



Department of Transport and Planning

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Mr Justin O'Meara
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Victorian Planning Authority
Level 25, 35 Collins Street
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Dear Justin,

EXHIBITION OF AMENDMENT C274 (OFFICER SOUTH EMPLOYMENT PRECINCT STRUCTURE PLAN AND SUPPLEMENTARY OFFICER SOUTH EMPLOYMENT INFRASTRUCTURE CONTRIBUTIONS PLAN), CARDINIA PLANNING SCHEME

I refer to your letter dated 25 September 2023, referring the exhibition of Amendment C274 to the Cardinia Planning Scheme, to implement the Officer South Employment Precinct Structure Plan and Supplementary Officer South Employment Infrastructure Contributions Plan.

The *Transport Integration Act 2010* (**TI Act**) establishes a framework for the provision of an integrated and sustainable transport system in Victoria. The Head, Transport for Victoria (**HTFV**) is a statutory body established under section 64A of the TI Act. HTFV's primary objective is to "coordinate, provide, operate and maintain the public transport system and the road system" consistent with the vision statement and transport system objectives.¹

This submission is made under delegation of the HTFV by the Department of Transport and Planning (**The Department**).

The Department has reviewed the Draft Precinct Structure Plan (**PSP**), the associated Infrastructure Contributions Plan (**ICP**) and the associated background documentation prepared by the Victorian Planning Authority (**VPA**). In preparing this submission the Department has consulted with the key stakeholders that interact with the transport network.

This submission is made in relation to transport matters only. It does not include any comments or considerations from the State Planning Services Team (formerly Department of Environment, Land, Water and Planning) on the Plan, the ordinance, or the associated background documents.

¹ TI Act, s 64B(1).

Summary

The Department is supportive of the overall vision for the Officer South Employment Precinct Structure Plan subject to resolving the outstanding issues as described below and the comments requiring further consideration listed within Attachments A (placed based plan assessment) and B (specific comments).

General Comments

The Department makes the following comments in response to the exhibited documents:

State Transport Network

The Department notes that the PSP seeks to implement a transport network that is consistent with the Department's expectations being:

- Officer South Road and Thompsons Road both being planned as 6 lane primary arterial roads in their ultimate.
- Thompsons Road alignment reflects that within the design prepared by Major Roads Project Victoria (MRPV).
- Lecky Road being planned as a 4-lane secondary arterial road in its ultimate.
- suitable integration of the State Transport System with identified key utility infrastructure items (APA pipeline, overhead electricity pylons)
- suitable provision of infrastructure to support the delivery of future bus, cycling, private vehicle, freight, and walking networks.
- that key bus movements are expected along Lecky Road, Thompsons Road & Officer South Road. The remainder of the bus capable roads (shown on Plan 4) are sufficient to provide flexibility and coverage.
- The function of the connector roads warrant physical separation of cycling and traffic.

Specific State Transport Infrastructure

Thompsons Road Upgrade

The PSP provides for 6 lane arterial road with a 41-metre cross section in accordance with the Ministerial Direction *On The Preparation And Content Of Infrastructure Contributions Plans* and an additional 29m of Public Acquisition Overlay (PAO) to account for additional width required to accommodate the Department's design as prepared by Major Roads Project Victoria (MRPV).

The design for Thompsons Road is based upon the previous Drainage Scheme Strategy (DSS) prepared by Melbourne Water and enables delivery of the road in advance of development.

Officer South Road

Officer South road is identified in the Road Network Plan as a 6-lane arterial road with a 41m wide cross section. It is acknowledged that as part of the planning and delivery of this road to match into the exiting built road, the interchange and drainage infrastructure requires further design work.

Proposed Enabling Transport Infrastructure

The ICP does not make provision for funding interim structures for either the Thompsons Road or Lecky Road bridges across Cardinia Creek. The Department recognises that, given the expected cost of these items, these bridges would be funded by the State Government as the ICP is unable to accommodate them.

Public Acquisition Overlays

The Department supports, the application of two Public Acquisition Overlays (**PAO**) in favour of the HTFV for the delivery of future roads and infrastructure. The PAOs are required to ensure that land is set aside for future acquisition to provide for the delivery of:

- the ultimate intersection layout for the Princes Freeway / Officer Road interchange, being the east facing entry and exit ramps.
- Thompsons Road as per the design prepared by as part of the Federally funded Thompsons Road business case (subject to the context below).

Matters for further consideration

Noting the above, the Department, on behalf of the HTFV, seeks to resolve the outstanding matters with the VPA.

