

SUBMISSION TO THE INFRASTRUCTURE COMMITTEE

1. **FILE NUMBER**

CA20/991534

2. **TITLE**

Petition requesting Council review the project design for the Sir Fred Schonell Drive and Coldridge Street black spot project in St Lucia

3. **ISSUE/PURPOSE**

To respond to a petition requesting Council review the project design for the Sir Fred Schonell Drive and Coldridge Street black spot project in St Lucia, and consider including additional facilities for pedestrians and cyclists.

4. **PROPONENT**

Alan Evans, Executive Manager, City Projects Office, Brisbane Infrastructure

5. **SUBMISSION PREPARED BY**

Graham Nell, Program Director, Civil and Transport, Project Management, City Projects Office, Brisbane Infrastructure

6. **FOR RECOMMENDATION TO COUNCIL**

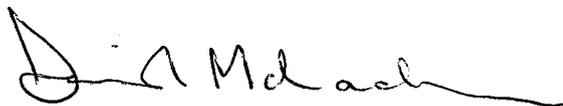
For recommendation to Council

7. **RECOMMENDATION**

It is recommended that the information in this submission be noted and that the draft response, as set out in Attachment A, be sent to the head petitioner.



**Alan Evans
EXECUTIVE MANAGER
CITY PROJECTS OFFICE
BRISBANE INFRASTRUCTURE**



**Councillor David McLachlan
CHAIR
INFRASTRUCTURE COMMITTEE**

8. **BACKGROUND**

A petition was received on 11 September 2020 requesting Council review the project design for the Sir Fred Schonell Drive and Coldridge Street black spot project in St Lucia, and consider including additional facilities for pedestrians and cyclists. The petition contains 276 signatures. Of the petitioners, 256 are residents from the City of Brisbane. The remaining petitioners reside outside the City of Brisbane.

The Black Spot Program is part of the Australian Government's commitment to improve safety on Australian roads by targeting locations where crashes are occurring. There is a capped total budget of \$2 million for each black spot project and a key requirement to receive funding is that the project directly addresses the identified safety issues. Applications for funding are submitted approximately nine months before successful projects are announced by the Australian Government. The application for funding includes submitting the concept design, which is technically and competitively assessed against other local councils across Queensland.

Council was successful in securing funding to upgrade the Sir Fred Schonell Drive and Coldridge Street intersection through the Black Spot Program due to the high number of crashes that have occurred at this intersection. Between June 2014 and May 2020, there were 15 reported crashes, which included eight hospitalisations, five medical treatments and two minor injuries. The majority of crashes occurred as a result of road users failing to give way when turning right via the filtered turn from Sir Fred Schonell Drive into Coldridge Street. The project will improve safety at the intersection for all road users by upgrading the existing signals on Sir Fred Schonell Drive from a filtered right turn to a controlled right turn into Coldridge Street.

The petition states that the project will expand the intersection. However, this is not correct. Due to existing site constraints, the footprint of the intersection will not be increased to accommodate the new layout. To enable the upgrade to the existing traffic signals, the layout of the intersection will be reconfigured. In addition to changing the right-turn movement, from Sir Fred Schonell Drive into Coldridge Street, from a filtered right turn to a fully controlled right turn, the upgrade will also include installing a dedicated right-turn lane and a dedicated left-turn lane from Sir Fred Schonell Drive into Coldridge Street.

The westbound through lane on Sir Fred Schonell Drive will be reconfigured from two lanes to one lane to accommodate the new dedicated left and right-turn lanes. The northbound turning lanes on Coldridge Street will be reconfigured from two right-turn lanes to one right-turn lane to improve bus movements. The left turn from Sir Fred Schonell Drive into Coldridge Street will receive minor localised widening to improve the lane width. However, the overall width of Coldridge Street will be reduced due to the lane reconfiguration.

