Mornington Peninsula Shire

Transport to 2040

Integrated Transport Strategy

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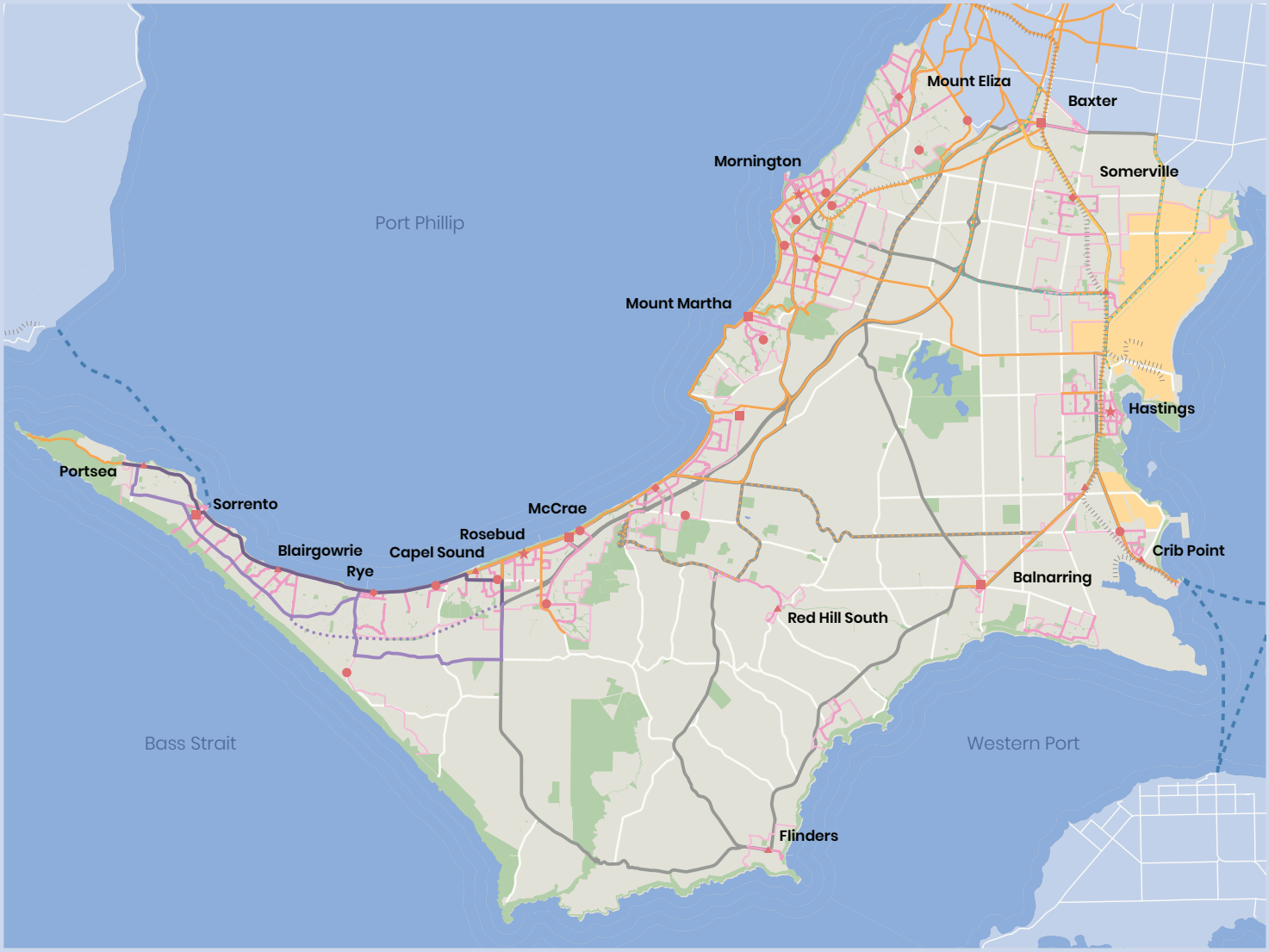
Map of the Mornington Peninsula



Legend

- VicRoads roads
- Ferry route
- Rail lines
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1. Introduction

1.1 Purpose

The Integrated Transport Strategy (ITS) "Transport to 2040" sets a vision for delivering a connected, safe, and equitable transport network across the Mornington Peninsula. As our communities evolve, this strategy provides a roadmap for planning, investment, advocacy, and collaboration that will meet the region's growing mobility demands while supporting environmental, social, and economic resilience.

The Integrated Transport Strategy directly supports strategic objectives from the *Council Plan 2025-2029*.

Strategic objective 1.2
Connected towns with integrated and accessible transport and well-maintained infrastructure

Strategic objective 2.1
A safe, accessible, inclusive and healthy community

Strategic objective 3.1
A vibrant, innovative and thriving local economy

Transport plays a central role in shaping how we live, move, and thrive. The Mornington Peninsula's unique blend of coastal towns, rural hinterlands, tourism hotspots, and local industry presents both opportunities and challenges for transport planning. The ITS responds with a whole-of-network approach, prioritising integration, future-readiness and equity in transport choices.

1.2 The role of transport in the Mornington Peninsula

Unlike metropolitan Melbourne, the Mornington Peninsula is characterised by a distinctive settlement pattern consisting of more than 40 separate settlements. Around 70 per cent of the Shire is rural land within the green wedge. Over 80 per cent of all trips are made by private vehicles, highlighting the region's car dependency. Yet with limited public transport coverage, infrastructure gaps, rising population and tourism pressures, the need for a more sustainable, accessible, and balanced transport system has never been greater.

This strategy seeks to address these issues by:

- creating better links between people, places, employment and recreation
- promoting healthier, lower-impact ways to move
- making transport safer and more inclusive
- future-proofing the Peninsula's transport network.

1.3 Key objectives

ITS – Transport to 2040 is structured around four core objectives:

1. Enhanced connectivity

Creating better links between people, places, and opportunities by:

- improving connections between towns and employment hubs
- advocating for strategic road infrastructure upgrades
- reducing traffic congestion and travel times
- Southern Peninsula network planning and preferred corridor decision making.

2. Active and public transport

Promoting healthier, lower-impact ways to move through:

- expanding cycling and pedestrian networks
- advocating for increased bus and rail frequency, coverage and integration
- designing inclusive, accessible active transport infrastructure for all ages and abilities
- developing low impact, multimodal transport systems.

3. Safety and accessibility

Making transport safer and more inclusive by:

- ensuring all road users and traffic modes are actively considered in the planning, design and delivery of road safety projects
- continuing to address accident hotspots with targeted upgrades through the *Road Safety Strategy*
- adopting parking strategies that reflect town needs and user equity
- educating, engaging and collaborating with the community on school time congestion.

4. Resilience and future readiness

Future-proofing the Peninsula's transport network through:

- planning freight corridors to support regional and port-related growth in the Western Port Region
- aligning land use planning with long-term transport capacity
- preparing for emerging technologies (micro-mobility, congestion monitoring, etc.)
- supporting the uptake of electric and low-emission vehicles.

1.4 How this Strategy was developed

Based on the 23-24 Annual Community Satisfaction Survey, 10 per cent of all contact the Shire receives is in relation to roads. Through these day-to-day interactions we see trends and cumulative issues that underpin the strategic objectives for our transport networks.

This strategy has been developed through a comprehensive, evidence-based, and community-led process.

A consultation period specifically for the Integrated Transport Strategy was run between November and December 2024:

- over 800 pieces of public feedback collected
- 386 community surveys completed
- 294 interactive map pins identifying transport challenges
- four in-person pop-ups, with over 380 face-to-face conversations.

Key themes raised by the community included:

- limited public transport frequency and town connections
- poor footpath and cycling infrastructure
- safety concerns, especially at crossings and intersections
- congestion during holiday periods and school times
- lack of accessible, inclusive transport options.

The strategy is also shaped by census demographics analysis, alignment with state and federal planning frameworks, and collaboration with local stakeholders and transport advocacy groups.

1.5 What this Strategy covers

This Strategy is structured into the following:

Section 2 Strategic context

A snapshot of the Peninsula's transport challenges, land use patterns, and emerging trends.

Section 3 Objectives and priority projects

A breakdown of the four strategic objectives and aligned project pipeline.

Section 4 Implementation and monitoring

Funding streams, KPIs and action plans.

2. Strategic context

2.1 The Shire's role

The Mornington Peninsula is a region defined by its geographic diversity and lifestyle appeal. A mosaic of thriving towns, rural hinterlands, coastal tourism centers, and ecologically sensitive landscapes. However, this diversity also presents considerable transport challenges. Unlike metropolitan Melbourne, the Peninsula lacks a consolidated public transport backbone and remains heavily car dependent. Though there are significant opportunities to increase the rail and buses offered, few are currently planned.

Council is primarily funded through rates revenue and is responsible for the planning, delivery, and maintenance of transport infrastructure within areas under its control, such as local roads, parks, and reserves. This includes around 85 per cent of the Mornington Peninsula's road network, as well as the majority of bicycle and pedestrian paths. To successfully plan, design, and deliver an effective active transport network, Council must collaborate with other tiers of government.

State and Federal Government hold substantial legislative and financial authority over most aspects of transport policy, funding and infrastructure delivery. Relevant departments and agencies at these levels are responsible for granting approvals for any infrastructure located on assets they control, such as arterial roads, public transport, railway corridors, managed parks and reserves, and certain waterways.

Related strategies

Federal Government:

- *National Charter of Integrated Transport and Land Use Planning 2003*
- *National Cycling Strategy*
- *National Land Freight Strategy*
- *National Road Safety Strategy 2021–2030*
- Black Spot Program
- Roads to Recovery
- Infrastructure Australia Audits and Project Assessment (*2021 Australian Infrastructure Plan*)
- *Disability Standards for Accessible Transport 2002*

State Government:

- *Road Management Act 2004*
- *Local Government Act 2020*
- *Transport Integration Act 2010*
- *Movement and Place in Victoria 2019*
- *Plan for Victoria*
- *Navigating our Port Future – The Victorian Commercial Ports Strategy*
- *Mornington Peninsula Localised Planning Statement*

Regional:

- *Southern Metro Land Use Framework Plan*
- *Port of Hastings Port Development Strategy 2018*

Mornington Peninsula Shire:

- *Council Plan 2025–2029*
- *Towards Zero Road Safety Strategy 2020–2025*
- *Peninsula Trail Masterplan 2025*
- *Our Urban Forest Strategy 2024–2034*
- *Housing and Settlement Strategy 2020–2036*
- *Tootgarook Wetland Management Plan*

2.2 The Peninsula's distinct planning role

The Mornington Peninsula is **not a designated growth corridor**, a distinction that defines much of its planning and development framework. As established in the *Mornington Peninsula Localised Planning Statement 2014*, the Shire is recognised as an area of special character and importance to the State of Victoria, with a role that is "clearly distinct from and complementary to metropolitan Melbourne and designated growth areas".

This distinct status underpins a commitment to:

- maintaining current settlement patterns and preventing metropolitan expansion onto the Peninsula
- protecting environmental, recreational and agricultural values
- supporting towns with localised service needs rather than high-growth development
- balancing tourism, conservation and economic contributions through integrated and carefully managed land use
- retaining the urban growth boundary and green wedge rural areas, with no intention to accommodate major population growth.

From a transport planning perspective, this means future infrastructure and service improvements must enhance connectivity, sustainability, and liveability within and between existing settlements. This reinforces the need for investment in active transport modes, integrated public transport and context-sensitive road improvements, aligned with the Peninsula's long-term strategic direction.

Table 1. Existing and Forecast Population

	2021	2036
Households	70,251	77,661
Average household size	2.4	2.3
Household type		
Family household	70.1%	68.3%
Lone person households	27.6%	28.2%

	2021	2036
Age group	**% of population**	
0–14	16.6%	14.5%
15–29	14.3%	15.5%
30–44	15.3%	14.6%
45–59	20.1%	17.8%
60–74	21.1%	20.2%
75 and over	12.7%	17.3%

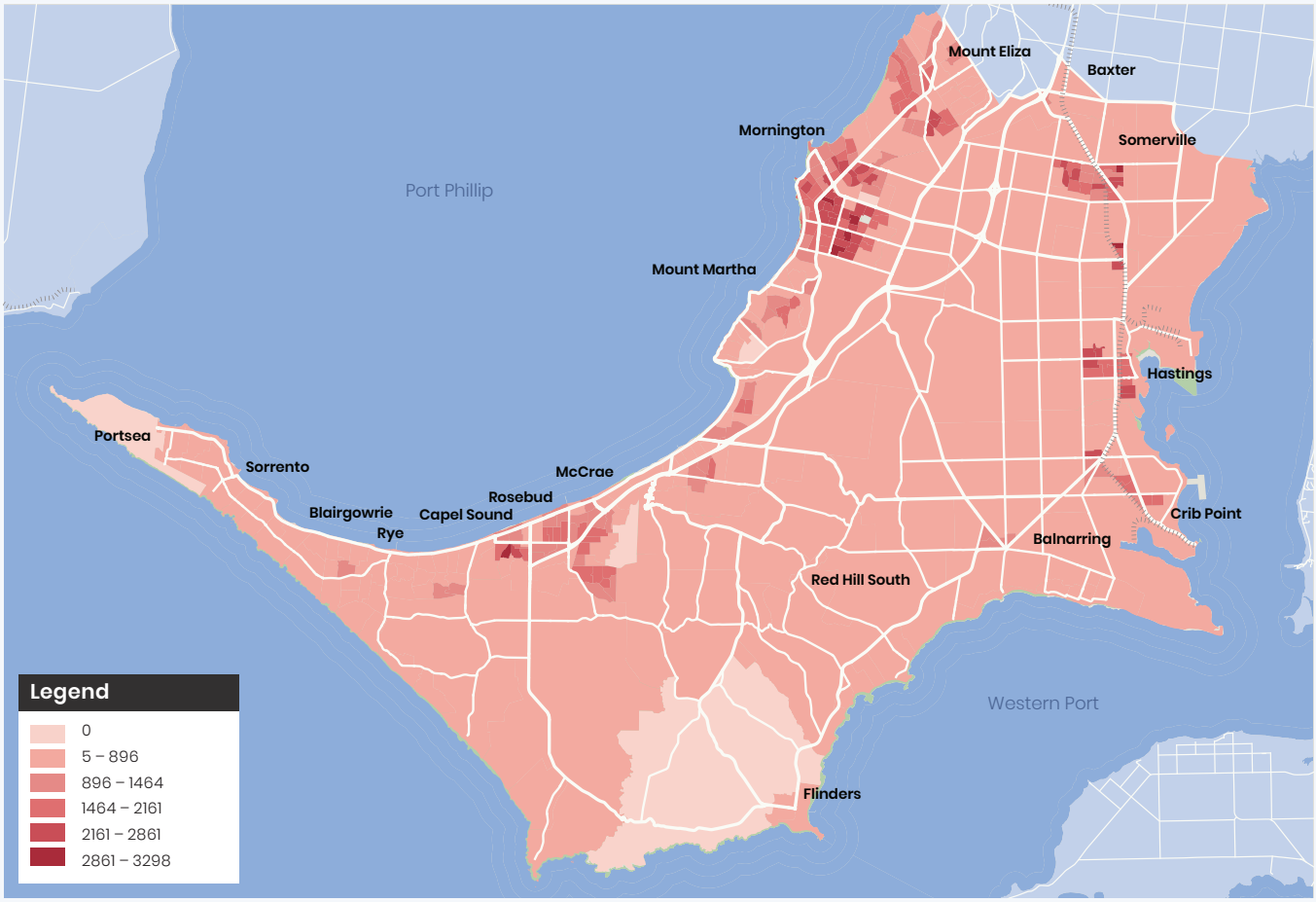
2.3 Demographic, economic and mobility drivers

Population growth and town dispersion

The Mornington Peninsula is projected to grow from 168,000 residents (2021) to 185,395 by 2036, to achieve this growth, the State Government have set new housing targets across the state to be achieved by 2051.

Mornington Peninsula Shire's target is 24,000. This growth is concentrated in major activity centres like Mornington, Rosebud and Hastings. Unlike high-density growth areas, the Peninsula's mix of linear, dispersed and peri-urban development patterns increases the spatial and financial complexity of providing efficient, accessible transport.

