Traffic Management & Road Safety Committee **Minutes**

15 June 2021

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 Carlo Dottore Cr Fay Patterson Mr Shane Foley (Specialist Independent Member) Mr Nick Meredith (Specialist Independent Member)
Staff	Carlos Buzzetti (General Manager, Urban Planning & Environment) Gayle Buckby (Manager, Traffic & Integrated Transport)
APOLOGIES	Senior Sergeant Kev Carroll (SAPOL)
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 endorse proposals and recommendations regarding parking which seek to improve road safety throughout the City.*

1. CONFIRMATION OF MINUTES OF THE TRAFFIC MANAGEMENT & ROAD SAFETY COMMITTEE MEETING HELD ON 16 FEBRUARY 2021

Cr Patterson moved that the minutes of the Traffic Management & Road Safety Committee meeting held on 16 February 2021 be taken as read and confirmed. Seconded by Mr Shane Foley and carried.

2A. PRESIDING MEMBER'S COMMUNICATION

Nil

2B. DEPUTATION

2B.1 DEPUTATION – TRAFFIC MANAGEMENT IN MARDEN, ROYSTON PARK, JOSLIN & ST PETERS

REPORT AUTHOR:	Manager, Traffic & Integrated Transport
GENERAL MANAGER:	General Manager, Urban Planning & Environment
CONTACT NUMBER:	8366 4542
FILE REFERENCE:	qA1041 qA66242
ATTACHMENTS:	Nil

SPEAKER/S

Mr Brendan Warn

ORGANISATION/GROUP REPRESENTED BY SPEAKER/S

Not Applicable.

COMMENTS

Mr Brendan Warn has written to the Committee requesting that he be permitted to address the Committee in relation to traffic issues in First Avenue, St Peters and the broader locality.

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

Mr Brendan Warn addressed the Committee in relation to this matter.

3. STAFF REPORTS

3.1 TRAFFIC MANAGEMENT IN MARDEN, ROYSTON PARK, JOSLIN & ST PETERS

REPORT AUTHOR: Manager, Traffic & Integrated Transport
GENERAL MANAGER: General Manager, Urban Planning & Environment
CONTACT NUMBER: 8366 4542
FILE REFERENCE: qA66242
ATTACHMENTS: A - F

PURPOSE OF REPORT

The purpose of this report is to provide the Committee with a summary of the findings contained in the *'Marden, Royston Park, Joslin & St Peters Traffic Review*' report (the Traffic Review report) and to seek the Committee's endorsement to progress a range of traffic management recommendations that will affect Marden, Royston Park, Joslin and St Peters.

BACKGROUND

The Traffic Review Report was prepared in 2020 by the consulting firm Tonkin, on behalf of the Council, to address the following:

- concerns raised by residents of Marden regarding high traffic volumes and speeding along River Street and Beasley Street; and

- a Petition from residents of First Avenue (St Peters, Joslin and Royston Park) which requested that the Council '*eliminate or significantly reduce non-resident commuter traffic on First Avenue'* and '*reduce the speed limit to 40km/h'*. This Petition was presented to the Committee at its meeting held on 18 August 2020. A copy of the Petition is contained in **Attachment A**.

An overview of the findings of the Traffic Review Report was presented to the Committee at an Informal Gathering held on 16 February 2021. The presentation was based on the Final Report, a copy of which is contained in **Attachment B**.

RELEVANT STRATEGIC DIRECTIONS & POLICIES

Traffic calming and speed reduction in residential streets has the potential to support and facilitate the Outcomes and Objectives of the Council's Strategic Management Plan, *City Plan 2030,* as listed below.

Outcome 1: Social Equity
A connected, accessible and pedestrian-friendly community.

Objective 2: A people-friendly, integrated, sustainable and active transport network.

Outcome 2: ***Cultural Vitality***
A culturally rich and diverse city, with a strong identity, history and sense of place.

Objective 4. Pleasant, well designed, and sustainable urban environments
Objective 5. Dynamic community life in public spaces and precincts.

FINANCIAL AND BUDGET IMPLICATIONS

Funding for the recommended options outlined in this report would be required as follows:

a) investigations and design development, funded from the operational budget allocation for Traffic & Integrated Transport matters; and
b) design and construction, to be integrated into projects for streets that are programmed for reconstruction as part of the Council's draft 2021-22 Budget and/or future budgets (if endorsed). In this regard, it should be noted that this includes traffic management interventions that fall within the allocated budget of planned street reconstruction projects. However, physical interventions that require additional funding will need to be considered separately as part of the Council's annual budget setting process.

EXTERNAL ECONOMIC IMPLICATIONS

Not Applicable.

SOCIAL ISSUES

This project aims to address concerns raised by some members of the community with regard to excess traffic volume and speed. These concerns may not be shared by everyone and consultation with the broader community is warranted, prior to any traffic management works being undertaken, so as to ensure that all significantly affected parties are provided with an opportunity to make a submission.