Enlarging the intersection would require significant land resumption and relocation of services and is not required to rectify the identified safety issue at this location. In addition, enlarging the intersection would exceed the \$2 million cap for black spot projects. It is Council's intention to rectify the identified safety issue at this location while minimising impacts on local residents and road users. Reconfiguring the layout and controlling all movements through the intersection with upgraded traffic signals will rectify the identified safety issue.

An upgrade to the intersection was previously completed in June 2014. This upgrade was funded by Council, the University of Queensland (UQ) and the Australian Government through the 2011 Queensland Reconstruction Authority - Flood Recovery Program. The priority at the time was to improve traffic flow and address congestion and overuse of lower order roads, while also improving safety for road users, including cyclists and pedestrians. Before this upgrade, there were eight recorded crashes between July 2007 and July 2012, five involving cyclists and one involving a pedestrian. The upgrade included replacing the four-leg roundabout with traffic lights to provide a signalised three-way intersection, which included a filtered right-turn movement from Sir Fred Schonell Drive into Coldridge Street.

To facilitate the upgrade, the southern end of Munro Street was permanently converted to a cul-de-sac. The design development process undertaken as part of the project determined that removing the roundabout and implementing the three-way signalised intersection would improve traffic flow and pedestrian and cyclist safety. This was selected as the best option at that time, with the intersection design meeting all design and safety guidelines. Accessibility across Sir Fred Schonell Drive, Coldridge Street and Munro Street was improved with the signalised crossing facilities and the closure of Munro Street, as well as improved cycling and pedestrian connections on Coldridge Street and on Munro Street through to Macquarie Street, which is the primary cycle route.

The addition of cycle facilities, such as on-road bike lanes, has not been included in the project. For this upgrade to be successful in securing funding through the Black Spot Program, the improvement works have to address a proven crash record at the black spot location. Investigations during the design phase determined that the majority of crashes occurred as a result of road users failing to give way when turning right from Sir Fred Schonell Drive into Coldridge Street. In addition, providing on-road cycle facilities along Sir Fred Schonell Drive would require significant land resumption and major service relocations and is outside the scope of the project.

The primary cycle route through the area is via Sandford Street, Jerdanefield Road, Hiron Street, Guyatt Park and Macquarie Street, which runs parallel to Sir Fred Schonell Drive, approximately 100 metres north of the intersection, linking UQ to the Bicentennial Bikeway. Sir Fred Schonell Drive is identified as a local cycle route, however, Council acknowledges it is used regularly by people riding to and from UQ and recreational and training riders riding the Brisbane River Loop. Council is building new green bridges across Brisbane, including from West End to Toowong; and West End to St Lucia, which will provide further route choices for people walking and cycling to UQ.

The footpath network provides suitable connections through the intersection and between UQ and the Guyatt Park ferry terminal to meet pedestrian requirements. The dominant movement at the intersection is east-west, with 1,254 crossings at Coldridge Street, compared to 294 crossings at Sir Fred Schonell Drive in a 12-hour period. Closing Munro Street has improved movements on the northern side of Sir Fred Schonell Drive and connectivity to Macquarie Street. This route requires pedestrians travelling from UQ towards the Guyatt Park ferry terminal to cross Sir Fred Schonell Drive and Laurence Street in two separate controlled pedestrian movements. While this may not be the most efficient sequence for pedestrians, allowing this movement to be completed in a single movement would have a detrimental impact on traffic flow across the wider road network and is not supported by Council. Council considers the current footpath network appropriate for the area.

Speed limit reviews are a carefully considered engineering practice where Council follows the Queensland Government's *Manual of Uniform Traffic Control Devices* Part 4 - Speed Controls to deliver consistent and realistic speed management.

Council has conducted a review of the existing 60 km/h speed limit on Sir Fred Schonell Drive. The review has considered the road environment, traffic conditions including pedestrian demand, road function, land-use and prevailing traffic speeds. With all factors considered, the existing 60 km/h speed limit is appropriate and a formal speed limit review is not proposed at this time.

