

# Traffix Group

## Whittlesea Planning Scheme Amendment C241

## Shenstone Park Precinct Structure Plan

**Date of Statement:** 28 October 2020

**Date of Inspections:** 18 October 2020

**Prepared For:** Donnybrook JV Pty Ltd (DJV)

**Instructed By:** Gadens Lawyers

**Reference:** G24021A-01A

**STATEMENT TO PLANNING PANELS VICTORIA BY JASON LEE WALSH, TRAFFIC ENGINEER**

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## **Shenstone Park Precinct Structure Plan**

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# Table of Contents

**Introduction** ..... 4

**Preamble & Background** ..... 4

**Donnybrook Joint Venture’s Land** ..... 5

**PSP Context** ..... 6

*Future Urban Structure Plan (Plan 3)*..... 6

*Street Network Plan (Plan 10)* ..... 7

*Public Transport and Pathways Plan (Plan 11)*..... 9

**Transport Considerations** ..... 9

*Establishing a Road Network*..... 9

*Donnybrook Road Intersections* ..... 11

*Public Acquisition Overlay* ..... 11

**Conclusions**..... 13

# List of Figures

Figure 1: Subject Land (Map Courtesy Melway) 5

Figure 2: Subject Land (Aerial and Map Courtesy VicPlan) 6

Figure 3: Future Urban Structure Plan with Subject Land (Amended October 2020) 7

Figure 4: Street Network Plan with Subject Land (Amended October 2020) 8

Figure 5: Public Transport and Pathways with Subject Land (Amended October 2020) 9

Figure 6: Existing Public Acquisition Overlay (PAO) Extents 12

Figure 7: Proposed PSP Precinct Infrastructure Plan (Grey Hatching shows Proposed PAO Area) 12

# List of Appendices

**Appendix A**    **Qualifications & CV**

## **Introduction**

- 1 I have been instructed by Gadens Lawyers on behalf of Donnybrook JV Pty Ltd (DJV) to undertake a transport review of the proposed Shenstone Park Precinct Structure Plan proposed to be introduced as part of Whittlesea Planning Scheme Amendment C241.
- 2 In the course of preparing this statement, I inspected the PSP area most recently on 18 October 2020, and reviewed the relevant background material.
- 3 I have previously provided advice to DJV in relation to the Donnybrook-Woodstock PSP, and other landholders in relation their land within this PSP.
- 4 My qualifications and experience to undertake this assessment are set out in Appendix A.

## **Preamble & Background**

- 5 The Shenstone Park Precinct Structure Plan area includes the land bounded by Donnybrook Road to the north, the Wollert suburb boundary to the south, the Sydney/Melbourne railway corridor to the west ,and the Urban Growth Boundary to the east.
- 6 The Donnybrook-Woodstock Precinct Structure Plan area is to the immediate north (northern side of Donnybrook Road) and the English Street Precinct Structure Plan area is to the west.
- 7 The Victorian Planning Authority prepared the draft Shenstone Park Precinct Structure Plan and exhibited it in September 2019. The project has been identified as part of the VPA's Fast Track Program and the Planning Panel is scheduled for November 2020.
- 8 DJV owns the land at 960 Donnybrook Road and 1030 Donnybrook Road, both located within the PSP Area.
- 9 DJV and Satterley lodged submissions (23 and 22 respectively). The submission included a number of key items in relation to transport including:
  - a. Providing an alternative "Preferred" Future Urban Structure Plan (which alters the extent and type of land uses proposed on their land).
  - b. Details in relation to agreed access terms for the Phillips Quarry which is located to the south of the site and a proposed access through the south-western corner of the site, linking to the land at 870 Donnybrook Road (the Woody Hill Quarry).
  - c. The proposed design and funding allocations allowed for at Intersection 03 which is also part of Amendment GC102 for the Donnybrook-Woodstock PSP.
- 10 The VPA circulated an amended Precinct Structure Plan dated October 2020 in response to the submissions. The amended PSP included amended versions of the Urban Structure Plan (Plan 3), the Street Network Plan (Plan 10) and Public Transport and Pathways Plan (Plan 11).
- 11 I have been engaged to provide my expert opinion on traffic matters in relation to the PSP.
- 12 My assessment, and opinion is set out as follows.

## Donnybrook JV's Land

- 13 Donnybrook JV Pty Ltd owns the land at 960 Donnybrook Road and 1030 Donnybrook Road. These parcels collectively form an almost square site bound by the Woody Hill Quarry and 910 Donnybrook Road to the west, the Phillips Quarry land to the south, 1,100 Donnybrook Road to the east, and Donnybrook Road to the north.
- 14 DJV has an agreement with Barro Group Pty Ltd which operates the Woody Hill Quarry (at 870 Donnybrook Road) and proposed Phillips Quarry (at 430 Summerhill Road). That agreement relates to a proposal to provide access via a linking road in the south-west corner of the 960 Donnybrook Road, linking the two quarries.
- 15 A number of Work Authorities and permits relate to the existing and proposed operation of the Barro Group land and the quarry and associated uses.
- 16 The relevant land parcels are shown Figure 1 and Figure 2.