Figure 1. Geographical representation of population density



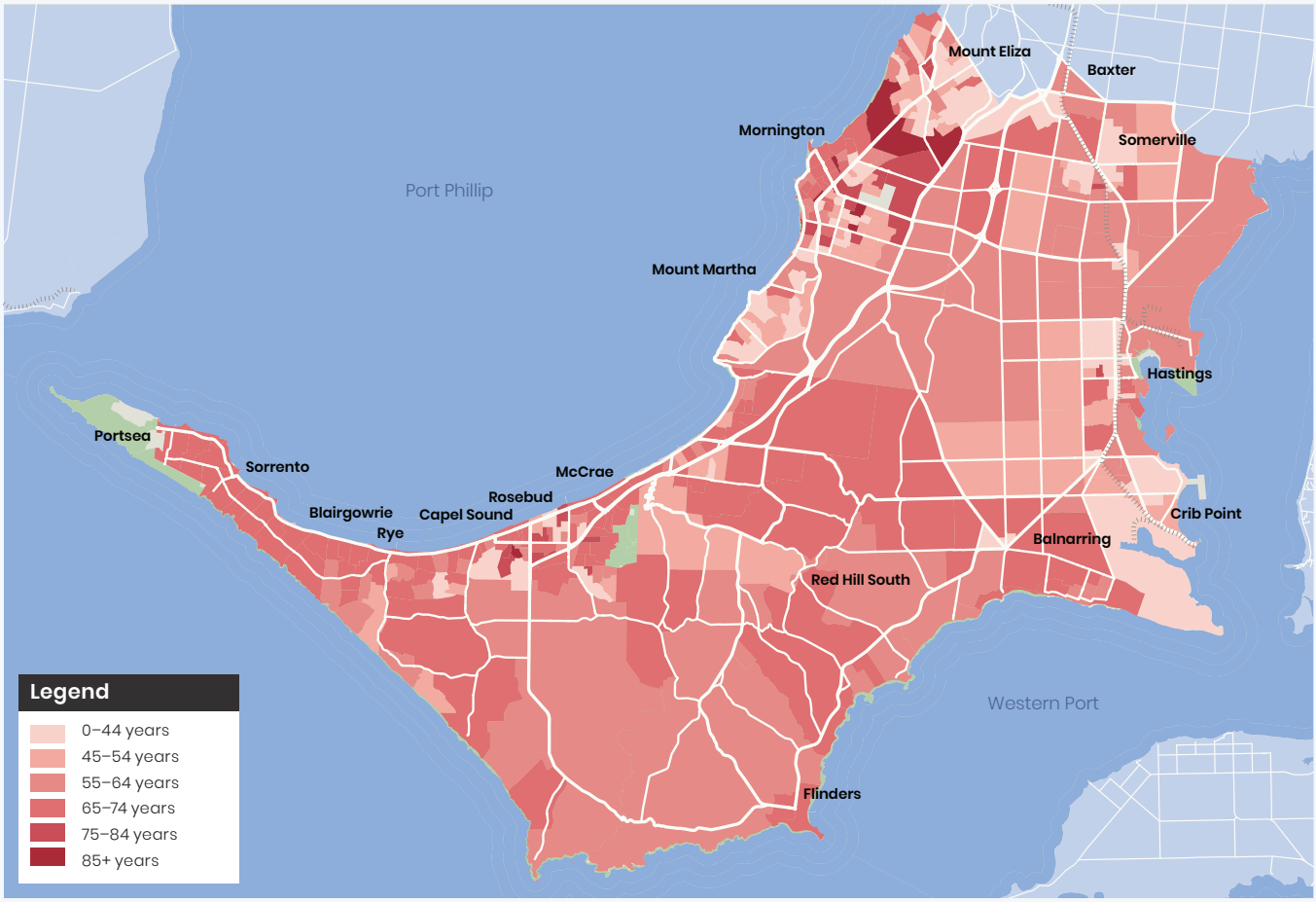
Ageing population and accessibility needs

The Peninsula has one of the highest proportions of residents aged 60+ in Victoria, nearly 30 per cent of the population, additionally according to 2021 Census data, 21.4 per cent of the Peninsula's population also live with disability.

These demographic trends create increasing demand for:

- barrier-free pedestrian infrastructure and accessible bus stops
- safe, walkable town centres and low speed environments
- community transport and mobility aid-friendly services.

Figure 2. Geographical representation of age profile

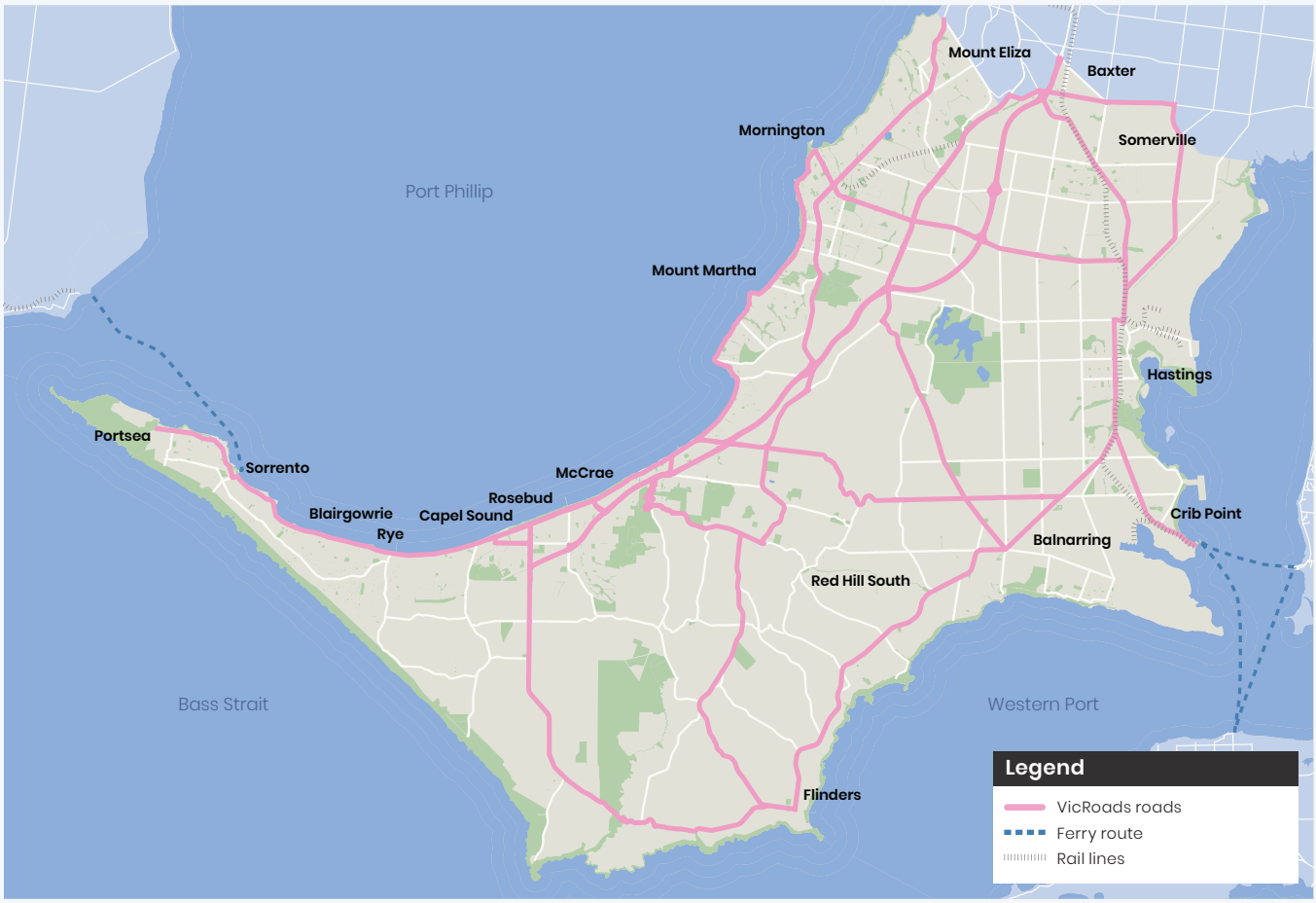


Tourism, commuting and freight

The local economy is driven by retail, hospitality, health care, agriculture and tourism. The Peninsula attracts over 7.9 million visitors annually, intensifying transport pressures, especially in summer and on weekends.

- 38 per cent of residents commute outside the Shire for work mainly to Frankston, Dandenong and Melbourne.
- 1 in 3 freight trips are made along arterial corridors not built to handle growing volumes.
- Seasonal tourist traffic increases peak period road usage by up to 60 per cent in some locations.

Figure 3. Mapping of municipality transport assets, railways, freeways, State roads, Shire roads, ferry routes



2.4 Strategic opportunities

1. Enhanced connectivity

Strategic opportunity: improve connections between towns, employment hubs and freight routes by upgrading critical transport corridors and delivering high-impact road projects that reduce congestion and support economic growth.

2. Active and public transport

Strategic opportunity: expand access to low-impact, healthy, and accessible transport alternatives across the Peninsula to reduce car dependency and support health and wellbeing goals.

3. Safety and accessibility

Strategic opportunity: create a safer, more inclusive transport network that reduces road trauma, removes access barriers for vulnerable users, and supports equitable and efficient use of public space.

4. Resilience and future readiness

Strategic opportunity: strengthen the Peninsula's transport network to be resilient, technologically adaptable, and capable of supporting projected population growth and industrial developments, particularly around the Port of Hastings.

2.5 Road safety and the Towards Zero Strategy

Road safety is a foundational pillar of the Mornington Peninsula Shire's transport planning. Between 2010 and 2020, 75 lives were lost and more than 1,500 people were seriously injured on local roads. In response, the *Mornington Peninsula Towards Zero 2020–2025 Road Safety Strategy* was developed to guide action toward eliminating deaths and serious injuries on our transport network.

The Integrated Transport Strategy acknowledges and reinforces the objectives of Towards Zero by embedding safety principles across infrastructure planning and mobility services. Due to the critical nature of road trauma prevention, the **Towards Zero Strategy will remain a standalone document**, supported by its own dedicated action plan, performance monitoring and community education program.

Key intersections between the Integrated Transport Strategy and the Towards Zero Strategy include:

- prioritisation of blackspot upgrades and safe system infrastructure
- safe travel for vulnerable users (pedestrians, cyclists, mobility aid users)
- reduced speed environments in town centres and residential areas
- integration of safety outcomes into all active and public transport investments.

This Strategy commits to aligning all transport investments with the vision of zero lives lost. Future road, cycling, and pedestrian projects will be assessed not just for efficiency or connectivity, but also for their safety impact on the community.

3. Objectives and priority projects

3.1 Enhanced connectivity

Objective

Improve connections between towns, activity centres, employment hubs and freight destinations by upgrading critical transport corridors and delivering high-impact road projects that reduce congestion and support economic growth.

Importance

Connectivity is a foundational challenge for the Mornington Peninsula. A dispersed town structure, limited public transport options, seasonal congestion, and a heavy reliance on cars present significant barriers to efficient movement. More than 80 per cent of all weekday trips are made by private vehicle, and 38 per cent of residents commute outside the Shire, primarily to Frankston, Dandenong and the greater Melbourne area.

The Peninsula's growing freight volumes, combined with visitor pressure and residential growth, further strains the network. Congestion on Shire roads such as Bungower Road and Jetty Road, and State Government roads such as Mornington-Tyabb Road, Frankston-Flinders Road and Point Nepean Road is increasingly common, while east-west connectivity remains weak for both private and public transport.

The Integrated Transport Strategy responds by identifying key road transport investments that are deliverable and impactful and policy thresholds for intervention.

Challenges

1. **Dispersed settlement and car dependency**

- Towns are spatially separated, with minimal internal public transport connectivity.
- 41.2 per cent of households own two or more cars and 31 per cent of vehicle trips are under 3km, highlighting the latent opportunity for active and public transport alternatives.

2. **Congested strategic corridors**

- Mornington-Tyabb Road, Bungower Road, Frankston-Flinders Road and Jetty Road carry increasing volumes of private vehicles and freight traffic, creating safety and congestion issues.

3. **Southern Peninsula congestion**

- Tourist-driven peak period traffic contributes to seasonal congestion on Point Nepean Road and within town centres such as Rye, Rosebud and Sorrento.

4. **Community wellbeing**

- An efficient and future-ready transport network improves accessibility, reduces congestion and enhances the overall quality of life for residents.

Key supporting evidence

- 83 per cent of weekday trips and over 90 per cent of visitor trips are made by car.
- Road traffic volumes on Mornington-Tyabb Road have increased by more than 25 per cent since 2015.
- Summer tourism periods generate traffic increases of 60 per cent on Point Nepean Road.
- Over 83 per cent of residents surveyed in 2024 cited lack of direct town-to-town public transport as a major issue.
- Freight volumes on arterial routes are projected to increase by 20-30 per cent by 2036.

Priority initiatives

1. Mornington-Tyabb Road upgrade (State Government advocacy)

Mornington-Tyabb Road is the key east-west state arterial on the Mornington Peninsula and is the responsibility of the State Government, it is the entrance to Mornington from Somerville, Hastings and broader metropolitan Melbourne. Key intersections along this arterial corridor are failing with the existing traffic volumes and need capacity upgrades.

This upgrade should include at a minimum:

- signalisation of the Mornington-Tyabb Road and Racecourse Road intersection with additional lanes
- additional lanes at the existing signalised intersection of Mornington-Tyabb Road and Nepean Highway
- limited duplication of Mornington-Tyabb Road on approaches and departures to these intersections allowing for increased flow of traffic.

Aligned with: *Road Improvement Strategy 2018; State Advocacy Plan 2022*

2. Jetty Road overpass and freeway duplication to Boneo Road (State Government advocacy)

Jetty Road and Boneo Road are key distributors from the Mornington Peninsula Freeway into the southern Peninsula, the intersections of the Mornington Peninsula Freeway with Jetty Road and Boneo Road are the responsibility of the State Government, this upgrade aims to reduce bottlenecks, improve traffic flow, and ensure safer access to residential and foreshore areas.

This upgrade should include at a minimum:

- a freeway overpass at Jetty Road
- upgraded intersection with Boneo Road
- add additional lanes between Jetty Road and Boneo Road
- mitigate noise between Rosebud and Dromana.

Further detail below regarding broader southern Peninsula network planning and analysis.

3. Bungower Road, Mornington corridor study (Shire-led delivery)

Bungower Road is an east-west local arterial on the Mornington Peninsula and is the responsibility of the Shire. It is an entrance to Mornington from Somerville, Hastings and broader metropolitan Melbourne. Key intersections along this arterial corridor are failing with the existing traffic volumes and need capacity upgrades.

The Shire will undertake a corridor study for Bungower Road as a key east west connector under the Shire's responsibility from the Nepean Highway to Peninsula Link, identifying key sources of traffic congestion and infrastructure priorities to reduce congestion and enable better flow of traffic.

Aligned with: *Road Improvement Strategy 2018*

4. Southern Peninsula network planning and preferred corridor decision-making (State Government advocacy)

The southern Peninsula lacks a direct inland route which results in conflicts between traffic movements and town activity along Point Nepean Road, which are exacerbated during the summer peak period. Infrastructure improvements are required to address connecting the Mornington Peninsula Freeway and southern Peninsula towns such as Rye, Sorrento and Portsea.

Planning for the southern Peninsula transport network, including the development of a business case and the final determination of any preferred future transport corridor, is the responsibility of the **Department of Transport and Planning (DTP)**.

The Shire is advocating that the **Department of Transport and Planning (DTP)** undertake the following actions as part of progressing the southern Peninsula transport network planning:

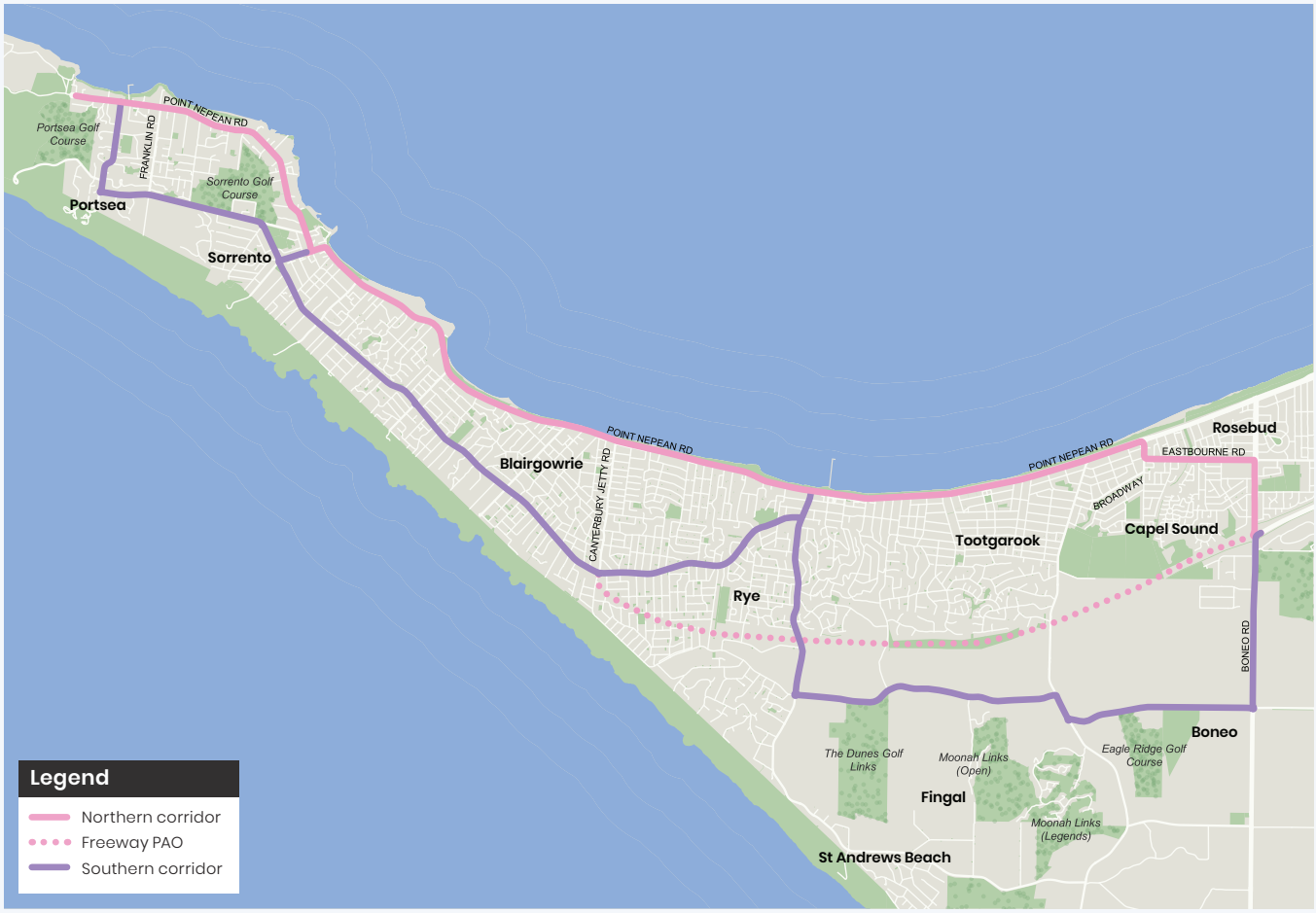
- Conduct a detailed triple bottom line assessment of all feasible corridor options, including economic, social and environmental impacts.
- Assess potential impacts on sensitive environmental areas, with particular attention to the Tootgarook Wetlands, ensuring ecological, hydrological and cultural values are protected.
- Consider community feedback collected through the Integrated Transport Strategy consultation process in its evaluation of corridor options.
- Identify a preferred future transport corridor based on rigorous analysis and alignment with state-level transport planning objectives.
- Allow community access to their land that is reserved for the freeway in the interim whilst a decision is made on the freeway path.
- Ensure transparency and stakeholder engagement throughout the corridor selection and business case development process.

