

**21.09**01/12/2016  
C129**TRANSPORT AND ACCESS**

This Clause provides local content to support Clause 18 (Transport) of the State Planning Policy Framework.

**Overview**

Bayside is serviced by rail, a tram and buses; however there are large areas of the municipality which rely principally on the private motor vehicle for transport.

The eastern boundary of the municipality is well serviced by the Frankston railway line, which has stations at Moorabbin (within Kingston City Council), Highett and Cheltenham. The State Government is currently progressing the establishment of a train station adjacent to the Southland Shopping Centre, an Activity Centre and area identified to support growth. The Sandringham railway line also dissects the northern and central sections of the municipality with stations at Elsternwick (within Glen Eira), Gardenvale, North Brighton, Middle Brighton, Brighton Beach, Hampton and Sandringham. This service does not extend to Black Rock and Beaumaris and these areas rely solely on bus services. Trams are restricted to a single route in Brighton East running along Hawthorn Road, terminating at the Nepean Highway. Bus services are provided throughout the municipality.

The Nepean Highway is the major arterial road linking the municipality to the Melbourne CBD to the north and the south eastern suburbs and Mornington Peninsula to the south. There are also a number of primary and secondary arterial roads including Beach Road, North Road, South Road, Centre Road, Bluff Road and Balcombe Road which traverse the municipality.

Bayside is largely a car dependent municipality with the majority of households in 2011 having 2 or more cars and the majority of Bayside residents using a motor vehicle to travel to work. Providing car parking to satisfy the demands of all road users is one of the biggest challenges faced by Council. Increasing intensification of development across the municipality, changing travel habits and ongoing issues surrounding the rail fee structure have led to a decrease in the availability of on street parking. Council is committed to providing residents and their visitors with a reasonable likelihood of parking in close proximity to their home, while preserving access for other legitimate road users such as shoppers, traders, disabled persons, workers and commuters in areas of high on-street parking demand. Commuter parking is primarily the responsibility of Public Transport Victoria, with Council playing an advocacy role.

Public transport use is higher in Bayside suburbs where car ownership rates are lower, such as Hampton East where 13% of households have no car. For these households, a good public transport system provides vital access to services and employment beyond an immediate walking or cycling catchment.

Public transport use drops off in those suburbs south of the Sandringham rail line terminus and further west of the Frankston rail line. These suburbs are more dependent on bus service which, according to a Department of Transport Bus Service Review 2010, provide reasonable coverage but need improved frequency and reliability and better connection with train services. There are also limited east-west connections for public transport and limited public transport options along the Nepean Highway. For example, only one bus route services the corridor through Dendy Street, East Brighton and Nepean Highway between Dendy Street and Wickham Road. This service only operates Monday to Friday at hourly intervals during the daytime.

The principles of sustainability include a reduced reliance on the private motor vehicle and greater reliance on sustainable transport, specifically, walking, cycling, public transport.

Walking and cycling are the most sustainable forms of transport and have a significant role to play in the transport system. The leafy green suburban character of Bayside, open spaces and ease of access to the foreshore are highly valued by residents. Most residents are well located within short distances of small or large shopping areas which serve daily needs.

These factors and the relatively flat terrain make Bayside a pleasant place to walk or cycle when making short trips. Facilitating use of streets for walking or cycling for short daily trips has significant community benefits including: improved health and wellbeing; reducing social isolation; enhancing personal security; increasing retail spend in local shopping centres; alleviating parking pressures; and reducing transport related emissions.

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**Land use and transport planning**

**Key issues**

- Bayside is a largely car dependent municipality.
- A high proportion of Bayside residents drive to work.
- Noise and air pollution from vehicular traffic has a detrimental impact on the environment.
- Increased public transport usage provides significant environmental, social and economic benefits.
- There are less public transport services in the southern part of the municipality when compared to the northern part of the municipality.
- East–west public transport services both within and beyond municipal boundaries are limited in extent and frequency.
- Potential exists to improve modal interchanges at key locations within Bayside, such as railway stations. This is especially relevant with respect to the proposed Southland Railway Station.

**Objective 1**

To integrate transport and land use so that sustainable transport is an attractive and viable alternative to private vehicle use in Bayside.

**Strategies**

- Ensure new use and development supports the prioritisation of transport modes in the following order:
  - Walking;
  - Cycling;
  - Public Transport, Community Transport including taxis and community run buses and Demand Responsive Transport;
  - Private vehicles; and
  - Commercial vehicles serving local areas.
- Concentrate new land use and development which increases housing density, employment and visitation in accessible locations that offer the greatest access to public transport and facilitate walking and cycling.
- Co-locate compatible land uses to reduce trip numbers and lengths, provide viable transport choice and encourage walking and cycling between activities.
- Ensure new community facilities and improvements to open spaces can be safely and conveniently accessed by public transport, walking and cycling.

