

6. PAGES ROAD CYCLEWAY - BUCKLEYS ROAD TO BREEZES ROAD

Officer responsible Transport and City Streets Manager	Author Tamsin Page - Consultation Leader, DDI 941-8662
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The purpose of this report is to seek Board approval to proceed to final design, tender and construction of the proposed improvement to cycle, pedestrian and bus facilities in Pages Road from Cuffs Road to approximately 100 metres north-east of Breezes Road.

Approval is also required to firstly revoke, then reinstate a number of no stopping restrictions along Pages Road; to install new no stopping restrictions along the south-east side and parts of the north-west side of Pages Road; to revoke and then reinstate an existing parking restriction; to remove three existing bus stops; and to revoke, and then reinstate two existing bus stops.

This report will also be considered by the Hagley/Ferrymead Community Board at its 1 September 2004 meeting.

BACKGROUND

Pages Road is a major arterial road and forms part of the designated cycle network. It is used by school, commuter and training cyclists. It is also a bus route. It carries a traffic volume ranging from 27,500 vehicles per day at Buckleys Road to 13,000 vehicles per day at the New Brighton Road end. Cycle lanes in Buckleys Road/Pages Road from Linwood Avenue to Cuffs Road have recently been implemented, and the proposed cycle lanes in Pages Road will link in with these.

The adjoining land use is predominantly residential along the project length, with the exception of the Breezes Road intersection where it is commercial/retail, the recreational reserve Cuthberts Green, and the adjoining Marae on the south-east side of the road.

A survey of school cyclists from Aranui High School and Chisnallwood Intermediate School has been undertaken by the Council School's Advocate. The students identified the following issues on Pages Road:

- Breezes Road/Pages Road intersection
 - Fear that they will be knocked off, of red light runners, and of turning vehicles, especially if they are not indicating.
- Shortland Street/Pages Road intersection
 - Volume of traffic, fear of being knocked off by turning vehicles, a request for cycle lanes on Pages Road.

The scheme for the proposed works originally extended all the way to New Brighton Road. However, budget constraints forced a reconsideration of the extent of the proposal, leading to a reduction in the length of the project. This was considered the best way of reducing the estimated costs, while still meeting the project objectives.

RECOMMENDED IMPROVEMENTS

The Council proposes to improve cycle facilities on Pages Road by installing on-road cycle lanes from Cuffs Road to approximately 100 metres north-east of Breezes Road. These cycle lanes will link into recently installed cycle lanes at the Cuffs Road end of the project. In addition, some realignment of Pages Road at the Breezes Road intersection is proposed to allow room for the cycle lanes, and a pedestrian refuge island is proposed just south-west of Shortland Street, to provide a safe crossing point for pedestrians and cyclists, as Shortland Street is one of the main cycle entry/exit points for students of Aranui High School.

It is also proposed to rationalise the bus stops along this stretch of Pages Road by removing the existing stops at 101 and 128 Pages Road, removing the existing bus stop on the north-west side of Pages Road just north-east of Bickerton Street, and making minor adjustments to the location of three existing bus stops.

As a consequence of the installation of the cycle lanes and the limited carriageway width, Council proposes to implement no stopping along the entire south-east side of the project length, with the exception of an indented parking bay outside 242 Pages Road. This parking bay will provide approximately five car parks. On-street parking will generally be retained along the north-west side, with the exception of intersections, in proximity to bus stops, and adjacent to pedestrian refuge islands. These changes to no stopping include extending the existing no stopping on both sides of Pages Road on the north-east side of the Breezes Road extension. On the south-east side of the road, no stopping will be extended by 52 metres. On the north-west side of the road, no stopping will be extended by 11 metres, but an indented parking bay is then proposed to extend in front of 335, 337A and 337B Pages Road, providing approximately six car parks.

The proposed improvement works are shown on the attached plan.

The proposal meets the policy for cycle facilities and traffic management on arterial roads, the Cycle Strategy and the Parking Strategy.