- Whilst the HTFV is supportive of a staging plan (Plan 12) to ensure that the development of precinct in time with the necessary enabling infrastructure, further consideration of the drafting is required. The Department considers that the following text be included as a replacement for that listed under Sections 4 and 6 outlined within the *Draft-Amendment-C274card-OSE-SCO-Incorporated-document-September-2023-Infrastructure-Upgrades-Public-Consultation* document.

4. SPECIFIC CONTROLS

Permit Requirements

a) A permit cannot be considered for use or the development of land in stage 2 as shown on Plan 12 until the Lecky Road bridge (BR-01) and Officer South Freeway interchange intersection (IN-13) are both delivered. Permits can only be considered once:

- i. The Head, Transport for Victoria provides written advice to the responsible planning authority confirming that infrastructure items BR-01 and IN-13 are built and operational.

b) A permit cannot be considered for use or the development of land in stage 3 as shown on Plan 12 until the Thompsons Road (east) (BR-02) and the Grices Road bridge (BR-03) are both delivered. Permits can only be considered once:

- i. The Head, Transport for Victoria provides written advice to the responsible planning authority confirming that infrastructure items BR-02 and BR-03 are built and operational.

c) A permit cannot be considered for use or the development of land in stage 4 as shown on Plan 12 until the Thompsons Road (west) bridge (BR-04) is built and operational. Permits can only be considered once:

- i. The Head, Transport for Victoria provides written advice to the responsible planning authority confirming that infrastructure item BR-04 has been built and is operational.

d) Despite the provisions of Section 4(a), 4(b) and 4(c) of this Incorporated Document, a permit may be granted to use or develop land in accordance with the provisions of Clause 37.07-1 to 37.07-8 (Urban Growth Zone Part A) as if no precinct structure plan applied to the land covered by this Specific Controls Overlay.

6. EXPIRY OF THIS DOCUMENT

6.1. This incorporated document will expire upon receipt by the Responsible Authority, a letter from the Minister for Planning confirming that:

- i. the Minister for Planning considers the Specific Controls under Clause 4(a), 4(b) and 4(c) of this document are no longer required.
- We seek clarification as to whether section 5 (Requirements for Permits) should reflect section 4 within the *Draft-Amendment-C274card-OSE-SCO-Incorporated-document-September-2023-Infrastructure-Upgrades-Public-Consultation* document.
 - Whether a noise wall is required to protect the amenity of the future residents within the residential zone adjoining the freeway.
 - Whether environmental values within the future Lecky Road reserve have been investigated and confirmed to be compatible with the construction of a road.
 - Resolve how the equestrian trail will be delivered given topographical constraints associated with Cardinia Creek.
 - Resolve the funding source for Stephens Road and the associated bridge infrastructure and ensure that it is reflected within the PSP and associated documents. It is the Departments position that this will not be funded by the State through any future transport program. The PSP must accommodate all land required for the overpass including for batters.
 - Confirmation that ICP projects which ultimately form part of the arterial road network (for the purpose of costings and associated land take) will be designed to meet the standards outlined within VicRoads Road Design Note RDN04-01 being the standards for heavy industrial network access considerations for roads being utilised by heavy vehicles.
 - Confirmation that the design of bridges BR-01 and BR-02 will be suitably designed and costed to take into account applicable standards (including SM1600 load standard) to ensure that they can accommodate future heavy vehicle movements to and from Cardinia Road Employment Precinct PSP.
 - That the PSP and ordinance acknowledges that upon closure of the service station within the PSP area, any access to the freeway will be closed and cannot be relied upon for access to and from any proposed subdivision for land within the future PSP.
 - To investigate potential changes the location of the emergency services facility from the location proposed within the PSP to afford full unrestricted movements via the Officer South Road / connector road intersection.
 - To understand and resolve how access to the city gas gate facility will be provided given its close proximity to the Officer South Road / connector road interchange.
 - Confirmation that access to land (located within the south western corner of the site) previously identified as drainage reserve will be taken from lower order roads and will not rely on direct access from Thompsons Road across the electrical transmission easement area.

Further information on the place-based matters identified above is outlined within Attachment A of this response.

The Department is committed to working with the VPA and stakeholders in the delivery of this PSP and wishes to work together to address these matters prior to the referral of unresolved issues to the Standing Advisory Committee for their consideration.

