Review of Social Infrastructure Provision within the Pakenham East Precinct Structure Plan

Expert Witness Statement

May 28th, 2018

Prepared by Robert Panozzo
Director, ASR Research Pty Ltd
On behalf of Parklea Pty Ltd
EXPERT WITNESS DETAILS

This section outlines relevant information about Robert Panozzo, Principal Consultant with Australian Social & Recreation research Pty Ltd (“ASR” or “ASR Research”), who prepared the following expert witness report.

Personal Details

Name: Robert Panozzo
Address: Suite 7 / 321 Chapel Street, Prahran 3181

Education Qualifications

2003 -2004: Graduate Certificate in Environment and Planning – RMIT University
1986 - 88: Bachelor of Social Science (Socio-Environmental Assessment and Policy) - RMIT. Obtained degree with distinction.

Area of Expertise

I have worked as a social researcher and planner specialising in community infrastructure assessments since 1992. My curriculum vitae, summary of experience, project information and declaration are attached.

Expertise in Preparing the Report

Robert has had over two decades of experience as a social planner of a broad range of community infrastructure such as open space, community centres and schools. ASR Research specialises in providing advice to both developers, local Councils and State agencies on how to most effectively and efficiently provide for the many services and facilities local communities require to satisfy their social needs. This advice, prepared in the form of detailed assessments, has covered many land use contexts, from the outer fringes of Melbourne in new housing estates, to significant infill redevelopments.

I have been responsible for the preparation of numerous PSPs, largely on behalf of the Victorian Planning Authority (formerly the Metropolitan Planning Authority), Local Government and developers. These include:
Review of Social Infrastructure Provision within the Pakenham East Precinct Structure Plan

Western Metropolitan Region

- Toolern Precinct Structure Plan Community Infrastructure Assessment
- Melton North Community Infrastructure Assessment
- Taylors Hill West Community Infrastructure Assessment
- Mt Atkinson Community Infrastructure Assessment
- Rockbank Regional Community Infrastructure Assessment
- Eynesbury Community Infrastructure Assessment
- Melton Township Local Structure Plan

Northern Metropolitan Region

- Greater Beveridge Community Infrastructure Scoping Study
- Greenvale Community Infrastructure Assessment
- Lockerbie Community Infrastructure Assessment
- Lockerbie North Community Infrastructure Assessment
- Merrifield West Community Infrastructure Assessment
- Wollert – Quarry Hills Community Infrastructure Assessment
- Mernda – Doreen Growth Area Community Infrastructure Assessment
- Epping North Growth Area Community Infrastructure Assessment

South Eastern Metropolitan Region

- Clyde and Cranbourne Nth Community Infrastructure Assessment
- Botanic Ridge: Review of Community Infrastructure Requirements

In relation to education facility assessments I have most recently been involved in the preparation of the:

- Eynesbury Education Facility Needs Assessment (2017) for the Hyde Property Group;
- Review of Government Secondary School Requirements within the Pakenham East Precinct Structure Plan (2017) for Parklea Pty Ltd;
- Victoria University (Melton Campus) Education Facility Needs Assessment (2017) for Victoria University; and

I was also significantly involved with the preparation of the Planning for Community Infrastructure in Growth Area Communities (2008), a much cited documented in the preparation of PSPs in Melbourne’s growth areas.
Instructions Which Defined the Scope of This Report

I was engaged by Minter Ellison on behalf of Parklea (“the client”) to review social infrastructure provision proposed as part of the Draft Pakenham East Precinct Structure Plan (“Pakenham East PSP”) and address the following specific matters in relation to a proposed Government Secondary School and proposed active open space provision. I have been instructed to compare two Future Urban Structure Plans (“FUS”), one outlined by the Pakenham East PSP and the other by Mesh Planning working on behalf of Parklea to determine which of the two Pakenham East FUS’ provides the better locational outcomes for a proposed Government Secondary School and proposed active open space reserves.

Facts, Matters and Assumptions Relyed Upon

In the course of my investigations I have based my assessment on:

1. The contents of the exhibited Draft Pakenham East Precinct Structure Plan;
2. The alternative Future Urban Structure Plan prepared by Mesh Planning on behalf of Parklea;
3. The current and planned supply and distribution of Government secondary schools within the Shire of Cardinia;
4. Population forecasts prepared on behalf of the Shire of Cardinia by .id;
5. Government secondary school planning and provision standards used by the Department of Education & Training; and

Documents & Data Taken into Account

The following documents and data have also been taken into account:

- Victorian Planning Authority & Shire of Cardinia, Draft Pakenham East Precinct Structure Plan (December 2017);
- Shire of Cardinia Population and household forecasts, 2016 to 2041, prepared by .id, May 2018
- 2016 ABS Census of Population and Housing;
- ASR Research Pty Ltd, Planning for Community Infrastructure in Growth Area Communities (2008); and

Identity of Persons Undertaking This Work

I am solely responsible for the preparation of the report.
Summary of Opinions

A summary of opinions is provided in the attached report: “Review of Social Infrastructure Provision within the Pakenham East Precinct Structure Plan”.

Declaration

I have made all the inquiries that I believe are desirable and appropriate and confirm that no matters of significance which I regard as relevant have to my knowledge been withheld from the Panel.

Robert Panozzo
Director
ASR Research Pty Ltd
Suite 7 / 321 Chapel Street, Prahran

Monday, 28 May 2018
CURRICULUM VITAE

This section outlines relevant information about Robert Panozzo, Principal Consultant with Australian Social & Recreation Research Pty Ltd (“ASR” or “ASR Research”), who prepared the following expert witness report.

