WHITEHORSE
CITY COUNCIL

Whitehorse City Council

AGENDA

Council Meeting

on

Monday 20 April 2026 at 7:00 PM

To be held in the
Council Chamber
Nunawading Civic Centre

Members:	Cr Kirsten Langford	Mayor
	Cr Kieran Simpson	Deputy Mayor
	Cr Peter Allan	
	Cr Blair Barker	
	Cr Prue Cutts	
	Cr Andrew Davenport	
	Cr Daniel Griffiths	
	Cr Jarrod Gunn	
	Cr Jason Martin	
	Cr Ben Stennett	
	Cr Hayley Weller	

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AGENDA

1 Welcome

Prayer for Council

We give thanks, O God, for the Men and Women of the past whose generous devotion to the common good has been the making of our City.

Grant that our own generation may build worthily on the foundations they have laid.

Direct our minds that all we plan and determine, is for the wellbeing of our City.

Amen.

Acknowledgement of Country

Whitehorse City Council acknowledges the Wurundjeri Woi-wurrung people of the Kulin Nation as the Traditional Owners of the land we are meeting on and we pay our respects to their Elders past, present and emerging and Aboriginal and Torres Strait Islanders from communities who may be present today.

2 Apologies

3 Disclosure of Conflicts of Interest

4 Confirmation of Minutes of Previous Meeting

Minutes of the Council and Confidential Council Meeting 30 March 2026

RECOMMENDATION

That the minutes of the Council and Confidential Council Meeting 30 March 2026 be confirmed.

5 Urgent Business

6 Requests to Speak

7 Public Question Time

8 Petitions

8.1 Traffic and Parking at Tirana Street, Mitcham

SUMMARY

A petition has been received requesting that Council consider a trial of time-restricted “No Standing” parking controls to address traffic congestion, unsafe parking, and road safety risks associated with activities at Mullauna Secondary College during construction.

In accordance with Council’s Governance Rules, the petition is presented to Council for formal receipt and referral to the organisation for consideration and response.

‘We, the undersigned residents and community members, support the petition requesting Mullauna Secondary College to review basketball court operations, parking arrangements, and session scheduling to reduce traffic congestion, unsafe parking, and late night disturbances impacting Tirana Street and surrounding areas.’

KEY MATTERS

- The petition contains 16 signatures.
- The petition requests that Council
  - Reduces on-site school parking due to construction that has significantly increased overflow parking into residential streets.
  - Requests a trial of time-restricted “No Standing” parking controls on the opposite side of Tirana Street to the school hall.

RECOMMENDATION

That Council:

1. Receives and notes the petition listed, and refers the matter to the relevant Director for appropriate consideration;
2. Notifies the Lead Petitioner of the outcome of this resolution and any subsequent investigation; and
3. Receives an update following the completion of investigations into the matter raised in the Petition.

8.2 Modification to Walker Park Draft Master Plan

SUMMARY

A petition has been received requesting that Council consider modifying the Walker Park Draft Master Plan to ensure the ongoing operation of the Mitcham Tennis Club at Walker Park.

In accordance with Council's Governance Rules, the petition is presented to Council for formal receipt and referral to the organisation for consideration and response.

'We undersigned, request that Council: Consider a modification to Walker Park Draft Master Plan so as to ensure that Mitcham Tennis Club can continue to operate at Walker Park.'

KEY MATTERS

- The petition contains 2377 signatures.
- The petition requests that Council consider modifying the Walker Park Draft Master Plan to ensure the ongoing operation of the Mitcham Tennis Club at Walker Park

RECOMMENDATION

That Council:

1. Receives and notes the petition listed, and refers the matter to the relevant Director for appropriate consideration;
2. Notifies the Lead Petitioner of the outcome of this resolution and any subsequent investigation; and
3. Receives an update following the completion of investigations into the matter raised in the Petition.

8.3 Traffic Review Naughton Grove, Blackburn

SUMMARY

A petition has been received requesting that Council consider an independent review of traffic conditions in Naughton Grove and to consider traffic-calming measures, including reinstating a 40 km/h speed limit.

In accordance with Council's Governance Rules, the petition is presented to Council for formal receipt and referral to the organisation for consideration and response.

'Commission an independent review of Council's view that traffic volumes and speed in Naughton Grove are 'satisfactory', and Residents' view that Councils' own data, benchmarks, and nationally recognised traffic authorities, unambiguously indicate Naughton Grove warrants intervention to calm the volume and speed of traffic, plus a speed limit of 40 kmph.'

KEY MATTERS

- The petition contains 60 signatures.
- The petition requests that Council consider an independent review of traffic conditions in Naughton Grove and to consider traffic-calming measures, including reinstating a 40 km/h speed limit.

RECOMMENDATION

That Council:

1. Receives and notes the petition listed, and refers the matter to the relevant Director for appropriate consideration;
2. Notifies the Lead Petitioner of the outcome of this resolution and any subsequent investigation; and
3. Receives an update following the completion of investigations into the matter raised in the Petition.

8.4 Duck Crossing Signage, Vermont South

SUMMARY

A petition has been received requesting that Council consider lowering the height of the duck crossing signage near Bellbird Dell, Vermont South and install a fourth sign. In accordance with Council's Governance Rules, the petition is presented to Council for formal receipt and referral to the organisation for consideration and response.

'We, the undersigned, request the Council: To lower the two signages at a height similar to the 1st one on George Rd and install a 4th duck crossing signage on Terrara Rd.'

KEY MATTERS

- The petition contains 15 signatures.
- The petition requests that Council
  - The petition relates to duck-crossing warning signs near Bellbird Dell in Vermont South.
  - Residents are concerned that two existing signs on Terrara Road are installed too high, making them difficult for drivers to see.
  - Petitioners report ongoing risk to ducks and other birds crossing the road, with near-misses and some animals being struck by vehicles.
  - The petition asks Council to lower the two signs to a more visible height, consistent with the sign on George Road.
  - It also requests the installation of an additional duck-crossing sign for traffic approaching from the Burwood Highway end of Terrara Road.

RECOMMENDATION

That Council:

1. Receives and notes the petition listed, and refers the matter to the relevant Director for appropriate consideration;
2. Notifies the Lead Petitioner of the outcome of this resolution and any subsequent investigation; and
3. Receives an update following the completion of investigations into the matter raised in the Petition.

9 Notices of Motion

10 Council Reports

10.1 Contract 30439 Extension Receival, Processing and Management of Green and Timber Waste at the Whitehorse Recycling and Waste Centre

Department	City Services
	Director Infrastructure & Sustainability

Attachment

SUMMARY

This report is to consider an extension of Contract 30439 Receival, Processing and Management of Green and Timber Waste at the Whitehorse Recycling and Waste Centre, on a Schedule of Rate basis for a period of two years commencing on 1 July 2026 and to consider the estimated expenditure over the term of the contract extension. The contract is with Repurpose It Pty Ltd that has an original term of 1 July 2023 to 30 June 2026, with an option to extend the contract for two years at Council's discretion.

This report also recommends approval of an additional service as a variation under the Contract which is the processing of street sweeping debris into products for reuse. Currently this debris is sent to landfill. The contractor has proposed to modify the area allocated to green and timber waste and commence providing this service as soon as the infrastructure is in place. This would result in additional expenditure under the Contract, however, would result in an overall saving for Council. The cost to process the debris is considerably less than the cost to dispose of the debris in landfill.

RECOMMENDATION

That Council approves:

1. Extension of Contract 30439 Receival, Processing and Management of Green and Timber Waste at the Whitehorse Recycling and Waste Centre with Repurpose It Pty Ltd (ABN 85 617 095 413), of 460 Cooper Street Epping on a Schedule of Rates basis for a period of two years from 1 July 2026 to 30 June 2028; and
2. An additional service as a variation under Contract 30439 for the processing of street sweeping debris for reuse. The additional service is to commence as soon as the required infrastructure is in place.
3. Total expected Contract 30439 expenditure, including the contract extension and contract variation, of up to $6,500,000 excluding GST.
4. Council's Chief Executive Officer or delegate to execute both the extension and variation documents.

10.1 (cont)

KEY MATTERS

At the meeting on 8 May 2023, Council accepted the tender for Contract 30439 Receival, Processing and Management of Green and Timber Waste at the Whitehorse Recycling and Waste Centre from Repurpose It Pty Ltd.

One of the most popular services at the Whitehorse Recycling and Waste Centre (the Centre) is the collection of green and timber waste. The service ensures that the green and timber waste can be recycled and used as a resource for compost and other mulch related products and diverting it from landfill.

The Centre receives between 12,000 and 14,000 tonnes of green and timber waste per year, including green organics such as branches, grass clippings, weeds, vines, and untreated timbers. This contract is for a contractor to receive, process and manage the green and timber waste.

Council charges a fee to customers to drop off the green and timber waste to an area that is managed by the contractor. The contractor supervises customers dropping off materials in the green and timber waste area. It is stockpiled and when there is enough material, the contractor arranges for it to be transported for further processing. The Contract is based on a rate per tonne to take the materials from the Centre.

The Contract is a Schedule of Rates that is subject to CPI adjustments. The initial three-year term commenced on 1 July 2023, and it is recommended to extend the contact for two years.

DISCUSSION, OPTIONS AND ANALYSIS

It is recommended to extend the Contract from 1 July 2026 to 30 June 2028.

Repurpose It Pty Ltd has delivered an excellent standard of service over the initial term of the Contract with its performance reviewed as part of this contract extension after being closely monitored and measured through regular communication and meetings. Repurpose It Pty Ltd has successfully managed the green and timber waste with regular mulching on site and has met all occupational health and safety criteria over the initial term of the contract.

Repurpose It Pty Ltd has agreed to accept an offer to extend the Contract under the current Contract terms and conditions, subject to Council approval.

A further recommendation is for Council to approve an additional service as a variation under the Contract which is the processing of street sweeping debris into products for reuse, instead of this debris going to landfill. All the street sweeping debris that is collected by Council's street sweeping contractor is currently taken to the Whitehorse Recycling and Waste Centre and transported to landfill for disposal. The amount of debris varies each year, with recent quantities provided below:

- 2023/24 – 2,725 tonnes

10.1 (cont)

- 2024/25 – 2,468 tonnes

Repurpose It Pty Ltd has provided a proposal where the street sweeping debris could be dropped off in the area that is allocated for green and timber waste. The contractor would provide the infrastructure for this service. Council's street sweeping contractor would drop off debris into a newly setup area and Repurpose It Pty Ltd would use the current machinery on site to load the debris and transport it to its processing facility where it can be processed into a product that can be reused. The primary debris collected are soil, sand, gravel and organic material (leaves and bark).

The proposal is the result of reviewing current processes seeking to reduce landfill with a more environmentally sustainable solution and providing a more cost-effective treatment of street sweeping debris.

The details of the proposal to process street sweeping debris for reuse is provided in **Confidential Attachment 1**.

Consultation

Council's Procurement team has been consulted to ensure that the contract extension is compliant with the Procurement Policy. The scoping of the services and evaluation was undertaken with input from the relevant officers within Council.

Financial and Resource Considerations

Contract 30439 Receival, Processing and Management of Green and Timber Waste at the Whitehorse Recycling and Waste Centre is based on an agreed Schedule of Rates. The rates are subject to a CPI adjustment on each anniversary of the Contract.

When Council approved the Contract on 8 May 2023, the estimated expenditure, including the two-year extension was $5,085,791 excluding GST. This amount will be exceeded during the contract extension period due to more green and timber waste being received at the Centre than was previously estimated and the addition of street sweeping debris. This is offset by the additional income for the increased amounts.

The total estimated contract expenditure, including the increased amount for the original contract services, plus an allowance for the additional service for the processing of street sweeping debris for reuse, is up to $6,500,000 excluding GST.

The inclusion of the additional service results in additional expenditure under Contract 30439, however, results in an overall saving for Council. The cost to process the debris is considerably less than the cost to dispose of the debris in landfill.

Removing the street sweeping debris from the landfill waste stream frees up space to accept more waste (for the appropriate fee). The costs of operations at the Whitehorse Recycling and Waste Centre are recovered through the annual setting of fees and charges at the Centre. The costs for

10.1 (cont)

the processing of the street sweeping debris are part of the operational budget included in the Waste Service Charge.

Overarching Governance Principles and Supporting Report Details

Strategic Alignment	Strategic Direction 4 - Natural Objective 4.3 A Council that responsibly and sustainably manages waste. The relevant Council strategy is the Whitehorse Waste Management Strategy 2018-2028. The Strategy promote increased landfill diversion.
Financial and Resource Implications	Estimated expenditure is provided in the report and details are provided in Confidential Attachment 1.
Legislative and Risk Implications	There are no legal or risk implications arising from the recommendation contained in this report.
Equity, Inclusion, and Human Rights Considerations	It is considered that the subject matter does not raise any human rights issues.
Community Engagement	No community engagement was required for this report.
Innovation and Continuous Improvement	The proposed additional service is an innovative approach and the result of reviewing current processes seeking to reduce landfill with a more environmentally sustainable solution and providing a more cost-effective treatment of street sweeping debris.
Collaboration	No collaboration was required for this report.
Conflict of Interest	Council officers involved in the preparation of this report have no conflict of interest in this matter.

ATTACHMENT

1 30439 - Additional Service Proposal

Whitehorse City Council designates this attachment and the information contained in it as Confidential Information pursuant to Section 3 (1) g(ii) of the *Local Government Act 2020.This ground applies because the matter concerns private commercial information.*

10.2 Draft Strathdon Davy Community Precinct Master Plan Endorsement for Round 2 Community Consultation

Department	Active Whitehorse Director Community Life

Attachment

SUMMARY

This report seeks Council endorsement of the draft Strathdon Davy Community Precinct Master Plan for the second-round community and stakeholder consultation. The Master Plan sets a 15-year vision for improvements at Strathdon Davy Community Precinct, shaped by community feedback, technical investigation, and site-specific opportunities and constraints.

The Master Plan considers the extensive community engagement conducted in 2024 and the 2022 Davy Lane Activation Project consultation results. Feedback was received from a wide range of reserve user groups, residents, the broader Whitehorse community, council staff, and key stakeholders.

Subject to Council endorsement, the Draft Strathdon Davy Community Precinct Master Plan will be released for public consultation in June/July 2026, allowing feedback to inform the development of a final Master Plan for Council consideration later in 2026.

RECOMMENDATION

That Council endorses the Draft Strathdon Davy Community Precinct Master Plan to proceed to Round 2 community and stakeholder consultation in June/July 2026.

KEY MATTERS

Background

The Strathdon Davy Community Precinct Master Plan covers Strathdon House and Orchard Precinct, Davy Lane, and Jolimont Reserves. Spanning 9 hectares across Forest Hill and Vermont South within Mahoneys and Terrara Wards, the site combines municipal and neighbourhood open spaces identified in the Whitehorse Open Space Strategy (WOSS) 2025.

The precinct offers diverse amenities: Strathdon House supports community programs, gardening, and picnicking; Davy Lane provides space for informal sport, recreation, and off-lead dog walking; and Jolimont Reserve hosts the Jolimont Community Garden, managed by Nunawading Community Gardens Inc.

WOSS recommendations for the precinct include investigating options for additional sporting fields, reviewing the extent and layout of car parking and

10.2 (cont)

pedestrian access, and designing Jolimont Reserve to prioritise neighbourhood-level, unstructured recreation and informal facilities, creating a social space with strong passive surveillance linked to the school and Jolimont Community Gardens.

In 2022, Council's Davy Lane Activation Project proposed to formalise the sporting facilities at the site, this proposal received mixed community feedback as did the scale of the car park. In response, and to provide further opportunity for community feedback on planning across the wider precinct, the Strathdon Davy Community Precinct Master Plan was commenced in March 2023. The Master Plan took a holistic approach to balance structured sport with social recreation with passive uses and environmental considerations across the precinct.

