In responding to this petition, Council took a precautionary approach by endorsing the Trial to prevent more serious crashes occurring at the intersection of Kerferd Road with Montague and Herbert Streets and to discourage through traffic using these local streets. The option of undertaking further Road Safety Audits was not practicable due to the Covid-19 environment and its impact on road usage.

## **Background**

### *Safety issues on Kerferd Road*

The section of Kerferd Road between Beaconsfield Parade and Canterbury Road meets the definition of 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. The State Government's Shrine to Sea project, discussed in further in this report is intended to resolve the safety concerns identified along Kerferd Road.

### *Kerferd Road at Herbert and Montague Streets*

At the intersection of Kerferd Road with Herbert and Montague Streets there has been no recorded collisions in the past five years. Over the most recent ten-year period (between January 2009 and December 2019), there were:

- four recorded crashes at Montague/Kerferd (two in 2012; two in 2013)
- one recorded crash at Herbert/Mills Streets in 2013

## **Safety Trial**

The Trial proposed comprised temporary kerbing, closing the central Kerferd Road median to vehicles and bikes while allowing pedestrian access, resulting in the following changes to traffic management:

- 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.

Council resolved to inform the community and install the trial using temporary materials, the impact of which could be evaluated, and if necessary, readily removed at a modest cost.

The intention of this treatment was to improve safety for people walking and bike riding, deter through traffic and reduce vehicle speeding on these local streets. The proposed trial period was 18 months, with the potential to extend if proven effective.

The estimated cost of installing the temporary traffic management changes and evaluating the Trial was \$20,000.

### **Community feedback**

The community was informed of Council's resolution to undertake the Trial by letterbox drop to approximately 620 nearby properties, and a webpage, and were invited to provide feedback on a Have Your Say survey or by emailing/ phoning Council.

Community concerns about the Trial grew from mid-August 2020, culminating in a counter-petition with 250+ signatures, lodged with Council on 22 September 2020.

As a counter-petition had been received in the election/caretaker period, the trial was placed on hold to allow Council to consider the counter-petition before any changes were implemented.

One of the concerns raised by the community was the increase in the time it would take to travel if the Kerferd Road median was closed through the Trial. The Google Maps journey planner app indicates that the median closure could typically add between one and three minutes to the duration of a trip by diverting vehicles to the alternate traffic routes of Canterbury Road or Richardson Street in the weekday morning peak.

### **Road safety analysis**

As COVID restrictions started to ease in October, in light of the feedback provided by the community, Council officers arranged for transport data collection at this intersection and commissioned an independent Road Safety Audit.

The independent Road Safety Audit found that, because the intersection is a skewed and staggered T-intersection, it presents several road safety risks, largely due to the potential for high-speed side-impact crashes. This level of risk was classified as "HIGH".

The audit recommends the following treatments to address the identified safety risks:

1. closing the median break or
2. partial median closure.

The audit also recommended additional lower cost measures that could be considered to complement treatments 1 and 2 above, including:

1. reducing speeds on Kerferd Road via a regulatory speed limit reduction
2. providing pedestrian crossing facilities over Herbert Street and Montague Street, along with speed reduction measures on the approaches (either speed cushions or raised crossing points)
3. improvements to signage and line marking



4. reduce speeds of turning traffic and improve road legibility through installation of kerb extensions, reinstalling compliant bollards.

The safety audit also identified alternative longer term and permanent treatments including:

1. converting the intersection to a protected roundabout or
2. converting the passive controlled intersection to a protected signalised intersection.

The independent Road Safety Audit is included as **Attachment 1** to this report.

### **Shrine to Sea project**

The Victorian State Government has allocated \$13M to enhance the safety and amenity of the 'Shrine to Sea' corridor along Kerferd and Albert Roads, between St Kilda Road and Beaconsfield Parade. The intersection of Kerferd Road with Montague and Herbert streets falls within the Shrine to Sea project area.

The Shrine to Sea project is being led by the Department of Environment, Land, Water and Planning (DELWP) in partnership with Council, the Department of Transport and Parks Victoria. It is anticipated the project will be completed by 2023 and has four key aims:

- Celebrating local stories by commemorating Victoria's history and heritage and representing the identity, life and culture of Melbourne
- Creating a contemporary boulevard by enhancing tree planting along the site
- Creating safer and more accessible linkages for walking and cycling paths through the area
- Improving local amenity and creating more recreation options for locals and visitors alike.

The initial phase of community engagement on the project via the EngageVic website ([www.engage.vic.gov.au/shrinetosea](http://www.engage.vic.gov.au/shrinetosea)) recently concluded on 8 November 2020. Any safety matters along Kerferd Road raised by the community and other stakeholders, such as those raised in both petitions, can be considered.

DELWP has committed to undertaking extensive community engagement as part of the Shrine to Sea project over the next 12 months and will consider ideas and options that may change the design of Kerferd Road. Therefore, Council officers have not recommended costly permanent changes to this intersection at this stage.

Longer term permanent options identified by the safety audit and the findings of any proposed Trial can be considered as part of the development of Shrine to Sea. Accordingly, Council officers will seek a funding contribution from DELWP to implement any Trial.

### **Recommendation**

The preparation of the Council officer's recommendations has considered both the original petition and the counter-petition, and the findings of the independent Road Safety Audit. These recommendations have considered feedback provided in the petitions formally received by Council on the 17 June and 18 November respectively, the need to align works with the Shrine to Sea project, the Road Safety Audit recommendations, and the changes to travel patterns as COVID restrictions ease.



On this basis Council officers recommend responding to the safety risks that have been identified by expanding the trialling of the Kerferd Road median closure with complementary road safety measures. It is also recommended that the duration of the trial be shortened from 18 months to 6 months as the minimum timeframe to allow its impacts to be tested and its effectiveness to be evaluated. The trial is estimated to cost \$70,000 and be funded by a combination of Council and DELWP contributions. The cost of the trial has increased with it needing to include the implementation of the independent Road Safety Audit recommendations linked to regulatory compliance and for additional data collection to support the evaluation of the trial.

### **OFFICER RECOMMENDATION**

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. Endorses 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:
  - a. improve the regulatory signage and refreshing the road and line marking
  - b. 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.

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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. Requests Council officers allocate \$45,000 of Council funding to implement the safety risk mitigation measures and the collection of data for the evaluation of trial across 20/21 and 21/22 financial years, noting budget for this trial is still being determined in consultation with Council's Finance Team in consultation with Council's Finance Team.
8. Notes that DELWP have agreed to contribute up to \$25,000 funding toward the installation of temporary traffic management measures contained in points four (4) above.
9. 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.
10. Notes Council officers will notify the local community of the trial's implementation by February 2021, including:
  - a. advising those community members that had previously been in contact about the trial, for whom Council has contact details
  - b. 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.
11. Delegates to the CEO (or his delegate) the ability to make minor adjustments to the design of the above temporary traffic management measures to respond to learnings and community feedback received via Council's Have Your Say page, as long as it is consistent with the purpose of Trial, contained in point three (3) above.
12. 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.
13. Thanks, the signatories of both petitions lodged with Council and requests Council officers to notify the head representatives of both petitions of Council's resolution decision.

**TRIM FILE NO:**

**F20/1**

**ATTACHMENTS**

- 1. Road Safety Audit Report - Kerferd Road, Montague Street, Herbert Street Intersection, Albert Park**