# Traffic and Transport Plan

Southland-Pennydale Structure Plan

V171334

Prepared for Bayside City Council

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#### 1 Introduction

#### 1.1 Overview

Cardno has been engaged by Bayside City Council to provide traffic and transport advice with respect to the development of the Southland-Pennydale Structure Plan.

This Traffic and Transport Plan has been prepared to build upon the findings of the Background Report and the Options Analysis, and present the strategies, objectives and actions guiding the future of the Southland-Pennydale study area, including the following:

- > Mitigation of car parking and traffic impacts within the Southland-Pennydale Structure Plan study area, directly considering the potential impact of the recently opened Southland Railway Station;
- > Increase usage and improve safety for sustainable transport modes;
- > Development of objectives to improve current traffic, car parking and sustainable transport networks;
- > Improved connections to open space within and in close proximity to the study area; and
- > Consideration of community consultation feedback, including issues and opportunities raised.

#### 1.2 Traffic and Transport Plan Context

This report forms one of three work packages to be provided as part of the Southland-Pennydale Structure Plan traffic and transport advice project, with the key purpose of this report being to present the guiding strategies and specific actions that will inform the development of a Structure Plan for the Southland-Pennydale study area, and considers the findings and recommendations of:

- > The Background Report; and
- > The Southland-Pennydale Structure Plan Options Paper.

This report intends to support the Southland-Pennydale Urban Design Advice supporting document prepared by SJB Urban for Bayside City Council.

#### 1.3 Study Area

The Southland-Pennydale study area is located within Bayside City Council, approximately 20 kilometres southeast of the Melbourne CBD.

The Southland-Pennydale study area is generally bound by Park Road to the south, the Frankston Railway Line to the east, Bay Road to the north, and Jack Road to the west. The suburb of Cheltenham has a population of approximately 3,400 residents, a substantial proportion of which live within the Southland-Pennydale study area.

The majority of the land uses are residential in nature, being General Residential Zone, with a small Commercial Zone area located at the corner of Bay Road and Jack Road.

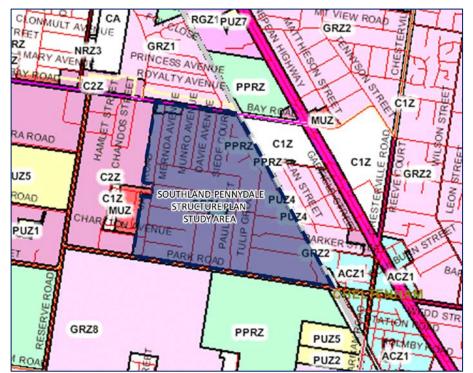
Figure 1-1 shows the boundaries of the study area in the context of the surrounding area, whilst Figure 1-2 indicates the respective planning scheme zones within the study area.



Figure 1-1 Southland-Pennydale Structure Plan Study Area



Figure 1-2 Southland-Pennydale Structure Plan Study Area – Planning Scheme Zones





## 2 Vision & Principles

The following section has been prepared to present the traffic and transport vision for the Southland-Pennydale Structure Plan study area, including the guiding principles and objectives.

#### 2.1 Southland-Pennydale Structure Plan Transport Vision

The transport vision of the Southland-Pennydale Structure Plan study area is to ensure that local access and connections to the surrounding areas are maintained in a manner suiting the land uses in the study area, which are predominantly low-to-medium density residential; and to support population growth and mitigate negative transport impacts through encouraging active and public transport mode choice over private vehicle use.

Careful planning and management of the local road network via effective use of Local Area Traffic Management (LATM) measures, including speed control devices, landscaping treatments and improvements to road safety, optimisation of the existing public transport services including both bus and rail services, and growing the active transport network will support this vision in a safe and efficient manner.

#### 2.2 Southland-Pennydale Structure Plan Transport Principles

Having regard to the Southland-Pennydale Urban Design Advice supporting document prepared by SJB Urban, the following principles have been prepared to guide the management of current and potential future traffic, transport and parking opportunities and constraints within the study area.

