

Ballarat Health and Education Precinct

How *could* and *should* the area grow and develop in the future?

Background Information

CITY OF
BALLARAT



Sustaining growth. Strengthening communities.

This background document outlines:

- Project purpose
- Project steps
- Study core and zone of influence
- Themes and current issues
 - Growth and Innovation
 - Movement and Connection
 - Precinct Integration

We are preparing the Ballarat Health and Education Precinct Structure Plan to guide future growth, development and investment from both the public and private sectors. The Structure Plan will build on existing studies including Council's economic development strategy which positions Ballarat as Western Victoria's regional centre for health and community services. The Structure Plan will answer the question: How *could* and *should* the precinct grow and develop in the future?

The Health and Education Precinct Plan prepared in 2013 for the Committee for Ballarat, identified a number of challenges for the area including:

- A lack of vision for the precinct
- The lack of integration between private development and the public realm
- The low level of land use diversity resulting in low levels of activity at night and an associated sense of community safety
- An uncoordinated parking strategy.
- Forecast growth in the demand for health services,
- The degree to which an attractive environment can be provided for employees and precinct users;
- Integrating all stakeholder activities with the public realm and
- Maintaining and protecting the residential heritage character of the surrounding neighbourhoods.

These challenges combine to create a sense of urgency to take a proactive planning approach through the development of a structure plan.

The structure plan needs to integrate health and education activities; parking, residents, workers and visitors; and the growth needs of the precinct.

Many influences on the study area are regional not local, and therefore a regional focus is required when considering options and solutions.

Project steps

Step	Activity	Estimated completion
1.	Project brief and appointment of Design Team	Feb 2015
2.	Background Document: Project purpose, steps, study core and zone of influence, themes and current issues.	WE ARE HERE!
3.	Co-designing the future Health and Education Precinct: Initial engagement to agree directions and associated concepts using the Enquiry by Design (EbD) process. This process brings key stakeholders, community members and the design team together to develop a vision of how the area could and should grow and develop in the future. The EbD has three components: Day1: Input from participants Day 2: Design Team concept response, Day 2 (evening): Presentation and feedback from participants	July 15 & 16 th 2015
4.	Discussion Paper: Directions and associated concepts for broader community feedback.	Nov 2015
5.	Draft Structure Plan: Contains the vision statement, context plans, identification of sub-precincts, land use plan, circulation and access plan, transport and car parking plan, environmental design principles, maps, drawings, recommended implementation priorities and potential funding opportunities. It will be on exhibition for comment over 12 weeks.	Jan 2015 to March 2016
6.	Finalisation of Ballarat Health and Education Precinct Structure Plan: Presentation to Council and finalisation of Structure Plan. Preparation of Planning Scheme Amendments and lodgment.	March 2016

Study core and zone of influence

The study area has a suggested core and an associated zone that influences and is influenced by what happens in the future. The core area is centred on the Ballarat hospitals, Webster Street to the North – Dawson Street to the East – Sturt Street to the South – Ripon Street to the West. The area of influence extends to the CBD, the Railway Station, Lake Wendouree, the length of Drummond Street and the Queen Elizabeth Health Centre through Ascot Street. The study area contains residential, special use, public use, business and mixed-use zonings and design, heritage and vegetation overlays.

This present thinking about the area could alter as a result of the study.

The proposed core and zone of influence is shown below.