CULTURAL ISSUES

Not Applicable.

ENVIRONMENTAL ISSUES

Not Applicable.

RESOURCE ISSUES

The work required to manage the project requires the allocation of considerable resources and this may affect the timely delivery of other traffic management and transport related projects and issues.

RISK MANAGEMENT

Not Applicable.

COVID-19 IMPLICATIONS

Not Applicable.

CONSULTATION

- **Traffic Management & Road Safety Committee**
  The Committee considered the Petition from residents in First Avenue St Peters, Joslin & Royston Park on 18 August 2021.

  The preliminary results of the Traffic Review report were provided to the Committee at an Informal Gathering held on 16 February 2021.

- **Staff**
  General Manager, Urban Planning & Environment
  Project Manager, Assets

- **Community**
  Not Applicable

- **Other Agencies**
  Not Applicable

DISCUSSION

The Marden, Royston Park, Joslin & St Peters Traffic Review Report – Summary

The aim of the *Marden, Royston Park, Joslin & St Peters Traffic Review* (the Traffic Review) was to assess the various traffic concerns raised by the petitioners, residents and some Elected Members and to assist in the development of an evidence-based understanding of the local traffic issues. The study area is bound by the River Torrens to the northwest, Lower Portrush Road to the northeast, Payneham Road to the southeast and Stephen Terrace to the southwest, as depicted in **Attachment B**.

The Review included:

- a review of all previous Local Area Traffic Management (LATM) Studies within the study area;
- a review of recent traffic data (volume, speed and crash) collected by Council;
- a review of Origin-Destination surveys;
- a review of the investigation into 'No Right Turns' from Lower Portrush Road into River Street and Beasley Street; and
- a discussion around the findings and recommendations for the next steps.

The full report is contained in **Attachment C** and a summary of the key findings is set out below:

- Previous Local Area Traffic Management Studies undertaken by the Council in 1998 and 2003, recommended the installation of a number of traffic management devices within the study area. However, several of the recommendations were not implemented, including:

  - a 40km/h Area Speed Limit;
  - Battams Road and Beasley Street junction– roundabout or kerb extensions;
  - Broad Street - speed control devices (type not determined);
  - Battams Road at Payneham Road - Ban right turn movements between 7-9am;
  - Lambert Avenue - Pavement Bar Islands; and
  - The Avenues - several locations for Perimeter Thresholds, Centre Blisters and Kerb Extensions.

  There may be various reasons why the above recommendations were not implemented and some were medium to long term initiatives that may not have been deemed as priorities at the time. Extensive research to ascertain why these measures were not implemented has not been undertaken as this would add little to no value to the contemporary investigations which have now been undertaken for the study area.

- Analysis of the traffic volumes identified that at a holistic level, the majority of streets in the study area carry traffic volumes commensurate with their intended function as *Local Roads,* with volumes less than 2,000 vehicles per day. Streets that carried traffic volumes higher than 2,000 vehicles per day, are River Street, Beasley Street, Battams Road and Sixth Avenue.

- "Rat-running" was identified as occurring in several streets with the percentage of peak hour traffic being greater than 10% of the daily volume. These streets are River Street, Beasley Street, Broad Street, Battams Road, First Avenue, Second Avenue, Third Avenue, Sixth Avenue and Ninth Avenue.

- Traffic speed analysis identified that traffic speed is higher than desirable in some streets with 85th percentile speeds higher than 50km/h in River Street, Beasley Street, Battams Road, First Avenue, Second Avenue, Third Avenue, Fifth Avenue, Sixth Avenue, Eighth Avenue and Ninth Avenue.

- In 2017, traffic origin-destination surveys were undertaken to identify the level of "rat-running" that was occurring between Lower Portrush Road and Payneham Road. This was augmented with an additional origin-destination survey which was undertaken by the Council in February 2021, to investigate the specific concerns raised by residents of First Avenue via the Petition and subsequent correspondence. The survey identified that there is "rat-running" occurring through the area along the key routes of River Street and Beasley Street via Sixth Avenue, First Avenue, Second Avenue, Battams Road and Lambert Road.

- In 2017, the Council requested permission from the Department for Infrastructure & Transport (the Department) to install *'No Right Turn 7.00am-9.00am'* signs on Lower Portrush Road at River Street and Beasley Street. As instructed by Department, the Council undertook detailed traffic analysis which identified that River Street and Beasley Street took around four (4) times more right turning traffic than at the Payneham Road and Lower Portrush Road intersection in the AM peak. It was estimated that if the right turns were banned into River and Beasley Streets during the AM peak, the delays at the Payneham Road intersection would increase from around 6 minutes to (up to) 27 minutes in the AM peak. The Department therefore did not approve the Council's request for these part-time right turn bans. In 2021, the Department commenced a planning study for the intersection of Payneham Road and Lower Portrush Road with the aim of increasing capacity and reducing traffic delays. Council staff have commenced discussions with the Department to integrate *'No Right Turn 7:00am -9:00 am'* signs at River Street and Beasley Street as part of this project.