#### 2.2.1 Principle 01: Create an accessible, amenable and safe local transport network

In the context of population growth within the City of Bayside, the Southland-Pennydale Structure Plan study area will be a valued local area with a safe and attractive local transport network, close to amenities and transport options other than private motor vehicles, notably the recently completed Southland Railway Station and pedestrian and cycling routes.

#### 2.2.2 Principle 02: Cultivate a vibrant and distinct area well-connected to its surrounds

Strategic and targeted development should focus on the periphery of the Southland-Pennydale Structure Plan study area, and connectivity to the surrounding area created via the use of new active transport routes along the railway corridor and the major vehicle movement corridors.

#### 2.2.3 Principle 03: Enhance pedestrian links and desire lines

Pedestrian movement corridors between residential areas and destinations, such as Southland Shopping Centre, Southland Railway Station and the Bay Road / Jack Road Small Neighbourhood Activity Centre (NAC), should be enhanced to make walking a safer, more amenable and more attractive mode choice for local residents.

## 2.2.4 Principle 04: Provide safe, amenable and direct pedestrian and cycling access to Southland Station

With the recent completion and opening of Southland Railway Station, an opportunity has been created to provide a significant transport connection to and from the Melbourne CBD and the surrounding suburbs to the north and south. Improvements to access to the station for pedestrians and cyclists from the study area should be provided in the short or long term, to optimise the use of public transport as an alternative to private car use.

#### 2.2.5 Principle 05: Integrate the local transport system with Southland Station

In order to optimise the opportunity presented by Southland Railway Station, the area directly adjacent to the train station is considered an optimal location for future development. From a traffic and transport perspective, increasing amenity in this area and improving connectivity between the study area and the train station will encourage the use of the rail service and minimise private vehicle dependency.

#### 2.2.6 Principle 06: Manage on-street car parking demand

As the appetite for development within the Southland-Pennydale Structure Plan study area grows in response to increased population and improvements in access and movement, the allocation of car parking



for new developments in the study area should be considered carefully to ensure minimal impact to street amenity and to encourage use of alternative transport modes.

### 3 Objectives & Actions

The following objectives and actions have been developed for the traffic, transport and parking component of the Draft Southland-Pennydale Structure Plan. These recommendations have been developed based on the findings of the Background Report, the Southland-Pennydale Options Analysis, and the traffic, transport and parking vision and principles outlined above.

#### 3.1 Objective 1: Prioritise Active Transport Modes

Encouraging active mode choice within the study area will be key in achieving the vision for a characteristic, sustainable neighbourhood able to accommodate increases in population.

Pedestrian links between residential areas and local destinations, such as Southland Railway Station, Southland Shopping Centre, the Bay Road East Retail area at the corner of Bay Road and Jack Road, the Bayside Business Employment Area and the Cheltenham Activity Centre, should be strengthened by improving connectivity, route attractiveness and safety across major vehicle and rail corridors

Bicycle routes through, within, to and from the precinct are to be improved / created via the use of safe and attractive on-road and off-road facilities, that provide convenient and connecting routes along major east-west and north-south movement corridors such as Bay Road, Park Road, Jack Road and the Frankston Railway Line. Priority for cyclists should be provided along these routes to encourage the use of bicycles for travel to and from employment, education and leisure activities.

