# SCHOOLSITING CUIDELINES GREENFIELD DEVELOPMENT

EDUCATION DIRECTORATE ACT GOVERNMENT

July 2021

site

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Education Directorate (ACT Government)

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### INTRODUCTION

#### The need for new schools in the ACT

- Enrolment demand for ACT public schools is growing steadily. Public school enrolments increased by around 30 per cent between 2010 and 2020. This increase is forecast to continue over the coming decade and planning to accommodate this future growth is a key focus for the Education Directorate.
- Enrolment demand is predicted through the Directorate's enrolment forecasting and modelling capability, developed in collaboration with the Australian National University School of Demography.
- The ACT Infrastructure Plan (2019) foreshadows

   a significant pipeline of investment priorities.
   This includes expanded and new ACT public school infrastructure and educational facilities
   over the next decade to meet growth-related
   demand. It will ensure infrastructure supports
   the implementation of the Future of Education
   Strategy.
- To follow the ACT Planning Strategy 2018 and the review into the Planning Act and Regulation,

which commenced in 2019, the Environment, Planning and Sustainable Development Directorate has foreshadowed development of a new Planning and Development Act which includes a number of elements intended to streamline existing processes and timeframes, with potential to support timely schools planning and delivery outcomes.

- Identifying appropriate sites for new schools is a key challenge for the ACT government. Ensuring schools are delivered in the best available location enables the most efficient use of government resources and the best educational outcome for students.
- These guidelines will contribute to ensuring new schools are delivered to meet the growing demand for early childhood, primary, high school and Colleges.
- Guidelines to support the delivery of new schools on compact sites in infill areas are being separately developed.

### SECTION 1 - ABOUT THE GUIDELINES

These School Siting Guidelines have been developed by the Education Directorate as an initiative to ensure that appropriate sites are identified and secured for public schools in Canberra's greenfield suburbs. The Guidelines are intended to provide clear requirements for the siting of new schools against which strategic master planning and new estate development plans can be evaluated.

Schools are at the heart of a happy and thriving city. They play a central positive role in the community. For greenfield developments, schools are an essential contributor to the urban structure and liveability of new communities. Schools signify opportunity, resilience, inclusion and fun. They are critical to social, cultural, and economic well-being and demonstrate a tangible commitment to the future of the Canberrans.

To assist students to achieve their full potential, the location of school facilities, the buildings and associated grounds should be integrated into the urban community network. Careful consideration of site location including interaction with transport and social infrastructure, active travel networks and proximity to (or provision of) other community facilities (such as libraries, playgrounds, gymnasiums and outdoor sports fields) are all required as part of the strategic and ongoing master planning for new suburbs.

The siting of schools based on these considerations cannot be determined in isolation – either by land developers or by the Education Directorate. Government agencies and the development industry need to work collaboratively to ensure that our community facilities are located to best serve the community, achieve high accessibility and meet the needs of future generations.

The Education Directorate has worked with other government agencies and urban design experts responsible for planning and infrastructure delivery in Canberra's new suburbs to develop these Guidelines. The provisions reflect the collective experience over many years of planning for, designing and operating schools in greenfields areas across Canberra. We have reflected on the issues which have caused delays, increased costs, raised community concerns and led to ongoing management challenges with previously delivered schools. These Guidelines aim to ensure we have learnt from those experiences to respond better to future challenges. The Guidelines have been formed to reflect and reinforce the following Core Principles:

- Safety of the school community
- Inclusion A place for every student
- Equity of Access
- Schools as part of the community
- Sustainable infrastructure investment
- Supporting an active travel network
- Minimised development cost

These core principles are consistent with the key principles guiding the Education Directorate including those contained in the Education Act 2004 and the foundations of the Future of Education Strategy (2018). The Guidelines also reflect the ACT Government's broader vision for planning for the growth of our city reflected in a number of strategic planning policies including the:

- ACT Planning Strategy 2018
- 2015 Statement of Planning Intent
- ACT Infrastructure Plan (2019)
- Active Travel Framework (2015)

Throughout this document, references to government agencies are abbreviated as follows:

- Chief Minister, Treasury and Economic Development Directorate - Sport and Recreation – CMTEDD S&R
- Education Directorate EDU
- Environment Planning and Sustainable Development Directorate – EPSDD
- Suburban Land Agency SLA
- Transport Canberra and City Services Directorate – TCCS

References to planning documents are abbreviated as follows:

Estate Development Plan – EDP

Use of the term *student* in this document will generally mean all members of the school community and visitors.

