

Traffic Management & Road Safety Committee Minutes

20 June 2023

Our Vision

*A City which values its heritage, cultural diversity,
sense of place and natural environment.*

*A progressive City which is prosperous, sustainable
and socially cohesive, with a strong community spirit.*

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City of
Norwood
Payneham
& St Peters

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VENUE Mayors Parlour, Norwood Town Hall

HOUR 10.00am

PRESENT

Committee Members Cr Kevin Duke (Presiding Member)
Cr Garry Knoblauch
Cr Hugh Holfeld (entered the meeting at 10.07am)
Mr Nick Meredith (Specialist Independent Member)
Mr Charles Mountain (Specialist Independent Member)

Staff Carlos Buzzetti (General Manager, Urban Planning & Environment)
Gayle Buckby (Manager, Traffic & Integrated Transport)
Rebecca van der Pennen (Engineer, Traffic & Integrated Transport)

APOLOGIES Mr Shane Foley (Specialist Independent Member)

ABSENT Nil

TERMS OF REFERENCE:

- *The Traffic Management & Road Safety Committee is established to fulfil the following functions:*
- *To make a final determination on traffic management issues which are referred to the Committee in accordance with the requirements of the Council's Local Area Traffic Management Policy ("the Policy"); and*
- *To consider proposals and recommendations regarding traffic and parking which seek to improve traffic management and road safety throughout the City, other than when the Manager has delegation to investigate and determine the matter.*

1. CONFIRMATION OF MINUTES OF THE TRAFFIC MANAGEMENT & ROAD SAFETY COMMITTEE MEETING HELD ON 21 FEBRUARY 2023

Mr Charles Mountain moved that the minutes of the Traffic Management & Road Safety Committee meeting held on 21 February 2023 be taken as read and confirmed. Seconded by Mr Nick Meredith and carried unanimously.

2. PRESIDING MEMBER'S COMMUNICATION

The Presiding Member welcomed Rebecca van der Pennen, Engineer, Traffic & Integrated Transport, to the Committee.

Cr Holfeld entered the meeting at 10.07am.

3. DEPUTATIONS

3.1 DEPUTATION – PERCIVAL STREET, NORWOOD – PEDESTRIAN WARNING SIGNS

REPORT AUTHOR: Manager, Traffic & Integrated Transport
GENERAL MANAGER: General Manager, Urban Planning & Environment
CONTACT NUMBER: 8366 4542
FILE REFERENCE: qA1041
ATTACHMENTS: Nil

SPEAKER/S

Mr Nick Nash

ORGANISATION/GROUP REPRESENTED BY SPEAKER/S

Not Applicable.

COMMENTS

Mr Nick Nash has written to the Committee requesting that he be permitted to address the Committee in relation to the Pedestrian warning signs in Percival Street, Norwood.

In accordance with the *Local Government (Procedures at Meetings) Regulations 2013*, Mr Nick Nash has been given approval to address the Committee.

Mr Nick Nash addressed the Committee in relation to this matter.

3.2 DEPUTATION – PERCIVAL STREET, NORWOOD – PEDESTRIAN WARNING SIGNS

REPORT AUTHOR: Manager, Traffic & Integrated Transport
GENERAL MANAGER: General Manager, Urban Planning & Environment
CONTACT NUMBER: 8366 4542
FILE REFERENCE: qA1041
ATTACHMENTS: Nil

SPEAKER/S

Ms Jan Chinnery

ORGANISATION/GROUP REPRESENTED BY SPEAKER/S

Not Applicable.

COMMENTS

Ms Jan Chinnery has written to the Committee requesting that she be permitted to address the Committee in relation to the Pedestrian warning signs in Percival Street, Norwood.

In accordance with the *Local Government (Procedures at Meetings) Regulations 2013*, Ms Jan Chinnery has been given approval to address the Committee.

Ms Jan Chinnery addressed the Committee in relation to this matter.

4. STAFF REPORTS

4.1 PETITION – PERCIVAL STREET, NORWOOD – PEDESTRIAN WARNING SIGNS

REPORT AUTHOR: Manager, Traffic & Integrated Transport
GENERAL MANAGER: General Manager, Urban Planning & Environment
CONTACT NUMBER: 8366 4542
FILE REFERENCE: qA95218
ATTACHMENTS: A

PURPOSE OF REPORT

The purpose of this report is to advise the Traffic Management & Road Safety Committee (“the Committee”) of a Petition which has been received and considered by the Council at its meeting held on 1 May, 2023, requesting the removal of the *pedestrian* warning signs which are located at each end of Percival Street, Norwood.

BACKGROUND

The Petitioners are requesting the removal of the pedestrian warning signs located at each end of Percival Street because in their opinion, *“the sign makes the residents of Percival Street feel unsafe and more vulnerable, as it draws attention to the fact the residents are elderly. Our view is that it makes you more likely to suffer harm from offenders, as they will likely view the residents as easy targets”*.

A copy of the petition is contained in **Attachment A**.

The petition has been signed by a total of twenty-eight (28) people, including the convenor of the petition.

Of the twenty-eight (28) signatories, twenty-three (23) are in support of the removal of the pedestrian warning signs, and five (5) signatories are against the removal of the signs.

RELEVANT STRATEGIC DIRECTIONS & POLICIES

The relevant Goals contained in *CityPlan 2030* are:

Outcome 1: Social Equity

Objective 1.2: A people friendly, integrated and sustainable transport network.

Strategy:

1.2.4 Provide appropriate traffic management to enhance residential amenity.

FINANCIAL AND BUDGET IMPLICATIONS

Not Applicable.

EXTERNAL ECONOMIC IMPLICATIONS

Not Applicable.

SOCIAL ISSUES

Not Applicable.

CULTURAL ISSUES

Not Applicable.

ENVIRONMENTAL ISSUES

Not Applicable.

RESOURCE ISSUES

Not Applicable.

RISK MANAGEMENT

Pedestrians are vulnerable road users and a collision between a vehicle and a pedestrian can result in a catastrophic impact. Older pedestrians can be particularly vulnerable because a higher proportion of older people are frail which can result in a higher crash severity, or they may have mobility, vision or hearing impairments that make crossing a road more difficult.

The traffic speed and volume in Percival Street is low, there are clear sight lines and the street is narrow to cross, which in combination, provides a low-risk environment. As such, the likelihood of a *catastrophic* event occurring is unlikely, which classifies the risk rating as *high* (6).

The installation of the pedestrian warning signs may raise awareness to motorists that there is a high proportion of vulnerable pedestrians in the street and hence result in more considerate driver behaviour than if the signs were not installed. However, this impact is not measurable and the risk rating would not change as a result of the signs.

Risk Event	Risk Event	Impact Category	Risk Rating	Primary Mitigation	Impact Category	Residual Rating
1	A pedestrian injury	People	High 6	Installation of Pedestrian Warning sign	People	High 6

COVID-19 IMPLICATIONS

Not Applicable.

CONSULTATION

- **Committee Members**
Councillors Duke, Knoblauch and Holfeld are aware of the petition as it was tabled to the Council at its meeting held on 1 May, 2023.
- **Staff**
General Manager, Governance & Community Affairs
General Manager, Urban Planning & Environment
- **Community**
Not Applicable.
- **Other Agencies**
Clayton Church Homes.

DISCUSSION

Percival Street is 180 metres long and x 7.5 metres wide, with on-street parking on both sides of the road. Traffic data collected in 2020 is set out below and indicates that there is no road safety concern in Percival Street.

- The traffic volume is 337 vehicles per day;
- The 85th percentile speed is 40km/h;
- the average speed at 30.5km/h; and
- there were no recorded collisions in the last five (5) years.

Sixty-three (63) dwellings have direct car park and pedestrian access onto Percival Street, including twenty-seven (27) units that face onto Beulah Road and one dwelling that faces onto Portrush Road. Of these sixty three (63) dwellings, fifty (50), are owned by Clayton Church Homes, and twelve (12) are privately owned dwellings.

Clayton Church Homes has advised the Council that their dwellings are all *retirement living* and most are fully independent, however it is anticipated that eventually most residents will require home care assistance as they age.

The signs in contention are the '*Pedestrian*' warning signs with '*Aged*' supplementary plates, located at each end of Percival Street, as shown in *Photos 1 and 2*.



Photo 1: The pedestrian warning signs in Percival Street for eastbound traffic, near Queen Street



Photo 2: the pedestrian warning signs in Percival Street for westbound traffic, near Portrush Road

The break-down of the of the petition signatories is set out below.

- a total of twenty-eight (28) residents who have access directly onto Percival Street signed the petition;
- seventeen (17) of the signatories reside in Clayton Church Homes and eleven (11) reside in privately-owned dwellings;
- Twenty-three (23) of the signatories supported the removal of the pedestrian warning signs;
- of the residents who supported the removal of the signs, twelve (12) reside in Clayton Church Homes and eleven (11) reside in privately-owned dwellings;
- five (5) signatories are opposed to the removal of the pedestrian warning signs and all were residents of Clayton Church Homes.

Warning signs are a diamond shape sign with a black symbol and are installed to raise motorist awareness of a potential hazard, obstacle or condition requiring special attention. Warning signs may or may not include a rectangular supplementary plate under the sign, that indicates specificities, such as advisory traffic *speed*, *distance* to a hazard, or a type of vulnerable pedestrian present (*aged or blind*). Warning signs are not a regulatory sign, as such, do not indicate or reinforce a traffic law or regulation.

The relevant extract from Australian Standard (AS1742.2) defines the purpose for the installation of pedestrian warning signs and is set out below.