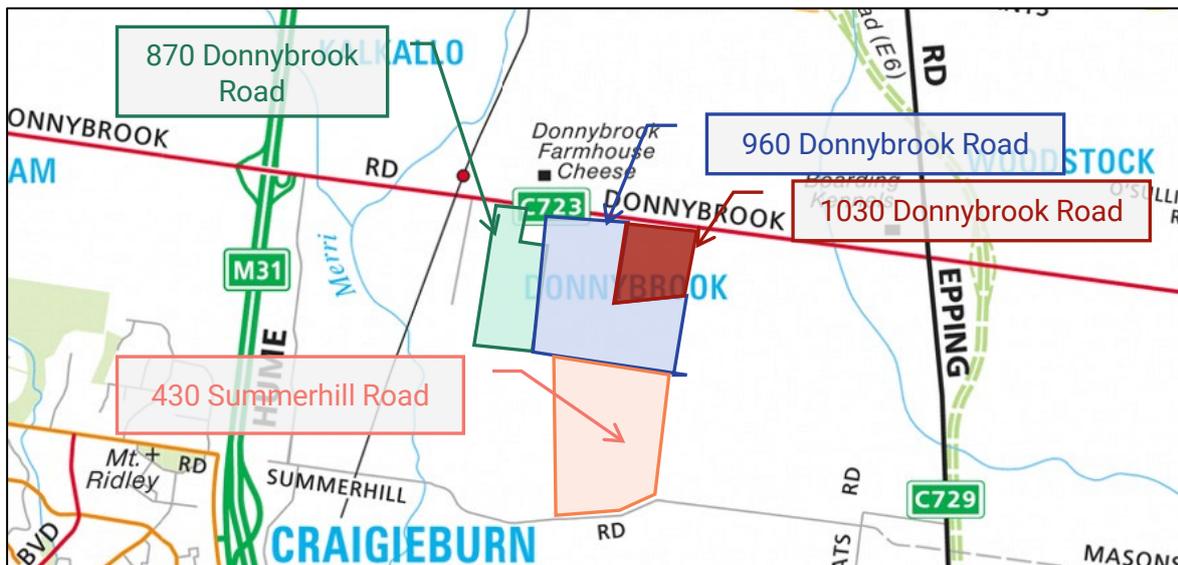


Figure 1: Subject Land (Map Courtesy Melway)