These actions will ensure that any future transport corridor for the Southern Peninsula is planned in a manner that balances community needs, environmental protection, and strategic transport outcomes.

To help inform the above State-led planning, a range of feasible high-level corridor options have been identified (Figure 4). This work is intended to support strategic discussion and does not constitute a detailed technical, economic or environmental evaluation.

The Shire will continue to collaborate with DTP; however, the Shire will not recommend a preferred alignment. The level of technical analysis, statutory assessment and specialist expertise required to undertake a full triple bottom line assessment, particularly in relation to state-significant environmental assets, is beyond the scope of the Shire's role and is appropriately led by the State.

Figure 4. Southern Peninsula road corridors: Point Nepean Road (north corridor), proposed freeway extension and Browns Road (southern corridor)



To analyse and prioritise future infrastructure needs, the Shire investigated total travel time in the summer and winter peak for each existing route and congestion hot spots.

Table 2 shows the east and westbound total travel time along the two existing corridors from the Mornington Peninsula Freeway to Ocean Beach Road, Sorrento.

Table 2. Total corridor travel times – summer and winter peaks

Route	Season	Eastbound	Westbound
Point Nepean Road	Summer	33 mins 18 secs	35 mins 10 secs
Browns Road	Summer	26 mins 20 secs	26 mins 46 secs
Point Nepean Road	Winter	27 mins 16 secs	23 mins 24 secs
Browns Road	Winter	23 mins 35 secs	19 mins 54 secs

It is clear that the Browns Road route offers a shorter total travel time in both directions and during both the winter and summer seasons. Most notably during the summer peak the Browns Road route offers a 26 per cent quicker travel time to the east and a 31 per cent quicker travel time to the west.

Point Nepean Road has two contrasting functions being the key movement corridor through to the southern Peninsula's towns and the key place that these towns with their shops, restaurants, pedestrians and beach goers reside inhibiting its function as a transport corridor. Point Nepean Road's function as a place of interest along with its towns and beaches, is only going to grow, emphasising the need for infrastructure investment along either the Browns Road corridor as an alternate route to alleviate pressure on Point Nepean Road or extension of the freeway along the existing corridor.

Corridor assessment

Freeway corridor

Varying iterations of proposals to construct an extension to the Mornington Peninsula Freeway have been considered over the years and was the recommended solution to alleviate traffic congestion in the *2007 Mornington Peninsula Access and Mobility Study* and the *2013 VicRoads Point Nepean Road Study*. At a basic level, the proposed extension continues east from Boneo Road, through the Tootgarook wetlands and connecting back to the road network at or near Canterbury Jetty Road, with additional interchanges proposed at Dundas Street and Truemans Road (Figure 4). It is estimated that if the freeway were constructed with an operational speed of 90km/h and had a signalised intersection at the end of the freeway, the total travel time could be around 7.5 minutes between Boneo Road and Canterbury Jetty Road. This would offer a travel time saving of approximately 7.5 minutes westbound compared to utilising Browns Road during the summer peak to travel between the same locations. Studies have suggested that the cost of the freeway could be between $500 million for a full at-grade solution to between $3 billion and $5 billion depending on if an elevated or tunneled solution was provided through the wetland areas to mitigate environmental impact.

As the demand and congestion is seasonal, with almost negligible benefit to the travel time improvements in the off-peak season, the cost to benefit ratio of the freeway option needs to be further considered. If similar or reduced funding was available, higher benefit to cost ratios could potentially be achieved through a strategic plan of intersection and mid-block upgrades to the existing road corridors which could have the added benefit of improving road safety year-round whilst greatly reducing the impact on the Tootgarook Wetlands.

Northern corridor

The northern corridor, comprising a combination of Boneo Road, Eastbourne Road and Point Nepean Road, has been the primary corridor for tourist travel to the Peninsula for decades. The analysis of the existing traffic volumes and travel times indicates that although the northern corridor adds an approximately 8.5 minutes onto the travel time compared to the southern corridor, the northern corridor appears to be preferred by tourists as the primary access to the Peninsula.

The northern corridor is the primary access to the Peninsula but it also has the highest density of designated places. The northern corridor also has the greatest number of crashes, clustered largely around activity centres.

While there are road safety initiatives that could and should be considered to reduce the risk of crashes along Point Nepean Road, reducing the intensity of traffic along the northern corridor should, to some extent, contribute to a reduction in crashes. An appropriate function of the northern corridor could be to balance the traffic movement of residents and visitors that have arrived and are residing on the Peninsula with people travelling to places further south on the Peninsula to be encouraged to use an alternative corridor.

Southern corridor

The southern corridor, comprising the section of Boneo Road, south of the freeway, Browns Road, Dundas Street and Melbourne Road, has been provided as a secondary option for a number of years. Although traffic volumes have increased along the southern corridor, the traffic volumes equate to approximately a third or less of the volumes travelling along the northern corridor. There are also very few designated places along the corridor reinforcing the suitability of its primarily movement function for motor traffic.

The southern corridor has few crashes. Of the crashes that have occurred, 2–3 crashes over a 5-year period are clustered around the primary intersections and are too few to suggest a crash trend. An appropriate function of the southern corridor could be to balance the traffic movement heading down the Peninsula, reducing the through traffic load on Point Nepean Road and the associated congestion.

5. Speed and volume thresholds for emerging congestion issues (policy position)

To ensure a consistent approach to emerging congestion issues, should a road of any given classification exceed the nominated traffic volumes for a 3-month time period, the Shire will undertake a corridor study to understand the source of the additional traffic and options to address this congestion to ensure appropriate road function.

Table 3. Speed and volume thresholds

Road class	Traffic volumes	Expected 85th %ile speed
Local arterial	<10,000	60km/h and above
Collector	<7,000	50km/h – 60km/h
Access	<3,000	<40km/h
Limited access	<300	<20km/h

**These volumes and speeds are for generalised road classes and are intended to set a general expectation, they may not fit every road given the diverse function of roads across the Shire.*

Why this matters

Productivity
Improved east-west connections reduce commuter travel times and support access to jobs, schools, and services.

Network consistency
Having clear speed and volume expectations for the nominated road classifications allows for a consistent Shire-wide approach toward emerging congestion issues.

Visitor economy
The southern Peninsula network planning upgrades help manage seasonal visitor congestion and maintain tourism appeals.

Actions summary: enhanced connectivity

- Advocate to State Government for the delivery of the Mornington-Tyabb Road upgrade.
- Advocate to the State Government for the delivery of the Jetty Road overpass and freeway duplication to Boneo Road.
- Undertake a corridor study of Bungower Road, Mornington to identify key sources of traffic congestion and infrastructure priorities to reduce congestion.
- Advocate to State Government to progress the southern Peninsula transport network planning and identify a preferred future transport corridor that considers economic, social and environmental impacts, with particular attention to the Tootgarook Wetlands, ensuring ecological, hydrological and cultural values are protected.
- Advocate to the State Government that they allow community access to the existing State Government land that is reserved for the freeway in the interim whilst a decision is made on the preferred future transport corridor.
- Use the speed and volume thresholds to determine when emerging congestion issues require a corridor study to understand the source of the additional traffic and identify options to address this congestion.

3.2 Active and public transport

Objective

Expand access to low impact, healthy and accessible transport alternatives across the Peninsula to reduce car dependency and support health and wellbeing goals.

Importance

The Mornington Peninsula is one of Victoria's most car dependent municipalities, with **over 80 per cent of weekday trips made by private vehicle**, and **only 3 per cent** by public transport. This imbalance leads to congestion, emissions, and transport inequity particularly for residents without access to a car.

The ITS responds to this challenge with a program of infrastructure projects and policy direction that promote walking, cycling and public transport, and improve accessibility for people of all abilities.

Multimodal transport is not only an environmental imperative, it is a community health, equity and economic resilience issue.

Challenges

1. **Limited public transport coverage and frequency**

- Bus services lack east-west connections and frequent schedules.
- The Stony Point rail line remains infrequent, limiting its utility and integration with the broader metropolitan network.

2. **Incomplete cycling and pedestrian infrastructure**

- The Principal Pedestrian Network (PPN) identifies over 100 missing footpath links.
- The Principal Bicycle Network (PBN) and Strategic Cycling Corridors remain incomplete, deterring safe commuter cycling.
- The Peninsula Trail Masterplan and Peninsula Trail remain incomplete.

3. **Barriers to mode shift**

- Gaps in accessible infrastructure, end-of-trip facilities and multimodal integration (e.g. bike to bus) hinder uptake.
- Electric charging and micro-mobility infrastructure are limited across most towns.

Key supporting evidence

- 3 in 10 car trips on the Peninsula are under 3km, showing latent potential for active transport.
- Cycling participation is low despite strong latent demand (48 per cent of survey respondents want to ride more).
- Community engagement found 69 per cent of residents cite safety as a key barrier to walking and cycling.
- Bus services operate at low frequency, with poor weekend and evening coverage.
- Cross-Peninsula connections are minimal, with no direct east-west bus routes.
- Youth, seniors, and people without access to a car are disproportionately impacted.

Priority initiatives

1. Peninsula Trail – stage 1 delivery (Shire-led advocacy and delivery)

Peninsula Trail involves the creation of 170kms of continuous off-road trail network linking the Mornington Peninsula and beyond. The Mornington Peninsula currently has an extensive existing trail network with sections of walking, cycling, shared use, horse riding and mountain biking.

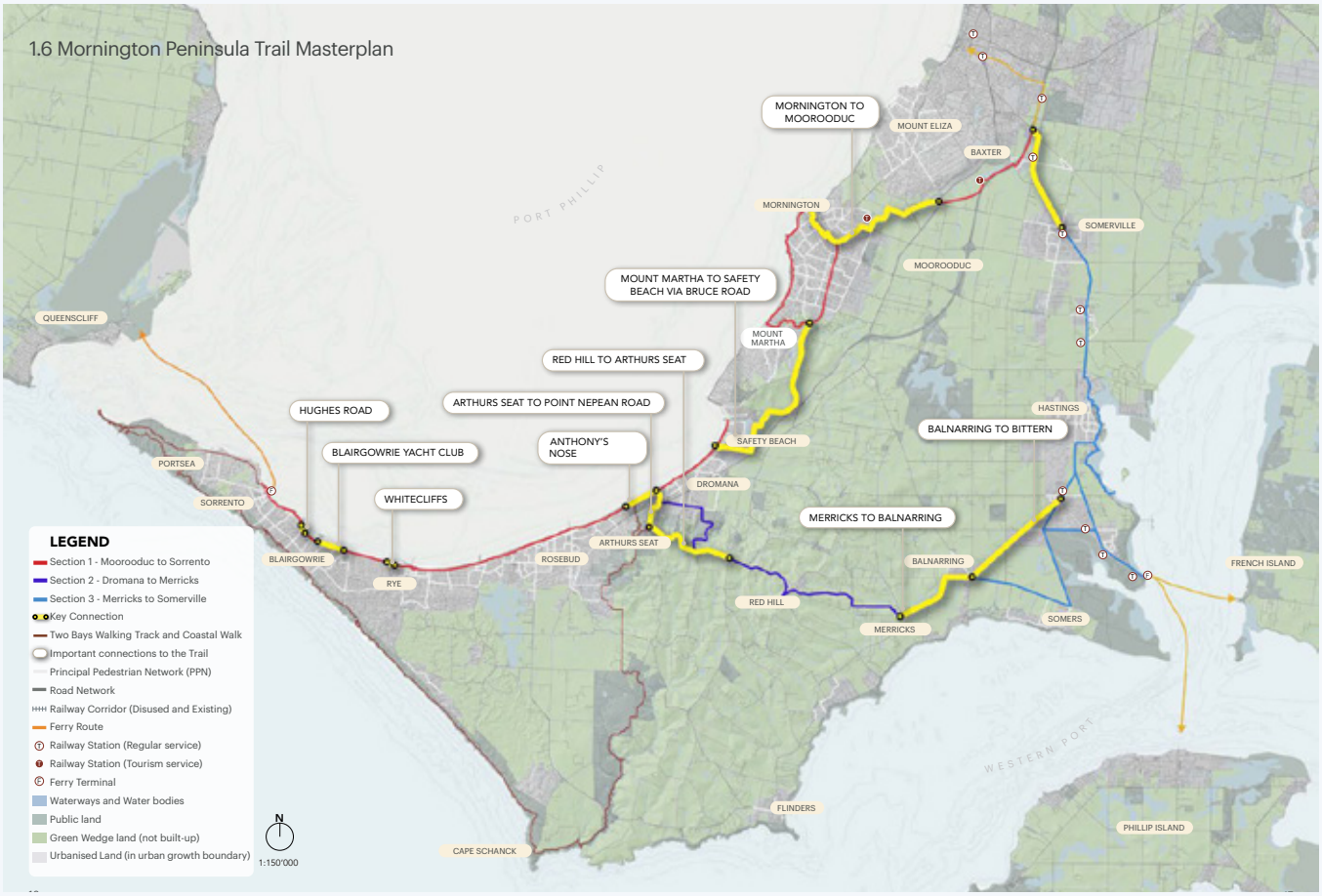
The Peninsula Trail alignment has 11 missing links (key connectors) identified that would create a completed trail experience (figure 5). The 11 key connectors are split into four priority sections: Somerville to Baxter (funded and in progress), Mornington to Moorooduc, Hinterland, and Southern Peninsula (including Anthony's Nose). The trail network offers residents and visitors a unique experience, with a variety of uses and provides access to diverse picturesque coastal and hinterland environments, connecting local towns and attractions. It is anticipated the trails will be used by the community for walking, recreation and active transport, and by visitors to the region, seeking natural beauty, cultural and tourism experience opportunities.

The Peninsula Trail will connect to other significant trails in the region including the Western Port Bay Trail and Peninsula Link Trail. It will connect to Melbourne's Bay Trail to enable cyclists to travel off road from the centre of Melbourne to the tip of Mornington Peninsula at Portsea, with another branch running along Western Port to Balnarring and the hinterland.

The Peninsula Trail Masterplan sits as a separate document to the Integrated Transport Strategy and is the key strategy for off-road shared user path connections in and around the Mornington Peninsula with the aim of connecting one continuous off-road network.

The Integrated Transport Strategy supports the Peninsula Trail Masterplan as a key transport initiative to support all forms of active transport on the Peninsula.

Figure 5. Peninsula Trail Shire-wide Map (*Peninsula Trail Masterplan 2025*)



2. Principal Pedestrian Network and pedestrian access (Shire-led delivery)

Through delivery of the Principal Pedestrian Network, a safe, accessible and connected pedestrian network will be created that encourages and facilitates walking to key day-to-day destinations. Improved connectivity and safety of the footpath network throughout the Shire will not only increase accessibility for those with disabilities, but will also promote active transport including walking, cycling and other nonvehicular modes of movement.

The Principal Pedestrian Network (PPN) is a strategic network of pedestrian routes to key destinations to promote walking for transport.

The Shire's PPN outlines the main active transport routes and connections across the Mornington Peninsula and will be used to inform decision making on capital works expenditure for footpaths and pedestrian projects.

Delivery of the PPN aims to:

- improve the safety and accessibility of the footpath network
- create a connected and integrated town network for pedestrians
- enhance the user experience to facilitate and encourage safe pedestrian movement
- promote participation in active transport for key daily tasks and activities.

How was the Principal Pedestrian Network developed and prioritised?

The Shire has developed a PPN for the 26 urban towns of the Peninsula as defined by the urban growth boundary, using the Victorian Government guidelines for developing Principal Pedestrian Networks.

In developing and delineating the PPN, a range of factors and elements were considered:

- census data and population densities
- mapping and determination of key destinations and attractors, including shops, schools, offices, etc.
- mapping all existing land use zoning and future development
- mapping population density information for the 2km walkable catchment from primary destination(s)
- mapping designated crossing points of major and minor roads
- mapping VicRoads SmartRoads networks
- mapping off-road pedestrian paths and access ways
- locations of pedestrian access points
- identification of significant physical barriers such as topography, creek crossings and transport infrastructure.