The Draft Master Plan aligns with Council's strategic frameworks, including the WOSS and the Draft Play and Social Recreation Action Plan. It was developed in consultation with Parks Victoria to ensure consistency with the ngarrak nakorang wilam Park Layout Plan (formerly Healesville Freeway Reserve). The precinct will serve as a key gateway to the park's western entrance, enhancing its role as both a regional and municipal destination.

While Council manages the overall site, Davy Lane and land south of Strathdon House remain in others ownership (Figure 1). As Committee of Management, Council is responsible for planning, management, and maintenance to ensure ongoing community access and long-term benefits for the precinct.

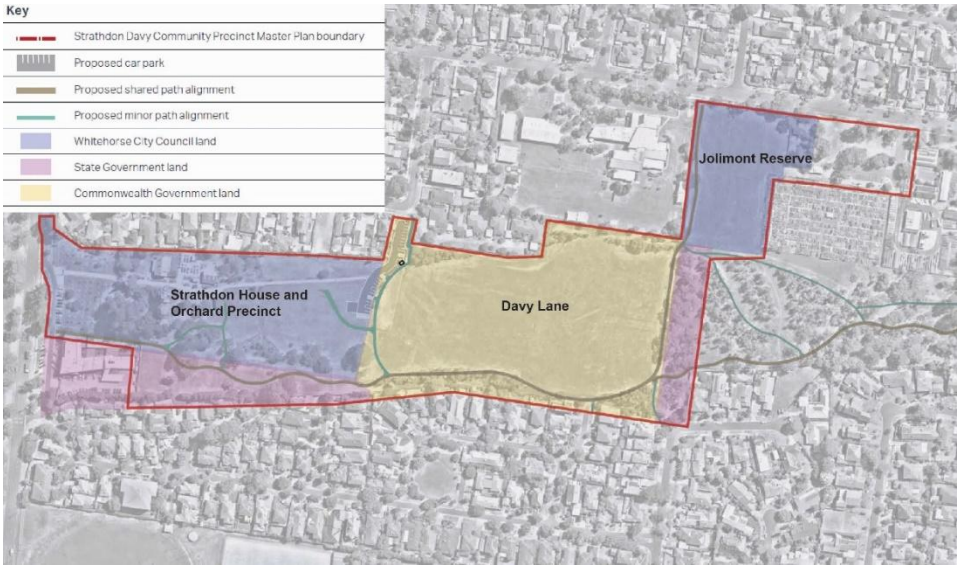

Figure 1.Strathdon Davy Community Precinct Land Ownership Diagram

DISCUSSION, OPTIONS AND ANALYSIS

The draft Master Plan provides a 15-year strategic framework for the Strathdon Davy Community Precinct. Its vision is to create an inclusive, accessible, and sustainable hub that celebrates cultural heritage, protects natural assets, and supports diverse recreation needs. Drawing on detailed technical studies and extensive community engagement, the plan sets out prioritised actions across four enhancement themes: Amenity, Access and

10.2 (cont)

Movement, Environment, and People and Culture. Further details of the recommended actions can be found in Attachment 2 Master Plan report.

Key Recommendations

Amenity:

Davy Lane is currently used informally by the community for a range of recreational activities. Community engagement revealed demand for both structured sport and unstructured recreation such as dog walking and community gathering, while also highlighting that existing informal sporting ovals in the area are exceeding capacity, with community usage estimated to exceed 112% of the turf industry's recommended levels for natural grass surfaces. The 2023/2024 summer season demonstrated the challenges posed by this growing demand, as six senior teams were forced to seek alternative locations in neighbouring municipalities due to the unavailability of grounds on Saturday afternoons, leaving local clubs and residents underserved.

The Master Plan proposes a balanced mix of sporting, community and passive recreation opportunities that reflect the diverse needs of the precinct's users supporting health and wellbeing, strengthening social connections, and ensuring the site remains inclusive and accessible for all ages. Key proposals include:

- A combination of play spaces and fitness infrastructure catering to a range of age groups, including nature-based or sensory play for young children, adventurous play equipment for older children, and outdoor fitness equipment.
- Social gathering and passive recreation opportunities through picnic seating, BBQ facilities, and sheltered areas to encourage informal use and activation of the precinct throughout the day.
- Formalised Junior and senior ovals with a satellite pavilion and floodlighting to support local sporting clubs and address the shortage of available oval capacity in the area, enabling structured competition and training for participants of all ages.
- A multipurpose community building located near the Strathdon House Packing Shed, designed to support a range of community group activities including men's shed, workshops, gatherings, and events. The building will be flexible in layout to accommodate diverse and evolving community needs, with capacity for future expansion as the precinct grows.
- A dedicated fenced dog park, subject to Draft Fenced Dog Park Guidelines site assessment considerations, providing a safe and accessible space for dog owners within the precinct.
- Explore the feasibility of accommodating a social enterprise café or similar venue to activate the precinct and support community vibrancy.

10.2 (cont)

Access and Movement:

The precinct currently has limited pedestrian connectivity, with a single gravel path restricting movement across the site and limited parking options.

Proposed actions include:

- 168 off-street car parking spaces across three car park areas to meet future demand of the proposed activities, including for the Strathdon House and Orchard Precinct, sporting ovals, Nunawading Community Garden, and dog park.
- A clear and welcoming gateway with improved site entry and access.
- A safer, better-connected car park with improved links to key amenities across the precinct.
- Enhanced safety through improved lighting, sight lines, and pedestrian pathways.
- Improved signage and wayfinding to help visitors move confidently through the precinct.

A third party Traffic Impact Assessment (Attachment 3) confirmed no upgrades to the surrounding street network are required to support the proposed improvements. Parking provision is found to be sufficient to meet typical demand across all uses, with short-term capacity constraints expected only during peak events (approximately 2–3 times per year).

Environment

The Strathdon Davy Community Precinct Master Plan will deliver outcomes aligned with Council's Urban Forest Strategy and Integrated Water Management Strategy objectives.

Although implementation of the Davy Lane Master Plan will result in some vegetation impacts across the site, this will be carefully managed to balance safety, amenity, and biodiversity outcomes. A comprehensive replanting strategy will prioritise native species and establish new trees along key paths and destinations across the reserve, providing shade, supporting biodiversity and enhancing the long-term landscape character.

All potential vegetation impacts will be further assessed through detailed design as aspects of the Plan are implemented and minimised wherever possible. Where removal is unavoidable, appropriate offsets will be provided to ensure no net loss.

Proposals include:

- Implement Water Sensitive Urban Design (WSUD) principles to manage stormwater effectively, improve sustainability, and enhance the environmental quality of the site.
- Creating green corridors for wildlife movement.
- Strengthening ecological resilience through vegetation management.

10.2 (cont)

- Removal of ageing pine trees that have reached the end of their lifecycle, reducing safety risks and enabling the extension of the car park to improve accessibility and support delivery of a Municipal Playground.
- Retention of existing Level Crossing Removal Project (LXRP) offset planting and garden beds.
- Reorientation of the ovals to minimise impacts on established vegetation.
- Minor vegetation removal to accommodate the new satellite pavilion.

People and Culture

The Master Plan aims to deliver diverse experiences that engage all community members, while celebrating the area's cultural heritage and honouring the site's history.

- Promote learning about site values to build pride and connection.
- Provide spaces for events celebrating diverse heritage.
- Involve community in vegetation and environmental care.
- Support cultural activities and artistic expression.

Site Utilisation

The Draft Master Plan integrates open space, playgrounds, shared pathways, sporting fields and associated amenity presents a significant opportunity to elevate both community and visitor experiences across the precinct. The well-connected spaces will support a diverse range of recreational, social and cultural activities, catering to people of all ages, abilities and interests while fostering a strong sense of place and belonging.

Enhancements to access and connectivity throughout the site, particularly through improved pathway networks, lighting and wayfinding, will encourage greater movement, safety and ease of site use. The introduction of complementary amenities, including contemporary play spaces and a dedicated dog park, will further diversify the site's appeal drawing a broader cross-section of the community and encouraging more frequent and sustained use.

From a active sports perspective and in alignment with the Council resolution of 16 December 2024, once the ovals are formalised, key advocacy partners will be invited to support ongoing advocacy for the project. Vermont Football Club (winter) and Vermont South and Vermont Cricket Clubs (summer) will be the primary tenants, utilising both ovals for training and competition, predominantly supporting junior participation in the short to medium term.

The site could be utilised by Parkrun Australia to deliver a year-round Saturday morning 8am free 5km volunteer-administered running event through the shared use paths along the park corridor. This could be delivered concurrently with junior sport at the site due to the group's limited facility needs.

10.2 (cont)

Ultimate Victoria (Frisbee) has expressed interest for a Sunday afternoon social program in the summer targeting the underrepresented physical activity cohort of masters / veterans and females (35+ years old). This could be supported on one of the two activated oval spaces and broad community access to the open space at all other times.

Overarching Governance Principles and Supporting Report Details

Strategic Alignment	Built, We aspire to develop safe, accessible, and attractive public spaces and infrastructure that meet community needs and adapt to growth. The draft Master Plan is consistent with the aspirations in the Community Vision 2040 and the Strategic Directions of the Integrated Council Plan 2025-2029 and is associated with a wide range of Council policies: • Whitehorse Open Space Strategy 2025 • Whitehorse Play Strategy 2011 / Play and Social Recreation Action Plan (in development) • Community Infrastructure Plan (in development) • Draft Fenced Dog Park Guidelines • Whitehorse Urban Forest Strategy 2021-2031 • Whitehorse Integrated Water Management Strategy 2022-2042 • Domestic Animal Management Plan 2025-2029 • Whitehorse Climate Response Strategy 2023-2030
Financial and Resource Implications	The Draft Master Plan provides a guide to the future development of the precinct over the next 15 years. It does not commit Council to the delivery of the projects. Once endorsed, elements of the Master Plan will be considered for inclusion in the Capital Works Program and reviewed annually as part of the Capital Works Budget development process. Davy Lane Reserve is one of current Council's advocacy priorities, in line with the 22 July 2024 Council resolution, with a total project cost of $21 million. This includes Council's maximum contribution of $11 million and an external funding requirement of $10 million. The Master Plan contains high, medium and low priority projects that, if implemented, will have implications for Council's Capital Works Budget. Delivery of projects would be subject to future consideration through the Capital Works Program and any external funding

	opportunities and prioritised alongside other Council projects as part of the annual budget process. • High priority projects are proposed from years 1-5 (FY2027/2028- FY2032/33) – **Total cost of $14,039,331.** • Medium priority projects are proposed from year 6-10 (FY2033/34 - FY2038/39) – **Total cost of $4,323,568.** • Long term projects are proposed from year 11-15 (FY2039/40 - FY2044/45) – **Total cost of $3,071,800** The Davy Lane car park upgrade is excluded from the Master Plan costing, as it will be funded and delivered by Parks Victoria at an approximate cost of **$1.8 million.** The indicative cost for all projects is estimated at **$21.4 million**, inclusive of project management fees where applicable. These cost estimates are preliminary and subject to further feasibility assessments and detailed design processes, which will refine and confirm the cost of each component. To deliver on the Master Plan objectives and works, it is anticipated that all identified projects will be subject to availability of the reserve balance and require a combination of funds, including Council contributions from rates, open space and reserve and external funding from other levels of government. A funding mix is proposed below. The indicated percentage is developed based on the *Principles for Application of Financial Reserves for Capital Improvement Projects* which is adopted by Council as part of the *Council Budget FY23/24 (Table 1).*

Table 1. Recommended application of funding split for Reserve funded Capital improvement projects. Exact funding split will be assessed and applied for each individual project based on scope and alignment to the reserve principles.

Project Type	Funding Split	
	Open Space Reserve	**Rates / External Funding**
Open Space Acquisition	100%	0%
Open Space Improvements	100%	0%
Open Space Planning	50%	50%
Major Project (Recreation)	50%	50%
Recreation Infrastructure Project	50%	50%

Legislative and Risk Implications

There are no legislative implications associated with this report. However, endorsement of the Master Plan for community consultation could result in an increase to Council's strategic risk profile due to:

- Reputational risks, associated with some local residents opposing the sporting option and broader sporting community supporting the same. Divergent views will require careful consideration.
- The Master Plan proposal addresses demand for additional sports fields and aligns with Council's vision for this site articulated through multiple reports.

Mitigation Strategies:

- Undertake transparent, timely, and inclusive engagement that provides rational for the inclusion of these elements and acknowledges divergent perspectives.
- Communicate clearly how feedback has been considered and explain the rationale for decisions.
- Highlight that the draft Master Plan aligns with Council's long-term vision while acknowledging and addressing community concerns raised in Round 1.
- Clearly articulate a precinct design approach that responds to feedback on balancing sporting and unstructured recreation.

10.2 (cont)

Equity, Inclusion, and Human Rights Considerations	The Strathdon Davy Community Precinct Master Plan supports Council's obligations under relevant human rights, gender equality, disability and child safety legislation by promoting inclusive, safe and equitable access to open space. A Gender Impact Assessment (GIA) has been undertaken for the Master Plan in accordance with *the Gender Equality Act 2020.* The assessment considered equitable access, safety, participation and benefit across genders and intersecting users. The Master Plan is expected to deliver positive gender equity outcomes through flexible shared-use facilities, improved safety and amenity, and inclusive design, with no adverse gendered impacts identified. The Master Plan incorporates contemporary shared-use and inclusive design principles to support participation by a diverse community, including women and girls, people with disability and culturally diverse communities. Design considerations relating to accessibility, safety, amenity and community access are embedded in the Master Plan. No material limitations on human rights have been identified. Any temporary impacts during future implementation would be managed through appropriate communication and equitable transition planning.
Community Engagement	Round 1 Community and Stakeholder Engagement occurred between 18 March 2024 and 2 June 2024. Council collected feedback on current uses and future aspirations for Strathdon Davy Community Precinct. The Master Plan has been informed by input from the Park's reserve user groups, residents, the broader Whitehorse community, council staff, authorities, sporting peak bodies, and key stakeholders. Community awareness of the surveys was achieved by a combination of letterbox drops to residents, signs erected at key site entries, posters and flyers placed in Strathdon House, community pop up event at the site, and social media posts during the survey periods. Council received a total of 171 survey responses through the Your Say community engagement platform. Further details regarding stakeholder and community engagement activities and outcomes are provided in the Engagement summary as part of the Master Plan Report in attachment 2.

10.2 (cont)

Innovation and Continuous Improvement	The Strathdon Davy Community Precinct Master Plan provides a clear, evidence-based framework to support Council advocacy and access to grant funding opportunities. This project aligns with Council's 2024–2025 continuous improvement initiative to strengthen grant advocacy by clearly defining project scope, staging and community benefit, thereby improving Council's readiness and competitiveness in securing external funding. The Master Plan adopts contemporary approaches to shared-use community infrastructure, including flexible facility design and water-sensitive urban design, to maximise community benefit and support innovation in the planning and delivery of the precinct.
Collaboration	The project manager from the Recreation and Open Space Development team has collaborated with Council officers in the following internal departments and teams: • Project Delivery and Assets • Community Safety • Strategic Property • Parks and Natural Environment • Positive Aging • Active Communities • Arts and Cultural Services including Strathdon House Management team • Community Strengthening and Engagement • Communications, Advocacy and Investment Consultation has also been undertaken with Council's Advisory Committees, including: • Environment and Sustainability Advisory Committee • Reconciliation Advisory Committee, and • Sports and Recreation Advisory Committee. Collaboration with Parks Victoria has been undertaken as part of the masterplan process.
Conflict of Interest	The *Local Government Act 2020* requires members of Council staff, and persons engaged under contract to provide advice to Council, to disclose any direct or indirect interest in a matter to which the advice relates. Council officers involved in the preparation of this report have no conflict of interest in this matter.

10.2 (cont)

ATTACHMENT

1 Draft Strathdon Davy Community Precinct Master Plan
2 Draft Strathdon Davy Community Precinct Master Plan Report
3 Strathdon Davy Community Precinct Traffic Impact Assessment

10.3 Charles Rooks and Dagola Reserve- BMX Feasibility and Lighting Investigation

Department	Active Whitehorse Director Community Life

Attachment

SUMMARY

On 25 August 2025, Council endorsed the Landscape Concept Plan for Charles Rooks and Dagola Reserves. The resolution also requested further investigation and report on:

- At least one option for a BMX pump track or similar;
- A solution for pathway lighting through the main path of the reserve from Lucknow Street to the shared path, and
- Measures to mitigate impacts on ecologically sensitive areas of Charles Rooks and Dagola Reserve while providing solutions to these two proposed changes.