Personal Details

Name: Robert Panozzo
Office Address: Suite 7, 321 Chapel Street, Prahran 3181

Education Qualifications

2003 - 2004: Graduate Certificate in Environment and Planning – RMIT University
1986 - 88: Bachelor of Social Science (Socio-Environmental Assessment and Policy) - RMIT. Obtained degree with distinction.

Employment

1998 -

Director – Australian Social & Recreation Research Pty Ltd (ASR Research). ASR Research’s mission is to provide its clients with high quality community infrastructure planning and demographic research services.

1995 - 1998

Social Planner - City of Whittlesea

1992 - 1995

Research Officer - Family Resource Centre (Whittlesea-Plenty Growth Area)

Expertise in Preparing the Expert Witness Report

Robert has had over a decade of experience as a community infrastructure planner of a broad range of community infrastructure such as community centres, recreation reserves, parks and schools. ASR Research specialises in providing advice to both developers and local Councils on how to most effectively and efficiently provide for the many services and facilities local communities require to satisfy their social needs. This advice,
Review of Social Infrastructure Provision within the Pakenham East Precinct Structure Plan

prepared in the form of detailed assessments, has covered many land use contexts, from the outer fringes of Melbourne in new housing estates, to significant infill redevelopments.

I have been responsible for the preparation of numerous PSPs, largely on behalf of the Victorian Planning Authority (MPA, formerly the Growth Areas Authority), Local Government and developers. Each of these reports includes an assessment of active open space needs. These include:

Western Metropolitan Region

- Toolern Precinct Structure Plan Community Infrastructure Assessment
- Melton North Community Infrastructure Assessment
- Taylors Hill West Community Infrastructure Assessment
- Mt Atkinson Community Infrastructure Assessment
- Rockbank Regional Community Infrastructure Assessment
- Eynesbury Community Infrastructure Assessment
- Melton Township Local Structure Plan

Northern Metropolitan Region

- Greater Beveridge Community Infrastructure Scoping Study
- Greenvale Community Infrastructure Assessment
- Lockerbie Community Infrastructure Assessment
- Lockerbie North Community Infrastructure Assessment
- Merrifield West Community Infrastructure Assessment
- Wollert – Quarry Hills Community Infrastructure Assessment
- Mernda – Doreen Growth Area Community Infrastructure Assessment
- Epping North Growth Area Community Infrastructure Assessment

South Eastern Metropolitan Region

- Clyde and Cranbourne Nth Community Infrastructure Assessment
- Botanic Ridge: Review of Community Infrastructure Requirements
Review of Social Infrastructure Provision within the Pakenham East Precinct Structure Plan

Final Report Version 3

May 28th, 2018

Prepared by Robert Panozzo
Director, ASR Research Pty Ltd
On behalf of Parklea Pty Ltd
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1 Introduction

I was engaged by Minter Ellison on behalf of Parklea ("the client") to review social infrastructure provision proposed as part of the Draft Pakenham East Precinct Structure Plan ("Pakenham East PSP") and address the following specific matters in relation to a proposed Government Secondary School and proposed active open space provision. I have been instructed to compare two Future Urban Structure Plans ("FUS"), one outlined by the Pakenham East PSP and the other by Mesh Planning working on behalf of Parklea to determine which of the two Pakenham East FUS' provides the better locational outcomes for a proposed Government Secondary School and proposed active open space reserves.

1.1 Assessment Objectives

In order to provide an appropriate response, I have attempted to address the following specific matters focusing on the area within the PSP located south of the Princes Highway:

Proposed Government Secondary School
1. Determine whether there is a need for a Government Secondary School in the Pakenham East PSP, south of the Princes Highway, having regard to other existing schools and planned Government Secondary Schools in the surrounding region.
2. If there is need for a Government Secondary School in the Pakenham East PSP south of the Princes Highway, to define the likely catchment of the secondary school.
3. Assess the most appropriate location for a Government Secondary School having deliberate regard to its catchment, co-location opportunities, access potential and planned public open space provision.

Proposed Active Open Space
4. Review whether the quantity of active open space proposed within the Pakenham East PSP is adequate;
5. Review the adequacy of the proposed distribution and location of active open space reserves within the Pakenham East PSP; and
6. Review the adequacy of the configuration and functionality of proposed active open space reserves within the Pakenham East PSP.
1.2 **PSP Guidelines**

In undertaking this review, I have also considered the broader objectives of growth area planning and recommended standards outlined within the *Precinct Structure Planning Guidelines* ("PSP Guidelines") report (2009). The objectives of growth area planning are:

1. To establish a sense of place and community;
2. To create greater housing choice diversity and affordable places to live;
3. To create highly accessible and vibrant activity centres;
4. To provide for local employment and business activity;
5. To provide better transport choices;
6. To respond to climate change and increase environmental sustainability; and
7. To deliver accessible, integrated and adaptable community infrastructure.