The PPN provides several benefits to planning pedestrian movement around the Shire including:

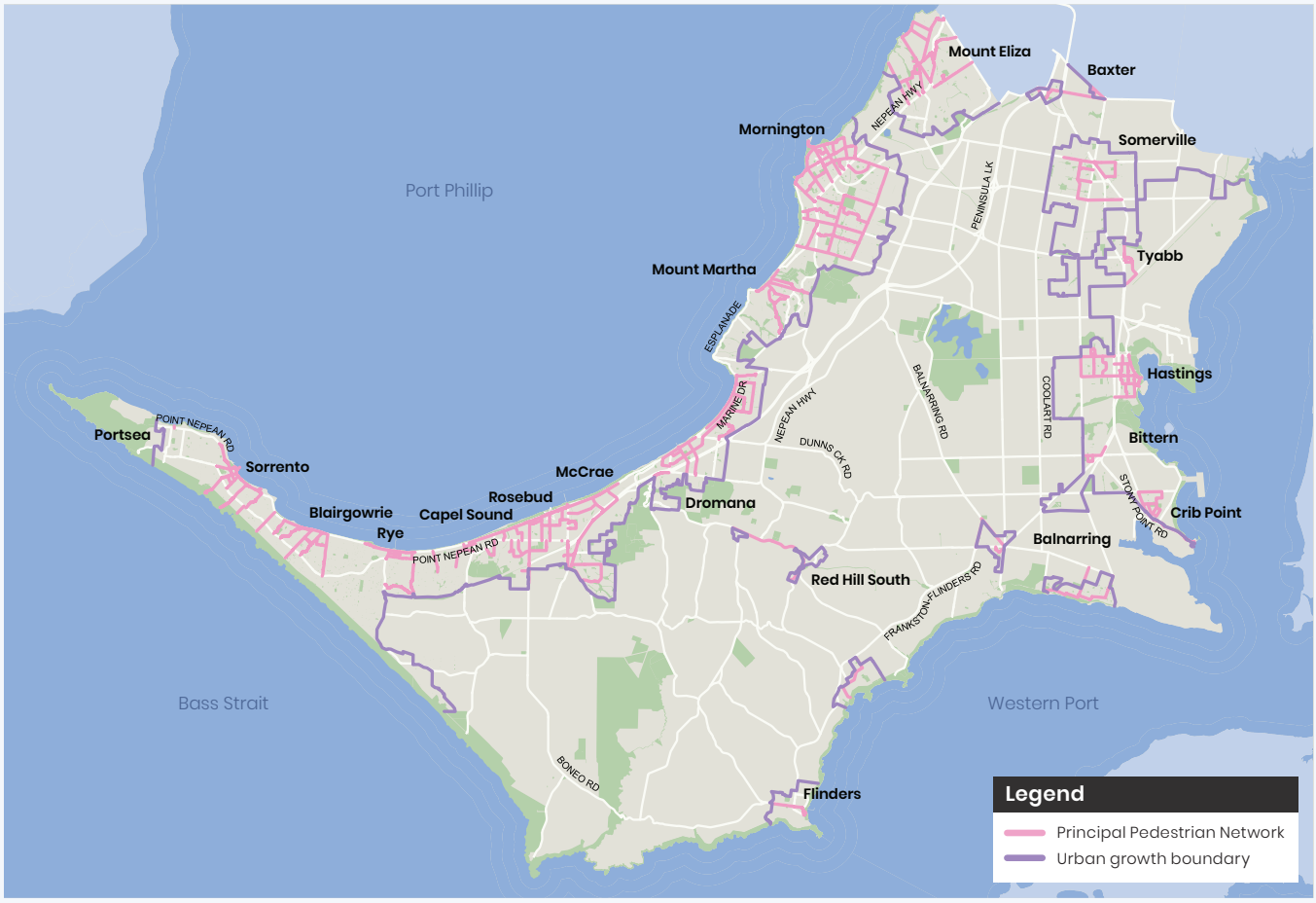
- assisting the Shire in meeting the obligations under the *Transport Integration Act 2010*
- meeting objectives outlined in State planning strategies
- providing recognition and priority to pedestrian movement within transport and land use planning.
- improving negotiation and integrated planning with Department of Transport and Planning
- providing guidance for infrastructure investment that encourages safe and comfortable pedestrian movement via strategic routes
- allowing the Shire to prioritise pedestrian movement and infrastructure projects on parts of the pedestrian network that will benefit the greatest number of pedestrians
- aligning with the *Movement and Place Framework* to integrate the transport network with urban design to prioritise the movement of people rather than transport modes.

Given the PPN is a Shire-wide network, it is best to view it on the Shire's website where you can zoom in to an area of interest:

shape.mornpen.vic.gov.au/pedestrian-access-strategy

The methodology used to prioritise delivery of the PPN is available in appendix 1, whilst the prioritised list of footpaths is available in appendix 2.

Figure 6. The Principal Pedestrian Network and urban growth boundary



Footpath funding sources

Paths and associated infrastructure that are identified on the PPN are proposed to be funded by the annual capital works program of the Mornington Peninsula Shire. This is in addition to funding opportunities that may arise through the Shire's continued advocacy to external agencies and State Government for key pathway and pedestrian infrastructure projects.

Special charge scheme

For footpaths that are not on the PPN or are at a lower priority, a special charge scheme may be used to fund the construction of footpaths. For these footpaths a community initiated special charge scheme would be required. Under this scheme the majority of affected parties need to agree to the scheme and the footpath is fully funded by the affected parties. For high priority footpaths, the Shire may also initiate a special charge scheme in which the affected parties part contribute to the cost of the footpath and the Shire part contributes to the cost. Further guidance is provided in the Shire's current *Infrastructure Works Special Charge Scheme Policy*. Special charge scheme projects that were or are initiated prior to the adoption of this pedestrian access strategy are not subject to the considerations of this strategy.

Development contributions
Where possible, footpaths may also be partially or wholly constructed through development contributions as an additional means of funding to support the Council's capital works program.

New footpaths within the PPN may be funded by new developments where the route is located immediately adjacent to a development, or as outlined in the planning scheme.

Footpath design considerations
When designing footpaths on the PPN, the Shire will consider the following guiding principles and constructability:

- compliance with the *Disability Discrimination Act*
- compliance with Australian Standards
- consistency with the prevailing neighbourhood character
- community expectations
- all weather resistant surfaces and easily maintainable
- avoiding the removal of vegetation where possible
- avoiding and minimising impacts to biodiversity, particularly threatened species, large trees and landscape connectivity
- avoiding the disturbance of cultural heritage
- enhancing the pedestrian experience through complimentary infrastructure and wayfinding, where possible
- how the footpath is prioritised as per the evaluation methodology.

The application of these general guiding principles will be actively pursued in all future footpaths. In addition to the above principles the Shire will construct footpaths to the following standards.

Footpath widths and shared use paths
To meet the Shire's obligations under the *Disability Discrimination Act*, all footpaths must provide a safe, accessible and inclusive environment for all users. The minimum effective clear width for any footpath remains 1.8m to allow two wheelchairs to pass comfortably. Any surface scoring, guidance strips, tactile treatments, street furniture, signage or other elements that may impede pedestrian movement must be located outside this minimum clear width.

All Principal Pedestrian Network (PPN) footpaths are to be constructed, where feasible, as shared user paths with a minimum width of 2.5m. A shared user path (SUP) is a path that is designed and designated for use by more than one type of user, most commonly pedestrians and cyclists. Shared user paths provide safe, convenient off-road connections and play an important role in improving local accessibility and network connectivity.

SUPs are identified through signage, line marking, surface treatments and path alignment. The 2.5m width allows pedestrians and cyclists to pass safely and comfortably, including people using mobility aids, parents with prams and recreational users. Whilst a SUP may be used by both pedestrians and cyclists, pedestrians always retain priority unless otherwise signed, and cyclists are expected to travel at safe and appropriate speeds, particularly in areas with higher pedestrian activity.

Constructing all Priority PPN footpaths as shared user paths improves pedestrian comfort, enables cyclists to use these routes as an off-road alternative where appropriate, and improves overall network connectivity with only minor additional widening.

In high activity areas such as commercial centres, shopping hubs and key destinations, footpath widths may need to exceed 2.5m to safely accommodate higher pedestrian volumes, cycling activity and place based functions.

Surface treatment
The preferred surface treatment for footpath construction is concrete. The Shire recognises that some sections may require boardwalk, handrails and other alternative hard surface treatments based on locality design considerations and neighbourhood character.

Loose surface material (gravel, soil, sand, etc.) should be avoided on PPN routes especially in urban areas as some users may find them difficult to travel on. However, gravel pathways may be an acceptable alternative to formal pathways in less trafficked areas and where local character and environment are important to consider.

Sustainability
All footpaths and associated works will be planned and designed in accordance with the ESD policy for Shire buildings and civil works, particularly through consideration of the following objectives:

- use of low carbon materials, recycled content
- integration of water sensitive urban design elements to retain water onsite and mitigate stormwater pollution and downstream flooding events
- protection of biodiversity, prioritising retention of remnant vegetation and high biodiversity value trees
- planting and supporting trees to reduce urban heating and provide shaded and cool footpaths
- design for future climate conditions and extreme weather events.

Continued delivery of missing footpaths as prioritised in is needed to improve footpath connectivity around the Peninsula's towns.

Aligned with: *Pedestrian Access Strategy 2024–2034; PPN Footpath List 2024–2026*

3. Principal Bicycle Network (Shire-led advocacy)

Bicycles are a convenient and cost-effective way of exploring the Peninsula and commuting. Bicycles are a more space efficient form of transport in comparison to cars. They allow people to travel longer distances than they can walk and integrate much more effectively with public transport trips than driving and parking cars.

Increasing the number of cyclist trips on the Peninsula will benefit both residents and visitors. An increase in cycling will facilitate a more integrated and connected transport system where all the modes complement each other. Cycling will allow more people to move freely on our transport network, resulting in reduced delays and congestion on our roads by reducing the number and proportion of car trips.

Cycling also brings a range of broader benefits to the community. These benefits range from improved health of cyclists to reduced environmental impacts.

There are many different types of cyclists with differing levels of skills and confidence, who cycle for various reasons.

The differing skills and abilities of various groups can require different infrastructure. The two main infrastructure types that satisfy all cyclist categories are off-road pathways and on-road cycle lanes.

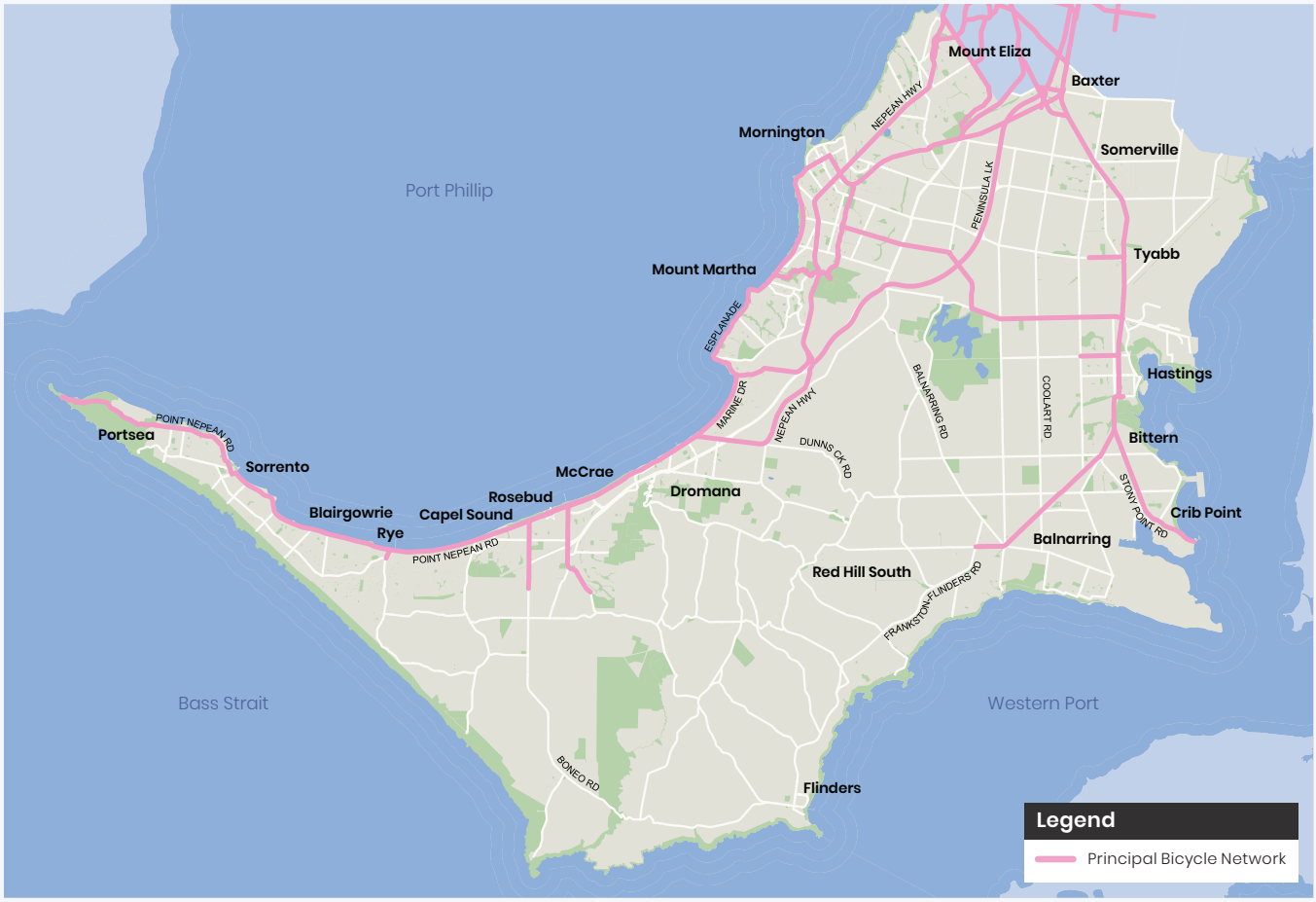
Strategic Principal Bicycle Network changes

The Principal Bicycle Network is a network of existing and proposed cycle routes (shown in Figure 7) developed by the State Government to facilitate cycling to major destinations around metropolitan Melbourne.

The network consists of on-road bicycle lanes, off-road paths and improvement projects.

Under the *Road Management Act 2004*, State Government is generally responsible for the management of on-road bicycles lanes on arterial roads and off-road paths within freeway reservations. Likewise, the Shire is responsible for the management of on-road bicycle lanes on local roads and off-road paths on local road reserves.

Figure 7. Current Principal Bicycle Network – VicRoads (2012)



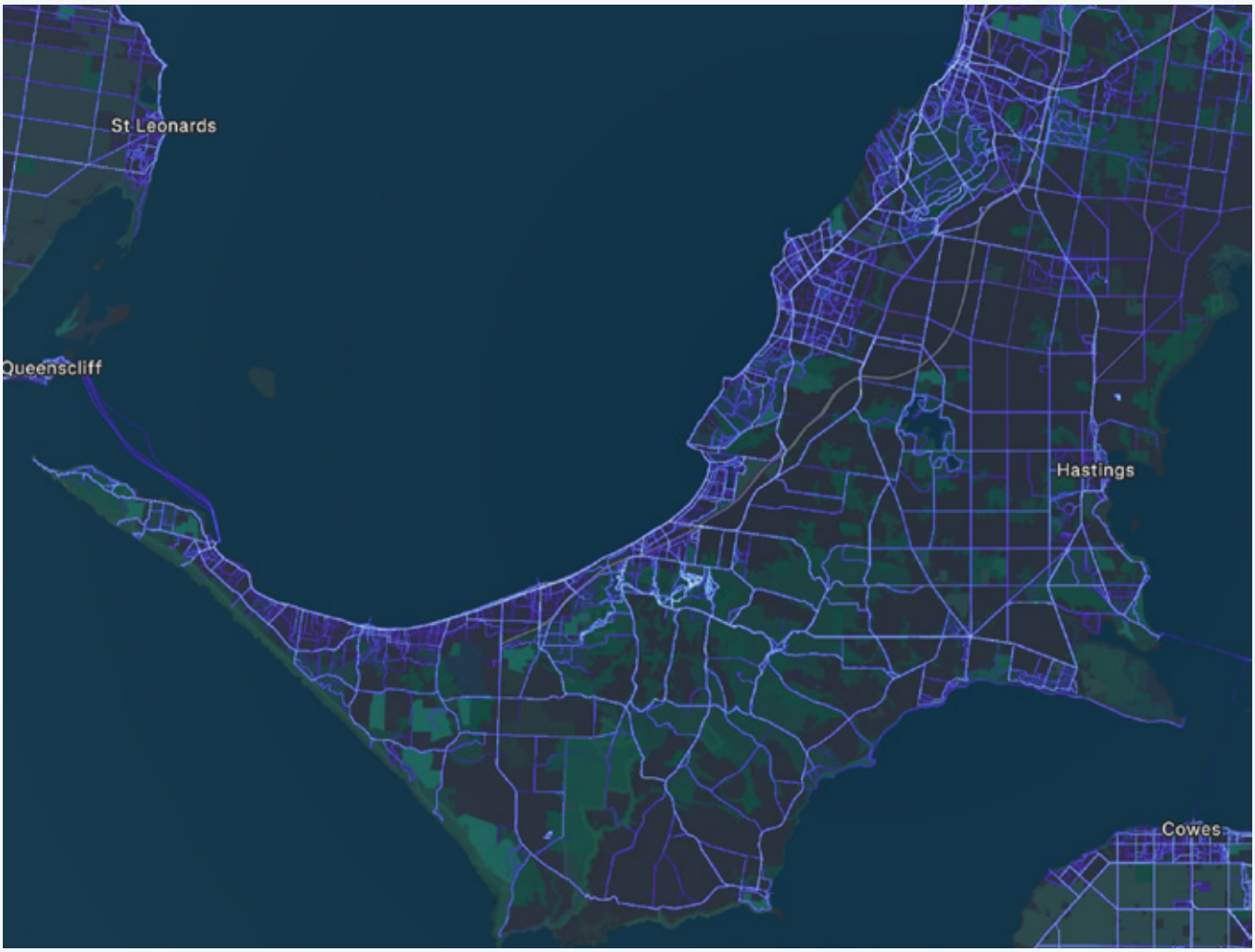
The Shire will continue to advocate to the State Government for the delivery of the Principal Bicycle Network. In addition, to improve end of ride facilities, where no bicycle storage facilities exist within 200 metres of an activity centre or train station, the Shire will consider installation of appropriate solutions to improve public transport accessibility.

There are, however, some key cycling corridors on the Peninsula which have been missed.

Figure 8 is a Strava heatmap which shows the routes travelled by cyclists across the Peninsula that have been logged on the Strava application.

Due to its user base, Strava predominantly captures sport and recreational rides and gives an indication of the frequency of use of the roads and trails on the Peninsula.

Figure 8. Strava heatmap for cycling on the Mornington Peninsula



Based on the Strava heatmap, two clear links are missing from the Peninsula Principal Bicycle Network:

1. Point Nepean Road to Nepean Highway via Arthurs Seat (Figure 9)
2. Nepean Highway to Frankston-Flinders Road via Merricks North (Figure 10)

The Shire will advocate to DTP for these routes to be included in the Principal Bicycle Network.