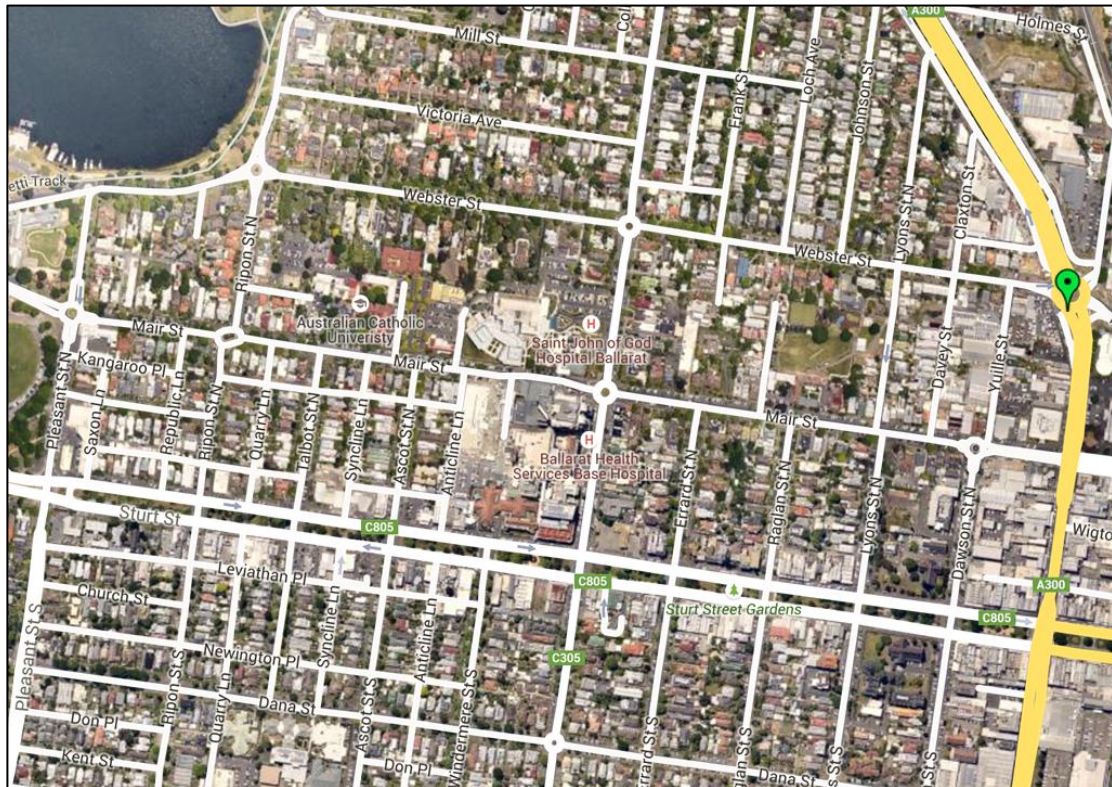
What's in the study area?

The area contains a range of organisations, services, businesses, well-established residential neighbourhoods and street networks

- Ballarat Health Services: a public health provider of acute and sub-acute health services, women's and children's health services, cancer services, the Grampians Area Mental Health Service, aged care and allied health services;
- St John of God Hospital: a private hospital providing acute health services, cardiac care, maternity services, cancer services and mental health services;
- The Australian Catholic University: operates a campus adjacent to St John of God Hospital Ballarat, where it offers nursing, education, paramedics programs, and physiotherapy in future;
- Ballarat and Clarendon College Junior School campuses: Pre year 12
- Melbourne University, Latrobe University and Federation University: have small footprints in the area;
- Nazareth House: residential aged care and independent living services for older people;
- Federation University: a technical and trades campus on the edge of the Precinct, (as well as a campus at Mt Helen), which includes nursing and biomedical science programs, amongst others. The SMB Campus in Central Ballarat includes the Fiona Elsey Cancer Research Centre and could house other research activities;
- Specialists' rooms, University facilities and retail outlets including a pharmacy and
- A range of residential properties, substantial gardens and tree lined streets that combine to provide heritage character.

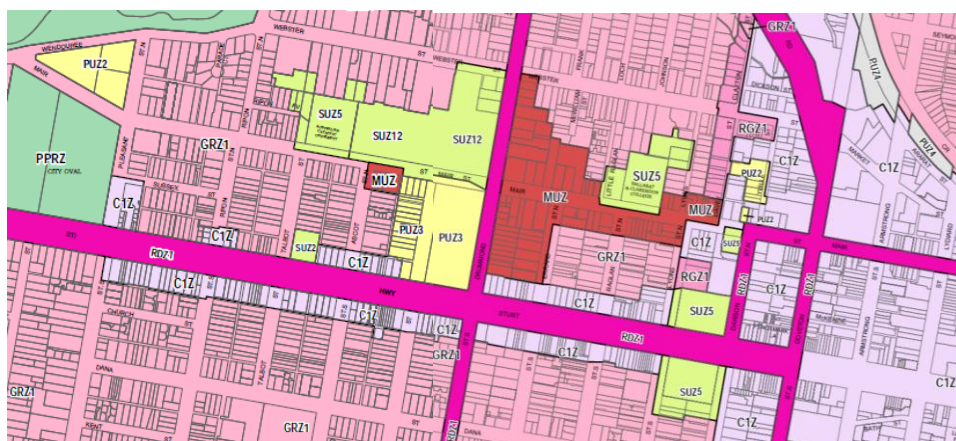
The Street Network

The diagram below shows the street network in and around the study area.