The standards contained within the PSP Guidelines that are relevant to my review are: 1) Element Four – Community Facilities, and 2) Element Five - Open Space and Natural Systems (Integrated Open Space Network).
Element Four – Community Facilities

The Guidelines indicate that the Precinct Structure Plan should respond to the following standards for community facilities:

- **S1** - Community facilities (e.g. schools, community centres, active open space) are generally collocated with each other, and located either close to a town centre or with good visual and physical links to a town centre.
- Lower density community uses (e.g. active open space) are generally further from the town centre than higher density community uses (e.g. childcare and community centres). (See figure 8. See Clause 56.03-3 of the PSP Guidelines).
- **S2** Primary schools (both government and non-government) are located on connector streets carrying a local bus service, with a bus stop at the school boundary (See Clause 56.03-3).
- **S3** - Secondary schools (both government and non-government) are located on connector streets with direct access to the PPTN (rail and/or bus based), where possible (See Clause 56.03-3).
- **S4** Community facilities, and schools in particular, are linked to the cycling and walking network, and the local and regional public transport network.
- **S5** - Where health services are needed, they are provided as part of either the community hub or town centre.
- **S6** - Emergency services provided are located with easy access to the arterial road network. Any justice services provided are located with easy access to the Principal Public Transport Network (PPTN) and are provided as part of either the community hub or town centre where appropriate.

Element Five - Open Space and Natural Systems (Integrated Open Space Network)

The Guidelines indicate that the Precinct Structure Plan should respond to the following standards for an integrated open space network:

- **S1** - Provide a network of quality, well-distributed, multi-functional and cost effective open space, catering for a broad range of users that includes:
  - Local parks within 400m safe walking distance of at least 95% of all dwellings;
  - active open space within one kilometre of 95% of all dwellings;
Linear parks and trails, most often along waterways, but also linked to vegetation corridors and road reserves within one kilometre of 95% of all dwellings. See Clause 56.05-2
- **S2** - In residential areas, approximately 10% of the net developable area as total public open space, of which 6% is active open space. In addition, residential precincts should contain active indoor recreation facilities that are collocated and/or share space with schools and integrated community
Review of Social Infrastructure Provision within the Pakenham East Precinct Structure Plan

facilities. This should result in an active indoor sports provision of approximately five hectares per 60,000 residents.

• S3 - In major employment areas, approximately 2% of net developable area as public open space, usually with a passive recreation function.

• S4 - In meeting standards S2 and S3, encumbered land should be used productively for open space. The network of local and district parks should be efficiently designed to maximise the integration and sharing of space with publicly accessible encumbered land. Encumbered land usually includes land retained for drainage, electricity, biodiversity and cultural heritage purposes. The parkland created by such sharing and integration should be suitable for the intended open space function/s, including maintenance. In this way, encumbered land will be well utilised, while the total amount of open space can be optimised without adversely impacting on the quality and functionality of the network.

• S5 - Active open space should be:
  - Of an appropriate size, i.e. sufficient to incorporate two football/ cricket ovals, but small enough to enable regular spacing of active open space provision across the precinct. This configuration would generally require at least eight hectares;
  - Appropriate for its intended open space use in terms of quality and orientation;
  - Located on flat land (which can be cost effectively graded);
  - Located with access to, or making provision for a recycled or other sustainable water supply;
  - Designed to achieve sharing of space between sports, and;
  - Linked to pedestrian and cycle paths.

• S6 - All public open space areas should be designed to maximise passive surveillance. See Clauses 56.04-4 and 56.05-2.

• S7 - The public open space network is combined with techniques for managing urban run-off and biodiversity. See Clauses 56.05-1, 56.04-4, 56.05-2, 56.07-4.

2 About the Pakenham East PSP Area

Figure 2 on the following page shows the location of the Pakenham East PSP area in regional context. The PSP is located approximately 65 kilometres south east of the Melbourne Central Business District (CBD) and situated within the Shire of Cardinia. It is located east of the existing main centres of Pakenham (approximately 5 kilometres) and Officer (approximately 11 kilometres).
As shown in Figure 3 on the following page, the Pakenham East PSP area is generally bound by Deep Creek and Ryan Road to the west, Mount Ararat Road to the east and the Princes Freeway to the south. The northern boundary of the Precinct dissects a number of properties south of Seymour Road. The Pakenham East area is part of the 2012 logical inclusions to the Urban Growth Boundary and suited to achieve the recently announced target of 100,000 lots.

It is anticipated that the PSP will ultimately support approximately 7,148 dwellings and a population of around 20,000 to 22,000 people.

2.1 Proposed Education Facilities & Active Open Space Reserves

Figure 3 shows the draft Pakenham East PSP proposes a range of community facilities be established within the PSP including the following proposed education facilities and active open space reserves:

- A proposed Government Primary School (“A”) located in the south-western section of the PSP;
- A proposed Government Primary School (“B”) located in the north-eastern section of the PSP;
- A proposed Non-Government Primary School (“C”) located centrally in the PSP and adjoining a proposed activity centre;
- A proposed Government Secondary School (“D”) located at the southern central end of the PSP;
- A proposed Active Open Space Reserve (“E”) located in the north western section of the PSP; and
- A proposed Active Open Space Reserve (“F”) located adjacent to the proposed Government Secondary College.
In total, the Pakenham East PSP makes provision for two (2) Government Primary Schools, one (1) non-Government Primary School (1), one (1) Government Secondary School and two (2) active open space reserves.