The actions presented in Table 3-1 have been identified to achieve this objective, along with the priority for each action, and have been illustrated in Appendix A:

Table 3-1 Objective 1 Actions List

Action	Description	Priority
1.1: Provide a Signalised Pedestrian Crossing across Bay Road	Advocate to VicRoads for a safe crossing facility across Bay Road near to the Frankston Railway Line bridge to allow safe and controlled movement across Bay Road, to and from Sir William Fry Reserve, which should be incorporated with the future shared path along the Frankston Railway Line corridor.	Short to Medium term
1.2: Consider providing access to Southland Railway Station via Tulip Grove	Consider providing a pedestrian and cycling connection from Tulip Grove to Southland Railway Station, which would allow access to the station from the western side of the railway line, and would encourage use of the station by local residents.	Medium to Long term
1.3: Improve Pedestrian Connectivity to Southland Railway Station from Bay Road	Improve the pedestrian connections from Bay Road to Southland Railway Station via the existing link to Siede Court, along Bay Road underneath the railway bridge, and via a new link adjacent to the Frankston Railway Line corridor, which could be incorporated into the future shared path along the Frankston Railway Line.	Medium term
1.4: Improve Pedestrian Facilities along routes to/from Southland Station	Improve pedestrian safety and amenity along pedestrian routes that connect to/from Southland Railway Station, Southland Shopping Centre and the study area through improved lighting, smooth and level walking surfaces, safe crossing points and increased amenity, including along Olympic Avenue, through Pennydale Park, along Fir Grove and along Tulip Grove.	Medium term



1.5: Provide Signalised Pedestrian Crossings across Park Road	Provide signalised pedestrian crossings along Park Road, to be incorporated into signalised intersections at Jack Road, Tulip Grove and at the Park Road Level Crossing (as part of the LXRA Park Road / Charman Road Level Crossing Removal project), which will provide safe crossing points for residents travelling to and from the Bayside Business Employment Area, the Cheltenham Activity Centre, bus stops, local schools, parks and other destinations.	Short term
1.6: Provide	Provide pedestrian crossing points across Jack Road near to:	Short to
Pedestrian Crossing facilities across Jack Road	Olympic Avenue and the Jack Road Residential Development site, to provide a safe crossing point for residents travelling to and from areas to the west and the destinations to the north (Bay Road East Retail area at the corner of Bay Road and Jack Road) and east (Southland Railway Station and Shopping Centre); and	Medium term
	The proposed open space on the western side of Jack Road north of Luxmoore Street, to provide a safe crossing opportunity for pedestrians travelling to and from the new open space and the residential areas to the east.	
1.7: Investigate the Feasibility of a Shared Path along Park Road	Investigate the feasibility of constructing a shared pedestrian and bicycle path along the southern side of Park Road, providing connectivity for pedestrians and cyclists to the Bayside Business Employment Area, the Cheltenham Activity Centre, and Cheltenham Park, as well as to the wider bicycle network.	Short to Medium term
1.8: Provide a Shared Path along the Frankston Railway Line	Provide a shared pedestrian and bicycle path along the Frankston Railway Line from Park Road to Bay Road, providing a safe and continuous route to and from Southland Railway Station and Shopping Centre, and from Bay Road to Park Road, with local access to residential areas where possible. This path is to extend North to the Highett Activity Centre and south to the Cheltenham and Mentone Activity Centres.	Medium term
1.9: Provide Bicycle Facilities along Bay Road	Provide on-road bicycle lanes along Bay Road, to be physically separated from vehicle traffic to ensure safety for cyclists, which will connect to the Nepean Highway in the east and Beach Road in the west and provide local connections to and from Sir William Fry Reserve, Southland Railway Station and Shopping Centre and the Bay Road / Jack Road NAC at the corner of Bay Road and Jack Road.	Short to Medium term
1.10: Provide Bicycle Facilities along Jack Road	Provide bicycle facilities along Jack Road, which will connect to the future on-road bicycle lanes along Bay Road and the shared path along Park Road and provide connections from residential areas to the surrounding bicycle network and surrounding destinations.	Short to Medium term
1.11: Provide Additional Bicycle Parking at Activity Centres	Provide additional bicycle parking facilities at major cycling destinations including the Bay Road / Jack Road NAC, the kindergarten on Olympic Avenue and Pennydale Park and Southland Railway Station (including at the potential future access point on Tulip Grove) to encourage the use of bicycles for utility and commuting trips.	Short term
	Southland Railway Station (including at the potential future access point on Tulip Grove) to encourage the use of bicycles for utility	

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#### 3.2 Objective 2: Integrate Public Transport Accessibility

To ensure that the potential network improvements provided by the new Southland Railway Station are optimised in conjunction with the existing public transport network within the Southland-Pennydale Structure Plan study area, it is recommended that the new facility be integrated into the transport network and the land uses in the area.