This report provides the requested information.

RECOMMENDATION

That Council receives this report in response to Council resolution to 10.7 Charles Rooks – Dagola Reserve Landscape Concept Plan Endorsement on 25 August 2025.

KEY MATTERS

BMX Facility

Two options for the implementation of a BMX pump track have been investigated. One at Charles Rooks Reserve and one at Dagola Reserve.

The assessment considered the endorsed planning direction for the reserves, site constraints, environmental impacts, recreational function, safety, amenity, infrastructure requirements and possible mitigation measures.

Option 1 at Charles Rooks Reserve accommodates a 115 metre loop and provides a more functional and coherent outcome when compared to Option 2 at Dagola Reserve which presents greater challenges, including limited passive surveillance and a more constrained layout requiring two shorter loops, one of 60 metres and one of 32 Meters in length.

The need for BMX infrastructure at this location was not identified as a community priority in the engagement undertaken for the Landscape Concept Plan. 7 of 119 open ended comments indicated support for BMX or similar facility.

10.3 (cont)

Both options would involve unavoidable trade-offs, including vegetation impacts, changes to reserve character, potential amenity impacts for nearby residents but could feasibility be delivered with appropriate budget.

Pathway lighting solution

The endorsed Landscape Concept Plan adopted a targeted approach to lighting, focused on key activity nodes such as play and social recreation areas, and did not include continuous lighting along the main reserve path extending into Dagola Reserve.

Investigation has identified that the ecological impacts associated with additional pathway lighting can be managed through careful design and protection of sensitive habitats while maintaining the intended character of the reserves.

However, safety considerations have been raised, particularly regarding sections of the path with constrained visibility and limited passive surveillance. These factors present competing priorities between improving perceived accessibility and maintaining user safety.

Notwithstanding their inclusion within the same reserve planning context, the BMX facility and pathway lighting are discrete matters. Each may be considered and determined independently, based on its own merits, constraints and implications.

DISCUSSION, OPTIONS AND ANALYSIS

Background / Context

Charles Rooks and Dagola Reserves are located in Nunawading and are classified as Neighbourhood Open Space under the Open Space Strategy 2025. Together, the reserves form an important local open space that provides for passive recreation, informal play, walking connections and access to natural landscape settings, while also containing significant remnant vegetation and ecological values.

The Charles Rooks and Dagola Reserves Landscape Concept Plan was prepared to guide the long-term improvement and management of the reserves. The plan seeks to balance recreation opportunities with the protection of remnant vegetation, habitat values and the natural character of the site.

BMX Investigation

BMX Option 1 – Charles Rooks Reserve

This option involves a single pump track of approximately 115 metres in the north-western corner of the reserve, near the proposed play and social recreation hub. Its location would provide a relatively good level of passive surveillance, which may help reduce the risk of antisocial behaviour. From a functional perspective, it would offer a longer and more continuous riding experience than option 2, supporting more sustained use and a higher level of challenge.

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The design avoids mapped remnant vegetation. However, it would require the removal or relocation of around 14 small to medium trees and may affect

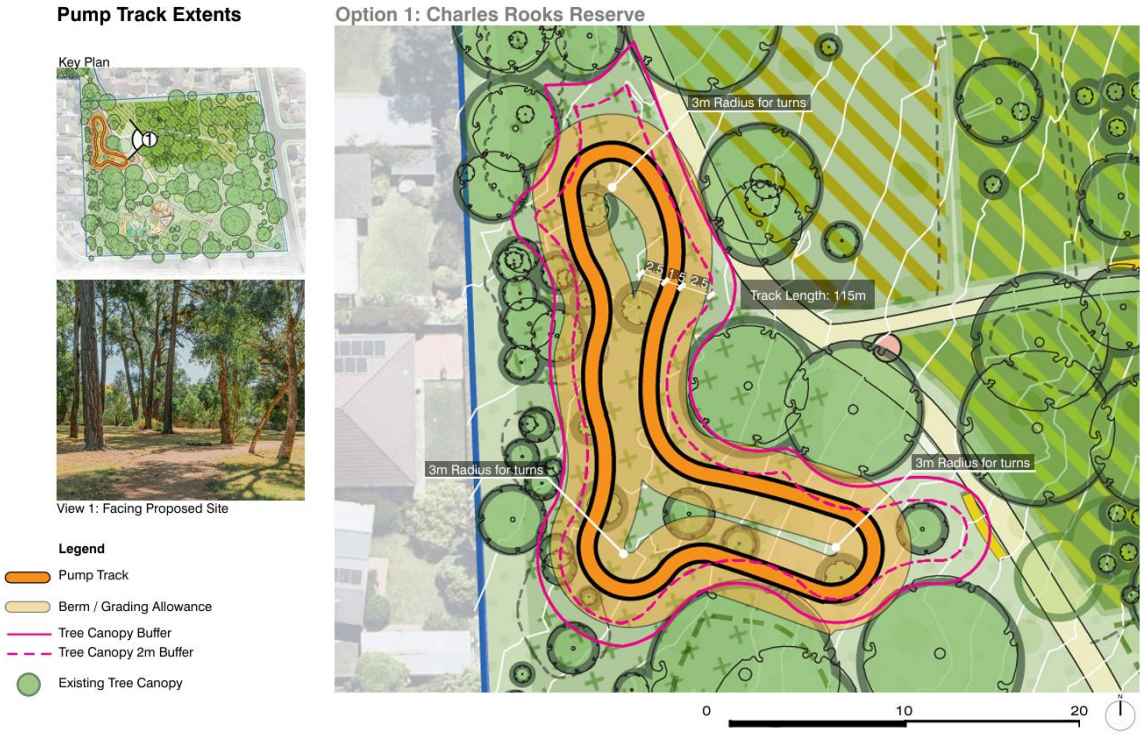


Figure 1: Proposed BMX facility option at Charles Rooks Reserve

five large healthy trees. It is located close to adjoining residential properties, which is likely to create noise and may create privacy concerns. Increased activity in this part of the reserve may place additional pressure on nearby vegetation and habitat areas beyond the track footprint if users do not stick to formed paths and connection points.

BMX Option 2 – Dagola Reserve

To minimise the ecological impact of this option and avoid as far as practicable high-value vegetation it is has been designed to offer two smaller pump tracks, approximately 60 metres and 32 metres in length, separated by a realigned path. Compared with the Charles Rooks option, it would require only minor vegetation removal and would be located further from adjoining residential properties, reducing potential amenity impacts. It would also provide a more direct connection to the Melbourne Water Pipe Track Reserve which is a positive for those accessing the site in that way.

However, the shorter tracks would offer a more limited riding experience for older children and more advanced riders, while providing more suitable and varied opportunities for younger and very young children. This option would also require minor adjustments to path, seating and signage alignments identified in the endorsed Landscape Concept Plan.

The Dagola Reserve is the more nature-focused precinct of the two parcels and therefore the introduction of a BMX track in this parcel is inconsistent with the intend conservation character of this area. Its separation from other

10.3 (cont)

activity areas may reduce passive surveillance and increase the risk of antisocial behaviour.

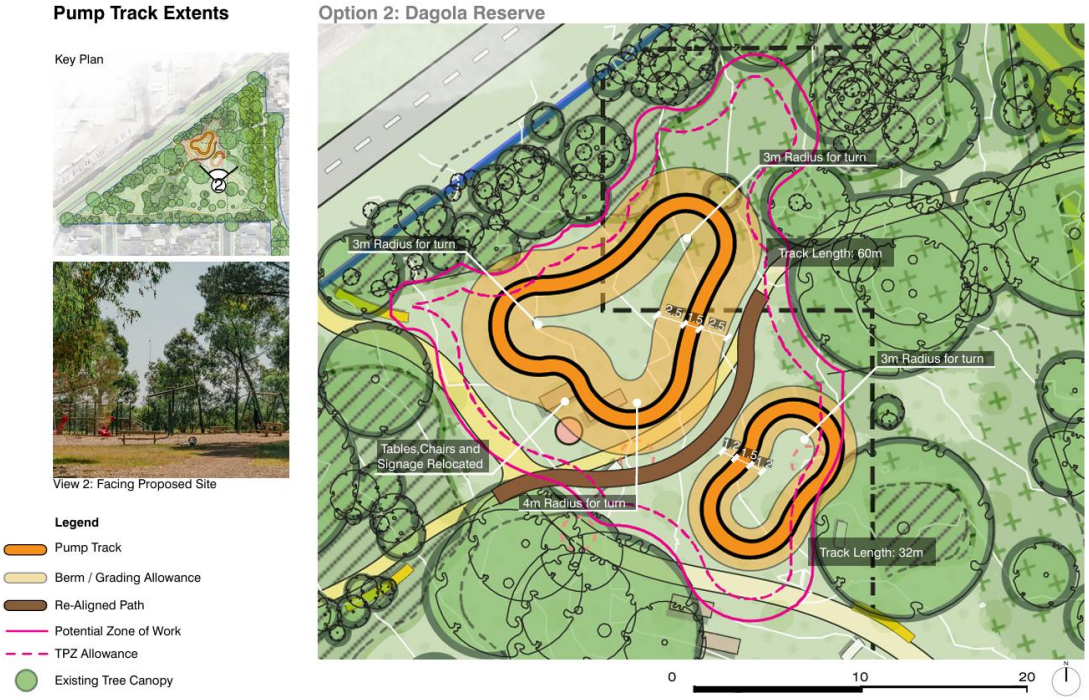


Figure 2: Proposed BMX facility option at Dagola Reserve

These options do not include supporting infrastructure typically associated with a BMX facility, such as toilets and parking as the reserves have limited capacity to accommodate further infrastructure without further impacts on vegetation, reserve character or surrounding amenity.

Alignment with the endorsed planning direction

Although both BMX options are technically feasible, neither is considered to align well with the adopted planning direction for the reserves.

The endorsed Landscape Concept Plan prioritises protection of remnant vegetation, enhancement of ecological values, passive recreation and landscape renewal. Introducing BMX infrastructure would shift that balance towards a more intensive built recreation use.

Mitigation Measures

The two options assessed represent the least environmentally impactful locations available within the reserves. Mitigation measures considered include locating works outside mapped remnant vegetation, maintaining buffers from significant trees and habitat areas, minimising vegetation removal, protecting tree root zones during construction, and undertaking revegetation or reinstatement where disturbance occurs.

Depending on the option selected, a BMX facility would require vegetation removal or disturbance, changes to existing path layouts, and promote increased concentrated activity within sensitive parts of the reserves. In

10.3 (cont)

addition, the presence of a BMX facility may increase the likelihood of informal rider-made tracks, jumps or extensions being created in adjoining vegetated areas, resulting in further disturbance beyond the defined facility footprint, including impacts on vegetation, habitat and local fauna.

Community feedback and stakeholder considerations

No further consultation was undertaken specifically for these BMX investigation. However, two rounds of community engagement informed the Charles Rooks and Dagola Reserves Landscape Concept Plan.

Across that engagement, BMX or similar cycling infrastructure were raised by some submitters, including references to informal bike riding and interest in facilities for older children and young people. However, BMX did not emerge as a consistent or dominant theme in the broader engagement. Of the 119 submission on the open-ended additional comments, 7 submission mentioned in support of BMX or similar facilities in the second round of community engagement.

Feedback more commonly focused on improved path connections, play opportunities, passive recreation, general amenity, and protection of the reserves' natural and ecological values. Stakeholder discussions, including with Friends of groups, highlighted the importance of protecting remnant vegetation and maintaining the natural character of the reserves.

Other observations - Informal bike jumps were observed in the reserves during the COVID-19 lockdown period, this appears to have reflected local recreation patterns at that time rather than an established or ongoing demand for formal BMX infrastructure at either reserve.

Options summary

Option	Benefits:	Risks / Limitations:
1. BMX at Charles Rooks Reserve	• Longer and more functional track. Co-located with other recreation areas, supporting activity and visibility.	• Vegetation removal or disturbance. • Higher amenity impacts for nearby residents.
2. BMX at Dagola Reserve	• Less vegetation removal than Charles Rooks. • Further from nearby homes, reducing amenity impacts.	• Smaller and less functional facility than option 1. • Moderate impact on EVC vegetations • Lower passive surveillance and greater safety concerns. • Inconsistent with intended conservation character of site.

10.3 (cont)

3. Seek opportunities for recreational cycling through the Play and Social Recreation Action Plan at more suitable locations.	• More strategic approach to understanding identified need and potential to develop better connected, longer and different riding experiences in different location.	• The Charles Rooks Dagola site does not include a BMX pump track.

Should Council choose to proceed with BMX at Charles Rooks Reserve, additional work would be required before implementation could occur. This would include consideration of future Council budget allocation, detailed design development, arborist investigations and community engagement on the layout, impacts and delivery.

Lighting Investigations

Lighting investigations have confirmed the challenges of providing lighting in this location as previously reported. However, pathway lighting along the main path could technically be delivered in an environmentally sensitive and sustainable way, being carefully integrated into the reserve setting, and subject to future community consultation as part of the project.

In this context, environmentally sustainable lighting would include:

- confining lighting to the main path alignment
- avoiding encroachment into habitat areas and significant vegetation zones
- using targeted, low-spill, downward-directed and shielded fittings
- adopting warm colour temperature lighting to reduce disturbance to fauna
- meeting safety requirements without over-illumination
- limiting hours of operation, for example through timers or curfews, to avoid unnecessary lighting outside expected periods of use
- optimising energy efficiency and minimising long-term maintenance requirements.

While lighting may improve visibility and support perception of safety along the path, there are known constraints at the pinch point between Charles Rooks and Dagola Reserves, including vegetation, tight corners, limited sightlines and reduced passive surveillance which will need to be carefully managed as part of the design process.

While lighting is often associated with improved safety, site-specific conditions raise concerns regarding its effectiveness in this location.

10.3 (cont)

The reserve includes sections with constrained sightlines and “pinch points,” where users cannot see clearly around corners from either direction. This is inconsistent with CPTED (Crime Prevention Through Environmental Design) principles, which emphasise maximising passive surveillance and avoiding concealed areas. Additional lighting would not address these visibility constraints and may encourage increased night-time use in areas that cannot be easily observed by passers-by or surrounding residents.

The proposal to extend environmentally sustainable pathway lighting presents a balance between improving accessibility and managing ecological and safety risks and while environmental impacts can be mitigated to some degree through design; community safety, particularly relating to CPTED principles and constrained sightlines, remain a significant consideration.

The alternate approach to encourage use of existing, well-lit street networks, which provide higher levels of visibility and passive surveillance is recommended.

Alignment with the endorsed planning direction

The Landscape Concept Plan recommended a limited and targeted approach to lighting within Charles Rooks and Dagola Reserves aligned with the unique characteristics of each reserve. It proposed environmentally sustainable lighting around play and social recreation areas, where lighting could improve safety, visibility and usability in places intended for more active community use.

The Concept Plan did not recommend lighting along the main reserve path from Lucknow Street to the shared path. This reflected the plan’s broader emphasis on ecological protection, passive recreation and retention of the natural character of the reserves. It also sought to avoid encouraging through movement associated with the pipe track through more environmentally sensitive areas, or through locations with limited passive surveillance, and instead direct movement towards Dagola Avenue. Consistent with this planning direction, Council has recently installed lighting along the western edge of the reserve to support the connection between Nocal Road and the train station via Dagola Avenue, linking through to Lorikeet Street.

Community feedback undertaken as part of the Landscape Concept Plan generally supported lighting where it would improve safety and access, particularly around activity areas. At the same time, feedback also emphasised that any lighting should be limited in extent, carefully located and environmentally sensitive, particularly in relation to impacts on fauna, vegetation and reserve character. The engagement also identified some support for lighting along the main path connection to improve visibility and perceived safety.