# 1.1 WHO SHOULD USE THE GUIDELINES?

The Guidelines have been prepared to provide support for and guide decision making by:

- Territory government agencies responsible for strategic urban policy, structure plans, master plans and Estate Development Plans in greenfield areas in Canberra;
- Territory government agencies responsible for transport, active travel and community infrastructure;
- Professionals, including urban designers, engineers and urban planners, involved in master planning and estate development planning for new suburbs; and
- The ACT Education Directorate in identifying and assessing suitability of potential school sites.

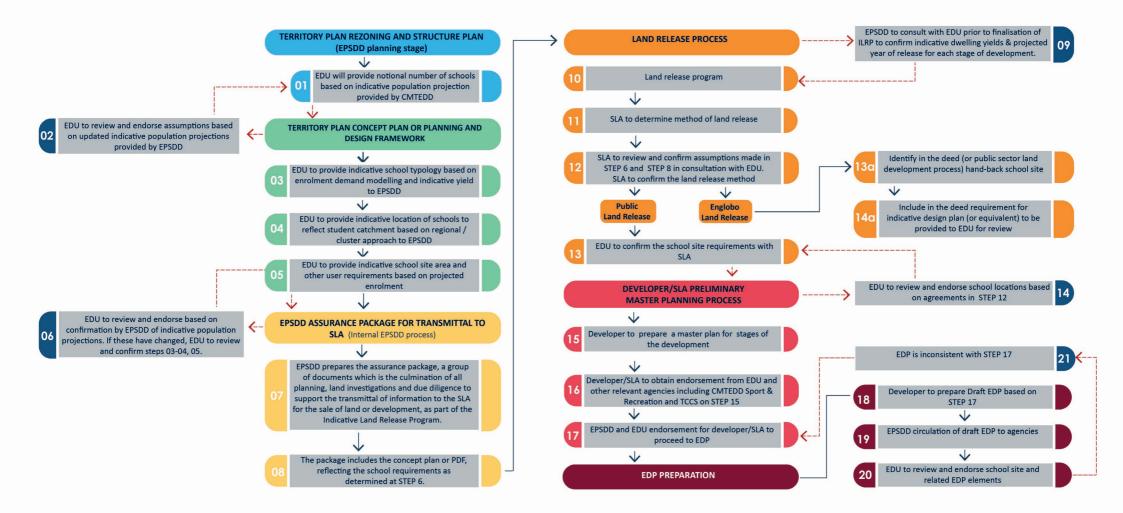
# 1.2 WHEN TO USE THE GUIDELINES

These guidelines should be referred to at all stages of greenfield development for confirmation that any precedent design or planning work has suitably sited any proposed school site and for reconsideration if assessed as not suitable.

Planning for a new suburb is a lengthy process that occurs over a number of years – sometimes decades. What we know at the start of the process can change, with shifting demographics and demands, new environmental considerations, changing economic influences and the introduction of new technologies. Master Planning is an iterative and collaborative process. The siting of schools and other community facilities is precedent within the design of new greenfield development as these facilities form the heart of a new suburb.

These guidelines are intended to be referenced by relevant Government Directorates and agencies at multiple points along the suburb planning continuum – from strategic planning through to preparation of Master Plans and Estate Development Plans. They are intended to supplement and provide further explanation and detail beyond the broad considerations identified in statutory documents such as the Territory Plan. At each key planning stage these guidelines will provide the clear requirements against which to evaluate and confirm the best location and site characteristics for new schools in our community.

Figure 1 below identifies the key stages in the process of confirming the location for a new school in a greenfields development area. It identifies, for the specific purposes of selecting a school site, the stages at which the Education Directorate should be involved and where these guidelines will provide a key framework for decision making. The flow chart reflects the iterative and non-linear planning and development process. It incorporates the statutory processes under the Planning and Development Act, such as the circulation of draft Estate Development Plans for agency consideration. It also includes additional points at which inclusion of the Education Directorate, along with other relevant government agencies, will streamline and improve the decision-making process.



