

9 Town planning

This section highlights a number of town planning policies and considerations that impact on bicycle facilities across Frankston City.

9.1 Planning scheme

Clause 52.34 of the Frankston Planning Scheme places planning requirements on developers in relation to the provision of end-of-trip bicycle facilities, including bicycle spaces, lockers, showers and change rooms. In considering planning applications, due consideration shall be given to any development that provides Green Travel Plans and additional infrastructure for cycling and whether this can be provided as a reduction in the planning scheme parking requirements as detailed in 52.06.1, 'any other relevant considerations'.

9.2 Outline Development Plans

Outline Development Plans (ODPs) provide a framework to guide the development of growth areas, ensuring that Council and the community have an agreed vision.

An ODP is a high level plan which provides a clear, long-term framework to guide future development and will provide certainty for Council, residents and developers.

The Frankston Planning scheme includes an ODP for Carrum Downs, Langwarrin and Baxter. As this Strategy identifies routes and planning principles that impact on these areas, Council may wish to consider reviewing and potentially updating the ODPs for these areas.

9.3 Developer contributions

9.3.1 Development Contributions Plans

When people develop land for any use, they often contribute to, or cause the need for new or upgraded infrastructure. Development contributions are payments or works-in-kind towards the provision of infrastructure made by the proponent of a new development. Development contributions are one of a number of options for funding infrastructure available to Local and State Governments. The Planning and Environment Act 1987 allows for development contributions to be provided through the:

- Planning scheme amendment process;
- Planning permit process; or
- Building permit process.

A Development Contributions Plan (DCP) is a mechanism used to levy new development for contributions to planned infrastructure needed by the future community. A council collects development contribution levies from new development through an approved DCP, which has been adopted by means of amendment to the Planning Scheme. In approving an amendment to incorporate a DCP in the planning scheme, the Minister for Planning approves the DCP. The types of projects in a DCP can include the following:

- A new item of infrastructure;
- An upgrade in the standard of provision of an existing infrastructure item;
- An extension to an existing facility; or
- The total replacement of an infrastructure item after it has reached the end of its economic life.

A DCP cannot be used to fund the total replacement of an infrastructure item, if the replacement is necessary as a result of poor maintenance. It is not appropriate to include existing infrastructure in a DCP that was funded through general taxes or rates. A DCP provides developers with certainty that the money that they contribute will be accounted for separately and spent on the infrastructure it was collected to provide. An approved DCP requires a planning scheme amendment involving public consultation through the exhibition process. This provides opportunities for:

- The community to influence the type, location and standard of infrastructure provided through the DCP
- Developers to examine the costs, staging, timeframes, and standard of provision
- The council to justify the infrastructure projects and the apportionment of costs

9.3.2 Section 173 Agreements

Section 173 of the Planning and Environment Act 1987 provides authorities with the power to negotiate an agreement with a developer / land owner to set out conditions or restrictions on the use or development of the land, or to achieve other planning objectives in relation to the land.

This effectively provides Council and VicRoads the opportunity to negotiate a requirement that developers implement certain improvements within or adjacent to their land as part of their planning approval.

As this Strategy provides a blueprint of bicycle facilities across Frankston City, it provides Council and VicRoads a greater opportunity to have developers implement sections of the paths identified and any additional facilities required within the site.

9.3.3 Special Charge Schemes

The Local Government Act 1989 and subsequent amendments provide Council with the power to raise funds from property owners who receive special benefit from new or improved infrastructure works and services. Amendments to the Act in 2004 provide that Council may declare a Special Rate or Charge Scheme for any purpose, provided that it is in relation to the performance of a Council power or function (such as roads). Amongst other things, the Act requires that Council can only declare a Special Rate or Charge Scheme for an amount greater than 2/3 of the total costs if the majority of property owners do not object.

If the minimum level of support is not achieved then the works will not be reconsidered by Council for a minimum of three (3) years or until the property owners can demonstrate to Council that the minimum level of support has been achieved (whichever is shorter). Council will determine the apportionment of cost to contributing owners.

Footpath construction (which can also be a shared path) is generally based on a 50% contribution from the adjoining owners. In certain commercial zones, Council will fully fund the construction of footpaths in recognition of the benefit the footpath provides to the general community. Where Council determines that the construction of the footpath will primarily benefit community facilities and access to these facilities, Council will fully fund the construction of these footpaths.

9.4 Green Travel Plans

Green Travel Plans are a tool that can be used to encourage sustainable transport choices, including increased cycling, at the organisational level. They may be drawn up by all types of organisations, including businesses, local government, hospitals, universities and schools. Green Travel Plans generally include initiatives, activities and actions to encourage travel behaviour change, by providing people with information on sustainable transport options.

There are several initiatives that may be included in a Green Travel Plan that may help to increase cycling within an organisation. These include:

- Making cycling information available (e.g. bicycle maps)
- Provision of infrastructure, such as end-of-trip facilities
- Providing incentives to bicycle, such as financial assistance towards the purchase of bicycles
- Running skills development workshops
- Establishing a workplace bicycle pool
- Identifying cycling champions, who can encourage others to take up cycling
- Organising group rides
- Holding events, such as a 'Ride to Work Day'

It is recommended that Council work with organisations within Frankston City to develop Green Travel Plans.