Figure 3 – Draft Future Urban Structure Plan: Pakenham East PSP

Source: Shire of Cardinia, Draft Pakenham East Precinct Structure Plan

3 Government Secondary School Assessment

3.1 Shire of Cardinia, Study Area and Pakenham East

In order to determine the need for, and optimal location of a proposed Government Secondary School within the Pakenham East PSP, this assessment reviewed Government Secondary School requirements across three distinct geographic areas: 1) the Shire of Cardinia as a whole; 2) a defined study area, and 3) the Pakenham East small area (which effectively represents the Pakenham East PSP area). These have been constructed using the Shire of Cardinia’s small area population forecasts, prepared on behalf of Council by .id consulting (source: http://forecast.id.com.au/cardinia). Figure 4 on the following page shows the Cardinia “Growth Area Subregion” which includes the small areas of Pakenham Precinct, Pakenham Balance, Pakenham East Precinct, Cardinia Road Precinct, Cardinia Road Employment, Officer Precinct and Beaconsfield Precinct. I have used this as the basis of defining a study area for my assessment.
The assessment then used the following steps to address both the need for and optimal location of an additional government secondary school within the study area.

- A comparison of Cardinia Shire and Greater Melbourne education participation rates using 2016 ABS Census data (refer to Attachment 1 which compares the secondary school enrolment attendance rates of the Shire of Cardinia with the greater Melbourne statistical division).
- An audit of existing and planned Government Secondary school provision within the study area.
- An analysis of enrolment trends at existing schools located within the Officer PSP.
- The adequacy of the planned distribution of existing and proposed Government Secondary Schools within the study area.
- Projected Government Secondary School enrolment yields using population forecasts for the small area locations forming the study area from the year 2018 to 2041.
- Compare the anticipated dwelling and population yield of the study area against DET planning provision guidelines for Government Secondary Schools (refer to Attachment 3 - Department of Education & Training, Planning Standards for Government Secondary Schools).
3.2 Education Participation Rates by Type of Institution

Attachment 1 of this assessment provides a comparison of secondary school enrolment attendance rates for the Shire of Cardinia and the Greater Melbourne Statistical Division, based on the 2016 ABS Census. It shows that when compared to the Greater Melbourne Statistical Division Cardinia has:

- A lower proportion of 12 to 17 year olds attending any form of secondary school (85.2% compared to 91%);
- A slightly lower Government Secondary School participation rate as measured against the 12 – 17-year-old population (46.7% compared to 49.5%);
- A lower Catholic Secondary School participation rate (16.7% compared to 21.2%); and
- A higher other non-Government Secondary School participation rate (21.8% compared to 19.9%).

3.3 Existing and Planned Schools with the Shire of Cardinia & Study Area

The Shire of Cardinia currently contains 4 Government Secondary Schools: 1) Pakenham Secondary College; 2) Officer Secondary College; 3) Emerald Secondary College, and 4) Koo Wee Rup Secondary College. Both Pakenham and Officer Secondary Colleges can be described as schools servicing a predominantly urban population catchment centred on the Shire of Cardinia’s “growth area subregion” largely made up of Pakenham and Officer, whilst Emerald and Koo Wee Rup Secondary Colleges are schools largely servicing a semi-rural or rural catchment. The locations of all 4 schools are shown in Figure 5 on the following page along with the location of the Pakenham East PSP. Pakenham Secondary College is the closest Government Secondary School to the PSP approximately 4.5 kilometres from the PSP’s western boundary.

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1 Source: Shire of Cardinia Population and household forecasts, 2016 to 2041, prepared by .id, the population experts, May 2018.
The study area consists of the following existing and planned Government Secondary Colleges:

- Pakenham Secondary College;
- A proposed Pakenham South West Secondary College;
- Officer Secondary College; and
- A future Government Secondary College to be located in the western half of the Officer Precinct.

These are shown in Figure 6 on the following page.
Figure 6 - Locations of Existing and Planned Government Secondary Colleges within the Study Area

Legend
- Existing Government School locations
- Future PSP school locations
3.4 Shire of Cardinia & Study Area Dwelling, Population & Enrolment Projections

Attachment 2 of this assessment provides dwelling and population forecasts for the study area from 2018 to 2041. It shows the population of the 12 to 17 year old age cohort increasing from approximately 5,500 to 12,800. The number of dwellings projected to be accommodated within the study area will also increase significantly from approximately 25,600 to 52,600 over the 23-year period. Attachment 3 of this assessment provides projected government secondary school enrolments for the study area from 2018 to 2041. It shows Government secondary enrolments growing from approximately 2,500 in 2018 to 6,000 by 2041. Based on the enrolment forecasts I have estimated that 5 Government Secondary Schools will be required to service the study area assuming that each Government Secondary College has a long-term enrolment average of 1,200 students. Applying the same capacity assumptions for the entire Shire of Cardinia indicates that 7 Government Secondary Schools will be needed to service the municipality by 2041. This approach provides further support for the provision of a proposed Government Secondary College in the Pakenham East PSP, given that the municipality has 4 existing and 2 planned Government Secondary schools.

3.5 Distribution Analysis: The 20-minute Neighbourhood

Plan Melbourne’s Principle 5 refers to “Living locally—20-minute neighbourhoods”. This principle is focused on creating accessible, safe and attractive local areas where people can access most of their everyday needs within a 20-minute walk, cycle or local public transport trip. The principle aims to make Melbourne healthier and more inclusive. Due to the specialised and diverse nature of work, many people will still need to travel outside of this 20-minute neighbourhood for their jobs. A 20-minute walk equates to approximately 1.5 kilometres.