10.3 (cont)

Mitigation measures

If pathway lighting is progressed, it is recommended that the lighting response be designed to minimise impacts on ecologically sensitive areas, reduce energy use, and maintain the natural character of the reserve as far as practicable.

Options summary

Option	Benefits:	Risks / Limitations:
1. Support environmentally sustainable pathway lighting	• Improves visibility and perceived safety for pedestrians and cyclists using the path during evening hours • Provides a continuous lit connection between key destinations, enhancing accessibility and usability of the reserve network • Can be designed to minimise ecological impacts through targeted, low-spill, energy-efficient lighting solutions • Supports broader community use of the reserves beyond daylight hours	• May direct users into areas with limited passive surveillance, potentially increasing the risk of anti-social behaviour during evening hours • Potential ecological impacts, particularly in sensitive habitat areas, despite mitigation measures • May alter the intended low-light character of the reserves • Ongoing maintenance and operational costs • Is inconsistent with CPTED principles
2. Do not proceed with additional pathway lighting (retain current approach)	• Maintains the ecological integrity and low-impact character of the reserves • Avoids potential unintended consequences of lighting on wildlife and habitat • Avoids capital and ongoing maintenance costs • Takes advantage of existing well-lit street network	• Does not address perceived safety concerns associated with unlit sections of the path • Limits evening use and accessibility of the reserve network

10.3 (cont)

Overarching Governance Principles and Supporting Report Details

Strategic Alignment	Natural, We are committed to protecting natural areas, promoting environmental sustainability, building climate resilience, and managing waste responsibly. This report aligns with the Whitehorse Integrated Council Plan 2025 to 2029. It supports the **Built** direction by assessing the suitability of recreation and lighting infrastructure within public open space. It supports the **Natural** direction by recognising the ecological values and landscape character of Charles Rooks and Dagola Reserves, and by seeking to minimise impacts on vegetation, habitat and reserve function. It supports the **Governance** direction through an evidence-based and strategically aligned assessment of options, including consideration of financial implications, long-term suitability and consistency with endorsed planning directions. The report also aligns with the Whitehorse Open Space Strategy and broader strategic planning work, including the Play and Social Recreation Action Plan, by recognising the need to plan for emerging recreation trends such as BMX in a coordinated, municipality-wide manner. This approach supports equitable access to facilities while ensuring appropriate site selection and minimising environmental and amenity impacts.
Financial and Resource Implications	No budget is currently allocated for the delivery of BMX facilities at Charles Rooks or Dagola Reserves. Should Council choose to proceed with BMX infrastructure, funding would need to be considered as an additional capital commitment and incorporated into future capital works programs. The indicative cost of a BMX facility of the size and type investigated is in the order of $300,000 plus ongoing annual maintenance and renewal costs. The provision of pathway lighting would require further detailed design, scope confirmation and cost validation. At this stage, the indicative cost of lighting is approximately $70,000 plus operational costs, including maintenance and future asset renewal, which would need to be considered through future budget processes.

10.3 (cont)

Legislative and Risk Implications	The recommendations in this report are consistent with Council's responsibilities under the Local Government Act 2020, including the requirement to ensure transparent, evidence-based and financially responsible decision-making.
Equity, Inclusion, and Human Rights Considerations	The recommendations in this report have been developed with consideration of Council's obligations under the Charter of Human Rights and Responsibilities Act 2006 and relevant Council policies relating to equity, inclusion and access. The investigation into BMX and lighting options considers the equitable provision of recreational opportunities across the municipality. While BMX facilities may provide benefits for certain user groups, particularly children and young people, the assessment has identified that these specific locations are not well suited to accommodate such infrastructure without compromising environmental values and broader community use. By recommending that BMX provision be considered through broader strategic planning processes, Council can ensure that future facilities are delivered in locations that are accessible, appropriate and responsive to diverse community needs, including equitable distribution across the municipality. The approach to lighting also considers inclusivity by supporting safe and accessible use of public open space, while balancing the needs of nearby residents and environmental considerations.
Community Engagement	No separate community consultation has been undertaken specifically for the BMX and lighting investigations. However, these elements were considered as part of the two rounds of community and stakeholder engagement undertaken for the Charles Rooks and Dagola Reserves Landscape Concept Plan. Round 1 engagement (January–February 2024) sought feedback on current use and future aspirations for the reserves, Round 2 engagement (February–March 2025) sought feedback on the Draft Landscape Concept

10.3 (cont)

	Plan. Findings of these consultations as they relate to this report are provided in the report. Should Council wish to proceed with either project, further targeted community engagement would be required.
Innovation and Continuous Improvement	This report reflects a continuous improvement approach to open space planning and decision-making by applying an evidence-based and integrated assessment of recreational opportunities against environmental, social and operational considerations. The report also reinforces the importance of balancing competing priorities, including recreation, environmental protection and community expectations, and supports more consistent and transparent decision-making processes for future projects.
Collaboration	The investigation of BMX and lighting options has been informed through collaboration across multiple Council service areas, including Parks and Natural Environment, and Design and Construction.
Conflict of Interest	The *Local Government Act 2020* requires members of Council staff, and persons engaged under contract to provide advice to Council, to disclose any direct or indirect interest in a matter to which the advice relates. Council officers involved in the preparation of this report have no conflict of interest in this matter.

ATTACHMENT

1 Charles Rooks and Dagola Reserve - BMX Feasibility Study

10.4 Mt.Scopus Memorial College - Master Plan (Development Facilitation Program Referral)

Department	City Planning and Development Director City Development

SUMMARY

The purpose of this report is to inform Council about the proposed rezoning and master planning of the Mt Scopus Memorial College site at 245 Burwood Highway Burwood. The amendment is being led by the Development Facilitation Program (DFP) of the Department of Transport and Planning (DTP) and was referred to Council in February 2026.

Despite the site's strategic importance, its rezoning and master planning did not form part of Am.GC248 and was not considered during the Suburban Rail Loop Authority (SRLA) led Standing Advisory Committee (SAC) 2025 process for Burwood. As a result, key land use and master planning matters tabled at the hearings have not been incorporated into the proposal.

Council officers believe that rezoning and master planning of the site should be delayed until a more comprehensive and informed masterplan has been developed.

Council officers responded under delegation to the DFP raising concerns about the proposal. This report seeks that Council advocate on behalf of our community for a more transparent and genuine process for Council and our local community.

RECOMMENDATION

That Council:

1. As a matter of urgency, write to the Minister for Planning expressing that:
   a) The exhibition of Planning Scheme Amendment Am.GC248 should have included the Mt Scopus Memorial College school site.
   b) The Suburban Rail Loop Authority led Standing Advisory Committee process was not able to comprehensively consider the site and its strategic regional importance and has not incorporated key evidence tabled by Council at the hearings which is critical to the master planning of this site.
   c) The use of the Development Facilitation Program for this site is a misuse of this pathway given the recent Suburban Rail Loop Precinct Planning process and Standing Advisory Committee, especially given the timing of Mt Scopus lodging with the Development Facilitation Program. This raises concerns of

10.4 (cont)

procedural fairness to the local community and Council, and more broadly issues of integrated planning.

d) If the Development Facilitation Program continues to consider this proposal, that there must be genuine community engagement (in line with recent findings of the 2025 Legislative Council Environment and Planning Committee Inquiry into Community Consultation Practices) followed by the appointment of an independent advisory committee to consider submissions and the proposed Master Plan.

2. Advocate on behalf of the community for greater accountability in state government development facilitation, including public engagement.

KEY MATTERS

In February 2025 Mt Scopus Memorial College lodged a confidential proposal through the Development Facilitation Panel (DFP) of the Department of Transport and Planning (DTP) to:

- rezone the land from Special Use Zone 1 to Precinct Zone 3 (PRZ3) with associated masterplan;
- include the Parking Overlay 2 over the entire subject land; and
- delete the SLO9 from the Milford Avenue properties

The strategic site is in excess of 10 hectares and is located in the SRLA Burwood planning precinct. Despite the significance of this site to the success of the precinct, the intention to rezone the land was withheld from Council and the community, and was not included in exhibition of Am.GC248 which implements the SRLAs precinct structure plans. As a result the merits of the proposal were not considered by the SAC for Burwood.

On 11 February 2026 and after the SAC hearings had concluded, Council officers received a referral from the DFP of the DTP for a proposed rezoning and masterplan of the Mt Scopus Memorial College site. The proposal encompassed:

- rezoning of the land from Special Use Zone (SUZ) to Precinct Zone (PRZ), whereas Am. GC248 proposed to retain the SUZ;
- application of the Schedule 3 to the PRZ to provide a Masterplan and associated controls;
- removal of the Significant Landscape Overlay 9 (SLO9) from properties on Milford Avenue;
- application of the Parking Overlay 2 (PO2); and
- modifications to Am.GC248 (Draft planning scheme amendments and associated Structure plans. Suburban Rail loop East. Burwood precinct) to delete the Built Form Overlay 2 from Milford Avenue Burwood properties.

10.4 (cont)

Officers responded under delegation to the DFP advising:

- Such a significant site should have been included in the SRL Planning Scheme amendment
- Significant changes and further information would be required for the proposal including aspects of heights, setbacks, architectural testing, shadow modelling, open space, integrated water management, tree canopy targets, affordable housing, indoor sporting infrastructure, and removal of retail facilities.

DISCUSSION, OPTIONS AND ANALYSIS

Confidentiality

Council was provided with a referral from the DFP on 11 February 2026, which instructed Council that the proposal is confidential and seeking a response by 27 February 2026. Whilst the confidential nature of the referral was referenced, there was no quoted legislation nor confidentiality agreement provided with the referral. Therefore, Officers do not believe that Council is bound by a confidentiality agreement in this instance. Officers are concerned about the attempt by the DFP to use confidentiality as a mechanism to curtail officers' ability to brief Council or engage with the public. Officers are very concerned that the DFP has not stated that there will be a further process of public engagement to ensure transparency for this scale of project.

The proposal

Mt Scopus Memorial College has proposed a high-rise mixed use development in three stages, encompassing:

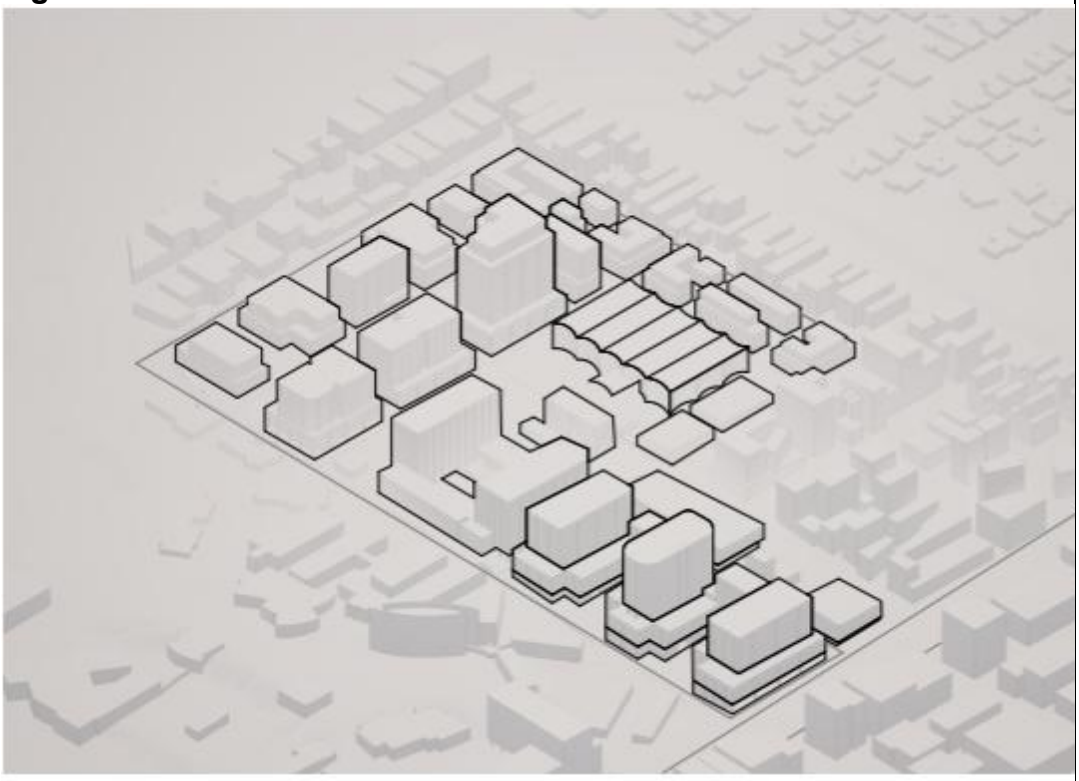
- Stage 1 fronting Burwood Highway, is intended as a mixed use development with ground floor commercial and office with residential above. It is intended that the school would continue operating when the Stage 1 development is underway.
- Stage 2 extended on the western boundary of the site to its northern edge is intended as predominantly residential including student accommodation. The playing fields could continue to be used for community purposes.
- Stage 3, the north eastern portion of the site is planned as lower scale residential development. The Besen Centre (performing arts) would continue to be used for community purposes.
- Two development scenarios are provided in the supporting documentation which show that significant residential and commercial land use densities are intended. (Refer Figures 1 and 2 below. Figure 3 provides a development scenario when all 3 stages are completed)
- In the Variation 1 scenario, 1,938 dwellings are proposed including 757 studio apartments, 619 single bedroom apartments, 454 2 bedroom apartments and 108 3 bedroom apartment in addition to 647

10.4 (cont)

student apartments totalling 2,585 apartments with an estimated population of 4,595 and a total GFA of 262,775m$^{2.}$

- In the higher density Variation 2 scenario, 3,258 dwellings are proposed including 1,272 studio apartments, 1,041 single bedroom apartments, 763 2 bedroom apartments and 182 3 bedroom apartment in addition to 971 student apartments totalling 4,229 apartments with an estimated population of 9,113 and a total GFA of 375,479m^2.

Figure 1: Variation 1

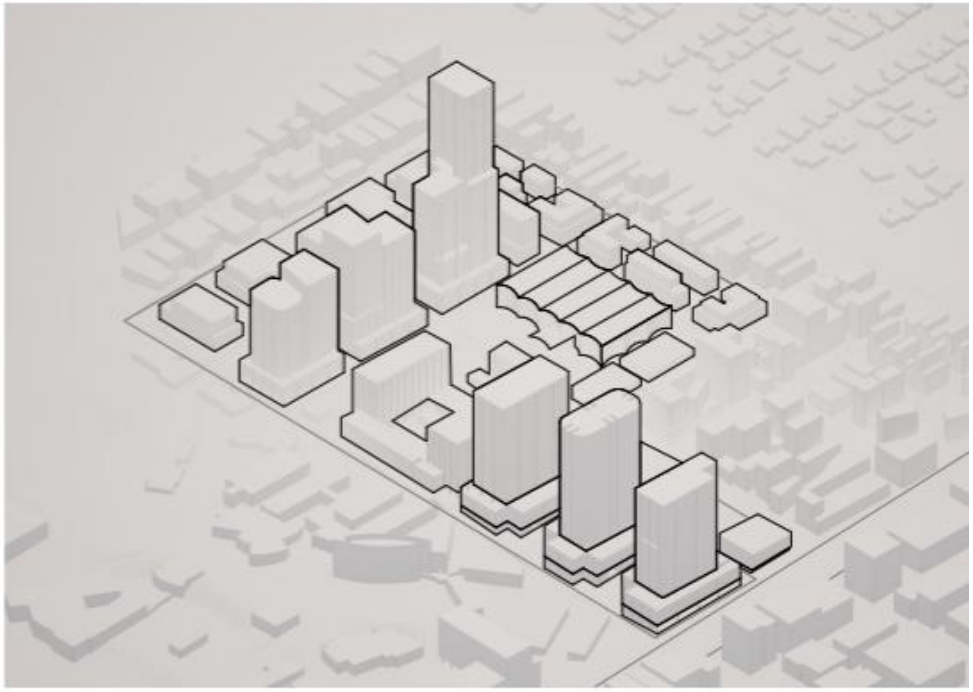


OVERALL - VARIATION 1

USE	UNITS (no.)		POPULATION (no.)	GFA (m²)
COMMUNITY				3,717
EDUCATION				37,097
OFFICE				37,202
RESIDENTIAL	STUDIO	757	4,848	141,965
	1 BED	619		
	2 BED	454		
	3 BED	108		
RETAIL				10,464
STUDENT ACCOM.	STUDIO	647	647	32,330
TOTAL VARIATION 1		2,586	5,495	262,775

10.4 (cont)

Figure 2: Variation 2



OVERALL - VARIATION 2

USE		UNITS (no.)	POPULATION (no.)	GFA (m²)
COMMUNITY				3,717
EDUCATION				37,097
OFFICE				37,202
RESIDENTIAL	STUDIO	1,272	8,142	238,453
	1 BED	1,041		
	2 BED	763		
	3 BED	182		
RETAIL				10,464
STUDENT ACCOM.	STUDIO	971	971	48,546
TOTAL VARIATION 1		4,228	9,113	375,479

Figure 3: Graphic showing maximum development scenario

10.4 (cont)

Key issues

Throughout 2025, Council has used considerable resources to participate in the SAC process for Am.GC248 to support outcomes such as mode shift to public transport, more affordable homes in liveable and sustainable communities and community infrastructure and open space.