- *The W6-1 pedestrian warning sign is used to warn of the presence of pedestrians on or crossing the road where such activity might be unexpected.*
- *A supplementary legend sign describing particular classes of pedestrians such as Aged or Blind may be used in conjunction with this sign.*
- *The use of Regulatory and Warning signs should be restricted to the minimum consistent with their particular requirement, as signs tend to lose their effectiveness if used unnecessarily or too frequently.*

Although the pedestrian warning signs were originally installed prior to 2007, Clayton Church Homes residents have expressed conflicting views to the Council in recent years about whether the sign should or should not be in place. The approximate timeline of events that have taken place is set out below.

- **April 2020:** The Council received a request from a resident to remove the pedestrian warning signs, stating that they were redundant because they were installed for a nursing home that was located in Percival Street that has been demolished. The request added that the nursing home had been replaced by *independent living units* which housed residents who were not elderly and did not require the signs.

The pedestrian warning signs were removed following an investigation of:

- Traffic data which identified that road safety was not a concern in Percival Street; and
 - the Australian Standards could be interpreted that the pedestrian warning signs were not applicable, because pedestrian activity *is expected* in Percival Street, similar to any other street and this did not constitute a *hazard, obstacle, or condition requiring special attention*.
- **May 2020:** The Council received correspondence from several residents of Clayton Church Homes, listing a comprehensive list of traffic and parking concerns, including a request to reinstall the pedestrian warning signs.

The Council met with the group of residents to discuss their issues and an email was forwarded to the residents that responded to each of their concerns. This included details of the Australian Standard extract that explained the reason why the pedestrian signs were removed.

- **November 2020:** to assist with an agreeable solution, Clayton Church Homes administration undertook a survey of their residents, which identified that the majority of residents preferred that the pedestrian warning be reinstated.

Council staff identified that given that there is no legal requirement for or against the installation of the pedestrian warning signs, the Australian Standard could be interpreted that a high proportion of residents residing in retirement homes along the street, justified the installation of the pedestrian warning signs to raise motorist awareness of the possible presence of vulnerable road users.

The Council met a Clayton Church Homes representative and several of their residents on site to agree on the preferred locations of the signs. A plan was prepared that depicted these locations and sent to Clayton Church Homes for approval prior to installation. The locations were subsequently approved and the signs were installed.

- **January 2021:** A newly appointed Property Manager at Clayton Church Homes requested that the Council remove the pedestrian warning signs, on behalf of their residents.

The Council removed the 'aged' supplementary plate but left the diamond-shaped pedestrian warning sign and post in place.

As a result, Clayton Church Homes contacted the Council again, noting that the Council had made "an error" and requested that the entire signs and posts be removed. The signs were removed and the Council informed Clayton Church Homes that the signs would not be reinstated in the future.

- **May 2022:** A newly appointed staff member of Clayton Church Homes, on the resident's behalf, requested to the Council that the pedestrian signs be reinstated. A history of the sign removal and installation was forwarded to the Clayton Church Homes staff member and it was stated that given this history, the pedestrian warning signs would not be reinstated. Clayton Church Homes provided absolute assurance to the Council that the reinstatement of the signs was agreed by all parties, and that there would be no further requests for installation or removal of the signs.

The Council reinstated the pedestrian warning signs and reiterated to Clayton Church Homes that they would not be removed at any time in the future.

- **September 2022:** The Council received a request from a newly appointed staff member of Clayton Church Homes to remove the pedestrian warning signs in Percival Street, on behalf of a resident. The new staff member was provided with the history of the signs and they were advised that the signs would not be removed.
- **November 2022:** The Council received an email from the newly appointed staff member of Clayton Church Homes requesting that the pedestrian signs be removed, because residents had provided a survey that identified that the majority of residents wanted the sign removed.

The new staff member was informed of the history of the sign and advised that the signs would not be removed.

- **May 2023:** The Council received the petition that is the subject of this report, to remove the pedestrian warning signs.
- **May 2023:** The Council received an email from Clayton Church Homes advising that their preference is for the pedestrian signs to remain.

CONCLUSION

The pedestrian warning signs were originally installed prior to 2007 and as set out above, have been removed and reinstalled several times in the last three (3) years at the request of residents or the administration of Clayton Church Homes.

A number of Clayton Church Homes residents would like the pedestrian warning signs installed because in their opinion, there are road safety concerns for elderly and vulnerable pedestrians. Other residents of Percival Street would prefer that the signs are not installed because in their opinion, the signs cause the residents to feel unsafe and vulnerable by indicating that the residents in the area are elderly. There has been a high turnover of staff at Clayton Church Homes and as turnover has occurred, the Council has received conflicting requests from new staff to either remove or reinstate the signs.

COMMENTS

There is no research available that confirms or contradicts the reasons set out in the petition for the removal of the sign, which as stated by the Convenor of the petition is that, *"the sign makes the residents of Percival Street feel unsafe and more vulnerable, as it draws attention to the fact the residents are elderly. Our view is that it makes us more likely to suffer harm from offenders, as they will likely view the residents as easy targets"*.

The pedestrian signs are not regulatory signs that inform motorists of a *legal requirement*, but are simply a warning to motorists to be aware of a special condition on the street. Percival Street does not have any specific *physical* street conditions however there is a high percentage of older people who reside in the street from the Clayton Church Homes Retirement Village.

Older pedestrians are included in the group of vulnerable road users, along with young children and people who ride bicycles. Older pedestrians are included in this group because they are more likely to be frail which can result in a higher crash severity, and some may find the crossing of roads difficult because of reduced mobility, vision or hearing.

OPTIONS

Option 1: Do nothing.

The Committee could decide to leave the signs in place because there is a relatively high proportion of older residents living in Percival Street and a survey undertaken in 2020 identified that the majority of residents preferred that the sign be installed and Clayton Church Homes has advised the Council that it is their preference that the signs remain in place.

This option is recommended because the pedestrian warning signs may raise motorist awareness that there is a high proportion of vulnerable pedestrians in the street and hence result in a safer environment for pedestrians than if the signs were not installed

Option 2: Remove the pedestrian warning signs and Aged supplementary plates.

The Committee could decide to remove the signs due to twenty-three (23) residents of Percival Street signing the petition stating that in their opinion, the signs are not required and that the traffic data does not indicate that there is a road safety concern in Percival Street that warrants pedestrian warning signs.

This option is not recommended because pedestrian safety is paramount, particularly in an environment with a significant proportion of older pedestrians, albeit, that the removal of the pedestrian warning signs and Aged supplementary plates could also be considered a reasonable action to take given the data shows there is no traffic related safety concerns in terms of vehicular speeds and volumes

Option 3: Remove the Aged supplementary plates, but leave the pedestrian warning signs in place.

The Committee could decide that as a compromise the Aged supplementary be removed only.

This is not recommended because the pedestrian warning sign by itself would not provide sufficient information to motorists with regard to the reason of the warning, and could therefore be more likely to be ignored that if the *aged* plate was in place.

RECOMMENDATION

1. That the Petition (as contained in Attachment A), that was received by the Council at its meeting held on 1 May, 2023, be received and noted.
 2. That based upon the results of the outcomes from the investigations set out in this report, the *pedestrian* warning signs and *aged* supplementary plates, are to remain in their current positions at each end of Percival Street.
 3. That the Petitioners be advised of the outcome and thanked for bring their concerns to the Councils attention.
-

Mr Nick Meredith moved:

1. *That the Petition (as contained in Attachment A), that was received by the Council at its meeting held on 1 May, 2023, be received and noted.*
2. *That based upon the results of the outcomes from the investigations set out in this report, the pedestrian warning signs and aged supplementary plates, are to remain in their current positions at each end of Percival Street.*
3. *That the Petitioners be advised of the outcome and thanked for bring their concerns to the Councils attention.*

The motion lapsed for want of a seconder.

Mr Charles Mountain moved:

That the determination of this matter be deferred to allow staff to undertake a pedestrian survey and present the results to the Committee.

Seconded by Mr Nick Meredith and carried unanimously.

4.2 PETITION – BRIAR ROAD, FELIXSTOW – TRAFFIC MANAGEMENT

REPORT AUTHOR: Manager, Traffic & Integrated Transport
GENERAL MANAGER: General Manager, Urban Planning & Environment
CONTACT NUMBER: 8366 4542
FILE REFERENCE: qA85645
ATTACHMENTS: A

PURPOSE OF REPORT

The purpose of this report is to advise the Traffic Management & Road Safety Committee (“the Committee”) of a Petition which has been received regarding traffic management concerns on Briar Road, Felixstow, near the Felixstow Primary School.

BACKGROUND

The petitioners are requesting that the Council consider measures to address traffic and parking issues that impact on the safety of students at Briar Road, Felixstow.

A copy of the petition is contained in **Attachment A**.

The petition has been signed by a total of 199 staff, parents, relatives and service providers of the:

Felixstow Primary School;
The Briars Preschool; and
Department for Education & Child Development (DECD) – Eastern Adelaide Office.

Adjacent residents have also signed the petition.

The petitioners have listed the following matters of concern:

*Briar Road – safety of students is being compromised due to:
increased traffic flow from cars “rat-running” to avoid the left turn at the OG Road and Payneham Road intersection; and
increased trade vehicles coinciding with the Felixstow Renewal project.*

*Visibility of both children entering the road and school signage is compromised. This is due to:
increased street parking on both sides of the road due to new high-density housing developments; and
trucks entering building works; and*

traffic flowing in both directions is compromised for the reasons listed above.

The petitioners request that the Council undertake the following:

*Install flashing school lights and/or school crossing to improve awareness of children present;
Limit parking to one side of the road from 8am to 6pm M-F; and
Reduce Briar Road traffic flow to one-way.*

RELEVANT STRATEGIC DIRECTIONS & POLICIES

The relevant Goals contained in *CityPlan 2030* are:

Outcome 1: Social Equity

Objective 1.2: A people friendly, integrated and sustainable transport network.