Installing on-road shared bike lanes or upgrading the already established footpath network along Sir Fred Schonell Drive would require significant land resumptions and major service relocations and are not required to rectify the identified safety issue at the intersection. Furthermore, incorporating these facilities into the project scope would increase the budget in excess of the capped \$2 million revenue project budget for a black spot project. The objective of the Sir Fred Schonell Drive and Coldridge Street Black Spot Project is to address the identified safety issue of road users failing to give way when making the right turn from Sir Fred Schonell Drive into Coldridge Street. Council will proceed with the current project design for the upgrade, with no changes made to the design.

It is recommended that the information in this submission be noted and that the draft response, as set out in Attachment A, be sent to the head petitioner.

9. FUNDING

The project has a total budget of \$1,549,000, with \$121,000 contributed by Council and \$1,428,000 through the Australian Government's Black Spot Program.

10. CONSULTATION

Councillor James Mackay, Councillor for Walter Taylor Ward, has been consulted and supports the recommendation.

11. CUSTOMER IMPACT

The response addresses the petitioners' concerns.

12. OPTIONS

Option 1 – Approve the recommendation

Option 2 – Do not approve the recommendation

Option 1 is the preferred option.

NB: If the officer's recommendation is not followed, then the reasons for departure from that recommendation should be recorded here.

Attachment A
Draft Response

Petition Reference: CA20/991534

Thank you for your petition requesting Council review the design for the Sir Fred Schonell and Coldridge Street black spot project in St Lucia.

This intersection is being upgraded as part of the Australian Government's Black Spot Program. The priority of the Black Spot Program is to improve safety on Australian roads by targeting locations where crashes are occurring and a key requirement to receive funding through the Black Spot Program is that the project directly addresses the identified safety issues.

Council was successful in securing funding to upgrade the Sir Fred Schonell Drive and Coldridge Street intersection through the 2020-21 Black Spot Program due to the high number of crashes that have occurred at this intersection. Between June 2014 and May 2020, there were 15 crashes reported which included eight hospitalisations, five medical treatments and two minor injuries. The majority of crashes occurred as a result of road users failing to give way when turning right from Sir Fred Schonell Drive into Coldridge Street. The project will improve safety at the intersection for all road users by upgrading the existing signals on Sir Fred Schonell Drive from a filtered right turn to a controlled right-turn into Coldridge Street.

It is Council's intention to rectify the identified safety issue at this location with the least amount of impact on local residents and road users as much as possible. The footprint of the intersection will not be increased to accommodate the new layout due to existing site constraints. To enable the upgrade to the existing traffic signals, the layout of the intersection will be reconfigured. In addition to changing the right-turn movement from Sir Fred Schonell Drive into Coldridge Street from a filtered right turn to a fully controlled right turn, the upgrade will also include installing a dedicated right-turn lane and a dedicated left-turn lane from Sir Fred Schonell Drive into Coldridge Street.

The westbound through lane on Sir Fred Schonell Drive will be reconfigured from two lanes to one lane to accommodate the new, dedicated left and right-turn lanes. The northbound turning lanes on Coldridge Street will be reconfigured from two right-turn lanes to one right-turn lane to improve bus movements. The left turn from Sir Fred Schonell Drive into Coldridge Street will receive minor localised widening to improve the lane width. However, the overall width of Coldridge Street will be reduced due to the lane reconfiguration.

Enlarging the intersection would require significant land resumption and relocation of services and is not required to rectify the identified safety issue at this location. Reconfiguring the layout and controlling all movements through the intersection with upgraded traffic signals will rectify the identified safety issue.