Council officers are concerned that the Mt Scopus Memorial College site was not comprehensively assessed during the SRL SAC hearings to ensure best land use and urban design outcomes for housing, open space and community infrastructure.

Council officers recently advised the DFP that whilst it does not object to the application of the Precinct Zone, that we have concerns regarding key aspects of the masterplan. These include (but are not limited to):

- No Use and Development Framework Plan has been provided which clarifies setbacks and heights to Burwood Highway and within the site or to sensitive uses around the site. These should include podium and tower heights and be supported by architectural testing and shadow modelling.
- The proposed open space is not adequate given the demonstrated undersupply of open space in the Burwood SRLA precinct. Council believes that the existing sports fields should be a permanent community asset.
- Walkable through block linkages that are Crime Prevention through Environmental Design compliant to Deakin University and surrounding streets such as Inverness and Glengarry Avenue to the north need to be confirmed. Whilst these may require additional land acquisition and a Public Acquisition Overlay, they will be critical to achieving mode shift when the future Burwood SRL station opens.
- Architectural testing and shadow modelling are needed to ensure that future open spaces have access to direct sunlight. Mandatory measures for sunlight are needed in the controls and should be set to the 21 June.
- Further details are needed to demonstrate how Integrated Water Management can be delivered for the broader SRLA precinct. Council is currently participating in a Department Energy, Environment and Climate Action led IWM plan for this precinct. A site of this size can play a key role in improved water quality and efficiency. This is important given the very small amount of Council owned and Crown land in the area able to be used for IWM infrastructure.
- Further details are needed to demonstrate that canopy cover targets will be reached by 2050. In relation to the removal of the SLO9, Council is concerned that tree protection will not be adequate given that the Built Form Overlay is not intended to be applied.

10.4 (cont)

- The site has the capacity to deliver genuine affordable housing (including social housing) outcomes and this should be guaranteed through any new planning controls.
- Council's evidence at the Burwood SAC demonstrated that additional indoor sporting facilities including aquatic and multi sports fields and outdoor sporting fields were immediately needed for the current population. In the absence of the site being subject to the Voluntary Public Benefit Uplift Framework we recommend that the proponent secures land within the site to ensure community infrastructure delivery including retaining the sports fields for permanent community use.
- The SRLA SAC process also highlighted the inadequate provisions of primary and secondary schools and early years facilities in Burwood and beyond. We note the potential for this site to continue to play a role in local education and outdoor sports.
- Council also has concerns that the retailing component of the proposal may shift the focus away from the proposed SRL Burwood station area which is intended to be a key activity hub.
- With regard to the proposed local road layout, Council recommend that this should be privately managed and not form part of the local street network. Council does not support the vehicle access into the site into local streets (such as Milford Avenue) given the very high number of traffic movements. In relation to applying the PO2, Council believes that this should be abandoned and that Clause 52.06 should be relied on given it is supported by Public Transport Accessibility Level mapping.

In summary. Council is concerned that because Mt.Scopus Memorial College did not fully participate in the SAC process, that there has been no collaboration with the community and Council to achieve integrated outcomes. The site is a major land holding and Council's legal team tabled key evidence demonstrating the need for community facilities including sports fields and schools, open space, active linkages and affordable housing in the precinct.

Overarching Governance Principles and Supporting Report Details

Strategic Alignment	Built, We aspire to develop safe, accessible, and attractive public spaces and infrastructure that meet community needs and adapt to growth. Objective 2.3: Sustainable planning and infrastructure to respond to population change "Advocate for community needs in Suburban Rail Loop precinct structure planning process to ensure that the future needs of our community are considered"

10.4 (cont)

Financial and Resource Implications	In 2025, Council invested considerable resources in appearing at the SRLA SAC process to ensure best outcomes for community planning for the Burwood SRLA precinct. Relevant expert evidence tabled at the hearings has been referenced in this rezoning and master planning proposal. Council officers believe that rezoning and master planning of the site should be delayed until a more comprehensive and informed masterplan has been developed.
Legislative and Risk Implications	There are no legal or risk implications arising from the recommendation contained in this report.
Equity, Inclusion, and Human Rights Considerations	Despite the site's strategic importance, its rezoning and master planning did not form part of Am.GC248 and was not considered during the SRLA led SAC 2025 process for Burwood. As a result the Whitehorse community have not been fully engaged with the merits of the proposal and the impacts on the local community are not known.
Community Engagement	Whilst no community engagement was required for this report, the Mt.Scopus Memorial College site was not included in the exhibition of Am.GC248. As a result the Whitehorse community have been misled in the nature of the SRLA amendment and proposal.
Innovation and Continuous Improvement	There are no Innovation and Continuous Improvement matters arising from the recommendation contained in this report.
Collaboration	No collaboration was required for this report.
Conflict of Interest	Council officers involved in the preparation of this report have no conflict of interest in this matter.

10.5 Arts & Civic Collections Policy

Department	Creative Whitehorse Director Community Life

Attachment

SUMMARY

The Art & Civic Collections Policy 2026–2033 sets the strategic direction for the governance, care and development of the Whitehorse Art and Civic Collections. Building on extensive curatorial analysis, community engagement, and advice from the Visual Arts Advisory Committee, the revised Policy strengthens the Collection's focus, clarifies acquisition pathways, and ensures continued eligibility for the Australian Government's Cultural Gifts Program.

The Policy identifies five Collection focus areas – Portraits, Environment, Ceramics, First Peoples and Australian Impressionism – reflecting community feedback, curatorial analysis of the Art Collection and the unique heritage of the Box Hill Artists' Camp. Enhancements to transparency, programming, impact measurement and opportunities for shared services with cultural partners have also been incorporated.

The revised Policy reaffirms the development a nationally relevant Collection while continuing to honour works of strong local significance, building on existing practices and strengthening future acquisitions in this area.

Art purchases by delegation were temporarily paused in 2025/26, and this report includes a proposed acquisition: Annemieke Mein OAM's major textile work *Leaping Lacewings* (2024) and two preparatory works. Mein is a distinguished textile artist with childhood ties to Mitcham, her recent exhibition at Artspace drew record attendance. The works align with the Environment collection focus area and the acquisition was unanimously supported by the Visual Arts Advisory Committee.

RECOMMENDATION

That Council:

1. Adopts the revised Art & Civic Collections Policy 2026-2033.
2. Approves the purchase of Annemieke Mein 'Leaping Lacewings' textile, colour plan and sketch utilising the adopted 2025/26 capital works budget for Art Acquisitions and Conservation.
3. Endorse the updated Art and Culture Advisory Committee Terms of Reference.
4. Adopts the name change of Whitehorse Artspace to Whitehorse Art Gallery.

10.5 (cont)

KEY MATTERS

The Art and Civic Collections Policy 2026-2033 honours the history and strengths of the Art Collection and its mission to reflect and engage the evolving Whitehorse community and beyond.

This report and the revised Policy responds to the Council Resolution 8 September 2025 that requested further information and actions in relation to the Art Collection and Policy.

The Visual Arts Advisory Committee were consulted on 17 December 2025 regarding the initiatives and Policy adjustments recommended in this report. The Committee was supportive of all the recommendations.

DISCUSSION, OPTIONS AND ANALYSIS

Collection Development

The Whitehorse Art Collection, an amalgamation of the collections of the former cities of Box Hill and Nunawading, has developed over the past century into one of the largest and most significant local government collections in the Melbourne metropolitan region.

Following curatorial analysis of the Art Collection, consultation with relevant advisory committees and a broader community engagement process, five focus areas for the Whitehorse Art Collection have been identified. For further details on the community engagement work undertake on the Policy, please refer to the previous Council report on this matter attached, dated 8 September 2025.

Collection Areas:

1. Portraits

Focusing on works of local significance, this new collection area builds community pride by representing the people of Whitehorse. It also honours important existing portraits in the Collection, such as Frederick McCubbin's portrait of his wife, Anne (the couple lived in Blackburn in the 1890s), and the founding 1927 portrait of former Town Clerk and Shire Secretary J.R. Kefford, funded by community contributions.

2. Environment

Includes art inspired by both the built and natural environment, works acquired will chart physical change in the City of Whitehorse, and express artistic innovation in the field of urban and natural landscapes.

3. Ceramics

Encompasses Councils' significant collection of fine art ceramics which has developed from the Ceramics Victoria Collection gifted to Council in 2015, and the notable national and international ceramics recently acquired through the Lesselyoung Bequest of 2025.

10.5 (cont)

4. First Peoples

Recognises Council's existing holdings of art by Aboriginal & Torres Strait Islander artists acquired over many years, including through the recent Lesselyoung Bequest. It acknowledges the unique cultural expression of First Peoples art, and its place as a defining Australian art movement of international renown.

5. Australian Impressionism

Builds on the valuable Australian Impressionist works in the collection, those from artists who were present at the Box Hill Artists' Camp where possible, or those who connected to the movement and second generation painters of the surrounding district.

Please note the following sections respond to the Council Resolution made 8 September 2025, Parts 1, 2 and 3. Part 4 will be dealt with in a separate report.

Temporarily pauses the purchase of art through delegation (i.e. outside of a council resolution) for the remainder of the 25/26 Financial Year.

The major textile artwork Leaping Lacewings, 2024, and two related preparatory works *Lacewing Sketch and Lacewings Colour Plan* by Annemieke Mein OAM have been offered to Whitehorse Art Collection for purchase for a total cost of $35,000.00 (Ex GST). This is a rare opportunity to acquire this internationally acclaimed artist's work, and the purchase cost would be accommodated in the adopted 2025/26 capital works budget for Art Acquisitions. Please refer to the attached acquisition report for further information. Officers recommend the purchase of this unique artwork.

Improves exposure to art, and transparency in acquisitions, by publishing images of purchases for Whitehorse Art & Civic Collections and itemised costs since 2022/23 to date.

Copyright permissions are required for reproducing artwork images. These permissions are currently being sought, with officers planning to launch a new page on the Creative Whitehorse website showcasing recent acquisitions to enhance transparency and promote the Collection. Published information will include the overall amount spent in a given financial year on art acquisitions, affirming Council's commitment to supporting living artists through its acquisition program, for which it has a positive reputation.

The disclosure of prices paid for individual artworks is not in line with Council's Procurement Policy. Section *6.3 Disclosure of Information* states that "Council will protect the confidentiality of information provided by suppliers, particularly regarding commercially sensitive material such as prices, discounts, rebates, profit, methodology, and intellectual property".

Disclosing a specific purchase price may have a commercial impact on an artist, especially if the purchase price reflects a discount or differs from the price offered to a private collector. The Public Galleries Association of Victoria also recommends against publishing the purchase price of individual artworks as this can increase the risk of theft. As such Officers recommend

10.5 (cont)

that only the total acquisition budget be published, rather than itemised expenditure for each artwork.

Stronger connection to Whitehorse for all purchases.

Art with strong connection to Whitehorse is an important aspect of the Whitehorse Art Collection. Connections occur through the artists' personal relationship to Whitehorse, or if the subject of the work is specific to the municipality. An additional policy statement has been included under 4.*5 Acquisition and Development*, clarifying this continuing direction.

Additionally, the Policy includes a new collection area, Portraits, which has been created to include works by artists or of subjects with a direct connection to the municipality, reflecting the lives and stories of the diverse community and honouring the local portraits already in the Collection. The Portrait collection area responds directly to community feedback and creates opportunities for community members to see themselves physically reflected in the Art Collection.

To strike a balance between acquiring art with local significance and maintaining the exceptionally high quality of art in the Collection for the community to enjoy, officers recommend continuing to acquire works of art by Victorian artists that may not hold demonstrable connection to Whitehorse through purchase, donation and bequest. This is consistent with the trajectory of Council's Art Collection development, which for 99 years has held an expansive approach and ambition for excellence.

Underpinning Council's pursuit of artistic excellence has been its recognition of the pivotal role the Box Hill Artists' Camp played in the development of Australian art, as the birthplace of the first major art movement that was distinctly Australian in character and expression. To celebrate this unique heritage, the Art Collection has consistently acquired contemporary art by Victorian artists that demonstrates the spirit of innovation which the Box Hill Camp Artists pioneered. This has resulted in a significant Art Collection that is highly regarded for the quality and breadth of its contemporary and historical art, particularly in the context of other local government art collections.

An Art Collection that is recognised for excellence and relevance to broader contemporary creative practice is more likely to attract partnerships with other Councils, museums, and cultural institutions, enabling joint initiatives and strengthening the profile of the Collection.

A commitment to pursue shared services with other councils, galleries, museums or other partners.

Art Collection loan agreements, commercial merchandise agreements and cross-marketing opportunities are ways that Council currently works with other Councils, galleries and partners in relation to exhibitions and Art Collection initiatives. Recent examples include;

- *Annemieke Mein: Nature Revealed* (2025) Whitehorse Artspace exhibition in partnership with Gippsland Art Gallery / Wellington Shire

10.5 (cont)

Council - a major art loan (valued $1.2M) and merchandise sales agreement

- SRLA art windows activation project featuring Whitehorse Art Collection pieces printed on vacant shopfront windows in Box Hill (2025)
- Long term Art Collection loan of Brian Fibrace artwork to Melbourne Museum (renewed 2024)
- *The Big Tree and Other Landscapes* (2021) exhibition featuring Whitehorse Art Collection works held at Deakin University Art Museum
- Australian Embassy in Vietnam – early discussions regarding potential international exhibition of Whitehorse Art Collection works (current)
- Regular partnership with local historical societies on Heritage Week exhibitions and displays, and local community groups and service providers for exhibitions in Artspace and All Nations Foyer.

This practice and commitment to pursue such opportunities has been reinforced in the revised Art and Civic Collections Policy in the section titled *4.9 Sharing the Collection*.

A commitment to transparency in acquisitions and associated costs.

All acquisitions are undertaken in accordance with Council's procurement policy, as stated in the Policy under *4.5 Acquisition and Development* and within the annual allocated capital works budget for art acquisitions of approximately $38,500. Following Council's procurement policy and practices, together with advice from an independent arts advisory committee provides a transparent and accountable mechanism for overseeing the acquisitions process for a public collection. Costs are clearly detailed throughout this process.

Council's Curator undertakes significant research to identify works available in the market that are within budget, align with the collection focus areas stated in the policy and deemed to add value to the collection. The Curator is a tertiary qualified position, they apply their professional experience and subject matter expertise to evaluate the artistic merit and significance of proposed works for acquisition. The Curator prepares a report detailing their recommendations for the committee.