The potential future connection via Tulip Grove to Southland Railway Station should be considered as it would provide an opportunity for local residents to use the rail service in a more amenable and convenient manner. Integrating this connection with the local pedestrian and cycling networks, and ensuring that local car parking is restricted appropriately and traffic management measures are in place to discourage access by private vehicle, would ultimately provide a well-integrated public transport service.

The existing bus interchange at Southland Railway Station is located on the eastern side of the Nepean Highway. To improve integration with existing bus routes, relocating this bus interchange closer to Southland Railway Station should be considered, which would enable multi-modal public transport trips for residents further from the railway station.

The existing bus routes within the Southland-Pennydale Structure Plan study area should also be improved via increased frequency of services, improved active transport (pedestrian and cycling) routes to and from bus stops and consideration of bus priority infrastructure at major intersections including Bay Road / Nepean Highway and Park Road / Nepean Highway.

The actions presented in Table 3-2 have been identified to achieve this objective, along with the priority for each action, and have been illustrated in Appendix A:

Table 3-2 Objective 2 Actions List

Action	Description	Priority
2.1: Consider providing access to Southland Railway Station via Tulip Grove	Consider providing a connection from Tulip Grove to Southland Railway Station, which would allow direct access to the station from the western side of the railway line at the northern end of Tulip Grove, and would encourage use of the station by local residents in the northern areas of the study area.	Medium to Long term
2.2: Relocate the Southland Shopping Centre Bus Interchange to closer to Southland Railway Station	Advocate for the relocation of the Southland Shopping Centre bus interchange, currently on the western side of the Nepean Highway, to a location where it can be readily integrated with Southland Railway Station and enable multi-modal public transport trips to be made more easily.	Long term
2.3: Improve Level of Service of Bus Routes within the study area	<ul> <li>Improve the level of service provided by bus routes in the Southland-Pennydale Structure Plan study area (822 and 828) to encourage use of these services by local residents over private car use. Measures to improve level of service include:         <ul> <li>Increase service frequency during peak periods (from 20-30 minutes to 10 minutes), and on weekend days (from 1 hour to 30 minutes);</li> <li>Improve accessibility and provide safe crossing points to bus stops within the study area; and</li> <li>Improve priority for buses on the surrounding road network via investigation of bus priority infrastructure at major intersections (Bay Road / Nepean Highway, Park Road / Nepean Highway).</li> </ul> </li> </ul>	Short to Medium term



#### 3.3 Objective 3: Improve Transport Network Capacity for Future Growth

Having due consideration of the existing operation of the road network in and around the Southland-Pennydale study area, and the likelihood of future development to occur near the Southland and Cheltenham Activity Centres, it is recommended that a number of transport network upgrades be considered to accommodate future development generated traffic and improve the safety of the road network.

The intersections of local roads with the major roads bounding the study area to the north and south, being Bay Road and Park Road, are currently operating in predominantly an unsignalised manner. Given the traffic volumes along these major roads is currently high (over 1,000 vehicles per hour for Bay Road and over 400 vehicles per hour for Park Road during the commuter peak hours), some of these intersections are currently operating under congested conditions. Specifically, the ability for Jack Road and Tulip Grove to accommodate additional traffic movements and distribute traffic to Bay and Park Roads is restricted by their unsignalised intersection arrangements.