Strategy:

1.2.4 Provide appropriate traffic management to enhance residential amenity.

FINANCIAL AND BUDGET IMPLICATIONS

Not Applicable.

EXTERNAL ECONOMIC IMPLICATIONS

Not Applicable.

SOCIAL ISSUES

Excessive traffic volumes, speed and noise can reduce community liveability and safety of residential streets. Safety around Schools is a particular concern because children are vulnerable road users.

CULTURAL ISSUES

Not Applicable.

ENVIRONMENTAL ISSUES

Not Applicable

RESOURCE ISSUES

The work required to undertake the recommendations made in this report will be undertaken by Council Officers.

RISK MANAGEMENT

Pedestrians are vulnerable road users and a collision between a vehicle and a pedestrian can result in a catastrophic impact. Children are particularly vulnerable because they are still developing their road safety awareness skills, the ability to judge speed and distance, and they can become easily distracted.

A collision between a vehicle and a child on Briar Road could, if it occurred, result in a *catastrophic* consequence and the likelihood is *possible*. As such, the risk matrix classifies this hazard as an *extreme* risk (3).

When vehicles and children share a road, there will be inherent risks and risk mitigation in this instance could only be fully achieved with total separation between children and vehicles. Road safety measures at schools require a combination of initiatives that include; road safety awareness education for children, driver behaviour training for parents and carers, travel planning that minimises the need for children to cross the road in the first place, and road infrastructure that facilitates safe crossings of roads.

At this stage, the proposed road safety initiatives are not completed and as such, the residual risk rating cannot be determined. If a strategy is implemented that removed the need for students to cross the road, the risk rating could be reduced to *low*. If road crossing facilities and parking removal was implemented, the consequence could still remain catastrophic but the *likelihood* would reduce and therefore reduce the risk factor to *substantial* (11).

Risk Event	Risk Event	Impact Category	Risk Rating	Primary Mitigation	Impact Category	Residual Rating
1	A child injury or fatality	People	Extreme 3	Road safety initiatives (education, strategy, infrastructure)	People	To be determined

COVID-19 IMPLICATIONS

Not Applicable.

CONSULTATION

- **Committee Members**
Councillors Duke, Knoblauch and Holfield are aware of the petition as it was tabled to the Committee at its meeting held on 3 April, 2023.
- **Staff**
General Manager, Governance & Community Affairs
General Manager, Urban Planning & Environment
- **Community**
Not Applicable.
- **Other Agencies**
The Department of Infrastructure & Transport (DIT Way2Go).

DISCUSSION

The Felixstow Community School has a current enrolment of approximately seventy-five (75) students and is located on Briar Road, between Payneham Road and Turner Street, Felixstow. The Briars Special Early Learning Centre is located to the south of the school and the Department for Education and Child Services (DECD), to the north. A medium density housing development is currently being constructed on the east side of Briar Road, opposite the school. These locations are depicted in *Figure 1*.

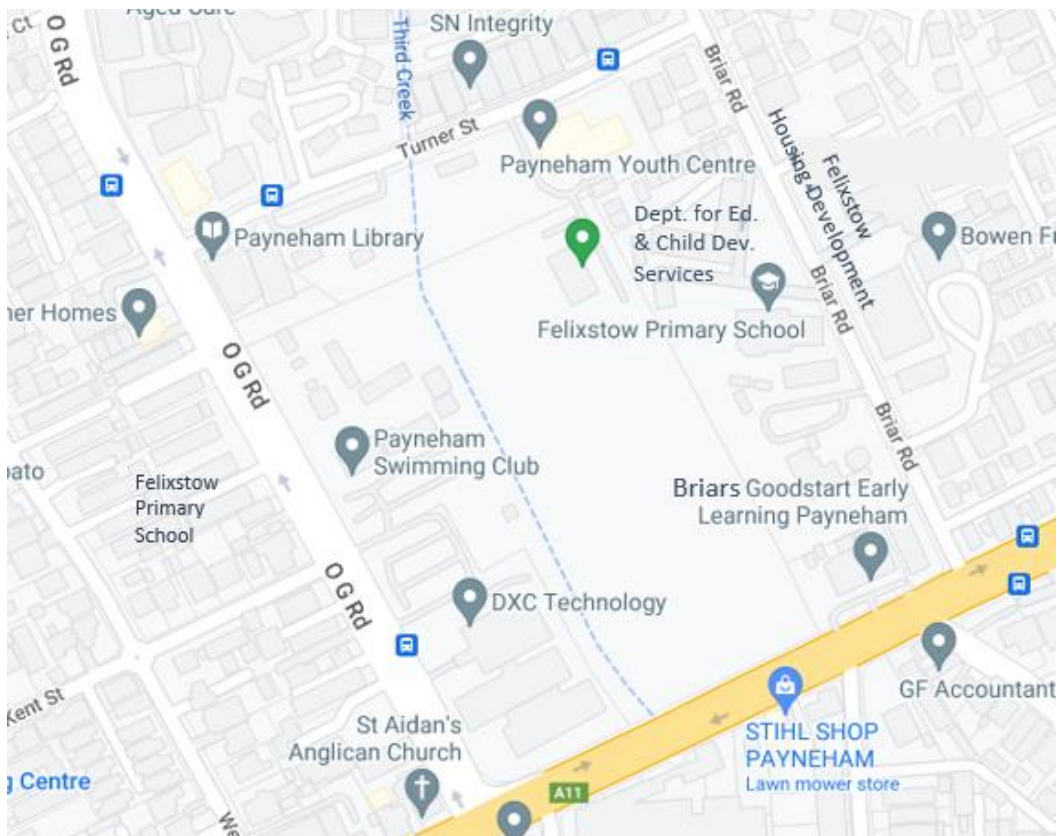


Figure 1: Location map

Briar Road is approximately 8.5 metres wide and distributes local traffic between Felixstow and Payneham Road. There is a 125 metre long, 25km/h school zone in front of Felixstow primary school and there is unrestricted car parking on both sides of Briar Road.

Traffic movements at the intersection of Briar Road and Payneham Road, are restricted to left-in and left-out movements due to a solid median on Payneham Road. There is a U-turn slot in the Payneham Road median 40 metres to the east of Briar Road which provides an opportunity for vehicles from Briar Road to turn around if heading west. Although this access arrangement may result in an inconvenience to the school, it has the benefit of resulting in a relatively low traffic volume in Briar Road because westbound motorists choose to alternatively exit Felixstow via Turner Street and OG Road.

The Felixstow school catchment zone encompasses parts of Felixstow, Glynde and Payneham which is predominantly within a 20-minute walkable catchment of the school. There is a signalised pedestrian crossing on Payneham Road, just to the west of Briar Road, and there are bus routes along Payneham Road and Turner Street.

In 2018, construction of a new housing development commenced on Briar Road opposite the school. Approximately thirty-eight (38) dwellings have been completed and the remaining twenty two (22) dwellings are currently under construction.

Traffic Data Analysis

Traffic data was collected on Briar Road within the school zone in May 2023, and is set out below.

- The traffic volume is 1,061 vehicles per day, (671 vehicles southbound and 390 vehicles northbound);
- The morning peak hour is 176 vehicles between 8:00am to 9:00am (142 southbound and 34 northbound);
- the afternoon peak hour is 119 vehicles from 5:00pm to 6:00pm and the direction is relatively evenly split.
- during the PM school pick up time (3:00pm to 4:00pm), there are 86 vehicles in the hour (53 northbound and 33 southbound);
- southbound traffic travels faster than northbound traffic with an 85th percentile speed of 47 km/h and an average speed 38.9km/h;
- at school drop off time (8:00am-9:00am), the 85th percentile speed was 44.2km/h and at school pick-up time (3:00pm-4:00pm), the 85th percentile vehicle speed was 43.4km/h.
- the cyclist volume varied from 11 to 26 cyclists per day; and
- there has been one (1) collision on Briar Road within the school zone in the last five years which resulted in property damage only.

A review of historical traffic data has identified that traffic volume has not increased in Briar Road since 2005, as below.

- 2005 - 1,104 vehicles per day;
- 2020 - 1,122 vehicles per day: and
- 2023 - 1,061 vehicles per day.

The Council's *Local Area Traffic Management Policy* states that is acceptable for a *local street* to carry up to 2,000 vehicles per day and as such, Briar Road currently performs as a local street. Survey data from the *Guide to Traffic Generating Developments* (Roads and Traffic Authority, 2002), identifies that medium density dwellings generate approximately 4-5 trips per day. As such, the sixty (60) new dwellings in Briar Road could generate approximately 300 additional vehicles per day. Some of this traffic would have little impact on the school because it would enter/exit via Turner Street, but a conservative estimate could anticipate a future traffic volume in front of the school of 1,200 vehicles per day.

The daily 85th percentile speed recorded is less than the urban default speed limit of 50km/h and this speed reduces to approximately 44km/h during school drop-off and pick-up time. The school zone speed limit of 25km/h is only operational *when children are present*, so it is not possible to accurately assess the motorist compliance of the school zone speed from this data.

Meeting and Observations

Subsequent to receiving the petition, a meeting with Council staff was arranged on Briar Road in front of the school, at the afternoon school pick-up time on 6 April 2023.

The observations and discussions undertaken at this meeting are set out below.

