

# Assessment Officer Report

PA2302348

1585 Mickleham Road, Yuroke



Officer Assessment Report  
Development Approvals & Design

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# Executive Summary



Key Information	Details			
<b>Application No:</b>	PA2302348			
<b>Received:</b>	10/07/2023			
<b>Statutory Days:</b>	143			
<b>Applicant:</b>	St Joseph's Christian College c/- Tract			
<b>Planning Scheme:</b>	Hume			
<b>Land Address:</b>	1585 Mickleham Road, Yuroke			
<b>Proposal:</b>	Use and staged development of a primary and secondary school, display of business identification signs, removal of native vegetation and alteration of access to a road in a Transport Zone 2.			
<b>Development Value:</b>	\$ 30,000,000 million			
<b>Why is the Minister responsible?</b>	<p>In accordance with the schedule to Clause 72.01-1 of the Planning Scheme, the Minister for Planning is the responsible Authority for matters under Divisions 1, 1A, 2 and 3 and Part 4 of the Act, and endorsement of, approval of or being satisfied with matters required by a permit or the scheme to be endorsed, approved or done to the satisfaction of the Responsible Authority, in relation to the use and development of land for a:</p> <ul style="list-style-type: none"> <li>• Primary school or secondary school, or education centre that is ancillary to, carried out in conjunction with, and on the same land or contiguous land in the same ownership as, a primary school or secondary school, if any of the following apply: <ul style="list-style-type: none"> <li>- There is no existing primary school or secondary school on the land.</li> <li>- The estimated cost of development is \$3 million or greater.</li> </ul> </li> </ul>			
<b>Why is a permit required?</b>	<b>Clause</b>	<b>Control</b>	<b>Trigger</b>	
<b>Zone:</b>	Clause 35.04	Green Wedge Zone (GWZ)	<i>Use the land for Primary &amp; Secondary School</i>  <i>Construct a building or construct or carry out works</i>	
<b>Overlays:</b>	N/A			
<b>Particular Provisions:</b>	Clause 53.19	Non-Government School	<i>To use or develop land for a primary school, secondary school, or education centre.</i>	
	Clause 52.17	Native Vegetation	<i>A permit is required to remove, destroy or lop native vegetation</i>	
<b>Cultural Heritage:</b>	A CHMP is not required as the site is not located in an area of cultural sensitivity.			
<b>Total Site Area:</b>	52,106	m <sup>2</sup>		
<b>Gross Floor Area:</b>	12,349	m <sup>2</sup>		
<b>Height:</b>	3	Storeys excluding plant		
		Metres excluding plant		
<b>Land Uses:</b>	<b>Dwellings</b>	<b>Office</b>	<b>Retail</b>	<b>Other</b>
	N/A	N/A	N/A	Education
<b>Parking:</b>	<b>Cars</b>	<b>Motorcycles</b>	<b>Bicycles</b>	
	277		92	



**Referral Authorities:** Department of Transport and Planning (Roads) (s55 – determining)  
Hume City Council (informal)

**Public Notice:** Notice of the application was undertaken by the applicant at the direction of the Minister for Planning in the following manner:  
**6** objections and 1 letter of support have been received as of **7/12/2023**.

**Delegates List:** Approval to determine under delegation received on **30/11/2023**.



## Application Process

1. The key milestones in the application process were as follows:

Milestone	Date
Application lodgement	10/07/2023
Further information requested	N/A
Further information received	N/A
Decision Plans	Plans prepared by <b>PMDL Architects</b> , dated 19/06/2023
Other Assessment Documents	<ul style="list-style-type: none"><li>• Bushfire Planning Report, prepared by Nature Advisory, dated June 2023</li><li>• Landscape Report, prepared by Tract, dated 19 June 2023</li><li>• Native Vegetation Report, prepared by Nature Advisory, dated June 2023</li><li>• Engineering Services Master Plan Report, prepared by BRT, dated 16.06.2023</li><li>• Traffic Engineering Assessment, prepared by Traffix Group, dated June 2023</li><li>• Demographic Analysis, prepared by Mccrindle, dated May 2021</li></ul>

2. The subject of this report is the decision plans (as described above).

## Proposal Summary

3. The proposal can be summarised as follows:

Key Information	Details
Proposal:	The proposed staged development of a Prep to Year 12 school, display of business identification signage, removal of native vegetation and alteration of access to a road in a Transport Zone 2.
Total Site Area:	52,106 m <sup>2</sup>
Gross Floor Area:	12,349 m <sup>2</sup>
Height:	12.3m
Land Uses:	Education
Car Parking:	301
Bicycle Parking:	92
Motorcycle Parking:	N/A
Loading and Waste arrangements:	Not submitted

4. It is proposed to construct a primary and secondary school on the site with buildings consisting of double storey and some three storey components as a result of the fall of the land.

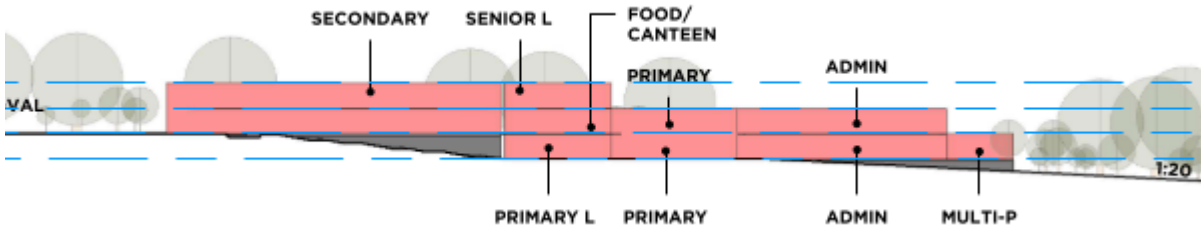


Figure 1: Section through the length of the site.

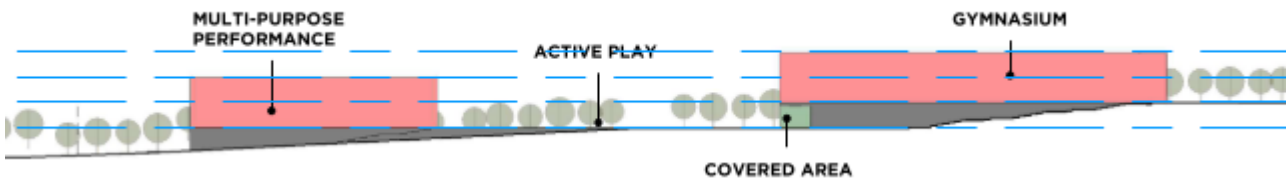


Figure 2: View from Mickleham Road

5. The development is proposed to be staged, with additional buildings being constructed in future stages as the student numbers increase.
6. Overall, the development will consist of:
  - Seven (7) stages of the development as set out in the plan below.
  - Seven (7) new buildings, including primary, primary multi-purposes, administration, library, canteen, secondary, secondary multi-purpose, performance and gymnasium.
  - Outdoor learning spaces, including food garden and play areas.
  - Outdoor recreation spaces, including oval and active play area.
  - Paved central courtyard with internal accessways to school buildings, facilities, bicycle and carparking.
  - Two new vehicle crossings providing access to the drop zones and carparking.

