

Berwick Health and Education Precinct: Casey Amendment C207 (Part 1)

Submission to Planning Panels Victoria



August 2018

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1 EXECUTIVE SUMMARY

The Victorian Planning Authority (VPA) and Casey City Council in association with major landowners and state agencies has prepared the Berwick Health and Education Precinct Comprehensive Development Plan (CDP), under Amendment C207. Amendment C207 seeks to implement Plan Melbourne through the facilitation of the Berwick Health and Education Precinct that builds on existing state health and educational infrastructure, adjoining Berwick Village, a Major Activity Centre.

Exhibition of Amendment C207 attracted 30 submissions. The VPA through a number of changes and updates to Amendment C207 has resolved all submissions related to the health and education precinct, except one. The remaining unresolved submission, related to traffic and transport issues, forms the basis of this Planning Panel submission.

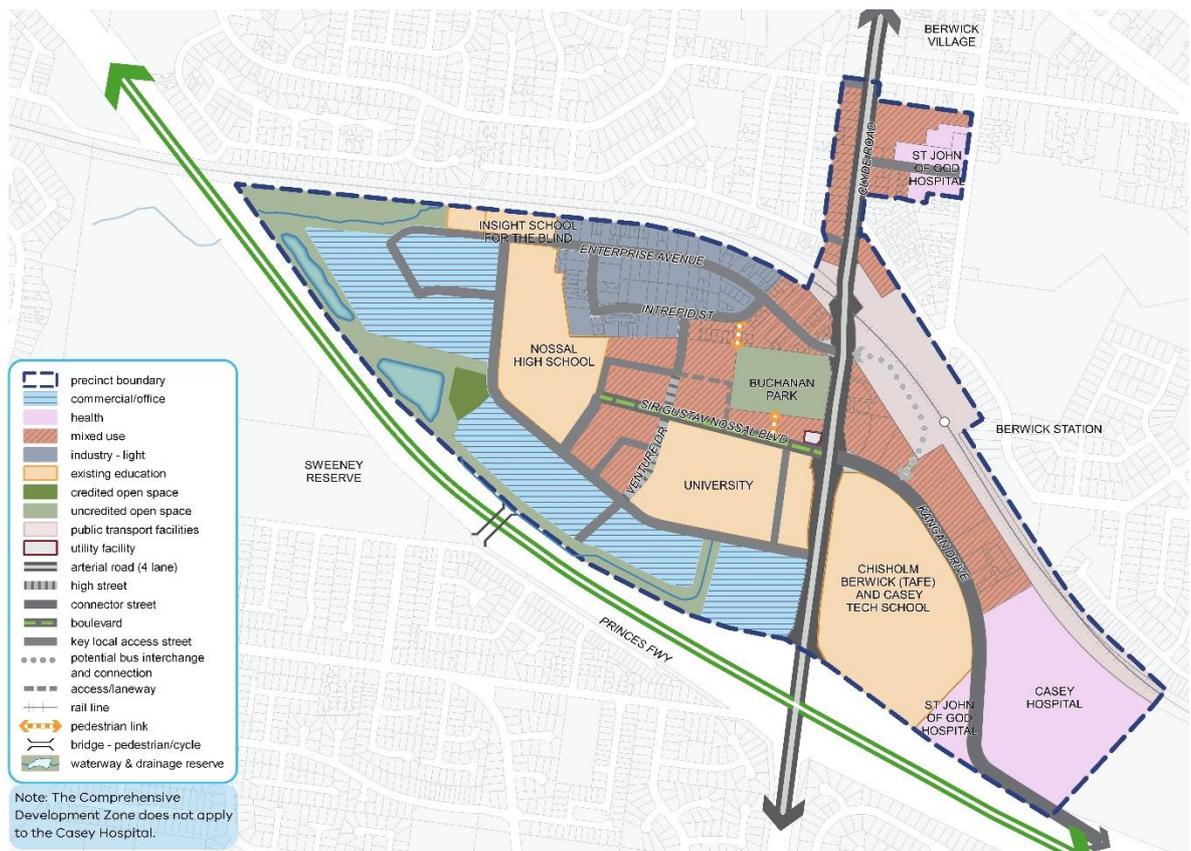
2 SUMMARY OF THE AMENDMENT

The VPA, in consultation with Casey City Council and government agencies has prepared the Berwick Health and Education Precinct CDP to guide future development in the Berwick Health and Education Precinct.

The Berwick area is identified as a Health and Education Precinct in *Plan Melbourne* under Direction 1.1 – *Create a city structure that strengthens Melbourne’s competitiveness for jobs and investment*, Policy 1.1.4 - Support the significant employment and servicing role of health and education precincts, which highlights the importance of health and education precincts to the local community and broader metropolitan region.

The Berwick Health and Education Precinct covers approximately 122 hectares of land in Berwick, located either side of Clyde Road, north of Princes Freeway and south of Berwick Village. Ultimately, the Berwick Health and Education Precinct is anticipated to accommodate up to 8,500 jobs, 11,300 students, 751 hospital beds and 1,025 high density dwellings.