- The safety concerns of the school are at the peak pick-up and drop-off times which are 8:25am to 9:00am and 3:15pm to 3:30pm.
- There is an off-street *kiss and drop* driveway loop and most children were picked up from this location on the school grounds. Parents/carers queued along Briar Road waiting to enter the kiss and drop area rather than parking and walking to collect children. There was one instance of double-parking at this queue, while a parent waited for their child to cross the road;
- As a result of the off-street kiss and drop area, there were only eleven (11) students who exited from the school gate onto the footpath.
- Most parents guided their children across the road, one child was observed crossing by themselves, and one child was seen entering the vehicle on the roadside, instead of from the footpath side of the vehicle.
- The pick-up period observed along Briar Road lasted for less than ten (10) minutes, between 3:15pm to 3:25pm.
- Most of the through traffic reduced speed at the school zone, but two (2) vehicles were observed travelling faster than the school zone limit of 25km/h.
- At all times, there were numerous on-street car parks available on both sides of the road within close proximity to the school gate.
- The *School Zone Speed Limit* signs may not be noticed by some motorists due to the presence of trees and on-street parking.
- There is a total of 15 staff, eight (8) of who park on the school site.
- Some school-related parking occurs in the Paterson Reserve car park which is accessible at the rear of the school via Turner St. Observations identified that this car park was relatively empty and parents did not pick up their children from this location even though there is a school exit gate connecting directly to the car park. *(There is an agreement between the Council and the Education Department for the School to use the sportsground between certain hours).*

In summary, the key observations were:

- most parents/carers used the off-street kiss and drop area and as such, there were only eleven (11) students who crossed the road;
- the presence of parked cars and trees may reduce clear visibility the School Zone Speed Limit signs;
- road safety awareness education is required for children and their parents/carers; and
- the off-street kiss and drop area, on-street parking on the west side of Briar Road and the rear car park at Paterson Reserve, significantly reduce the need for children to cross Briar Road.

Previous Investigations

In 2017, the Council commissioned a safety and parking review at every school in the City. As part of this review, the Felixstow school requested a pedestrian crossing on Briar Road. The investigations that formed part of the review identified that a crossing was not warranted at the location because there were very small student numbers observed crossing Briar Road. The review identified that motorists did travel above 25km/h through the School Zone, and on-street parking was at capacity in the PM peak with overflow parking using the funeral home car park on the eastern side of Briar Road.

As a result of the review, the Council increased the number of parking spaces in Briar Road, requested that SAPOL enforce speed and recommended that the impact of the housing development be assessed once construction is completed.

The Department for Infrastructure and Transport (*Way2Go* Program)

The Council has been liaising with the Department for Infrastructure & Transport (DIT), *Way2Go*, with regard to road safety at the Felixstow Primary School, since June 2022.

Way2Go is a South Australian program run by DIT that promotes active, safe and green travel for primary school children and their families. It is built on a partnership between local councils, school communities and the Department of Infrastructure and Transport (DIT). The program develops an holistic approach and supports families to:

- plan safe and active travel to and from school;
- educate children about safe behaviour in traffic;
- initiate and embed school community initiatives that encourage safe walking, bike riding, scooting and use of public transport;
- promote a culture of safe, people friendly local streets near schools to support independent personal travel; and
- identify, plan and implement infrastructure improvements where they are required to improve road safety.

In general terms, if a school actively participates in the *Way2Go* active travel program, DIT will provide funding to the Council of up to 50% of the cost to implement any identified infrastructure improvements.

In February 2023, DIT prepared the following program of works in consultation with representatives from the School and the Council:

- April 2023: School representatives undertake online DIT *Way2Go* induction modules and develop an engagement process for their school community;
- May 2023: Schools distribute the *Way2Go* travel survey to their school community;
- August 2023: *Way2Go* workshop where schools share school travel concerns with council representatives;
- August / September 2023: DIT and Council undertake site observations;
- September 2023: develop a School *Travel Action Plan* for the remainder of 2023 and into 2024; and
- Late 2023 / 2024: DIT and Council follow up on infrastructure improvements for schools.

The *Way2Go* team have been informed of the concerns raised in the petition and will consider these concerns as part of this program.

Petition - investigation response

The investigations described above have informed a response to each concern raised in the petition and is provided in **Table 1**.

TABLE 1: PETITION CONCERNS AND INVESTIGATION RESPONSE

Petitioner's Safety Concerns	Investigation Response
Increased traffic flow from cars	The traffic volumes are within the acceptable range and do not warrant further investigation. A review of historical traffic data identifies that traffic volume has not increased in Briar Road as set out below. year 2005 - 1,104 vehicles per day; year 2020 - 1,122; and year 2023 - 1,061 vehicles per day.
Rat-running' to avoid left turns at the OG Road and Payneham Road intersection.	The AM peak hour traffic volume is 16% and the PM peak hour is 11% of the daily traffic volume. This indicates that Briar Road acts as a Collector Road in peak times. However, the overall traffic volumes are acceptable.
Increased trade vehicles coinciding with the Felixstow renewal project.	These vehicles are temporary during construction only.
Restricted visibility to children entering the road and school signage.	Trees, car parking and small numbers of children present may result in some motorists not realising they are entering a school zone. The 'School Zone Speed Limit' signs will be replaced with a larger size sign and the southwest sign that is partially obscured by foliage will be relocated. An electronic Speed information and Radar sign on a portable trailer can be installed from time to time to remind regular motorists they are entering School zone.
Traffic flow in both directions is compromised because of increased parking and trucks related to the high-density housing development.	Briar Road is 8.4 meters wide and therefore, if cars are parked on both sides of the road, there is insufficient width for two moving cars to pass. As such, one vehicle must yield and give way to the other oncoming vehicle – this results in a successful traffic calming effect.

TABLE 1: PETITION REQUESTS AND INVESTIGATION RESPONSE

Petitioner's Requests	Investigation Response
Install flashing school lights and/or a school crossing to improve awareness of children present.	The volume of students does not meet the warrant for flashing lights, but another form of road crossing could be considered. This may be an Emu crossing or kerb extensions that reduce the crossing distance and to create one single crossing location.
Limit parking to one side of the road from 8am to 6pm, Monday to Friday.	Banning parking to increase sight distance to pedestrians would be included as part of the design of a crossing facility (see above).
Reduce Briar Road traffic flow to one-way.	The traffic volumes do not identify the need for a one-way travel direction in Briar Road. This would result in a significant inconvenience to residents of Felixstow.

Immediate Actions

During the investigations that have been undertaken following receipt of this petition, it was observed that the 'School Zone Speed Limit' signs were not directly in the motorist's line of sight due to trees in the verge and parked cars. As such, a work instruction was issued to relocate one sign to enable clear visibility and to replace all existing 'A' size signs (450mm wide x 1555mm high), with 'B' size (600mm wide to 2070mm high) signs.

CONCLUSION

The investigations as set out in this report, have identified that the overall traffic volume and speed in Briar Road is in accordance with the current speed limit and road classification. The Felixstow Primary School has an off-street *kiss and drop* area and as such, there are small numbers of children who need to cross Briar Road. There are opportunities to improve road safety for school children that include education, planning and possible infrastructure improvements.

COMMENTS

The Department for Infrastructure and Transport (*Way2Go*), in liaison with Council staff, is currently implementing a program with the Felixstow Primary School to investigate and improve safe travel options to and from the school. The program includes a number of initiatives that includes the development of travel plans, road safety education for children (pedestrians) and their parents/carers (motorists), active travel planning and possible recommendations (and part funding) for road infrastructure, if required. The *Way2Go* team have been informed of the petition and will include the concerns raised in their investigations.

OPTIONS

The Council has the following options in respect to addressing the concerns of the petitioners.

Option 1

Do nothing. The Committee can decide that the investigations as set out in this report do not provide justification for the Council to undertake road safety improvements at this location.

This option is not recommended on the basis that safety of school children is important and the school has raised safety concerns.

Option 2

The Committee can recommend to the Council that given the concerns raised by the school, that a pedestrian crossing (Emu Crossing or similar), be installed.

This option is not recommended on the basis that it is premature to install a crossing before the Department of Infrastructure (*Way2Go*), investigations and safety initiatives are finalised.

Option 3

The Committee can note that Council staff will continue to work with the Department for Infrastructure and Transport (*Way2Go*), on the program to develop safer travel initiatives at Felixstow Primary School. This program may identify the need for road safety infrastructure improvements and also provide funding if infrastructure works are a part of the outcome. If this occurs, the Council will need to consider its proportional funding of any required infrastructure works.

This option is recommended because it is a thorough, holistic approach that includes a combination of road safety initiatives.

RECOMMENDATION

1. That the Petition (as contained in Attachment A), that was received by the Council at its meeting held on 3 April, 2023, be received and noted.
 2. That the Committee notes that the Council is currently and will continue to, work with the Department for Infrastructure & Transport (Way2Go Program), to develop a range of options and recommendations to improve road safety for students of the Felixstow Primary School. This program is planned for completion in the 2023-2024 financial year and includes road safety awareness training, travel planning and may also include infrastructure improvements.
 3. That the Committee notes that, to improve the visibility of the 'School Zone Speed Limit' signs, the existing signs will be replaced with larger size signs and that one sign will be relocated in front of a tree that is partially obscuring the sign.
 4. That the Committee notes that an electronic speed information and radar sign on a portable trailer will be installed on the approach to the school zone from time to time, to raise motorist awareness that they are entering School zone.
 5. That the Petitioners be thanked for bringing their concerns to the Committee's attention and be advised of the outcomes of the investigations which have been undertaken by staff.
-

Cr Knoblauch moved:

1. *That the Petition (as contained in Attachment A), that was received by the Council at its meeting held on 3 April, 2023, be received and noted.*
2. *That the Committee notes that the Council is currently and will continue to, work with the Department for Infrastructure & Transport (Way2Go Program), to develop a range of options and recommendations to improve road safety for students of the Felixstow Primary School. This program is planned for completion in the 2023-2024 financial year and includes road safety awareness training, travel planning and may also include infrastructure improvements.*
3. *That the Committee notes that, to improve the visibility of the 'School Zone Speed Limit' signs, the existing signs will be replaced with larger size signs and that one sign will be relocated in front of a tree that is partially obscuring the sign.*
4. *That the Committee notes that an electronic speed information and radar sign on a portable trailer will be installed on the approach to the school zone from time to time, to raise motorist awareness that they are entering School zone.*
5. *That the Petitioners be thanked for bringing their concerns to the Committee's attention and be advised of the outcomes of the investigations which have been undertaken by staff.*

Seconded by Mr Charles Mountain and carried.