CONSULTATION

Following the Board's approval at its June meeting for consultation to be undertaken with the community, a publicity leaflet outlining the proposal and inviting feedback about it was delivered or sent to interested parties, the schools, businesses, property owners, and residents in the vicinity of the proposed works at the beginning of July 2004. The businesses on Pages Road, on the north-east side of the Breezes Road intersection, at 331, 352, 354 and 356 Pages Road, were visited by the author to explain the proposal in person.

Over 400 copies of the leaflet were distributed, and a total of 19 responses were received. Of these, five were supportive of the proposal; 12 either objected to the proposal or expressed concern with some elements of it; one did not indicate support or opposition; and one was not directly relevant to the proposal. A summary of the feedback received is attached to this report.

The issues raised include:

- Opposition to loss of on-street parking outside residences.
- Concern that cycle lanes will narrow the carriageway and make conditions hazardous.
- A preference for Pages Road to be widened.
- Concern about the traffic volumes and congestion on Pages Road.
- Concern about the adequacy of pedestrian facilities for crossing Pages Road.
- Opposition to the proposal on the north-east side of Breezes Road due to the impact it will have on the businesses there.
- General support for the cycle lanes.

The feedback received and the issues raised therein, has been given consideration by the project team, and all respondents have been contacted. However, when balanced against the key functions of a major arterial road, and the relevant Council policies and strategies (Parking Strategy, Cycle Strategy), the project team considered that no changes to the proposal as a result of the issues raised are warranted at this stage.

Discussion of Issues

Extension of no stopping north-east side of Breezes Road intersection

The most significant issue raised relates to the potential impacts of the proposal on the businesses on Pages Road that are located on the north-east side of the Breezes Road intersection. Meetings have been held with the owner of the properties on the north-west side of the road (331 and 335 Pages Road), and the business owners on the south-east side of the road (352 to 356 Pages Road), and the proposal has been discussed with the owner of the second-hand business at number 331 Pages Road.

On the north-west side of the road, there is a hairdresser right on the Breezes Road/Pages Road corner (331 Pages Road), a second-hand dealer (331 Pages Road), and an empty shop building (335 Pages Road). No stopping on this side of the road currently extends 14 metres from the intersection corner. On-street parking is currently available from right outside the second-hand dealer to the existing bus stop outside 337A Pages Road. Under the proposal, the bus stop will be moved north-east to 349 Pages Road, the existing no stopping will be extended, and an indented parking bay will be installed along the front of 335, 337A and 337B Pages Road. The consequence of this is the loss of the existing parking immediately outside the second-hand dealer (approximately two car parks). The owner of this property has expressed concern that the businesses at 331 Pages Road will be adversely affected by the extension of the no stopping, because despite the provision of the parking bay, customers will be reluctant to walk the additional distance.

On the south-east side of the road, the corner section is landscaped open space, then a block of shops from 352 to 356 Pages Road, consisting of a fish and chip shop, a dairy and a hair salon. No stopping on this side of the road currently extends from the intersection corner, along the front of the fish and chip shop and the dairy. Under the proposal, the no stopping will be extended by 52 metres to 366 Pages Road. The width and alignment of the carriageway at the Breezes Road intersection, and the proximity of the buildings to the carriageway, prevents the provision of a parking bay on the south-east side of Pages Road. The owners of the three businesses have expressed their opposition to the extension of the no stopping, as they are concerned that it will have an adverse impact on their businesses. They expressed a preference for the cycle lanes to stop at Breezes Road, despite the fact that it is likely that the cycle lanes will be extended through to New Brighton Road in the future, given that this is what was originally intended in this project.

The extension of existing no stopping at the Breezes Road intersection is necessary to provide sufficient space for the continuation of the cycle lanes through the intersection, and to ensure the safety of cyclists, who are at their most vulnerable at intersections. In addition, given the alignment of the north-bound lane, extending the no stopping on the north-west side of the road and indenting the parking, will also improve safety for motorists and pedestrians, by providing clearer site lines and clear zones in the immediate vicinity of the intersection.