10 Other initiatives

This section details a number that will help to promote cycling and improve safety across Frankston City.

10.1 Promoting cycling

Promoting cycling is integral to raising community awareness of cycling, its benefits and improving the perception of cycling in general. It is also important to increase public awareness of the bicycle facilities that exist within Frankston City, so that cyclists may take advantage of them.

10.1.1 Sustainable Transport Officer and Bicycle Marketing Program

One of the keys to success of this Bicycle Strategy is for there to be a champion for cycling within Council. Ideally, this role would be fulfilled by a designated Sustainable Transport Officer (STO), who would also be responsible for overseeing activities associated with other sustainable transport modes, namely walking and public transport.

This STO would be responsible for advocating for the implementation of sustainable transport facilities, such as those detailed in this report and for developing programs and relationships with other government agencies, businesses, developers and the community.

It is further recommended that a Bicycle Marketing Program (BMP) be established by Council, which would ideally be managed and/or overseen by the STO. Such a program would include actions designed to promote cycling, improve cycling safety and provide end-of-trip facilities, as discussed further in the sections below. The BMP would also include continued engagement with key segments of the community (schools and key employers) and tailored events, education (including safety training) and promotional activities to the specific needs of these markets.

This program could include a Council cycling webpage that is easy to find, serving as a one-stop shop for cycling in Frankston City for residents, tourists, schools and employees. This could include:

- A calendar of events
- Detailed maps of paths and potential tourist routes
- Links to Bicycle Victoria, VicRoads and other relevant internet sites
- Bike hiring locations
- Opportunity to undertake surveys
- Location of facilities (i.e. amenities, shops, bike stands and lockers)

Marketing and public relations can play an important role for the BMP and the STO in addressing certain issues. Opportunities to increase awareness of cycling include:

- Information in bicycle shops
- Cards distributed to schools
- Information at cycling events
- Advertising in bicycle publications
- School newsletters
- Classroom activities

Furthermore, the role of the STO could include media relations, which will assist with:

- Advertising events and promoting general cycling and other sustainable transport modes
- Highlighting the need for facilities and associated funding
- Promoting existing and new facilities

10.1.2 Events

There are many bicycle rides and races that are regularly held within Frankston City, including events such as Around the Bay in a Day. These events should be used as opportunities to promote cycling within the broader community in Frankston City.

In addition, Council also has an opportunity to promote cycling by being involved with or organising:

- Triathlon events
- City bicycle rides
- Family cycling days
- Bike wise events
- Bike to work days
- Time to Ride
- Bicycle skills courses
- University orientation events
- Tertiary education enrolment days

Furthermore, all major events promoted or supported by Council should actively promote all sustainable transport options including cycling. Events without Council involvement should also be encouraged to provide for and support cyclists.

10.1.3 Ride2School

Ride2School is a behavioural change program coordinated by Bicycle Victoria, which aims to encourage school students to cycle more often. In its first year of operation, a quarter of Victorian schools registered to be involved with the Ride2School program. In most cases, schools self-manage their participation in this program, but there are also Ride2School Schools Coordinators available to coach a smaller number of schools.

There are five main skills components to this program. These are:

- Hand Up! Surveys, which monitor the numbers of students who walk and cycle to school;
- Improving riding skills, such as through the Bike Ed program (see below);
- Events, such as Ride2School Day, when an estimated 40,000 Victorian students cycled to school;
- Facilities, including assistance in providing bike sheds; and
- School coordinator consultation.

It is recommended that Council encourage schools to participate in this program, especially if a new bicycle facility is provided near a school.

10.1.4 Bike and Ride

An initiative that would enhance the cycling in Frankston City and the surrounding municipalities would be to install bike racks on buses. As distances between some of the key centres and tourist destinations in the outer south eastern suburbs of Melbourne can be relatively large, this initiative would make cycling attractive for a wider range of trips. This is because bike racks extend the range of a cycling trip by enabling cyclists to ride to a bus stop, catch a bus and then alight and cycle to their destination

Providing bike racks to services which currently service Dandenong, Cranbourne and Mornington Peninsula, in particular, would assist anyone wanting to combine a cycle trip to these destinations with a public transport trip, in the same manner that cyclists can currently combine a trip with a train to (or en route to) the City.

Bike racks on buses have been implemented in many places around the world and are now installed on some buses in Canberra and Brisbane. The bike racks are attached to the front of the bus and generally hold two bicycles. It is the responsibility of the passenger to load and unload their bicycle onto the rack, which has a spring-loaded bar to secure the bicycle, as Figure 10.1 highlights. The racks are designed so that the loading and unloading process is fast and straightforward.

It is worth noting that the provision of bikes on buses was raised during the Frankston and Mornington Peninsula Bus Review Stakeholder Workshops, undertaken by Aurecon in 2007. It is recommended that the feasibility of such a system on buses in Frankston City be investigated.



Figure 10.1 A bike rack on a bus in Canberra

Source: ACTION

10.1.5 Bicycle facilities map

In order to allow cyclists to adequately plan their trips, it is important to provide maps of trails and locality plans of amenities, such as lockers and storage facilities, throughout Frankston City. This will provide clarity on what is available and how possible origins and destinations are connected via bicycle paths.