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#### **1.3 HOW TO USE THE GUIDELINES**

These Guidelines set out the objectives and design requirements applicable when planning for new school sites in greenfield developments.

This document has been prepared to:

- Provide a framework to evaluate school site allocation from Strategic Planning through to Estate Development Plan preparation
- Provide guidance in regard to the selection of school sites for government agencies and planning and design professionals responsible for the planning and delivery of new suburbs
- Provide clarity to all stakeholders to ensure proposed school sites are suitable and will meet the requirements of Government, including the Education Directorate.

The Guidelines are set out in six sections, each reflecting a core element to be complied with when siting new schools:

- 1. SITING TO MEET DEMAND
- 2. HEALTH AND SAFETY
- 3. ACCESS AND CONNECTIVITY
- 4. INTEGRATED COMMUNITY FACILITIES
- 5. SITE CHARACTERISTICS
- 6. SITE READINESS

Each topic area is structured to provide the user with:

- a description of the issue and an explanation of its role and importance
- *Objectives* that describe the desired outcomes
- **Design requirements** that provide the measurable requirements for how an objective can be achieved.

A proposal for a site for a new school must demonstrate how it complies with the specified *design requirements*. If it cannot meet the design requirements, then the proposal must demonstrate that it meets the relevant *objective* for each core element.

The guidelines take this non-prescriptive approach in recognition that it is rare that a site can completely meet all of the Design Requirements. In some instances, despite non-compliance with for example a site constraints design requirement, the objective may be able to be met by providing a larger site area. However, where a proposal for a school site relies on the *objective* to comply with these guidelines, additional expert advice to justify departure from the design requirement may be required. This is to ensure that Government has the technical or other supporting information necessary to ensure that the objectives can be met, as these decisions can have significant implications for the educational outcomes and safety of our city's students.

# SECTION 2 – SITING SCHOOLS

#### 2.1 SITING TO MEET DEMAND

The siting of new schools within a greenfield estate needs to respond not only to the projected level of enrolment demand in the medium term, but to anticipated future demand. ACT Public Schools must provide a place for any child in the public school in their neighbourhood. A school's location should allow the education facility to service more than one suburb, or even district, if required.

It must also be well-located to transport connections while being sufficiently separated from high traffic major roads.

#### 2.1.1 REFLECTS ENROLMENT CATCHMENT

#### **OBJECTIVES**

- School siting reflects the projected need for school placements based on the regional/cluster approach to modelling demand
- New schools are sited to allow the school to serve a broad and sustainable student enrolment catchment
- School sites must be located to maximise inclusion and accessibility for all members of the local community
- School sites are where possible located to reflect the dominant direction of travel to and from employment centres, to minimise the traffic impacts on residents

- a. Schools sites are strategically located based on the projected demand for primary, high school and college places in the surrounding area.
- b. Schools are located in proximity to but not directly adjoining high volume roads.

#### 2.2 HEALTHANDSAFETY

New schools are sited to ensure the safety and wellbeing of students. Consideration of a potential school siting must take into account whether a site is within a bushfire prone area, the proximity to any bodies of water, the risk of flooding to buildings or grounds, whether there will be nearby hazardous materials, contamination or pollution (such as toxins, odour, dust or noise), and how any risks can be appropriately mitigated.

#### 2.2.1 BUSHFIRE

#### OBJECTIVES

- Schools are located to ensure student safety and minimise likely bushfire risk; and
- Schools are located to ensure their operation isnot adversely affected by forecast fire danger

#### DESIGN REQUIREMENT

- a. Schools are not located on a permanent urban edge that is subject to bushfire risk confirmed by joint EDU-ESA assessment; and
- Habitable school buildings are not located in a permanent bush fire zone or Asset Protection Zone.
- c. Where Asset Protection Zones are required on site, sufficient site area and configuration is retained to locate habitable buildings.