Consideration of Alternative Option

During the consultation process, the Council received information indicating that consideration is being given to the possibility of some development in the vicinity of the Breezes Road intersection. This is currently a commercially sensitive issue, and therefore the Council has been requested to keep the specific location of any potential development confidential. However, it was indicated that if such development occurred, there might be an opportunity for the Council to obtain additional land at the Breezes Road intersection, which may possibly allow for additional carriageway width, potentially alleviating the need to extend the no stopping to such an extent.

In light of the concern expressed by the business owners on the north-east side of the Breezes Road intersection, the project team gave consideration to whether the possibility of such development would provide an opportunity whereby the key project objective of providing safe facilities for cyclists could be achieved, while further reducing the potential impacts on the businesses. This led to consideration of the option of reducing the length of the project by stopping the cycle lanes at Breezes Road.

However, there are considerable safety concerns for cyclists associated with stopping cycle lanes at intersections. Intersections generally pose the greatest safety risk for cyclists due to the constrained space, conflicting manoeuvres, and concentration of vehicles. To implement a cycle lane that runs up to an intersection, but not through it, could well exacerbate this safety concern by causing confusion for both cyclists and motorists alike. In addition, it neglects the requirement to improve the safety of the existing situation, and does not align to the Council's Cycle Strategy of encouraging increased levels of cycling and reducing collision rates. When this was balanced against the complete lack of any certainty about any potential development in the area, it was considered that deferring the implementation of cycle lanes through the intersection is not justified at this stage.

However, Council staff are aware that information regarding the likelihood of any development going ahead is likely to be available in the near future. Therefore, although approval for final design, tender and construction of the project as presently proposed is being sought, it is proposed that proceeding to implementation be delayed until December 2004. If, in that time, more certainty is obtained in relation to potential development in the area, the Council may review the options available, including the possibility of reducing the project length. If no further information comes to light in that time, or there is still considerable uncertainty, the project would then proceed as presently proposed.

The estimated cost of this work is \$197,000. The work is programmed for the 2004/05 financial year.

Staff

- Recommendations:**
1. That the Board approve the proposed improvements to cycle, pedestrian and bus facilities in Pages Road for final design, tender and construction.
 2. That all existing no stopping restrictions on the north-west side of Pages Road between Kearneys Road and a point 40 metres north-east of Breezes Road be revoked.
 3. That all existing no stopping restrictions on the south-east side of Pages Road between Shuttle Drive and a point 40 metres north-east of Breezes Road be revoked.