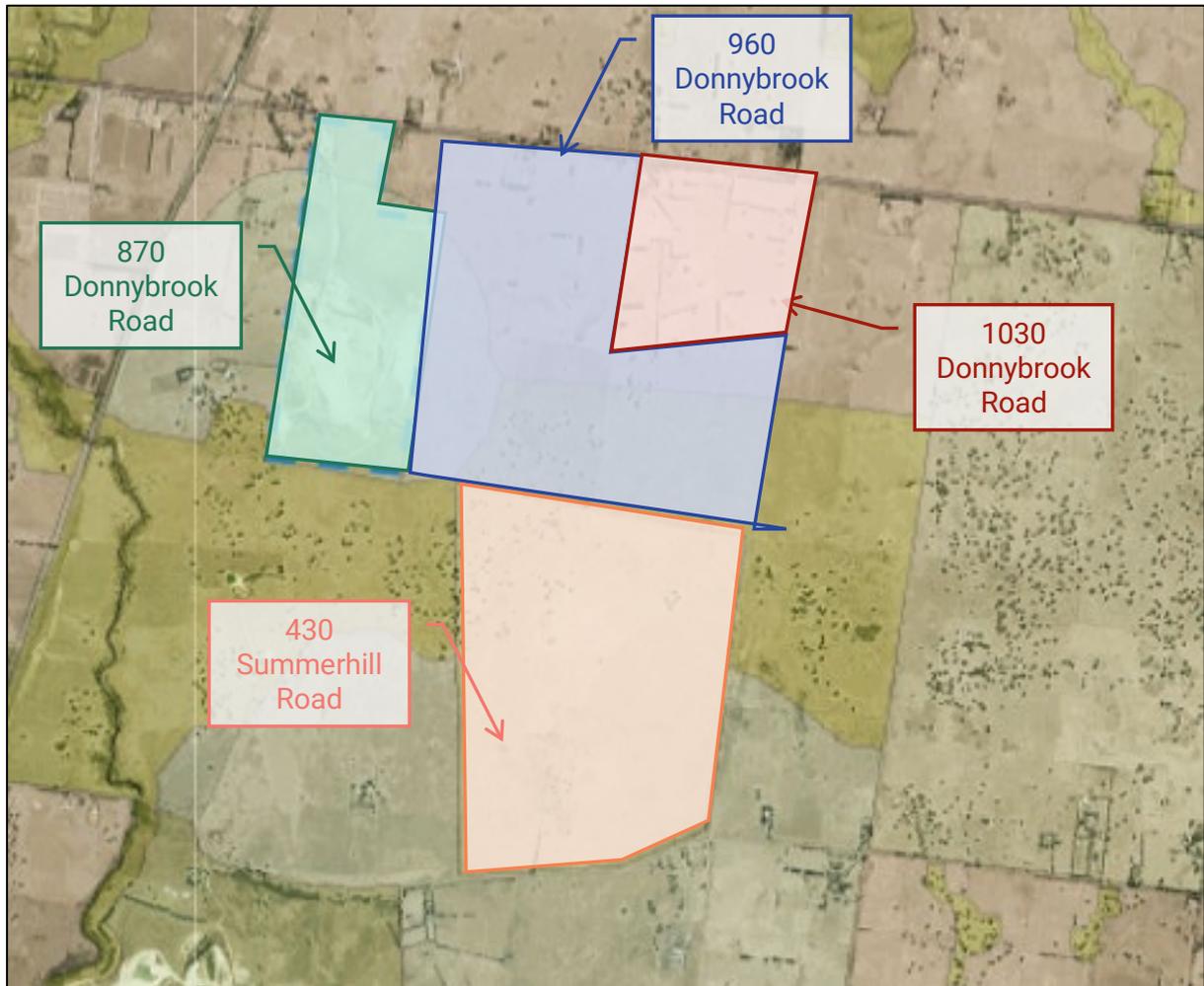


Figure 2: Subject Land (Aerial and Map Courtesy VicPlan)

## PSP Context

### Future Urban Structure Plan (Plan 3)

- 17 The Future Urban Structure Plan identifies a mixture of uses on the site, including a government school, community land, local town centre, multiple credited open space areas, industry (both conventional and light). Land at the south includes conservation area and some residential area identified as 'future residential' due to the Phillips Quarry buffer zone.
- 18 Figure 3 provides an excerpt of the October 2020 Amended version.

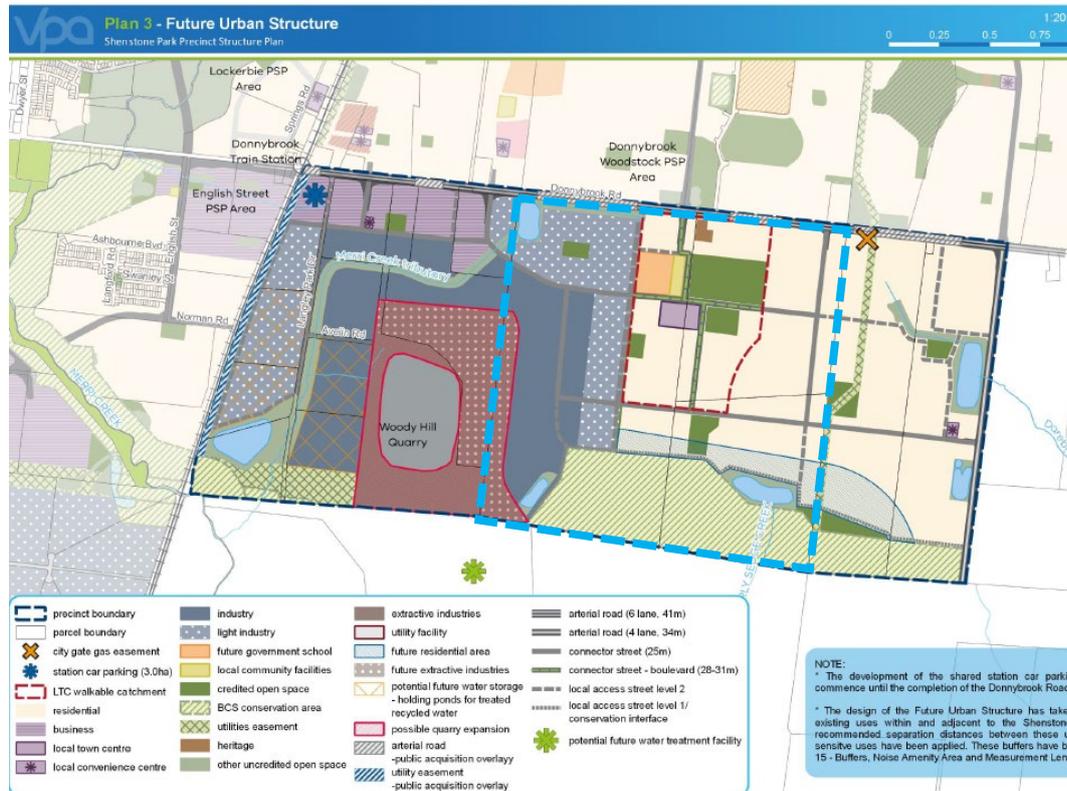


Figure 3: Future Urban Structure Plan with Subject Land (Amended October 2020)