4.3 LANGMAN GROVE TRAFFIC MANAGEMENT

REPORT AUTHOR: Manager, Traffic & Integrated Transport
GENERAL MANAGER: General Manager, Urban Planning & Environment
CONTACT NUMBER: 8366 4542
FILE REFERENCE: qA83635
ATTACHMENTS: A - E

PURPOSE OF REPORT

The purpose of this report is to advise the Traffic Management & Road Safety Committee (“the Committee”) of the investigations that have been undertaken to reduce traffic speed and volumes along Langman Grove, including the results of three rounds of community consultation, and to seek approval, subject to Council endorsement and funding, of proposed traffic calming measures.

BACKGROUND

In November 2021, a petition, signed by eighty five (85) citizens was presented to the Council, requesting that the Council “*take urgent action to reduce the volume of traffic and the speed of traffic*” along Langman Grove, Briar Road and Turner Street, Felixstow.

The convenor of the petition was of the view that 94% of petitioners would accept road humps outside of their property, but many would prefer an alternative option to speed humps, such as a road closure, and that closing Langman Grove, except for buses, was the Convenor’s preferred alternative.

At its meeting held on 21 December, 2021, the Committee considered a staff report that contained details of traffic management investigations that had been undertaken in response to the petition. The investigations did not support a road closure, given the Collector Road status of Langman Grove, nor did it support the installation of road humps, because of complaints from residents associated with road humps in other streets. The traffic management approach that was endorsed by the Committee, was to undertake detailed design investigations to confirm the feasibility of a series of T-junction rearrangements (*slow points*), in Langman Grove and investigate the feasibility of implementing a 40km/h area-wide speed limit in the residential streets of Felixstow. The Committee noted that the need for additional traffic management in Briar Road and Turner Street, would be assessed following a post-installation evaluation of the traffic management arrangements undertaken in Langman Grove. A copy of the Minutes from the Committee meeting held on 21 December, 2021 is contained in **Attachment A**.

BE Engineering Consultants were subsequently engaged by the Council to prepare concept designs of the *horizontal slow points*. Community consultation was subsequently undertaken to understand whether horizontal slow points and the implementation of a 40km/h speed limit would be supported by owners and occupiers of and within close proximity to, Langman Grove. The majority of the survey respondents *did not* support the design of the horizontal slow points or the introduction of a 40km/h speed limit as a stand-alone traffic management approach and reiterated their preference for a road closure or installation of road humps.

BE Engineering prepared an alternative design (*Design No. 2*), to respond to the concerns that were raised by the community, that replaced the horizontal slow points with *road cushions*, a type of road hump that is acceptable on a bus route. Community consultation was again undertaken for *Design No. 2*, which identified that the majority of respondents supported the *idea* of *road cushions* but did not support the particular design put forward and suggested an alternative design. As such, *Design No. 3* was prepared that modified the design of the road cushions to meet the intent of previous consultation outcomes and a third round of consultation was undertaken. As a result of the outcomes of the consultation on *Design No. 3*, a fourth design (*Design No. 4*) has been prepared that has addressed the majority of concerns raised by the community in all three rounds of consultation. Community consultation has not been undertaken for *Design No. 4*.

RELEVANT STRATEGIC DIRECTIONS & POLICIES

The relevant Outcomes Objectives and Strategies of *CityPlan 2030: Shaping Our Future*, are outlined below.

Outcome 1: Social Equity

A connected, accessible and pedestrian-friendly community

Objective 1.1 Convenient and accessible services, information and facilities

Strategy 1.1.3 *Design and provide safe, high-quality facilities and spaces for all.*

Objective 1.2: A people friendly, integrated and sustainable transport network.

Strategy 1.2.2 *Provide safe and accessible movement for all people*

Strategy 1.2.4 *Provide appropriate traffic management to enhance residential amenity.*

Objective 1.3 An engaged and participating community

Strategy 1.3.2 *Provide opportunities for community input in decisions-making and program development*

FINANCIAL AND BUDGET IMPLICATIONS

The Council has allocated \$48,000 for the construction of traffic management works along Langman Grove within the 2022-2023 Budget.

The preliminary cost estimate to install the recommendation set out in this report is in the order of \$150,000. As such, additional funding of approximately \$102,000 would be required to implement the recommendations made in this report.

EXTERNAL ECONOMIC IMPLICATIONS

Not Applicable.

SOCIAL ISSUES

Excessive traffic volumes and speed can reduce community liveability and safety of residential streets.

CULTURAL ISSUES

Not Applicable.

ENVIRONMENTAL ISSUES

Not Applicable.

RESOURCE ISSUES

The design and consultation for this project has been more complex than anticipated due to results of community consultation for the initial traffic calming measures and subsequent designs that were proposed, which has led to four (4) design iterations and three rounds of consultation. The management and implementation of this project was not intended to encroach into the 2023-2024 financial year and as such, this project is likely to delay other planned traffic related projects.

RISK MANAGEMENT

The Council has a duty of care to consider how to address road safety and residential amenity, particularly in areas with high pedestrian and cyclist activity.

A high-speed collision on Langman Grove could result in a *catastrophic* consequence and the likelihood is *possible*. As such, the risk matrix classifies this hazard as an *extreme* risk (3). Traffic management that effectively reduces the ability to speed would reduce the *likelihood* of a collision (because slower speeds reduce braking distance and increase driver reaction time) and would reduce the *severity* of the collision (because slower speeds reduce impact). As such, if the recommendations are implemented, the risk factor may reduce to *Medium* (19).

Risk Event	Risk Event	Impact Category	Risk Rating	Primary Mitigation	Impact Category	Residual Rating
1	Not installing traffic management devices	People	Extreme 3	Installation of road cushions	People	Medium 19

COVID-19 IMPLICATIONS

Not Applicable.

CONSULTATION

- **Elected Members**
Cr Knoblauch and Cr Holfeld have been informed of the current progress of this project.
- **Staff**
Chief Executive Officer
General Manager, Urban Planning & Environment
Manager, City Assets
Project Manager, Civil
- **Community**
Approximately 300 owners and occupiers of residential properties on and adjacent to Langman Grove have been consulted, including residents of Wicks Avenue and Sycamore Terrace within the City of Campbelltown.
- **Other Agencies**
 - Meetings were held with the South Australian Public Transport Authority (SAPTA), with regard to the location and the width of road cushions and approval was provided.
 - Staff from the Campbelltown City Council.

DISCUSSION

Street layout and function

Langman Grove is 850 metres in length and runs parallel to the River Torrens, bound by Briar Road to the west and the Council boundary with Campbelltown City Council (Wicks Avenue) to the east. The majority of the adjacent land use is residential, except for the northeast section that faces on to the Felixstow Reserve (and the River Torrens Linear Park), for a length of approximately 400 metres.

There are seven (7) local streets that terminate at Langman Grove with T-junctions. The existing traffic control consists of pavement bar medians at junctions and a Wombat Crossing just west of Wicks Avenue.

The River Torrens and the O-Bahn busway form a barrier to the north and as such, Langman Grove forms part of a collector route that connects local streets to OG Road, via Briar Road and Turner Street. Ideally, citybound or southbound motorists travelling from the Campbelltown Local Government area would exit out to Lower Northeast Road and Payneham Road for their east-west route, but there are significant peak hour traffic delays and lack of traffic signals to facilitate a right turn onto those roads. As such, it is not just northbound or westbound motorists using Langman Grove, but many citybound and southbound motorists also choose the Langman Grove route to avoid the arterial road delays.

Langman Grove, Briar Road and Turner Street, form an east-west route that functions as a *collector road* for the following reasons:

- it is a bus route that runs between the Paradise and the Marion Interchanges;
- it connects numerous public facilities including Felixstow Reserve, Payneham Memorial Swimming Centre, Patterson Reserve, Drage Reserve, Payneham Library, Payneham Youth Centre, Fogolar Furlan, Felixstow Community School and the East Marden Primary School (Campbelltown City Council);
- the River Torrens and the O-Bahn busway form a barrier to the north, and as such, there are no other options for north/northwest bound vehicles to directly exit the local street network.

The location of Langman Grove is depicted in *Figure 1*, below.



Figure 2: Location of Langman Grove, Felixstow

Traffic data

The most recent traffic data was collected in September, 2022 over a 7-day period. The weekday average data is summarised below and is set out in **Table 1**.

The 85th percentile traffic speed along Langman Grove varies from 47km/h to 53km/h which is marginally above the default speed limit of 50km/h.

The weekday traffic volume on Langman Grove is approximately 3,300 vehicles per day. The Council's *Local Area Traffic Management Policy* classifies the function of a street according to its daily traffic volume, (a *Collector Road* carries 2,000 to 3,000 vehicles per day and a *Main Collector Road* carries 3,000 to 6,000 vehicles per day). As such, the traffic volumes along Langman Grove, just tip its classification into the category of a *Main Collector Road*. The street layout and land use along Langman Grove is more suitable for the function of *Collector Road* and such traffic volumes should *ideally* be constrained to 3,000 vehicles per day. However, options to constrain traffic volume are limited, given the recent increase in housing densities in Felixstow, the poor level of service on the adjacent arterial roads that encourage *rat-running*, and the barrier to alternative routes formed by the River Torrens and the O-Bahn.