Other useful information to include on maps includes:

- Bicycle path difficulty,
- Distances or approximate travel time between locations,
- Path surfaces,
- Whether or not the path is lit,
- Availability of drinking water, and
- Contact details for more information.

It is recommended that Council develop such a map and keep it updated. It is envisaged that these maps will be available at information or tourist centres and displayed on a large scale at strategic locations.

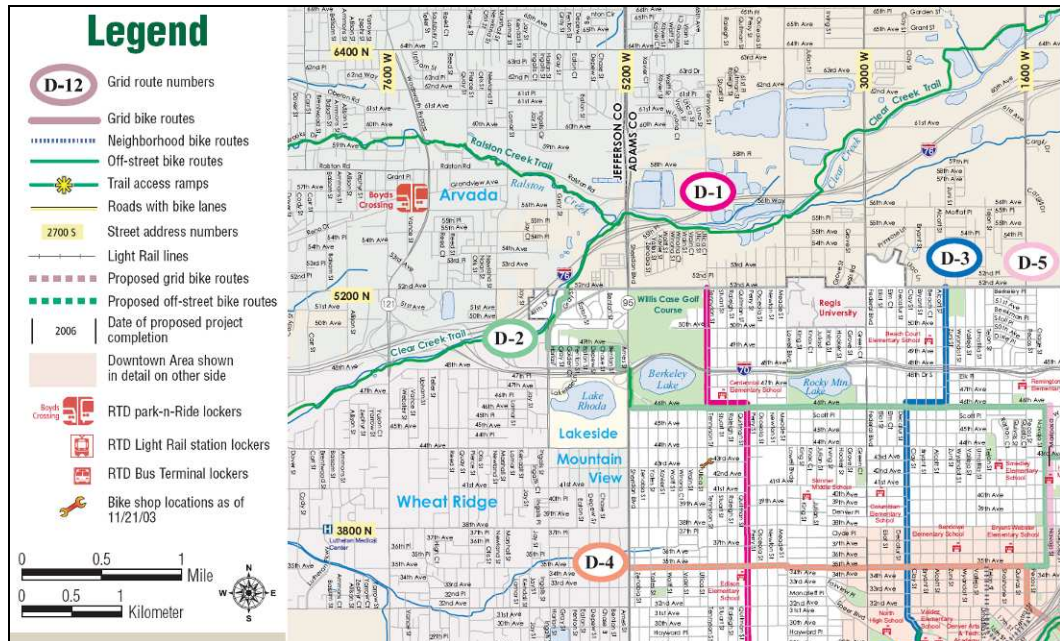


Figure 10.2 A portion of the bicycle map for the city of Denver

Source: www.bikedenver.org/maps

10.1.6 Public bike hire

The Victorian Transport Plan details the State Government's planned investment of \$5 million in a public bike hire scheme within central Melbourne, similar to successful bike hire schemes in Paris, Lyon and Barcelona.

The document states that 'around 50 bike hire stations with about 600 bikes will be located at major attractions in the CBD, Parkville, Docklands, Southbank and St Kilda Road' and highlights the opportunity for the City of Melbourne and the private sector participate in delivering the scheme.

Given that Frankston City is a popular tourist destination for families, a similar scheme could potentially be successful. It is recommended that the feasibility of this be investigated.

10.2 Improving safety

Apart from improved infrastructure, there are a number of other actions which can be effective in improving safety for cyclists in Frankston City. These are described in the sections below.

10.2.1 BikeEd

BikeEd is a program conducted at schools throughout Frankston City each year for grades 4, 5 and 6. This is a VicRoads program that requires the teachers to be trained and accredited by VicRoads before running the program at the school.

RoadSafe Frankston and Mornington Peninsula Shire annually offers support to schools who send staff to an accredited Bike Education training course and also offers for hire a Bike Education Trailer that contains 25 well maintained road worthy bicycles, helmets and other relevant teacher support resources.

It is recommended that Frankston City support the running of BikeEd programs at primary schools within the municipality.

10.2.2 Safe Routes to School

Safe Routes to School (SRTS) is a program that focuses on safe and active travel to schools. SRTS has two key objectives:

- To improve the level of safety for children travelling to school, and
- To encourage active travel to school using identified safe routes.

SRTS programs are a partnership between schools, local government and state government agencies. They consist of investigating issues and needs related to travel to a particular school and then developing and implementing an action plan. This action plan may comprise measures based on the 'four Es', being:

- Engineering
- Education
- Enforcement
- Encouragement

SRTS can help encourage increased cycling to schools by firstly identifying and improving safe cycling routes to schools and then encouraging children to bicycle to school along these identified safe routes.

It is however important to note that the Victorian Government Schools Reference Guide (Section 4.4.7.1.2) states that *'the responsibility for children riding bicycles to and from school lies with the parents/carers. Road safety authorities recommend that before the age of nine or ten years children should not ride a bicycle in traffic without adult supervision. Depending on their cycling skills and experience, some children over this age may still require supervision.'*

It is recommended that this program be implemented when new bicycle facilities are provided in the vicinity of a school.

