

GROWTH AND INFRASTRUCTURE COMMITTEE LATE REPORTS

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** Item includes confidential papers

GROWTH AND INFRASTRUCTURE COMMITTEE NO. 11

12 NOVEMBER 2019

LATE REPORTS

8. **REVIEW OF SEVERAL SCHOOL ZONES ACROSS THE CITY**

This is a report concerning the requests to implement a 40 km/h school zone for the Goodna Special School and the Hymba Yumba Indigenous Community Hub as well as a review of the existing school zone for St Augustine's College on Augusta Parkway.

RECOMMENDATION

That the Interim Administrator of Ipswich City Council resolve:

- A. That Council not install a 40 km/h school zone on Queen Street, Goodna in the vicinity of Goodna Special School based on an assessment of the site, as outlined in Attachment 1.
- B. That Council not install a 40 km/h school zone on Springfield Parkway, Springfield in the vicinity of Hymba Yumba Indigenous Community Hub based on an assessment of the site, as outlined in Attachment 2.
- C. That Council remove the existing 40 km/h school zone on Augusta Parkway, Augustine Heights in the vicinity of St Augustine's College based on a reassessment of the site following recent changes to the 'School Environment Safety Guidelines' as outlined in the report.

** Item includes confidential papers

and any other items as considered necessary.

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The Chairperson has determined this matter is of real urgency and approval has been given to refer this report to the Growth and Infrastructure Committee as a late item.

ITEM: 8

SUBJECT: REVIEW OF SEVERAL SCHOOL ZONES ACROSS THE CITY

AUTHOR: SENIOR TECHNICAL OFFICER (TRAFFIC)

DATE: 31 OCTOBER 2019

EXECUTIVE SUMMARY

This is a report concerning the requests to implement a 40 km/h school zone for the Goodna Special School and the Hymba Yumba Indigenous Community Hub as well as a review of the existing school zone for St Augustine's College on Augusta Parkway.

RECOMMENDATION/S

That the Interim Administrator of Ipswich City Council resolve:

- A. That Council not install a 40 km/h school zone on Queen Street, Goodna in the vicinity of Goodna Special School based on an assessment of the site, as outlined in Attachment 1.**
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- C. That Council remove the existing 40 km/h school zone on Augusta Parkway, Augustine Heights in the vicinity of St Augustine's College based on a reassessment of the site following recent changes to the 'School Environment Safety Guidelines' as outlined in the report.**

RELATED PARTIES

The related parties for this report are Ipswich City Council, the Goodna Special School, The Hymba Yumba Indigenous Community Hub, St Augustines College and the Department of Transport and Main Roads.

There is no declaration of conflicts of interest regarding this report.

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Caring for the community

Managing growth and delivering key infrastructure

PURPOSE OF REPORT/BACKGROUND

Over recent years, Council has received several requests to consider implementing a 40 km/h school zone along the frontage of both the Goodna Special School, located along Queen Street, Goodna and the Hymba Yumba Indigenous Community Hub, located along Springfield Parkway, Springfield. These requests were assessed in accordance with the State Government's 'School Zone Guidelines' (SZG) and were not supported. However, this guideline has recently been amended which has triggered the need for Council to re-assess the requests. In addition, it has also triggered the review of the existing school zone on Augusta Parkway, Augustine Heights for St Augustine's College.

Assessment Criteria and Other Considerations

The point of reference for all road authorities involved with, or seeking information about, traffic management and road safety at schools is the State Government's 'School Zone Guidelines' (i.e. section 3.23 of the Traffic and Road Use Management Manual). Therefore, any request for school zones are assessed in accordance with the 'School Zone Guidelines' (SZG). Although termed 'guideline' the SZG are legislated under the authority of the *Transport Operations (Road Use Management) Act 1995*, and must be applied by road authorities across Queensland roads.

One of the key criteria in the SZG for assessing the provision of installing a school zone, is the presence of significant school related activity on and beside the road. Previous observations at both the Goodna Special School and the Hymba Yumba Indigenous Community Hub have shown that the vast majority of all school related activity is within the grounds of each school and not on and beside the road, therefore Council has been unable to support the implementation of a school zone when assessment against the SZG has been made. This has been relayed back to these two schools formally on several occasions.