#### 2.2.2 FLOODING AND WATER BODIES

#### **OBJECTIVES**

- Schools are located to safeguard students; and
- School operations are not affected by flood events; and
- School assets are protected during a flood event

- a. Schools are not located within flood prone areas; and
- b. Where ponds, water bodies or stormwater infrastructure is located in proximity to schools, adequate safety provisions such as fencing is in place to minimise risk to students

#### **2.2.3 ENVIRONMENTAL HAZARDS**

#### **OBJECTIVES**

- Schools are located to ensure student safety and to eliminate potential health risks from contamination or nearby sources of pollution (odour, dust, noise)

#### **DESIGN REQUIREMENT**

- a. School sites are not located on or adjacent to land zoned or used for hazardous or potentially hazardous industrial activities, or land that is otherwise contaminated.
- b. School sites satisfy the requirements of the EPA refer to the ACT Government's *"Separation Distance Guidelines for Air Emissions"* and relevant environment protection policies.

### 2.2.4 POWER LINES, UTILITY TOWERS AND ELECTRICAL SUB-STATIONS

#### OBJECTIVES

- Schools are located to ensure no safety risk or visual impact for students.

- School sites near high-voltage power lines or utility towers are located outside of the fall zone of any structures or cables.
- b. Schools are not directly located adjacent to highvoltage power lines or utility towers. Note this does not apply to telecommunications towers.
- c. Schools are not located within close physical or visual proximity to electrical sub-stations (this may not apply to community batteries).

#### 2.3 ACCESS AND CONNECTIVITY

Schools are an important destination within new suburbs. They must be easily and safely accessible for students within the school's catchment – whether travel is by car, bus, bicycle or foot.

The ACT Government is committed to reducing greenhouse gas emissions and promoting active travel. The siting of a new school will enable convenient travel to and from schools, maximizing the potential for a range of modes of transport, and minimising traffic congestion around the school location. The location must also allow for traffic arrangements that create safe pick up and drop off zones, convenient pedestrian crossing points, and accessible entry into and exit from the school for people of all abilities.

#### **2.3.1 ACTIVE TRAVEL**

#### OBJECTIVES

- Schools are located to encourage walking and cycling as the preferred mode of travel for students in a safe off-road environment; and
- Provide for a convenient access to non-car-based travel including walking, cycling and public transport.
- Provides for easy and safe access to public transport within walkable distance.

#### DESIGN REQUIREMENT (Refer to Figure 2 and 3)

- a. Schools and other co-located community facilities have direct connectivity to the cycling and walking path network within main or local community routes (dedicated off-road network); and
- b. Safe and convenient active travel routes are provided where necessary across arterial and major collector roads and connect the school to public transport stops;
- Primary schools are located on minor collector roads carrying a local bus service, with a bus stop at the school boundary;
- d. Secondary schools and colleges are located on minor collector roads within 400-800 m walking distance of a road capable of accommodating a high frequency public transport service;
- e. Colleges are located near group or town centres.

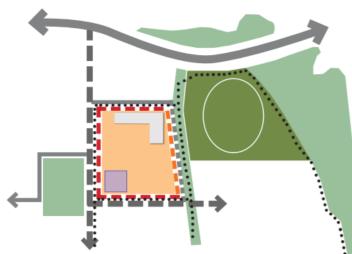
#### **2.3.2 STREET NETWORK AND TRAFFIC**

#### OBJECTIVES

- School siting avoids traffic conflict between the school site and other traffic generating uses; and
- Is located on a low traffic, low speed road network to cater for student safety and to encourage active travel;
- School siting allows for sufficient separation from arterial roads so that students can safety arrive at and depart from the school site
- School siting does not create high levels of school related traffic to the detriment of residents adjoining the school.

#### DESIGN REQUIREMENT (Refer to Figure 3)

- a. Schools are located outside or towards the edge of the walkable catchment (400 m) of Commercial Centres;
- b. Schools have a direct interface with streets on three frontages of which two are access streets, and
- c. School boundaries are located between 200 m to 400 m from an arterial road or major freight route. (Refer to Figure 3).