Street Zoning

The zoning of the streets provides an indication of the management regime applicable and also the relative importance in the movement network. The following diagram is taken from the Ballarat Planning Scheme.



"Road Zone" streets are coloured bright pink. In road zone streets Vic Roads as well as the City of Ballarat have a role in the management of street works and town planning of abutting uses.

Vic Roads will generally exercise a more detailed level of control over issues such as control of access and car parking on "Road Zone 1" streets (Sturt Street) than on "Road Zone 2" streets (Drummond Street).

Key streets

Drummond Street carries about 12,000 daily vehicle movements north of Sturt Street. That volume of traffic is a significant barrier to successful integration of the precinct, particularly when roundabouts manage intersections of significant streets. Pedestrian crossing movements are difficult due to lack of gaps in the traffic stream (roundabouts will take the gaps out of the traffic stream) and the walk distances involved.

Sturt Street carries about 16,000 vehicles per day in the subject precinct. The wide carriageways are also impediments to pedestrian convenience but traffic signals are used at several intersections where crossings can be made safely.

Mair Street is the main public space through the precinct. Mair Street has traffic volumes estimated at around 10,000 daily vehicle movements east of Drummond Street, and roundabouts at Dawson Street, Drummond Street, Ripon Street and Pleasant Street. As with Drummond Street the combination of traffic volume, intersection management and walk distances is a deterrent to integration of the precinct.

Themes and Current Issues

Theme: Growth and Innovation

Health and Education in the Ballarat Economy

Existing and forecast employment

In February 2015 healthcare and social assistance was the second largest employer in the City of Ballarat, and education and training was the fifth largest employer. Together these industries employed 16,000 people in the Ballarat region, and are projected to grow to 19,300 people by 2018. Between 2015 and 2018 the population of Ballarat employed in all industries will increase by 15.1 per cent, employment in education and training is forecast to increase by 4.6 per cent and employment in healthcare and social assistance is forecast to increase by 30.3 per cent.

Economic Growth from investment in health and education

The Australian Bureau of Statistics has historically produced input-output multipliers for employment in industries including health and education. While these multipliers apply to Australia as a whole, and it is not known how effectively they apply to small regional economies, it is understood that the multipliers are positive in these industries. We recommend a more conservative approach, taking 50 per cent of the direct multipliers despite the low unemployment rate in Ballarat (2.4 per cent) demonstrating a lack of capacity constraints. The indirect multipliers are based upon national inter-industry linkages that may not apply in smaller regions, therefore it is recommended that only ten per cent of the indirect multiplier is used.

The estimated result of this conservative approach is:

- For every additional \$1 million spent on technical, vocational and tertiary education services, a total of **3.80** extra jobs are created (3.20 directly and 0.60 indirectly)
- For every additional \$1 million spent on health care services, a total of **4.90** extra jobs are created (4.30 directly and 0.60 indirectly).

The implication of these figures is that apart from temporary employment in construction:

- For every dollar spent on creating technical, vocational and tertiary education services approximately \$4.00 direct benefit is created (NPV over 25 years)
- For every dollar spent on creating health care services approximately \$4.80 direct benefit is created (NPV over 25 years).

Factors influencing growth, health and education in the future

- The combination of population growth, ageing and a greater incidence of chronic illness will increase demand for health and care services.
- Care at home and in the community will expand through service models enabled by information and communication technology.
- The emphasis on research and evidence based practices will increase. Partnerships between educational and research institutions and health service providers will be needed.
- Better integration between public and private providers of health care will be needed to accommodate the movement between the two sectors to find the best care.
- Rural and regional health services will play a stronger role in educating the future health workforce.
- Globalisation of education enabled by information technology will continue to increase access to international universities and potential engagement with an international student population.
- The workforce needs of tomorrow will be partly defined through better partnerships with industry to identify future knowledge and skills.

