

DECISION REPORT

REPORT TITLE:	KING WILLIAM ROAD BIKEWAY (MIKE TURTUR BIKEWAY / GREENHILL ROAD) CONSULTATION RESULTS
ITEM NUMBER:	4.2
DATE OF MEETING:	27 APRIL 2021
AUTHOR:	TANYA BACIC
JOB TITLE:	TRANSPORT LEAD
ATTACHMENTS:	<ol style="list-style-type: none">1. KING WILLIAM ROAD BIKEWAY (MIKE TURTUR BIKEWAY / GREENHILL ROAD) CONSULTATION CONCEPT OPTIONS2. KING WILLIAM ROAD BIKEWAY (MIKE TURTUR BIKEWAY / GREENHILL ROAD) CONSULTATION RESULTS SUMMARY3. PREFERRED KING WILLIAM ROAD BIKEWAY (MIKE TURTUR BIKEWAY / GREENHILL ROAD) CONCEPT OPTION4. COUNCIL'S RESPONSE TO OTHER DESIGN CONSIDERATIONS

1. EXECUTIVE SUMMARY

The King William Road Streetscape Design between Mike Turtur Bikeway and Greenhill Road forms part of the important Mike Turtur Bikeway. The Mike Turtur Bikeway is a shared path along the Glenelg to City tram line and is one of the busiest bicycle routes in South Australia with over 1,000 people (pedestrians and bike riders) using it daily.

The Department for Infrastructure and Transport (DIT), in partnership with Council, are currently upgrading the Mike Turtur Bikeway between Musgrave Street and King William Road to improve safety and access for existing users, as well as support and encourage new users. The construction is planned for completion by 30 June 2021.

To complete the Mike Turtur Bikeway connection to the City of Adelaide (CoA), the section of bikeway along King William Road between Mike Turtur Bikeway and Greenhill Road needs to be upgraded and is identified as a priority project for delivery in Council's Walking and Cycling Plan.

To support the delivery of this important bikeway project, Council committed funding in its 2020/21 Budget to undertake the detailed design and documentation, with the aim to implement works in future years subject to Council and State Government funding availability.

At its meeting held on 28 September 2020, Council endorsed two streetscape concept design options for King William Road (Mike Turtur Bikeway / Greenhill Road) for community consultation:

- Option 1 – On-Road Separated Bike Lane; and
- Option 2 – Off-Road Shared Path.

Consultation was undertaken on the proposed concept design options between 13 October 2020 and 4 November 2020, with the key aim to seek community opinion on the preferred design option.

The purpose of this report is to present to Council for its consideration a summary of the consultation results and seek Council's endorsement to progress the recommended design option (Option 2) to detailed design and documentation phase.

2. RECOMMENDATION

That:

1. The report be received.
2. The preferred King William Road (Mike Turtur Bikeway / Greenhill Road) Streetscape Design 'Option 2 – Off-Road Shared Path', as set out in Attachment 3 to this report (Item 4.2, Council Meeting, 27/4/2021) be endorsed as the final concept design and the project be progressed to detailed design and documentation.

3. RELEVANT CORE STRATEGIES/POLICIES

1. Community Living
1.5 Our City is connected and accessible.

Council Strategies
Walking and Cycling Plan

4. BACKGROUND

The Mike Turtur Bikeway (MTB) is a shared path along the Glenelg to City tram line and is one of the busiest bicycle routes in South Australia with over 1,000 people using it daily. It is used throughout the day for leisure, and by commuters to/from the City of Adelaide (CoA).

Council, in partnership with the Department for Infrastructure and Transport (DIT), are currently upgrading the MTB between Musgrave Street and King William Road to improve safety and access for existing users, as well as support and encourage new users. The construction is planned for completion by 30 June 2021.

To complete the MTB connection to the CoA, the section of the Bikeway along King William Road between MTB and Greenhill Road needs to be upgraded. The scope of the upgrade was outlined in Council's Walking and Cycling Plan (WCP):

Prepare designs and install works to improve link from Mike Turtur path to Greenhill Road. May include install one-way cycle path on west footpath, install kerb build-out at bus stop, upgrade bike lanes with chevron buffers and greening, remove (20+) carparks.

As part of the 2020/21 Budget, Council allocated funding (\$45,000) to undertake the detailed design and documentation for the final section.