Example of school site with access to external oval

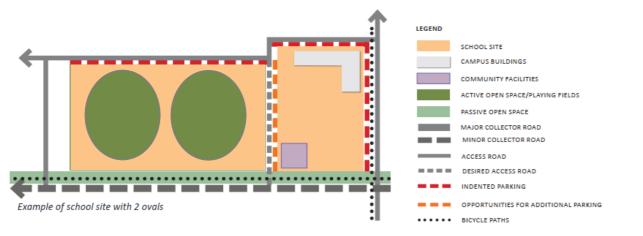


Figure 2. School siting examples

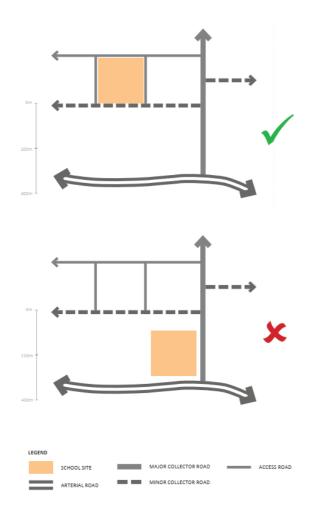


Figure 3. School siting and road hierarchy

#### **2.3.3 ACCESS**

#### **OBJECTIVES**

School access by car, bus, walking and cycling:

- Provides a safe and convenient environment for students; and
- Encourages walking and cycling; and
- Provides multiple pick up and drop off points to spread out traffic during peak hours; and
- Avoids concentration of traffic during peak hours and around the bus stops; and
- Provides for sufficient on-site carparking to meet required standards; and
- Meets the requirements for the Movement and Place framework as outlined in "MOVING CANBERRA 2019-2045 INTEGRATED TRANSPORT STRATEGY"; and
- Allows and encourages use of co-located facilities after school hours

#### **DESIGN REQUIREMENT**

a. Streets surrounding school sites are to be designed for low vehicle speeds

- b. School perimeter road network includes access streets sufficient in length to accommodate projected student drop offand pick up queueing
- c. Access to parking areas are to be of sufficient distance from intersections and entrances of adjoining development (particularly other schools) to avoid queueing into surrounding streets and peak-time congestion
- d. Provide indented on street drop off and pick up areas adjacent to pedestrian entry and exit points, not located at bus stops
- e. Where neighbourhood playing fields are integrated with schools, provide an access street between the school and the playing field to provide for extra on street parking and minimise the need for off street parking
- f. Ensure easy and safe access for students with disability from the school site to offsite facilities required for school use
- g. School Site entry points and drop off pick zones avoid conflict with entry points to other traffic generating uses

- Wider verges to be provided around the school and at the major pedestrian road crossing points to allow for egress and gathering of students at peak hours
- i. Provide multiple points of entry and exit to the site for walking and cycling.
- j. Safe pedestrian access and crossing to take precedence over car movement
- k. Development adjacent to the school site is provided with mid-section breaks connecting to active travel routes to facilitate safe and direct walking and cycling routes to and from school.

#### 2.4 INTEGRATED COMMUNITY FACILITIES

Schools are not just education facilities but are a community hub, providing accessible and inclusive environments to encourage a positive contribution to community wellbeing. The location of a school must demonstrate the capacity to offer a range of community and social infrastructure as required to meet demand in new suburbs. This may include multi-purpose indoor sports facilities, outdoor sports ovals, or community halls and theatres, with associated access to carparking out of school hours. The school should also be located close to other compatible community uses, to maximise accessibility for students.

#### 2.4.1 COMMUNITY HUB AND RECREATION FACILITIES

#### **OBJECTIVES**

- School siting enables sharing and integration between schools and other community uses

#### DESIGN REQUIREMENT

- a. Schools are co-located with District Playing Fields and/or neighbourhood ovals in order to enable sharing and integration between schools and active recreation space.
- b. Schools and other community facilities are linked to the cycling and walking network
- c. Schools are co-located with the community facility uses identified in *Table 1*.

TO BE CO-LOCATED WITH, OR NEARBY TO	SCHOOL TYPE				
	EARLY CHILDHOOD SCHOOL	PRESCHOOL	PRIMARY SCHOOL	HIGH SCHOOL	COLLEGE
Early childhood education and care centres	Х	х	х		
Baby health clinic / maternal child health centre / community health services	Х	Х			
Indoor and outdoor sporting facilities				х	х
Space for community organisations (hall, meeting rooms, theatre/performance/media facilities)			Х	х	х
Library					Х

#### Table 1. Community Facilities Integration Matrix

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#### 2.5 SITE CHARACTERISTICS

A school site needs be both well located and suitable for development, free of encumbrances which might risk the timely and cost effective delivery of well-designed school facilities.