The high traffic volumes along Bay Road and Park Road also make it difficult for pedestrians and cyclists to travel across the corridors. The capacity for the existing local road network to accommodate future development, and future pedestrian and cyclist movements, is therefore restricted. The proposed / recommended new signalised crossings at the Jack Road intersections with Bay and Park Roads will accommodate safe pedestrian and cyclist movements to the future pedestrian and cycling facilities along these routes. The formalization of traffic lanes along Bay Road between the Frankston Railway Line Bridge and Jack Road will also improve safety for cyclists choosing to ride along this corridor, and safety in the interim for vehicles accessing properties along Bay Road.

Access for vehicles from properties along Bay Road is also impacted by high vehicle speeds and high traffic volumes in the peak hours. Upon development of these lots, rear loading access arrangement should be provided that allows access from a rear laneway between Jack Road and Siede Court, with traffic management treatments that discourage use of this route as a 'rat run' to avoid Bay Road.

With additional development occurring in the study area, and traffic volumes expected to increase, the conditions of the local street network (including road safety, vehicle speeds and local street traffic distribution) are expected to change. In response, it is recommended that the local network is monitored in an ongoing capacity and appropriate Local Area Traffic Management (LATM) measures are implemented to respond to any traffic and transport issues that arise.

Under the scenario that residential development occurs along the section of Tulip Grove adjacent to Southland Railway Station, the distribution of traffic to the surrounding road network needs to be considered, including the impact on local streets and the Park Road / Tulip Grove intersection. Investigation into the required LATM measures and potential intersection upgrades should be conducted.

Further, should the industrial land uses to the west of the study area be developed for residential use, an additional vehicle movement link to the west from Jack Road via an extension of Chandos Road would distribute traffic throughout the study area more efficiently and provide a more permeable road network. However, should the land remain industrial, no new connection is recommended.

The actions presented in Table 3-3 have been identified to achieve this objective, along with the priority for each action, and have been illustrated in Appendix A:

Table 3-3 Objective 3 Actions List

Action	Description	Priority
3.1: Upgrade the Bay Road / Jack Road Intersection to a Signalised Intersection	Upgrade the Bay Road / Jack Road intersection to a signalised intersection that includes the existing signalised pedestrian crossing, in order to improve safety for pedestrians, cyclists and vehicles along Bay and Jack Roads and provide additional capacity for future residential growth.	Short term
3.2: Upgrade the Park Road / Jack Road Intersection to a Signalised Intersection	Upgrade the Park Road / Jack Road intersection to a signalised intersection, in order to improve safety for pedestrians, cyclists and vehicles along Park and Jack Roads and provide additional capacity for future residential growth.	Short to Medium term



3.3: Upgrade the Park Road / Tulip Grove Intersection to a Signalised Intersection	Upon residential development occurring on Tulip Grove around Southland Railway Station within the study area, a new signalised intersection should be provided at Park Road / Tulip Grove, in order to provide a safe intersection arrangement for all road users, and provide additional capacity for future growth.	Short to Medium term
3.4: Provide access to Bay Road Properties via a New Rear Laneway	Upon development of lots along Bay Road within the Southland- Pennydale study area, a new rear laneway should be considered that allows access from the rear of these lots, in conjunction with removal of access directly from Bay Road.	Medium to Long term
3.5: Formalise the Traffic Lanes along Bay Road between the Frankston Railway Line Bridge and Jack Road	The section of Bay Road between the Frankston Railway Line Bridge and Jack Road should be formalised to reflect the existing arrangement, being a single traffic lane in each direction, to improve safety for cyclists currently using this route and for vehicles accessing properties along Bay Road.	Short to Medium term
3.6: Designate Jack Road as a Connector Street	Jack Road provides the only continuous north-south vehicle movement corridor between Park Road and Bay Road, and is expected to accommodate additional traffic volumes with future developments in the study area. Jack Road should be designated as a Connector Street, to reflect its current and future function as a key movement corridor within the study area	Short to Medium term
3.7: Consider a Vehicle Connection from Chandos Road to Jack Road	In the event that the industrial land to the west of the study area be developed for residential use, a vehicle connection from Chandos Road to Jack Road should be investigated, to more efficiently distribute traffic to and from the precinct.	Long term

# 3.4 Objective 4: Mitigate Traffic and Car Parking Impacts of New Developments & Population Growth

Upon future development occurring within the study area, vehicle traffic volumes and car parking demands will increase without effective traffic and parking management measures and policies.