- Road network analysis identified that the underlying traffic issues include:

    - the grid layout with the precinct being bound by the River Torrens on one side with only two access points (River Street and Beasley Street) off Lower Portrush Road;
    - the traffic congestion on Payneham Road and the intersection with Portrush Road that motivates drivers to find alternative routes; and
    - the Avenues being long and very wide roads which are conducive to higher speeds and "rat-running".

- Land use within the study area is primarily residential, with commercial development confined to the Payneham Road frontage and the East Adelaide Primary School at the intersection of Westminster Street and Third Avenue. The School zone extends beyond the study area into Hackney, College Park, Evandale, Maylands and Stepney and school drop-off and pick-up traffic would contribute significantly to the peak hour traffic flows which is not considered to be "rat-running" traffic. The School zone is depicted in **Attachment D**.

The most recent traffic data for the study area is contained in **Attachment E**. It should be noted that traffic data is some streets has been updated since the Traffic Review was completed and therefore the data contained in Attachment D may vary from the data contained in the Traffic Review report.

The Marden, Royston Park, Joslin & St Peters Traffic Review – Recommendations

The Traffic Review identified two broad traffic management scenarios to consider which are aimed to either *prevent,* or *discourage* non-local traffic within the precinct.

The *prevention* scenario requires the adoption of a hard-line approach that would include road closures and other significant traffic control restrictions. This approach would require the determination of a formal road hierarchy for the precinct to identify Local Roads that would be designed to carry low traffic volumes and Collector Roads that would carry higher traffic volumes. The Collector Roads would likely be identified as Sixth Avenue, Lambert Road, Battams Road and Winchester Street.

The *discourage* scenario accepts that "rat-running" is somewhat inevitable throughout the study area and that traffic will filter throughout the permeable network. This scenario would include traffic management interventions to reduce speed and the ease of "rat-running" to discourage excessive through traffic. These may include, but not be limited to, horizontal deflection devices, mid-block median treatments and/or line marking and signage.

The Traffic Review recommended that the extent of the problems did not warrant the *'prevention'* approach and that further consideration should be given to a range of local area traffic controls to *discourage* high volumes of traffic and address appropriate speeds as follows:

- implement a 40km/h area speed limit;
- install traffic control devices at strategic locations to *discourage* high volumes of traffic and moderate traffic speed; and
- continue to work with the Department of Infrastructure & Transport to advocate for No Right Turns into Beasley Street and River Street in the AM peak periods as part of the current Planning Study for the intersection of Payneham Road and Lower Portrush Road.

As part of the Traffic Review, it was noted that it has been almost eighteen (18) years since a comprehensive Local Area Traffic Management Plan (LATM) was undertaken for the study area. However, given that the extent of the issues is well understood, it is recommended that some concept plans, aimed at discouraging non-local traffic within the precinct, be prepared for consultation with the community as an alternative to preparing an LATM.

40km/h Area Speed Limit Investigations

Initial investigations have been undertaken by Council staff to identify if the study area complies with the requirements set out by the Department for Infrastructure & Transport (the Department) for a 40km/h area speed limit.

To ensure a consistent approach, it was identified that the 40km/h area should extend wider than the study area of the Traffic Review and include the residential streets in St Peters and Hackney, between Stephen Terrace and Hackney Road. This larger precinct is bound by Lower Portrush Road to the northeast, the River Torrens to the northwest, Payneham Road and North Terrace to the southeast and Hackney Road to the southwest, as depicted in **Attachment F**.

The investigations verified that the residential streets in the precinct depicted in **Attachment F**, meet the requirements for a 40km/h area wide speed limit without the need for additional traffic calming devices. Specific liaison with the Department would be required for Sixth Avenue which is a bus route and the interface with Stephen Terrace, which is operated and maintained by the Department and has a speed limit of 60km/h.

Prioritising and Funding Considerations

Funding for the implementation of traffic interventions in the study area has not been allocated in the Council's draft 2021-22 Annual Business Plan and Budget and any future works will require a prioritised, staged approach that balances the need to address outstanding traffic issues outside of this study area and other budgetary pressures and priorities.

The Council's Draft annual Business Plan and Budget 2021-22 includes funding for a Traffic Study in the area bound by Payneham Road to the north, Portrush Road to the west, Magill Road to the south and Glynburn Road to the east. This area has not had a comprehensive Local Area Traffic Management Plan (LATM) undertaken for twenty three (23) years and a number of streets are functioning as *Main Collector Roads* with traffic volumes up to 4,500 per day - considerably higher than the traffic volumes experienced in local streets in Marden, Royston Park, Joslin & St Peters.