Figure 7 - The 20-minute neighbourhood

Cited in Plan Melbourne 2017-2050, page 115

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2 In relation to Government school provision, the Department of Education and Training (DET) identifies a long-term enrolment (LTE) objective for each primary and secondary school. These are: 1) Government Primary Schools: 450-475 long term enrolments and generally with a maximum capacity of 600 enrolments; and 2) Government Secondary Schools: 1,100 long term enrolments and generally with a maximum capacity to accommodate 50% more (approximately 1,600 to 1,700 enrolments).
Because of the importance Plan Melbourne places on the 20-minute neighbourhood principle this assessment constructed 1.5 kilometre geographic catchments for each of the existing and planned Government Secondary Colleges nearest to the Pakenham East PSP. These are shown in Figure 8 on the following page. Figure 8 shows a relatively even distribution of Government Secondary Schools along an east-west alignment from Officer to Pakenham. However, Figure 8 also clearly shows that a large provision gap exists within the Pakenham North East and Pakenham East PSP small areas and indicates that once population thresholds are triggered an additional Government Secondary College will be much required.
Review of Social Infrastructure Provision within the Pakenham East Precinct Structure Plan

Figure 8 - Existing & Planned Govt. Secondary School Provision within Study Area and 1.5 Kilometre Population Catchments

Legend
- Yellow: Existing Government School locations
- Purple: Future PSP school locations
These small area population forecasts clearly show that an additional future Government Secondary College will be required to service both the Pakenham East PSP area and the Pakenham North East small area. This school will also undoubtedly attract a significant number of enrolments from rural and semi-rural locations further east and north such as Nar Nar Goon, Tynong, Garfield, Bunyip and the “northern rural” area of Cardinia. Whilst these locations generate enrolment yields much smaller than the future Pakenham East PSP area they are not insignificant from a catchment planning perspective. The Shire of Cardinia’s population forecasts indicate that this area alone currently has a population of almost 900 12 to 17 year olds, and is forecast to grow to 1,200 12 to 17 year olds by 2041. Based on current government secondary school participation rates in the Shire of Cardinia this indicates a potential current catchment of 400 students which could grow to approximately 570 students by 2041. It can be reasonably assumed that many, if not the majority of these enrolments would attend a future Pakenham East Government Secondary school.

Table 1 below defines both a primary catchment and secondary catchment for existing and planned government secondary schools within the study area using Council’s small area geographic structure.

<table>
<thead>
<tr>
<th>Existing or Planned Government Secondary College</th>
<th>Primary Catchment Small Area Locations</th>
<th>Secondary Catchment Small Area Locations</th>
</tr>
</thead>
<tbody>
<tr>
<td>Future Pakenham East PSP Government Secondary School</td>
<td>Parkenham East Pakenham North East</td>
<td>Nar Nar Goon – Tynong Area Northern Rural Garfield Bunyip Pakenham Balance</td>
</tr>
<tr>
<td>Pakenham Secondary College</td>
<td>Pakenham South West Pakenham Central Pakenham North West</td>
<td>Cardinia Road East (northern portion) Pakenham Balance</td>
</tr>
<tr>
<td>Proposed Pakenham South West Secondary College</td>
<td>Cardinia Road East Cardinia Road West (eastern portion)</td>
<td>Pakenham Balance Southern Rural</td>
</tr>
<tr>
<td>Officer Secondary College</td>
<td>Officer Precinct (eastern portion) Cardinia Road West (western portion)</td>
<td>Southern Rural Pakenham Balance</td>
</tr>
</tbody>
</table>

Table 2 below shows the projected number of dwellings likely to be accommodated within the Pakenham East Precinct and Pakenham North East small areas between 2018 and 2041 (the primary catchment area for a future Government Secondary College). It clearly shows this primary catchment area will exceed the 9,000-dwelling threshold for a Government Secondary School by approximately 2034.
Table 2 – Projected Number of Dwellings in the Primary Catchment area of a future Pakenham East PSP Government Secondary School

<table>
<thead>
<tr>
<th>Future Pakenham East PSP Government Secondary College</th>
<th>Year 2018</th>
<th>Year 2021</th>
<th>Year 2026</th>
<th>Year 2031</th>
<th>Year 2036</th>
<th>Year 2041</th>
</tr>
</thead>
<tbody>
<tr>
<td>Primary Catchment Area</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Pakenham East Precinct</td>
<td>38</td>
<td>41</td>
<td>490</td>
<td>3,394</td>
<td>6,112</td>
<td>6,664</td>
</tr>
<tr>
<td>Pakenham North East</td>
<td>3,151</td>
<td>3,396</td>
<td>3,747</td>
<td>3,963</td>
<td>4,050</td>
<td>4,230</td>
</tr>
<tr>
<td>Total Primary Catchment Area</td>
<td>3,189</td>
<td>3,437</td>
<td>4,237</td>
<td>7,357</td>
<td>10,162</td>
<td>10,894</td>
</tr>
</tbody>
</table>

3.6 Assessment of Preferred Site for Pakenham East Government Secondary School and Active Open Space Reserves

Having established there will be a clear need for an additional Government Secondary College in the study area to service the Pakenham East PSP, Pakenham North East small area and rural communities in the east of the Shire of Cardinia, I then assessed which of the two site options (i.e. the exhibited Pakenham East PSP site or the proposed Mesh site) provide the best location for a Government Secondary College.

Figure 9 on the following page shows the two location options. In assessing both options I consider the following observations to be relevant:

1. The key catchment role of the proposed Pakenham East PSP’s government secondary school should be to service both the population of the Pakenham East PSP, the Pakenham North East small area, and the rural communities located in the east, north east and south east of the Shire of Cardinia where there is currently no Government Secondary school.