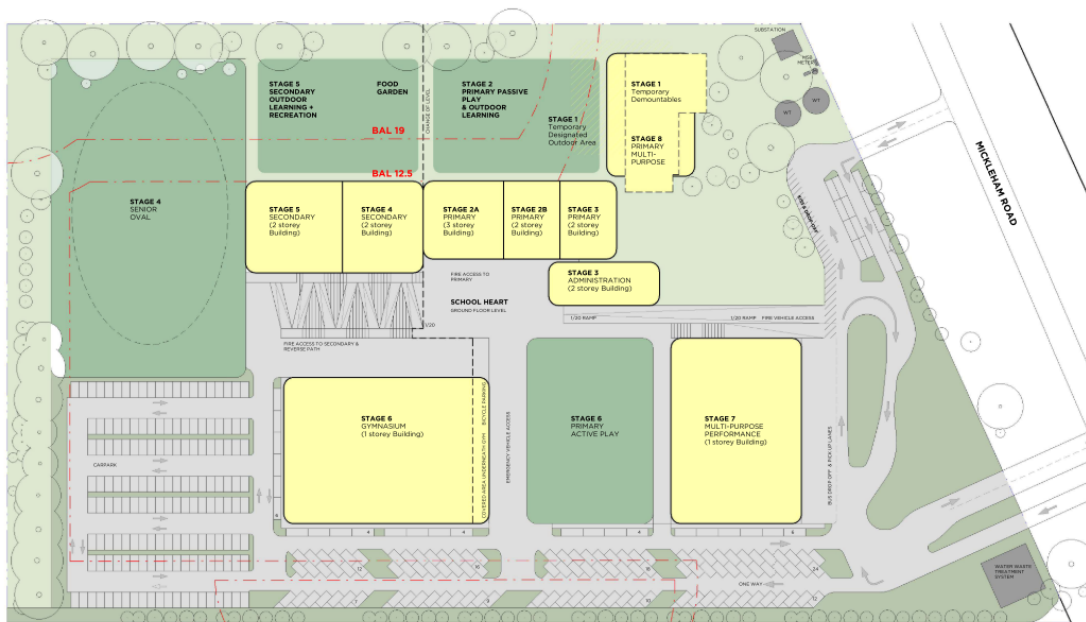


Figure 3: The proposed staged layout

7. The applicant has provided the following concept image/s of the proposal:

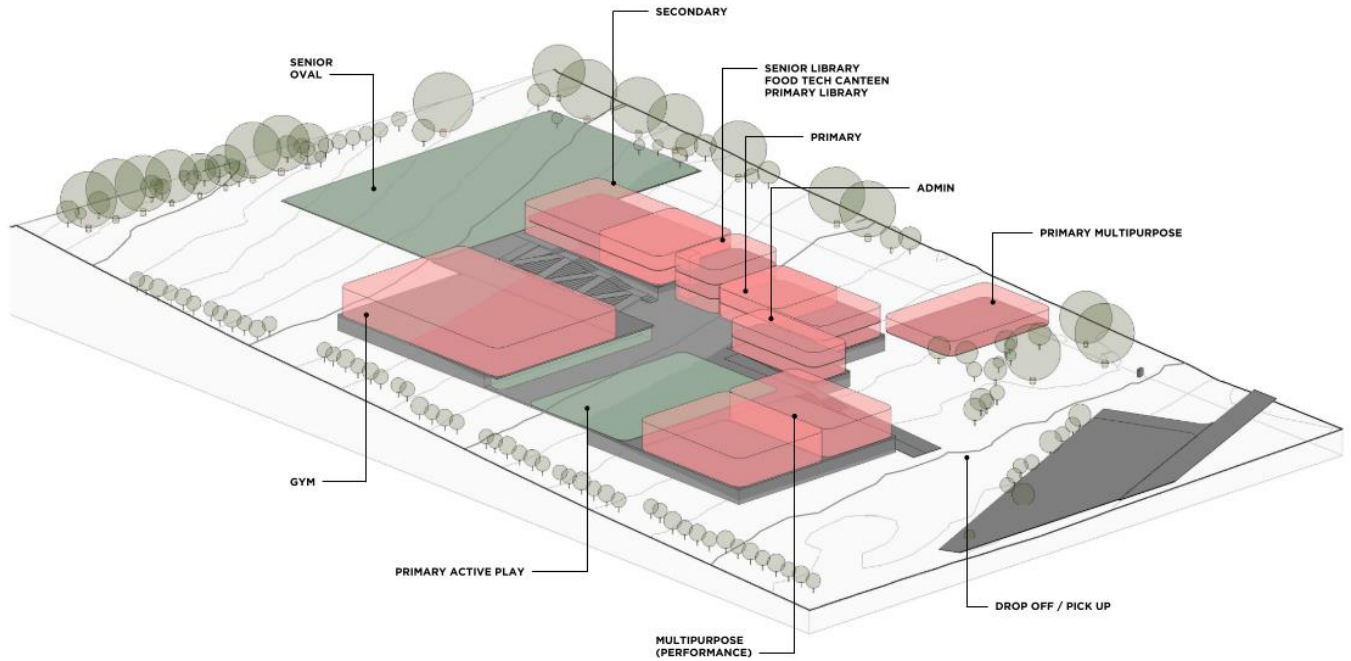


Figure 4: The proposed school layout



## Site Description

8. The site is located on the western side of Mickleham Road, north of Craigieburn Road and south of Mt Ridley Road.
9. The existing site comprises of two large rural blocks, each with a single residence, associated outbuildings, water tanks and dams.
10. The site is irregular in shape and has frontages to Mickleham Road (200m), southern boundary (325m), western boundary (183m) and northern boundary (242m). with a total size of 52,106m<sup>2</sup>.

## Site Surrounds

11. The surrounding land consists of large properties each containing a single dwelling, farm sheds and associated outbuildings.
12. Land on the east side of Mickleham Road is located within the Craigieburn West PSP and the western edge of the urban growth boundary.
13. The PSP assists in the structure planning process for the area, completing the delivery of green links within and beyond the PSP boundaries and by providing a sensitive built form interface to the rural land west of Mickleham Road/Urban Growth Boundary.
14. The PSP has been incorporated within the planning scheme for the purposes of imposing infrastructure contributions on development proponents which will contribute to the provision of works, services or facilities and the provision of land for public purposes.
15. The PSP identifies activity centres which provides for local facilities, including centralised activity centre, open space and community facilities, and a series of proposed government and potential non-government school sites which are accessible via public transport services in addition to car, bicycle and walking.
16. The PSP manages growth within a designated area while limiting the access to Mickleham Road. This is reflected by the lack of current and future road infrastructure proposals adjacent to the subject site.
17. Mickleham Road is an arterial road and forms the western edge of the PSP, it is specified as a Transport Road Zone 2 in the Hume Planning Scheme and carries approximately 25,000 vehicles per day. The single lane carriageway adjacent to the subject site is not included in the current Mickleham Road upgrades (duplication) between Somerton Road and Dellamore Boulevard or the potential future stage between Dellamore Boulevard and Sommerton Road.
18. Development surrounding the site can be described as follows:
  - To the **north** of the site: low density dwellings and farmland, located in the Green Wedge Zone.
  - To the **south** of the site: low density dwellings and farmland, also located in the Green Wedge Zone.
  - To the **east** of the site: Eastern side of Mickleham Road is Urban Growth Zone, including new residential subdivisions that form part of the Craigieburn West Precinct Structure Plan.
  - To the **west** of the site: low density dwellings and farmland, also zoned Green Wedge.