Figure 9. Point Nepean Road to Nepean Highway via Arthurs Seat

Figure 10. Nepean Hwy to Frankston-Flinders Rd via Merricks North (Bittern-Dromana Rd)

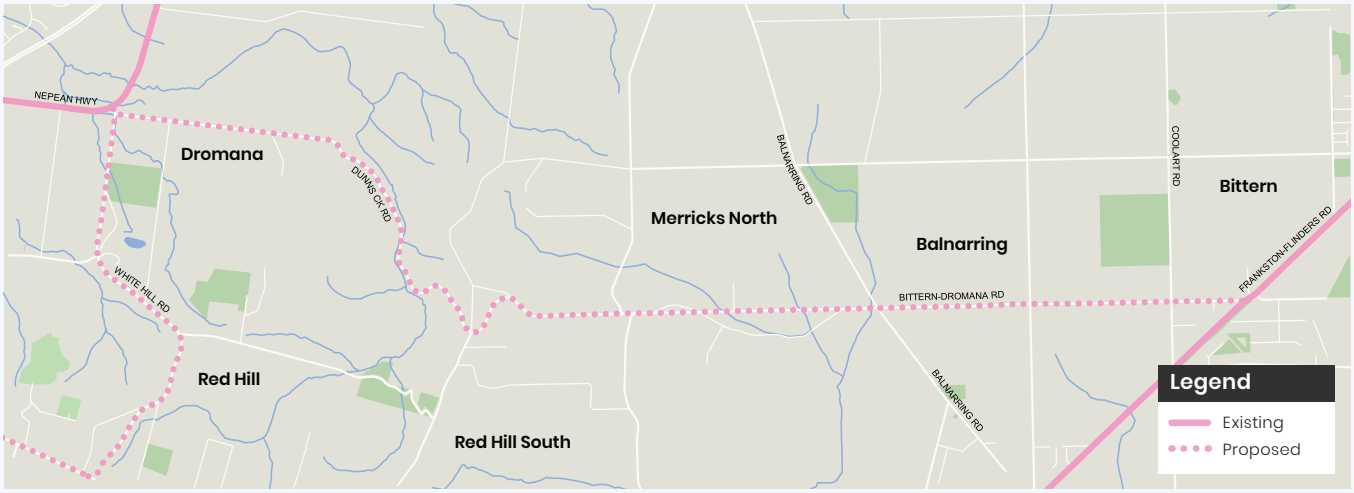
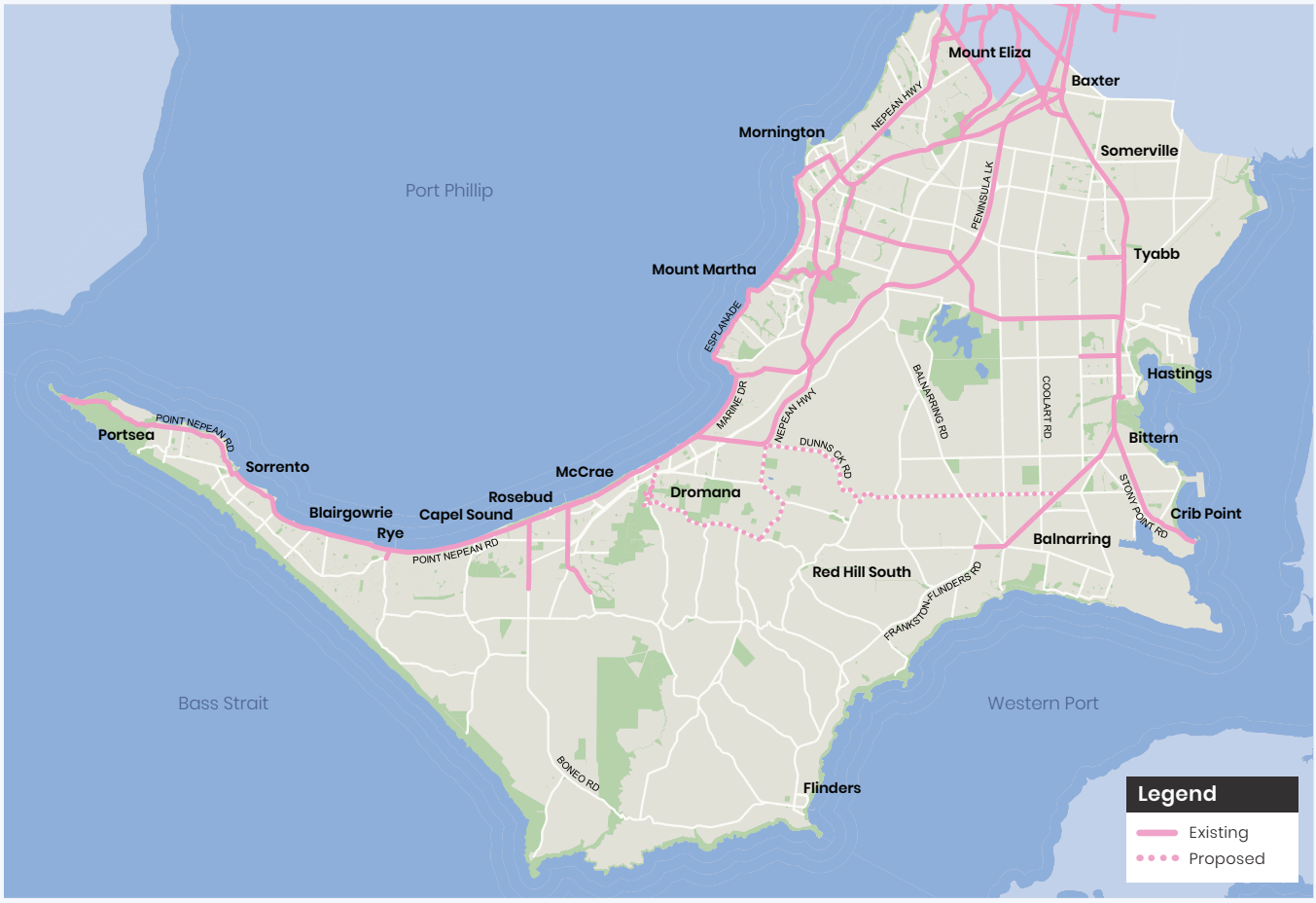


Figure 11. Proposed Principal Bicycle Network



In addition, there are several critical missing links in the Principal Bicycle Network where existing cycling lanes are fragmented or terminate abruptly. These discontinuities undermine safety outcomes, reduce rider confidence and limit the effectiveness of the broader Principal Bicycle Network.

Mornington Peninsula Shire will advocate to the Department of Transport for the connection and upgrade of the following existing, disjointed cycling lanes along the Principal Bicycle Network. Completing these links will significantly improve network legibility, reduce cyclist exposure to high speed traffic and support safe system improved outcomes on roads with operating speeds exceeding 50km/h.

1. Nepean Highway, Mornington

Bentons Road to Bungower Road – both sides

This corridor functions as a key north-south connector with high traffic volumes and operating speeds. Existing cycling provisions are intermittent, forcing cyclists to merge with fast moving vehicles. Continuous, protected cycling facilities on both sides of the highway would provide a safe and direct connection between residential areas, activity centres and public transport.

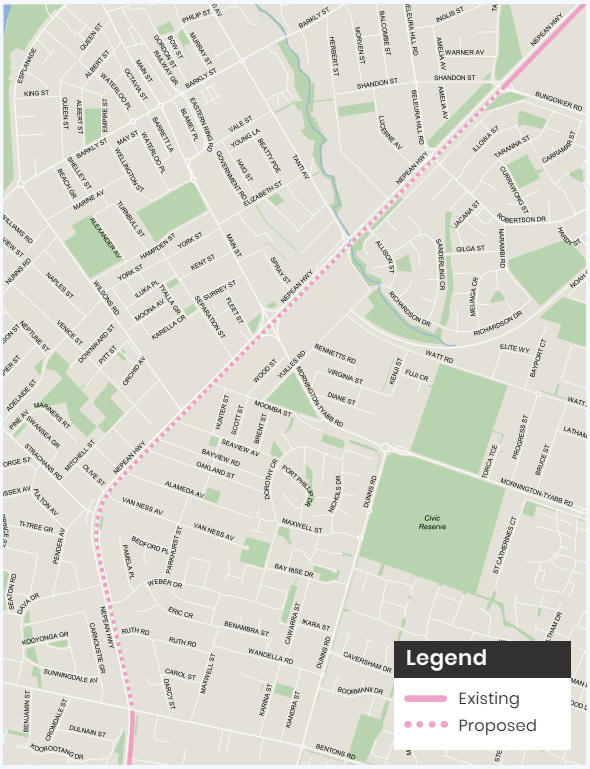


Figure 12. Bentons Road to Bungower Road – Nepean Hwy: missing cycling lanes

2. The Esplanade, Mount Martha

Bentons Road to Mount Martha Village – both sides

The Esplanade is a strategic coastal route serving commuter, recreational and tourist cycling. Gaps in cycling infrastructure create conflict points and discourage less confident riders. A continuous and coherent cycling treatment would improve safety, support local access to the village and strengthen coastal network connectivity.

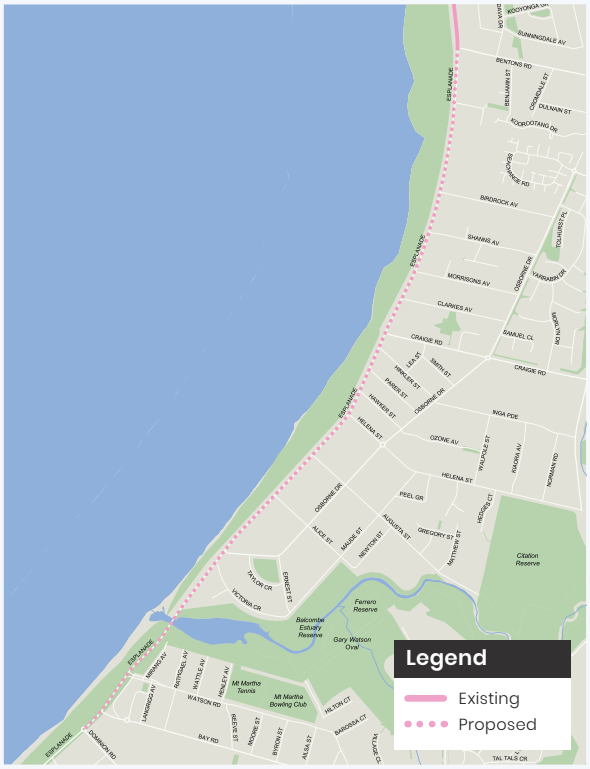


Figure 13. Bentons Road to Mount Martha Village – The Esplanade: missing cycling lanes

3. Marine Parade, Safety Beach

Tunnel exit to pedestrian crossing

This short but critical section represents a significant safety pinch point where cyclists are required to navigate constrained road space and complex traffic movements. Completing a safe cycling connection through this segment would remove a key barrier in the coastal route and improve safety outcomes for all users.

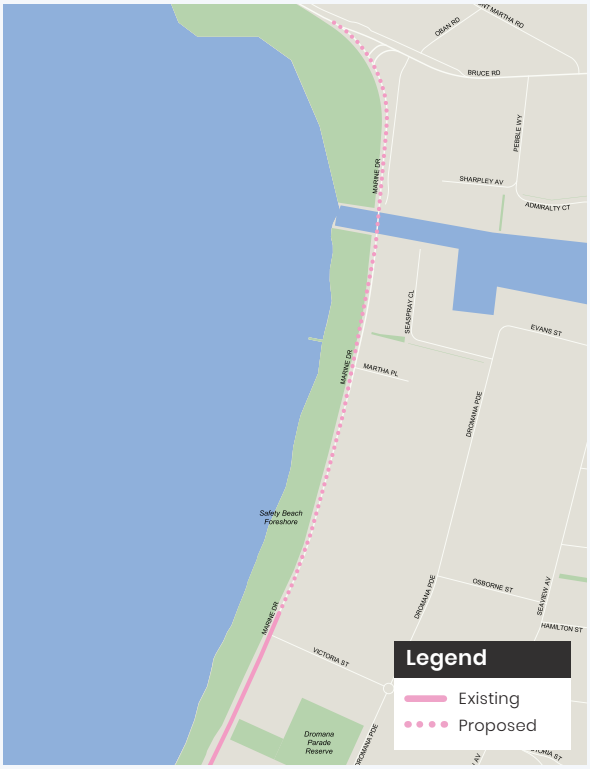


Figure 14. Tunnel exit to pedestrian crossing – Marine Parade: missing cycling lanes

4. High risk on-road cycling treatment priority list

Between **2015 and 2024**, there have been **6 cyclist fatalities** and **144 cyclist serious injuries** recorded on the Mornington Peninsula road network. These figures highlight the region's continued vulnerability for cyclists and reinforce the need for safe system aligned infrastructure and policy responses.

The safe system approach recognises that humans make mistakes and have limited tolerance to crash forces. Cyclists are one of the most exposed road user groups, their survivability in a collision is directly linked to impact speed. Research from Austroads and TAC indicates that collision fatality risk for cyclists increases sharply with vehicle speed.

The ultimate goal is for the State Government to deliver the protected bicycle lanes along the whole Principal Bicycle Network. However, it is recognised that there is limited State funding available and that there are also other cycling corridors that, while not on the Principal Bicycle Network, have high cyclist usage and unforgiving road environments.

Therefore, to achieve a reduction in cyclist trauma across the Mornington Peninsula, a prioritised list of locations has been developed for on-road cycling treatments on high speed roads with high levels of cycling activity. These corridors present the most significant exposure and crash risk, therefore they offer the largest potential safety gains per intervention.

Applying safe system principles, the initial focus will be on roads operating at 70km/h and above where cyclist volumes are high, delivering sealed shoulders, speed management, and separation where feasible. By addressing these high risk environments first, the greatest overall reduction in serious injury and fatal crashes will be achieved while progressively expanding safer on-road cycling conditions.

Table 4. Motorist speed and cyclist fatality risk

Impact speed (km/h)	Estimated fatality risk for cyclists
30km/h	~10%
40km/h	~30%
50km/h	~70%
≥ 60km/h	>90%

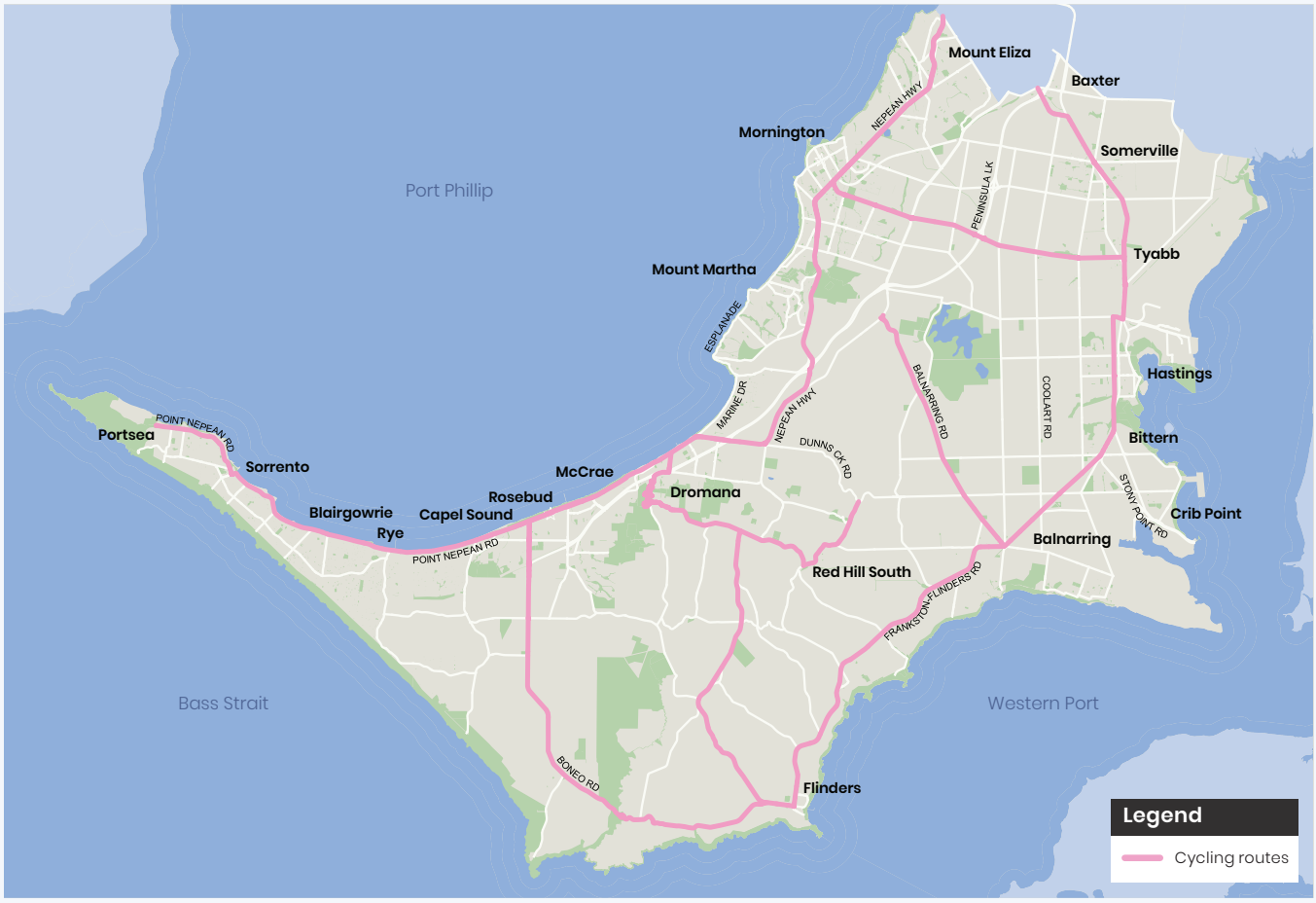
Funding and delivery

Implementation of the proposed on-road cycling treatments will be subject to available Council capital works funding for projects located on Shire managed roads. For corridors managed by the Department of Transport and Planning (DTP), the Shire will continue to advocate for investment and support external funding opportunities, including state and federal active transport grants and partnership programs. Where appropriate, the Shire will seek to leverage regional road safety initiatives and co-funding arrangements to accelerate delivery of priority cycling infrastructure.