10.2.3 Motorist awareness

Many accidents are the result of motorists and cyclists not being aware of each other. Motorists having poor attitudes towards cyclists in Frankston City has been raised as an issue by many stakeholders.

A publicity campaign aimed at increasing awareness of cyclists and improving the behaviour of both motorists and cyclists would help to counter these problems and improve cyclist safety. Tools that can be used include street advertisements, billboards and advertisements on the back of vehicles. An example of a poster that has been used in the 'Look NYC' campaign to improve bicycle safety in New York City is shown in Figure 10.3 below.

As part of the *Victorian Cycling Strategy*, it is proposed to implement a 'Look out for cyclists' campaign. It is recommended that Frankston City conduct a local campaign that ties in with and complements the state-wide campaign.



Figure 10.3 A poster used in New York City as part of a campaign to improve bicycle safety
 Source: New York City Bicycle Safety Coalition

10.3 Destination Facilities for Cyclists

The Frankston BUG state that the toilet block at the corner of Playne St and Nepean Highway and the BP Service Station at the corner of Beach St and Nepean are both important end of trip facilities for hundreds of Experienced Cyclists (increasing to thousands in the lead up to 'Around the Bay in a Day' every weekend).

The BUG group feels that these facilities are very limited and that Frankston has failed to capitalise on these regular visitors, in the same way venues such as Café Racer in St Kilda, Kennedy's at Black Rock and Tour de Café in Mordialloc, which specifically cater for cyclists.

In each of these instances these venues have received support from their local councils to remove car parks, establish significant numbers of bicycle racks (in excess of 30 in the instance of Kennedy's) and outside dining areas. In response the strategy recommends that Council support the development of destination facilities which would serve to re-invigorate the Nepean Highway retail precinct, inject additional revenue into the area and assist in raising the profile of cyclists in Frankston.

11 Funding

11.1 Responsibilities

This report identifies a number of opportunities to improve bicycle facilities and to promote the use of bicycles in and around Frankston City. With this, a number of organisations have been identified as being the responsible authority for funding these initiatives, whether they are programmes, events or facilities. These organisations include:

VicRoads are responsible for managing Victoria's arterial road network, which includes all associated bicycle facilities. Whilst VicRoads receives a high proportion of the State Government's allocation of bicycle funding, this is predominately associated with the PBN.

Bicycle Victoria is a self-funded Australian bicycle advocacy organisation with over 40,000 members. Bicycle Victoria works to promote cycling in several ways, including campaigns and partnerships with government to improve cycling facilities, programs to encourage riding to school and to work, design and installation of bicycle parking facilities and large cycling events.

Parks Victoria is the custodian of a diverse estate of significant parks in Victoria and of the recreational management of Port Phillip Bay, Western Port and the Yarra and Maribyrnong rivers. This includes the development, implementation and maintenance of the MTN within parks it manages.

Other State Government agencies with invested interest in bicycle facilities and programmes include the Department of Transport, VicHealth, go for your life and TravelSmart.

Whilst **Frankston City Council** can rely on the support and initiatives created by these organisations, Council is ultimately responsible for actively pursuing the opportunities these organisations create for the residents of Frankston City. This includes applying for the funding of initiatives and schemes, lobbying and working in partnership with the organisations above wherever possible.

Given the competition for funding across metropolitan Melbourne's 31 municipal councils, a council which actively promotes the use of cycling and invests in its own infrastructure is more likely to reap the benefits for its residents.

11.2 Funding opportunities

Although the Frankston Bicycle Strategy identifies a number of initiatives, securing adequate ongoing funding is essential to long term success of the Strategy.

There are a number of funding sources for on-road improvements available to Frankston City Council, however this is mostly dependant on the type and location of the bicycle route / facilities.

The Victorian Government has identified the importance of extending and improving cycling and pedestrian facilities within Section 5 of the Victorian Transport Plan (VTP), in that it is a sustainable mode of transport. Therefore funding of cycling and pedestrian schemes has been allocated to a number of government agencies, of which a high proportion is reserved for schemes in 'metropolitan Melbourne'. A summary of this funding is provided in Table 11.1¹.

¹ Estimated funding figures provided by VicRoads

Table 11.1 Bicycle state government funding summary

Program	Agency	Estimated Funding
VicRoads Bicycle and Pedestrian Program.	VicRoads	\$10 million (including VTP)
Bicycle Projects as part of Major Road Projects.	VicRoads	\$5 million
TravelSmart and Local Area Access Program.	DoT	\$4 million
Metropolitan Trail Network	Parks Victoria	\$3 million (including VTP)
Provincial Pathways Program.	Regional Development Victoria	\$2 million
Active Transport for Cycling and Walking to Schools.	VicHealth and Department of Victorian Communities	\$1 million
	Total	\$25 million

11.2.1 VicRoads funding

Principal Bicycle Network

As stated previously, VicRoads is responsible for implementing the PBN on the arterial network whilst local municipalities are responsible for sections of the PBN on the local network.