When looking at design options for the King William Road (MTB / Greenhill Road) streetscape design, three design options were initially explored including:

- Option 1 – On-Road Separated Bike Lane
- Option 2 – Off-Road Shared Path
- Option 3 – On-Road Buffered Bike Lanes

All options sought to improve access and safety for bike riders without the loss of extensive on-street parking numbers as originally nominated in the WCP of 20+ car parks. Options 1 and 2 were approved for consultation purposes at the Council meeting held on 28 September 2020 and are shown in Attachment 1.

Attachment 1

5. DISCUSSION

Consultation Process

Following Council's resolution, consultation was undertaken over a three-week period between 13 October and 4 November 2020.

To raise awareness of the consultation process, the Administration undertook the following activities:

- A consultation letter was prepared and distributed to 110 local residents, business owners, and property owners located along the project corridor.
- Information signage was placed along the project corridor, including at affected bus stops, with a summary of the proposal and directing readers to Council's Your Say website (yoursay.unley.sa.gov.au/kwbikeway).
- An Unley Bicycle User Group (UBUG) and Bike Adelaide (previously known as Bicycle Institute of South Australia) drop-in session was held where members could come in and discuss the proposal.
- An email was sent to 10 key stakeholders including UBUG, Bike Adelaide, RAA, Walking SA, Friends of the City of Unley Society (FOCUS), and local schools with a summary of the proposal and directing them to Council's Your Say website. This resulted in the promotion of the project on Bike Adelaide's and the Active Transport Adelaide's Facebook Pages.

Feedback Received

At the conclusion of the three-week consultation period, Council received a total of 96 written submissions. This comprised of 93 survey submissions (92 on-line and 1 hard copy) and three email submissions from UBUG, Bike Adelaide and RAA.

Of the 93 survey submissions, 63 (68%) of the respondents are Council residents, with 30 (32%) located outside of the City of Unley. Only 4 (4%) survey submissions were received from people along the project corridor. This mix of respondents is not unexpected noting the MTB runs through multiple council areas and suburbs.

Respondents were asked to define what type of bike rider they are. Of the total number of respondents, 72 (77%) identified as a confident bike rider, 18 (19%) identified as an occasional or interested bike rider if there were more safe bike facilities and two (2%) would not consider bike riding under any conditions. Only one respondent did not answer this question.

Strong support for improvements to the current bicycle facilities along King William Road (MTB / Greenhill Road) was received, with only four of the 93 survey respondents not supporting either of the options presented.

Of those who supported the project however, it was evenly split between the two options presented, with a slight preference for Option 2 – Off Road Shared Path:

- 45 (48%) preferred Option 2.
- 42 (45%) preferred Option 1.
- From the key stakeholders, UBUG did not state a preferred option, Bike Adelaide preferred Option 1 (however did not endorse the design in its current form) and RAA preferred Option 2.

Of the respondents who supported Option 1, the key reasons included that Option 1 will:

- result in reduced conflict between bike riders, pedestrians and those around bus/tram stops.
- make cyclists feel safer.
- better cater for different types of bike riders (i.e. more confident on road, less confident on footpath).
- result in less conflict with left turn drivers at Greenhill Road, compared with Option 2.

Of the respondents who supported Option 2, the key reasons included that Option 2 will:

- be safer for different types of bike riders, including children.
- be better for southbound bike riders, allowing them to cross from east to west at the lights and travel on to MTB, rather than negotiating the unsafe merge area and crossing at the bend.
- better align with the remainder of the MTB.

The above reasons were similar to comments made by Elected Members at the original briefing of the options.

Attachment 2 provides a detailed report of the consultation feedback received.

Attachment 2

Preferred Option

Due to the close community consultation results between the two options, Council staff undertook a further assessment of the options, which also included further discussions with DIT, CoA and UBUG. This further assessment concluded that *Option 2 - Off-Road Shared Path* (as presented in Attachment 3) be the preferred option for the following reasons:

Attachment 3

Option 2 is slightly more preferred by the community.

Although the consultation feedback showed a fairly even split between Option 1 and Option 2, there was a slightly greater preference for Option 2.

In addition, of the 18 respondents who identified as less confident bike riders (i.e. 'occasional rider, mostly on shared paths, and usually do not feel safe on roads' and 'don't ride but interested in riding if there were more safe bike facilities') a preference for Option 2 was shown with 11 respondents supporting Option 2 versus 6 supporting Option 1.

Option 2 better caters for the 60% interested but concerned bike rider group.

As demonstrated by the community user perceptions, it is considered that Option 2 will deliver a better outcome to encourage new bike riders (that is, the targeted 60% interested but concerned bike rider group), in particular, a safe and separated off-road bicycle facility in both directions.