Table 5. High risk on-road cycling treatment priority list

Priority rank	Road/corridor	Typical speed limit	Cyclist activity (Strava/observed)	Primary justification/ safe system rationale	Road authority
1	**Frankston-Flinders Road** Frankston → Balnarring → Flinders	80-100km/h	Very high *Strava loop rides, training groups*	Entire corridor now 80km/h following successful Shire advocacy. Still one of the Peninsula's busiest cycling routes; sealed shoulders and delineation will substantially improve safety under a safe system 80km/h operating environment.	DTP
2	**Boneo Road/ Mornington-Flinders Road** Arthurs Seat corridor	80-100km/h	High *Strava heat and group training routes*	Entire corridor now 80km/h following successful Shire advocacy. Sealed shoulders and delineation will substantially improve safety under a safe system 80km/h operating environment.	DTP
3	**Point Nepean Road/Nepean Highway** Mornington → Dromana → Sorrento	60-80km/h	Very high *Commuter and recreational coastal traffic*	Coastal spine of the Peninsula; highest daily cyclist counts; improvements benefit commuter and tourism cycling. Sealed shoulders and delineation will substantially improve safety under a safe system 80km/h operating environment.	DTP (PBN route)
4	**Balnarring Road/ Merricks North connectors** Balnarring → Merricks → Red Hill	70-90km/h	Moderate–high *Strava and touring routes*	Key hinterland link for touring cyclists; moderate traffic volumes with high speeds and limited shoulder; treatment yields high safety benefit.	DTP
5	**Mornington-Tyabb Road/ Boundary Road**	60-80km/h	Medium–high *Access routes to Mornington and industrial precincts*	Urban–rural transition roads with growing commuter cycling volumes; improved lane continuity and markings reduce door zone and side impact crashes.	DTP/Shire
6	**Coolart Road** Somerville – Balnarring corridor	70-80km/h	Moderate *Strava and local network connector*	Strategic north-south connector linking Western Port Trail; higher speed and truck mix warrants early treatment.	DTP
7	**Red Hill Road/ Arthurs Seat** Tourist loop roads	60-80km/h	High *Tourist and recreational climb routes*	Frequent cycling activity on steep grades with tight curves; improved shoulder width and surface conditions mitigate run-off and collision risk.	Shire
8	**Dromana – Red Hill Link/ Arthurs Seat Road**	60km/h	Moderate *Local commuter and training link*	Connects major recreational and tourist nodes; modest speed and moderate demand justify cost-effective lane marking and intersection improvements.	DTP/Shire

Figure 15. Map of priority on-road cycling routes



5. School age footpath riding (State Government advocacy)

Another solution to engage less confident cyclists is allowing footpath riding for at least school age cyclists. There is no age limit for footpath riding in TAS, QLD, WA, SA, ACT and NT. Research in Queensland indicates the footpath was used by cyclists in locations where the urban road was considered unsafe or inconvenient. Providing the opportunity to ride on the footpaths may encourage new cyclists due to a lower level of perceived danger.

In NSW, children aged up to 16 are legally able to ride on the footpath. This policy is based on studies which indicate that adequate road sense is not developed until the age of 16. In Victoria, the maximum legal age of cycling on footpaths was increased from 12 to 13 years of age in 2019.

Based on this, the Shire will advocate to increase the maximum legal age of footpath cycling in Victoria to 16 allowing less confident school age cyclists the opportunity to ride on the footpath.

6. East-west bus corridor implementation and operation (State Government advocacy)

An east-west bus corridor connecting the Western Port region to Mornington has long been an advocacy priority for the Shire. Funding for the construction of necessary bus infrastructure was funded in the 25/26 Victorian State Budget.

The route is critical because it provides the first direct public transport link between the Peninsula's east and west coasts, eliminating a detour through Frankston that can turn a 20-minute drive into a two-hour commute.

The Shire continues to advocate for the implementation of the now funded east-west bus link between Mornington and Hastings. This includes interchange upgrades, accessible infrastructure, and improved travel times to connect major towns.

Aligned with: *ITS Community Engagement 2024; Bus Network Review 2024*

7. Western Port public transport network reform

As demonstrated in the *Baxter Electrification Preliminary Business Case* from 2019, the Western Port region would be the most positively impacted area by improving public transport connectivity.

Western Port bus reform
Council will advocate for reform of the Western Port bus networks to be more direct, frequent and aligned with Stony Point line services to make public transport a more viable means of transport in Western Port.

Stony Point uplift and electrification of the Stony Point line (State Government advocacy)
The Shire will advocate for the Stony Point uplift (20 minutes), enabling more frequent metropolitan access to Baxter, Tyabb, Somerville and Hastings. Uplift of the Stony Point line in effect would be the construction of passing loops at nominated stations so that trains running in opposite directions can pass, increasing capacity for more frequent trains running at the same time. This would be a medium term improvement with the long term goal being electrification of the Stony Point line through to Hastings.

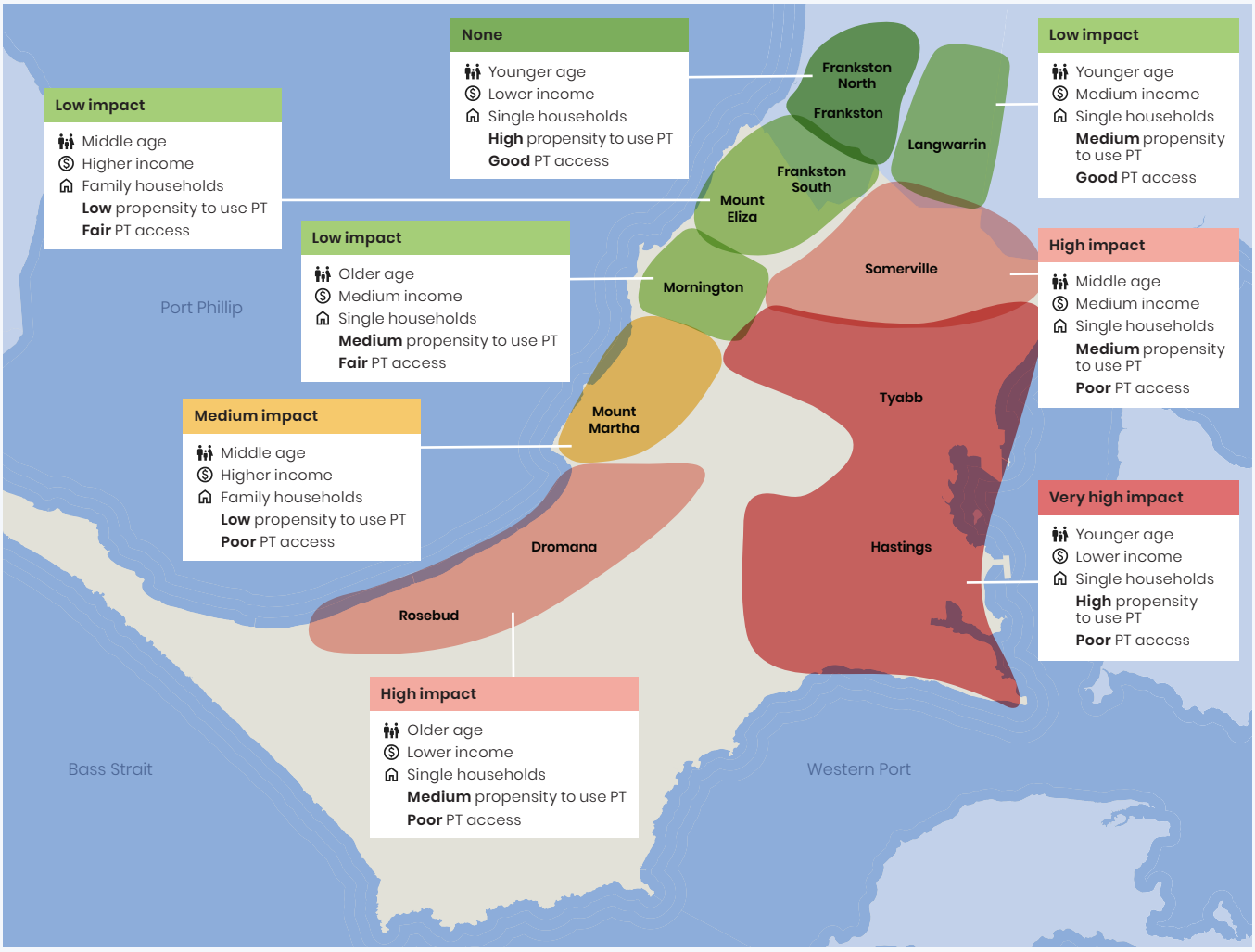
Aligned with: *State Advocacy Plan; Infrastructure Victoria Long-Term Strategy; Frankston to Baxter Preliminary Business Case*

8. Southern Peninsula bus reform

The southern Peninsula lacks efficient direct public transport services. The Shire will continue to advocate for improvements to the southern Peninsula's bus network to improve its access and connectivity:

- increase span and frequency of services in Rosebud and Dromana
- expand express operations for the southern Peninsula such as on route 887
- increase the service span on route 787 (beyond 15:00 and 7 days).

Figure 16. Map from *Baxter Electrification Preliminary Business Case* July 2019



Why this matters

Access equity
Improved footpaths and public transport make the Peninsula more accessible for residents who cannot or choose not to drive.

Health and wellbeing
Active travel helps tackle rising sedentary health risks, especially for young and older populations.

Climate action
Transport is responsible for 26 per cent of local emissions.

Economic efficiency
Reducing car dependency lowers household transport costs and supports local activity centre vibrancy.

Community alignment
80 per cent of residents in recent engagement prioritised better walking and cycling connections.

Actions summary: active and public transport

- Continue to advocate and seek external funding for the design and construction of the Peninsula Trail missing links.
- Continue to deliver the Principal Pedestrian Network, where feasible as shared user paths.
- Where no bicycle storage facilities exist within 200 metres of an activity centre or train station, the Shire will consider installation of appropriate solutions to improve public transport accessibility.
- Advocate to the State Government for the inclusion of the following cycling routes on the Principal Bicycle Network:
  - Point Nepean Road to the Nepean Highway via Arthurs Seat
  - Nepean Highway to Frankston-Flinders Road via Merricks North.
- Advocate to the State Government for delivery of the Principal Bicycle Network, with particular focus on these missing links:
  - **Nepean Highway, Mornington**
    Bentons Road to Bungower Road
  - **The Esplanade, Mount Martha**
    Bentons Road to Mount Martha Village – both sides
  - **Marine Parade, Safety Beach**
    Tunnel exit to pedestrian crossing.
- Advocate to the State Government for the delivery of interim safety improvements on the following sections of high speed roads on the PBN:
  - **Frankston-Flinders Road**
    Frankston → Balnarring → Flinders
  - **Point Nepean Road/Nepean Highway**
    Mornington → Dromana → Sorrento.
- Advocate to the State Government, and deliver (when on Shire roads) interim safety improvements on these high speed roads that are not on the PBN but are popular with cyclists:
  - **Boneo Road/Mornington-Flinders Road**
    Arthurs Seat corridor
  - **Balnarring Road/Merricks North connectors**
    Balnarring → Merricks → Red Hill
  - **Mornington-Tyabb Road/ Boundary Road**
  - **Coolart Road**
    Somerville – Balnarring corridor
  - **Red Hill Road/Arthurs Seat**
    Tourist loop roads
  - **Dromana – Red Hill Link/ Arthurs Seat Road.**
- Advocate to the State Government to increase the maximum legal age of footpath cycling in Victoria to 16 allowing less confident school age cyclists the opportunity to ride on the footpath.
- Advocate to the State Government to implement the east-west bus link between Mornington and Hastings.
- Advocate to State Government for reform the Western Port bus networks to be more direct, frequent and aligned with Stony Point line services to make public transport a more viable means of transport in Western Port.
- Advocate to State Government for the Stony Point uplift (20 minutes) in the short term and electrification of the Stony Point line in the long term, enabling more frequent metropolitan train access to Baxter, Tyabb, Somerville and Hastings.

3.3 Safety and accessibility

Objective

Create a safer, more inclusive transport network that reduces road trauma, removes access barriers for vulnerable users, and supports equitable and efficient use of public space.

Importance

The Mornington Peninsula continues to face critical transport safety and accessibility challenges. Over the last decade, more than 1,500 people have been seriously injured, and 75 lives have been lost on local roads. In 2019 alone, the Peninsula recorded 14 road fatalities, the highest of any Victorian municipality that year.

The ITS integrates safety and accessibility into the core of all transport planning but recognises that road trauma requires a dedicated and specialised response. For this reason, the *Mornington Peninsula Towards Zero 2020–2025 Road Safety Strategy* will remain a standalone but strongly aligned strategy, focused on eliminating deaths and serious injuries from the Shire's roads.

The ITS supports this strategy by identifying and prioritising high impact, deliverable infrastructure projects, policy improvements, and advocacy efforts that enhance safety and remove access barriers for people of all ages and abilities.

In line with best practice road safety principles, the ITS also supports the implementation of lower-speed zones in town centres. Lowering speed limits in mixed-use areas is internationally recognised as one of the most effective ways to reduce fatal and serious injuries, particularly for vulnerable road users such as pedestrians and cyclists. A recent Safe Active Streets trial in Western Australia found that reducing speeds to 30km/h not only lowered crash risk but also increased the number of people walking and riding, and improved perceptions of neighbourhood safety and amenity.

Challenges and inequities

1. **High risk intersections and road segments**

- Rural roads and suburban arterials with outdated designs and high speed limits are overrepresented in serious crash data.
- Intersections such as Uralla Road/Nepean Highway and Myers Road/Coolart Road are known crash hotspots.

2. **Town centre pressures and parking inefficiencies**

- Seasonal visitor surges, lack of wayfinding and parking congestion reduce safety and access in major commercial areas.
- Parking infrastructure does not always support equitable, efficient or inclusive transport behaviour.

Key supporting evidence

- According to 2021 Census data, 21.4 per cent of Mornington Peninsula residents live with disability.
- Over 30 per cent of trauma cases on Shire roads involve vulnerable users.
- More than 40 per cent of ITS survey respondents raised pedestrian safety or access as a key issue.
- Peak visitor periods bring a 30-40 per cent increase in traffic and activity in town centres.
- 150+ serious injury crashes annually on Peninsula roads.
- 14 Lives lost in 2019 alone, the highest of any municipality in Victoria that year.

Priority initiatives

1. Implement integrated road safety infrastructure

Ensure all road users and traffic modes are actively considered in the planning, design and delivery of road safety projects. While continuing to achieve strong safety outcomes for motorists, the Shire must adopt a more holistic approach that equally prioritises the needs of cyclists, pedestrians and other vulnerable road users. This includes integrating safe, accessible and connected infrastructure that supports shared road use and reduces risk across the entire transport network.

Aligned with: *Towards Zero Road Safety Strategy 2020–2025*

2. Continued delivery of the *Towards Zero Road Safety Strategy* (Shire-led delivery)

In consultation with the community, expand traffic calming, blackspot upgrades and safer crossings in alignment with the Shire's road trauma reduction targets.

Aligned with: *Towards Zero Road Safety Strategy 2020–2025*

3. Parking on the peninsula – develop a Shire-wide parking management policy (Shire-led delivery)

The Mornington Peninsula faces several strategic parking challenges driven by changing land use patterns, visitation trends and car dependent travel behaviour. Parking is not only an issue of supply, but a key lever within the transport system that influences accessibility, safety, travel behaviour and place outcomes.

Seasonal tourism places significant pressure on parking in coastal towns, resulting in congestion, increased vehicle circulation and reduced amenity during peak periods. At the same time, ongoing infill development is increasing demand in areas where onsite parking provision is limited.

There is a clear need for a comprehensive parking management policy that establishes a strong strategic framework while providing practical, operational guidance for managing parking across towns and precincts. Such a policy will enable a consistent and proactive approach that treats parking as a shared, finite public resource and balances turnover, access, safety, local economic activity and place outcomes.

The policy should articulate a staged parking intervention hierarchy, ensuring that monitoring and demand management measures such as time limits, prioritisation, permits, wayfinding and targeted enforcement are exhausted before higher order interventions or consideration of new parking supply. New parking supply should not be treated as a default response to parking pressure.

The policy should define clear performance benchmarks to guide decision making, including target peak parking occupancy levels of approximately 85 per cent, recognising that these benchmarks inform judgement rather than operate as automatic triggers for intervention. Exceedance of benchmarks should be assessed in conjunction with local context, safety considerations, seasonal variation and land use characteristics. A clear policy position on paid parking should also be articulated, noting that paid parking is not currently endorsed and may only be considered in future with Shire approval, further analysis and community engagement.

Place based parking management should sit at the centre of the policy, recognising that parking issues vary significantly between activity centres, residential areas, foreshore precincts, schools, industrial areas and highly seasonal visitor destinations. In larger centres, parking management should be delivered through precinct based plans supported by the Shire-wide policy framework. Collectively, these measures will support more efficient use of existing parking resources, improved safety and accessibility, and better alignment between parking, transport and land use objectives across the Peninsula.

Informed by: *Parking Precinct Plans (2021); Community Engagement 2024*

4. Educating, engaging and collaborating with the community on school time safety concerns (Shire-led and State Government advocacy)

The Shire will continue to work closely with schools and communities to manage traffic and safety concerns around schools and submit specific projects on Shire roads for Council's consideration through the budget process or grant process. Officers will continue to advocate to State and Federal Government for safety improvements on State managed roads.

5. Sorrento summer traffic congestion

Traffic congestion in Sorrento during summer has been an ongoing community concern with high tourist demand, ferry connections and only two key arterial connections. Traffic counts and parking occupancy surveys were undertaken during the 23/24 Christmas period in Sorrento to understand the key causes of traffic congestion in Sorrento. Traffic modelling was then undertaken to assess the functional capacity of the two key intersections, Ocean Beach Road/Melbourne Road and Ocean Beach Road/Point Nepean Road intersections, during the summer traffic peak. This was to ascertain whether the intersections are failing due to the traffic volumes or for other reasons.