Although the traffic speed and volumes along Langman Grove do not, in isolation, raise significant concerns, there have been five (5) collisions in the last 5 years of which two have resulted in an injury and one a serious injury. Langman Grove is a long street where occasional high speeds have been documented and is adjacent Felixstow Reserve and the River Torrens Linear Park, both of which attract high numbers of pedestrians and cyclists.

Further analysis of the traffic data has identified the following operational characteristics along Langman Grove:

- the AM and PM peak hours both carry approximately 16% of the daily traffic volumes which verifies that there is a high proportion of non-local traffic;
- there is an average of eight (8) cyclists a day, noting that a higher number of cyclists use the parallel off-street route of the River Torrens Linear Park instead; and
- there is an average of 18 motorcyclists a day.

TABLE 1: TRAFFIC DATA LANGMAN GROVE - SEPTEMBER 2022

Location		Two-way traffic (no. of vehicles)	Eastbound (no. of vehicles)	Westbound (no. of vehicles)	85 th percentile speed (km/h)
Briar Road to Wilson Avenue	daily	3286	1347	1940	
	AM peak	392	84	309	47
	PM peak	381	223	158	
Reid Avenue to Shirley Avenue	daily	3,284	1353	1932	
	AM peak	390	86	304	51
	PM peak	384	226	158	
Pembury Avenue to Cardigan Avenue	daily	3355	1396	1959	
	AM peak	404	92	312	53
	PM peak	394	231	163	
Cardigan Avenue to Hilltop Avenue	daily	3377	1415	1962	
	AM peak	412	98	314	51
	PM peak	401	231	170	
Hilltop Avenue to Wicks Avenue	daily	3335	1474	1861	
	AM peak	414	101	313	50
	PM peak	409	244	165	

Traffic Management Strategy

The options for traffic management along Langman Grove are limited because of the need to accommodate bus movements within the constraints of the relatively narrow width of the road. The South Australian Public Transport Authority (SAPTA), has advised the Council that any traffic calming measures must cater for an 18-metre-long articulated bus.

As noted in the *Background* section of this report, there have been four (4) design iterations and three (3) rounds of community consultation for this project.

Consultation for Design No. 1 - Slow Points at T-junctions and 40km/h speed limit

Concept designs were prepared by BE Engineering Consultants, for a series of *horizontal slow points* along Langman Grove and a *T-junction Rearrangement* at the intersection of Langman Grove and Briar Road, as recommended by the Traffic Management & Road Safety Committee.

The aim of the *horizontal slow point* design was to change the long, relatively straight alignment that could include high speeds, to a series of horizontal bends that require vehicles to travel at slower speeds to negotiate. The slow points were located at road junctions to maximise the retention of on-street parking and designed with kerb extensions and pavement bar median islands to facilitate the required bus manoeuvrability.

The *T-junction Rearrangement* at the Langman Grove and Briar Road junction, was designed to reduce traffic speed by changing the traffic priority at the junction. The proposed design would require westbound traffic from Langman Grove to 'give-way' to all traffic on Briar Road, rather than undertake the existing free-flow left turn from Langman Grove into Briar Road.

Community consultation was undertaken in February and March 2022, to seek the community's comments on the traffic management proposal described above, as well as the implementation of an area-wide speed limit of 40km/h.

Two hundred and seventy-six (276) letters were delivered to owners and/or occupiers of dwellings in Langman Grove and nearby streets, asking if they *did support*, *did not support* or were *not sure* about the proposed traffic management proposal. The consultation letter included concept designs, described the reasons for not proposing a road closure or road humps and included a survey response form.

The Council received a total of fifty-eight (58) responses to the survey and a summary of the responses is set out below:

- the majority of respondents (71%) **did support** the junction rearrangement at the Langman Grove and Briar Road intersection;
- the majority of respondents (69%) **did not support** the *Horizontal Slow Points* on Langman Grove.
- 40% of the respondents **did support** a 40km/h speed limit and 38% of respondents noted that they **would support** a 40km/h speed limit only if there was additional traffic calming infrastructure.

It is noted that the Convenor of the petition *did not* support the proposal and letterbox dropped their views to other residents. As a result, many of the responses were identical and were copied from the Convenor's letter, which included the following key points.

- *do not support* the *Slow Points* because they would not adequately address the speed and volume of the traffic, and would increase the risk of crashes;
- *do support* the *T-junction Rearrangement* at Langman Grove and Briar Road;
- *do not support* a speed reduction to 40km/h as a stand-alone solution; and
- disagree with the Council's reasons for not using *Speed Cushions*.

As a result of the community consultation, it was determined that:

- *horizontal slow points* were not supported by the community and therefore would not be installed;
- the implementation of the T-junction re-arrangement at Langman Grove and Briar Road, was supported by the majority of the community and would therefore be installed with no further consultation required for this proposed traffic calming measure;
- the implementation of a 40km/h speed limit is feasible; and
- the majority of respondents indicated that they may support road humps, and as such, an alternative traffic management concept would be prepared that consisted of road humps.

The consultation letter which includes the concept designs and the citizen responses for consultation round 1, is contained in **Attachment B**.

Consultation for Design No. 2 – Road Cushions

Although road humps are not generally supported by the Council due to residents who live near road humps in other streets complaining about noise, there was merit in considering road humps along Langman Grove for the reasons set out below.

- the majority of survey respondents said they would support the installation of road humps;
- road humps result in a significant reduction in vehicle speeds; and
- road humps discourage through traffic (noting that traffic is then diverted to other streets).

Road humps that are continuous across the entire width of a road are not permitted on bus routes, but *road cushions* are a type of road hump that are permitted on bus routes because they include gaps that bus wheels can straddle, but are spaced too far apart for most passenger vehicles to straddle. In addition, the gaps in road cushions would allow for the stormwater overflow path along Langman Grove to be maintained.

BE Engineering were engaged to prepare concept designs for a series of *road cushions* along Langman Grove, between the existing wombat crossing at Wicks Avenue and the proposed *T-junction Rearrangement* at Briar Road that was supported during the stage 1 consultation.

The concept designs were prepared in accordance with the design requirements set out by the Department for Infrastructure and Transport (DIT) and The Austroads Guide to Traffic Management Part 8 Local Street Management. The *road cushions* were designed to meet the acceptable criteria on a bus route, avoid bus stops and spaced at approximately 80 metre intervals to facilitate a relatively constant speed along the road. A *30km/h Advisory Speed Limit* sign would be located at each road cushion and as such, the investigation for a 40km/h speed limit was not included as part of this project. Cyclists were considered throughout the design and although road cushions can be uncomfortable for cyclists to ride over at speed, cyclists could choose to alternatively track their wheels within the gaps if preferred.

Community consultation was undertaken in June and July 2022. Three hundred (300) letters were delivered to owners and/or occupiers of Langman Grove and nearby streets, asking if they *did support*, *did not support* or were *not sure* about the proposed traffic management proposal with road cushions. The consultation letter included the outcome of the first round of consultation, the updated concept designs and a survey response form. In addition, the letter informed the community about the advantages and disadvantages of road cushions as listed in **Table 2** below.

TABLE 2: EXTRACT FROM AUSTRROADS GUIDE TO TRAFFIC MANAGEMENT PART 8

Advantages of Road Cushions	Disadvantages of Road Cushions
A reported 27% reduction in the 85th percentile vehicle speeds in the vicinity of the device.	The noise level associated with vehicles may increase just before and after the device due to braking, acceleration and the vertical displacement of vehicles and goods.
When used in a series these devices regulate speeds over the entire length of street.	These devices are less effective in slowing vehicles with a wide wheel-base.
These devices are relatively low cost to install and maintain.	These devices are less effective in slowing motorcyclists.
These devices discourage through traffic.	These devices can prevent cyclists using kerbside gaps on on-street parking.
These devices do not restrict or discomfort cyclists.	Drivers can reduce their effect by traversing the cushions with only two wheels.
They can be designed so they do not inconvenience buses and commercial vehicles.	

The letter that was distributed to residents which included the concept designs for *Design No. 2* and the citizen responses for consultation round 2, are contained in **Attachment C**.

The Council received a total of fifty five (55) responses to the survey and a summary of the responses is set out below:

- 34.5% of the respondents **did support** the proposed road cushions and 25% of the respondents **would** support road cushions if some design changes were made. This equates to a majority of respondents (60%), **supporting** the road cushions if design modifications could be made;
- 20 (36%) respondents **did not support** the road cushions at all; and
- the remaining respondents **were not sure**.

The key reasons given for not supporting the installation of road cushions, was the associated noise, the loss of on-street car parking and the possible diversion of traffic to Riverside Drive or Hilltop Avenue.

It is noted that the Convenor of the petition *did support* road cushions *in-principle*, but provided a list of preferred design modifications. The Convenor letterboxed material outlining his views to other residents and thirteen (13) other respondents copied those comments into their own response.

The key comments raised by citizens from the round 2 consultation and the Council responses are set out below in **Table 3**.