The Arts and Culture Advisory Committee is well positioned to provide high level advice and feedback to proposed art acquisitions, along with strategic input on Council's Arts and Cultural programs. Accordingly, the attached Terms of Reference has been modified to reflect this objective. Committee membership has a set term, and members are Whitehorse volunteers who are bound by the same conflict of interest and codes of conduct that apply to Whitehorse staff, volunteers and Councillors.

10.5 (cont)

Performance monitoring and reporting on community impact and exposure to collections.

A new section *4.3 Measuring Collection Benefits*, has been added to the revised Policy to outline how impact and access to the Art Collection is assessed. This includes regular visitor surveys tailored to monitor social and cultural impact and exposure, along with a range of quantitative measures.

An example of the proposed measures for Year One is attached to this report. Measures and targets will be set and reviewed on an annual basis with outcomes and results reported to the Arts & Cultural Advisory Committee and Council as required.

A proactive commitment to obtaining works from the Box Hill artists' camp.

The Box Hill Artists' Camp operated between 1885 and 1888 and is now recognised as a pivotal site in the development of Australian Impressionism, and a turning point in the history of Australian art.

Known works produced at the Camp or directly connected to the Camp itself are considered masterpieces of Australian art and of considerable cultural and financial value. As such they are tightly held in major collections and rarely enter the secondary art market, hence Council's ability to obtain works from the Camp is heavily constrained. Nevertheless, a statement of the goal to acquire works connected to the Camp remains in the Policy under the Australian Impressionism collection area, should an opportunity to acquire a work connected to the Camp itself arise.

Council has successfully acquired important works by key artists connected to the Camp, albeit works not necessary produced at the Camp. The Art Collection holds works by Tom Roberts, Arthur Streeton and Frederick McCubbin who were core to the Camp's activities, along with Theo Brooke-Hansen, Clara Southern, and John Llewellyn Jones who also frequented the Camp. Other notable artists associated with the Camp include Louis Abrahams, Jane Sutherland, Tom Humphrey and Walter Withers. Their works are sought for acquisition. Auction and dealer alerts are in place to ensure officers are promptly informed of relevant opportunities, should a smaller work or study come to market that is within the acquisitions budget. Should an opportunity to acquire a major work connected to the Camp arise it would be presented to Council for consideration.

Over the past decade, the second generation of Impressionists and particularly innovative women painters of this era have been sought to proactively develop this Australian Impressionism collection area with high quality works that are available and affordable within existing budget allocation. Continuing this approach is recommended.

Acquisition pathways: Consider transparent, periodic Expressions of Interest with accessible guidelines.

To enhance accessibility for emerging and local artists, the Creative Whitehorse website will permanently feature information on the endorsed Policy, acquisition criteria, and guidelines for submitting acquisition EOIs for

10.5 (cont)

evaluation. This initiative is designed to increase visibility and transparency around the acquisition process and provide a clearly defined, continuous opportunity for artists to propose works.

The proposed Whitehorse Acquisitive Art Prize is envisaged to become a dedicated periodic pathway for securing significant works of art while offering a platform for undiscovered talent that is open to every Victorian based artist to enter. Additionally, the prize will include a local artist category. The theme of art inspired by the natural environment has been developed to honour the landscape based artistic innovations that took place at the Box Hill Artists' Camp. Eligibility criteria align with the Policy, supporting the acquisition of works by both local and more broadly Victorian based artists, with the subject of the prize falling within the Environment collection area.

A change to the name of the Whitehorse Artspace to the Whitehorse Art Gallery, subject to associated costs being utilised from within adopted 2025/26 operational budget.

In response to numerous community suggestions on marketing and promotion of the Whitehorse Art Collection and consultation with the Visual Arts Advisory Committee it is proposed to rename the Whitehorse Artspace to the Whitehorse Art Gallery. The name change will make the function of the Artspace as a gallery clearer for the public, particularly for first time visitors and new residents, assisting in increasing audiences and engagement with the Collection.

Costs to upgrade the signage at the Box Hill Town Hall to reflect the name change (including wayfinding signage upgrades via decal and glass frontage decal redesign) are allocated in the adopted Art Collection and Programs 2025/26 operational budget. Additionally, Artspace have published a six-month exhibition program (Jan-July 2026), to allow for the name change in the second half of the year.

Overarching Governance Principles and Supporting Report Details

Strategic Alignment	Community, We aim to foster a connected, inclusive, safe and active community where everyone feels a sense of belonging. **Strategic Direction 1: Community** Objective 1.1 An involved and connected community • Provide festivals, events and programs • Foster social connections and a sense of belonging Objective 1.2: A community that fosters social inclusion, cohesion and respect • Provide welcoming and inclusive spaces for our community

	• Deliver initiatives to promote respect and promote the value of community diversity **Strategic Direction 3: Economy** Objective 3.1: A thriving local economy • Plan for a strong tourist and visitor economy
Financial and Resource Implications	$77,000 is allocated for the acquisition, renewal and conservation of public art and the Whitehorse Art Collection in the Art Acquisition & Conservation Program as part of the 2025/26 Capital Works Program.
Legislative and Risk Implications	There are no legal or risk implications arising from the recommendation contained in this report.
Equity, Inclusion, and Human Rights Considerations	It is considered that the subject matter does not raise any human rights issues.
Community Engagement	In total 232 recorded responses were received from the community. The policy went out for community engagement from the 10 March – 7 April 2025. Engagement activities included consultations with the Visual Arts Advisory Committee and Whitehorse Reconciliation Advisory Committee, two 'Chat to the Curator' pop-up sessions, an engagement activity at the 2025 Culture Fest, and online and hardcopy Your Say Whitehorse surveys. The Visual Arts Advisory Committee was further consulted on 17 December 2025.
Innovation and Continuous Improvement	There are no Innovation and Continuous Improvement matters arising from the recommendation contained in this report.
Collaboration	The Art & Civic Collections Policy was developed through iterative engagement with the Visual Arts Advisory Committee at meetings held in May 2024, April 2025, March 2025 & December 2025.
Conflict of Interest	Council officers involved in the preparation of this report have no conflict of interest in this matter.

10.5 (cont)

ATTACHMENT

1 Art & Civic Collections Policy 2025-2032
2 Updated Arts & Culture Advisory Committee Terms of Reference
3 Annemieke Mein Acquisition Report
4 Art & Civic Collections Policy Report - 8 September 2025
5 Measuring Collection Benefits - Proposed Year One Measures

10.6 Glass Recycling Service and Advocacy

Department	City Services
	Director Infrastructure

Attachment

SUMMARY

This report is in response to the Council Report from 8 December 2025, 'Waste Management Strategy – 5-Year Action Plan – Changes to Kerbside Bin Services', where Council resolved to delay the decision on the introduction of a kerbside glass bin recycling service until April 2026. On 13 October 2025, Council resolved to object to the introduction of a kerbside glass bin recycling service.

The draft Household Waste and Recycling Service Standards, which specify how councils must provide the proposed new kerbside glass bin recycling service to all households by 1 July 2027 under the Circular Economy (Waste Reduction and Recycling) Act 2021, have been repeatedly deferred and there is no confirmed date for their release.

Since late 2024, Council has been involved in cross-council advocacy efforts to oppose the kerbside glass bin recycling service, which now represents 35 councils across metropolitan and rural councils. As part of the glass advocacy group, concerns have been raised about investing in new infrastructure to collect relatively small amounts of glass when more practical, efficient and cost-effective alternatives may exist. A key focus of the group is calling on the State Government to expand the Container Deposit Scheme (CDS) to include wine and spirit bottles.

As there have been repeated delays in the Household Waste and Recycling Service Standards, with no indication on when they might be implemented, the introduction of a kerbside glass bin recycling service is not recommended. The State Government has not released a business case or finalised the Service Standards, making the environmental and financial benefits unclear. Without clear standards, there is a risk of delivering a costly service that may not meet legislative requirements or community needs.

It is recommended that Council continues its position to oppose the State Government mandatory kerbside glass bin recycling service in its current form until the business case and Service Standards are released.

RECOMMENDATION

That Council:

1. Does not support the State Government imposed mandatory kerbside glass bin recycling service in its current form.
2. Supports the expansion of the Container Deposit Scheme to include wine and spirit bottles.
3. Calls upon the State Government to permit alternative glass recycling service options.
4. Defers implementation of a kerbside glass bin recycling service due to the State Government business case and Service Standards not being released and notes that the 2026/27 Proposed Budget will require amendment to reflect not progressing to implement a Glass Bin recycling service.
5. Continues to support collaborative council advocacy, including being named in multi-council media campaigns calling for an expanded Container Deposit Scheme, the removal of the requirement to implement a mandatory kerbside glass bin recycling service, or to delay its implementation to future years.
6. Notes the risk of non-compliance if deferral of a kerbside glass bin recycling service puts Council outside legislated requirements.

KEY MATTERS

Background

The State Government's Circular Economy (Waste Reduction and Recycling) Act 2021 legislates changes to kerbside bin services. The State has not yet finalised the draft *Household Waste and Recycling Service Standards* (Service Standards) to be made under the Act, which will outline how councils are to deliver household waste and recycling services, including glass recycling. The Service Standards were originally expected to be released in April 2025 and have been repeatedly deferred and there is no confirmed date for their release.

Council, together with 34 other Victorian councils, has been advocating against a mandated kerbside glass bin recycling service. Led by Maroondah City Council, this group represents 19 of 31 metropolitan councils and 16 of 48 rural councils. A list of councils publicly involved in this this work is summarised in **Attachment 1**. Each council's position varies from opposing the mandated glass service to deferring a decision until the Service Standards are released.

To date, a comprehensive business case outlining the costs and benefits of a standalone kerbside glass bin recycling service has not been released by the State Government. In late 2024, 22 councils commissioned independent

10.6 (cont)

research into the State Government's Regulatory Impact Statement (RIS) for a kerbside glass bin recycling service summarised in **Attachment 2**. The research found that the financial assumptions underestimated the true cost of delivering the service.

At the meeting on 8 December 2025, Council considered the report titled, 'Waste Management Strategy – 5-Year Action Plan – Changes to Kerbside Bin Services'. Council resolved to delay the decision on the introduction of a kerbside glass bin recycling service until April 2026. On 13 October 2025, Council resolved to object to the introduction of a glass bin recycling service.

Legislation and glass recycling services

Council is legislated to implement a separate kerbside glass bin service to all households by 1 July 2027 under Circular Economy (Waste Reduction and Recycling) Act 2021 and associated regulations.

Council has received legal advice about the consequences of failing to meet the requirements of the mandated service. If Council was not to comply with the kerbside glass bin recycling service, issues may include cost penalties, legislation and reputational risks. These are summarised in Table 1.

Table 1 - Issues from non-compliance of glass services

Issue	**Council comments**
Cost Penalties	Actual costs are uncertain, and potential liabilities are unknown. Legal advice varies from: • Possible financial exposure of around $95,000 to $250,000 and more likely as a one-off cost • $250,00 is calculated from $197.59 per day and will ordinarily increase by indexation annually. Advice is that it is unlikely there will be an application for each day that the service is not delivered.
Legislation	For the State Government to remove the requirement to provide a glass only service would require a change in legislation. • Approximately 35% of Victorian councils have introduced a glass recycling service. • The State Government communications on the glass recycling service is focused on 'non-compliance'. • The draft Service Standards outline that glass must be separated from the commingled recycling stream and will be considered 'contamination'. • Council does not currently pay contamination penalties as part of its recycling processing contract, however it may be a cost variable with future contracts as the recycling contractors move to tailor processing to align with the State requirements for separated glass.
Reputation Risk	Non-compliance with the Act poses a reputational risk to Council. This includes:

10.6 (cont)

	• Council's reputation as a competent and compliant local authority could be questioned by both the public and government agencies • Non-compliance could attract unfavorable media coverage, highlighting perceived mismanagement or neglect. • The State Government may withhold grants, funding, or other forms of support, citing non-compliance. • Difficulties rebuilding community confidence in future waste or sustainability initiatives. Whitehorse is part of a group of 35 councils advocating for a change in the glass bin requirements. This work is gaining momentum and will result in increased media and community awareness of Council's position.

DISCUSSION, OPTIONS AND ANALYSIS

While there is merit to standardise kerbside services to address long-standing waste and recycling challenges, it is considered that there are more cost-effective and environmentally efficient alternatives to achieve the same outcomes. This includes an expanded Victorian Container Deposit Scheme (CDS). The neighbourhood design of many areas (street width, naturestrip space, multi dwelling allotments) makes putting more bins out for collection a problem in some areas of the municipality and some households have limited space for an additional bin.

The introduction and success of the CDS in 2023 has impacted kerbside recycling services. Glass tonnes collected through the mixed recycling service currently makes up approximately 30% by weight of recycling collected. On average recycling tonnes are declining by 3% per year, this follows a 23% drop when the CDS was introduced in November 2023.

A key focus of the cross-council glass advocacy group is calling on the State Government to expand the CDS to include wine and spirit bottles, noting this would deliver more practical, efficient and cost-effective benefits compared to a dedicated glass only kerbside collection service.

By the end of 2027, Tasmania and Victoria may be the only States not to include wine and spirit bottles in the CDS. In summary:

- Queensland - CDS already includes wine and spirit bottles.
- Western Australia - committed to expand CDS in mid-2026.
- NSW, South Australia and ACT - committed to expand CDS mid-late 2027.

A kerbside glass bin recycling service duplicates existing services that capture and recycle glass through the fortnightly kerbside mixed recycling collection service and the CDS. In addition, councils that were early adopters of a kerbside glass service report low presentation of bins for collections and around 30% fullness.

10.6 (cont)

As part of the glass advocacy group, concerns have been raised about investing in new infrastructure to collect relatively small amounts of glass when more practical, efficient and cost-effective alternatives may exist. Any potential environmental benefits of the service may be outweighed by the emissions associated with additional collection trucks required to deliver the service.

The introduction of a kerbside glass recycling service is not recommended while the State Government has not released a business case or finalised the Service Standards, making the environmental and financial benefits unclear. Without clear standards, there is a risk of delivering a costly service that may not meet legislative requirements or community needs.

Delaying the implementation provides more time to work with the State Government and other councils to explore better alternatives. This includes advocating for a harmonised approach to glass recycling and an expanded CDS to include wine and spirit bottles. By building on the success of our existing recycling system and infrastructure, a positive environmental outcome can be achieved without imposing unnecessary costs or complexity for the community.

This approach acknowledges the potential risks of non-compliance with legislation, including possible financial penalties, regulatory implications and reputational impacts.

Overarching Governance Principles and Supporting Report Details

Strategic Alignment	Natural, We are committed to protecting natural areas, promoting environmental sustainability, building climate resilience, and managing waste responsibly. Objective 4.3 A Council that responsibly and sustainably manages waste. Council's Waste Management Strategy (2018–2028) has the target of 80% diversion from landfill by 2028.
Financial and Resource Implications	It is estimated that the kerbside glass recycling service would cost all households an additional $30 in the 2027/28 year.
Legislative and Risk Implications	Council is legislated to implement a separate kerbside glass service by 1 July 2027 under the *Circular Economy Act* and *Draft Household Service Standards* which are yet to be finalised. If Council was not to provide a glass bin recycling service, issues may include cost penalties, legislation and reputational risks. If Council proceeds to the service now, there is a risk of delivering a costly service that may not meet

10.6 (cont)

	legislative requirements as described in Service Standards or community needs.
Equity, Inclusion, and Human Rights Considerations	In developing this report to Council, the subject matter has been considered in accordance with the requirements of the Charter of Human Rights and Responsibilities Act 2006.
Community Engagement	Community engagement was undertaken between August and September 2025. Throughout the statewide glass advocacy campaign in the lead up to the State Election there may be an opportunity to re-engage with the community around the glass bin.
Innovation and Continuous Improvement	Innovation and continuous improvement have been considered through the evaluation of the options.
Collaboration	Council is one of the 35 Victorian councils advocating to oppose the glass service rollout by 1 July 2027. The group will increase advocacy efforts in the lead up to the State Election.
Conflict of Interest	Council officers involved in the preparation of this report have no conflict of interest in this matter.