However, there has recently been an alteration to the SZG, namely that a school related activity also includes vehicles entering or exiting the school property. Therefore Council has again investigated implementing a school zone outside the Goodna Special School and the Hymba Yumba Indigenous Community Hub.

Goodna Special School, Goodna

The President of the Goodna Special School P & C Association has approached The Honourable Grace Grace MP, Minister for Education and Minister for Industrial Relations about the possibility of implementing a 40 km/h school zone for the Goodna Special School. This request has then been forwarded to The Honourable Mark Bailey MP Minister for Transport and Main Roads for consideration. Subsequently, the State Government have written to Council to consider the implementation of a school zone along Queen Street, Goodna. A similar request has also been forwarded to Council by the State Member for Bundamba Jo-Ann Miller MP. It should be noted that these recent requests are not the first time Council has been asked to consider the potential installation of a school zone along Queen Street, Goodna.

Currently there is a refuge island located on Queen Street, positioned just south of the exit driveway for the main carpark. This refuge island allows pedestrians, and particularly patrons of the school, to stage their crossing across Queen Street. Council have installed fluorescent 'Children', 'Refuge Island' and 'School' warning signs on both approaches to the school boundary. In addition, there is a threshold pavement treatment with a 'SCHOOL' message on each approach to the school boundary.

It has been suggested by members of the school community that as the students don't have the same cognitive awareness as students attending other schools (i.e. students can often be unpredictable and may venture out onto the road), special consideration should be given to the implementation of a 40 km/h school zone on Queen Street, Goodna. Council has also recently been advised that the school is to undergo an expansion to cater for current and future student population growth. While no additional land will be required, a new three-storey general learning building is proposed to be constructed during the 2020 calendar year. As part of this expansion, internal upgrades to existing pick-up / drop-off areas are planned to ensure safe and efficient access to the site via school buses and private vehicles.

A Traffic Engineering Assessment (TEA) for the school's expansion has been compiled by an engineering firm. This report, which primarily assesses the traffic impact by the development, states that traffic generated from the development is not expected to have a significant adverse impact on the operation of the surrounding road network. The TEA states that provision of a school zone may not be warranted by the SZG but considering the special needs of students it is considered appropriate. The TEA also confirms the decision whether to implement a school zone rests with the road authority (i.e. Council) in consultation with the school community and relevant authorities.

An investigation of the school operations was undertaken during the school peak periods at the Goodna Special School on 7 June 2019. Council has undertaken a comprehensive review of the data collected which included on-site investigations, road hierarchy, crash data and vehicle volumes and vehicle travel speeds. A full report and associated findings can be found in Attachment 1 of this report.

As noted in Attachment 1, site observations at Goodna Special School confirmed that all school related activity is within the school grounds and not on and/or beside the road. The recent SZG amendment (i.e. vehicles entering or exiting the school property) has also been included in the assessment of whether a school zone may be appropriate for these schools. In addition, even though Queen Street is an arterial road, the average speed which vehicles are travelling at is well below the posted speed limits of 60km/h. It should also be noted that no reported crashes have occurred in vicinity of the school.

Following comprehensive review of the assessment criteria and consideration of the abovementioned observations and supporting information (as detailed in the Attachment 1 to this report), it is proposed that implementation of a school zone on Queen Street is not required.

Hymba Yumba Indigenous Community Hub, Springfield

Representatives from the Hymba Yumba Indigenous Community Hub have approached Ipswich City Council about the possibility of implementing a 40 km/h school zone along Springfield Parkway, Springfield in the vicinity of the school. It should be noted that this is not the first request to Council to consider the installation of a school zone along Springfield Parkway, Springfield. The Principal has previously written to Council, former Mayors and raised their concerns with the local State Member Charis Mullen MP, and the Interim Administrator, Greg Chemello. Council officers have met with the school together with Charis Mullen MP and Greg Chemello, to discuss the future road upgrade along Springfield Parkway, including their request for a school zone.

Currently there is a refuge island located on Springfield Parkway, positioned mid-way between the main entry and exit driveways for the school. This refuge island allows pedestrians, and particularly visitors and students of the school, to stage their crossing across Springfield Parkway. There is also fluorescent 'Children' and 'Refuge Island' warning signs on both approaches to the refuge island. In addition, there are fluorescent 'Pedestrian' warning signs at the refuge island itself.