The intersection was upgraded in June 2014. The priority at the time was to improve traffic flow through the intersection to address congestion and overuse of lower order roads, while also improving safety for road users, including cyclists and pedestrians. The upgrade included replacing the four-leg roundabout at the intersection with traffic lights to provide a signalised three-way intersection, which included a filtered right-turn movement from Sir Fred Schonell Drive into Coldridge Street. To facilitate the upgrade, the southern end of Munro Street at Sir Fred Schonell Drive was permanently converted to a cul-de-sac. Removing the roundabout and implementing the three-way intersection was selected as the best option at that time, with the intersection design meeting all design and safety guidelines.

While the filtered right-turn movement from Sir Fred Schonell Drive into Coldridge Street is not operating as anticipated due to road users failing to give way, the removal of the roundabout has improved traffic flow and safety for pedestrians and cyclists since its construction. Accessibility across Sir Fred Schonell Drive, Coldridge Street and Munro Street was improved with the signalised crossing facilities and the closure of Munro Street as well as improved cycling and pedestrian connections on Coldridge Street and on Munro Street through to Macquarie Street, which is the primary cycle route.

In relation to your request to encourage the use of active and public transport by including cycle facilities such as on-road bike lanes, these have not been included in the scope for this upgrade. To be successful in securing funding through the Black Spot Program, the improvement works have to address a proven crash record at the black spot location. Providing on-road cycle facilities along Sir Fred Schonell Drive would require significant land resumption and major service relocations and is outside the scope of the project.

The primary cycle route through the area is via Sandford Street; Jerdanefield Road; Guyatt Park, Hiron Street; and Macquarie Street, which runs parallel to Sir Fred Schonell Drive, approximately 100 metres north of the intersection, linking the University of Queensland (UQ) to the Bicentennial Bikeway. Council acknowledges that Sir Fred Schonell Drive is used regularly by groups of cyclists riding the river loop recreational ride, as well as cycling to UQ. Council is building new green bridges across Brisbane, including from West End to Toowong, and West End to St Lucia, which will further enhance Brisbane's bicycle network. Once constructed, the green bridges will allow cyclists two options to access the Bicentennial Bikeway from St Lucia, further enhancing access to the river loop recreational ride and UQ.

In relation to your request for Council to provide safe, separated, coherent and convenient paths for pedestrians and cyclists in all directions through the intersection and between UQ and the Guyatt Park ferry terminal, the already established footpath network provides suitable connections through the intersection to meet pedestrian requirements.

Council notes your support for pedestrians travelling from UQ towards the Guyatt Park ferry terminal to cross Sir Fred Schonell Drive and Coldridge Street in a single movement, rather than via the two separate controlled pedestrian movements currently in place. While this may not be the most efficient sequence for pedestrians, enabling this to be a single movement would have a detrimental impact on traffic flow across the wider road network. The additional cycle time required to accommodate pedestrian crossings on all approaches would potentially encourage rat-running in lower order streets. Council considers the current footpath network appropriate for the area.

The project team reviewed the traffic impact studies and conducted speed surveys and road safety audits to inform design decisions for the intersection upgrade through the Black Spot Program. These reviews gave consideration to the road environment, traffic conditions including pedestrian demand, road function, land-use and prevailing traffic speeds. Council follows the Queensland Government's *Manual of Uniform Traffic Control Devices Part 4 - Speed Controls* to deliver consistent and realistic speed management. With all factors considered, the existing 60 km/h speed limit on Sir Fred Schonell Drive is appropriate and a formal speed limit review is not proposed at this time.

The objective of the Sir Fred Schonell Drive and Coldridge Street Black Spot Project is to address the identified safety issue of road users failing to give way when making the right turn from Sir Fred Schonell Drive into Coldridge Street. Council will proceed with the current project design for the upgrade, with no changes made to the design. Construction is expected to start late 2020 and be complete by early 2021, weather and construction conditions permitting.

Please let the other petitioners know of this information.

Should you wish to discuss this matter further, please contact Mr Graham Nell, Program Director, Civil and Transport, Project Management, City Projects Office, Brisbane Infrastructure, on (07) 3403 1962.

Thank you for raising this matter.