## Street Network Plan (Plan 10)

- 19 The Street Network Plan proposes a number of new access roads within the subject land. These include:
- 2 x east-west connector roads operating through the site, linking the land to the west and the east. A section of the northern east-west connector is nominated as a Boulevard Connector in proximity to the school, local town centre and open space reserve.
  - A third east-west connection is provided through a Local Access Street at the southern extent of the residential land (along the conservation zone boundary).
  - A short section of local access street level 2 linking the light industrial land across the northern side of the government school and connecting to the north-south connector extending from IN-03.

- d. Four north-south roads are proposed, including (from west to east):
  - i. A part connector, part local access street level 2, aligned through the industrial area, linking the northern east-west connector and the southern east-west access street level 1 (conservation interface road).
  - ii. A local access street level 2 aligned along the eastern boundary of the light industrial land. It connects the southern east-west street level 1 (conservation interface road), extends across both east-west connector roads, and terminates just prior to Donnybrook Road. That is, it does not connect to Donnybrook Road.
  - iii. A zig-zagging boulevard connector, extending south from Donnybrook Road at IN-03 (traffic signals) through to the southern connector road.
  - iv. A connector extending south from Donnybrook Road at IN-04 (traffic signals), across both east-west connector streets to link to the southern east-west access street (conservation interface road).

20 Figure 4 provides an excerpt of the October 2020 Amended version.

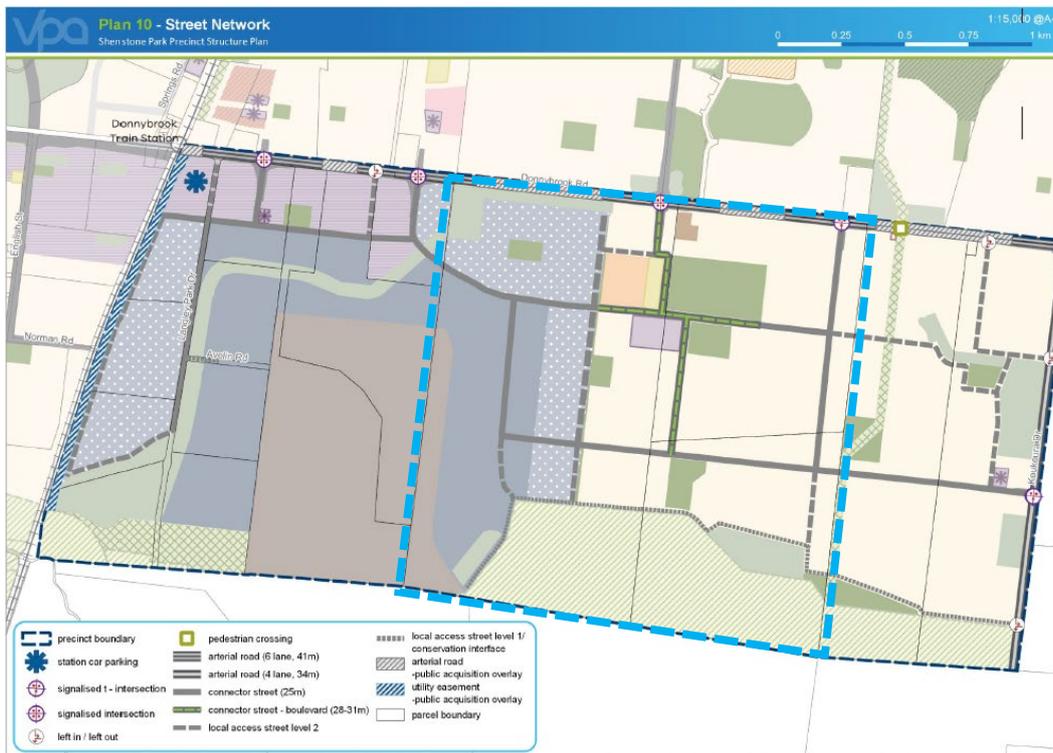


Figure 4: Street Network Plan with Subject Land (Amended October 2020)

## Public Transport and Pathways Plan (Plan 11)

- 21 In the context of the subject land, the Public Transport and Pathways Plan identifies off-road bike paths along the connectors and an off-road path (presumably shared) within the conservation interface road, as well as along the Merri Creek Tributary.
- 22 Donnybrook Road and all connector roads are shown as bus capable.
- 23 Figure 5 provides an excerpt of the October 2020 Amended version of Plan 11.