The CDP applies to land currently occupied by major landowners Monash University, Chisholm Institute of TAFE, Casey Hospital and St. John of God Private Hospitals. This Precinct has excellent access to transport infrastructure due to the central location of the Berwick Train Station and bus interchange, Princes Freeway, Clyde Road and Princes Highway connection through Berwick Village, including high visibility due to the sites elevated exposure to Princes Freeway and Clyde Road. The Berwick Health and Education Precinct Future Urban Structure Plan is shown below.



To support the ongoing development of the Berwick Health and Education Precinct, Amendment C207 will facilitate opportunities for allied health and education facilities, business, office, research and development, retail and housing development all within walking distance of Berwick Village.

The Berwick Health and Education Precinct will be a vibrant and integrated employment centre, connected by a walkable street and open space network that facilitates business innovation focussed on health and education. The Precinct will welcome over 2,300 new residents in the form of students, key workers and professionals who will reside in high quality, multi storey mixed use developments focused around Sir Gustav Nossal Boulevard, Buchanan Park and Berwick Station.

Additional infrastructure in the form of local streets, cycling and pedestrian links, open space and waterway networks, including a new intersection on Clyde Road will provide the Precinct with critical connections required to ensure reliable access to jobs and services.

Amendment C207 proposes to:

- Rezone the University site, Chisholm Institute, the St John of God Hospital sites, Nossal High School, Berwick industrial area, 2-10 Reserve Street and land on the north side of Kangan Drive between Clyde Road and Casey Hospital from parts PU22, IN2Z, MUZ and C1Z to Comprehensive Development Zone 2;
- Insert a new incorporated document titled 'Berwick Health and Education Comprehensive Development Plan, August 2018' and a new Schedule to the Comprehensive Development Zone into the Casey Planning Scheme;
- Amends the Schedule to Clause 52.01 as it applies to land zoned CDZ2 to set a 5% public open space contribution rate for non-residential subdivision and retain a 10% contribution for residential subdivision; and
- Provides for the licensee for the Longford-Dandenong Transmission Pipeline under the Pipelines Act 2005 to be notified of applications for specified uses within 50 metres of that pipeline.

2.1.1 Consultation.

The Berwick Health and Education Precinct CDP and Amendment C207 was previously exhibited in November and December 2015 by the VPA, as Planning Authority. However in March 2016 Monash University announced they would be vacating the Berwick Campus and Federation University would be taking over the campus from 2018. Consequently, components of the CDP required updating and adjusting to ensure the future development of the precinct was appropriate for its contextual setting within the Berwick Major Activity Centre and the long term provision of tertiary (health, education, and research/development) employment lands for south-eastern Melbourne.

Formal exhibition of the revised Berwick Health and Education CDP Amendment C207 commenced on 27 April 2017 and concluded on the 29 May 2017. As this was a re-exhibition of the amendment, a single drop-in information session was held at Chisholm TAFE within the precinct, on the 18 May 2017, between 4.30 and 7pm. As Planning Authority, VPA staff facilitated the session and provided a presentation to patrons at 5pm and 6pm on the CDP. Casey City Council staff, LXRA staff and a number of the major stakeholders from the precinct, Chisholm TAFE, St. John of God and Insight School for the Blind, also attended the session.

A total of 30 submissions were received in response to the 2017 exhibition of Amendment C207, of these 21 were related to the precinct and nine were related to the Residential Growth Zone (RGZ)

external to the precinct (C207 part 2). Of the 21 submissions, two were in general support, and 19 requested a combination of changes and clarifications to the amendment. Resolution to 18 of these submissions was completed by April 2018, with one submission remaining outstanding for the precinct related to traffic and transport issues. The remaining unresolved submission is the subject of this Planning Panel.

The VPA's response to this submission is included in Section 3.

3 SUBMISSION

3.1.1 Traffic and transport issues raised in submissions.

1. Five submissions received during the exhibition of Amendment C207 related to the development of the precinct exacerbating existing traffic congestion in the local area and on the immediate main arterial road, Clyde Road. These submissions raise concerns which are related to the existing congestion on Clyde Road in Berwick and that the surrounding transport network will not be able to cater for the additional vehicle movements associated with the proposed 11,000 new jobs and 1,200 new dwellings.
2. Changes made to the amendment (discussed in section 3.1.3) resolved four out of the five submissions.
3. The outstanding submission raises concerns with the proximity of the new four way intersection, proposed on Clyde Road, within 120m of the Princes Freeway/Clyde Road interchange. Further, the submitter is concerned with additional impacts associated with another intersection on Clyde Road creating further congestion at the Princes Freeway/Clyde Road interchange.
4. Additional road access points were requested by the submitter from the north via Mansfield Street, across the Gippsland railway corridor, and across the Princes Freeway to Sweeney Reserve and Melzak Way.