Short-term traffic intervention works could be implemented by integrating them into other Council projects which will be undertaken in the study area, as those opportunities arise. The Council's Draft Annual Business Plan and Budget for 2021-22 includes funding for the design and/or re-construction of several streets in the study area, including Battams Road (Marden/Royston Park), Addison Road (Marden), Sixth Avenue (Joslin/St Peters) and Winchester Street (St Peters). If the Council's draft budget is endorsed, it will be timely to integrate minor traffic management interventions into these projects. Alternatively, if more substantial physical devices are needed, then funding will need to be sought via the Council's annual budget setting process.

Other proposed works will require strategic prioritisation to ensure a pragmatic approach.

The Australian Standards do not provide a warrant for prioritising traffic management interventions on local roads and it is up to the individual Council to set the measures for decision making based on the individual circumstances. Decisions made by this Council are based upon functionality of the road as set out in the Council's Local Area Traffic Management Policy, as follows:

The road classifications in terms of functionality have been determined by the Council to be:

- *Local Road – up to 2,000 vehicles per day;*
- *Collector Road – 2,000 to 3,000 vehicles per day, and*
- *Main Collector Road – 3,000-6,000 vehicles per day.*

This indicates that traffic management interventions may be appropriate if a local road is carrying more than 2,000 vehicles per day, or alternatively the road could be reclassified as a Collector or Main Collector Road. If the volume exceeds 2,000 vehicles per day, other attributes of the street are considered such as land use, pedestrian and cyclist activity, road width and street environment to assess the appropriate classification. Higher traffic volumes may not be considered acceptable by some residents but may nevertheless not be identified as a problem if it is aligned with the role of the street. In addition to the road classification, traffic engineers assess traffic speed, crash history and peak hour traffic volumes. If certain thresholds are met, traffic management interventions may be required, as described below.

- *Traffic speed*
  The speed at which 85% of vehicles travel at or below, under free flowing conditions (the 85th percentile speed) is measured to identify the frequency and extent of speeding above the speed limit. In local streets with a 50km/h speed limit, the trigger for further investigation is generally where the 85th percentile speed is above 52km/h. However, other road attributes are taken into account such as road width and capacity, pedestrian and cyclist activity and land use.

- *Peak hour traffic volumes*
  The percentage of daily traffic that is recorded during the morning (AM) and afternoon (PM) peak hour, is used to identify if there is a dis-proportionate volume of non-local traffic ("rat-running") on the street network. The peak hour volume is identified as the volume of traffic during the hour of the day that observes the highest traffic volumes. In this study area, the peaks are generally 8:00am to 9:00am and 5:00pm to 6:00pm, although some peaks were observed from 3:00pm to 4:00pm. The Austroads Guidelines suggest that if a local road carries peak period traffic volumes higher than 10% of the daily traffic volume, further investigation is warranted. Some Councils have higher peak volume thresholds such as the City of Unley which nominates a peak hour percentage of 14% as the threshold.

- *Crash history*
  Crash data for a period of five (5) years is reviewed to assess road safety. A casualty crash consists of an injury or a fatality involving a pedestrian, cyclist or motorist. A single casualty crash does not necessarily indicate a traffic hazard, but a cluster of three (3) casualties over a five (5) year period indicates a *potential hazard* requiring investigation.

An assessment of the traffic data in the study area identified a number of streets where the thresholds for further investigation is triggered, as listed in TABLE and summarised below:

- River Street and Battams Road function as major collector roads with traffic volumes higher than 3,000 vehicles per day;
- Beasley Street and Sixth Avenue currently function as Collector Roads with traffic volumes higher than 2,000 vehicles per day;
- Sixth Avenue, which is also a bus route has high speeds and has had four (4) crashes over a 5-year period that involved a cyclist casualty;
- River Street, Fifth Avenue and Sixth Avenue have 85th percentile traffic speeds of 55 & 56 km/h;
- First Avenue, Second Avenue, Fifth Avenue, Sixth Avenue, Eighth Avenue and Ninth Avenue have 85th percentile speeds above 52km/h; and
- Second Avenue, Third Avenue and Sixth Avenue have excessively high AM peak hour volumes.

TABLE 1: STREETS THAT WARRANT FURTHER INVESTIGATION DUE TO TRAFFIC DATA ASSESSMENT

Street name	85th percentile speed > 50km/h	Traffic volume > 2,000vpd	Peak hour volumes > 10%	Three or more casualty crashes (2016-2020)
River Street	56 km/h	3,222 vpd	13% AM, 12% PM	-
Beasley Street	-	2,138 vpd	14% AM, 13% PM	-
Broad Street	-	-	12% AM & PM	
Battams Road	-	3,056 vpd	12% PM	-
First Avenue	54km/h	-	15% AM & PM	-
Second Avenue	54km/h	-	24% AM, 14% PM	-
Third Avenue	-	-	21%a AM, 14% PM	-
Fifth Avenue	56km/h	-	-	-
Sixth Avenue	55km/h	2,622 vpd	19% AM	4 (cyclists)
Seventh Avenue	-	-	-	-
Eighth Avenue	53km/h	-	-	-
Ninth Avenue	54km/h		11% AM	-

Comprehensive traffic data within the study area is contained in **Attachment D**.