2. For students living in the eastern rural communities of this catchment, the distances required to travel to a proposed Government Secondary College located in the Pakenham East PSP will mean they will be very heavily reliant on both private motor vehicle and public transport options rather than walking and cycling options. Consequently, a location that will be relatively well serviced by public transport options is preferable. I strongly believe the proximity of the Mesh Planning Government Secondary school option to the proposed Town Centre and closer proximity to the Princess Highway will satisfy this objective better than the current PSP option.

3. The proposed easterly location of the Mesh option is therefore strongly supported by my assessment and satisfies a number of other criteria including co-location with active open space, indoor recreation and retail services.

4. The closer proximity of the Mesh option to the Princess Highway compared to the PSP proposal is also advantageous from the perspective of walkability and cycling options for those future students living within the PSP catchment, particularly those living north of the Princess Highway.
Figure 9 – Comparison of Proposed Pakenham East Government Secondary School Site Locations
4 Active Open Space Assessment

My review of active open space is based on comparing the draft PSP FUS and Mesh Planning alternative FUS using the following three criteria:

1. Whether the quantity of active open space proposed is adequate;
2. Whether the proposed configuration and functionality of proposed active open space reserves is satisfactory; and
3. Whether the proposed distribution of active open space is satisfactory.

4.1 Quantity & Configuration of Proposed Public Active Open Space

In relation to criteria 1 (the quantity of active open space) I have chosen to assess the adequacy of provision using provision targets typically used by the Victorian Planning Authority (VPA) in the preparation of Precinct Structure Plans (PSPs) and outlined in Precinct Structure Planning Guidelines (refer to Section 1.2). These are:

Unencumbered public open space

- 10% of net developable area (NDA) consisting of:
  - 4% for passive public open space
  - 6% for active open space

Table 3 below compares the quantity of active open space proposed by the Draft Pakenham East PSP and Mesh Planning’s alternative FUS. Although neither plan achieves the 6% of NDA target for active open space this is offset by a slightly higher proportion of passive open space.

<table>
<thead>
<tr>
<th></th>
<th>Proposed Draft Pakenham East PSP Active Open Space Provision</th>
<th>Proposed Mesh Planning Alternative FUS Active Open Space Provision</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of active open space reserves</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>Total amount of active open space</td>
<td>23.68</td>
<td>23.98</td>
</tr>
<tr>
<td>% of NDA provided as active open space</td>
<td>5.42%</td>
<td>5.49%</td>
</tr>
</tbody>
</table>

The major differences between the two plans are that the alternative FUS proposed by Mesh Planning allows for three active open space reserves rather than the two outlined in the draft Pakenham East PSP.
I understand that Mesh Planning have suggested that a number of alternative active open space configuration options are possible for the PSP area located south of the Princess Highway. However, the preferred option is as follows:

AOS 1 – 10.1ha
- 3 x Senior ovals
- Larger pavilion
- Cricket nets
- Car parking

AOS 2 – 3.8ha
- 2 x soccer
- 4 x netball
- Medium pavilion
- Playground
- Car parking

In my opinion this represents a satisfactory alternative option for active open space provision and will not adversely impact on the functioning of organised sport in this part of the PSP. I also support the retention of proposed active open space, albeit smaller in size, adjacent to the alternative Government Secondary School site proposed by Mesh Planning as it does allow for potential shared usage arrangements between the school (or DET) and Council. In my opinion the proposed indoor recreation centre is best retained in the position currently shown in the exhibited Pakenham East PSP and co-located with the larger AOS 1 active open space reserve as a means of better managing car parking requirements and reducing amenity conflicts.

I believe the proposed AOS 2 reserve is of sufficient size to accommodate two soccer playing fields and 4 outdoor netball courts. I would add, however, that AOS 2 will also be able to potentially accommodate another sport during the summer season. For example, if the two soccer playing fields where overlaid by an oval, then cricket could comfortably be played at the reserve during summer.

4.2 Distribution of Proposed Public Active Open Space

This section assesses the spatial distribution of proposed active open spaces against Clause 56.05-2 (Public open space objectives) of the Cardinia Planning Scheme and reflect the standards contained within the PSP Guidelines.

Standard 13 of Clause 56.05-2 states that the provision of open space should include:

A network of well-distributed neighbourhood public open space that includes:
- **Active open space of at least 8 hectares in area within 1 kilometre of 95 percent of all dwellings...**

Figure 10 below shows the 1-kilometre catchments of each of the two proposed draft Pakenham East PSP active open spaces. As the catchment map shows the eastern portions of the PSP, both north and south of the Princes Highway, are located outside the 1-kilometre catchment areas.

*Figure 10 – 1 Kilometre Catchments of Proposed Draft Pakenham East PSP Active Open Space Locations*

Figure 11 on the following page shows the 1-kilometre catchments of each of the three active open spaces proposed by the Mesh Planning FUS. As the catchment map shows the Mesh Planning proposal achieves a much better coverage of the Pakenham East PSP area with only a small portion of the north east and south west falling outside the 1-kilometre active open space catchments.
Figure 11 – 1 Kilometre Catchments of Proposed Mesh Planning FUS Active Open Space Reserves
5 Conclusions

Based on the information presented and analysed in the previous sections of this report this assessment draws a number of conclusions. These are outlined below.

5.1 Government Secondary College

The need for a Government Secondary College

1. An additional Government Secondary College within the Pakenham East PSP area is justified.

The catchment areas to be serviced by an additional Government Secondary College

2. The primary catchment area for this future Government Secondary College will be both the Pakenham East PSP and Pakenham North East small area (as defined by the Shire of Cardinia’s small area population forecasts).

