

Franklin Street Pedestrian Crossing

Strategic Alignment - Our Places

Public

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Infrastructure and Public Works Committee

Program Contact:

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Approving Officer:

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EXECUTIVE SUMMARY

At its meeting on 30 January 2024, Council requested Administration prepare a report on the creation of a raised wombat crossing, and / or other crossing solutions on Franklin Street within the vicinity of the IGA (small format supermarket at 2/186 Franklin Street Adelaide). A consultant was engaged to consider the current conditions, including safety issues, and undertake an assessment against the Department for Infrastructure and Transport (DIT) numerical guidelines for pedestrian crossings.

The assessment found that the conditions within the specified area would meet the DIT numerical guidelines.

A concept design for a wombat (raised zebra) crossing located outside of the IGA has been developed and is shown in [Link 2](#). This design outcome would require significant capital funds to implement.

Alternatively, an innovative solution could be developed to provide a priority crossing of each arm of the Franklin Street, Elizabeth Street and Byron Place intersection to cater for the high pedestrian crossing volumes surveyed and better cater for cyclists. This solution will achieve the desired City Plan outcome to be a strategic north-south active travel route and be safer for all road users. The design and approvals process of such an innovative crossing will require additional time to complete but is considered feasible given the timeframe of the asset renewal program in future years.

These streets have been scheduled for asset renewal in the next three to five years which offers an opportunity to consider the crossing improvement as part of a general streetscape upgrade. Additionally, the Integrated Transport Strategy is expected to identify street improvement projects to be delivered throughout the city which will likely include improvement at this location.

As an interim measure, a low-cost zebra crossing could be considered with additional traffic control/management devices (i.e. speed cushions).

RECOMMENDATION

The following recommendation will be presented to Council on 26 November 2024 for consideration

THAT THE INFRASTRUCTURE AND PUBLIC WORKS COMMITTEE RECOMMENDS TO COUNCIL

THAT COUNCIL

1. Notes the findings of this report.
2. Notes that Administration will undertake design review in consultation with the Department for Infrastructure and Transport to develop an innovative crossing at the intersection of Franklin Street, Byron Place and Elizabeth Street in the vicinity of the IGA at 2/186 Franklin Street Adelaide.
3. Notes that the Administration will consider the delivery of the improved crossing facility in conjunction with the hierarchy of projects provided within the forthcoming Integrated Transport Strategy and coordinated with the Franklin Street and Byron Place road renewal.

4. Notes should Council support an improved crossing facility, a funding request will be provided for Council’s review and consideration as part of a future Business Plan and Budget process.

IMPLICATIONS AND FINANCIALS

City of Adelaide 2024-2028 Strategic Plan	Strategic Alignment – Our Places Crossing facilities for people walking and riding will provide a safer and more attractive walking and cycling environment, encouraging active travel.
Policy	Not as a result of this report.
Consultation	Consultation has been undertaken internally within the Infrastructure Program.
Resource	Additional resources are required to further develop concept designs.
Risk / Legal / Legislative	Not as a result of this report.
Opportunities	Reduced crash risk for all transport modes and an improvement in the walking/wheeling and cycling environment. Contribute to the implementation of City Plan and Integrated Climate Strategy targets to increase levels of active travel.
24/25 Budget Allocation	Not as a result of this report.
Proposed 25/26 Budget Allocation	To be considered through the Business Plan and Budget process.
Life of Project, Service, Initiative or (Expectancy of) Asset	Not as a result of this report.
24/25 Budget Reconsideration (if applicable)	Not as a result of this report.
Ongoing Costs (eg maintenance cost)	Not as a result of this report.
Other Funding Sources	Not as a result of this report.

DISCUSSION

1. At its meeting on 30 January 2023, Council requested Administration prepare a report on the creation of a raised wombat crossing, and / or other crossing solutions on Franklin Street within the vicinity of the IGA, located at 2/186 Franklin Street Adelaide (the IGA).
2. This report has been developed in response to Council's request.