Figure 5: Site Location



Figure 6: Site Photos



**Figure 7: Site Photos**



## Municipal Planning Strategy

19. The following objectives and strategies of the Municipal Strategic Statement of the scheme are relevant to the proposal:

Clause	Description
<b>02.01</b>	<p><b>Context</b></p> <p><i>Hume is situated on the eastern edge of Victoria’s volcanic plains making for a rich natural heritage including large areas of flat land punctuated by volcanic cones and deep, wide creek valleys of the Deep, Emu, Jacksons, Merri and Moonee Ponds Creeks and their tributaries. Significant landscape features, areas of native vegetation and biodiversity and a number of significant aboriginal cultural features make a strong contribution to the character of Hume.</i></p> <p><i>The settlement pattern comprises of two urban corridors (Hume Corridor and Sunbury Township and growth area) separated and surrounded by Rural Areas. The main land uses are industrial, established residential and new residential development, and agriculture.</i></p>
<b>02.02</b>	<p><b>Vision</b></p> <p><i>Hume’s vision is to be a sustainable and thriving community with great health, education, employment, infrastructure and a strong sense of belonging. (Council Plan2021-2025, p26). This will be achieved by:</i></p> <ul style="list-style-type: none"> <li>• <i>Valuing education and life long learning</i></li> <li>• <i>Enabling economic growth through the creation of local jobs and supporting local industries.</i></li> <li>• <i>Acknowledge and celebrating the diversity of Hume people.</i></li> <li>• <i>Supporting active participation by residents in community life.</i></li> <li>• <i>Growing in a way that is both sustainable and sensitive to the open, natural and rural spaces.</i></li> <li>• <i>Creating a place that will benefit future generations while protecting the environment.</i></li> <li>• <i>Advocating for sustainable neighbourhoods</i></li> <li>• <i>Protecting heritage</i></li> <li>• <i>Designing spaces that are accessible and fill the community with pride.</i></li> </ul>
<b>02.03-1</b>	<p><b>Settlement – Rural Areas including the Green Wedge areas and Melbourne Airport</b></p> <p><i>Rural Areas make up over half of Hume and provide a permanent break between the urban areas of Hume Corridor and Sunbury Township create a district rural landscape character and outlook to the edge of the urban areas and contain important conservation, natural resources and landscape features. The Rural Areas include Green Wedge Zone land, Special Use Zone, Public Use and Recreation Zones and the Bulla township (Township Zone).</i></p> <p><b>Strategic directions</b></p> <ul style="list-style-type: none"> <li>• <i>Develop the Hume Corridor to be a sustainable urban area with high quality development in new growth areas.</i></li> <li>• <i>Maintain the inner urban break in the Hume Corridor for, larger detached housing and low density rural residential development that supports the conservation of biodiversity and landscape values.</i></li> </ul> <p><b>Landscape Character</b></p> <p><i>The rural landscape is a key character of Hume’s image and identity. It includes wide expanses of flat open woodland and grassland, cleared grazing land and natural features such a largely undeveloped hills and ridges, and very steep creek valleys. These features are highly valued by the community and are often highly visible, providing an important backdrop to urban areas within the Hume Corridor and the Sunbury township.</i></p> <p><b>Environmental risks and amenity</b></p> <p><i>The rural landscape is a key character of Hume’s image and identity. It includes wide expanses of flat open woodland and grassland, cleared grazing land and natural features such a largely undeveloped hills and ridges, and very steep creek valleys. These features are highly valued by the community and are often highly visible, providing an important backdrop to urban areas within the Hume Corridor and the Sunbury township.</i></p>
<b>02.03-3</b>	<p><b>Rural Areas including the Green Wedge areas.</b></p> <p><i>Rural areas make up over half of Hume and provide a permanent break between the urban areas of Hume Corridor and Sunbury Township, create a distinct rural landscape character and outlook to the edge of the urban areas and contain important conservation, natural resources and landscape features. The Rural Areas include Green Wedge Zone land, Special Use Zone (i.e quarries) Public Use and Recreation Zones and the Bulla township (Township Zone).</i></p>



## Planning Policy Framework

20. The following objectives and strategies of the Planning Policy Framework of the scheme are relevant to the proposal:

<b>Clause 11</b>	<b>Settlement</b>
<b>11.01-1R</b>	<b>Green wedges – Metropolitan Melbourne</b> To protect the green wedges of Metropolitan Melbourne from inappropriate development.
<b>11.02-1S</b>	<b>Supply of urban land</b> Planning for urban growth should consider: <ul style="list-style-type: none"><li>• Opportunities for the consolidation, redevelopment and intensification of existing urban areas.</li><li>• Neighbourhood character and landscape considerations.</li><li>• The limits of land capability and natural hazards and environmental quality</li><li>• Service limitations and the costs of providing infrastructure</li></ul>
<b>Clause 13</b>	<b>Environmental Risks and Amenity</b>
	Planning should strengthen the resilience and safety of communities by adding a best practice environmental management and risk management approach. Planning should identify, prevent and minimise the risk of harm to the environment, human health and amenity through. <ul style="list-style-type: none"><li>• Land use and development compatibility</li><li>• Effective controls to prevent or mitigate significant impacts.</li></ul>
<b>13.02</b>	<b>Bushfire Planning</b> To strengthen the resilience of settlements and communities to bushfire through risk-based planning that prioritises the protection of human life.
<b>13.07-1S</b>	<b>Land use compatibility</b> To protect community amenity, human health and safety while facilitating appropriate commercial, industrial, infrastructure or other uses with potential adverse off-site impacts. <ul style="list-style-type: none"><li>• Ensure that use or development is compatible with adjoining and nearby land uses.</li><li>• Avoid locating incompatible uses in areas that may be impacted by adverse off-site impacts from commercial, industrial and other uses.</li><li>• Avoid or otherwise minimises adverse off-site impacts from commercial, industrial, and other uses through land use separation, siting, building design and operational measures.</li></ul>
<b>Clause 15</b>	<b>Built Environment and Heritage</b>
<b>15.01-6S</b>	<b>Design for rural areas</b> To ensure development respects valued areas of rural character. <ul style="list-style-type: none"><li>• Ensure that the siting, scale and appearance of development protects and enhances rural character.</li><li>• Protect the visual amenity of valued rural landscape and character areas along township approaches and sensitive tourist routes by ensuring new development is sympathetically located.</li><li>• Site and design development to minimise visual impacts on surrounding natural scenery and landscape features including ridgelines, hill tops, waterways, lakes and wetlands.</li></ul>
<b>15.01-1L-05</b>	<b>Signs</b> Encourage signs to be located on the land to which they relate.
<b>Clause 19</b>	<b>Infrastructure</b>
<b>19.02-2S</b>	<b>Community Infrastructure – Education Facilities</b> To assist the integration of education and early childhood facilities with local and regional communities. <ul style="list-style-type: none"><li>• Locate childcare, kindergarten and primary school facilities to maximise access by public transport and safe walking and cycling routes.</li><li>• Locate secondary school and tertiary education facilities in designated education precincts and areas that are highly accessible to public transport.</li><li>• Ensure streets and accessways adjoining education and early childhood facilities are designed to encourage safe bicycle and pedestrian access.</li></ul>



21. The assessment section of this report provides a detailed assessment of the relevant planning policies.

## Zoning and Overlays

### Applicable Zone – Green Wedge Zone

22. A planning permit is required to use land for a primary and secondary school and to construct a building or construct or carry out works associated with a use in Section 2 of Clause 35.04-1. The purpose of the **Green Wedge Zone** is:

- To implement the *State Planning Policy Framework* and the *Local Planning Policy Framework*, including the *Municipal Strategic Statement* and local planning policies.
- To provide for the use of land for agriculture.
- To recognise and conserve green wedge land for its agricultural, environmental, historic, landscape, recreational and tourism opportunities.
- To encourage use and development that is consistent with the sustainable land management practice.
- To encourage sustainable farming activities and provide opportunity for a variety of productive agricultural uses.
- To protect, conserve and enhance the cultural heritage significance and the character of open rural and scenic non-urban landscapes.
- To protect and enhance the biodiversity of the area.