TABLE 3: CONSULTATION ROUND 2 - KEY CITIZEN CONCERNS AND COUNCIL RESPONSE

Item No.	Citizen concerns and design response by the Consultant and/or the Council
1	<p>Citizen concern: <i>The proposal needs to include road cushions along Briar Road and Turner Street.</i></p> <p>Council response: The Council's Traffic Management and Road Safety Committee noted that traffic management in Briar Road and Turner Street would be assessed and evaluated after the implementation traffic management along Langman Grove.</p>
2	<p>Citizen concern: <i>Many of the site designs include the use of a narrow road cushion in the centre of the road that will enable traffic to avoid them, and potentially create a hazard as traffic, including large buses, will be encouraged to drive down the centre of the street. The traffic must be forced to drive over a road cushion with a minimum width of 1.9m.</i></p> <p>Design response: Causing a hazard by travelling along the centre of a road is an offence. However, this concern is noted because attempting to straddle the narrower cushions in the road centre, may be undertaken by some motorists. A design will be investigated that replaces the central narrow cushions with kerbed median islands to prevent motorists from driving along the centre of the road. The road cushions selected in the updated design will be as wide as possible within the allowable constraints for a bus route.</p>
3	<p>Citizen concern: <i>An alternative design using two 1.9m cushions and median strips near the kerb should be considered as it will be safer and result in less parking spaces being lost.</i></p> <p>Design response: The installation of median strips near the kerbs are not proposed for the reasons set out below.</p> <p>Langman Grove is a stormwater overland flow path and during peak storm events, water flow along the gutter is critical. An island near the kerb would restrict this flow;</p> <p>leaf litter and debris would collect between the kerb and the island resulting in more maintenance and restriction of water flow;</p> <p>kerb islands on either side of the road would require passing buses and passenger vehicles to be travelling closer together toward the centre of the road and potentially increase the likelihood of side swipe crashes; and</p> <p>kerb islands can impact property accessibility and bus loading/unloading manoeuvres.</p>
4	<p>Citizen concern: <i>The road cushions must be at least 75mm high and not recessed into the road surface.</i></p> <p>Design response: The height of the road cushions is guided by the Australian Standards and State Guidelines, and as such are proposed to be 75mm above road surface level.</p>

5	<p>Citizen concern: <i>Concerns regarding the noise associated with the road cushions.</i></p> <p>Council/design response: As advised in the letter for community consultation, noise impacts are a legitimate concern for residents. The location of each cushion has been placed in accordance with Australian Standards and Guidelines and are constrained by bus stops and access to properties.</p>
6	<p>Citizen concern: <i>Concerns regarding loss of parking.</i></p> <p>Council response: Each dwelling along Langman Grove has off-street parking and there are 53 car parks provided that specifically service Felixstow Reserve (on Riverside Drive and the off-street car park opposite Wicks Avenue). At busy times, there is capacity for overflow parking in the adjacent streets if required.</p>
7	<p>Citizen concern: <i>Concerns regarding traffic diversion to other streets, particularly Hilltop Ave and Riverside Drive.</i></p> <p>Council/design response: It is unlikely that a significant volume of traffic would divert to Riverside Drive because that route is anti-directional and would not result in a faster journey. It is also unlikely that the AM peak hour traffic would divert to Hilltop Avenue because it is difficult to turn right out to Payneham Road. However, the Council will monitor and evaluate the wider street network if traffic management is installed in Langman Grove. If significant impacts to other streets are identified, that are a result of traffic diversion from Langman Grove, further traffic management works will be considered.</p>
8	<p>Citizen concern: <i>Replace the proposed Give Way sign at the Langman Road and Briar Road junction with a Stop sign.</i></p> <p>Design response: This suggestion has been assessed but the junction layout does not meet the criteria set out in the Australian Standard AS1742.2 for a Stop Sign. This will however, be assessed again at the time of detailed design preparation.</p>
9	<p>Citizen concern: <i>Kerb ramps are required to assist the crossing of Langman Grove, near Cardigan Avenue.</i></p> <p>Council / design response: Agreed. A kerb ramp will be included in the detail design stage at this location.</p>

Consultation for Design No. 3 – Road Cushions with Median Islands

BE Engineering Consultants were engaged to modify the design of the road cushions to address the issues raised by the community which were received as part of the consultation process for *Design No. 2*, within the constraints of the relevant standards and guidelines and the site-specific conditions such as bus movements, stormwater surface flow and street maintenance considerations.

Community consultation for this design was undertaken in April and May 2023. Three hundred and twenty (320) letters were again delivered to owners and/or occupiers of Langman Grove and nearby streets, asking if they *did support*, *did not support* or were *not sure* about the modified road cushion proposal to manage traffic.

The modified design included median islands at each road cushion location and this would require the removal of thirty-nine (39) car parks. However, there was an error in calculations and it was anticipated that only thirteen (13) car parks would be removed. This error was uncovered during the consultation period and an additional letter was delivered to each owner/occupier that explained the error and extended the consultation period.

Both letters that were distributed to residents which included the updated concept design for *Design No. 3* and the citizen responses to consultation round 3, are contained in **Attachment D**.

The Council received a total of sixty-five (65) responses to the survey, as set-out below.

- 39 (60%) respondents **did support** the proposed road cushions, 20 of these were owners/occupiers of Langman Grove;
- 22 (34%) respondents **did not support** the proposed road cushions, 6 of these were owners/occupiers of Langman Grove;
- 4 respondents **were not sure**, and were not owners or occupiers of Langman Grove.

The key concerns that were raised by citizens who did not support the installation of road cushions have been assessed and a response to each concern is provided in **Table 4**.

TABLE 4: CONSULTATION ROUND 3 - KEY CITIZEN CONCERNS AND COUNCIL RESPONSE

Item No.	Citizen Concerns and Design Response by the Consultant and/or the Council
1	<p>Citizen concern: <i>Too many on-street car parks will be removed.</i></p> <p>Council response: Each dwelling along Langman Grove has off-street parking and there are 53 car parks provided that specifically service Felixstow Reserve (on Riverside Drive and the off-street car park opposite Wicks Avenue). At busy times, there is capacity for overflow parking in the adjacent streets if required.</p> <p>However, the concern with regard to loss of parking is legitimate and further design investigations have identified an alternative design that reduces the loss of on-street parking.</p>
2	<p>Citizen concern: <i>There are too many road cushions proposed.</i></p> <p>Council response: The spacing of approximately 80 metres between traffic control devices is recommended because it reduces the ability for motorists to speed up between road cushions. If motorists have the ability to speed up, the adverse noise impacts to residents can be increased with the sound of acceleration and deceleration.</p>
3	<p>Citizen concern: <i>The median islands will make it difficult to reverse from my driveway.</i></p> <p>Council response: Vehicle turn paths have been simulated for a large B99 vehicle at each driveway which shows that access and egress is possible for all properties.</p>
4	<p>Citizen concern: <i>Traffic will divert into other streets.</i></p> <p>Council response: It is unlikely that a significant volume of traffic would divert to Riverside Drive because that route is anti-directional and would not result in a faster journey. It is also unlikely that the AM peak hour traffic would divert to Hilltop Avenue because it is difficult to turn right out to Payneham Road. However, the Council will monitor and evaluate the wider street network if traffic management is installed in Langman Grove. If significant impacts to other streets are identified, that are a result of traffic diversion from Langman Grove, further traffic management works will be considered.</p>
5	<p>Citizen concern: <i>There will be an increase in noise.</i></p> <p>The noise level associated with vehicles that traverse road cushions can occur just before and after the device due to braking, acceleration and the vertical displacement of vehicles and goods. This level of noise depends on the type of vehicle, the spacing of the road cushions and driver behaviour.</p> <p>The advantages and disadvantages of road cushions were set out in the consultation letter as an important consideration that citizens needed to weigh up before deciding to support or not support the option.</p>

6 **Citizen concern:** *Motorists will drive closer to cyclists and cyclists will be pushed into the gutter.*

Council response: The central islands would create a point in the road where vehicles cannot overtake cyclists. It is not intended that cyclists and motorists sit side by side when travelling past the road cushions. This is similar to many traffic control devices where one road user passes the device at a time. The speed reduction achieved at the road cushions will result in a safer environment for cyclists, and reduce the differential speed between motorists and cyclists enabling cyclists to claim their space at the devices. However, design investigation has identified an alternative design that reduces the number of central islands. This would enable a motorist to pass a cyclist at the road cushion by crossing over the centreline, if it was safe to do so.

7 **Citizen concern:** *Overflow parking will impact residents in the adjacent streets.*

Council response: Overflow parking is likely to occur at times in the summer months when large numbers of visitors attend Felixstow Reserve. However, the surrounding street network has the capacity for additional on-street parking within a short walking distance of Felixstow Reserve.

However, the concern with regard to loss of parking is legitimate and further design investigations have identified an alternative design that reduces the loss of on-street parking.

8 **Citizen concern:** *The W90 bus only runs on weekdays and Saturday (between 6am and 7pm). Outside of these hours there are no buses that run down Langman Grove. Please advise if the yellow line can be converted into restricted control parking (dashed line) outside of these hours and Sunday (retaining the usual gap from the cushions as required for smaller vehicle manoeuvrability).*

Council response: The Adelaide Metro website (2 June 2023), confirmed that Bus W90 runs along Langman Grove between 6:30am – 7:00pm Monday and Friday, and between 8:00 – 6:30pm on Saturday. Therefore, the installation of timed parking control signs (No Stopping between 6:30am – 7:00pm Monday to Friday and No Stopping 8:00am-6:30pm) could be considered. This would enable three additional parking spaces at Bus Stop 22 Langman Grove – North West side. This would be investigated during the detail design phase and would require liaison with the South Australian Public Transport Authority. It is not possible to increase parking at other locations with the current design.

However, the concern with regard to loss of parking is legitimate and further design investigations have identified an alternative design that reduces the loss of on-street parking.

9 **Citizen concern:** *The design incorporates a central island median strip. This forces traffic, including long bendy buses towards the edge of the road. The traffic engineer would have considered the turning radius of the bus in this scenario and allowed enough clearance on the approach and departure, resulting in a higher number of lost car parking spaces. Why wouldn't the design use a median strip either side of the road which would reduce the approach and departure clearance required for large vehicles, thereby saving parking spaces? This would be similar to the layout used along Leah St Forestville.*

Design response: The installation of median strips near the kerbs are not proposed because of the reasons set out below.