ATTACHMENT

1 Victorian Councils Position on Glass Recycling Service
2 Glass Recycling Service Summarised Research Report

10.7 2026/27 Proposed Budget

Department	Finance
	Director Corporate Services

Attachment

SUMMARY

The Local Government Act 2020 ('the Act') requires Council to take an integrated approach to planning and reporting under a principles-based approach. The principles-based legislation is designed to support Council with an adaptive response based on the local needs of the community; social, economic, environmental and cultural context; and the capacity of Council.

The 2026/27 Proposed Budget has been prepared in accordance with requirements of the *Local Government Act 1989* and the *Local Government Act 2020*. The Budget is a rolling four-year plan that outlines the financial and non-financial resources that Council requires to achieve the strategic objectives described in the Integrated Council Plan (ICP) 2025-2029.

The 2026/27 Proposed Budget has been informed by a range of community engagement activities, including the 2024 *Shaping Whitehorse* community engagement program and community feedback on the 2025/26 Budget. The feedback highlighted several consistent themes, with a strong emphasis on infrastructure priorities, open space and overall liveability. In particular, respondents emphasised the importance of well-maintained parks, increased access to green spaces, and improved walking and cycling connections, alongside considerations regarding the balance of investment between organised sport and broader community use.

Key projects funded within the 2026/27 Budget that align with these priority areas are detailed in Section 4 of the Budget which includes the ICP Year 2 Action Plan.

The Proposed Budget 2026/27 will be available for community feedback on Council's website between Wednesday 22 April 2026 and Sunday 10 May 2026, in accordance with Council's Community Engagement Policy.

Notices will be included on our website and across Council's social media channels to promote the availability of the Proposed Budget. Printed copies will also be available at Council's two Customer Service centres and four libraries. Council will also hold 4 pop-up sessions at various locations across the municipality during the consultation period. Further information will be available on Council's Your Say website.

All community feedback will be reviewed prior to final adoption in June 2026.

10.7 (cont)

RECOMMENDATION

That Council:

1. Notes the Proposed 2026/27 budget has been developed for the purposes of Sections 94 and 96 of the Local Government Act 2020.
2. Endorses in principle the Proposed Budget 2026/27 for community consultation, to be undertaken from 22 April 2026 to 10 May 2026, in accordance with Council's Community Engagement Policy.
3. Invites community feedback on the Proposed Budget 2026/27 during the consultation period of 22 April to 10 May 2026, in accordance with Council's Community Engagement Policy.
4. Adopts the 2026/27 Budget at the Council Meeting on Monday, 22 June 2026, in accordance with Sections 94 and 96 of the *Local Government Act 2020.*

KEY MATTERS

Proposed Budget 2026/27

The Proposed Budget 2026/27 (plus three subsequent financial years) has been prepared in accordance with the requirements of Sections 94 and 96 of the *Local Government Act 2020* and the document has been developed with reference to the Local Government Model Budget format, which is prepared by Local Government Victoria each year. Hence Whitehorse City Council's Budget meets all legislative requirements.

The Budget is a four-year plan that outlines the financial and non-financial resources that Council requires to achieve the strategic objectives described in the Integrated Council Plan 2025-2029. It has been prepared with reference to Council's Financial Plan (adopted in October 2025), which is aimed at creating a sustainable fiscal environment to enable Council to continue to provide the community with high quality services and infrastructure into the medium and long term.

Council's rate rise for 2026/27 will be consistent with the Victorian Government rate cap at 2.75% in line with advice from the Essential Services Commission.

The proposed Budget uses preliminary valuations (Capital Improved Value - CIV) provided by the Victorian Valuer-General. Council may receive minor adjustments to the preliminary valuations and these changes may occur prior to final budget adoption. Any minor adjustments (if necessary) will be reflected to the final rate in the dollar upon adoption.

The Budget includes detailed budgeted financial statements (income statement, balance sheet, cash flow statement, capital works) and accompanying notes, detailed listing of the capital works program, other matters required under the *Local Government Act 1989 & 2020* and regulations relating to Rates and Charges, and the Schedule of Fees and Charges.

10.7 (cont)

DISCUSSION, OPTIONS AND ANALYSIS

Integrated Council Plan (ICP) Action Plan

Whitehorse City Council's ICP Year 2 Action Plan (2026/27) outlines the key initiatives being delivered as part of the four-year Integrated Council Plan 2025–2029 (including both the Council Plan and Municipal Public Health and Wellbeing Plan). It focuses on delivering 39 key actions to strengthen community wellbeing, improve local infrastructure, support economic growth, protect the local environment, and ensure transparent, responsive governance. Overall, the plan delivers practical actions to create a connected, liveable and sustainable city, now and into the future.

In March 2026, Council launched an engagement campaign to inform the community of our draft Integrated Council Plan Action Plan for 2026/27. The intent was to increase transparency of Council's key priorities for the coming year, ahead of the draft Budget being released.

The actions listed in the ICP Action Plan are also listed in the Proposed Budget 2026/27 within *Section 4 – Services and Initiatives*.

Proposed Budget 2026/27

The Budget outlines Council's priorities for the year ahead and provides a financial outlook over the next four years. It reflects Council's ongoing commitment to responsible financial and resource management, while meeting the changing needs and aspirations of our community, and funds the initiatives and actions as outlined in the Integrated Council Plan Action Plan.

The Budget has been developed in a challenging and dynamic economic environment, based on the best available information at the time of its preparation. Since that time, global and economic conditions have contributed to renewed inflationary pressures and increased volatility in fuel prices, construction costs and supply chains. Officers are currently monitoring and assessing these conditions, noting that the extent and duration of potential impacts are still emerging at this early stage. This ongoing assessment will inform consideration of any potential implications for the budget as further information becomes available.

A projected rate increase of 2.75% per cent in line with the Victorian Government's Fair Go Rates System will help fund the extensive Capital Works Program and ensures ongoing delivery of Council's high-quality services and programs.

The operational surplus for 2026/27 is predicted to be $33.93 million. The result is based on revenue of $279 million and expenses of $245 million.

A further $85 million is proposed to be spent on capital works, including $0.82 million on projects carried forward and funded from 2025/26.

10.7 (cont)

KEY HIGHLIGHTS OF THE BUDGET

The key components of the Budget are highlighted in the following.

Operational Budget

The operational budget provides $195 million for the delivery of services to the community including:

- $27.44 million Kerbside and Public Waste Services
- $17.93 million Parks and Natural Environment (maintenance of sports fields, parks and gardens)
- $16.15 million Leisure and Recreation Services
- $13.44 million City Services (maintenance of footpaths, drains and roads, sustainability and depot operations)
- $12.98 million Health and Family Services
- $11.73 million Whitehorse Recycling and Waste Centre (waste transfer station)
- $10.79 million Community Safety (community laws, parking, school crossings and emergency management)
- $9.93 million City Planning and Development
- $9.11 million Arts and Cultural Services
- $6.68 million Libraries
- $6.67 million Engineering
- $5.74 million Project Delivery and Assets
- $2.36 million Community Engagement and Development
- $1.29 million Investment and Economic Development
- $1.05 million Positive Ageing
- $0.32 million Advocacy

Capital Works Program

The $85 million Capital Works Program includes:

- $42.17 million for land, buildings and building improvements
- $11.80 million for recreational, leisure and community facilities
- $9.79 million for roads and off-street car parks
- $6.40 million for plant and equipment
- $5.47 million for footpaths and cycleways
- $5.59 million for parks, open space and streetscapes
- $3.45 million for drainage improvements

Key highlights of the 2026/27 Capital Works Program include $14.18 million to continue the construction of the Box Hill City Oval major redevelopment, $13.68 million in pavilion upgrades, and $8.00 million provision for land acquisitions.

10.7 (cont)

FEES AND CHARGES

Fees and charges have been reviewed with consideration of several influencing factors including full costs, market comparison and an emphasis on accessibility, equity and social justice considerations. The 2026/27 Fees and Charges will achieve a budgeted income of 6.4% higher than the 2025/26 forecast, primarily due to:

- Increased user fee income at Leisure Facilities, mainly due to anticipated membership growth along with continued growth in casual facility attendances at Aqualink Box Hill and Aqualink Nunawading.
- Increased user fees at the Recycling and Waste Centre compared to the 2025/26 forecast, mainly reflecting an increase in the expected volumes to be processed by the centre resulting in higher external tipping fee income and Clean Green disposal fee income.
- Continued growth within arts & culture primarily attributed to the performance of The Round, with attendance and utilisation continuing to grow as the venue establishes itself in Melbourne's East.

A number of fees and charges are set by other levels of government regulation (statutory) and are not subject to discretionary change by Council. Statutory fees will be changed by Council when advised of a change by the relevant authorities. These are clearly identified in the schedule of fees and charges.

KEY PRESSURES AND CHALLENGES

In preparing the 2026/27 Budget, a number of external and internal influences have been taken into consideration because they are likely to impact significantly on the services delivered by Council in the Budget period. These include:

External influences

- The Budget has been developed in a challenging and evolving economic environment, based on the best information available at the time of its preparation. Since then, ongoing global economic uncertainty has contributed to renewed inflationary pressures and increased volatility in fuel prices, construction costs and supply chains. These conditions place additional pressure on the cost of delivering services and infrastructure for our community. Market uncertainty may also affect investment returns and superannuation liabilities, which remain sensitive to fluctuations in financial performance. Given the current level of uncertainty, the full impact of these pressures cannot yet be determined. Council is actively monitoring and assessing emerging conditions and will continue to consider and apply appropriate strategies over time to manage cost pressures, mitigate financial risks and support long-term financial sustainability
- The average rates will increase by 2.75% in 2026/27, in line with the cap set by the Victorian State Government - Fair Go Rates System.

10.7 (cont)

- The cost of providing waste and recycling services continue to rise due to proposed waste levy increases and mandatory State Government requirements associated with the transition to a four-bin waste system (garbage, recycling, glass and organics). While Council continues to advocate against the introduction of a mandatory kerbside glass bin recycling service in its current form, the budget includes provision for compliance including transition costs for the glass bin. Council will continue cross-council advocacy and engagement with the State Government, noting the absence of a released business case or finalised Service Standards and ongoing uncertainty regarding the financial and environmental impacts.

  Despite this, the overall waste service charge for kerbside and public waste will decrease by 1.6% in 2026/27. This decrease reflects a higher allocation to waste service costs in the 2025/26 budget than was ultimately required. The difference has been incorporated into the 2026/27 charge, helping to ease the impact on ratepayers.

- Changes in the insurance market, including fluctuations in premiums, availability of coverage, and insurer profitability, are placing upward pressure on insurance costs.

- Two Victorian Government Big Build Projects taking place in Whitehorse – the Suburban Rail Loop (SRL) and North East Link (NEL) – represent both challenges and opportunities. The SRL, including planned stations in Burwood and Box Hill, along with the NEL, once up and running, would create employment, business and community hubs that would benefit Melbourne's eastern region.

  However, these developments come with certain risks. These projects will largely be delivered beyond direct control of Council. Wide-ranging impacts need to be considered and managed by Council, with the most significant being provision of open space within the city, and population densification.

- Supplementary rates are additional rates received after the budget is adopted each year, for the part of the year when a property value increases in value (e.g. due to improvements made or change in land class), or new residents become assessable. Supplementary rates income is based on historical and forecast data and is set at anticipated levels.

- Council's ability to generate earnings on cash and investments is expected to increase compared to 2025/26, with an average interest rate on investments of 4.35% assumed for the upcoming financial year.

- Impact from market competition, particularly in relation to other childcare centres and leisure facilities in the local region.

- Cost shifting by other levels of government. Cost shifting occurs where local government provides a service to the community on behalf of the Victorian or Federal Governments. Over time, the funds

10.7 (cont)

received by Council do not increase in line with real cost increases, resulting in a further reliance on internally generated revenue to meet service delivery expectations. Examples of services that are subject to cost shifting include school crossing supervision and library services.

- Changing demographics as a result of an ageing and increasingly culturally diverse population has resulted in the need for Council to develop facilities that are accessible and adaptable to intergenerational, diverse and multicultural community users.
- Community expectations that Council will respond to environmental sustainability by planning for the effects of climate change, education and awareness of the benefits of trees and natural bushland and supporting the community in protecting and enhancing our natural assets and open spaces.

Internal influences

- The cost of maintaining Council's infrastructure assets. The challenge is balancing the demand for new infrastructure while maintaining or upgrading existing assets to ensure that infrastructure assets are provided to support services that are appropriate, accessible, responsive and sustainable to the community. Given the significant value of Council's asset base, renewal investment forms a major component of the capital works budget.
- Employee costs are mainly driven by Council's renewed Enterprise Agreement which came into effect on 13 August 2025. The 2026/27 Budget allows for an increase in line with the 2026/27 rate cap.
- Council has an ongoing obligation to fund any investment shortfalls in the Defined Benefits Scheme. The last call on local government was in the 2012/2013 financial year. In the current global economic environment, heightened market volatility increases uncertainty around future investment performance; however, actuarial assessments indicate that funding ratios are currently at levels where additional calls are not required. Council officers continue to monitor actuarial positions and market conditions closely.
- A sustained focus on commercial negotiations and cost management will continue to support the organisation's response to inflationary pressures. Work to uplift contract management practices is progressing, including the re-design and deployment of the Contract Management System to strengthen governance, visibility and commercial discipline. These initiatives support informed decision-making and cost control and will continue into 2026/27 and beyond, including through the establishment of the new Commercial function for Council.
- The budget includes continuous improvement activities in 2026/27, which supports efficient and sustainable service delivery across the organisation. Activities include an ongoing program of service

10.7 (cont)

reviews, shared services arrangements, digital enablement, and service improvement initiatives. This work supports sound financial management and cost discipline, including through the identification and implementation of efficiency opportunities and cost avoidance measures over time.

Overarching Governance Principles and Supporting Report Details

Strategic Alignment	Governance, Strong governance will be achieved through transparent, accountable management and the efficient and financially sustainable delivery of valuable core services.
Financial and Resource Implications	The 2026/27 Budget incorporates the Operating Budget, Capital Works Program, and details the financial and non-financial resources required to deliver on Year 2 of the Integrated Council Plan 2025-2029.
Legislative and Risk Implications	The 2026/27 Budget (plus three subsequent financial years) has been prepared in accordance with the requirements of Sections 94 and 96 of the Local Government Act 2020 and Local Government Planning and Reporting Regulations 2020. There are no legal or risk implications arising from the recommendation contained in this report.
Equity, Inclusion, and Human Rights Considerations	In developing this report to Council, the subject matter has been considered in accordance with the requirements of the *Charter of Human Rights and Responsibilities Act 2006.* It is considered that the subject matter does not raise any human rights issues. Fees and Charges have been reviewed in line with Council's Gender Equity responsibilities and where necessary, a Gender Impact Assessment has been undertaken by relevant officers during development.
Community Engagement	The 2026/27 Proposed Budget has been informed by multiple community engagement activities, including the 2024 Shaping Whitehorse community engagement program and consultation on the 2025/26 Budget. This feedback meant Council could identify important themes and make informed decisions throughout the 2026/27 budget planning and development process.