VicRoads will consider funding bicycle facilities on the PBN on the following basis:

- Projects include the provision of on-road bicycle lanes, off-road shared user paths, signalised and unsignalised crossings and traffic signal priority treatments;
- All projects must maintain appropriate levels of priority for cyclists at intersections with local streets and state roads;
- Projects must comply with the relevant requirements:
 - Austroads guide to Traffic Engineering Practice – Part 14 Bicycles;
 - VicRoads Traffic Engineering Manual, Volumes 1 and 2;
 - VicRoads Bicycle Notes; and
 - Applicable Australian Standards.

In assessing its funding allocation, VicRoads appears to give priority to:

- Projects that complete critical PBN gaps within a 10km radius of the Melbourne CBD; and
- Projects that have been identified as part of a bicycle strategy.

However, as detailed in Section 2.2, as Frankston is one of the 6 Melbourne CADs identified in Melbourne @ 5 Million, it is likely that VicRoads would consider any funding for projects that improve cycling within and to the Frankston CAD.

Municipal Bicycle Network

Whilst Council are the responsible authority for implementing and maintaining bicycle facilities on local roads, VicRoads will consider funding of bicycle facilities on the 'Municipal Bicycle Network' which

serve activity centres, rail stations or other public transport interchanges, or provide strategic connections to the PBN. Such funding will be considered for:

- Up to 100% funding if they substitute a critical PBN link that cannot be achieved in the foreseeable future; or
- Up to 50% funding if they connect to and complement existing proposed PBN links.

Funding for planning and design of projects

Applications for planning and design work only may be considered by VicRoads (up to 100%) for more complex projects that:

- Close gaps or address strategic deficiencies on the PBN; or
- Are precinct / area wide network of bicycle facilities, which may include sections of route not on the PBN, which provide improved arterial cycling facilities in areas of high bicycle use.

11.2.2 Other VicRoads funding

Although a high proportion of VicRoads funding of bicycle projects is provided directly via PBN funding, there are opportunities to obtain funding as part of other programs. This includes:

- Statewide Blackspot and Greyspot Program - Any location which has a demonstrated crash history involving cyclists could be funded under these programs. Furthermore, road lengths which have a demonstrated history (or potential for) off-carriageway crashes, may warrant widening or sealing of shoulders which could be used by cyclists.
- State Impacted Local Roads Program (\$2.4 million in 2008/09) – Any bicycle improvements would likely be as part of other strategic objectives for the road (i.e. freight movements);
- Major Projects – Proposed government funded projects are in the pipeline, such as Peninsula Link.
- Victoria's Road Maintenance Strategy – Funding is used to maintain existing infrastructure and therefore it is unlikely to provide opportunities to fund new improvements.

TravelSmart and Local Area Access Program

TravelSmart and Local Area Access Program (LAAP) grants provide funding for projects showing the way forward in addressing the attitudinal, physical, and institutional barriers to walking, cycling and public transport. The projects are administered by the Sustainable Transport Programs Branch at the Department of Transport.

Nearly \$5 million has been awarded in the 2008-09 round of grants to local councils and organisations to deliver projects in partnership with the Department of Transport. This brings the total for the past three rounds to nearly \$13 million for over 90 projects across Victoria.

TravelSmart

TravelSmart is a travel behaviour change program which has been effective in encouraging people to choose to substitute some of their car trips with sustainable travel alternatives. Since 2002, the program has been run at a number of localities across Victoria with projects varying in size and scale reaching out to over 700,000 Victorians.

TravelSmart is a national travel behaviour change program using a variety of methodologies. In Victoria, the TravelSmart approach is to develop and implement travel plans using a five step travel planning approach. Travel plans are flexible and site-specific; they can be applied across schools, workplaces, universities and communities.

The grants program funds travel planning projects that also increase the capacity of organisations to deliver and sustain travel behaviour change projects.

Local Area Access Program (LAAP)

The LAAP is a four year program that aims to demonstrate how local access by walking, cycling or public transport can be improved, or increased, through practical, place-based initiatives.

LAAP supports local governments and organisations to deliver small-scale infrastructure projects to improve access within local areas. The program also supports projects that seek innovative solutions to local access issues and encourage the use of sustainable transport options.

Projects are typically for:

- Building or improving walking and bicycle links such as paths to activity centres, educational facilities, employment and the public transport network;
- Infrastructure works to overcome local obstacles, either physical or perceived, that impede cycling, walking or access to public transport;
- Other improvements to walking and cycling networks that encourage their use; and
- Improving the understanding of local access needs.

11.2.3 Metropolitan Trail Network

Parks Victoria funds bicycle facilities on the MTN within parks it manages and provides funding assistance to local government through its Grants Program. VicRoads may fund bicycle facilities as part of major road projects that are also on the MTN.

The priorities for the construction of various sections of the MTN can be viewed in Parks Victoria's Strategy for Melbourne's Open Space Network, Linking People and Spaces (2002).

11.2.4 Provincial Pathways Program

The Victorian Government is providing \$7.6 million in funding assistance over four years for the development of pathways/trail networks to generate economic, social and recreational benefits.

Funding is available for infrastructure works to develop rail trails, pathways and walking track projects that demonstrate the potential to deliver on the Government's stated objectives for provincial Victoria by:

- Stimulating tourism and other economic activity by attracting more people, jobs and investment to regional Victoria;
- Delivering the right balance of skills and industry needed to drive future growth; and
- Promoting sustainable development and better land management.