In order to mitigate the impact of increased traffic volumes within the Southland-Pennydale Structure Plan study area, local area traffic management tools should be used to control vehicle speeds to appropriate levels, encourage use of certain movement corridors and discourage use of local access streets, and encourage the use of alternative transport modes by restricting vehicle access and ease of travel.

To reduce the demand for on-street car parking in the study area, new developments should include Green Travel Plans, which must outline public and active transport options in the local area, provide incentives for use of these alternative transport modes, and consider partnering with transport services to provide bike share or car share programs for new residents.

The existing on-street car parking restrictions, which restrict car parking for non-permit holders to 4P from 8am to 5pm Monday to Friday, will also reduce demand for car parking associated with Southland Railway Station and Southland Shopping Centre. It is further noted that these restrictions are subject to monitoring by Council to ensure that on-street car parking demand is appropriately managed as the local population grows.

The actions presented in Table 3-3 have been identified to achieve this objective, along with the priority for each action, and have been illustrated in Appendix A:

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Table 3-4 Objective 4 Actions List

Action	Description	Priority
4.1: Require New Developments to provide Green Travel Plans as part of a Planning Permit Application	As part of a Planning Permit Application, new developments should be required to provide a Green Travel Plan that outlines alternative transport options in the local area, incentives for use of alternative transport options, and consider partnering with transport services to provide bike or car share programs.	Short term
4.2: Investigate the implementation of Local Traffic Management Measures to Control Traffic Volume Increases and Vehicle Speeds	Review the local street network in an ongoing capacity to ensure that traffic and car parking impacts of increased population growth are adequately mitigated against, through the use of LATM measures including speed calming and traffic diverting treatments.	Short to Medium term

### 4 Summary & Conclusions

The Draft Southland-Pennydale Structure Plan presents an opportunity to manage the future development in the Southland-Pennydale area, notably from a traffic and transport perspective. Following the vision for the Southland-Pennydale area, being to establish a characteristic neighbourhood retaining growth capabilities, the plan presents several principles guiding a local neighbourhood with potential for growth, enhanced active transport links, an improved public transport integrated into the surrounding area and a local street network with effectively managed on-street car parking.

To implement this vision, four objectives have been presented:

- 1. Prioritise Active Transport Modes;
- 2. Integrate Public Transport Accessibility;
- 3. Improve Transport Network Capacity to Accommodate Future Growth; and
- 4. Mitigate Traffic and Car Paring Impacts of New Developments.

Actions have been developed to achieve these objectives in the short, medium and long term. Moving forwards, it is recommended that the following steps be taken to implement the actions outlined:

- > Engage with State Government regarding future access point from Tulip Grove to Southland Station;
- > Engage with VicRoads regarding traffic and bicycle lane arrangements along Bay Road;
- > Engage with VicRoads regarding signalised intersections along Bay Road and Park Road;
- > Begin steps to implement bicycle infrastructure within Council jurisdiction (Park Road and Jack Road);
- > Begin steps to implement a pedestrian crossing facility across Jack Road;
- > Engage with Transport for Victoria and VicTrack regarding the shared path along the Frankston Railway Line corridor;
- > Engage with Transport for Victoria, Kingston City Council and Westfield regarding the relocation of the Southland Shopping Centre Bus Interchange to a position closer to Southland Railway Station;
- > Engage with Transport for Victoria / Public Transport Victoria / VicRoads regarding bus service frequency, bus stop upgrades and bus priority measures where relevant; and
- > Engage with local stakeholders to provide additional bicycle parking facilities at activity centres.

Southland-Pennydale Structure Plan

**APPENDIX** 



**IMPROVEMENT PLANS** 