- Langman Grove is a stormwater overland flow path and during peak storm events, water flow along the gutter is critical. An island near the kerb would restrict this flow;
- leaf litter and debris would collect between the kerb and the island resulting in more maintenance and restriction of water flow;
- kerb islands on either side of the road would require passing buses and passenger vehicles to be travelling closer together toward the centre of the road and potentially increase the likelihood of side swipe crashes. This was a concern raised by the community in *Table 3, item no. 3*; and
- kerb islands can impact property accessibility and bus loading/unloading manoeuvres.

However, the concern with regard to loss of parking is legitimate and further design investigations have identified an alternative design that reduces loss of parking.

10 **Citizen concern:** *Speeding in Briar Road will increase because motorists will compensate for loss of speed.*

Council response: The Council's Traffic Management and Road Safety Committee agreed that traffic management in Briar Road and Turner Street would be assessed after a post-installation evaluation of the traffic management undertaken in Langman Grove.

Motorists are required to drive within the speed limit. However, Briar would be assessed and evaluated after any traffic management works are implemented in Langman Grove.

11 **Citizen concern:** *Why not install roundabouts instead?*

Council response: Roundabouts were investigated but are not feasible due to the narrow street width, stobie pole locations and bus manoeuvrability requirements.

12 **Citizen concern:** *There is no problem in Langman Grove and traffic management is not necessary.*

Council response: This is not the view of many residents of Langman Grove. Although the data identified that the traffic volume and speed is not excessively high, traffic calming measures are considered warranted given the significant level of pedestrian and cyclist activity associated with Felixstow Reserve and the River Torrens Linear Park.

13 **Citizen concern:** *Why not just change speed limit to 40km/h?*

Council response: The road cushions would include *30km/h Advisory Speed signs* and the investigation for a 40km/h speed limit for all streets in Felixstow is planned to be undertaken in the future.

Although the majority of respondents supported the traffic management proposal provided in consultation for *Design No. 3*, the unintended loss of thirty-nine (39) car parks along Langman Grove was a concern that was raised by a number of residents and Council staff.

Design Option 4 – Road Cushions Optimal Solution

To address the concerns raised by residents regarding *Design No. 3*, BE Engineering Consultants have developed a fourth option (*Design No. 4*), that addresses the concerns raised in both *Designs No. 2 and 3*. The concept layout of *Design No. 4* is contained in **Attachment E**, and the key design attributes are set out below.

- Langman Grove and Briar Road junction: No Change - the T-Junction rearrangement is to remain;
- Briar Road to Cardigan Avenue: The six (6) proposed road cushions would be located at the same locations as *Design No 3*, but the central island would be replaced with a central road cushion that is the same width as all other road cushions. Car parking would be required on one side of the road only, at each road cushion. This modification addresses the community concern from *Design No. 2*, that motorists may try to straddle the narrower, central cushion, and addresses the community concerns from *Design No. 3* that too many car parks would be removed;
- Cardigan Avenue to Wicks Avenue: This section containing three (3) road cushions would remain unchanged from *Design No. 3*, because the road width is too narrow for the central road cushions to be installed, as proposed west of Cardigan Avenue; and
- There would be a total of 20 on-street car parking spaces removed *compared to 39 spaces in the previous design iterations.*

OPTIONS

The Committee is now required to consider the design and the outcomes of the consultation as set out in this report and determine the final outcome for traffic management along Langman Grove, between Wicks Avenue and Briar Road. The Committee has the following options in respect to this matter.

Option 1

Do nothing.

The Committee could determine that Langman Grove currently functions appropriately as a main collector route and there is no justification for traffic management devices to be installed in Langman Grove because the 2022 traffic data, does not identify a significant deficiency in the operation of Langman Grove. In addition, the Committee can also determine that the installation of traffic calming measures would unreasonably result in the loss of too many on-street car parking spaces.

This option is not recommended because there is high pedestrian and cyclist activity along Langman Grove, associated with the Felixstow Reserve and the River Torrens Linear Park, that warrants the need for traffic management.

Option 2

Implement *Design No. 3*, as contained in **Attachment D**.

The Committee could determine that the majority of survey respondents supported *Design No. 3*, and as such, this justifies its implementation.

This option is worthy of consideration because it was supported by the majority of residents, however, this option is not recommended because the loss of 39 on-street parking spaces was a significant concern raised by residents.

Option 3

Undertake community consultation for *Design No. 4*, as contained in **Attachment E**.

The Committee could determine that given *Design No. 3* required a significant loss of on-street car parking, that the community should be consulted on *Design No. 4*, to ascertain whether it would be supported by the majority of the residents.

This option is not recommended because the community has already shown majority support for road cushions at the same locations as shown in *Design No. 3*.

Option 4

Implement *Design No. 4*, as contained in **Attachment E**.

The Committee could determine that *Design No. 4*, is the optimal solution that addresses the majority of concerns raised by the community and as such, is suitable for implementation without the need to undertake a fourth round of community consultation.

This option is recommended because the community has already indicated that there is a majority support for *road cushions* at these locations, and *Design No. 4* is simply improving the design to mitigate the concerns raised by residents and balances the need to implement traffic calming measures whilst retaining as many existing on-street parking spaces as possible.

CONCLUSION

The process for the development of concept designs and community consultation with regard to traffic management in Langman Grove has been set out in this report and the Committee's recommendation to the Council is now sought.

COMMENTS

Road cushions are effective in reducing traffic speed and volume but the Council does not generally install road cushions or humps because the noise associated with vehicles mounting the cushions has historically resulted in adverse impacts to some residents. Notwithstanding this, the owners and occupiers of Langman Grove were informed of this potential impact and yet the majority of residents supported the implementation of the road cushions. As such, it is considered that the residents have determined that the speed reduction benefit of the road cushions, outweighs the disbenefit of their associated noise. The Committee however, could determine otherwise.

It should also be noted that the design approach of installing road cushions is relevant to this particular context and should not be considered as a precedent for other localities in the City, where traffic calming measures may be required.

As noted at the Committee meeting held on 21 December 2021, the need for additional traffic management in Briar Road and Turner Street would be assessed after a post-installation evaluation of the traffic management undertaken in Langman Grove.

RECOMMENDATION

It is recommended that the Traffic Management & Road Safety Committee make the following recommendations to the Council:

1. That the Committee recommends that in light of the consultation outcomes detailed in this report, there is sufficient justification to implement *Design No. 4*, the traffic management proposal along Langman Grove, that includes a T-Junction Rearrangement at the intersection of Langman Grove and Briar Road, and road cushions with 30km/h advisory speed signs, as contained in Attachment F to this report.
 2. That the Council notes that:
 - a. community consultation with regard to *Design No. 4* has not been undertaken and is not required because the design addresses the majority of concerns that were raised by the community during the previous three rounds of consultation;
 - b. additional funding of approximately \$102,000 will be required to implement *Design No. 4*, as contained in Attachment E;
 - c. an evaluation of the traffic conditions along Langman Grove and the surrounding street network, will be undertaken twelve (12) months following installation to determine and assess whether traffic has been diverted to other streets. If there is a significant adverse impact to other streets, additional mitigating traffic management will be considered in those streets;
 - d. as noted at the Committee meeting held on 21 December 2021, traffic management along Briar Road and Turner Street, will be assessed after the evaluation of Langman Grove has been undertaken. This will inform whether additional traffic management is required and if road cushions are a feasible traffic management solution for Briar Road and Turner Street;
 - e. the investigation for the introduction of a 40km/h speed limit will be undertaken in the future, as part of the staged City-wide assessment; and
 - f. the residents who were consulted on the traffic management proposal will be informed of the Committee's decision and recommendations to the Council.
-

Mr Nick Meredith moved:

It is recommended that the Traffic Management & Road Safety Committee make the following recommendations to the Council:

- 1. That the Committee recommends that in light of the consultation outcomes detailed in this report, there is sufficient justification to implement Design No. 4, the traffic management proposal along Langman Grove, that includes a T-Junction Rearrangement at the intersection of Langman Grove and Briar Road, and road cushions with 30km/h advisory speed signs, as contained in Attachment F to this report.*
- 2. That the Council notes that:*
 - a. community consultation with regard to Design No. 4 has not been undertaken and is not required because the design addresses the majority of concerns that were raised by the community during the previous three rounds of consultation;*
 - b. additional funding of approximately \$102,000 will be required to implement Design No. 4, as contained in Attachment E;*
 - c. an evaluation of the traffic conditions along Langman Grove and the surrounding street network, will be undertaken twelve (12) months following installation to determine and assess whether traffic has been diverted to other streets. If there is a significant adverse impact to other streets, additional mitigating traffic management will be considered in those streets;*
 - d. as noted at the Committee meeting held on 21 December 2021, traffic management along Briar Road and Turner Street, will be assessed after the evaluation of Langman Grove has been undertaken. This will inform whether additional traffic management is required and if road cushions are a feasible traffic management solution for Briar Road and Turner Street;*
 - e. the investigation for the introduction of a 40km/h speed limit will be undertaken in the future, as part of the staged City-wide assessment; and*
 - f. the residents who were consulted on the traffic management proposal will be informed of the Committee's decision and recommendations to the Council.*

Seconded by Cr Knoblauch and carried unanimously.

5. OTHER BUSINESS
Nil

6. NEXT MEETING
Tuesday 15 August 2023

7. CLOSURE
There being no further business, the Presiding Member declared the meeting closed at 11.25am.

Cr Kevin Duke
PRESIDING MEMBER

Minutes Confirmed on _____
(date)