23. The following sections include a discussion of how the proposal responds to these requirements and the relevant decision guidelines.

### Applicable Overlay/s

24. There are no overlays that affect the site.

## Particular and General Provisions

### Clause 71.02-3 – Integrated decision making

25. Clause 71.02-3 outlines that planning and responsible authorities should endeavour to integrate the range of planning policies relevant to the issues to be determined and balance conflicting objectives in favour of net community benefit and sustainable development for the benefit of present and future generations.

## General Requirements and Performance Standards

### Clause 52.06 – Car Parking

26. Pursuant to Clause 52.06 a permit is required to reduce (including reduce to zero) the number of car parking spaces required under Clause 52.06-5 or in a schedule to the Parking Overlay. Table 1 under Clause 52.06-5 of the Hume Planning Scheme requires 1 car parking space be provided to each employee that is part of the maximum number of employees on the site at any time for a primary school. 1.2 spaces are required for each employee of the secondary school component that is part of the maximum number of employees on the site at any time.

27. The proposal meets the statutory rate for carparking.

### Clause 52.17 – Native Vegetation

28. Pursuant to Clause 52.17 a permit is required to remove, destroy or lop native vegetation, including dead native vegetation. The proposed removal of native vegetation to facilitate the development of the school is a permit trigger.



### **Clause 52.34 – Bicycle Facilities**

29. Pursuant to Clause 52.34-1 a new use must not commence or the floor area of an existing use must not be increased until the required bicycle facilities and associated signage has been provided on the land. 1 bicycle parking space is required to be provided to each 20 employees and 1 to each 5 pupils over the age of 4. A secondary school requires 1 space to each 20 employees and 1 to each 5 pupils.
30. The proposal meets the statutory rate of bicycle parking.

### **Clause 53.18 – Stormwater Management in Urban Development**

31. Pursuant to Clause 53.18-3 an application to construct a building or construct or carry out works must meet all of the objectives of Clauses 53.18-5 (Stormwater management objectives for buildings and works) and 53.18-6 (Site management objectives) and should meet all of the standards of Clauses 53.18-5 and 53.18-6. An application must be accompanied by details of the proposed stormwater management system, including drainage works and retention, detention and discharges of stormwater to the drainage system.

### **Clause 53.19 – Non-Government Schools**

32. Clause 53.19 applies to use or development of land for a primary school, secondary school or education centre that is ancillary to carried out in conjunction with, and on the same land or contiguous land in the same ownership as, a primary school or secondary school.



## Referrals

33. The application was referred to the following groups:

Provision / Clause	Organisation	Response and date received
<b>Section 55 Referral – Determining</b>	Department of Transport and Planning (Roads)- Objection	<b>Objection</b> <b>15/09/2023</b>
<b>Section 55 Referral – Recommending</b>	Hume City Council	<b>Objection</b> <b>20 July 2023</b>

## Municipal Council Comments

34. The Hume City Council (the council) considered the application and provided a written response.

35. The Council initially provided a determined that they have no objection to the application. At the time, the community infrastructure planner has provided the following comments:

- The relationship between the site and the immediate surrounding area within the Green Wedge Zone. It is noted that any proposal for the use of land should provide an appropriate response to the purpose(s) of the applicable zone and seek to ensure the use of the land would not unreasonably impact the existing use of surrounding properties within the Green Wedge Zone. Accordingly, if Council were the determining authority, it would consider the proposal's response to the Decision Guidelines listed in Clause 35.04-6, specifically those listed under *General issues* and *Primary school or Secondary school issues*.
- Mitigating the impacts of traffic generated by the proposal on the functionality and flow of traffic on Mickleham Road. In part by ensuring adequate on-site pick up/drop off parking facilities are provided to avoid car queuing.
- The extent of hard paved surfaces/impermeable surfaces across the site.
- The demand for an additional primary and secondary school surplus to the current/future schools identified within the abutting Craigieburn West PSP and surrounding neighbourhoods such as Greendale North PSP, Lindum Vale PSP and Craigieburn R2 PSP.


36. In the revised position from Council received by DTP on 20 July 2023, the following key issues were raised:

### **Environmental / Green Wedge**

- No environmental impact assessment included – specifically during the different stages of the project as presented.
- Noise impact on surrounding land uses, impact to Fauna – such as Kangaroo Management.
- The Hume Rural Strategy (2022) seeks to protect rural qualities of the green wedge while managing change. It provides decision-making guidance for development and discretionary use proposals, such as schools. It reaffirms that schools are preferred to be located within the urban growth boundary to cater for growing communities and utilise the walking and cycling networks. The main concerns relate to the amenity impact of the proposed school on surrounding properties, including visual impact, noise impact, impact on biodiversity and bushfire risk. The Rural Strategy provides further guidance on how these impacts should be managed, including through setbacks, scale and intensity of use, screening and siting. City Strategy has concerns that the potential amenity impacts have not been appropriately considered in the proposal.

### **Utilises**

- Water / Sewer connections: the planning report indicates that there are only septic tanks currently – as this is a property within the green wedge and the indicated uses would be for 450 children including an indoor sports



stadium and performing arts facility, connection to water and sewer mains would be imperative and this would be born at the cost to the applicant.

- Upgrades to electricity mains would be required to facilitate the use.
- Stormwater management has been identified within the plan and given the amount of car parking identified – how will this be managed.

#### **Visual impact**

- The visual impact to use would be significant and not in keeping with its rural surroundings, given 3 storey proposed buildings.
- The intense use of the site (entire) will have significant impact and is at risk of setting a precedence.

#### **Emergency / Safety**

- In the event of an emergency there is only one way in and out of the school and onto a busy arterial road.
- Traffic congestion is a concern, which could create safety concerns along an 80km stretch of a heavily utilised arterial road.
- No cycling lanes will be placed along that area of Mickleham Road, so promoting active transport to school is considered unsafe.
- The amount of bus entering and existing the site leaves safety concerns given the area as per the report which they believe the school will be pulling from.

#### **Use / Location**

- There has been land allocated in Craigieburn West PSP 3 mins down the road for a non-government school site which is a more appropriate location.
- The intense use of the entire site is not in keeping with the surrounding land uses and may impact resident's lifestyle.

#### **Traffic**


- There is no traffic report which should outline the number of traffic movements for each stage.
- Mickleham Rd is a significant barrier to the walking and cycling network.
- Mickleham Rd duplication is a state project that is delivered in stages. The section of Mickleham Rd relevant to this application (north of Craigieburn Rd) is a future stage of the project and the final timeframe for delivery is uncertain.
- Access / egress (including safety consideration) to and from the site needs to be to the satisfaction of Engineers, Traffic and Transport Planning.
- The site is facing Craigieburn West PSP and ICP area, located to the east, on the other side of Mickleham Rd. The PSP identifies a future signalised intersection, funded through the ICP (project IN-04), which would align with the proposed access to the site. Subject to engineering and traffic requirements, the developer of the school site may be required to construct a 4<sup>th</sup> leg to the intersection at their cost.