We welcome the opportunity to engage further in this process. If you have any queries, please contact [REDACTED]

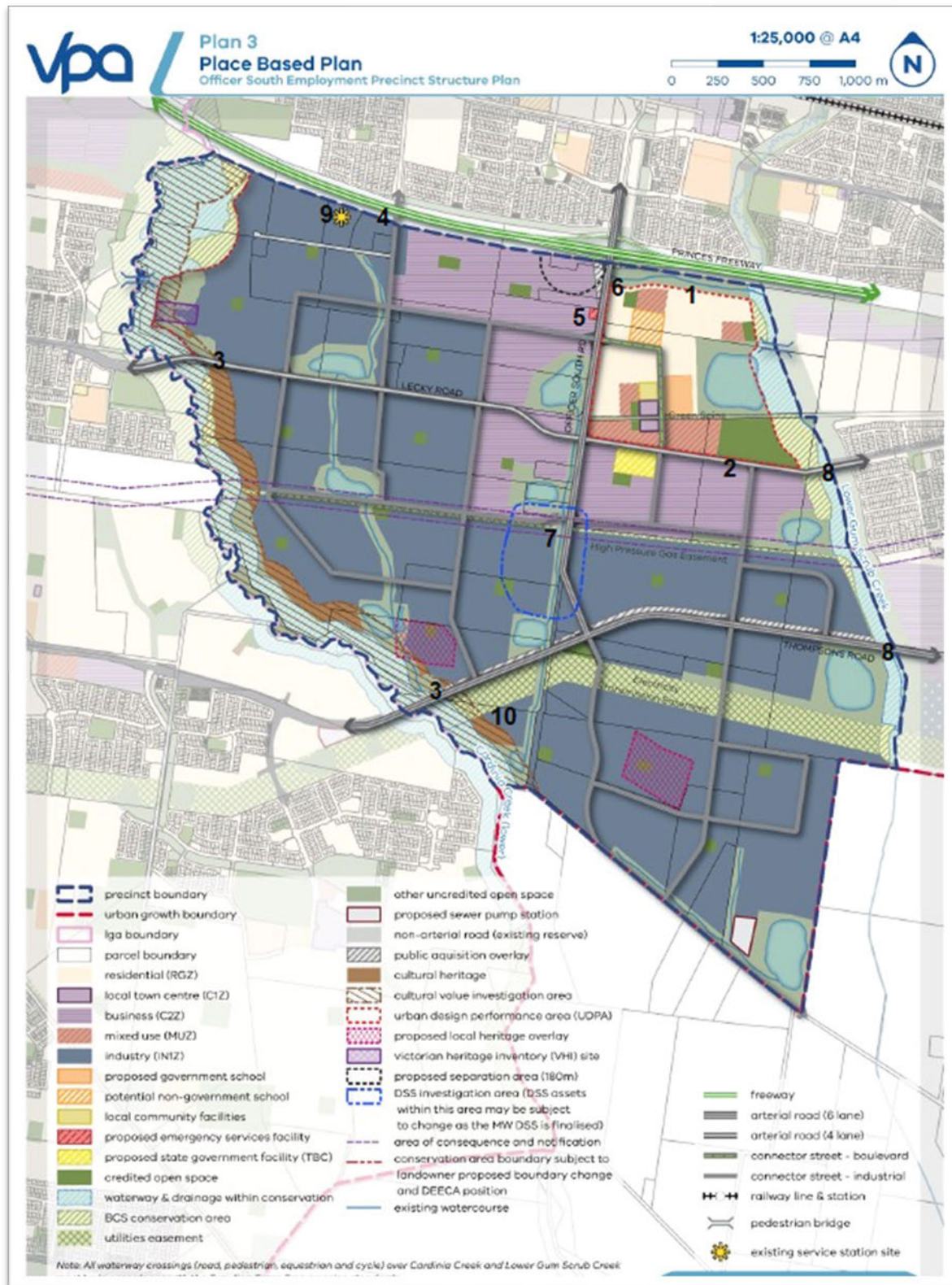
Yours sincerely

A handwritten signature in black ink, consisting of a stylized 'D' followed by a cursive 'K' and a trailing flourish.

Daniel Kowalczyk
Associate Director – Metropolitan Melbourne
Department of Transport and Planning

7 / 12 / 2023

Attachment A - Place based comments



1. Noise Wall

The PSP proposes to rezone land, to the south of the Princes Freeway, within the north-eastern corner of the PSP as residential (RGZ). Noise walls are required to safeguard the amenity of future inhabitants at this location and are to be funded by developers. Noting that the freeway is located above the ground level of the location of future dwellings, noise modelling is required to determine appropriate mitigation measures.

