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**10.2           Route 33: Beach Road Weekend 'No Stopping' restrictions**

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Infrastructure - Engineering  
File No: COR/1703

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## **1. Purpose of the Report**

To report on the latest developments in relation to the proposed 6am to 10am weekend “No Stopping” restrictions along Route 33 - St Kilda Street, the Esplanade and Beach Road and to propose a Council response.

## **2. Background**

Consideration of improving riding conditions for cyclists on Beach Road was originally raised in the *Bayside Bicycle Strategy 2003*. The Strategy outline stated as follows:

*“The strategy seeks to make this route more training cycle friendly while also recognising the need to facilitate pedestrian and cycle access across Beach Road to the Bay Trail. Successful management of this route can potentially add to the reputation of Bayside as the capital of cycling and the place where cycling is taken seriously for all types of riders.”*

The Strategy recommended that Bayside City Council initiate a cycling reference group to facilitate improvements to Beach Road and address other potential cycling issues. The Strategy suggested that the reference group should consider amongst other things closing one lane to vehicular traffic on weekend mornings for a designated number of hours to benefit training cyclists.

In response to this Bayside City Council initiated a Regional Cycling Reference Group. The group consisted of representatives from the Councils of Bayside, Port Phillip and Kingston, VicRoads, Victoria Police, Bicycle Victoria, Sandringham Hospital and individual cyclists.

The Regional Reference Group identified that improving riding conditions for cyclist along Beach Road can best be achieved by the installation of “No Stopping” zones along Route 33 for specific times over the weekend.

Following the recommendation by the Regional Reference Group, a Technical Reference Group was established to consider the feasibility of the installation of “No Stopping” restrictions along Route 33 between 6am and 10pm on weekends. The Technical Reference Group determined that it would be feasible but that some physical works would need to be undertaken prior to the installation of the restrictions.

In May 2006 Council was advised of the recommendations of the Regional Cycling Reference Group and Council resolved:

*“That Council support consultation with the community regarding the introduction of weekend no stopping bans along the whole length of Beach Road from 6am to 10am on Saturdays and Sundays in accordance with the “Route 33(Elwood to Mordialloc) – Proposed Weekend No Stopping Bans report.”*

Upon the completion of the public consultation Council considered this proposal at a Special Council Meeting on 1 October 2007 and resolved not to proceed with restrictions at that time.

The Mayors and the Chief Executive Officers of Bayside and Kingston met with the Minister for Roads and Ports, Tim Pallas MP in December 2008, at his request to discuss the proposal for 6am - 10am weekend “No Stopping” zones along Beach Road.

Following this meeting, the Minister advised in 2009 that a number of surveys would be undertaken by VicRoads to better determine the view of the key stakeholders.

On 28 April 2009 a report was presented to Council in relation to this and Council resolved: 'That a further report be presented to Council following the release of the VicRoads study into the feasibility of weekend "No Stopping" restrictions along Route 33 Beach Road.'

VicRoads completed this survey work, which included analysis of aerial photographs taken along Beach Road on 22 March 2009, along with a survey of local household and businesses.

The photos taken at approximately 9am on Saturday 16 January 2010 show a total of 154 vehicles parked along Beach Road within Bayside with 101 on the east (land) side and 53 on the west (bay) side. This is an occupation of approximately 7 per cent of available parking spaces along Beach Road. If the proposed parking restrictions are introduced, these vehicles will have to be accommodated in side streets or in the foreshore carparks.

The survey of households and businesses was undertaken by market research consultants and involved a mail survey of all properties along Route 33 within Bayside and Kingston, and an interview survey of every second residence and all businesses open at the time of the survey. The aim of the survey was to determine the extent of community support for, or opposition to, weekend parking restrictions and to identify any incidental issues that may require attention during the implementation phase, or perhaps modification of the hours of operation to fit in with other community requirements.

The Mayors and the CEOs of Bayside and Kingston met with the Minister for Roads and Ports, Tim Pallas MP on 7 January 2010, again at his request to discuss weekend "No Stopping" restrictions along Beach Road.

At the meeting, the Minister advised of his inclination to support the proposal. A copy of the findings was given to each of the Councils by the VicRoads representative entitled: 'Beach Road – "No Stopping Bans" Survey - Summary Report'. It is understood that each Council can consider the report, however it is not a public document.

The key findings in regard to the 'No Stopping' proposition for Bayside and Kingston combined are that:

- Mail survey respondents - 39% supported, 54% did not support and 6% neither;
- Interview survey respondents - 43% supported, 42% did not support and 15% neither.