The *Streets for People Compendium for South Australian Practice,* provides information and guidance for best practice street design for the development of pedestrian and cycle friendly environments. The *Compendium* recommends that residential streets should have speeds of 30km/h or less and carry up to 3,000 vehicles per day. Using this criteria, the traffic speed in the study area is excessively high but acceptable traffic volumes are only exceeded in River Street and Battams Road.

Given that Sixth Avenue includes a bus route, its function as a collector road is considered appropriate, however the cluster of cyclist casualty crashes on Sixth Avenue, warrants a safety review to identify the cause of the crashes and possible mitigating measures.

The 85th percentile traffic speed throughout the study area is of concern. The implementation of a 40km/h area speed limit would reduce speeds and is warranted in the short term. This would be a relatively low-cost measure that would assist speed across the entire study area rather than concentrating on just a few streets. This would also be a consistent approach to follow on from the 40km/h implementation of Norwood and Kent Town, which is currently subject to consultation outcomes and Council endorsement.

Stephen Terrace

Stephen Terrace is a sub-arterial road maintained by the Department of Infrastructure & Transport and runs through the historic-residential and residential areas of St Peters. It carries 22,000 vehicles per day and is signed at 60km/h. It consists of one lane in each direction, auxiliary right turn lanes and bicycle lanes. There are sixteen 4-way intersections on this 1.3 kilometre stretch of road controlled by either Give Way or Stop signs from the local streets.

Observations have identified that there is often a lack of gaps in the traffic and motorists, cyclists and pedestrians find it difficult to cross or turn right at the sixteen (16) four-way intersections.

Crash data sourced from the Department identifies crashes at every intersection and also in the mid-block sections. The high traffic volumes, and 60km/h speed limit crash history, create an environment that is contrary to its residential surroundings and significant pedestrian and cyclist activity.

The Council does not have the authority to change the speed limit on Stephen Terrace but has discussed the possibility of improving safety and residential amenity by reducing the speed limit of Stephen Terrace to 50km/h. This request has been refused by the Department to date.

The Petition

The Petition from residents of First Avenue (St Peters, Joslin and Royston Park) presented to the Traffic Management & Road Safety Management Committee at its meeting held on 18 August 2020, is contained in **Attachment A**. The petition requested that the Council undertake four action points which are listed below together with a staff response to each point.

Action Point 1: Eliminate or significantly reduce by at least 80%, non-resident commuter 'rat-running' traffic volumes by installing suitable road infrastructure and signage on First Avenue.

Response: The high percentage of traffic in the peak hour confirms that there is some non-resident rat-running occurring in First Avenue. However, it is also occurring in River Street, Beasley Street, Broad Street, Battams Road, Second Avenue, Third Avenue, Sixth Avenue and Ninth Avenue. If traffic intervention measures were installed in First Avenue as requested by the Petitioners, the traffic would simply transfer to Second Avenue resulting in adverse impacts to residents of Second Avenue.

The traffic volume in First Avenue is 1,241 vehicles per day which is well below the acceptable volume of up to 2,000 vehicles per day for a Local Street (as set out in the Council's *Local Area Traffic Management Policy*). Therefore, it is considered that significant traffic intervention measures are not warranted. Instead, an holistic and logical traffic management approach that targets the source of the "rat-running" traffic is more practical.

Action Point 2: Reduce the maximum signed speeds to 40km/h in the residential areas of College Park, St Peters, Joslin and Royston Park.

Response: This suggestion is a practical and holistic approach to reducing traffic speed in the residential areas and warrants consideration.

Action Point 3: Manage non-resident parking on First Avenue during the working weekday.

Response: The areas beyond the property boundary of any residence, namely the footpath and roadway are public space. On-street parking is considered to be a public amenity and as such, is available for all road users including residents, visitors and local employees. The road width of First Avenue is approximately eleven (11) metres which facilitates parking on both sides of the street while still allowing for the safe movement of traffic in both directions. Therefore, anyone is legally allowed to park in First Avenue providing they park in accordance with the *Australian Road Rules*.

It is understood that there was some level of inconvenience to residents of First Avenue in 2020, with a higher parking demand than usual generated from construction workers at the Life Care development on Payneham Road. As a result of the Petition, The Council's Parking Inspectors increased monitoring of parking compliance in First Avenue during the construction period and vehicles found to park illegally (not in compliance with the Australian Road Rules), were issued Expiation Notices.

Action Point 4: Adopt First Avenue as part of Council's cycling plan and promote safe cycling along First Avenue.