It should be noted that during the development application for this school, Council were advised that students attending the school would be arriving by bus with no predicted pedestrians walking to the school, as students would not be living in vicinity of the school. The school drop off and pick up activities occur within the school grounds with no significant school related pedestrian activity on Springfield Parkway.

An investigation of the school operations was undertaken during the school peak periods at the Hymba Yumba Indigenous Community Hub on 19 September 2019. Council has undertaken a comprehensive review of the data collected which included on-site investigations, road hierarchy, crash data and vehicle volumes and vehicle travel speeds. A full report and associated findings can be found in Attachment 2 of this report.

As noted in Attachment 2, site observations at Hymba Yumba Indigenous Community Hub confirmed that all school related activity is within the school grounds and not on and/or beside the road. The recent SZG amendment (i.e. vehicles entering or exiting the school property) has also been included in the assessment of whether a school zone may be appropriate for these schools. In addition, even though Springfield Parkway is a sub-arterial road, the average speed which vehicles are travelling at is well below the posted speed limits of 70km/h. It should also be noted that no reported crashes have occurred in vicinity of the school.

Following comprehensive review of the assessment criteria and consideration of the abovementioned observations and supporting information (as detailed in the Attachment 2 to this report), it is proposed that implementation of a school zone on Springfield Parkway is not required.

St Augustine's College, Augustine Heights

There are a number of school zones associated with St Augustine's College, located at Augustine Heights. Notably, the school zone along Augusta Parkway was initially installed

prior to the arterial road being duplicated. The school zone was installed when Augusta Parkway was a single lane, two way carriageway as there was significant school related activity on and beside the road. However, once the duplication of Augusta Parkway occurred, stopping of vehicles has been prohibited due to the on road cycle lane and parking restrictions in place. The duplication also included pedestrian actuated traffic signals to allow the safe crossing of Augusta Parkway by pedestrians in close proximity to the school. The pedestrian traffic signals are considered a very safe means of crossing for children who attend the school.

Given the above mentioned changes, resulting in very limited school related activity on or beside the road along Augusta Parkway and changes to the SZG, it was considered that this existing school zone should be reviewed.

Regarding St Augustine's College, one of the key criteria in the SZG for assessing the provision of installing a school zone, is the presence of significant school related activity on and beside the road. The vast majority of all school related activity is on St Augustine's Drive and not on Augusta Parkway. In addition, there are no direct access points (i.e. driveways) to the school from Augusta Parkway. Therefore the amendment to the SZG of vehicles entering or exiting the school property isn't considered relevant.

Based on the above, it is proposed that the existing school zone on Augusta Parkway is not required and should be removed. It should be noted that Augusta Parkway has enhanced school zone signs in place which were implemented by the Department of Transport and Main Roads (TMR). Should this 40 km/h school zone be removed, TMR, as well as St Augustine's College will need to be advised of this decision to remove the school zone.

LEGAL/POLICY BASIS

This report and its recommendations are consistent with the following legislative provisions:
Transport Operations (Road Use Management) Act 1995

It should be noted that the school zone guidelines are issued under the authority of section 166 of the *Transport Operations (Road Use Management) Act 1995*. Although titled a 'guideline', these are considered as 'approved notices' under section 166 (2) of the Act. The design of, and the methods, standards and procedures in relation to every sign, signal, marking, light or device, which is contained in the guidelines are considered as official traffic signs under and within the meaning of the Act. These devices are erected by the Department of Transport and Main Roads and local governments for the purpose of regulating, warning or guiding traffic on the road system in the state of Queensland.

RISK MANAGEMENT IMPLICATIONS

There is a risk that Council may come under scrutiny if a school zone is not implemented and subsequently a collision with a student occurred.

Conversely, there is a risk if a school zone was implemented which is not consistent with recommendations based on an assessment undertaken in accordance with guidelines prescribed under an Act.

FINANCIAL/RESOURCE IMPLICATIONS

There are no financial / resource implications associated with this report.

COMMUNITY AND OTHER CONSULTATION

Council has had numerous discussions with representatives from both the Goodna Special School and the Hymba Yumba School concerning the proposed implementation of school zones for these schools.

Regarding the Goodna Special School expansion, a Traffic Engineering Assessment compiled by an engineering firm makes mention of several instances of students running into the traffic lanes on Queen Street during the morning and afternoon school peak periods, including two instances in 2018. Council has only ever been advised of the potential for students to run into the traffic lanes on Queen Street during the morning and afternoon school peak periods. Therefore, there appears to be conflicting messaging regarding this matter.