The Department therefore seeks further discussions to understand whether:

- What investigations have been undertaken to determine whether a noise wall is required at this location, and
- That if further investigations are required, the noise wall location, source of funding and amendments to the ordinance also be considered.

2. Environmental Values within the Lecky Road reserve area

During the preparation of the PSP a number of trees, of varying value, were identified throughout the PSP area by the Preliminary Tree Assessment prepared by Homewood Consulting Pty Ltd. The Department was made aware that some trees would potentially be located within the Lecky Road reserve, within the link between the Officer South Road and Gum Shrub Creek. Following the preparation of detailed drawings (for the purpose of the ICP costings) it is unclear whether previously identified trees are located within the reserve area.

The Department seeks further information to understand whether:

- There are any trees, as identified through the study, are located within the Lecky Road reserve. If so, their value and whether they are to be retained or can be removed, and
- if they are to be retained, any potential impacts on the delivery of Lecky Road in the interim and ultimate configuration.

3. Equestrian trail and crossings underneath Lecky Road and Thompsons Road

The public transport and active path networks plan (Plan 5), Figure 5 – Conservation Concept (Cardinia Creek) part 2 and Figure 6 – Conservation Concept (Cardinia Creek) part 3 show a proposed equestrian trail that runs from underneath the Princes Freeway, along Cardinia Creek before entering the electricity transmission easement. It is unclear to the Department how the trail will cross both Lecky Road and Thompsons Road in their ultimate configuration. The Conservation Concept Plans (Figure 4 – plans 1 and 3) appear to suggest that the crossing would be located at grade.

The Department's design for Thompsons Road does not provide for any equestrian crossings of Thompsons Road. From initial desktop investigations it is considered unfeasible to locate the trail underneath the road (at this and the Lecky Road location) within the creek given the escarpment located on either side.

The Department therefore seeks to understand:

- How the equestrian trail will cross over both Thompson Road and Lecky Road if:
 - a path underneath within the creek is unfeasible
 - does not rely on the State providing a design solution (i.e. elevating the road at this location).

If a design solution, to the satisfaction of the Department, cannot be demonstrated then the equestrian trail should either be realigned (to avoid the crossings) or deleted from the PSP.

4. Funding and delivery of Stephens Road connection over the Princes Freeway

Stephens Road provides a connection over the Princes Freeway connecting Officer PSP to the Officer South Employment PSP. This road and the associated bridge infrastructure is not listed within the ICP. The Department understands that Cardinia Shire Council will rely on the State Government to fund and construct this infrastructure.

The Department does not support the approach of relying on the State for funding noting that any requests of such infrastructure are unlikely to be prioritised ahead of State significant projects. This raises the risk that the crossing may remain unfunded and unconstructed in perpetuity. The Department therefore seeks:

- Revisions to the PSP and ICP (if considered appropriate) to address Stephens Road
- Resolution for any associated land take requirements to facilitate the bridge.

5. Emergency Services Location

Access to and from the emergency services facility (shown on Plan 6) is provided from Officer South Road. Officer South Road will be a 6 lane primary arterial road in the future which will have a median strip, restricting the ability to provide right turns out of the site southbound along Officer South Road. The site would also be located within close proximity to the existing PAO which has been retained for future freeway access.

The Department therefore seeks:

- Reconsideration of location of the emergency services to ensure that full movements to this access is possible.

6. Amendment to the exhibited PAO

The PAO showing land to be reserved for the future freeway off-ramp (east facing) shows a small section located within the freeway reserve. This requires amendment showing the overlay located wholly outside the freeway reserve area.

The Department therefore seeks:

- A revision to the exhibited document *Draft Amendment C274card -Officer South Employment PSP paoMap11- Princess Freeway Public Exhibition October 2023*, to ensure that it the overlay as shown is located wholly outside of the freeway reserve.

7. Access to the city gas gate

The city gas gate is located in close proximity to Officer South Road. The Department seeks further information to understand how this site will be accessed in the future, considering its proximity to the primary arterial / connector road intersection.

The Department therefore seeks:

- To resolve how the site will be accessed and seek to have these arrangements reflected within the ICP intersection design drawings.

8. Bridge crossing specifications

That the VPA confirm that the design of bridges BR-01 and BR-02 will be suitably designed and costed to take into account applicable standards (including SM1600 load standard) to ensure that they can accommodate future heavy vehicle movements to and from Cardinia Road Employment Precinct PSP.