In addition, the consultation feedback also raised concerns about Option 1 and the willingness of less confident riders to use the pedestrian and bicycle refuge at the bend that connects with the existing MTB. Whilst Option 2 provides this refuge for the more confident bike riders, it will however encourage the cross-over to the MTB at the King William Road / Greenhill Road intersection, which is signalised and provides a safer design solution.

Option 2 provides better connectivity with Mike Turtur Bikeway.

The section of MTB between Musgrave Street and King William Road is currently in the process of being upgraded to a 4-metre shared path. Option 2 will continue the expanded 4-metre shared path up to Greenhill Road. It will also align with the existing shared path running through the Park Lands adjacent to the tram corridor.

Similar to previous engagement of the MTB upgrade in 2020, some concerns were raised about the 4-metre shared path and conflicts between pedestrian and bike riders due to the high volumes of both user groups. Should the project be supported, where possible, the shared path width will be supported with adjacent hard stand area either side to increase the total width to up to five (5) metres. This width will allow users to comfortably pass each other without having to cross the centre line when there are people riding or walking on the other side of the path. It also allows for people walking or riding in pairs the ability to travel together side by side. The adjacent paved areas will also accommodate for opening of car doors, when cars are parked adjacent the shared path in the off-peak periods.

Based on current two-way peak hour bike rider volumes (200 to 220 bike riders per hour), peak hour pedestrian volumes on the western footpath (30 to 90 pedestrians per hour) and Austroads *Cycling Aspects of Austroads Guides (2017)*, a 4-metre shared path will not only be appropriate to accommodate existing demand, but also be able to accommodate growth and proposed future E-scooter use. Austroads Guide indicates a 3-metre shared path would be adequate up to a maximum of 100 peak hour two-way pedestrian movements and 300 peak hour two-way bike rider movements (based on a 75/25 directional split).

It is also acknowledged that currently a number of people riding along the project corridor are also riding to/from King William Road (south of the MTB). The design for Option 2 will cater for ease of access for bike riders travelling along King William Road to get on to and off the shared path at the bend, as well as just north of the bend. In addition, for the more confident bike riders travelling in the southbound direction, a buffered on-road bicycle lane is also proposed.

As part of the 2021/22 Budget process, funding has been allocated under *Walking and Cycling Plan Implementation* to undertake concept design and consultation on King William Road (Simpson Parade to MTB). Preliminary design work to inform this project however, has identified that an extension of the shared path along King William Road between Simpson Parade and MTB could be a feasible design solution and will be further explored should budget for this work be approved.

Option 2 includes a more intuitive bus stop design.

With Option 2, the design of 'Bus Stop 1 King William Road – West Side', results in less conflict and is a more intuitive design (compared to Option 1). The bus stop can be highlighted as a conflict point using different materials to the shared path, and people riding bikes encouraged to slow down. Advice from DIT and South Australian Public Transport Authority (SAPTA) is that the current usage of the bus stop is low (average of 42 passenger boardings on a weekday).

As part of the detailed design phase, a further review is proposed to be undertaken of bus stops 1, 2 and 3 along King William Road western side, including rationalisation from three to two stops and relocation. This review is aimed at improving safety and access for all street users. Discussions with DIT and SAPTA has indicated support for the review.

The review of bus stops will not only improve the design outcome of this project, but also the Weller Street (north of Albert Street) / Simpson Parade Streetscape Improvements project (which is currently under detailed design and documentation and planned for implementation in 2021/22 financial year, should funding for implementation be approved).

Option 2 includes a more intuitive pedestrian refuge adjacent Park Lane.

With Option 2, the design of the pedestrian refuge adjacent Park Lane also results in less conflict and is a more intuitive design (compared to Option 1). Maintaining a pedestrian crossing point at this location is considered an important design outcome, noting that currently during peak hours between 30 to 40 pedestrians are observed to cross King William Road east-west using the existing median/refuge. Most of the pedestrians crossing are observed to cross to/from the tram stop, rather than the bus stop, and therefore even with the proposed relocation of 'Bus Stop 1 King William Road – West Side', (as discussed above) the pedestrian refuge at this location is still considered a necessary design element.

Option 2 will provide a good level of service for bike riders at King William Road / Greenhill Road Intersection.

A key concern raised as part of the consultation feedback was the lack of green time that would be allocated for bike riders crossing Greenhill Road with Option 2, compared to Option 1. Advice from DIT Network Management Services is that a separate detection and lanterns for bike riders and pedestrians can be incorporated for the shared path crossing, allowing a longer green time for bike riders than people walking.