### **Department of Transport and Planning - Objection**

37. The Department of Transport and Planning (Roads) have objected to the proposal and notes the following:

- 1) *Mickleham Road is planned for as a future Primary Arterial Road, which will generally provide a six lane mid-block configuration and a posted speed limit of 80km/hr. It caters for key north-south movements and*





*complements larger transport infrastructure including the Hume Freeway and the future Outer Metropolitan Ring Transport Corridor. The road will connect future and approved Precinct Structure Plan areas located with the urban fringe of Metropolitan Melbourne with more established urban growth areas located in the north. Mickleham Road is currently a declared arterial road.*

- 2) *As per Clause 18.01-1S Land Use and Transport integration of the Hume Planning Scheme, the following strategies are necessary to effectively integrate land use and transport.*
  - *Plan land use and development to protect identified potential transport infrastructure from being precluded by land use and development.*
  - *Plan the use of land adjacent to the transport system having regard to the current and future development and operation of the transport system.*
- 3) *Under the Movement and Place Framework, Mickleham Road is categorised as GT2 with the definition of "Significant movement of people by private vehicle on routes connecting multiple municipalities or providing primary access to regional level places (P2).*
- 4) *Schools generate higher levels of pedestrian and cyclist activity, as well as traffic and parking needs at particular times of the day. Accordingly, Schools should normally be more centrally located within each arterial block and not adjacent to an arterial road to minimise the number of pupils required to cross arterial roads to access the school and avoid school speed zones.*
- 5) *The application has not sufficiently demonstrated how the use of the site for a school and its associated requirements in terms of speed restrictions, traffic and parking needs can function alongside a Primary Arterial Road.*

*Overall, The Head of Transport for Victoria (Department of Transport) considers that this development compromises the safety and efficiency of traffic operations for all road users who would use the arterial road network. And will notify the Responsible Authority that it objects to the application on the following grounds:*

- 1) *The proposed access is incompatible with the operation of Mickleham Road and public safety.*
- 2) *The proposal will result in unacceptable road safety outcomes.*
- 3) *The proposal is not in accordance with Clause 18.01-1S of the Hume Planning Scheme.*

## **Notice**

38. The application is not exempt from the notice requirements of section 52(1)(a), (b) and (d), an application to which Clause 53.19 applies is exempt from the decision requirements of section 64(1), (2), and (3), and which the review rights of section 82(1) of the Act.
39. The applicant was directed to give notice by way of erecting a sign/s on the site and notifying adjoining owners and occupiers.
40. Six (6) objections were received, raising the following issues:
  - The school (both use and development) is not compatible with the Green Wedge Zone
  - Noise impact on adjoining properties livestock
  - Bulk and density of the development.
  - Lack of services including sewer and water.
  - Vehicle movements to and from the site.



41. One (1) submission of support has been received from 760 Craigieburn Road, Yuroke with their key grounds being:

- the education facility would serve local residents.
- Create a cross section of land uses; and
- Provide employment opportunities.



## Key Considerations

43. The following are deemed to be the key considerations in assessing the acceptability of the proposal:

### Planning Policies

- The Hume Rural strategy (2022) which provides decision making guidance for development and discretionary use proposals. This strategy includes direction on protecting the rural areas from subdivision and changes to the urban growth boundary by managing development and discretionary uses.
- The development inserts an inconsistent built form within the landscape which would detrimentally alter the surrounding rural landscape and therefore is contrary to Clause 15.01-2L-01 – Building design – Hume.
- The application seeks to alter the use of the land from rural to education in an area located outside of the identified growth corridor, resulting in the loss of valued agricultural land that is proximate and highly accessible from established areas.

## Strategic Direction and Land Use

44. The *Planning Policy Framework* encourages appropriate land use and development which enhances the built environment, supports economic growth, meets the community expectations on retail and commercial provision, delivers diversity in housing supply to meet existing and future needs, and integrates transport and infrastructure planning.

45. The relevant MPS and PPF policies have been considered in assessing the application.

46. The proposed land use is considered to not be consistent with the strategic direction of the following policies:

### **11.01-1R Green Wedges – Metropolitan**

47. The proposal fails to meet the vision of the Green Wedge within the municipality of Hume which states:

*The green wedges role to continue to protect the airport and provide rural separation from urban areas while embracing opportunities to celebrate its environment and landscape values in traditional rural and lifestyle uses.*

48. Land uses within the Green Wedge Zone are considered by Hume City Council's Rural strategy. The purpose of the strategy is to protect prime agricultural land and limit housing and other land uses through actively encouraging new residential development (including schools) to be located in existing settlements or in locations where planned services are available ensuring the green wedge values are protected.

49. The siting of the school in this location is therefore contrary to the overarching purpose of the Hume City Council's Rural strategy.

50. The green wedge values for Hume are supported by the Craigieburn West Precinct Structure Plan (PSP). The PSP aims to protect the rural areas from subdivision and changes to the urban growth boundary through the creation of a north-south spine of walkable neighbourhoods and facilities. The PSP commits to a fixed urban growth boundary through the zoning of land, including the Green Wedge zone to the west of Mickleham Road which aims to limit the expansion of urban development, restrict subdivision and encourage and protect agricultural uses.

51. The proposed school is a discretionary use within the green wedge zone and has failed to demonstrate a clear need and relationship with the purpose or the key decision guidelines of the zone. Consideration must be given to the impact on adjoining farming and lifestyle uses and direction of the use to more appropriately zoned land for the use of a non-government school within the immediate vicinity.

52. The PSP provides a variety of land zoning, including residential, open space and allotments of appropriate land for the provision of both government and non-government schools. The locations specified in the PSP allow for access to the school zoned land by foot, bicycle or public bus in addition to private transport.



53. Broadly, the proposed school fails to preserve the rural qualities of Hume and is contrary to this policy which seeks to demarcate residential, and community uses (such as schools) within the Urban Growth Boundary from agricultural uses within the Green Wedge Zone this conflict creates uncertainty for existing landowners and land managers.
54. The primary land use emphasis in the Green Wedge areas continues to be on farming and productive uses aimed at enhancing the quality of the rural land resource.
55. In particular:

*Promote and encourage the key features and related values of each green wedge area.*

- The green wedge areas of Hume council include diverse rural areas of larger farming land and pockets of lifestyle subdivisions. These areas incorporate a landscape of flat open plains punctuated by volcanic cones and large areas of significant biodiversity.
- Green Wedge areas are significant in maintaining a non-urban/rural break around Sunbury and Bulla to retain the character and identity of the townships and for them to remain separate from Melbourne.
- The Hume green wedge plays a significant role in the protection of the curfew free status of Melbourne Airport as it provides large areas of rural land with limited development of more noise sensitive uses.

*Support development in the green wedge that provides for environmental, economic and social benefits.*

- Development within the green wedge should only be supported where the proposed use is operated in conjunction with existing or proposed uses including agriculture, natural systems, outdoor recreation, rural industry or a winery. These rural uses provide opportunities for tourism ventures to provide employment for the local community and increase economic benefits to the local townships.