The modelling outputs indicate that the existing intersections at Ocean Beach/Melbourne Road and Ocean Beach Road/Point Nepean Road are capable of coping with the traffic volumes during the Christmas peak. The results suggest that the queueing along Point Nepean Road and Melbourne Road is a result of motorists waiting to park in Ocean Beach Road, and not the intersections' capacity.

To help reduce congestion along the Point Nepean Road corridor, the Shire is developing a parking wayfinding signage package for the Point Nepean Road and Melbourne Road approaches to Sorrento as well as options to increase parking in Morce Avenue.

In addition, a trial of a temporary closure of the mouth of Ocean Beach Road at its intersection with Point Nepean Road during the peak summer period will be investigated, in consultation with the chamber of commerce, local emergency services and the community. The intent of this trial would be to improve traffic flow and reduce congestion as a result of motorists waiting for a park queuing back along Point Nepean Road.

Why this matters

Quality of life, health and safety
Improving safety and accessibility is not just a technical priority it's about quality of life, health and safety:

- reduces the risk of death or injury on local roads
- enables vulnerable road users to move independently and safely
- creates more welcoming, accessible town centres for residents and visitors
- improves the use of public space and reduces traffic conflicts.

Actions summary: safety and accessibility

- Implement integrated road safety infrastructure by ensuring all road users and traffic modes are actively considered in the planning, design and delivery of road safety projects.
- Continue delivery of the *Towards Zero Road Safety Strategy* by expanding traffic calming, blackspot upgrades and safer crossings in alignment with the Shire's road trauma reduction targets and in consultation with the community.
- Develop a Shire-wide parking management policy.
- Continue to work closely with schools and communities to manage traffic and safety concerns around schools and continue to advocate to State and Federal Government for safety improvements on State managed roads.
- Continue to develop and implement parking wayfinding and options to increase parking in Sorrento, including investigating a trial of a temporary closure of Ocean Beach Road at its intersection with Point Nepean Road during the peak summer period.

3.4 Resilience and future readiness

Objective

Strengthen the Mornington Peninsula's transport network to be climate resilient, technologically adaptable, and capable of supporting projected population growth and industrial developments, particularly around the Port of Hastings.

Building a future-ready transport network

The Mornington Peninsula is at a transport futures juncture, facing challenges from climate change, technological evolution and industrial expansion. Transport contributes significantly to these challenges, accounting for **26 per cent of the region's total emissions**.

Additionally, the anticipated growth in freight activity due to developments at the Port of Hastings necessitates proactive infrastructure planning to accommodate increased demand.

The ITS is committed to enhancing the resilience and adaptability of the transport network through strategic investments in sustainable infrastructure, integration of emerging technologies, and alignment with State-led industrial growth.

Challenges

1. **High transport emissions**

- Transport is the second largest source of emissions in the Shire, contributing 26 per cent of total emissions.
- High private vehicle usage exacerbates carbon output, with 41.2 per cent of households owning two motor vehicles and 20.6 per cent owning three or more, compared to the Victorian averages of 36.9 per cent and 18.4 per cent, respectively.

2. **Freight and industrial expansion**

- Victoria's freight volumes are projected to more than double over the next three decades, with significant implications for the Port of Hastings and the surrounding industrial land:
    - existing transport infrastructure may be inadequate to support the anticipated increase in freight movement, necessitating targeted upgrades.

3. **Technological advancements and infrastructure readiness**

- The demand for EV charges is growing across the region.
- The absence of smart transport technologies, such as real-time traffic management systems, limits the efficiency and responsiveness of the current network.

Key supporting evidence

- **26 per cent of total emissions** in the Shire are from transport, underscoring the need for sustainable transport solutions.
- **41.2 per cent of households** own two motor vehicles, and **20.6 per cent own three or more**, indicating high car dependency compared to state averages.
- **Freight volumes** in Victoria are expected to more than double in the next 30 years, impacting infrastructure demands around the Port of Hastings.
- **Public EV charging demand** is increasing on the Peninsula, highlighting the need for infrastructure expansion. This expansion will be privately led and the Shire will enable EV charging infrastructure in Shire owned carparks.

Priority initiatives

1. Western Port freight corridor planning (Shire and State Government collaboration)

Freight movement and demand is increasing not only across Victoria, but notably also throughout the Peninsula given the regional importance of the Port in the Peninsula's east. Many of the existing freight corridors are either in need of significant infrastructure upgrades or are currently underutilised.

The primary north-south freight corridors on the Peninsula are the Western Port Highway, Mornington Peninsula Freeway and Frankston-Flinders Road (which is not acknowledged as a freight corridor on the Principal Freight Network). East-west corridors such as Mornington-Tyabb Road, Bungower Road, Eramosa Road and Graydens Road perform a secondary corridor function getting freight to these primary corridors.

Assessment of freight corridors within the Western Port Region demonstrate that Frankston-Flinders Road is currently the most utilised freight corridor. Frankston-Flinders Road carries substantially higher volumes than other key routes, including Bungower Road, Western Port Highway, Tyabb-Tooradin Road, Eramosa Road West, Mornington-Tyabb Road and Peninsula Link.

Frankston-Flinders Road as the most utilised north-south freight corridor route is problematic since the route bisects Somerville and Tyabb towns. The Shire has been receiving complaints from residents regarding the volumes of heavy vehicles that travel through these towns, including safety and noise concerns and the associated deterioration of the road due to the higher vehicle mass demands.

It is evident that continued use of Frankston-Flinders Road as the primary north-south freight route between the Port and Peninsula Link is not sustainable.

Most (if not all) of the freight planning literature recommend that Western Port Highway becomes the principal freight route between the Port and the metropolitan areas further north and northwest.

Council's preferred Western Port freight network is shown in Figure 18.

Figure 17. Existing Principal Freight Network in the Western Port region

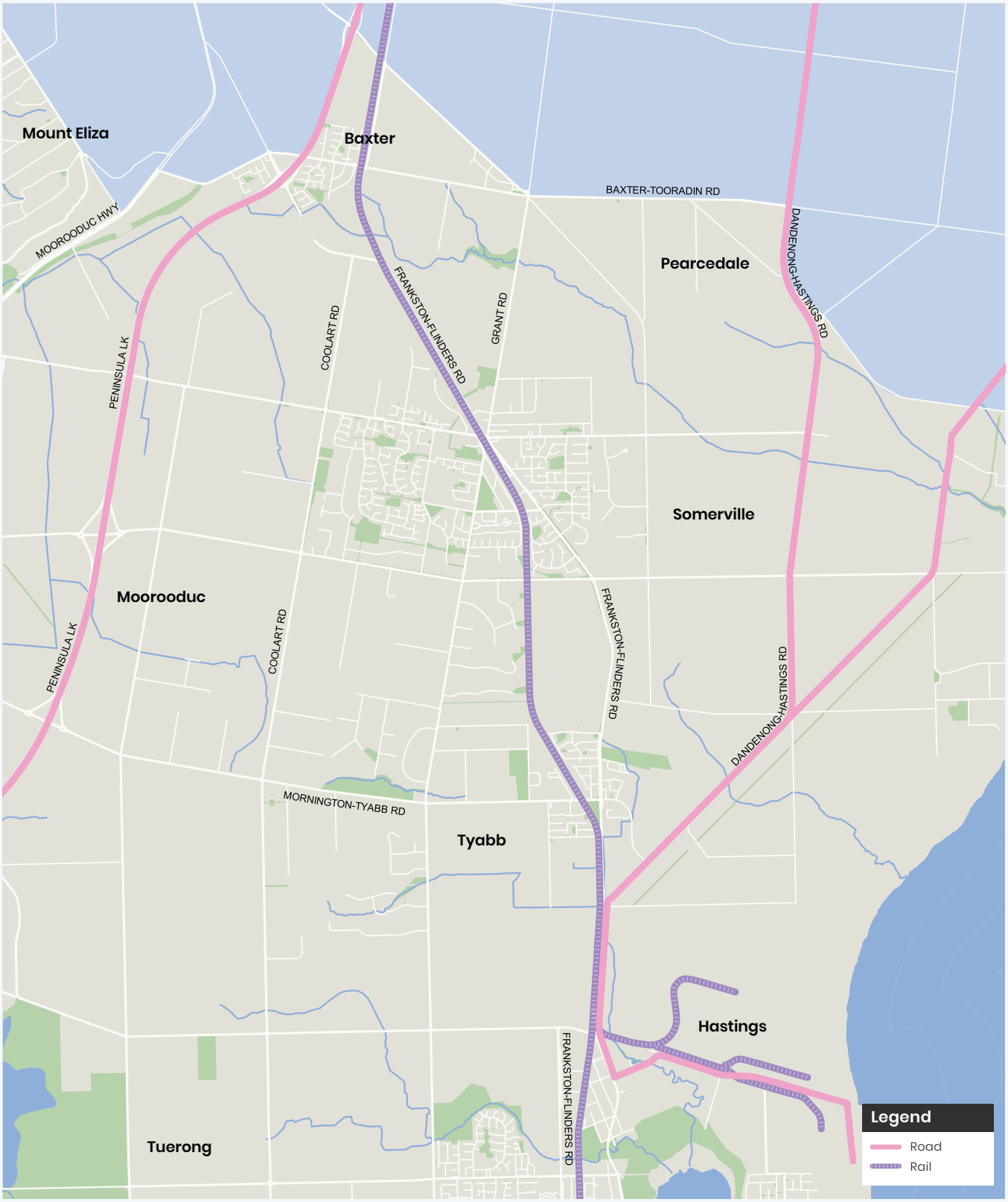


Figure 18. Recommended Western Port freight routes

The Shire will advocate to State Government for the delivery of this freight network, including:

- Upgrading of Western Port Highway to a freeway and increasing mass limits on bridges along this route.
- Establishing Mornington-Tyabb Road as the key east-west freight route by upgrading Mornington-Tyabb Road to a high standard arterial, including careful management of the interface with Tyabb and consideration of upgrading the current half diamond interchange with Peninsula Link to a full diamond.
- Reclassification of Marine Parade, Barclay Crescent, Bayview Road and Long Island Drive given these roads link the port to the principal access routes, namely Frankston-Flinders Road and Western Port Highway.
- Implementation of truck deterrent measures on Frankston-Flinders Road through Somerville and Tyabb (for example, 40km/h speed limits, raised safety platforms, freight curfews, mass limits) to deter trucks from using this route given it is not on Victoria's Principal Freight Network.
- A review of the Principal Freight Network classifications and B-double network to align with the preferred Western Port freight routes.

Another east-west and north-south connector is Coolart Road – Graydens Road, however, Graydens Road is a Shire Road (not a State road). It could fulfil the purpose of a secondary north-south freight route connecting into Peninsula Link. However, this would likely require road improvements and an upgrade of the Graydens Road/Frankston-Flinders Road intersection.

Another east-west connector is Bungower Road which sits north of Mornington-Tyabb Road. However, this is a Shire road (not a State road). It also does not have a public acquisition overlay along it (unlike Mornington-Tyabb Road), making widening of this road beyond the existing road reserve very difficult.

If, in the future, freight demands require a secondary east-west freight route, Bungower Road and or Graydens Road could be considered for this purpose. However, this would be subject to the roads being declared a State arterial and any upgrades being within the existing road construction footprint and funded by the State Government.

Aligned with: *Navigating our Port Futures Strategy (2022); Infrastructure Strategy (2018); Port Development Strategy (2018)*

2. Freight volume thresholds for emerging freight concerns (policy position)

To ensure future transport planning and infrastructure investment respond effectively to emerging industrial pressures and land use changes, the following thresholds and policy directions will guide Council's decisions.

Freight and logistics

- **Freight volume threshold**
  The Shire to investigate source and causes when freight traffic exceeds 20 per cent of total vehicle volume on a given corridor for a 3-month time period that isn't part of Council's nominated Principal Freight Network and consider reasonable traffic management solutions (from VicRoads SCATS or tube count data).
- **Local road freight risk**
  The Shire to investigate source and causes when local/collector roads carry >10 per cent heavy vehicle traffic for a 3-month time period and consider reasonable traffic management solutions.

3. *Transport Asset Management Plan* and renewal program (Shire-led delivery)

The *Transport Asset Management Plan* establishes a comprehensive framework for managing the Shire's $1.53 Billion transport network over a ten-year period. It defines how the Shire will maintain, renew and invest in its roads, pathways, bridges, carparks and related infrastructure to deliver safe, reliable and accessible transport services for the community. The Shire also has its *Road Corridors Contract* and a *Road Management Plan* which are the mechanisms that deliver and set reasonable requirements for maintenance activities across Shire owned roads.

The *Transport Asset Management Plan* prioritises investment and renewal activities using a data-driven approach that focuses on asset condition, service performance through traffic count data and community risk through road crash data. Assets are assessed and ranked based on their criticality, functional performance and lifecycle cost to ensure that limited funding delivers the greatest overall network benefit.

Renewal and improvement funding prioritisation will largely be guided by asset condition, with traffic count data and road crash data forming key supporting inputs to ensure any renewal and improvement initiatives allow for the future needs of the Mornington Peninsula road network. As part of any road renewal, opportunities to improve road safety for vehicles, pedestrians and cyclists will also be explored, subject to available budgets. The Shire will publish on its website an annual program of road renewal projects.

Aligned with: *Asset Plan (2025/26 – 2035/36); Asset Management Strategy (2025 - 2035)*

4. Electric vehicle charging infrastructure expansion (privately-led delivery)

To support the roll out of electric vehicles, the Shire will facilitate expansion of electric vehicle charging infrastructure network on the Peninsula through tenancy of Council land where appropriate. Explore revenue raising opportunities as part of this. Where appropriate, the Shire may identify strategic sites such as Mornington, Hastings, Flinders and Rosebud and facilitate delivery through a competitive process e.g. expression of interest. This may include entering into licence agreements with the private operators to enable installation and ongoing management of the charging infrastructure. This initiative aims to support the transition to low emission vehicles.

5. Investigation of emerging smart transport technologies (Shire-led delivery)

The Shire will pilot smart transport solutions, including real-time traffic monitoring, adaptive signal control, and intelligent parking systems where appropriate. These technologies may enhance traffic flow, reduce congestion, and improve user experience. Expand existing real travel time sign network to assist manage congestion.

6. Continued rollout of electric bus fleet (State Government advocacy)

The continued rollout of an electric bus fleet by Public Transport Victoria is a key step toward a more sustainable and efficient transport network. Electric buses will reduce emissions, be more resilient and provide quieter, more comfortable journeys for passengers. Ongoing investment and support from State and Federal Government will be important to ensure the necessary infrastructure and services keep pave with this transition.

7. Unmade road and carpark construction (policy position)

Mornington Peninsula Shire manages approximately 1,400 kilometres of sealed roads and 370 kilometres of unsealed roads. Each year, the Shire receives numerous requests for sealing, dust suppression and maintenance of unsealed roads and carparks. Due to resource constrains and the need to prioritise the maintenance and renewal of existing sealed road assets, Council is unable to commit to sealing all remaining unsealed roads and carparks.

In considering requests for the sealing of unsealed roads and carparks, Council is guided by principles that align with the *Asset Plan 2025-2036* and support sustainable investment decisions. Priority is given to maintaining and renewing existing infrastructure ahead of new or upgraded works, unless specific circumstances justify further investigation. Capital investment decisions are informed by:

- current and future community needs
- improved social, environmental and economic outcomes
- sound business, investment and risk assessment principles.

The Shire will only investigate and progress the sealing of unsealed roads or carparks where one or more of the following circumstances apply:

- **Community-led special charge schemes**, where a group of property owners support construction through a special charge scheme in accordance with the *Infrastructure Works Special Charge Schemes Policy* under the *Local Government Act 1989*, with costs recovered from those receiving special benefit.
- **Significant land use changes**, where a proposed development or change in land use results in increased demand or impact on an unsealed road, and contributions are sought from the developer or proponent.
- **Unsustainable environmental risks**, where standard maintenance cannot adequately mitigate risks such as uncontrolled water flow causing potential land slip, or high levels of sediment runoff into surrounding waterways. In these cases, sealing may be considered as a risk mitigation measure, including through a special charge scheme.
- **Unacceptable road safety risks**, where a verified safety risk cannot be reasonably addressed through standard treatments. This may include roads in high-speed environments requiring traffic improvements, roads with high use by vulnerable road users or location with ongoing reported crash data or near-miss incidents linked to surface conditions. Detailed traffic investigations are required before any works proceed.

If a road is unmade, it will remain unmade in most cases unless one of the above criteria is met. Requests for sealing are assessed against these principles and circumstance, and are subject to funding availability, technical feasibility and Shire priorities.

Why this matters

Environmental sustainability
Reducing transport emissions is crucial for achieving Victoria and Australia's emissions targets and improving air quality.

Economic growth
Upgrading freight corridors supports industrial expansion and ensures the Peninsula remains competitive in logistics and trade.

Technological adaptation
Embracing emerging transport technologies enhances network efficiency and prepares the Shire for future mobility trends.

Western Port freight access infrastructure
Western Port's role as a state-significant freight and industrial precinct is growing, but arterial roads are not equipped to accommodate this increase in heavy vehicle movements.