The Department therefore seeks:

- Written confirmation that the appropriate design standards for design load for bridges has been incorporated onto the design and costing for both bridges crossing Gum Shrub Creek.

9. Freeway Service Centre access

There is an existing service station located within the PSP area. Should this use of the land cease, it is a requirement of the Department that any existing freeway access will be closed. The Department does not support any connectivity to the service station from any road within the PSP area.

The Department therefore seeks:

- Amendments to the ordinance as set out within Attachment B of this response.
- Amendments to the PSP restricting access to the site from the surrounding area and enforcing the closure to the freeway in the event that the service station should cease operating.

10. Rezoned land

A small section of land has been rezoned to Industry (INZ1) to the south of the electrical easement reserve, adjoining Cardinia Creek. Access to this land will rely on either the construction of a bridge over the drainage channel or the potential delivery of a 4-way intersection on Thompsons Road, instead of the exhibited 3 way intersection. The Department does not support any proposals to develop the intersection further on Thompsons Road at this location.

The Department therefore seeks:

- An update to the PSP that determines how this parcel of land will be accessed and update the PSP and ICP accordingly.

Attachment 2 – Document specific comments

Draft Amendment C274card - Officer South Employment PSP- Public Exhibition October 2023

Page	Reference/ section	DTP Comment	Change requested
21	O6	This should reflect the wording within Plan Melbourne.	Suggest rewording to: <i>'facilitate access to quality integrated public transport network that connects people to jobs and higher order services'</i>
21	O7	There are no existing freight connections within this location. (remove the word existing). What is a 'strong' arterial road? There is no rail serving freight within this location. The rail corridor only serves a PT function within the local / sub regional context. This should be redrafted taking the above into account.	VPA to clarify the choice of wording. Suggest changes to removing reference to rail, the word 'strong' and the word existing.
22	R5	Standards for pedestrian paths, roads etc... are made clear in this section. It is not clear what the general standard for an equestrian trail would be (if it were to be constructed).	If the trail is to be retained, the applicable standard for the construction of an equestrian trail should be included.
22	O9	Objective appears to be poorly worded. It is unclear what it is trying to achieve in balancing movement and place. Movement and place is a factor (one of many) when establishing a safe and efficient network.	Suggest rewording to <i>'to design and implement an integrated transport network that facilitates the safe and efficient movement of both people and goods within a local, sub regional and regional area'</i>
23	R11	The text refers to the wrong entity for approval.	Amend the text to read to the satisfaction of the Head, TfV not Department of Transport and Planning.
22	R5	Plan 7 does not show interim roads. The requirement should refer to the PIP instead. As connector roads are not applicable (they are not interim) they do not appear to be subject to the requirement (rather they should rather than must). All connector roads should be developed in accordance with the cross sections.	Change reference from Plan 7 to PIP table and any applicable plan.
23	R9	The text refers to the <i>road authority</i>	Amend to the <i>Head, Transport for Victoria (where applicable)</i> .
23	R10	Are roundabouts proposed within the arterial network?	The VPA need to clarify whether roundabouts are proposed. If none are proposed, then the requirement should be deleted.

		Plan shows no roundabouts connecting onto arterial roads. Is this requirement applicable? standard templates for intersection designs. What intersections is the document referring to? The guidance relates to arterial road network development?	
24	G10	Agree and support - cross overs should be reduced to avoid impacts on PT movements.	Suggested that the guideline be amended to reflect that crossover should be minimized to avoid undue impact on movements including PT.
24	G11	The delivery of fast connections should be done in accordance with the Council's cycling strategy. The cycle path layout provides for connections between destinations.	The PSP should reflect the alignment and delivery of the Strategic Cycling Corridors (SCC) located within its area. SCCs are only highlighted once within the document but are an important feature that needs to be identified within the corresponding maps and text.
49	Plan 10	DTP advises that the location of the bus interchange is subject to further consideration at the planning permit stage and may not be delivered within the boulevard connector road.	Ensure that any future planning applications for the town centre are referred to the Head, TfV to ensure that the future bus interchange is suitable considered at the appropriate time.
56	G62	Amend the text to ensure that the timing of delivery as per the Special Controls Overlay can be enforced	Replace the word should with must
57	Plan 11	The Department seeks to understand whether there are any other infrastructure items whose delivery may be impacted by the proposed staging plan.	VPA to confirm whether there are any barriers to the delivery of infrastructure
58	Plan 12	<p>Intersection IN 05 is identified as being located within stage 2 in the plan. If not delivered in stage 1 it will drive traffic travelling east – west through the town centre.</p> <p>Can sufficient funds be collected, by the ICP, within each stage to deliver the necessary supporting infrastructure? E.g. the cost of Lecky Road bridge be collected within stage 1?</p> <p>Can land be restaged if the land owner can demonstrate that the network can manage the loads / demands post PSP?</p> <p>Can the network function if Stephens Road, BR-03 and BR-04 are not delivered in a timely manner?</p>	DTP seeks clarification on the issues raised and amendments to the SCO if considered necessary.