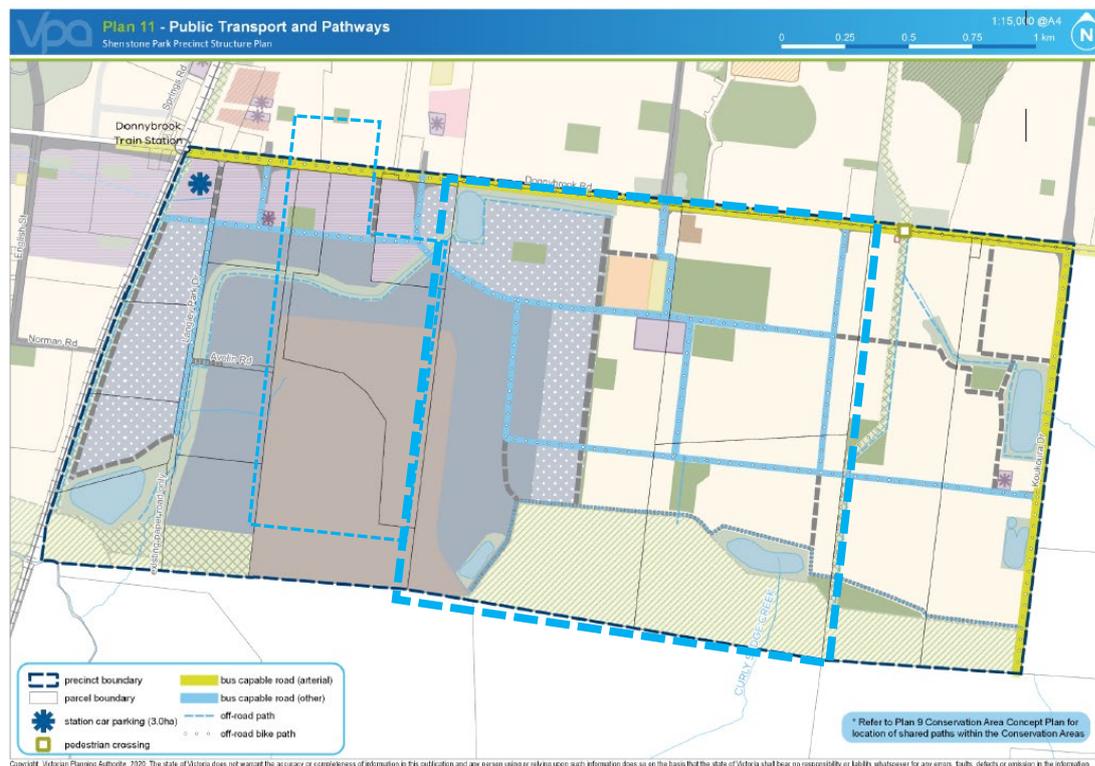


Figure 5: Public Transport and Pathways with Subject Land (Amended October 2020)

## Transport Considerations

### Establishing a Road Network

- 24 In establishing a future road network, the PSP guidelines typically adopt the concept of a 'one mile grid' whereby arterial roads are spaced at 1.6 kilometre centres. These are supplemented by connector roads at 800 metre spacings, and local access streets as required in between.
- 25 The setting for Shenstone Park is unique in that it has an established arterial road (Donnybrook Road) as its northern boundary, but the connectivity to the south and west is largely constrained due to the Melbourne to Sydney Railway line to the west, and a conservation area and Phillips Quarry to the south.