Prior to undertaking on site investigations, the Goodna Special School was contacted advising when observations would be taking place for a reassessment against the SZG.

Consultation has occurred with TMR officers to understand the reason for the change in the SZG.

Consultation has occurred with the Interim Administrator regarding the three schools within this report. It should be noted that the Interim Administrator has outlined that although the assessment undertaken by Council officers for the Goodna Special School is comprehensive, the cognitive capabilities of the students should also be a major factor in the consideration of installing a 40 km/h school zone at the school. As a result, this report has been prepared and submitted for Council consideration and determination.

CONCLUSION

Council has reviewed several requests to implement a school zone along Queen Street, Goodna for the Goodna Special School and Springfield Parkway, Springfield for the Hymba Yumba Indigenous Community Hub. These requests have been comprehensively investigated utilising site visits, assessment against the School Zone Guidelines, and consideration of other criteria such as road hierarchy, crash history, vehicle volumes and vehicle speeds. The outcome of these investigations is that Council officers do not support the implementation of school zones at these two schools.

Due to several factors, a review of the existing school zone on Augusta Parkway, Augustine Heights for St Augustine's College was also undertaken. The outcome of this investigation was for this school zone to be removed.

ATTACHMENTS AND CONFIDENTIAL BACKGROUND PAPERS

- | | |
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| 1 | Goodna Special School Peak Times Observations  |
| 2 | Hymba Yumba Indigenous Community Hub Peak Times Observations  |

Tim Salomon
SENIOR TECHNICAL OFFICER (TRAFFIC)

I concur with the recommendations contained in this report.

Mary Torres
INFRASTRUCTURE STRATEGY AND PLANNING MANAGER

I concur with the recommendations contained in this report.

Tony Dileo
MANAGER INFRASTRUCTURE STRATEGY

I concur with the recommendations contained in this report.

Charlie Dill
GENERAL MANAGER - INFRASTRUCTURE AND ENVIRONMENT

I concur with the recommendations contained in this report.

David Farmer
CHIEF EXECUTIVE OFFICER

I concur with the recommendations contained in this report.

Greg Chemello
INTERIM ADMINISTRATOR

“Together, we proudly enhance the quality of life for our community”

GOODNA SPECIAL SCHOOL – TYPICAL SCHOOL PEAK OBSERVATIONS

The school has three main areas of activity, namely a staff carpark with mini-bus drop-off and pick-up capabilities, a public carpark with mini-bus and car drop-off and pick-up capabilities as well as pedestrian access and a staff carpark accessed by an internal road, refer to Attachment A for further explanation of the on site school facilities.

On-site observations were carried out during school peak times (7-9am and 2-4pm) on Friday 7th June, 2019. The results of these observations were as follows:-

7-9am

Staff Carpark

- Cars In - 10
- Cars Out – 4
- Mini-Buses In – 7
- Mini-Buses Out – 7

Public Carpark

- Pedestrian Students Only In – 1
- Pedestrian Students and Parents In – 2
- Pedestrian Parents Only Out – 2
- Cars In – 32
- Cars Out – 25
- Mini-Buses In – 3
- Mini-Buses Out – 4

Second Staff Carpark

- Cars In Public Carpark Entrance On To Second Staff Carpark Via Internal Road – 42

2-4pm

Staff Carpark

- Cars In - 1
- Cars Out – 6
- Mini-Buses In – 7
- Mini-Buses Out – 8

Public Carpark

- Pedestrian Parents Only In – 1
- Pedestrian Students and Parents Out – 2
- Cars In – 23
- Cars Out – 61
- Mini-Buses In – 2
- Mini-Buses Out – 2

Second Staff Carpark

- Cars In Public Carpark Entrance On To Second Staff Carpark Via Internal Road – 3

During these observations, it was noted that the gate in the first staff carpark was closed when a mini-bus entered. This gate then remained closed while students got on or off the bus and was only opened when the bus was about to exit the carpark. The entry and exit gates for the public and second staff carparks remained open at all times. It was noted that there was no on street school related activities along Queen Street, and this was the case for both students and teachers. There is quite an extensive area whereby on street parking or drop off is restricted, however there are opportunities on either side of the school boundary and on surrounding local streets (no vehicle activity was observed).