*Consolidate new residential development in existing settlements and in locations where planned services are available and green wedge values are protected.*

- Consolidation of new residential areas within the PSP allows for utilisation of existing and proposed services. These services include water, sewer and power, along with public transport infrastructure. This reduces the impact on green wedge areas which do not have the infrastructure services required by more intensive land uses like schools.
- A new land use within the green wedge like a school would be required to install complex infrastructure for sewer and water services. These services would significantly alter the landscape for the adjoining properties and disrupt the agricultural aspect and green wedge values.

*Support existing and potential agribusiness activities, forestry, food production and tourism.*

- The green wedges of Melbourne have been highlighted by the State Government to receive greater protection and be retained for the purposes of agriculture and business associated with farming practices.
- Agriculture is supported as a primary role for Melbourne's green wedges and businesses associated with these farming / tourism uses are supported as they demonstrate an association between the primary use of the land and the new use.
- A school in this location is clearly contrary to this objective.

### **11.02-1S Supply of Urban Land**

56. The Craigieburn West PSP has provided a strategic direction for the municipality of Hume and includes land for the provision new non-government schools has been allocated within the urban growth boundaries. It seeks consolidated urban growth and the provision of services to support neighbourhoods, which includes a diversity of education options.
57. This planned approach allows for the proposed education sites to be accessed by both public transport, pedestrian and bicycle networks and not be totally reliant on students arriving by car, this is unable to be achieved by the proposed location of the school.



58. The proposed use and development which is located on the western side of Mickleham Road does not meet the objectives of intensification of existing urban areas, the site has limited existing infrastructure and doesn't meet the rural character and landscape values of the Green Wedge Zone as discussed in detail above.

**13.07-1S Land use compatibility**

59. The proposed use of the land as a school fails to protect the amenity of the community and has potential adverse off-site amenity impacts on adjoining properties, through visual impacts and potential noise from the site.
60. The proposed site is isolated from community facilities restricting community access through being located outside of the PSP.
61. State policy recognises community infrastructure including education facilities and provides strategic direction. The subject site does not accord with these strategies as it is not readily accessible by walking or cycling, is not integrated with the community and conflicts with the adjoining rural land uses.

**15.01-6S Design for rural areas**

62. The proposed development fails to respect the rural nature of the area with an intense built form including 3-storey buildings and multiple building across the site contrary to the established low density rural agricultural character of the surrounding land zoned GWZ.
63. The design of the buildings has not attempted to minimise the visual impact to the surrounding areas and adjoining properties. The scale and appearance of the development will not enhance or respect the rural character of the green wedge.

**19.02-2S Community infrastructure – Education facilities.**

64. This policy provides guidance on introducing new education facilities to the community.
65. The proposed school is not located to maximise access to the school by public transport, safe walking or cycling routes. The location on Mickleham Road is isolated from public transport options and the single lane highway provides no opportunities for walking or cycling.

## Zone

66. Located in Green Wedge Zone and sits outside the Craigieburn West PSP
67. The proposal is inconsistent with the purpose of the zone:

***To provide for the use of land for agriculture.***

The proposal is to construct a large school campus on land which has previously been used as lifestyle residential lots. These lots possess the opportunity of providing small scale farming opportunities which this development will remove. These smaller scale farming opportunities provide an edge to the urban growth boundary and act as a buffer to preserve and protect larger farming parcels of land located within the green wedge.

***To recognise, protect and conserve green wedge land for its agricultural, environmental, historic, landscape, recreational and tourism opportunities, and mineral stone resources.***

The green wedge land located in Hume actively protects the unique natural landscape of open plains and historic volcanic cones. The extensive ecosystems of grassy woodlands, grasslands, waterways and escarpment vegetation create a diverse environment. The proposal actively aims to insert an intense built form into the green wedge with no consideration of the natural environment or biodiversity of the site.

***To encourage use and development that is consistent with land management practices.***



The proposed school is not consistent with land management practices, this is demonstrated through the extensive buildings and works across the site, including large areas of hard surfacing through the provision of carparking and internal courtyards around the proposed buildings.

***To encourage sustainable farming activities and provide opportunities for a variety of productive agricultural uses.***

The proposed school will have no farming activities and will not provide for any agricultural uses within the site.

***To protect, conserve and enhance the cultural heritage significance and the character of open rural and scenic non-urban landscapes.***

The proposed extent of works, including the three-storey built form will significantly alter the character of the open rural and scenic non-urban landscapes. This proposed development fails to protect, conserve and enhance the cultural significance of the area.

***To protect and enhance the biodiversity of the area.***

The proposal would create significant ground disturbance through the construction of new buildings, large areas of carparking and new sporting facilities. These works will not enhance the biodiversity of the area in general, the buildings and works will impact the site significantly and result in minimal areas of undisturbed land. The proposal will also result in a large expanse of hard surfaces, increasing run off which may have further impact on the biodiversity of the site and wider area.

68. The proposal also fails to respond appropriately to the key decision guidelines under Clause 35.04-6 of the Hume Planning scheme given:

- The proposed development and land use has no connection to rural land use, natural resource management, natural or cultural heritage management, recreation or tourism.
- The proposed development and use are not compatible with the adjoining rural land uses, demonstrated through the intensity of the development and potential noise and traffic impacts, particularly given the large volume of cars accessing the site during drop off and pick up times.
- The proposal for a school would be appropriate to be located within an urban area where there is a benefit to the community. This is supported by the PSP which has clearly directed land uses such as schools in locations close to services and residents as part of the strategic direction.
- The proposed use and development in this location will adversely affect the character and appearance of the rural area that it is proposed to be incorporated into. The intensity of the built form and number of students will have amenity implications to the adjoining landowners and their agriculturally based lifestyle.

69. The proposal is therefore inconsistent with the purpose and decision guidelines of the Green Wedge Zone.

## **Buildings and Works**

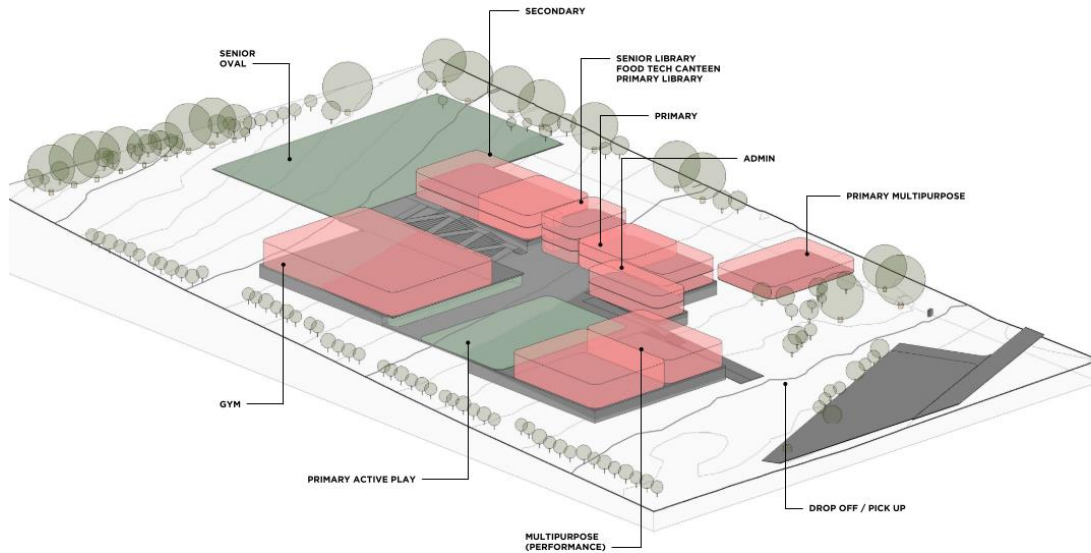
### **Compatibility with Rural Area**

70. The proposal involves multiple new school buildings, sporting facilities and carparking. The proposal will result in a transformation of the existing rural land. The use will significantly alter the visual amenity and low scale nature of the surrounding land uses.
71. The proposed intensive land uses for a school are not in keeping with the rural nature of the adjoining properties and does not meet the purpose of the Green Wedge Zone to provide the use of land for agriculture, to recognise, protect and conserve green wedge land for its agricultural, environmental landscapes.
72. The proposal takes away viable agricultural land from the green wedge and compromises the strategic basis around the designation of the urban growth boundary.