- 26 The northern corridor plan includes Koukoura Drive, which is a nominated arterial road along the eastern boundary of the PSP. The intent is that Koukoura Drive will ultimately provide an important north-south connection between Wallan and Epping. Adjacent the PSP area, there will be no further connectivity to the east due to the urban growth boundary.
- 27 This arterial network means that traffic to / from the PSP will in the interim period be solely attracted to / from Donnybrook Road. Ultimately some traffic may head to Koukoura Drive, but that attraction will only be realised when that road connects further to the south.
- 28 In this regard, it is important the north-south connector network provides convenient accessibility to / from Donnybrook Road, and allows connections at least every 800 metres consistent with transport planning principles, and in fact due to the accessibility constraints to the west and south, further connections could be considered.
- 29 A number of connections to Donnybrook Road are already settled as part of the Donnybrook-Woodstock PSP. These include IN-01, IN-02, IN-03, PED-01 and IN-05 (Koukoura Drive).
- 30 The spacing between IN-03 and IN-05 is approximately 1.6 kilometres, establishing a need for another north-south connector in between. IN-04 is appropriately spaced to meet this need, being in the order of 700 metres from IN-03 and appropriately spaced from the proposed pedestrian signals at the gas easement.
- 31 The north-south connectors should extend through in a logical manner through to the southern east-west connector.
- 32 The eastern most north-south connector (from IN-04) provides this convenient connection, however the central east-west connector (from IN-03) does not. It contains several turns in its connectivity to the south.
- 33 In my view this connector should provide a more direct connection to the south via straightening the road, and an ease of connection to IN-06 (Koukoura Drive).
- 34 The east-west connector roads are over prescribed in my opinion. The depth of the PSP from Donnybrook Road to the conservation area is in the order of 1,200 metres in the western portion of 960 Donnybrook and 1,400 metres in the eastern portion of 1030 Donnybrook Road.
- 35 Due to the limited connectivity to the west and south, it is not necessary for an arterial to be established along the southern boundary of the PSP, and the conservation road will adequately serve local accessibility.
- 36 In consideration of the depth of the PSP and constrained connectivity, it is only necessary to provide a single east-west connector road, and it should be approximately central to Donnybrook Road and the conservation interface road. The road should also conveniently connect with Koukoura Drive at IN-06.
- 37 Beyond the main east-west connector (IN-06), interconnectivity between sites and access to parks can be established through local access streets.
- 38 From a traffic perspective, the siting of the Local Town Centre would be best placed at the intersection of the extension of Patterson Drive (IN-03) and the east-west connector (IN-06), as this provides the most convenient accessibility from the north and east.

- 39 I have been provided with DJV's preferred Future Urban Structure Plan (26 October 2020), which I understand has been circulated to parties.
- 40 In my view, this plan appropriately addresses the principles that I have outlined above, and it provides for a more logical road layout than that depicted in the VPA Future Urban Structure Plan of October 2020.
- 41 That said, I do recommend the extension of the eastern most north-south connector road south through to the east-west connector.
- 42 Additionally, whichever road network is adopted it should identify that internal cross intersections are to be appropriately treated, most logically by roundabouts.

### **Donnybrook Road Intersections**

- 43 Plan 14 Precinct Infrastructure sets out of the PSP infrastructure requirements including signalised intersections. In relation to 960 and 1030 Donnybrook Road, the Plan nominates IN-03 (Patterson Drive) as a signalised cross intersection, and IN-04 as a signalised T-intersection.
- 44 The Table at page 59 of the PSP then sets out the specific treatment of these intersections.
- 45 For IN-03 the requirement is to set aside land for the ultimate treatment (primary to connector) and construct a 4<sup>th</sup> leg (southern) of the interim treatment. For IN-04, the requirement is to set aside land for the ultimate treatment (primary to connector) and construct the interim intersection.
- 46 The parameters for IN-03 were established as part of the Donnybrook-Woodstock PSP and ICP. IN-04 is a new intersection.
- 47 Appendix 4 of the PSP sets out the parcel specific land budget, including the land required for the ultimate intersections.
- 48 As far as I'm aware there have not been ultimate intersection designs exhibited. In this regard, I have not been able to reconcile whether the land set aside for intersections has been appropriately provided.
- 49 This is also complicated by the existing PAO along the south side of Donnybrook Road.
- 50 The intersection plans should detail the existing PAO, and the ultimate intersection design to determine what further land is necessary to accommodate the intersections.

### **Public Acquisition Overlay**

- 51 The VPA's part A submission outlines proposed changes to the existing Public Acquisition Overlay (PAO2) along Donnybrook Road.
- 52 Figure 6. illustrates the existing PAO, whilst Figure 7 shows the proposed extent of PAO as drawn in the October 2020 PSP.