Response: The cycling network identifies key streets throughout the City that provide cyclists with the safest and most direct routes over long distances. Bicycle logos are installed along these routes to raise motorist awareness of the possible presence of cyclists and help with cyclist wayfinding to the most appropriate locations to cross busy roads and connect to other routes further afield. If logos are placed on every street, it would reduce the strategic function of the network.

Community consultation has identified that cyclists filtered through all of the Avenues in St Peters and Joslin depending on their origin and destination and therefore, the strategic routes selected were:

- Ninth Avenue because cycling data identified it was the most popular cycling route. It connects the Adelaide CBD with the River Torrens Linear Park Shared Path and avoids some long winding sections of the shared path; and
- Third Avenue because it provides the most direct link to the safe pedestrian crossings at Lower Portrush Road and Stephen Terrace.

Traffic data (including cyclist data) was collected in the Avenues between Winchester Street and Lambert Road in 2020 and 2021, as shown in Table 2 below.

TABLE 2: DAILY CYCLING VOLUME IN THE AVENUES

Street Name	Daily Cyclist Volume
Ninth Avenue	47
Eighth Avenue	6
Seventh Avenue	17
Sixth Avenue	4
Fifth Avenue	11
Fourth Avenue	3
Third Avenue	10
Second Avenue	13
First Avenue	11

The data set out in Table 2 above, identifies that Ninth Avenue is clearly the most popular cycling route in the northwest section of the study area, but First Avenue carries similar volumes to Second, Third, Fifth and Seventh Avenues. Given these findings, there is no justification to modify the existing cycling network. If a street is not designated on the cycling network, it does not however, preclude cyclists from riding on it. It would be illogical to formally designate every street as a cycling route.

OPTIONS

The findings discussed in this report have identified, from an evidence-based perspective, that traffic speed and volume in a number of streets in the study area (depicted in **Attachment B**), warrant some form of traffic management intervention.

“Rat-running” is occurring in First Avenue as raised in the petition by residents of First Avenue, however data clearly shows that “rat-running” is occurring throughout the entire study area. Therefore, a strategic and logical approach is required so that any traffic interventions installed on one street do not simply transfer the problem by increasing traffic volumes in another street.

The installation of traffic management devices in every street would be cost prohibitive and an inequitable outcome from a City-wide perspective.

Therefore, the key recommendations are to:

- facilitate speed reduction with the implementation of an area wide 40km/h speed limit; and
- discourage excessive through traffic by installing traffic management interventions in key streets. These may include, but not be limited to, horizontal deflection devices, mid-block median treatments and/or line marking and signage.

The outcomes of these interventions would be evaluated post-implementation and additional works would be considered in other streets only if deemed necessary.

The Committee is now required to consider the investigations and findings described in this report and provide advice to the Council on the next steps.

Possible options for the next steps are listed below.

Option 1

Do nothing. The Committee can recommend to the Council that notwithstanding the recommendations contained in the Marden, Royston Park, Joslin and St Peters Traffic Review report, there is no justification for traffic management works to be undertaken.

This option is not recommended on the basis that significant “rat-running” and speeding has been identified within the area.

Option 2

The Committee can recommend to the Council that in light of the investigations and findings detailed in this report, there is sufficient justification to develop a traffic management framework for consultation with the community and key stakeholders on the following:

a) propose to reduce the speed limit to 40km/h in the residential streets bound by Lower Portrush Road, Payneham Road, North Terrace, Hackney Road and the River Torrens (as depicted in Attachment F to this report), noting that this area includes the additional suburbs of College Park and Hackney;

b) prepare three concept design options for traffic management devices that aim to discourage excessive through traffic along River Street, Beasley Street and Battams Road. These may include, but not be limited to, horizontal deflection devices, mid-block median treatments and/or line marking and signage.

c) integrate traffic management interventions that can be accommodated within the allocated budget into the streets that are planned for design and or re-construction in the 2021-22 financial year, including Battams Road (Marden/Royston Park), Addison Road (Marden), Sixth Avenue (Joslin/St Peters) and Winchester Street (St Peters). It is noted that if substantial physical interventions are recommended in these streets, additional funding will need to be considered separately as part of the Council's annual budget setting process;

d) undertake a review of the casualty crash clusters in Sixth Avenue to identify the cause of the crashes and identify possible mitigating measures; and

e) continue to liaise with the Department for Infrastructure & Transport to:
   - advocate for No Right Turns in to Beasley and River Street as part of the future outcomes of the Lower Portrush Road and Payneham Road Planning Study;
   - develop options to reduce "rat-running" to/from the junctions of Payneham Road with Battams Road, and Salisbury Street; and
   - continue to advocate for a speed limit reduction from 60km/h to 50km/h along Stephen Terrace.

This option is recommended because it is a logical, practical, strategic approach that addresses the areas of highest priority.