#### 2.5.1 Site Area

Fundamentally, a school site needs to be large enough to enable the provision of sufficient facilities to deliver the curriculum. Schools also provide shared facilities to meet the needs of the broader community.

The site area provided for a new school must be sufficient to enable school buildings, associated structures and open recreation space which will meet the standards in the Education Directorate's Infrastructure Specifications (EDIS, or Functional Brief) for each school type. These detail the functional requirements for schools and reflect the ACT Government Infrastructure Plan 2011-2021 Strategic Infrastructure Priorities (updated 2019) which aims to deliver contemporary learning and teaching environments.

A school site area needs to be sufficient to allow expansion with temporary infrastructure to meet peak demand when required, and to cater for the long-term projected student population. In considering the suitability of a site area, analysis must consider the topography and any required siteworks (such as 'benching', and the area and orientation of any associated batters) and the associated costs of site preparation. Development constraints such as the need for bushfire protection inner asset protection zones, protected trees or items of heritage significance, the need for onsite stormwater management and access to the site from the surrounding road network may also influence the total site area required.

The site areas provided below provide a benchmark against which sites can be considered for their suitability. The individual characteristics of each site will determine the area which is suitable in each circumstance.

The site should be separated from uses which may have the potential for adverse impacts such as noise or air pollution, and allow for an appropriate interface with adjacent residential or commercial development. This needs to be balanced with opportunities for integration and collaboration with nearby uses.

#### 2.5.1 SITE AREA

#### OBJECTIVES

- School site provides for sufficient and practical indoor and outdoor learning, recreation and supporting spaces for projected number of enrolments; and
- Site area reflects and is proportionate to:
  - i. school typology
  - ii. projected student enrolment number
  - iii. Requirement to co locate other community uses and integrated community hub model
  - iv. Requirement for provision of playing fields, allowing for any battered banks and associated clearances on sites that requires cut and fill
  - v. Site constraints which limit developable area

#### **DESIGN REQUIREMENT**

a. Refer to *Table 2* 

#### Table 2. School site area requirements

			REQUIRED AREA (ha)		
SCHOOL TYPE	COMMUNITY – ACCESSIBLE FACILITIES	With access to external fields	Without access to external fields		
PRIMARY	<ul> <li>Community meeting rooms</li> </ul>				
SCHOOL	<ul> <li>Outdoor multi-use courts (one competition-sized basketball court of 650m<sup>2</sup>)</li> </ul>	4.0	4.5		
(includes P-6; EC-6)	<ul> <li>Indoor multi-use courts (gymnasium/hall) (Minimum of one competition-sized basketball court of 650m<sup>2</sup>+ stage area, changeroom and amenities.)</li> </ul>				
	- ECEC where this is identified to be co-located with the primary school				
	<ul> <li>Provision of one sporting field (80 m X 134m) incorporating 6m run off area if there is no unrestricted access to this sized facility on adjoining land</li> </ul>				
	<ul> <li>Kickabout area = 10 m<sup>2</sup> per student with minimum dimension of 50 m</li> </ul>				
HIGH SCHOOL	<ul> <li>Community meeting rooms</li> </ul>				
(includes 7-10;	<ul> <li>Technical rooms (woodwork, metalwork, art etc)</li> </ul>	6.5 (7-10)	7 (7-10)		
P-10)	<ul> <li>Outdoor multi-courts (one competition-sized basketball court of 650m<sup>2</sup>)</li> </ul>				
	<ul> <li>Indoor multi-use courts (gymnasium/hall) (Minimum of one competition-sized basketball court of 650m<sup>2</sup>+ stage area, changeroom and amenities)</li> </ul>	8.5 (P-10)	9.5 (P-10)		
	<ul> <li>Provision of two sporting fields (80 m X 134m) incorporating 6m run off area if there is no unrestricted access to this sized facility on adjoining land</li> </ul>				
	- ECEC where this is identified to be co-located with the primary school				
	<ul> <li>Kickabout area = 10 m<sup>2</sup> per student</li> </ul>				
COLLEGE	<ul> <li>Community meeting rooms</li> </ul>				
	<ul> <li>Technical rooms (woodwork, metalwork, art etc)</li> </ul>	4.0	5.0		
	<ul> <li>Outdoor multi-courts (one competition-sized basketball court of 650m<sup>2</sup>)</li> </ul>				
	- Indoor multi-use courts (gymnasium/hall) (Minimum of 2 x full basketball court of 650m <sup>2</sup> + stage area, changeroom and amenities.)		Note: this includes an		
	<ul> <li>Where a talented sports program is required, provision of one public school sporting field oval (80 m X 134m) incorporating 6m run off area if there is no unrestricted access to this sized facility on adjoining land</li> </ul>		additional 0.5ha for additional parking to support community		
	<ul> <li>Kickabout area = 10 m<sup>2</sup> per student</li> </ul>		use of the fields		
	<ul> <li>Designated community evacuation centre</li> </ul>				