- Minimise potential conflict between all users of the transport system and ensure that facilities introduced to benefit one category of user are not detrimental to the convenience, accessibility or safety of other users.
- Improve connections to the foreshore from public transport terminals.

## **Objective 2**

To improve public transport access to, within and from Bayside.

### **Strategies**

- Enhance the accessibility to public transport services.
- Encourage use of public transport and commuter cycling through the provision of adequate facilities for users.
- Improve public transport access to local activity centres and employment areas.
- Improve integration between walking, cycling and public transport at public transport stops and interchanges.

## **21.09-2**

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### **Cycling and walking**

#### **Key Issues**

- A high proportion of short trips are undertaken by car.
- Bayside has a higher proportion of older persons than the metropolitan average. Forecasts suggest this trend is set to continue.
- Bayside has a higher proportion of people with disabilities compared to the metropolitan average.
- Residents and visitors to Bayside have different mobility needs depending on their life stage and ability including users of mobility aids and people with prams.
- An increasing number of high fences on property boundaries make walking less pleasant and inviting and negatively affect the perception of safety.
- A range of facilities to support walking are required to meet the needs of all users including walking for recreation, walking to public transport, and utility walking to work, school or the local shops.
- A comprehensive bicycle network (the Principal Bicycle Network and Municipal Bicycle Network) exists within Brighton, Brighton East and Hampton East. Beaumaris, Black Rock and Cheltenham have a number of on road bicycle lanes, but are not as well served as those areas in the north of the municipality. Hampton, Highbury and Sandringham have a limited bicycle network.
- Flooding of footpaths can deter people from using them.

#### **Objective 1**

To improve local accessibility by prioritising walking and cycling as the preferred modes of transport for short trips in Bayside.

## Strategies

- Ensure that the design of streets and the design and layout of development does not impede access for pedestrians and cyclists, or public and community transport.
- Ensure that the design and layout of development does not remove or significantly lengthen pedestrian and cycling routes or access to public and community transport.
- Ensure that the design and layout of development prioritises pedestrian and cycling access to, through and within the development, including providing mid-block links through large development sites.
- Expand the cycling network to support both utility cycling and recreational cycling to key destinations within Bayside, including activity centres, schools, workplaces, open spaces and public transport hubs.
- Ensure the provision of secure bicycle storage and end of trip facilities (showers and lockers) in new developments, workplaces and schools.
- Ensure the provision of bicycle parking in activity centres and along the foreshore.
- Encourage permeable fencing on street frontages for private and commercial developments to improve the pedestrian experience and perception of safety.
- Ensure new bicycle and walking routes link to the Principal and Municipal Bicycle Network and Principal Pedestrian Network and consider existing local streetscape and environmental constraints such as flooding.
- Facilitate safe pedestrian and bicycle access to and between activity centres.

### 21.09-3

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## Roads

### Key issues

- There are an increasing number of vehicle trips on the Bayside street and road network.
- There is increasing use of traffic corridors, such as Beach Road, Bay Road, Bluff Road and Nepean Highway.
- Beach Road performs multiple roles as a scenic tourist route for cars, bicycles and pedestrians.
- The most significant traffic management issues in Bayside relate to access and safety along Beach Road, along with local area traffic management to protect the amenity of residential areas.
- The future role of Beach Road as a scenic boulevard is dependent on careful road design and effective traffic management.
- Improving vehicle access, circulation, parking and loading/unloading, pedestrian and bicycle movement and safety within activity centres.
- Adequate vehicle parking and appropriate traffic management practices are required in Activity Centres so as to improve vehicle access, circulation, parking, loading/unloading and pedestrian movement/safety.
- Traffic congestion in commercial centres and through traffic in residential areas may have a detrimental impact on the amenity of an area.
- There are conflicts between different types of street users in shopping centres and on major corridors, such as Beach Road.

### **Objective 1**

To improve access, movement and car parking within, around and through activity centres.

#### **Strategies**

- Ensure that the design of streets does not impede access for pedestrians and cyclists, or public and community transport.
- Manage traffic circulation to avoid vehicle congestion and facilitate safe pedestrian and bicycle movements.
- Enhance the amenity and safety of public spaces surrounding train stations and bus and tram stops by improving lighting, surveillance and, where practical, providing weather protection.
- Enhance pedestrian links between train stations, bus and tram stops and the retail core and surrounding residential areas.
- Enhance safety, accessibility and appearance of laneway connections and off-street car parks by improving view lines and lighting.
- Facilitate laneway widening and connections where possible.
- Require reinstatement of unused crossovers where development or redevelopment occurs.

### **Objective 2**

To facilitate vehicle movements in a safe and easy manner with minimal impact on residential areas and the tourism potential of Bayside.