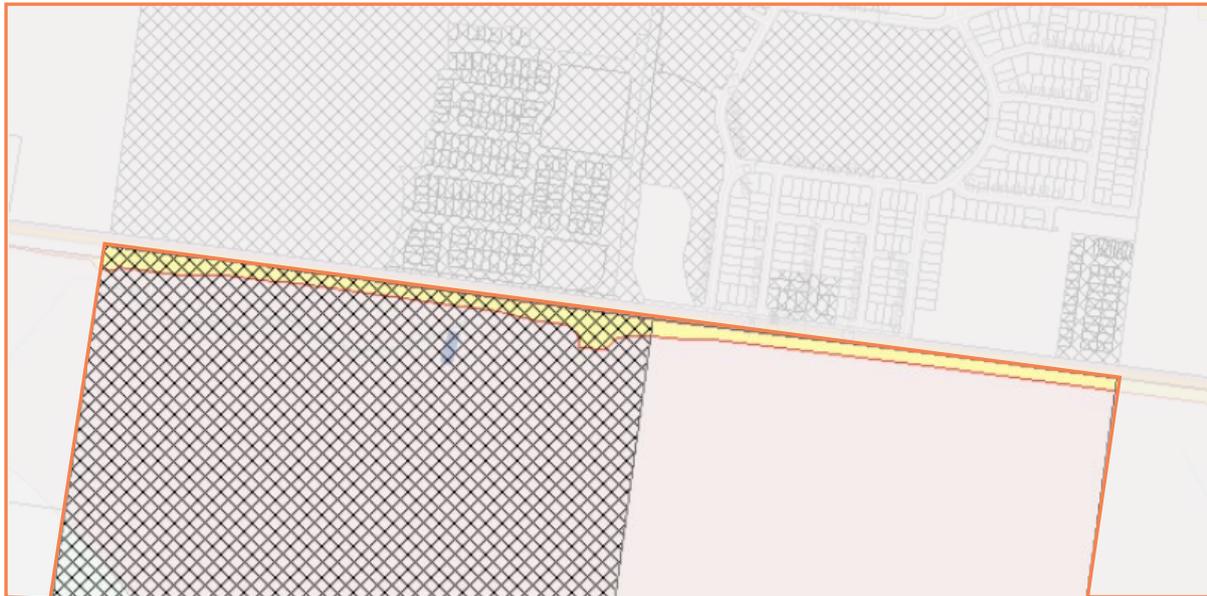


Figure 6: Existing Public Acquisition Overlay (PAO) Extents

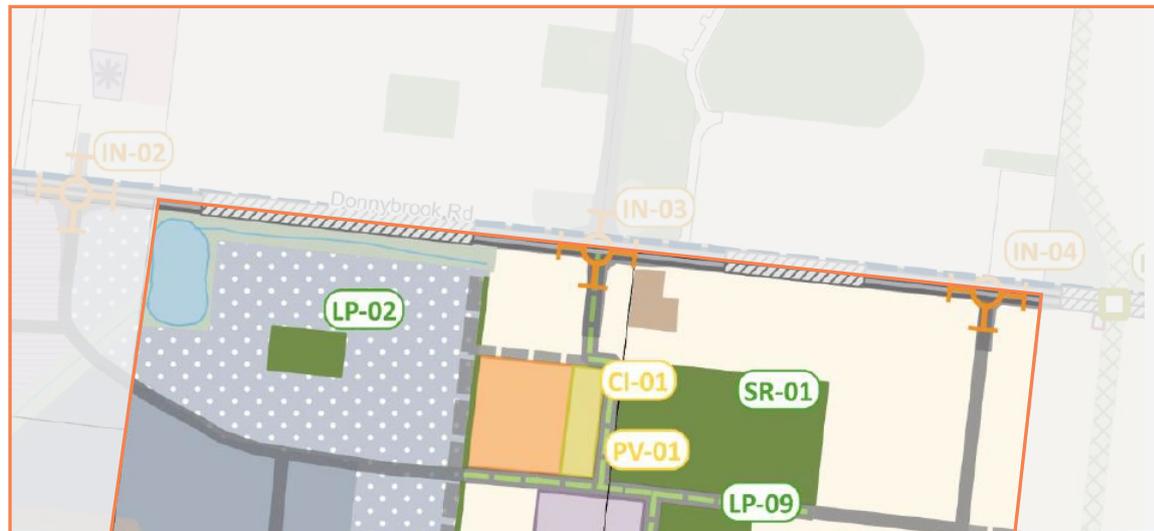


Figure 7: Proposed PSP Precinct Infrastructure Plan (Grey Hatching shows Proposed PAO Area)

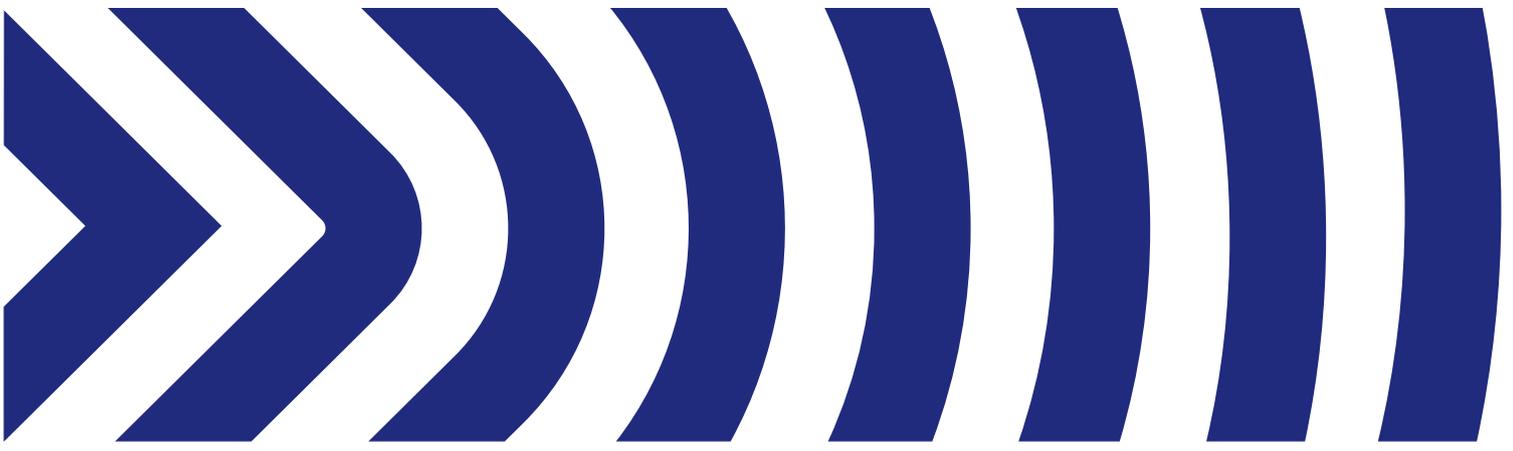
- 53 The areas do not match. It seems the VPA is proposing to remove part of the existing PAO as it relates to the extents of IN-02, IN-03 and IN-04.
- 54 I presume this is proposed to obviate the responsibility of the Department of Transport to acquire land associated with the PSP intersections, despite that land being previously identified as required for the duplication of Donnybrook Road.
- 55 Plans and particulars should be provided by the VPA to allow review of the PAO amendments.