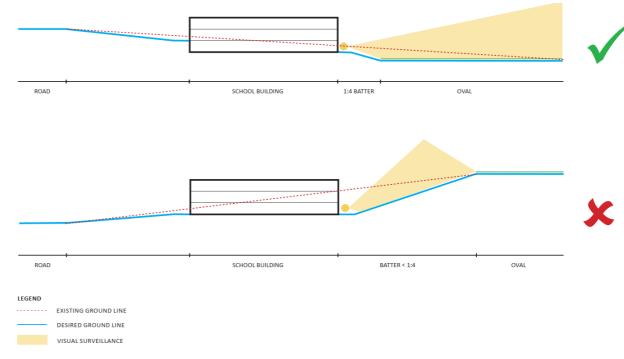
#### 2.5.2 SITE CONFIGURATION AND TOPOGRAPHY

#### **OBJECTIVES**

- School site allows building design to provide equitable access for all; and
- Site topography and shape allows for visual surveillance of outdoor areas (see Figure 4); and
- Minimise development cost and requirement for ramps between school buildings associated with large changes in site levels or excessive slope.

#### DESIGN REQUIREMENT (Ref Fig. 4)

- a. The site area is a regular shaped for development and is generally flat land with crossfall or slope less than 5% or 1/20.
- b. School site can achieve all the following:
  - i. Playing field with batters no steeper than 1:4 that allow passive and active surveillance across the site
  - ii. Playing field achieves sun exposure at all times of the year during school hours
  - iii. Accessible building and facilities that reflect the projected student enrolments and any other proposed community facilities





#### 2.5.3 SEPARATION/INTERFACE WITH OTHER SURROUNDING USES

#### OBJECTIVES

- Schools are located to achieve appropriate separation from sensitive uses and licensed premises

- School sites enable the layout of school buildings to minimise impacts such as noise on sensitive surrounding uses like hospices and special care hostels or retirement villages
- School sites are separated by more than 400m
   from blocks where licensed venues and clubs are
   likely to be permissible
- c. School sites avoid conflict with entry points and access to and from emergency services

#### 2.6 SITE READINESS

Site selection for new schools must consider the extent of site preparation required prior to handover for design and construction. Site selection should be made with a view to minimising the potential for project delays or costs associated with levelling of a site, achieving site access, addressing environmental or heritage impact, or remediation for contamination.

#### 2.6.1 SITE READINESS

#### OBJECTIVES

- School sites are development ready before being transferred to the Education Directorate
- Site selection for new schools must consider the extent of site preparation required prior to handover for design and construction
- Site selection should be made with a view to minimizing the potential for project delays, costs or constraints that prevent delivery of site requirements associated with levelling of a site, achieving site access, addressing environmental or heritage impact, or remediation for contamination.

- a. The presence of heritage items, remnant trees or protected ecological or landscape values that may limit the development potential or increase construction costs or time is minimised. Where this is not possible the site area is increased to enable development to avoid disturbance of these areas.
- b. School sites achieve all of the following prior to transfer to the Education Directorate:
  - i. Zoned appropriately and Future Urban Area status been uplifted
  - All relevant approvals including those of Conservator of Flora and Fauna, Commonwealth EPBC, ESA Commissioner and Heritage Office have been obtained;
  - iii. Any heritage or ecological protection requirements are understood and able to be incorporated into the design of the school
  - iv. Sloping sites are prepared and benched to accommodate required open spaces
  - v. In case of potential contamination, remediation has been finalised and site audit has been approved by EPA
  - vi. All services are connected