#### **Strategies**

- Improve the management of local/regional traffic issues associated with the function of Beach Road/Esplanade as a main road and tourist boulevard.
- Facilitate safe movement of vehicles, pedestrians, cyclists and other users along Beach Road/The Esplanade and related paths.
- Divert freight/heavy traffic from Beach Road to the Nepean Highway.

**21.09-4**  
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### **Car parking and loading**

#### **Key issues**

- Adequate vehicle parking and appropriate traffic management practices are required in Activity Centres to improve vehicle access, circulation, parking, loading/unloading and pedestrian movement/safety.
- Shortage of car parking areas in peak periods and increasing parking pressures in some activity centres, around railway stations and along the foreshore.

### **Objective**

To provide adequate car parking facilities in and around shopping centres, employment areas and in appropriate locations along the coast.

## **Strategies**

- Provide continuous service and car park access lanes at the rear of shops and future housing.
- Encourage the loading and servicing of business premises from the rear.
- Improve parking provision and access.
- Improve parking provision within and around Activity Centres.
- Encourage rear loading and unloading facilities to serve activities.

## **Implementation**

The strategies contained in this clause will be implemented through the planning scheme through the following:

## **Policy and exercise of discretion**

### **Cycling**

- Provide adequate bicycle facilities to reduce reliance on travel by motor car, including the provision of accessible showers and changing facilities with secure lockers or equivalent, in accordance with Clause 52.34 'Bicycle Facilities.'

### **Car parking**

- Maintain existing numbers of public parking spaces and ensure appropriate numbers of additional parking spaces are provided in accordance with Clause 52.06 'Car Parking' to support added intensity of uses within each centre.

## **Application of zones and overlays**

### **Land use and transport planning**

- Apply the Residential Growth Zone to residential land within identified Housing Growth Areas to enable redevelopment of the land for high density development. These areas offer the greatest access to public transport and facilitate walking and cycling.
- Apply the General Residential Zone to residential land within identified Housing Growth Areas to enable redevelopment of the land for medium density development. These areas offer the greatest access to public transport and facilitate walking and cycling.
- Apply the Mixed Use Zone to selected Neighbourhood Activity Centres to encourage residential use and development above commercial uses. These areas generally offer good access to public transport and facilitate walking and cycling.

### **Roads**

- Apply the Road Zone – Category 1 to all declared roads to reflect their status under the Transport Act 1984.
- Apply the Road Zone – Category 2 to all other major roads in Bayside to reflect their strategic importance as major traffic collectors.

## **Other actions**

### **Land use and transport planning**

- Advocate for the improvement of public transport services and connections, and improved amenity of train stations, and bus and tram stops.
- Advocate to the relevant public transport authorities and the Westfield Corporation to ensure the proposed Southland train station is connected with the Southland bus interchange in the most effective and attractive way.
- Advocate for the diversion of freight/heavy traffic from Beach Road to Nepean Highway to achieve the future role of Beach Road as a scenic boulevard.

### **Cycling**

- Improve bicycle routes and facilities within and between activity centres.

### **Roads**

- Promote Beach Road/The Esplanade as a foreshore tourist boulevard through careful road design, effective traffic management and design of development adjacent to the road.
- Reduce motor vehicle speeds within activity centres.

## **Further strategic work**

### **Land use and transport planning**

- Investigate the feasibility of preparing a Development Contributions Plan to support active travel.
- Identify and examine the most appropriate mechanism to require Integrated Transport Plans as part of planning permit applications.
- Investigate the opportunity to develop and support the implementation of 'green travel plans' for schools, workplaces and employment clusters.
- Investigate the potential to upgrade the existing Highett Railway Station, the potential for an additional railway station at Southland and a modal interchange at the Cheltenham Station.

### **Walking**

- Develop a Principal Pedestrian Network to support walking trips into and around activity centres.

### **Roads**

- Develop a strategy for the management of Council's road assets.

### **Car parking**

- Prepare a Parking Strategy for Bayside, setting out principles for the management of on-street and off street car parking with a view to supporting an integrated and sustainable transport system.
- Prepare parking precinct plans to identify and address parking issues in key Activity Centres.
- Investigate options available for developer contributions towards parking provision and streetscape improvements.

### **21.09-5**

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### **Reference documents**

Bayside Integrated Transport Strategy (2013)  
Sandringham Village – Final Structure Plan (November 2006).  
Bay Street Centre – Final Structure Plan (November 2006).  
Church Street Centre – Final Structure Plan (November 2006).  
Hampton Street Centre – Final Structure Plan (November 2006).  
Bayside Bicycle Strategy (2013).  
Bayside Walking Strategy (2015)  
Beach Road Corridor Strategy (2011)  
Church Street Parking Study, July 1998.  
Highett Structure Plan 2004.  
Graham Road, Highett: Traffic Management Plan 2004.  
Bayside Industrial Area Strategy 2004.  
Bayside Coastal Management Plan 2014

Map 1 - Bayside Bicycle Network