Priority will be given to projects which:

- Demonstrate demand and viability;
- Are accessible to a large number of users;
- Demonstrate scenic, historical and conservation values;
- Have support from local community and local government;
- Have significant tourism potential; and/or enhance and compliment existing tourism infrastructure;
- Demonstrate sound project management;
- Are ready to implement;
- Leverage funding from other sources; and/or
- Have appropriate management arrangements in place for project delivery, ongoing management and maintenance of the asset.

A Pathways Working Group comprising representatives of Regional Development Victoria (RDV) , Tourism Victoria and DSE/Parks Victoria will provide technical and policy advice to assist the delivery of the Pathways Program's objectives.

The Government also works with Bicycle Victoria and local government to prioritise rail trail projects, to promote the benefits of bicycle touring and recreation in Victoria.

For small pathway projects, grants of up to \$250,000 per project will continue to be available through the Small Town Development Fund.

Victoria's Road Maintenance Strategy – Funding is used to maintain existing infrastructure and therefore it is unlikely to provide opportunities to fund new improvements.

12 References

- Australian Bicycle Council, Prioritisation of Bicycle Infrastructure Proposals
- Austroads Guide to Traffic Engineering Practice, Part 14 - Bicycles
- AS 1742.9 Manual of Uniform Traffic Control Devices, Part 9 Bicycle Facilities
- New York City Bicycle Safety Coalition - <http://looknyc.org/>
- RTA NSW Bicycle Guidelines
- VicRoads Cycle Notes

Appendix A

Bicycle crash maps

Appendix A

Appendix B

Bicycle route maps

Appendix B

Appendix C

Typical cross-sections

The cross sections shown in the Strategy demonstrate what can be achieved on existing roads to cater for bikes as an example only. Therefore, individual site conditions will need to be taken into account during the detail design phase for any path/road development. The Nepean Hwy Frankston South cross section needs to state Nepean Highway service road, Hopes Rise.

Appendix C



Appendix D

Frankston Bicycle User group Submission

Appendix D



**THE DRAFT FRANKSTON BICYCLE STRATEGY – REF37691-
002**

COMMENTS BY THE FRANKSTON BICYCLE USERS GROUP

15 November 2009

Summary

This document details the response of the Frankston Bicycle Users Group (BUG) to the Draft Frankston Bicycle Strategy.

In broad terms the Frankston BUG:

- Endorses the extensive **Consultation** process that has resulted in this document.
- Acknowledges that the Frankston's Council has an extensive history of commissioning reports relating to cycling and cycling infrastructure that provide valuable **Strategic Input**, but differs slightly from the authors of this document in respect to the assessment of the Peninsular Link and its relationship to proposed improvements to Nepean Highway.
 - The Bug firmly believes that the Peninsula Link has the potential to create a significant tourist attraction for Frankston if issues relating terminus can be resolved. Evidence drawn from similar trails is presented to substantiate this.
 - The Bug disagrees with the argument that implies that completion of the gap in the on road bicycle path on Nepean Highway can wait until traffic volumes are reduced as a result of Peninsula link is completed in 2013.
- Recognises that the **Crash Statistics** point to greater attention needed as a matter of urgency to improve safety for school-aged cyclists, and cyclists on the Nepean Highway on the fringe of the CAD.
- Supports the **Proposed Bicycle Network**, emphasizing that cycling has a role in reducing CAD congestion, and presenting evidence to support that increased CAD cycling has the potential to increase retail revenue. However it is noted that the proposed Bay Trail route still has a gap between Mile Bridge and Seaford Rd.
- Supports the **Maintenance and Renewal** proposal, whilst noting that an active review of street sweeping on Nepean Highway between Fletch Rd and Davey St is required, paying particular attention to weekend mornings.
- Acknowledges that Frankston's Councils **Funding** of bicycle infrastructure has for a number of years fallen significantly below accepted benchmarks and has left the majority of high priority projects that were identified in 1997 uncompleted.

Introduction

The Frankston Bicycle Users Group

The Frankston Bicycle Users Group (BUG) was created with the support of the Frankston Council and was a direct result of the broad consultative process that was adopted to create the Draft Frankston Bicycle Strategy.

The BUG has over 60 members, who represent a broad cross section of the local community and businesses. The BUG has formal links with Bicycle Victoria.

Approach taken Specific comments on the Strategy are contained the in the following pages. The feedback follows the same headings and section numbering of that document.

Comments on the Frankston Bicycle Strategy

2.0 Strategic Inputs

The Strategy omits referencing the years of effort by the Council to agree on a route for the Bay Trail.

3.0 Crash Analysis

3.3 Crash location

The Frankston Bug recognises that the frequency of crashed on the fringes of the CAD required a greater focus on traffic planning for the CAD – and would seek Council to facilitate a dialogue between pedestrians, cyclists, car drivers etc and retailers to reduce the incidence of accidents.