Another key concern raised as part of the consultation feedback was in relation to the conflict between left turn vehicles and through moving bike riders. Currently left turn traffic has two opportunities to travel through the intersection, that is, during the Greenhill Road western approach signal phase (unimpeded) and during the King William Road signal phase (where left turn traffic filters through pedestrian movements). At times, the left turn movement is held back during the King William Road signal phase, particularly during peak periods, due to tram movements. When the left turn is permitted, with Option 2 the Australian Road Rules are clear that a vehicle must give way to a pedestrian or bike rider crossing (albeit a pedestrian or bike rider should not enter the intersection when the signal is flashing red / or is red).

With the likely increased bike rider numbers using the shared path, this may create some further delays for left turn traffic movements, however it is not considered that this would be significantly more than current delays (as current observations indicate that most bike riders who cross at the intersection are already queued and ready to go, rather than there being a constant stream of bike rider and pedestrian movements).

Option 2 has the lesser impact to on-street parking and outdoor dining.

Nominal parking loss of three 2P car parks to Park Lane is required in both Options to accommodate the relocated 'Bus Stop 1 – King William Road – East Side' and pedestrian refuge.

In response to community feedback, if Option 1 was amended to include a kerb-side separated bicycle facility in the southbound direction, this would require loss of on-street parking (eastern side) as well as loss of existing or proposed outdoor dining opportunities.

During the consultation period 'Chit Chat' café wrote to Council requesting for a kerb build out, similar to the one at the front of Zefyr Café, to support increased outdoor dining. Whilst it is proposed to consider this as part of the design phase, in broad terms the options for constructing any kerb build outs are either as part of future reconstruction of this section of King William Road (approximately 10 years' time), or through a private contribution by the landlord or business owner.

Option 2 provides for increased landscaping and street tree / planting opportunities.

With Option 2, there are greater opportunities for improved landscaping and street tree installation compared to Option 1. It is estimated that Option 2 could provide up to 24 extra street trees and 450m² of low-level landscaping, whilst Option 1 could provide up to 16 extra street trees and 70m² of low-level landscaping.

Summary

In summary *Option 2 - Off-Road Shared Path* was identified as the preferred option, as it:

- is slightly more preferred by the community;
- better caters for the 60% interested but concerned bike rider group;
- provides better connectivity with Mike Turtur Bikeway;
- includes a more intuitive bus stop design;
- includes a more intuitive pedestrian refuge adjacent Park Lane;
- will provide a good level of service for bike riders at King William Road / Greenhill Road intersection;
- has the lesser impact to on-street parking and outdoor dining;
- provides for increased landscaping and street tree / planting opportunities.

Other Considerations

A number of other design considerations/concerns were raised as part of the consultation feedback, which are inherent in both design options and, although they did not influence the preferred design option assessment, will need to be considered as part of the overall design. These include:

- Reduced access to Bike Box on King William Road approach.
- Right hand hook turn box on Greenhill Road western approach needs to be removed.
- Reduced left turn lane capacity from 75 metres to 55 metres.
- Reduced northbound traffic lane capacity during off-peak period.

The response to these design considerations/concerns are provided in Attachment 4 and will be considered further as part of the detailed design phase.

Attachment 4

Next Steps

The enhancement of King William Road (MTB / Greenhill Road) is consistent with the improvements currently being undertaken along the MTB and is identified as a priority project for delivery within the Unley WCP.

The high level of support from the survey responses highlights the importance of this project to the community.

It is considered that either option will provide a significant improvement to bicycle safety and access from the existing facilities, however, taking into the account the community feedback and further assessment of each option (in collaboration with DIT, CoA and UBUG) *Option 2 -Off-Road Shared Path* is recommended as the preferred option for detailed design and documentation.

The detailed design will also include:

- A review of the proposed bicycle and pedestrian refuge at the bend, and identification of improvements, particularly for bike riders wanting to access the shared path from King William Road.
- A review of 'Bus Stop 1 King William Road – West Side' including relocation further south away from the intersection.
- A review of the Peacock Road north-west and north-east corners to improve bike rider storage capacity and safety and better support two-staged crossings.
- A review of the shared path signalised crossing for people walking and bike riding across Greenhill Road.
- Selection of materials and landscape palette appropriate to the profile of King William Road and the bikeway requirements.
- The provision of advice to 'Chit Chat' regarding options for creation of an outdoor dining protuberance, accepting the associated parking loss.