Actions summary: resilience and future readiness

- Advocate to the State Government for the delivery of the preferred Western Port freight network, including:
  - upgrading of Western Port Highway to a freeway and increasing mass limits on bridges along this route
  - establishing Mornington-Tyabb Road as the key east-west freight route by upgrading Mornington-Tyabb Road to a high standard arterial, including careful management of the interface with Tyabb and consideration of upgrading the current half diamond interchange with Peninsula Link to a full diamond
  - reclassification of Marine Parade, Barclay Crescent, Bayview Road and Long Island Drive given these roads link the Port to the principal access routes, namely Frankston-Flinders Road and Western Port Highway
  - implementation of truck deterrent measures on Frankston-Flinders Road through Somerville and Tyabb (for example, 40km/h speed limits, raised safety platforms, freight curfews, mass limits) to deter trucks from using this route given it is not on Victoria's Principal Freight Network
  - a review of the Principal Freight Network classifications and B-double network to align with the preferred Western Port freight routes.
- Use the freight volume threshold and local road freight risk to determine when action is needed to address emerging freight concerns.
- Use asset condition data to prioritise renewal and improvement funding, with traffic count data and road crash data forming key supporting inputs to ensure any renewal and improvement initiatives allow for the future needs of the Mornington Peninsula road network.
- Publish the annual program of road renewal projects on the Shire's website.
- Support the development of EV charging infrastructure on Shire owned or managed land where there is a demonstrated market need.
- Pilot smart transport solutions, including real-time traffic monitoring, adaptive signal control, and intelligent parking systems where appropriate.
- Advocate to State Government for the continued rollout of an electric bus fleet by Public Transport Victoria.
- Only investigate and progress the sealing of unsealed roads or carparks where one or more of the following circumstances apply:
  - community-led special charge schemes, where a group of property owners support construction through a special charge scheme in accordance with the *Infrastructure Works Special Charge Schemes Policy* under the *Local Government Act 1989*, with costs recovered from those receiving special benefit
  - significant land use changes, where a proposed development or change in land use results in increased demand or impact on an unsealed road, and contributions are sought from the developer or proponent

- unsustainable environmental risks, where standard maintenance cannot adequately mitigate risks such as uncontrolled water flow causing potential land slip, or high levels of sediment runoff into surrounding waterways; in these cases, sealing may be considered as a risk mitigation measure, including through a special charge scheme
- unacceptable road safety risks, where a verified safety risk cannot be reasonably addressed through standard treatments. This may include roads in high speed environments requiring traffic improvements, roads with high use by vulnerable road users or location with ongoing reported crash data or near-miss incidents linked to surface conditions. Detailed traffic investigations are required before any works proceed.

4. Implementation and monitoring

4.1 Delivering the *Integrated Transport Strategy*

The Mornington Peninsula Shire's *Integrated Transport Strategy – Transport to 2040*, outlines a strategic vision for a more connected and equitable transport network. To ensure successful delivery, implementation must be well structured, continuously monitored and adaptable to future needs, funding opportunities and community expectations.

The ITS implementation and priority projects will be driven through:

- **Shire-led capital works** (e.g. footpaths and local road upgrades)
- **State government partnerships and advocacy** (e.g. public transport expansion, freeway extensions, arterial road upgrades, rail projects)
- **community and stakeholder alignment** (e.g. local business, schools, service providers)
- **transparent monitoring and reporting** Using evidence based performance indicators.

4.2 State Government collaboration

The ITS cannot succeed without strong coordination with the Victorian Government, whose leadership is essential in delivering large scale infrastructure and policy shifts.

Key areas of collaboration include:

- **Stony Point line uplift (20 minutes) and bus service improvements** aligned with the *Transport Integration Act* and Victoria's *Zero Emissions Vehicle Roadmap*
- **strategic road upgrades** including Mornington-Tyabb Road, Western Port freight corridors, southern Peninsula network planning and analysis, and cycling corridor upgrades
- **port and industrial growth planning** in coordination with the *Navigating our Port Futures Strategy* and Infrastructure Victoria's freight frameworks
- **smart mobility pilots** such as traffic signal upgrades, data collection platforms and shared mobility integration.

This partnership approach ensures alignment with state funding streams, land use planning policies, and long-term regional priorities.

4.3 Strategic reviews and action plans

A set of action for monitoring and evaluation will underpin the delivery of the *Integrated Transport Strategy*. This will include:

- **annual progress reporting** to Council and the public
- **four-yearly strategic reviews**, adapting the strategy based on data, funding and community needs.

4.4 Transport to 2040 – actions

S: 12 months **M:** 2-5 years **L:** 5-10+ years **O:** ongoing

Action	Timeframe	Lead
Integrated Transport Strategy – Transport to 2040		
Conduct a review and update relevant sections of the *Integrated Transport Strategy* on a 4 yearly schedule or within 12 months of the start of each new council term.	M	Shire
Advocate for transport infrastructure at all State and Federal elections.	O	Shire
Enhanced connectivity		
Advocate to State Government for the delivery of the Mornington-Tyabb Road upgrade.	O	Shire
Advocate to the State Government for the delivery of the Jetty Road overpass and freeway duplication to Boneo Road.	O	Shire
Undertake a corridor study of Bungower Road, Mornington to identify key sources of traffic congestion and infrastructure priorities to reduce congestion.	S	Shire
Advocate to State Government to progress the southern Peninsula transport network planning and identify a preferred future transport corridor that considers economic, social and environmental impacts, with particular attention to the Tootgarook Wetlands, ensuring ecological, hydrological and cultural values are protected.	S	Shire
Advocate to the State Government that they allow community access to the existing State Government land that is reserved for the freeway in the interim whilst a decision is made on the preferred future transport corridor.	S	Shire
Use the speed and volume thresholds to determine when emerging congestion issues require a corridor study to understand the source of the additional traffic and identify options to address this congestion.	S	Shire

Action	Timeframe	Lead
Active and public transport		
Advocate and seek external funding for the design and construction of the Peninsula Trail missing links.	O	Shire
Continue to deliver the Principal Pedestrian Network, where feasible as shared user paths.	O	Shire
Where no bicycle storage facilities exist within 200 metres of an activity centre or train station, consider installation of appropriate solutions to improve public transport accessibility.	S	Shire
Advocate to the State Government for the inclusion of the following cycling routes on the Principal Bicycle Network: • Point Nepean Road to the Nepean Highway via Arthurs Seat • Nepean Highway to Frankston-Flinders Road via Merricks North.	O	Shire
Advocate to the State Government for delivery of the Principal Bicycle Network, with a particular focus on these missing links: • **Nepean Highway, Mornington** Bentons Road to Bungower Road – both sides • **The Esplanade, Mount Martha** Bentons Road to Mount Martha Village – both sides • **Marine Parade, Safety Beach** Tunnel exit to pedestrian crossing.	O	Shire
Advocate to the State Government, and deliver (when on Shire roads) interim safety improvements on these high speed roads that are not on the PBN but are popular with cyclists: • **Boneo Road/Mornington-Flinders Road** Arthurs Seat corridor • **Balnarring Road/Merricks North connectors** Balnarring → Merricks → Red Hill • **Mornington-Tyabb Road/Boundary Road** • **Coolart Road** Somerville – Balnarring corridor • **Red Hill Road/Arthurs Seat** Tourist loop roads • **Dromana – Red Hill Link/Arthurs Seat Road.**	O	Shire

Action	Timeframe	Lead
Advocate to the State Government for the delivery of interim safety improvements on the following sections of high speed roads on the PBN: • **Frankston-Flinders Road** Frankston → Balnarring → Flinders • **Point Nepean Road/Nepean Highway** Mornington → Dromana → Sorrento.	O	Shire
Advocate to the State Government to increase the maximum legal age of footpath cycling in Victoria to 16 allowing less confident school age cyclists the opportunity to ride on the footpath	O	Shire
Advocate to the State Government to implement the east-west bus link between Mornington and Hastings.	S	Shire
Advocate to State Government for reform the Western Port bus networks to be more direct, frequent and aligned with Stony Point line services to make public transport a more viable means of transport in Western Port.	O	Shire
Advocate to State Government for the Stony Point uplift (20 minutes) in the short term and electrification of the Stony Point line in the long term, enabling more frequent metropolitan train access to Baxter, Tyabb, Somerville and Hastings.	O	Shire
Safety and accessibility		
Implement integrated road safety infrastructure by ensuring all road users and traffic modes are actively considered in the planning, design and delivery of road safety projects.	O	Shire
Continue delivery of the *Towards Zero Road Safety Strategy* by expanding traffic calming, blackspot upgrades and safer crossings in alignment with the Shire's road trauma reduction targets and in consultation with the community.	O	Shire
Develop a Shire-wide parking management policy.	S	Shire
Continue to work closely with schools and communities to manage traffic and safety concerns around schools and continue to advocate to State and Federal Government for safety improvements on State managed roads.	O	Shire
Continue to develop and implement parking wayfinding and options to increase parking in Sorrento, including investigating a trial of a temporary closure of Ocean Beach Road at its intersection with Point Nepean Road during the peak summer period.	S	Shire

Action	Timeframe	Lead
Resilience and Future Readiness		
Advocate to the State Government for the delivery of the preferred Western Port freight network, including: • upgrading of Western Port Highway to a freeway and increasing mass limits on bridges along this route • establishing Mornington-Tyabb Road as the key east-west freight route by upgrading Mornington-Tyabb Road to high-standard arterial, including careful management of the interface with Tyabb and consideration of upgrading the current half diamond interchange with Peninsula Link to a full diamond • reclassification of Marine Parade, Barclay Crescent, Bayview Road and Long Island Drive given these roads link the port to the principal access routes, namely Frankston-Flinders Road and Western Port Highway • implementation of truck deterrent measures on Frankston-Flinders Road through Somerville and Tyabb (for example, 40km/h speed limits, raised safety platforms, freight curfews, mass limits) to deter trucks from using this route given it is not on Victoria's Principal Freight Network • A review of the Principal Freight Network classifications and B-double network to align with the preferred Western Port freight routes.	S	Shire
Use the freight volume threshold and local road freight risk to determine when action is needed to address emerging freight concerns.	O	Shire
Use asset condition data to prioritise renewal and improvement funding, with traffic count data and road crash data forming key supporting inputs to ensure any renewal and improvement initiatives allow for the future needs of the Mornington Peninsula road network.	O	Shire
Publish the annual program of road renewal projects on the Shire's website.	S	Shire
Support the development of EV charging infrastructure on Shire owned or managed land where there is a demonstrated market need.	O	Privately led
Pilot smart transport solutions, including real-time traffic monitoring, adaptive signal control, and intelligent parking systems where appropriate.	N	Shire
Advocate to State Government for the continued rollout of the electric bus fleet by Public Transport Victoria.	O	Shire
Only investigate and progress the sealing of unsealed roads or carparks where one or more of the circumstances outlined in the *Integrated Transport Strategy* apply.	O	Shire

Appendix A

PPN Prioritisation Methodology

Pedestrian safety and risk: 60%		Parameters	Weight	
Road safety	**Justification**	**30%**	**Score**	**%**
Speed limit Is the proposed path on a high speed road?	Vehicle speeds determine the level of risk for serious or fatal pedestrian accidents.	>60km/h	5	10
		50km/h	4	
		40km/h	2	
		Below 40km/h	1	
Traffic volume Is the proposed path on a busy road?	Higher traffic volumes increase the likelihood of pedestrian/ vehicle conflict.	>5000vpd	5	10
		2001-5000vpd	4	
		501-2000vpd	3	
		201-500vpd	2	
		0-200vpd	1	
Pedestrian crash Has there been a pedestrian crash along the road?	Evidence of pedestrian road trauma identifies high risk.	Yes	5	10
		No	0	
Pedestrian type	**Justification**	**15%**	**Score**	**%**
Age of residents Do people over 65 or children under 14 live in the immediate catchment?	More vulnerable road users determine how critical is the need for a footpath, e.g. young children are safer if they can walk off the road.	100+	5	15
		50-100	4	
		30-50	3	
		15-30	2	
		<15	1	
Topography	**Justification**	**15%**	**Score**	**%**
Room to walk Is there ability for pedestrians to walk along the road or the edge of the road?	"Narrower road widths do not provide space for pedestrians to walk outside of vehicle paths. Roadside designated parking restricts access and increases risk to pedestrians."	Narrow road width <6m	5	7.5
		Extensive designated roadside parking	4	
		Medium road width between 6m-8m	2	
		Wide road width 8m or more	0	
Terrain and visibility Is there safe passage on or alongside the road or naturestrip for pedestrians?	The road shoulder and nature strip environment influence how close pedestrians may be to vehicles, and the road alignment affects the visibility of pedestrians.	Very poor (e.g. hilly/curvy, narrow/no shoulder/ nature strip, poor sightlines and gradients)	5	7.5
		Poor (e.g. walking difficult but possible)	3	
		Average (i.e. some impediments to walking)	2	
		Good/very good (e.g. straight/flat, wide shoulder/ nature strip, good sightlines and gradients)	0	

Connectivity and accessibility: 40%		Parameters	Weight	
Local connectivity	**Justification**	**20%**	**Score**	**%**
Close to essential services Is the proposed path within an 800 metre radius of these destinations? (pick highest scoring location if multiple locations are nearby)	Residents have convenient access to regular services and activities. This reduces the need to travel via car for to key daily tasks and experiences.	Education facilities	5	15
		Employment hubs and shops	5	
		Community facilities	4	
		Foreshore, parks and reserves	4	
		Health facilities	3	
		Retirement villages	3	
Transport nodes Does this proposed path allow direct access to transport nodes? (Bus/train/ferry)	Promotes active transport and commuting via public transport.	Yes	5	5
		No	0	
Community demand	**Justification**	**15%**	**Score**	**%**
Population density Does this proposed PPN path service higher populated pockets (based on ABS census data)?	Greater potential demand to use path with a high population catchment.	81-100 persons p/ha	5	15
		41-80 persons p/ha	4	
		21-40 persons p/ha	3	
		11-20 persons p/ha	1	
		0-10 persons p/ha	0	
Network	**Justification**	**5%**	**Score**	**%**
Alternative route Is there a nearby accessible alternative routeto the proposed PPN footpath?	This ensures that routes that are considered unsuitable for footpaths or are a low priority can still be serviced by a nearby path.	No	5	5
		Yes	0	
Further investigation	**Justification**			
Cultural heritage Does the proposed path run through an area of cultural sensitivity?	Cultural heritage must be preserved where possible.	N/A	NA	Yes/No
Biodiversity Does the proposed path run through an area of environmental significance?	Biodiversity must be preserved where possible.	N/A	NA	Yes/No
Does the proposed path present any constructability issues, such as need for drainage relocation, retaining wall, boardwalk, etc?	Constructability determines the feasibility of footpath within budget and other constraints.	N/A	NA	Yes/No
Existing path Does the proposed PPN already have a footpath on one side of the road?	If the road is a higher function road then it could be appropriate to have a footpath on both sides of the road, e.g. arterial road or local arterial road.	N/A	NA	Yes/No

Appendix B

Updated Priority Footpath Construction List

The top 20 priority PPN footpaths are shown below. The broader list of 118 footpaths is available on the Shire website.

#	Ranking		Proposed footpath	Town	Total score
1	1		Nepean Highway*	Dromana	87.5
2	2		Boundary Road*	Dromana	76.5
3	3		Bruce Road	Mount Martha	75.5
4	4		Pickings Road	Safety Beach	73.5
5	5		Nepean Highway*	Mornington	71
6	5		Capel Avenue	Capel Sound	71
7	7		Tallis Drive	Mornington	69.5
8	8		Austin Road	Somerville	69
9	9		Esplanade	Mornington	68.5
10	9		Somerset Drive	Mount Martha	68.5
11	10		Bungower Road	Somerville	68
12	11		Governors Road	Crib Point	67
13	11		Balaka Street	Capel Sound	67
14	11		Elizabeth Avenue	Capel Sound	67
15	12		Barkly Street	Mornington	65.5
16	13		Country Club Drive	Safety Beach	63
17	13		Bath Street	Mornington	63
18	13		Koetong Parade	Mt Eliza	63
19	14		Wood Street	Flinders	62.5
20	14		Nepean Hwy (east side)	Mount Eliza	62.5

Biodiversity and/or cultural heritage impacts

Constructability issues

Footpath is in design or construction stage

Appendix C

Integrated and supporting strategies

C.1 Strategic consolidation through the *Integrated Transport Strategy*

The *Integrated Transport Strategy* provides a unified framework that consolidates the Mornington Peninsula Shire's transport related planning into a single, forward focused strategy. Through this integration, several existing Council strategies have been superseded. Their insights, actions and recommendations are now embedded directly into the objectives and action plans of this Strategy.

This approach enhances clarity, reduces duplication, and ensures a streamlined basis for decision making, investment, and implementation across the Peninsula's transport network.

C.2 Superseded and integrated Council strategies

The following Council strategies and supporting documents have been fully incorporated into the development of the ITS.

Superseded by the ITS:

- **Pedestrian Access Strategy 2024-2034**
  The Principal Pedestrian Network (PPN) methodology and strategic direction are now embedded in the ITS footpath planning framework throughout section 3.2.
- **Ridesafe Cycling Strategy 2014**
  The intent to provide opportunities for residents and visitors to use bicycles as a means of transport to undertake exercise and participate in recreational activities has been covered throughout section 3.2 of the ITS.
- **Unmade Roads Construction Strategy 2006**
  Previously used to guide capital delivery of road sealing. Policy position change to only consider sealing a road in the circumstances outlined in section 3.4
- **Unmade Carpark Construction Strategy 2015**
  Previously used to guide capital delivery of carpark sealing. Policy position change to only consider sealing a carpark in the circumstances outlined in section 3.4.
- **Sustainable Transport Strategy 2016**
  Replaced by updated policies, project priorities, under objectives 2 and 4.
- **Road Improvement Strategy 2018**
  Strategic corridor upgrades and project references now appear under objectives 1 and 4.

C.3 Ongoing Council strategies and supporting frameworks

The following strategies continue to operate in parallel with the ITS as live, Council endorsed documents:

- **Towards Zero Road Safety Strategy 2020–2025**
  This remains an active and independent strategy with its own monitoring, funding, and delivery framework. The ITS reinforces its objectives through the integration of safety principles and targeted infrastructure projects aligned with the safe system approach.
- **Peninsula Trail Masterplan 2025**
  The Peninsula Trail network continues to be delivered through this masterplan. The ITS draws from and supports its implementation, particularly in advancing high priority links that promote regional active transport connectivity.
- **Our Urban Forest Strategy 2024–2034**
  Our Urban Forest Strategy is an active and independent strategy with its own monitoring, funding and delivery framework. The ITS is supported by its implementation, particularly in relation to the target to increase canopy cover of Principal Pedestrian Network routes to 60 per cent and promote active transport.

Mornington
Peninsula Shire