External Consultant's Investigation

3. A consultant was engaged to investigate the possibility of installing a raised wombat crossing. The full report is shown in [Link 1](#). A summary of the key findings is provided below.
 - 3.1. Franklin Street consists of one traffic lane in each direction, with bicycle lanes, footpaths, nature strips and on-street angle parking on both sides. The annual average daily traffic volume is approximately 11,000, representing a barrier to people wishing to cross Franklin Street, particularly during the commuter peak periods.
 - 3.2. A Give Way controlled intersection is formed at Franklin Street, Elizabeth Street and Byron Place, with the east-west orientated Franklin Street having priority.
 - 3.3. Crossing facilities at the intersection consist of kerb ramps to assist people with mobility issues in crossing Elizabeth Street, Byron Place and Franklin Street but only on the west side of the intersection. No priority crossing is provided for people walking/wheeling or cycling.
 - 3.4. Three crashes have occurred in the previous five years, resulting in two minor injuries. None involved a pedestrian or cyclist.
 - 3.5. Both Elizabeth Street and Byron Place form part of a north-south active cross city link identified by the Smart Move Transport and Movement Strategy 2012-2022. The status as an active cross city link supports an improved crossing facility for people walking/wheeling and cycling.
 - 3.6. The IGA small format supermarket is located in the north-east corner of the intersection and occupies the ground floor of a multi-storey mixed-use development. The Star Academy (performing arts) is located in the south-east corner. These two land uses generate foot traffic within the vicinity of the intersection.
 - 3.7. The report recommended that a survey be undertaken to assess the type of pedestrian facility that should be provided as recommended in the Department for Infrastructure and Transport (DIT) Supplement to AS1742.10 – Pedestrian control and protection.
 - 3.8. The Safe System Approach, as provided within the 'Austroads Traffic Management and Road Design' guidance documents, recommends; pedestrian and cyclist treatments that include very low speed environments, the installation of a pedestrian and cyclist refuge, improving sight distance, providing signalised crossings, improving the street lighting, reducing motor vehicle traffic volumes and employing enforcement measures.
 - 3.9. The consultant's report recommended developing four design options as follows:
 - 3.9.1. Wombat crossing.
 - 3.9.2. Refuge islands.
 - 3.9.3. Speed reduction via a lower speed limit, installation of raised safety platforms, or both.
 - 3.9.4. Street lighting assessment.

Pedestrian Survey and Supplement to AS 1742.10 Assessment

4. Following receipt of the external consultant's report and its recommendation to assess the type of pedestrian facility to be provided, Administration commissioned a survey of the vehicle, pedestrian and cyclist movements at the intersection. The survey was timed to capture the busiest weekday and weekend movements, as generated by the IGA small format supermarket, the Star Academy and commuter travel. As there currently is no pedestrian access across the rain gardens outside of the IGA, the area of the survey was extended east by 85 metres to capture crossing movements where access is possible. The surveys conducted on Saturday 22 June and Thursday 27 June 2024 revealed the following:
 - 4.1. The busiest day for people walking is the Saturday with 4,405 people counted at the intersection, and 3,138 counted on Thursday.
 - 4.2. On a Saturday, most people crossed outside of the Star Academy (west side of the intersection) with 902 people counted during the day, peaking at 139 during an hour. On a Thursday, most people

crossed outside of the IGA (east side of the intersection) with 598 people counted during the day, peaking at 68 during an hour.

- 4.3. The busiest location for people to cross was Elizabeth Street with 1,622 people counted during the day, peaking at 191 during an hour.
 - 4.4. On a Thursday, 658 cyclists were counted at the intersection. Of these, 57 crossed Franklin Street with 12 crossing from the footpath.
 - 4.5. The vehicle, pedestrian and cyclist movement survey identified the highest demand for a crossing of Franklin Street to be outside of the Star Academy. However, all four legs of the intersection experience high numbers of people crossing.
5. The numerical guidelines as defined by DIT indicates the following:
- 5.1. That a wombat crossing is recommended on Franklin Street, both outside of the IGA (east side of the intersection) and outside of the Star Academy (west side of the intersection).
 - 5.2. With a minor growth in pedestrian or motor traffic volumes, the criteria for a pedestrian actuated traffic signal would be met outside of the Star Academy (west side of the intersection).