## Built Form and Scale

73. The proposed 3 storey-built form is a significant deviation from the surrounding rural, low density living of the immediate area. Although the new school buildings are set back from Mickleham Road frontage, they occupy a large portion of the site and buildings are proposed close to the northern boundary.



**Figure 8: Built form of school buildings.**

74. The scale of the buildings is not acceptable considering the rural context of the adjoining properties. The site rises from the road frontage to the rear of the block resulting in parts of the proposed buildings to be three storeys and more prominent within the rural landscape compared with adjoining properties which is significantly less dense and consisting of open farmland.

## Design Detail

75. The applicant has submitted a detailed design strategy for the proposed buildings and works to be undertaken as part of the plans submitted. At each stage of the development additional plans would be required to be submitted providing greater detail for each building, landscaping and ESD outcomes.

76. The architectural response would need to be considered at each stage of the development.

## Amenity

### Amenity Impacts (internal and offsite)

77. The proposed use will have a detrimental amenity impact on adjoining properties in regard to Clause 13.05-1S – noise management. The clause seeks to minimise the impact on human health from noise exposure to occupants of sensitive land uses, however this could also apply to the sensitive uses within the green wedge zone from noise impacts from a new use.

78. The siting of the new school buildings will affect the amenity of the adjoining land including the established agricultural uses to the north and south of the site. Protection of the amenity of these types of uses is a key planning outcome sought through the green wedge zone.

79. The proposed buildings will create no additional amenity impacts from shadows created by built form cast onto the adjoining properties due to the proposed setbacks.

## Landscaping

80. The application has been submitted with an extensive landscaping plan which details extensive tree planting throughout the site.

81. The proposed landscaping provides a far more vegetated outcome compared to the current open farmland.

### 2 Landscape Masterplan



Figure 9: Proposed Landscaping

## Infrastructure

82. The site currently has no access to reticulated sewerage services. The applicants are proposing an onsite treatment plant but have not proposed where these services are to be located within the master plan or supporting documentation.

## Signage

83. The proposal involves the display of new business identification signs. Signage would be located along the Mickleham Road frontage to ensure the school can be identified; however, details of the signage have not been provided at this stage and would be required if any approval was to be issued.

## Car and Bicycle Parking, Loading, and Other Services

### Car Parking

84. The proposal generates the following statutory parking rates:

- The use of land for a primary school generates a statutory car parking requirements of 1 to each employee that is part of the maximum number of employees on the site at any time.



- The use of land for a secondary school generates a statutory car parking requirement of 1.2 to each employee that is part of the maximum number of employees on the site at any time.

85. The proposal will require 48 staff across the site, the application has based the car parking on the higher rate of 1.2 per employee generating a requirement of 57 car parking spaces.

86. There are 301 car parking spaces proposed on the site at the completion of the development, the provision of 57 car parking spaces is required for the statutory requirement for staff, the proposed number far exceeds the requirements as set out in Clause 52.06 by 244 spaces.

### Access, Traffic Movement and Circulation

87. Access to the site is proposed in two locations along the frontage, both access points to the school are directly onto Mickleham Road and provide access to the drop off zone, bus parking and the carpark.

88. Mickleham Road is currently a single lane road with an 80km/h speed limit, The head, Transport for Victoria have confirmed there is no plans to duplicate this section of road at this time or in the near future. Vehicles propping to access the site would result in substantial impacts to the movement of traffic along this vital transport link.

89. The plans show that the car parking areas are proposed to be sealed and line marked ensuring appropriately design parking areas consistent with Clause 52.06.



Figure 10: Proposed vehicle circulation

### Bicycle Facilities

90. Clause 52.34-1 of the Scheme requires bicycle parking facilities as follows:

Proposed Use	Purpose	Bicycle Parking Rate	No. of Spaces Required	No. of Spaces Provided
Primary School	Student	1 space / to each 5 pupils over year 4	30	30
	Employee	1 space / to each 20 employees	1	1
Secondary	Student	1 space / to each 5 pupils	60	60



<b>School</b>	Employee	1 space / to each 20 employees	1	1
<b>Total</b>			<b>92</b>	<b>92</b>

91. Bicycle parking facilities would be located undercover adjacent to the gymnasium which is proposed as stage 6 of the development. Bicycle racks are to be included in the early stages and are located adjacent to the temporary car park and pathway leading to the classrooms. As the development of the school progresses through the stages the bicycle parking will be moved to ensure availability.
92. Shower and change facilities locations have not been specified in the applications and would be required to be included in the staged development.
93. The proposal generates a statutory requirement of 92 bicycle spaces. The planning report has confirmed that 92 spaces will be provided, meeting the requirements of Clause 52.34.

#### Waste

94. A waste management plan has not been provided. The school would require a detailed Waste Management Plan if an approval was to be granted. This would be included on any permit to issue.

### Environmental Risks

#### Bushfire Risk

95. The site is located within a Designated Bushfire Prone Area, this will require buildings and works to meet the bushfire construction requirements as determined by the relevant building surveyor.
96. The applicants have submitted a Bushfire Planning Report prepared by Nature Advisory, dated June 2023. This report details the results from a *bushfire hazard site assessment* and a *bushfire hazard landscape assessment*.
97. The report recommends that all school buildings would be required to be constructed to Bushfire Attack Level (BAL) rating 12.5. The application has adequately considered bushfire risk through the design of the proposed buildings and school facilities.

### Sustainability

#### Environmentally Sustainable Design (ESD)

98. The submission has not provided a report detailing the Environmentally sustainable design of the buildings. The submission of an ESD report would be a requirement of any permit issued at each stage of the development to ensure the proposed buildings meets best practice building design.

#### Water Sensitive Urban Design (WSUD)

99. The applicant has not submitted a stormwater management plan for the master plan application. Any proposed buildings would require the management of stormwater to be taken into account to collectively reduce stormwater runoff into local infrastructure, maximise on-site water retention and contribute to improving the quality of stormwater discharge.