## Conclusions

- 56 Based on the preceding assessment, I am of the view that:
- a) The siting of IN-04 is appropriate.
  - b) The central north-south connector (extending from IN-03) should be straightened with the turns removed.
  - c) There is only a need for a single east-west connector, and it should provide a convenient connection to IN-06, and also have a convenient connection to the connector extending from IN-03.
  - d) From a traffic perspective, the Local Town Centre is most appropriately sited at the intersection of the east-west connector and north-south connector (extending from IN-03).
  - e) The DJV preferred Future Urban Structure provides a logical and convenient road network. However, the eastern most north-south connector should extend south to the east-west connector.
  - f) Internal cross intersections should be nominated as roundabouts.
  - g) VPA should provide plans to establish the land take required for the ultimate intersections along Donnybrook Road.
  - h) Better particulars should be provided to allow assessment of the proposed changes to the PAO along Donnybrook Road.
- 57 I have made all the inquiries that I believe are desirable and appropriate and there are no matters of significance I regard as relevant, which to the best of my knowledge, have been withheld from the Panel.



JASON LEE WALSH  
DIRECTOR  
TRAFFIX GROUP  
28 October 2020



# **Appendix A**

## **Qualifications & CV**

## **Name**

Jason Lee Walsh - Director, Traffix Group Pty Ltd

## **Address**

Level 28, 459 Collins Street

MELBOURNE

VICTORIA 3000

## **Qualifications**

My educational qualifications and membership of professional associations are as follows:-

- Bachelor of Civil Engineering, Monash University
- Bachelor of Science, Monash University
- Fellow, Victorian Planning & Environmental Law Association

## **Experience**

I have approximately 25 years experience in Traffic Engineering including,

- 1995-2000 at Turnbull Fenner (now Traffix Group), including short term placements at the cities of Bayside and Whittlesea.
- 2000-2011 at Grogan Richards Pty Ltd (now Cardno).
- 2011-present at Traffix Group.

## **Areas of Expertise**

- Car parking and Traffic.
- Traffic advice and assessment of land uses and development proposals to planning authorities, government agencies, corporations and developers (including major residential, retail, food and drink, commercial, industrial, institutional and mixed use projects).
- Preparation and presentation of evidence before VCAT and Panels.

## **Expertise to Prepare this Assessment**

My experience and expertise over the past 25 years, including involvement with varied forms of developments, qualifies me to comment on the traffic implications of the proposed development.

## **Instructions**

I was instructed by Gadens Lawyers on behalf of Donnybrook JV Pty Ltd (DJV) to undertake a traffic engineering review and prepare an evidence statement in relation to Whittlesea Planning Scheme Amendment C241, Shenstone Park Precinct Structure Plan.

## **Facts, Matters and Assumptions Relied Upon**

- Amendment C241 supporting documentation.
- PSP of October 2020.
- Donnybrook-Woodstock PSP.
- North Growth Corridor Plan.
- DJV's Preferred Future Urban Structure Plan, 26 October 2020.
- VPA's Part A submission.
- Whittlesea Planning Scheme.
- Submissions.
- Site inspection.
- Relevant experience

## **Documents Taken into Account**

See above.

## **Identity of Persons Undertaking Work**

Jason Walsh as per the evidence statement.

Carlo Morello (Senior Associate, Traffix Group) assisted with preparation of the evidence report.

## **Summary of Opinions**

See Conclusions section of the evidence statement.