It is noted that in an earlier survey conducted by Bayside Council late in 2006, 58% of respondents supported the proposal.

Bayside and Kingston Mayors and Chief Executive Officers spoke to their respective views on the matter and sought clarification of the Minister's intentions. Bayside provided the Minister with a letter which outlined an indication of some of the matters Council would propose to be considered by any party making a decision on the Beach Road "No Stopping" proposal. These issues are summarised as follows:

- The number of accidents that would be prevented by the no-stopping restrictions as proposed;
- The impact upon casual beach users;
- The impact upon organised foreshore and water user groups (life saving and swimming clubs, yacht clubs, etc) along the route;
- The impact upon major recreational sporting and tourism events including:
  - International, national and state yachting championship events

- Swimming events
- Fundraising events
- Proposed Hampton Rotary Farmers' Market;
- The impact upon businesses and traders;
- The relative safety of current no-stopping areas versus road parking areas as recommended by Monash University Accident Research Centre (MURAC) in a recent study;
- The impact of safety on other vulnerable road users; and
- The relative consideration given to all factors and the weighting to views and preferences of stakeholders versus statistics and data.

The Minister indicated he would not be inclined to use powers to establish Clearways. The Minister's powers do not include declaration of "No Stopping" zones.

In response to the letter from Bayside, which was provided to the Minister at the meeting on 7 January 2010, a letter (see Attachment1) dated 28 January 2010 was received from the Minister. In the letter the Minister indicated that he looked forward to working closely with the Cities of Bayside and Kingston to deliver improved safety for cyclists in this area.

Kingston Council has now considered a report entitled 'Beach Road Weekend No Stopping Restrictions', at its Ordinary Council Meeting on 8 February 2010, and resolved:

"(i) That VicRoads be advised that Council supports the introduction of a 12 month trial of No Stopping restrictions on Saturday and Sunday between 6am and 10am on the following sections of Beach Road:

- the inland side of Beach Road between Mundy Street, Mentone and Nepean Highway, Mordialloc,
- on the coast side of Beach Road between Rennison Street and Nepean Highway, on the basis that the cost for the implementation of the signage be shared by VicRoads.

(ii) That Council in conjunction with VicRoads conduct a review on the effectiveness of these restrictions at end of this trial period."

### **3. Discussion**

Council is obliged to consider the overall community interests with regard to Beach Road, given the varied functions it fulfils not only for the local community but the full range of neighbourhood needs, including residential amenity, road-based transport, foreshore and beach and bay users.

Based on available evidence it is considered that introducing weekend "No Stopping" restrictions along Route 33 would primarily seek to address the safety issues for cyclists associated with parked vehicles. VicRoads advises that this equates to about a fifth (8 out of 36 in the last five years) of the cycling accidents during the proposed time period along Route 33 within Bayside and Kingston. It must be stressed there are many other safety and amenity issues along the route that need to be addressed.

The current vehicle parking along the route would be expected to have the following impacts on current road conditions:

- It would normally be expected that cyclists should slow down when approaching a parked vehicle;
- Cyclists needing to move into the right lane to pass parked vehicles;
- Risk of cyclists colliding with a parked vehicle;
- Risk of cyclists running into a vehicle door being opened; and
- A reduction in the distance for pedestrian travel across the road and exposure to road traffic.

It is noted that very recent photographic evidence shows the continuing existence of illegal 'bunch' riding behaviour, which contravenes the two abreast rule. This report makes no attempt to quantify the extent of that behaviour.

During the last five years there has been one pedestrian fatality along Route 33 involving a cyclist. The proposed weekend "No Stopping" restrictions would eliminate some road-based obstacles to cyclists and could increase the popularity of this route with cyclists. It is possible this may also lead to higher speeds travelled by cyclists, which could in turn lead to more pedestrian fatalities. It is therefore appropriate that physical treatments to prevent an increase in pedestrian injuries caused by cyclists need to be considered in conjunction with the proposed weekend "No Stopping" restrictions.

During the recent discussions between VicRoads and Bayside, it was suggested that a Corridor Strategy be developed for Route 33.

This Corridor Strategy could include the analysis of all activity nodes along the route (e.g. shopping precincts), including safety treatments such as improved foreshore car park access and improved pedestrian access.