		How will complimentary works outside of the PSP (e.g. Thompsons Road connection to the bridge) be delivered if they are not already in place? Does the staging rely on Stephens Road to be delivered? If so what is the mechanism for its delivery?	
68	Table 7	PIP should include a column that outlines the stage it is to be delivered within	Add column as suggested
68	Table 7	PIP timing for infrastructure does not align with the delivery of infrastructure within the staging plan and SCO.	Revise delivery timeframes in accordance with the SCO and Plan 12.
83	Table 11	The table makes reference to the wrong entity. Amend as per the suggested comment.	Change from the satisfaction of the Department of Transport and Planning to the Head, TFV

Draft Amendment C274card - Officer South Employment PSP 37 07s7 – Public Exhibition October 2023

Page	Reference/ section	DTP Comment	Change requested
7	3.0 - Integrated Traffic and Transport Management Plan	Integrated Traffic and Transport Management Plan (ITMP) – need to include a bullet point on providing for public transport	Add a bullet point that outlines a requirement to show how the provision of public transport has been considered within the ITMP.
9	3.0 - Traffic impact assessment	The ordinance refers to a primary or secondary arterial road. This needs to be amended to reflect VC205.	The planning scheme now requires land within a transport zone 2 to be referred to the Head, TfV. This needs to be reflected here.
11	4.0 - Conditions and requirements for permits	A condition stipulating the need for a noise wall must be included here if it is deemed necessary	Amend ordinance as deemed necessary subject to further discussions with DTP.
17	6.0 - Decision guidelines, Princes Freeway Service Station	The Princes Freeway Service Station heading text needs to be amended. DTP will not consider or support any application to continue to use (or create) an uncontrolled access onto the Freeway before that currently serving the service station.	Amend the section to indicate that access to the freeway will not be maintained upon closure of the service station.

Draft Amendment C274card - Officer South Employment PSP Explanatory Report - Public Exhibition October 2023

Page	Reference/ section	DTP Comment	Change requested
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4	What the amendment does	Land is for the construction of Thompsons Road ultimate design.	Amend text to read 'Reserves land for the construction of Thompsons Road between Cardinia Creek and Lower Gum Scrub Creek <u>in accordance with the approved MRPV business case design.</u> '.
17	TIA 2010	The report references a potential future rail station. It's unclear what station this document referring to?	Amend to existing station 'Officer Railway Station'.
17	TIA 2010	The wording 'the VPA has included the SCO14 to ensure the sequencing of urban development does not outpace the planning and funding for key transport infrastructure' gives the impression that the staging decision does not outpace the funding. It is understood that the SCO provides for the logical and sequential delivery of infrastructure to enable the PSP area to develop in a timely and orderly manner.	Amend the text as necessary

Draft Amendment C274card -Officer South Employment PSP paoMap11- Princess Freeway Public Exhibition October 2023

Page	Reference/ section	DTP Comment	Change requested
n/a	Plan	The plan shows a section of the PAO within the freeway reserve area.	Amend the PAO location to show it fully outside of the freeway area.

Draft Amendment C274card - Officer-South-Employment-PSP-Background-Report-September-2023

Page	Reference/ section	DTP Comment	Change requested
39	4.3.3	The provision of a bus capable road does not guarantee that the Department will run a bus along the boulevard connector road within the residential area	To be noted
45	4.3.9	The equestrian trails along the Cardinia Creek are subject to further investigations. The Department does not accept that key issues, such as crossing the primary and secondary arterial road are subject to detailed design. As previously stated within this response the escarpments and the complexities in going under the roads does not appear to have been fully considered in the planning for the route.	Background report to be updated to reflect the outcomes of further discussions.

51	4.4.6	This section should be updated to acknowledge the Officer South Road / Arcadia drainage reserve interface issues that requires resolution post PSP.	Need to highlight the issue, as raised within the cover letter of this submission.
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