4. That all existing no stopping restrictions on the south-east side of Pages Road from a point 56 metres north-east of Kearneys Road to a point 406.5 metres north-east of Kearneys Road be revoked.
5. That the parking of vehicles be prohibited at any time in the following areas:
 - (a) That the stopping of vehicles be prohibited at any time on the north-west side of Pages Road commencing at a point 84 metres north-east of its intersection with Breezes Road and extending 16 metres in a north-easterly direction.
 - (b) That the stopping of vehicles be prohibited at any time on the north-west side of Pages Road commencing at its intersection with Breezes Road and extending 25 metres in a north-easterly direction.
 - (c) That the stopping of vehicles be prohibited at any time on the south-east side of Pages Road commencing at its intersection with Breezes Road and extending 85 metres in a north-easterly direction.
 - (d) That the stopping of vehicles be prohibited at any time on the north-west side of Pages Road commencing at its intersection with Breezes Road and extending 70 metres in a south-westerly direction.
 - (e) That the stopping of vehicles be prohibited at any time on the south-east side of Pages Road commencing at its intersection with Breezes Road and extending 64 metres in a south-westerly direction.
 - (f) That the stopping of vehicles be prohibited at any time on the south-east side of Pages Road commencing at a point 76 metres south-west of its intersection with Breezes Road and extending 343 metres in a south-westerly direction.
 - (g) That the stopping of vehicles be prohibited at any time on the south-east side of Pages Road commencing at its intersection with Shuttle Drive and extending 72 metres in a north-easterly direction.
 - (h) That the stopping of vehicles be prohibited at any time on the south-east side of Pages Road commencing at a point 337 metres north-east of its intersection with Kearneys Road and extending 13.5 metres in a north-easterly direction.
 - (i) That the stopping of vehicles be prohibited at any time on the south-east side of Pages Road commencing at a point 56 metres north-east of its intersection with Kearneys Road and extending 325 metres in a north-easterly direction.
 - (j) That the stopping of vehicles be prohibited at any time on the north-west side of Pages Road commencing at its intersection with Shortland Street and extending 20 metres in a north-easterly direction.
 - (k) That the stopping of vehicles be prohibited at any time on the north-west side of Pages Road commencing at its intersection with Shortland Street and extending 37 metres in a south-westerly direction.
 - (l) That the stopping of vehicles be prohibited at any time on the north-west side of Pages Road commencing at a point 133 metres south-west of its intersection with Shortland Street and extending 28 metres in a south-westerly direction.
 - (m) That the stopping of vehicles be prohibited at any time on the north-west side of Pages Road commencing at a point 235 metres south-west of its intersection with Shortland Street and extending 25 metres in a south-westerly direction.
 - (n) That the stopping of vehicles be prohibited at any time on the north-west side of Pages Road commencing at its intersection with Bickerton Street and extending 21 metres in a north-easterly direction.
 - (o) That the stopping of vehicles be prohibited at any time on the north-west side of Pages Road commencing at its intersection with Bickerton Street and extending 55 metres in a south-westerly direction.

- (p) That the stopping of vehicles be prohibited at any time on the north-west side of Pages Road commencing at its intersection with Ottawa Street and extending 28 metres in a north-easterly direction.
 - (q) That the stopping of vehicles be prohibited at any time on the north-west side of Pages Road commencing at its intersection with Ottawa Street and extending 36 metres in a south-westerly direction.
 - (r) That the stopping of vehicles be prohibited at any time on the north-west side of Pages Road commencing at a point 48 metres south-west of its intersection with Ottawa Street and extending 7 metres in a south-westerly direction.
6. That the existing bus stop be removed from the north-west side of Pages Road at its present position commencing 53.5 metres north-east of the intersection with Baffin Street and extending 11 metres in a north-easterly direction.
 7. That the existing bus stop be removed from the south-east side of Pages Road at its present position commencing 59 metres north-east of the intersection with Baffin Street and extending 15 metres in a north-easterly direction.
 8. That the existing bus stop be removed from the north-west side of Pages Road at its present position commencing 19 metres north-east of the intersection with Bickerton Street and extending 15 metres in a north-easterly direction.
 9. That the existing bus stop be revoked from the south-east side of Pages Road at its present position commencing 61 metres south-west of the intersection with Shortland Street and extending 14.5 metres in a south-westerly direction, and reinstated on the south-east side of Pages Road commencing 90 metres south-west of the intersection with Shortland Street and extending 15 metres in a south-westerly direction.
 10. That the existing bus stop be revoked from the south-east side of Pages Road at its present position commencing 82.5 metres south-west of the intersection with Breezes Road and extending 16 metres in a south-westerly direction, and reinstated on the south-east side of Pages Road commencing 64 metres south-west of the intersection with Breezes Road and extending 12 metres in a south-westerly direction.
 11. That the existing bus stop be revoked from the north-west side of Pages Road at its present position commencing 43.5 metres north-east of the intersection with Breezes Road and extending 17 metres in a north-easterly direction, and reinstated on the north-west side of Pages Road commencing 72 metres north-east of the intersection with Breezes Road and extending 12 metres in a north-easterly direction.

Chairperson's

Recommendation:

That the abovementioned recommendations be adopted.