Potential growth strategies for the health and education precinct

There are four strategies to potentially deliver growth in the study area. They have proven successful in other locations and with other health and education providers.

- Projected growth and redevelopment of the major service providers
- Expansion of smaller-organisations including private consulting rooms, diagnostic services, allied health services, aged care and other services;
- Encouraging the existing educational institutions of Melbourne University, Latrobe University and Federation University to expand their activities;
- Integrating and using the activities, services and facilities of the existing organisations to attract more consumers and providers to the new service models, education activities, roles and functions in the Precinct.

Theme: Movement and Connection

Street Network The Council report "Traffic Management Study of Ballarat-Burrumbeet Road" (2009) makes recommendations including works at the intersections of Dawson Street with Mair Street and Sturt Street as a thoroughfare and to introduce traffic signal controls that would enhance pedestrian amenity. The modelling suggests reduction of about 4,000 vehicles per day on Mair Street west of Dawson Street.

Drummond Street edge amenity and safety in front of hospital is impacted by Sturt Street intersection "needing" to accommodate high volumes of crossing traffic. Perhaps some of that traffic could be "designed out"?

Hospital accessibility for taxis and drop-offs could be improved, particularly in Sturt Street.

The effects of local treatments on the wider network will need to be understood and evaluated.

Car Parking

Parking for the area's workforce, for patients and for residents, is under stress and there is a need for a coordinated plan to resolve these and related issues such as:

- **Management**

There are various parking management methodologies in place, including pricing structures and time controls. Whilst much of the parking is on non-public land and individual owners will manage parking to best suit their own needs, the precinct may benefit from a more integrated approach, with objectives set with a precinct-wide focus as well as to service very local requirements.

Private consulting room developments generally include car parking at the rear of properties, in some cases with only a few spaces. Some of those car-parking areas are underutilised whilst others are overloaded, which creates spatial inefficiencies.

A more integrated approach to both provision and management of car parking for developments may lead to efficiencies that will encourage appropriate car parking needs for the precinct.

- **Residential car parking and access**

There are a number of specific land issues in relation to vehicular access, loading and pedestrian ambulance accessibility and safety and pedestrian amenity. These have been raised by stakeholders and noted for further investigation.

Connection to the area of influence

The zone of influence around the core includes the high quality residential neighbourhoods and tree-lined streetscapes, Central Business District, the railway station and Lake Wendouree precincts and the Queen Elizabeth Health Centre focused on Ascot Street. Central to resolving the successful connection to these areas will be defining the relationships between each of them and how this might be

represented and strengthened. Linkages need to take into consideration all modes of transport.

Theme: Precinct Integration

Vision and structure plan

Currently, forecast growth, development and redevelopment in the study area is not guided by a 'vision' of the future precinct. This can lead to ad hoc development. The development of a vision and structure plan needs to reflect all uses and user groups and be endorsed for the purpose of collaborative planning and decision-making.

Protecting the neighbourhood character

Increasingly, traditionally residential properties are being converted into health and allied health facilities. This impacts traffic management, parking, residential character and sense of community. The reduction of 24-hour activity and 'natural surveillance' in streets has led to a perceived decrease in personal and community safety after business hours.

Land use diversity

Lack of land use diversity and accommodation types makes it difficult to meet the demands of a local medical and educational workforce. This constrains workforce attraction and retention efforts.

Pedestrian friendly

Presently the 'car is king!' To create a precinct that accommodates the many users and is safe, will require the development of strong connections and friendly treatment of intersections that facilitate the safe and easy movement of pedestrians into, out of and around the area.

Alternative transport

The walking and cycling experience in Mair and Drummond Streets is particularly poor. More can be done to accommodate emerging and popular alternative forms of transport including public transport.

Place and Way finding

Part of creating a sense of place is not only the integration of public spaces with existing and new developments but also an easily recognised visual representation of the place. This includes way-finding mechanisms that facilitate easy and safe movement throughout the precinct.

This background information has been prepared using previous reports
and the present work of the design team.

July 2015