3.1.2 Transport Assessment to support Amendment C207.

5. The VPA engaged Cardno Traffic Consultants (Cardno) in October 2016 to undertake a Transport Assessment to support the precinct's development for health and educational purposes.
6. Cardno used the Victorian Integrated Transport Model (VITM) to understand the broader strategic network implications of redevelopment of the precinct. In addition Cardno also incorporated collected traffic survey data, public transport patronage data, SCATS data, VicRoads SmartRoads, and Movement and Place policy, in forming their advice.
7. Cardno's 2017 assessment included assessment of existing conditions SIDRA modelling that represented actual traffic conditions and used the VITM strategic modelling outputs to inform the 2046 design year assessment. This included all approved developments on the network, assuming the full development of the Berwick Health and Education Precinct (by 2046), the removal of the railway level crossing at Clyde Road and the duplication upgrades to Princes Freeway and Clyde Road.
8. Cardno's Transport Assessment (April 2017) concluded that there was sufficient capacity within the immediate road network to accommodate the additional traffic movements anticipated as part of the development of the Berwick Health and Education Precinct, subject to the mitigation works on key intersections within the precinct, notably the three Clyde Road signalised intersections within the precinct.
9. This Transport Assessment (April 2017) supported the exhibited Amendment C207.

3.1.3 VPA response to address submissions on traffic and transport - updated traffic modelling – Cardno (November 2017).

10. As a result of issues raised by submitters, the VPA commissioned Cardno to review and update the Transport Assessment to take account of concerns raised by both resident submitters and Vic Roads and changes proposed by the VPA to the CDP in response to these concerns.
11. Adjustments were made to the configuration of the proposed four way intersection on Clyde Road to become a T-intersection. The position of this new T-intersection was also relocated as far north as practicable, from the Princes Freeway/Clyde Road intersection. A reduction in the commercial floor space proposed in the Corporate Centre sub-precinct, and removal of the proposed light industrial land, to reduce overall traffic generation from the precinct. In addition to the adjustment of Clyde Road's ultimate capacity, from 6 lanes to 4 lanes, north of Kangan Drive.
12. Cardno also incorporated signal phasing and active transport connections as requested by Vic Roads and Transport for Victoria (TfV) to address concern with the overall operation of Clyde Road as a pedestrian priority area within the precinct.
13. The following points provide a summary of the changes made to the amendment in response to the issues raised regarding Clyde Road congestion by the five submitters. This detail was provided to each of the submitters as a summary of the changes considered and tested in the updated Transport Assessment. The changes include:
 - Increased distance to the new intersection from Princes Freeway ramp interchange to 175m to maximise separation and minimise potential impacts to the Freeway interchange.
 - Amended the new intersection on Clyde Road to a T-intersection from a four way intersection, to facilitate improved north-south movement along Clyde Road.
 - Reduced development in the Berwick Health and Education Precinct from 12,600 to 11,300 students, and 187,000sqm to 116,400sqm of commercial/retail floor space through a reduction in building heights in part of the precinct and removal of light industrial land (for the life of the plan , 15-20 years).
 - Confirmed removal of the Clyde Road level crossing in 2022 by Level Crossing Removal Authority (LXRA).
 - Confirmed ultimate upgrade of Clyde Road (by Vic Roads) from 4 lanes to 6 lanes by 2046.

This has resulted in the following changes to traffic movements:

- Reduced peak hour movements from 6,000 to 4,760 in the AM peak and from 5,000 to 3,970 in the PM peak.
 - Reduced traffic queues from the new intersection, south approach, to 90m during peak hour (well clear of the Freeway interchange).
14. This updated Transport Assessment formed the basis of the discussions with the five submitters on traffic congestion to the amendment. The above listed summary in association with VPA's response to individual's submissions was provided to each submitter and VPA staff held individual meetings with three of the submitters to explain the changes made in response to their submission. This resulted in the three submitters resolving their submissions with the VPA based on the updated Transport Assessment and associated Functional Layout Plans.

15. A separate meeting with Vic Roads was held to discuss the updated Transport Assessment at which Vic Roads confirmed their acceptance of the Assessments findings. However Vic Roads did request some additional detail be added to the Functional Layout Plans within the document as they form the basis of the Appendices in the CDP.

3.1.4 Outstanding submission.

16. Mr. Michael Ball declined a meeting with the VPA to discuss the changes and while he agreed that they “*are a step in the right direction*” he indicated that he wished to formalise his objection and proceed to a Planning Panel.

3.1.5 VPA’s final position as agreed with Vic Roads and Monash University on funded mitigation works (March 2017).

16. Vic Roads requested that updates to the Functional Layout Plans be made without changes to the Transport Assessment written report. These changes consisted of the functional layout of the proposed T-intersection requiring an additional turning lane, western leg, (of 30m in length) on to Clyde Road and the inclusion of priority bus lanes at all three intersections along Clyde Road.
17. Vic Roads also requested that an additional requirement be added to the CDP defining the responsibility for delivery of upgrades to the Clyde Road/Enterprise Avenue intersection.
18. These final updated were agreed with Vic Roads after VPA consulted with Monash University as the landowner responsible for delivery of the proposed T-intersection (via S173 agreement with Council) on Clyde Road.

3.1.6 Conclusion.

The VPA strongly supports the strategic intent of Amendment C207. It is submitted that the changes made to the Comprehensive Development Plan and the Comprehensive Development Zone in response to submissions comprehensively respond to matters raised by submitters.