6. ANALYSIS OF OPTIONS

Option 1 –

1. The report be received.
2. The preferred King William Road (Mike Turtur Bikeway / Greenhill Road) Streetscape Design 'Option 2 - Off-Road Shared Path', as set out in Attachment 3 to this report (Item 4.2, Council Meeting, 27/4/2021) be endorsed as the final concept design and the project be progressed to detailed design and documentation.

This option allows King William Road (MTB/ Greenhill Road) Streetscape Design to proceed with a design outcome that continues the currently upgraded MTB section between Musgrave Street and King William Road and caters for the targeted 60% interested but concerned bike rider group in both directions; whilst minimising the impact to on-street parking and outdoor dining on the eastern side for adjacent businesses. Option 2 also allows for increased street tree and landscaping opportunities, providing an aesthetically pleasing gateway to City of Unley via King William Road.

Council's 2020/21 Budget includes allocated funding for the detailed design and documentation of the proposal. Funding for the construction of the works will be sought as part of future year budgets. Due to the likely high costs to deliver the on-ground works, State Government grant funding opportunities will be pursued.

Option 2 –

1. The report be received.
2. The preferred King William Road (Mike Turtur Bikeway / Greenhill Road) Streetscape Design 'Option 2 - Off-Road Shared Path', as set out in Attachment 3 to this report (Item 4.2, Council Meeting, 27/4/2021) be endorsed for detailed design and documentation, subject to the following changes.

- *Change required to be inserted here.*

The preferred King William Road (MTB / Greenhill Road) Streetscape Design is considered to deliver on Council's aims for integrating bicycle infrastructure into existing streetscape to improve safety for people bike riding and encourage more people to bike ride more often.

The preferred 'Option 2 – Off-Road Shared Path' design responds to key issues raised, but additional amendments may be considered warranted to address Council concerns prior to commencing detailed design. This option allows Council to specify any changes it may deem warranted prior to detailed design commencing.

Option 3 – Provide an alternative option.

Council may choose to provide an alternative approach on the matter.

7. RECOMMENDED OPTION

Option 1 is the recommended option.

8. POLICY IMPLICATIONS

8.1 Financial/Budget

- Council included within its 2020/21 Budget an allocation of \$45,000 for the detailed design and documentation of the proposal.
- The detailed design and documentation process will present a 'shovel-ready' package of works with an accurate pre-tender cost estimate.
- The completion of the detailed design and documentation will assist Council in the preparation of future Federal and State Government grant funding applications for the delivery of the on-ground works in future years.
- Once detailed pre-tender cost estimates are established, funding options to support the delivery of the project, in conjunction with required asset renewal planning, will be brought back to Council for further consideration.

8.2 Legislative/Risk Management

- The Concept Design Options have been prepared in accordance with the relevant Australian Standards where appropriate.
- The detailed design and documentation of the preferred option will incorporate a detailed risk assessment prior to finalising the tender documentation for construction.

8.3 Staffing/Work Plans

- Staff work plans were considered as part of planning for the 2020/21 budget to manage the detailed design and documentation of the project.
- An external design consultant will be engaged to develop the detailed design and documentation.

8.4 Climate/Environmental Impact

- The proposal aims to provide high quality and safe bicycle infrastructure to encourage greater participation of the intended target of users (60% of the population who are interested in bike riding but concerned). By getting more people to walk and bike ride for short transport trips, this will have a significant benefit in reducing carbon emission associated with the car, as well as assist in reducing traffic congestion.

- The project will be supported by increased street trees and landscaping to cool the street and provide a more attractive environment for walking and bike riding all year round.
- The specification of materials will consider opportunities to support local industry / suppliers, as well as low carbon products where appropriate.

8.5 Social/Economic

- The proposal aims to minimise disruption to local businesses on the eastern side of the road including the impact on on-street parking capacity and outdoor dining opportunities.
- As part of the detailed design phase, it is proposed that further discussions are held with 'Chit Chat' café to provide them with options for the inclusion of a kerb build out, similar to the one at the front of Zefyr Café to support increased outdoor dining. This could be incorporated in future upgrade works of King William Road (approximately 10 years' time) if the owners are not prepared to contribute to the infrastructure costs required.

8.6 Stakeholder Engagement

- Community consultation was undertaken for a three-week period between 13 October 2020 and 4 November 2020, and the results of the community consultation are included in this report.
- All respondents will be notified of the outcomes of the consultation and Council's decision.

9. REPORT CONSULTATION

City Development including City Design and Strategic Assets.

10. REPORT AUTHORISERS

Name	Title
Ben Willsmore	Manager City Design
Claude Malak	General Manager, City Development