3.6 Summary

The Frankston Bug agrees that education of school children in cycle safety should be undertaken, but it recommended that such an initiative be supported by council through building awareness in the community of where cyclists are likely to be encountered and reviewing existing road treatments and signage near schools to improve pedestrian and cyclist safely

4.0 Existing Bicycle Network

The Frankston Bug acknowledges the lack of connectivity of cycling routes with in Frankston and between Frankston and other municipalities and considers this to represent a significant opportunity for the Council to address with the next three years.

5.0 Stakeholder Consultation

The Frankston Bug is very supportive on the consultation process that has been followed. However some aspects of the behavioral change program, Ride2School, and its implications for assessing the potential cycling population and supporting cycling infrastructure have been missed.

5.4 School Survey - Council and 5.5 School Travel Smart Surveys

No mention is made in either of the participation of 13 schools in Frankston in the Ride2School program that is managed by Bicycle Victoria. This number includes three schools who have been privileged to achieve partner status in this program, (Carrum Primary School, Carrum Downs Primary School and the Belvedere Park Primary School)

The report authors are encourage to obtain further information to consolidate the argument they make to encourage and support great participation levels in riding to school though contacting the Bicycle Victoria's Ride2School Operations Manager - Marissa Dewan on (03) 8636 8888.

6.0 Recommended Bicycle Network

6.1.1 Peninsula Link

Based on meetings held with representatives of Linking Melbourne Authority and members of the Frankston BUG, we are of a firm belief that this project represents a significant opportunity to serve a cycling "backbone" for Frankston providing for a significant off road north south route that would easily justify the further improvement of east –west cycling routes as recommending in this report.

Currently the peninsula link cycling path is planned to terminate like the Baxter Trail – in the middle of nowhere at Bungower Rd, Somerville. The Frankston Council is encouraged to lobby both the State Government and the Mornington Peninsula Council to ensure that links from the southern end of this path link to a destination such as Safety Beach, Hastings and/or Mornington.

Provision of such a link would enable this path to adopt many of the same characteristics of successful rail trails elsewhere in Victoria, as it could be readily accessed via public transport, and provide links to beaches, wineries and other asp. Based on a study conducted in 2003 by Dr Sue Beeton the potential economic returns to the region from cycling based tourism are considerable with an average of \$51.10 being spent per visitor day on rail trails. (ref: www.latrobe.edu.au/bus/Rail%20Trails%20Report.pdf -)

There is only one rail trail that is readily accessible acceptable by Melbourne's public transport network, which is the Lilydale - Warburton Trail, which over a three year

period increased its patronage from an average of 30 cyclists per day to a total of 286 per day.

Whilst there are significant differences between these paths, the above analysis would suggest that there is significant potential to realise multi-million dollar return to Frankston and the Mornington Peninsula, if the Peninsula Link cycling path is provided with the appropriate east-west connections at its northern and southern ends.

6.1.1- Nepean Highway, Frankston

It is not disputed that the completion of Peninsula Link will provide further opportunity improve on-road cycling routs in Frankston – which is an objective supported by the Frankston BUG,

However, the high number of cycling accidents along this stretch of road, combined with the absence of a safer north-south route that meets the needs of commuters, riders to the CAD and experienced riders, leads the Frankston BUG to reject the implied recommendation that this issue can wait until the completion of the Peninsula Link in 2013.

Given, that the Nepean Highway only a six lane highway from Pier Promenade to Fletcher Road, The Frankston BUG would argue that irrespective current and projected traffic volumes, that, just as in the 1997 Frankston Bicycle Strategy, the completion of on road bicycle lanes between O’Grady Avenue to Bay St South remains a key gap to complete.

Equally, the Frankston Bug, whilst supportive of completion of the Bay Trail, does not see this trail as being in any way a suitable “temporary solution” to meeting the requirement to complete the on road bicycle lanes on this section of the Nepean Highway. As written, this proposal confuses the requirements of Leisure and Recreational Riders with those of Experienced Riders, who in this instance visit this stretch of Frankston in their hundreds (and in their thousands in the peak of the season) every weekend.

Accordingly, it would be the preference of the Frankston Bug to have the last paragraph of this section removed

6.1.2 Road Improvements

The Frankston BUG endorses the recommendation.

6.1.3 Development

The Frankston BUG endorses the recommendation.

6.1.4 Oliver’s Hill

The Frankston BUG endorses the recommendation.

On Road Routes

6.3 Nepean Highway

The Frankston BUG endorses the recommendation.

6.5 Thompson's road

The Frankston BUG endorses the recommendation.

6.7 Latham's Road

The Frankston BUG endorses the recommendation.

6.9 Seaford Rd

The Frankston BUG endorses the recommendation.

6.11 Dandenong rd

The Frankston BUG endorses the recommendation.

6.13 Cranbourne Rd

The Frankston BUG endorses the recommendation.

6.15 Golflinks Rd

The Frankston BUG endorses the recommendation.

6.17 Humphries Rd

The Frankston BUG endorses the recommendation.

6.19 Dandenong – Hasting Road

The Frankston BUG endorses the recommendation.

6.4.2 Primary off-road routes

6.21 Bay Trail

If the Bay trail is to follow this route then further consideration is recommended to the problem of mixed pedestrian and cycling traffic, in addition it is noted that the proposed Bay Trail route still has a gap -between Mile Bridge and Seaford Rd. Further clarification is required.