These safety treatments could include but are not limited to:

- Improving access to foreshore car parks;
- Additional pedestrian operated traffic signals;
- Pedestrian refuges;
- Indented parking;
- On road and off road cycling facilities; and
- Completion of the Bay Trail Shared Path South link (between Comer Road and Charman Road) including investigation into the best use of the existing road space to achieve the desired outcome.

The introduction of weekend "No Stopping" restrictions could be considered between these node points as a further improvement of safety in general.

It is therefore suggested that a Corridor Strategy be considered in order for the cost associated with the improvements to be quantified. Beach Road is an Arterial Road for which VicRoads is the responsible authority. It is therefore considered that traffic management along Route 33 is the responsibility of Vic Roads including the cost associated with any studies or implementation safety treatments.

## 4. Implications

### 4.1. Policy

The *Bayside Bicycle Strategy* 2003 identified an action to improve conditions and usage of Beach Road for cyclists. The Strategy recommended a dedicated lane for cyclists, not a shared lane with cars. A reference group was established to consider this and subsequently recommended the introduction of weekend 'No Stopping' restrictions along Route 33.

### 4.2. Legal/Statutory requirements

In accordance with the *Road Management Act* 2004, VicRoads is the responsible Road Authority for Beach Road however Council is responsible for the parking restrictions (excluding Clearways).

### 4.3. Financial and resource implications

There are no financial implications at this stage, however should the weekend no stopping restrictions proceed, the estimated cost of the signage is \$60,000 plus any other improvement works deemed necessary as discussed above. In this instance it is proposed that VicRoads be requested to meet all costs.

### 4.4. Environmental impacts

Not applicable to this report.

### 4.5. Social impacts

Beach Road provides access to a valuable community asset of local, regional and state significance, and proposed changes to parking will affect a significant number of user groups. The development of a Corridor Strategy would better identify safety improvements for all users of Beach Road and ensure no decision to the advantage of one user group results in unwarranted detriment to others.

## 5. Consultation and engagement

Further consultation should be undertaken as part of the development of a Corridor Strategy.

## 6. Summary

Beach Road is a very popular route with access points for the foreshore, which is Bayside's primary recreational and tourist asset. It is shared by motorists, cyclists, pedestrians and adjacent land users for parking, and vehicle and pedestrian travel. There are a number of safety and amenity issues along Beach Road and the implementation of weekend "No Stopping" restrictions alone will not address these issues. It is considered that the development of a Corridor Strategy for the total length of Route 33 in Bayside and Kingston, which may include weekend "No Stopping" bans, may address these issues. It is therefore proposed that a Corridor Strategy be developed in conjunction with VicRoads and Kingston City Council and that a further report be presented to Council once a draft Strategy has been developed.

## Recommendation

That Council:

1. In consideration of:

- Bayside Bicycle Strategy 2003;
- recommendations of the Regional Cycling Reference Group;
- results of the community survey conducted of Bayside residents adjacent to Beach Road in 2006;
- recommendations of the Monash University Accident Research Centre research report: *Cycling bunch riding: A review of literature*, January 2009;
- analysis of the two parking surveys through aerial photography conducted by VicRoads on 22 March 2009 and 16 January 2010;
- results of the community survey conducted by VicRoads of residents and businesses adjacent to Beach Road in 2009; and
- Kingston City Council's resolution of 8 February 2010 in relation to this matter;

forms the view that the introduction of the "No Stopping" provisions on Beach Road in isolation will not satisfactorily resolve safety consideration for cyclist and other road users.

2. Supports the development of a Corridor Strategy, in conjunction with VicRoads, which could include the analysis of all activity nodes along the route (e.g. shopping precincts) including safety treatments such as improved foreshore car park access and improved pedestrian access. These matters could include but are not be limited to:

- Improving access to foreshore car parks;
- Additional pedestrian operated traffic signals;
- Pedestrian refuges;
- Indented parking;
- On road and off road cycling facilities; and
- Completion of the Bay Trail Shared Path South link (between Comer Road and Charman Road) including investigation into the best use of the existing road space to achieve the desired outcome.
- Strategies to improve cyclist behaviour as identified and recommended in the Monash University Accident Research Centre report 'Cycling bunch riding: A review of literature,' January 2009; and

3. Write to the Minister of Roads and Ports indicating that it supports the concept of the introduction of weekend "No Stopping" restrictions on a trial basis, subject to:

- a. The completion of a Beach Road Usage Corridor Strategy involving relevant public bodies and including consultation with key stakeholders; and
- b. Subject to the State Government committing to contribute funding toward the cost of the installation of safety treatments identified in the development of the Corridor Strategy.