Option 3

The Committee can choose to consider the *traffic prevention* approach instead of the *traffic discouragement* approach. This would include road closures and other significant traffic control restrictions. As stated in this report, this approach would require the determination of a formal road hierarchy for the precinct to identify Local Roads that would be designed to carry low traffic volumes and Collector Roads that would carry higher traffic volumes. The Collector Roads likely be identified are Sixth Avenue, Lambert Road, Battams Road and Winchester Street.

The formalisation of a road hierarchy would positively result in the reduction of traffic volumes in some roads, however traffic volumes would significantly increase on the roads identified as Collector Roads. This would create a 'winners and losers' scenario for residents in The Avenues, depending on which streets they reside in. Such an approach is considered inequitable and unnecessary in light of the availability of other traffic management options. This approach is therefore not recommended at this stage.

CONCLUSION

The *Marden, Royston Park, Joslin and St Peters Traffic Review* has validated that traffic speed and "rat-running" is at a level that warrants traffic management intervention in some streets within the study area. However, given that traffic data identifies similar (and more significant) traffic issues in other suburbs within the City, it is important that a logical, practical, prioritised and staged approach is adopted that provides a framework for an equitable allocation of Council resources.

The Petition from residents of First Avenue (St Peters, Joslin and Royston Park) has advised the Council that in their view, they are adversely impacted by traffic speed and volume and are dissatisfied with the current level of traffic management in the area. The traffic review has validated some of the concerns raised in the Petition from First Avenue residents, but has also identified that traffic issues are not contained just to First Avenue but are occurring throughout the study area. As such, the traffic management recommendations are strategic (i.e. not a 'street-by-street" approach), and aim to improve the neighbourhood as a whole.

A *traffic prevention* approach is not considered necessary or desirable due to high cost and the resulting 'winners and losers' outcome. The most logical and pragmatic approach is to *discourage* excessive traffic volumes and reduce traffic speeds by adopting the following traffic management interventions:

- pursue a 40km/h area wide speed limit in the area depicted in Attachment F (subject to the outcomes of the proposal to introduce 40km/h in Norwood and Kent Town);
- continue to work with the Department for Infrastructure & Transport to advocate for right turn bans into River Street and Beasley Street in the AM peak periods, address "rat-running" at the interface of Payneham Road, and reduce the speed limit on Stephen Terrace fto 50km/h;
- develop designs (for consultation) for traffic management interventions in Beasley Street, River Street and Battams Road that aim to discourage excessive through traffic;
- Include minor traffic management improvements into the road reconstruction program as opportunities arise, or plan and budget for more substantial physical devices in future years; and
- address the identified safety issues on Sixth Avenue.

A proposal to reduce the speed limit to 40km/h in the residential streets of Norwood and Kent Town is currently on consultation and will close on 21 June 2021. If the community supports the proposal and it is subsequently endorsed by the Council, the next logical area for the Council to consider a 40km/h area wide speed limit is considered to be the area depicted in **Attachment F** because it lies adjacent to Kent Town and Norwood as well as the 40km/h areas of Stepney, Maylands and Evandale and would result in a 40km/h speed limit in all residential streets west of Portrush Road and Lower Portrush Road.

Although some residents' concerns formed the basis for this traffic review, it is not necessarily a reflective of the views of residents from across the entire study area. Community consultation will therefore an important component of any traffic management strategy.

COMMENTS

The traffic issues raised by a number of residents have been comprehensively analysed to develop an evidence-based framework to inform decision making. The proposed package of recommendations form a practical and strategic response to reduce traffic speed and volume throughout the entire study area.

A 40km/h Area speed limit was introduced by the Council in the residential streets of Stepney, Maylands and Evandale in 2019. Subsequently, the Council has endorsed that investigations and implementation of a 40km/h speed limit in residential streets across the remaining parts of the City be considered in a staged approach, commencing with Norwood and Kent Town. The proposal to implement a 40km/h speed limit in the residential streets of Norwood and Kent Town has been released for community consultation, which concludes on 21 June, 2021. Once the results of the consultation have been analysed, the results will be presented to the Committee and subsequently the Council, which will need to make a final determination as to whether or not to proceed with the implementation of a 40km/h speed limit in residential streets of Norwood and Kent Town. As that matter is yet to be determined and in order to maintain efficient and effective use of available staff and financial resources, it is recommended that if the Committee and subsequently the Council, endorse the traffic management initiatives outlined in this report, that they not be released for community consultation until the Council has made a final determination in relation to the proposal to implement a 40km/h speed limit in the residential streets of Norwood and Kent Town.