In addition to observing school peak activity, Council has also used additional criteria to assess the appropriateness of a 40km/h School Zone, namely:-

- Road function
- Daily vehicle volumes and average speed
- Crash history
- Sight distance issues at school driveways

Queen Street has a 60 km/h posted speed limit and has the function of an arterial in the road network. As such, Queen Street carries a significant amount of traffic given its main function is the movement of vehicles between suburbs and key activity area (and in this case connection to the Ipswich Motorway). A count conducted in October 2018 in this location has shown a daily vehicle volume of 19,081 with an average speed of vehicles travelling at 52.5 km/h.

A search of the State Government's crash database (Webcrash) for the period from 2009 – 2019 has shown there have been no reported crashes at any of these school driveways. In addition, the available sight distance at these driveways is sufficient for the 60 km/h speed limit on Queen Street (and this is supported by the crash data).



HYMBA YUMBA INDIGENOUS COMMUNITY HUB – TYPICAL SCHOOL PEAK OBSERVATIONS

The school has two main areas of activity, namely an internal bus zone as well as a staff / visitor carpark with mini-bus and car drop-off and pick-up capabilities accessed by an internal road. (Refer to Attachment A for further explanation of the onsite school facilities). Although not main areas of activity, the refuge island on Springfield Parkway and area behind western shoulder of Springfield Parkway have also been included as pedestrian options.

On-site observations were carried out during school peak times (7-9am and 2-4pm) on Tuesday 17th September, 2019. The results of these observations were as follows:-

7-9am

Main Driveways

- Cars In - 48
- Cars Out – 12
- Buses In – 5
- Buses Out – 3

Staff / Visitor Carpark via Internal Access Road

- Cars In - 42
- Cars Out – 12
- Mini-Buses In – 1
- Mini-Buses Out – 0

Pedestrian Refuge

- Pedestrian Students Only In – 0
- Pedestrian Students and Parents In – 0
- Pedestrian Teachers In - 1
- Pedestrian Parents Only Out – 0

Area Behind Western Shoulder of Springfield Parkway

- Pedestrian Students Only In – 0
- Pedestrian Students Only Out – 0

2-4pm

Main Driveways

- Cars In - 10
- Cars Out – 10
- Buses In – 7
- Buses Out – 5

Staff / Visitor Carpark via Internal Access Road

- Cars In - 9

- Cars Out – 10
- Mini-Buses In – 0
- Mini-Buses Out – 1

Pedestrian Refuge

- Pedestrian Students Only Out – 0
- Pedestrian Students and Parents In – 0
- Pedestrian Students and Parents Out – 0
- Pedestrian Teachers Out - 0

Area Behind Western Shoulder of Springfield Parkway

- Pedestrian Students Only In – 0
- Pedestrian Students Only Out – 5

During these observations, it was noted that the main entry and exit points on Springfield Parkway aren't gated and the entry / exit to the internal staff / visitors carpark remained open at all times. It was noted that there was very limited on-street school related activities along Springfield Parkway, and this was the case for both students and teachers.

In addition to observing school peak activity, Council has also used additional criteria to assess the appropriateness of a 40km/h School Zone, namely:-

- Road function
- Daily vehicle volumes and average speed
- Crash history
- Sight distance issues at school driveways

Springfield Parkway has a 70 km/h posted speed limit and has the function of a sub-arterial in the road network. As such, Springfield Parkway carries a significant amount of traffic given its main function is the movement of vehicles between suburbs and key activity areas (and in this case connections to Old Logan Road, Centenary Highway and Springfield Greenbank Arterial). A count conducted in November 2018 in this vicinity has shown a daily vehicle volume of 20,642 with an average speed of vehicles travelling at 59.3 km/h.

A search of the State Government's crash database (Webcrash) for the period from 2013 – 2019 has shown there have been no reported crashes at any of these school driveways. In addition, the available sight distance at the exit driveway is adequate for the 70 km/h speed limit on Springfield Parkway (and this is supported by the crash data). It should be noted that the entry driveway isn't affected by potential visibility issues as motorists entering the school don't need to perform manoeuvres across the path of other vehicles. Similarly, exiting motorists don't have to cross two lanes as the exit driveway is left out only given the central median island currently in place.