Concept Design Development

6. A concept design for a raised wombat crossing was produced to assess the feasibility of its installation outside of the IGA and is shown in [Link 2](#). The following advantages and disadvantages have been identified:
- 6.1. A mean speed of 39 km/hour for westbound traffic was recorded, and 37 km/hour for eastbound traffic. A low-speed environment of 30km/h or less should be sought for Safe System aligned outcomes and to reflect The DIT Supplement to AS 1742.10.
 - 6.2. To reduce the potential for blocking of the intersection by drivers waiting to give way to people on the crossing, the crossing has been positioned to enable one vehicle to wait outside the path of the north-south vehicle movements. This necessary offset from the north-south axis of Elizabeth Street/Byron Place, is likely to result in the more confident cyclists ignoring the wombat crossing when travelling north-south. Less confident cyclists are likely to divert to use the wombat crossing.
 - 6.3. Scope exists to provide a sheltered right turn lane for cyclists heading in the northbound direction to encourage their use of the wombat crossing.
 - 6.4. The existing kerb extensions with planted areas will need to be modified to match the width of the raised pavement of the wombat crossing and to provide connecting paths. These modifications result in a loss of approximately 16m² of vegetation.
 - 6.5. The existing rain garden reduces the amount of additional stormwater infrastructure that is needed to mitigate the barrier effect to overland stormwater flows caused by the raised pavement of the wombat crossing however additional stormwater assessment and works would be required.
 - 6.6. The vertical deflection resulting from raising the road pavement will reduce vehicle speeds on Franklin Street, improving safety for all road users.
 - 6.7. To achieve the required Crossing Sight Distance, three parking spaces will need to be removed.
 - 6.8. A lighting assessment will be needed to determine if additional street lighting is required and to be undertaken during a detailed design phase.
 - 6.9. The raised wombat crossing is considered a higher cost crossing facility noting the modifications required to address stormwater issues and construct the raised platform.

Strategic Context

7. The City Plan – Adelaide 2036 identifies Elizabeth Street and Byron Place as part of the West Terrace Laneways that form a north-south active travel spine through the western part of the city. As such, Elizabeth Street and Byron Place will be subject to future enhancements to enable active travel.
8. The forthcoming Integrated Transport Strategy is anticipated to define a hierarchy of street improvement and transport projects to be implemented throughout the city. This hierarchy will influence the allocation of Administration resources and may affect the delivery of an improved crossing facility at the Elizabeth Street, Byron Place and Franklin Street intersection.

9. Council's Asset Management Plan has Franklin Street and Byron Place scheduled for renewal in the three to five year timeframe.

Opportunities

10. The scheduled asset renewal of Franklin Street and Byron Place provides an opportunity to consider a more holistic street design that considers the future role of Franklin Street as defined by the Integrated Transport Strategy, and which can include a priority crossing for Franklin Street in the vicinity of the LGA, as well as the other locations where a high crossing demand was recorded.
 - 10.1. The strategic importance of Elizabeth Street and Byron Place within the active travel network should be considered as part of any proposed upgrades to pedestrian infrastructure in the vicinity of these streets.
 - 10.2. In conjunction with DIT, an innovative traffic control device could be developed to provide a priority crossing of each arm of the intersection, without signalisation, for all active transport modes. The design and approvals process of an innovative crossing will require additional time to complete when compared to a standard traffic control device, such as a raised wombat crossing. The scheduled asset renewal of Franklin Street and Byron Place allows for adequate time to achieve the necessary DIT approvals of such a device.
11. As an interim measure whilst Council progresses the Integrated Transport Strategy, a lower-cost zebra crossing could be installed with additional traffic control/management devices (i.e. speed cushions) to provide a crossing for pedestrians and cyclists.

Next Steps

12. Should Council wish to progress with a crossing, a funding request will be needed for the construction of the zebra crossing facilities and will be considered as part of the 2025/26 budget.
13. Work with the Department for Infrastructure and Transport to develop innovative crossing facilities of Franklin Street, Elizabeth Street and Byron Place for people walking and wheeling in the vicinity of the IGA.
14. Consider the delivery of the improved crossing facility in conjunction with the hierarchy of projects provided within the forthcoming Integrated Transport Strategy and coordinated with the Franklin Street and Byron Place road renewal.
15. Should Council wish to progress with an improved crossing facility, a budget allocation for the detailed design and construction will be requested through a future Business Plan and Budget process.

DATA AND SUPPORTING INFORMATION

Link 1 – External Consultant Investigation: Sproutt Franklin Street Wombat Crossing

Link 2 – High Level Concept Plan for a Wombat Crossing at Franklin Street near Elizabeth Street and Byron Place

ATTACHMENTS

Nil

- END OF REPORT -