#### Native Vegetation

100. The site has some native vegetation which would be required to be removed as part of the development. The proposal would remove approximately 0.172 hectares of native vegetation consisting of native grasses and one tree as documented in the report prepared by Nature Advisory, dated June 2023.
101. The plants which have been identified within the habitat zones are listed in the table below:



Origin	Common name	Scientific name	EPBC	FFG-T	FFG-P	CaLP Act
†	Agapanthus	<i>Agapanthus sp.</i>				
*	Galenia	<i>Aizoon pubescens</i>				
	Berry Saltbush	<i>Atriplex semibaccata</i>				
	Spear-grass	<i>Austrostipa spp.</i>				
	Red-leg Grass	<i>Bothriochloa macra</i>				
†	Bottlebrush	<i>Callistemon sp.</i>				
	Windmill Grass	<i>Chloris truncata</i>				
†	Lemon-scented Gum	<i>Corymbia citriodora</i>				
*	Artichoke Thistle	<i>Cynara cardunculus</i>				
*	Couch	<i>Cynodon dactylon</i>				
*	Cocksfoot	<i>Dactylis glomerata</i>				
*	Panic Veldt-grass	<i>Ehrharta erecta</i>				
	River Red-gum	<i>Eucalyptus camaldulensis</i>				
†	Blue Gum	<i>Eucalyptus globulus</i>				
†	Yellow Gum	<i>Eucalyptus leucoxydon</i>				
†	Yellow Box	<i>Eucalyptus melliodora</i>				
†	Eucalypt	<i>Eucalyptus sp.</i>				
*	Ox-tongue	<i>Helminthotheca echioides</i>				
*	Flatweed	<i>Hypochaeris radicata</i>				
	Native Rush	<i>Juncus sp.</i>				
*	Rye	<i>Lolium sp.</i>				
	Lesser Loosestrife	<i>Lythrum hyssopifolia</i>				
†	Giant Honey-myrtle	<i>Melaleuca armillaris</i>				
†	Swamp Paperbark	<i>Melaleuca ericifolia</i>				
†	Prickly-leaved Paperbark	<i>Melaleuca styphelioides</i>				
	Weeping Grass	<i>Microlaena stipoides</i>				
*	Red-flowered Mallow	<i>Modiola caroliniana</i>				
*	Chilean Needle-grass	<i>Nassella neesiana</i>				R
*	Serrated Tussock	<i>Nassella trichotoma</i>				C
†	Olive	<i>Olea europaea</i>				
*	Soursob	<i>Oxalis pes-caprae</i>				R
*	Wood Sorrel	<i>Oxalis sp.</i>				
*	Paspalum	<i>Paspalum dilatatum</i>				
*	Kikuyu	<i>Pennisetum clandestinum</i>				
*	Toowoomba-canary Grass	<i>Phalaris aquatica</i>				
†	Monterey Pine	<i>Pinus radiata</i>				
*	Ribwort	<i>Plantago lanceolata</i>				
†	Oak	<i>Quercus sp.</i>				
	Common Wallaby-grass	<i>Rytidosperma racemosum</i>				
	Wallaby-grass	<i>Rytidosperma spp.</i>				
*	Common Sowthistle	<i>Sonchus oleraceus</i>				
*	Rat-tail Grass	<i>Sporobolus africanus</i>				
	Kangaroo Grass	<i>Themeda triandra</i>				

Notes: **EPBC** = Threatened species status under the EPBC Act; **FFG-T** = Threatened species under the FFG Act; **FFG-P** = Listed as protected (P) under the FFG Act;

CaLP Act: Declared noxious weeds under the CaLP Act (S = State Prohibited Weeds – any infestations must be reported to DEECA that is responsible for the control of these; P= Regionally Prohibited Weeds – Landowners must eradicate these; C=



Regionally Controlled Weeds – Landowners must prevent growth and spread of these; R = Restricted Weeds – trade in these weeds and propagules, either as plants, seeds or contaminants in other materials is prohibited.)

\* = introduced to Victoria

# = Victorian native taxa occurring outside the natural range.

+ = planted

102. The following trees were recorded within the study area.

Tree No.	Common Name	Scientific Name	DBH (cm)	Circumference (cm)	Habitat Category	Radius of TPZ (m)	Remove/ Retain
1	River Red-gum	<i>Eucalyptus camaldulensis</i>	32	100.48	Small scattered tree	3.84	Retain
2	River Red-gum	<i>Eucalyptus camaldulensis</i>	20	94.2	Small scattered tree	2.4	Retain
3	River Red-gum	<i>Eucalyptus camaldulensis</i>	54	169.56	Small scattered tree	6.48	Retain
4	River Red-gum	<i>Eucalyptus camaldulensis</i>	72	226.08	Small scattered tree	8.64	Remove
5	River Red-gum	<i>Eucalyptus camaldulensis</i>	37	116.18	Small scattered tree	4.44	Retain
6	River Red-gum	<i>Eucalyptus camaldulensis</i>	104	326.56	Large tree in HZ F	12.48	Retain

103. The proposal comprises of 0.123 hectares of native vegetation with no large trees included and one large scattered tree, tree 4 is proposed to be removed as part of the development.

104. The development will remove predominately grass species of native vegetation, some of the vegetation has been classified as being planted and some vegetation has been identified as weed species and this vegetation will not require planning permission to be removed.

105. The removal of native vegetation which does require a permit would require to be offset with 0.051 general habitat units, with following offset attribute requirement:

- A minimum strategic biodiversity value (SBV) of 0.626
- Located within the Port Phillip and Westernport CMA boundary or the Hume municipal district.
- Include protection of at least one large tree.



**Figure 11: Areas of Native Vegetation**

106. In addition to the proposed credits the development has space for additional landscaping to be included in the landscape plan for the provision of new tree planting.



107. It is **recommended** that a Refusal Notice for Permit No. **PA2302348** for the Use and staged development of a non-government primary and secondary school, display of business identification signage, removal of native vegetation and alteration of access to a road in a Transport Zone 2 at 1585 Mickleham Road, YUROKE, be issued based on the following grounds:
1. The proposal is not consistent with key and relevant planning policies of the Hume Planning Scheme including Clause 11.01-1R, 11.02-1S, 13.07-1S, 15.01-6S and 19.02-2S.
  2. The proposal is inconsistent with the purposes and decision guidelines of the Green Wedge Zone (GWZ) at Clause 35.04-6 of the Hume Planning Scheme.
  3. The proposal is at odds with the strategic direction of the Cranbourne West Precinct Structure Plan as it fails to locate the secondary school in a designated education precinct and an area that is highly accessible to public transport.
  4. The proposed access is incompatible with the operation of Mickleham Road and public safety.
  5. The proposal will result in unacceptable road safety outcomes.
  6. The proposal is not in accordance with Clause 18.01-1S of the Hume Planning Scheme.
108. The Head of Transport for Victoria as a Determining Referral Authority has objected to the granting of a permit pursuant to Section 56(1) of the *Planning and Environment Act 1987* (the Act) and the Responsible Authority must refuse the grant of a permit pursuant to Section 61(2) of the Act.
109. It is **recommended** that the applicant and the council be notified of the above in writing.



**Prepared by:**

I have considered whether there is a conflict of interest in assessing this application and I have determined that I have:

- No Conflict**
- Conflict and have therefore undertaken the following actions:
  - Completed the **Statutory Planning Services declaration of Conflict/Interest form.**
  - Attached the Statutory Planning Services declaration of Conflict/Interest form on to the hardcopy file.
  - Attached the Statutory Planning Services declaration of Conflict/Interest form into the relevant electronic workspace.

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Name: Cath te Lintelo  
Title: Senior Planner, Development Approvals and Design  
Signed:   
Phone: \_\_\_\_\_ Dated: 22 December 2023


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**Reviewed by:**

I have considered whether there is a conflict of interest in assessing this application and I have determined that I have:

- No Conflict**
- Conflict and have therefore undertaken the following actions:
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Name: Grant Logan  
Title: Manager, Development Approvals and Design  
Signed:   
Phone: 0428809519 Dated: 22 December 2023

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