3. However, this future school will also attract a significant number of enrolments from the rural and semi-rural communities to the east, north east and south east of the PSP area such as Nar Nar Goon and Garfield. I believe this will form a key secondary catchment area for the proposed school.

The proportion of the proposed Government Secondary School’s catchment attributable to the Pakenham East PSP

4. Based on dwelling and population forecasts prepared for the Shire of Cardinia, the Pakenham East PSP will constitute approximately 50% of the schools entire catchment.

The preferred location for a new Government Secondary College

5. The key catchment role of the proposed Pakenham East PSP’s government secondary school should be to service both the population of the Pakenham East PSP, the Pakenham North East small area, and the rural communities located in the east, north east and south east of the Shire of Cardinia where there is currently no Government Secondary school.

6. For students living in the eastern rural communities of this catchment, the distances required to travel to a proposed Government Secondary College located in the Pakenham East PSP will mean they will be very heavily reliant on both private motor vehicle and public transport options rather than walking and cycling options. Consequently, a location that will be relatively well serviced by public transport options is preferable. I strongly believe the proximity of the Mesh Planning
Government Secondary school option to the proposed Town Centre and closer proximity to the Princes Highway will satisfy this objective better than the current PSP option.

7. The proposed easterly location of the Mesh option is therefore strongly supported by my assessment and satisfies a number of other criteria including co-location with active open space, indoor recreation and retail services.

8. The closer proximity of the Mesh option to the Princes Highway compared to the PSP proposal is also advantageous from the perspective of walkability and cycling options for those future students living within the PSP catchment, particularly those living north of the Princes Highway.

5.2 Active Open Space

9. In my opinion the alternative active open space plan proposed by Mesh Planning achieves a much better coverage of the Pakenham East PSP catchment area than the current exhibited draft PSP, whilst providing a suitable alternative configuration option for organised sport. The Mesh FUS satisfies PSP Guidelines and Standard 13 of Clause 56.05-2 of the Cardinia Planning Scheme better than the exhibited draft PSP.

10. I also support the retention of proposed active open space, albeit smaller in size, adjacent to the alternative Government Secondary School site proposed by Mesh Planning as it does allow for potential shared usage arrangements between the school (or DET) and Council.

11. In my opinion the proposed indoor recreation centre is best retained in the position currently shown in the exhibited Pakenham East PSP and co-located with the larger AOS 1 active open space reserve as a means of better managing car parking requirements and reducing amenity conflicts.

12. I believe the proposed AOS 2 reserve is of sufficient size to accommodate two soccer playing fields and 4 outdoor netball courts. I would add, however, that AOS 2 will also be able to potentially accommodate another sport during the summer season. For example, if the two soccer playing fields where overlaid by an oval, then cricket could comfortably be played at the reserve during summer.
Attachment 1 – Comparison of Shire of Cardinia & and Greater Melbourne Statistical Division Secondary School Attendance Rates

Table 4 - Comparison of Shire of Cardinia & and Greater Melbourne Statistical Division Secondary School Attendance Rates: 2016 ABS Census

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>% of 12 to 17 Year Old Population</td>
</tr>
<tr>
<td>Government</td>
<td>3,586</td>
<td>46.7%</td>
</tr>
<tr>
<td>Catholic</td>
<td>1,283</td>
<td>16.7%</td>
</tr>
<tr>
<td>Other Non-Government</td>
<td>1,677</td>
<td>21.8%</td>
</tr>
<tr>
<td>Total</td>
<td>6,543</td>
<td>85.2%</td>
</tr>
</tbody>
</table>

Source: Based on data from 2016 ABS Census of Population and Housing
Table 5 - Projected 12-17 Year Old Population for the Study Area, Shire of Cardinia and Pakenham East: 2018 to 2041

<table>
<thead>
<tr>
<th>Geographic Area</th>
<th>2018</th>
<th>2021</th>
<th>2026</th>
<th>2031</th>
<th>2036</th>
<th>2041</th>
</tr>
</thead>
<tbody>
<tr>
<td>Study Area (Growth Area Sub Region)</td>
<td>5,459</td>
<td>6,858</td>
<td>9,156</td>
<td>11,360</td>
<td>12,811</td>
<td>12,932</td>
</tr>
<tr>
<td>Shire of Cardinia</td>
<td>8,696</td>
<td>10,140</td>
<td>12,591</td>
<td>15,041</td>
<td>16,769</td>
<td>17,099</td>
</tr>
<tr>
<td>Pakenham East</td>
<td>11</td>
<td>10</td>
<td>108</td>
<td>851</td>
<td>1,675</td>
<td>1,893</td>
</tr>
</tbody>
</table>

Source: Shire of Cardinia Population and household forecasts, 2016 to 2041, prepared by .id, May 2018

Table 6 - Projected Dwelling Numbers for the Study Area, Shire of Cardinia and Pakenham East: 2018 to 2041

<table>
<thead>
<tr>
<th>Geographic Area</th>
<th>2018</th>
<th>2021</th>
<th>2026</th>
<th>2031</th>
<th>2036</th>
<th>2041</th>
</tr>
</thead>
<tbody>
<tr>
<td>Study Area (Growth Area Sub Region)</td>
<td>25,570</td>
<td>31,036</td>
<td>39,470</td>
<td>46,209</td>
<td>50,742</td>
<td>52,643</td>
</tr>
<tr>
<td>Shire of Cardinia</td>
<td>39,118</td>
<td>45,247</td>
<td>54,713</td>
<td>62,619</td>
<td>68,331</td>
<td>71,243</td>
</tr>
<tr>
<td>Pakenham East</td>
<td>38</td>
<td>41</td>
<td>490</td>
<td>3,394</td>
<td>6,112</td>
<td>6,664</td>
</tr>
</tbody>
</table>