6.23 Dandenong – Frankston Trail

The Frankston BUG endorses the recommendation on the assumption that all sections of this path are sealed.

6.25 Ballarto Trail

The Frankston BUG endorses the recommendation on the assumption that all sections of this path are sealed.

6.27 Skye Trail

The Frankston BUG endorses the recommendation on the assumption that all sections of this path are sealed.

6.29 Cranbourne – Frankston Trail

The Frankston BUG endorses the recommendation on the assumption that all sections of this path are sealed.

6.31 McClelland Trail

The Frankston BUG endorses the recommendation on the assumption that all sections of this path are sealed.

6.33 Moorooduc Trail

The Frankston BUG endorses the recommendation on the assumption that all sections of this path are sealed.

6.35 Golf Links Trail

The Frankston BUG endorses the recommendation on the assumption that all sections of this path are sealed.

6.37 Boggy Creek Trail

The Frankston BUG endorses the recommendation on the assumption that all sections of this path are sealed.

6.39 Secondary Routes

Frankston Central

The Frankston BUG endorses the recommendations, noting that;

- recent research by Alison Lee, a Senior Consultant with Booz & Company, (525 Collins St, ph 92211900 ref <http://www.bv.com.au/change-the->

[world/90585/](#)) highlights that a car parking space can produce 3.6 times more retail expenditure in a retail area if it was used for bike parking.

- The operation of a Parkiteer Bicycle Cage at Frankston Station, needs to be actively supported by Council as a cost effective means of reducing traffic congestion in Young St, and reducing the demand for car parking sites at Frankston, Kananook and Seaford Stations

Seaford

The Frankston BUG endorses the recommendations, noting that no recommendation has been made for a bicycle lane on Railway Pde from McKenzie St to Eel Race Rd, which would have the benefit of servicing Seaford Station, and the Seaford Shops,

Frankston North

The Frankston BUG endorses the recommendations,

Carrum Downs and Skye

The Frankston BUG endorses the recommendations,

Karingal

The Frankston BUG endorses the recommendations,

Langwarrin

The Frankston BUG endorses the recommendations,

Frankston Heights

The Frankston BUG endorses the recommendations,

Frankston South

The Frankston BUG endorses the recommendations,

6.40 Proposed secondary off road bicycle Facilities

Frankston Central

The Frankston BUG endorses the recommendation on the assumption that all sections of this path are sealed.

Seaford

The Frankston BUG endorses the recommendation on the assumption that all sections of this path are sealed.

Frankston North

The Frankston BUG endorses the recommendation on the assumption that all sections of this path are sealed.

Carrum Downs

The Frankston BUG endorses the recommendation on the assumption that all sections of this path are sealed.

Karingal

The Frankston BUG endorses the recommendation on the assumption that all sections of this path are sealed.

Langwarrin

The Frankston BUG endorses the recommendation on the assumption that all sections of this path are sealed.

Frankston Heights

The Frankston BUG endorses the recommendation on the assumption that all sections of this path are sealed.

Frankston South

The Frankston BUG endorses the recommendation on the assumption that all sections of this path are sealed.

6.4.1 Prioritisation Details

The Frankston Bug broadly agrees with the prioritisation of the secondary routes. The existence of the Frankston Bicycle Strategy Working Group is noted, and clarification of its membership, and terms of reference is requested.

7.0 Maintenance and Renewal

7.1 Maintenance Program

The Frankston BUG endorses the recommendations, noting that the Bug would be happy support the maintenance responsibilities of the council work with the council in reporting on the state of the Councils cycling infrastructure.

The Bug is currently in the process of completing reports on the Baxter Trail, cycling infrastructure in Carrum Downs, and Seaford wetlands.

7.1.2 Maintenance Activities

The Frankston BUG endorses the recommendations, noting that it is a common observation amongst experienced weekend riders that Frankston starts with the broken glass, that is reliably found on Saturday and Sunday mornings in Nepean Highway between Fletcher and Davey sts,

7.1.3 Maintenance Schedule

With the exception of the are noted above, where sweeping may be justified at greater frequency, and that bicycle lane sweeping at a frequency of once or twice a month is unlikely to be sufficient.

8.0 Implementation

The Frankston BUG endorses the recommendations

9.0 Town planning

The Frankston BUG endorses the recommendations

10 Other Initiatives

The Frankston BUG endorses the recommendations, noting that the toilet block at the corner of Playne St and Nepean Highway and the BP Service Station at the corner of Beach St and Nepean are both important end of trip facilities for hundreds of Experienced Cyclists (increasing to thousands in the lead up to Around the Bay in a Day every weekend.

Beyond these very limited facilities Frankston has failed to capitalise on these regular visitors, in the same way venues such as Café Racer in St Kilda, Kennedy's at Black Rock and Tour de Café in Mordialloc, which specifically cater for cyclists. In each of these instances these venues have receive support from their local councils to remove car parks, establish significant numbers of bicycle racks (in excess of 30 in the instance of Kennedy's) and outside dining areas.

Councils support for similar initiative would serve to re-invigorate the Nepean Highway retail precinct, inject additional revenue into the area and assist in raising the profile of cyclists in Frankston.