RECOMMENDATION

1. That the Committee recommends to the Council that as a result of the outcomes from the investigations detailed in this report, the following traffic management initiatives, which aim to discourage excessive through traffic and speeding in Marden, Royston Park, Joslin and St Peters, be combined into a traffic management framework and released for community consultation in the affected suburbs:

   a) reducing the speed limit to 40km/h in the residential streets bound by Lower Portrush Road, Payneham Road, North Terrace, Hackney Road and the River Torrens (as depicted in Attachment F to this report), noting that this area includes the additional suburbs of College Park and Hackney;

   b) preparation of three concept design options for traffic management devices that aim to discourage excessive through traffic along River Street, Beasley Street and Battams Road. These may include, but not be limited to, horizontal deflection devices, mid-block median treatments and/or line marking and signage.

   c) Informing residents and other key stakeholders of any proposals to integrate traffic management interventions that can be accommodated within the allocated budget into the streets that are planned for design and or re-construction in the 2021-22 financial year, including Battams Road (Marden/Royston Park), Addison Road (Marden), Sixth Avenue (Joslin/St Peters) and Winchester Street (St Peters). It is noted that if substantial physical interventions are recommended in these streets, additional funding will need to be considered separately as part of the Council's annual budget setting process;

   d) undertaking a review of the casualty crash clusters in Sixth Avenue to identify the cause of the crashes and identify possible mitigating measures;

   e) informing residents and other key stakeholders that the Council is continuing to liaise with the Department for Infrastructure & Transport to:

      - advocate for No Right Turns in to Beasley and River Street as part of the future outcomes of the Lower Portrush Road and Payneham Road Planning Study;
      - develop options to reduce "rat-running" to/from the junctions of Payneham Road with Battams Road, and Salisbury Street; and
      - continue to advocate for a speed limit reduction from 60km/h to 50km/h along Stephen Terrace.

2. That the Committee notes that a further report will be prepared for consideration by the Traffic Management & Road Safety Committee and the Council, that outlines the outcomes of the community consultation of the traffic management framework to discourage excessive through traffic and speeding in Marden, Royston Park, Joslin and St Peters.

3. That the Committee notes that community consultation on the traffic management initiatives outlined in Part 1 and 2 above will commence after the Council has made a final determination in relation to the proposal to implement a 40km/h speed limit in the residential streets of Norwood & Kent Town.

Cr Dottore moved:

1. *That the Committee recommends to the Council that as a result of the outcomes from the investigations detailed in this report, the following traffic management initiatives, which aim to discourage excessive through traffic and speeding in Marden, Royston Park, Joslin and St Peters, be combined into a traffic management framework and released for community consultation in the affected suburbs:*

    a) *reducing the speed limit to 40km/h in the residential streets bound by Lower Portrush Road, Payneham Road, North Terrace, Hackney Road and the River Torrens (as depicted in Attachment F to this report), noting that this area includes the additional suburbs of College Park and Hackney;*

    b) *preparation of three concept design options for traffic management devices that aim to discourage excessive through traffic along River Street, Beasley Street and Battams Road. These may include, but not be limited to, horizontal deflection devices, mid-block median treatments and/or line marking and signage.*

    c) *Informing residents and other key stakeholders of any proposals to integrate traffic management interventions that can be accommodated within the allocated budget into the streets that are planned for design and or re-construction in the 2021-22 financial year, including Battams Road (Marden/Royston Park), Addison Road (Marden), Sixth Avenue (Joslin/St Peters) and Winchester Street (St Peters). It is noted that if substantial physical interventions are recommended in these streets, additional funding will need to be considered separately as part of the Council's annual budget setting process;*

    d) *undertaking a review of the casualty crash clusters in Sixth Avenue to identify the cause of the crashes and identify possible mitigating measures;*

    e) *informing residents and other key stakeholders that the Council is continuing to liaise with the Department for Infrastructure & Transport to:*

        - *advocate for No Right Turns in to Beasley and River Street as part of the future outcomes of the Lower Portrush Road and Payneham Road Planning Study;*
        - *develop options to reduce "rat-running" to/from the junctions of Payneham Road with Battams Road, and Salisbury Street; and*
        - *continue to advocate for a speed limit reduction from 60km/h to 50km/h along Stephen Terrace.*

2. *That the Committee notes that a further report will be prepared for consideration by the Traffic Management & Road Safety Committee and the Council, that outlines the outcomes of the community consultation of the traffic management framework to discourage excessive through traffic and speeding in Marden, Royston Park, Joslin and St Peters.*

3. *That the Committee notes that community consultation on the traffic management initiatives outlined in Part 1 and 2 above will commence after the Council has made a final determination in relation to the proposal to implement a 40km/h speed limit in the residential streets of Norwood & Kent Town.*

Seconded by Mr Nick Meredith and carried unanimously.

4. OTHER BUSINESS

Nil

5. NEXT MEETING

Tuesday 10 August 2021

6. CLOSURE

There being no further business, the Presiding Member declared the meeting closed at 11.15am.

_____

Cr Kevin Duke
PRESIDING MEMBER

Minutes Confirmed on _____
(date)