Source: Shire of Cardinia Population and household forecasts, 2016 to 2041, prepared by .id, May 2018
### Table 7 - Projected Secondary School Enrolments and Government Secondary School Facility Requirements for the Study Area: 2018 to 2041

<table>
<thead>
<tr>
<th>Secondary School Type</th>
<th>Attendance rate</th>
<th>Year</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2018</td>
<td>2021</td>
</tr>
<tr>
<td>Govt Secondary Enrolment</td>
<td>46.7%</td>
<td>2,549</td>
</tr>
<tr>
<td>Catholic Secondary Enrolment</td>
<td>16.7%</td>
<td>912</td>
</tr>
<tr>
<td>Non Gov Secondary Enrolment</td>
<td>21.8%</td>
<td>1,190</td>
</tr>
<tr>
<td>Total Secondary Enrolment</td>
<td><strong>85.2%</strong></td>
<td>4,651</td>
</tr>
</tbody>
</table>

Source: Based on data from 2016 ABS Census of Population and Housing

### Table 8 - Projected Secondary School Enrolments and Government Secondary School Facility Requirements for the Shire of Cardinia: 2018 to 2041

<table>
<thead>
<tr>
<th>Secondary School Type</th>
<th>Attendance rate</th>
<th>Year</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2018</td>
<td>2021</td>
</tr>
<tr>
<td>Govt Secondary Enrolment</td>
<td>46.7%</td>
<td>4,061</td>
</tr>
<tr>
<td>Catholic Secondary Enrolment</td>
<td>16.7%</td>
<td>1,452</td>
</tr>
<tr>
<td>Non Gov Secondary Enrolment</td>
<td>21.8%</td>
<td>1,896</td>
</tr>
<tr>
<td>Total Secondary Enrolment</td>
<td><strong>85.2%</strong></td>
<td>7,409</td>
</tr>
</tbody>
</table>

Source: Based on data from 2016 ABS Census of Population and Housing

### Table 9 - Projected Secondary School Enrolments and Government Secondary School Facility Requirements for Pakenham East: 2018 to 2041

<table>
<thead>
<tr>
<th>Secondary School Type</th>
<th>Attendance rate</th>
<th>Year</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2018</td>
<td>2021</td>
</tr>
<tr>
<td>Govt Secondary Enrolment</td>
<td>46.7%</td>
<td>5</td>
</tr>
<tr>
<td>Catholic Secondary Enrolment</td>
<td>16.7%</td>
<td>2</td>
</tr>
<tr>
<td>Non Gov Secondary Enrolment</td>
<td>21.8%</td>
<td>2</td>
</tr>
<tr>
<td>Total Secondary Enrolment</td>
<td><strong>85.2%</strong></td>
<td>9</td>
</tr>
</tbody>
</table>

Source: Based on data from 2016 ABS Census of Population and Housing
## Attachment 4 – Department of Education & Training (DET) Planning Standards for Government Secondary Schools

<table>
<thead>
<tr>
<th>Identified Provision Ratios for Community Infrastructure Type (Actual or Desired)</th>
<th>Recommended Provision Ratio for Community Infrastructure in Growth Area</th>
<th>Current Service &amp; Facility Model of Provision</th>
<th>Recommended Service &amp; Facility Model for Growth Areas</th>
<th>Land Area and Building Footprint Requirements for Growth Areas</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 government secondary school per 9,000 to 10,000 households</td>
<td>1 government secondary school per 25,000 to 30,000 people</td>
<td>Primarily as stand alone facilities co-located with other community infrastructure forms such as active and passive open space, community centres and early years facilities. Some government secondary colleges are configured together with primary schools either as full (Year 7 to 12) or partial (Year 7 to 9) secondary colleges.</td>
<td>Councils should plan collaboratively with the Department of Education around both traditional school provision and how government secondary schools can be developed to deliver a wider range of community service and activity needs. Planning processes should focus in particular on the following joint use community infrastructure possibilities:   - Performance facilities.   - The development of higher order indoor recreation centres (4-6 court facilities).   - The development of low order performing arts and general community meeting spaces.   - The provision of senior level sports playing fields.</td>
<td>Land area   - A Secondary College (Year 7 to Year 12) requires a long-term enrolment of 1,100 to be justified. The minimum area is 8.4 ha.   - A P9 School (Prep to Year 9) requires a long-term enrolment of 675 to be justified. The minimum site area is 5.4 ha.   - A Senior Secondary College (Year 10 to Year 12) requires a long-term enrolment of 500 to be justified. The minimum site area is 3.5 ha.   - These site areas would have to be increased if additional community infrastructure such as indoor recreation centres etc are located at the school sites. For example, where a secondary college (7-12) incorporates a 4 court indoor stadium, a performing arts facility (with 400 seat capacity), and the equivalent a full sized AFL oval playing area, the overall site allocation would need to increase from 8.4 to approximately 12 ha.</td>
</tr>
</tbody>
</table>

Source: cited in Planning for Community Infrastructure in Growth Area Communities (2008), prepared by ASR Research Pty Ltd.