	Community feedback received highlighted several consistent themes, with the strongest focus on infrastructure priorities, open space and overall liveability. Many community engagement responses emphasised the importance of well-maintained parks, increased green space, and more accessible walking and cycling connections, often alongside concerns about the balance of investment between organised sport and broader community use. The final element of the community engagement on the 2026/27 Budget will allow the community an opportunity to provide feedback on the 2026/27 Proposed Budget, in accordance with Council's Community Engagement Policy. Community members are invited to provide feedback online via YourSay Whitehorse or by providing hardcopy feedback to the Civic Centre in Nunawading from Wednesday 22 April 2026 to Sunday 10 May 2026. Notices will be included on Council's website and across Council's social media channels to promote the availability of the Proposed Budget, and printed copies will also be available at Council's two Customer Service centres and four libraries. Council will also hold 4 pop-up sessions at various locations across the municipality during the consultation period. Further information will be available on Council's Your Say website. All community feedback will be reviewed prior to final adoption in June 2026.
Innovation and Continuous Improvement	The Whitehorse community is changing and growing, which means Council needs to adapt and respond. To support this change, the 2026/27 Budget includes continuous improvement activities that support efficient and sustainable service delivery across the organisation. Activities include an ongoing program of service reviews, shared services arrangements, digital enablement, and service improvement initiatives. This work supports sound financial management and cost discipline, including through the identification and implementation of efficiency opportunities and cost avoidance measures over time. The 2026/27 Budget also continues a sustained focus on commercial negotiations and cost management. Work to uplift contract management practices is progressing, including the re-design

10.7 (cont)

	and deployment of the Contract Management System to strengthen governance, visibility and commercial discipline. These initiatives support informed decision-making and cost control and will continue into 2026/27 and beyond, including through the establishment of the new Commercial function for Council.
Collaboration	The 2026/27 Budget, which includes the development of operating and capital budgets for the 2026/27 financial year, has been developed over a series of briefings with Councillors and each Council department.
Conflict of Interest	Council officers involved in the preparation of this report have no conflict of interest in this matter.

ATTACHMENT

1 Proposed Budget 2026/27
2 Integrated Council Plan - Action Plan Year 2 - 2026/27

10.8 Proposed Sale of Land - Part Former Laneway Adjacent 105 Kenmare Street, Mont Albert North

Department	Commercial
	Director Corporate Services

Attachment

SUMMARY

Council officers have reached agreement in principle with the property owner of 105 Kenmare Street, Mont Albert North (Proposed Purchaser) regarding the potential sale of a Council owned section of former Drainage and Sewerage Reserve which is currently incorporated within their fenced boundary.

The subject land, measuring 15.24 metres long x 4.57 metres wide and having an area of approximately 70m2, is located adjacent to the rear of the Proposed Purchaser's property, and is effectively landlocked having no frontage to Kenmare Street or connection to any other part of the public road network. Given its small size, landlocked location and that the land is not reasonably required for current or future community purposes, officers consider that its best use is to be sold and incorporated in the adjoining owner's property with Council directing sale proceeds to more effective community benefit.

The Proposed Purchasers have agreed in-principle to purchase the land from Council at current market value, as determined by independent valuation, subject to Council completing statutory processes pursuant to section 114 of the *Local Government Act 2020* (the Act).

It is recommended that Council publish notice of its intention to sell the land to the owner of the adjacent property at 105 Kenmare Street, Mont Albert North, undertake a community engagement process in accordance with the requirements of section 114 of the Act, and enter into a Heads of Agreement in relation to the proposed sale.

10.8 (cont)

RECOMMENDATION

That Council:

1. Being of the opinion that the section of former road known as Lot 21 on PS600530A is not required for municipal or community use, resolves to publish notice of its intention to sell the land to the adjacent owner (Lot 45 on LP8375) for a price of $65,000.00 + GST, and commence a community engagement process pursuant to section 114 of the Local Government Act 2020
2. Authorises the CEO or delegate to sign a Heads of Agreement in relation to the proposed sale.
3. At the conclusion of the engagement process, receive a further report which incorporates Community feedback received, to consider whether the land should or should not be sold.

KEY MATTERS

At its meeting on 18 June 2007, Council, under the provisions of section 189 of the *Local Government Act 1989*, resolved to sell to various adjacent property owners a Drainage and Sewerage Reserve situated at the rear of properties at 32 to 60 Melrose Street, and 77 to 105 Kenmare Street, Mont Albert North.

The former reserve was previously subdivided and acquired by Council under Section 24A of the Subdivision Act 1988 as part of the process to remove the land's reserve status, after it was determined that the land was no longer reasonably required for its original intended purpose. Following that process, Council had entered into negotiations with the then previous owner of 105 Kenmare Street regarding the potential sale of a portion of the land; however, the sale and transfer of the land did not proceed and so the land therefore remained in Council ownership.

The subject land, measuring 15.24 metres long x 4.57 metres wide and having an area of approximately 70m2, is entirely fenced within the boundary of 105 Kenmare Street and maintained by that property as an extension to their rear yard. The land, known as Lot 21 on PS600530A (Certificate of Title Volume 11000 Folio 246), is zoned General Residential Zone 4 in line with neighbouring residential properties. Given the existence of drainage and sewerage assets within the former reserve, the entirety of the land is encumbered by an easement for sewerage in favour of Yarra Valley Water and for drainage in favour of Whitehorse City Council.

In recent months, the current owners of the adjacent property at 105 Kenmare Street have expressed interest in acquiring the Council land, agreeing in-principle to purchase it at market value as determined by independent property valuer, and subject to Council completing statutory processes pursuant to section 114 of the *Local Government Act 2020* (the Act) to determine whether it will, or will not sell the land.

10.8 (cont)

Given the subject land is effectively landlocked and not accessible to the community, nor is it considered to be reasonably required for broader community access or use into the future, officers consider that its best and most practical use is for it to be sold and incorporated in the adjoining owner's property. The value held in the land could then be used for more effective community benefit. The current proposal to sell the land seeks to reaffirm Council's 2007 resolution that the land be sold to adjacent properties by private treaty.

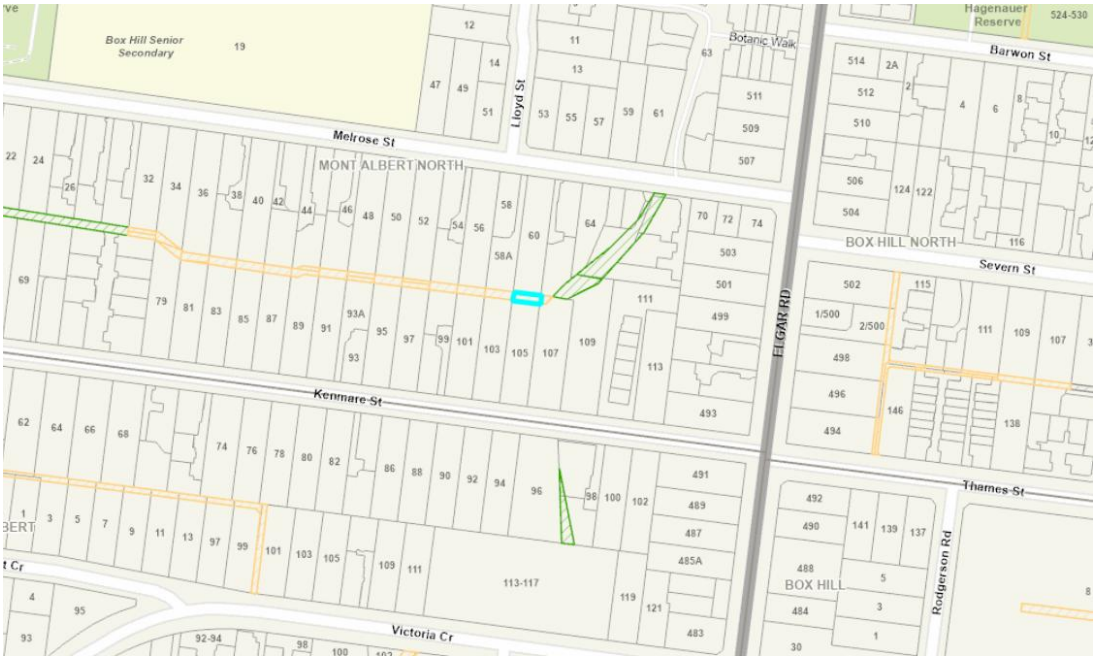
It is therefore recommended that Council proceed by publishing notice of its intention to sell land and undertake a community engagement process in accordance with the section 114 of the Act.

It is also recommended that Council enter into a Heads of Agreement to clearly document the agreed commercial terms of the proposed sale pending the completion of Council's required statutory community engagement processes.

A copy of the Heads of Agreement is shown as Confidential Attachment 2.

Plan #1 – Locality Plan

The subject land is shown outlined in blue.



10.8 (cont)

Plan #2 – Site Plan

The subject land is shown outlined in blue. The Proposed Purchaser's property is shaded blue.

Plan #3 – Aerial Plan

The subject land is shown outlined in blue. The Proposed Purchaser's property is shaded blue.

10.8 (cont)

DISCUSSION, OPTIONS AND ANALYSIS

Options

The subject land is not of sufficient size nor is it appropriately located for community access or use. Sale of the land to the adjacent owner would allow proceeds realised from the sale to be directed for more effective community benefit. This option reaffirms Council's resolution of 2007.

As holder of the title, Council is entitled to reclaim possession of the land, however given that the land's location does not provide any alternate community usage opportunities, this would not be considered a practical outcome at this time.

It is therefore recommended that Council proceed to give notice of its intent to sell the land to the adjacent owner and undertake a community engagement process in line with its Community Engagement Policy, in line with the requirements of the Act.

Alignment to Best Practice Guidelines

Council land sales are undertaken in accordance with the Local Government Best Practice Guidelines for the Sale or Exchange of Land (the Guidelines).

While the Guidelines generally require a competitive sale process (such as public auction or expression of interest), they allow for private treaty in appropriate circumstances. This proposal meets those criteria and is therefore consistent with the Guidelines.

Community Engagement obligations relating to the sale of Council land

Section 114 of the Act requires that before selling or exchanging land, Council must at least 4 weeks prior to selling or exchanging land publish notice of intention to do so on the Council's Internet site, undertake a community engagement process in accordance with its Community Engagement Policy and obtain a valuation of the land which is made not more than 6 months prior to the sale or exchange of that land.

Whitehorse City Council's *Community Engagement Policy 2025-29* specifies a Participatory engagement (Consult) process as being the suitable level of engagement for the selling of Council land.

Accordingly, Council's proposed engagement process would include:

- Notice of Intention to Sell being published in The Age newspaper and on Council's website.
- Direct letters sent to nearby property owners to notify of the proposal.
- A 'Your Say' page published on Council's website, providing an opportunity for interested parties to submit written feedback in relation to the proposal.

At the conclusion of the engagement process, a further report would be submitted to a future Council meeting, detailing written feedback received

10.8 (cont)

during the engagement process and seeking Council's decision as to whether the land will or will not be sold to the adjacent owner for the price and terms outlined.

Overarching Governance Principles and Supporting Report Details

Strategic Alignment	**Strategic Direction 5 – Governance** The proposed land sale aligns with Strategic Direction 5 in the Council Plan, with the following objectives applying to this proposal: Objective 5.1: An open, transparent, accountable and responsible Council – Deliver clear and transparent reporting and communications. Objective 5.3: A Council that actively engages with the community for genuine feedback and input – Provide tailored approaches to community engagement to listen and respond to a variety of community voices. This proposal, which seeks to realise the most effective community benefit through the sale of the subject land, demonstrates a commitment to responsible and sustainable financial management and strong advocacy, facilitating Council's ability to secure the resources for today and the future, needed to fulfil community priorities.
Financial and Resource Implications	In accordance with section 114(2)(c) of the *Local Government Act 2020,* before a council sells or exchanges land, it must obtain a valuation of the land which is made not more than 6 months prior to the sale or exchange of the land. The land has been valued by independent valuation firm G.M. Brien and Associates Pty Ltd at $65,000.00 excluding GST and would be sold at that price accordingly. Refer Confidential Attachment 1: Valuation Report Land Rear of 105 Kenmare Street, Mont Albert North. All expenses related to the statutory process will be borne by the Property & Leasing 2025-2026 Recurrent Budget and these expenses are estimated to be approximately $7,500 + GST.
Legislative and Risk Implications	There are no legal or risk implications arising from the recommendation contained in this report as the process is undertaken in accordance with all statutory requirements.

10.8 (cont)

Equity, Inclusion, and Human Rights Considerations	In developing this report to Council, the subject matter has been considered in accordance with the requirements of the Charter of Human Rights and Responsibilities Act 2006. It is considered that the subject matter does not raise any human rights issues.
Community Engagement	No community engagement was required for this report, however this report seeks Council endorsement to commence a community engagement process pursuant to the requirements of section 114 of the *Local Government Act 2020*. The Act requires that before selling land, Council must publish notice of its intention to do so and undertake a community engagement process in accordance with its Community Engagement Policy. Whitehorse City Council's Community Engagement Policy 2025-2029 nominates Participatory engagement (Consult) as the appropriate level of engagement when selling Council land. Accordingly, it is proposed that Council's notice of intention to sell the land be published in the Age newspaper and on its website, and that community be provided an opportunity to obtain further information and leave feedback on the proposal via a Your Say page posted on Council's public website. Additionally, adjacent property owners will be notified of the proposal via direct mail. Following the conclusion of the engagement process, a further report incorporating community submissions will be presented to a later Council meeting for a decision as to whether the land should or should not be sold.
Innovation and Continuous Improvement	There are no Innovation and Continuous Improvement matters arising from the recommendation contained in this report.
Collaboration	No collaboration was required for this report.
Conflict of Interest	Council officers involved in the preparation of this report have no conflict of interest in this matter.

10.8 (cont)

ATTACHMENT

1 Valuation Report - Land rear of 105 Kenmare Street, Mont Albert North

Whitehorse City Council designates this attachment and the information contained in it as Confidential Information pursuant to Section 3 (1) (a) of the *Local Government Act 2020.This ground applies because the matter concerns Council business information, being information that would prejudice the Council's position in commercial negotiations if prematurely released.*

2 Draft Heads of Agreement - 105 Kenmare St, Mont Albert North

Whitehorse City Council designates this attachment and the information contained in it as Confidential Information pursuant to Section 3 (1) (a) of the *Local Government Act 2020.This ground applies because the matter concerns Council business information, being information that would prejudice the Council's position in commercial negotiations if prematurely released.*

10.9 Draft Pavilion Development Policy Endorsement for Community Engagement

Department	Active Whitehorse Director Community Life

Attachment

SUMMARY

This report seeks Council endorsement of the Draft Pavilion Development Policy for the purpose of community and stakeholder engagement.

The current Pavilion Development Policy was adopted in 2019. Since then, there have been significant changes in community expectations, participation trends, facility standards and funding that necessitate a policy review. The draft policy establishes an evidence-based framework to guide the planning, design, funding, and delivery of pavilions across the municipality to reflect contemporary needs and provide clear direction for future pavilion development projects.

The draft policy introduces key recommendations for Council consideration, including a revised pavilion classification framework, pavilion funding and co-contribution principles, updated facility standards, and a prioritisation framework to guide investment decisions. It also addresses delivery considerations such as modular construction, temporary facilities during construction, and design guidelines to support shared and inclusive use.

The report recommends Council endorse the draft policy for community and stakeholder engagement to seek from stakeholders and the broader community before a final version is prepared.

RECOMMENDATION

That Council endorses the Draft Pavilion Development Policy for the purpose of community and stakeholder engagement.

KEY MATTERS

Whitehorse maintains a broader network of pavilions; however, this Policy specifically relates to 31 pavilions that support organised field sports, including AFL, cricket, soccer, hockey, rugby, baseball and lacrosse. These pavilions are predominantly subject to seasonal licence arrangements, with a small number operating under lease. Pavilions supporting tennis, bowls and athletics tracks etc are not covered by this draft policy.

With six upcoming pavilion redevelopment projects identified in the 10- year Capital Works Program, representing around $35 million in Council's investment, pavilions are a significant area of Council service delivery and capital expenditure.

10.9 (cont)

The current Pavilion Development Policy was adopted in 2019. Since then, pavilion planning and delivery conditions have changed substantially, including increased expectations for shared community use, the need to provide female friendly facilities, updated sporting code requirements, rising construction costs and greater reliance on external funding. As a result, Council is updating the Policy to reflect contemporary needs and provide clear guidance for the planning and delivery of pavilion redevelopments.

The Draft Pavilion Development Policy has been informed by relevant Whitehorse strategies and policies, benchmarking with comparable councils, case studies from within and outside Whitehorse, relevant sporting association guidelines, and lessons from recent pavilion projects.

Key changes include:

- Revising pavilion classifications to better reflect the diverse needs of user groups
- Updating standards to align with current sporting and building codes
- Clarifying the funding approach, including Council, external funding and user group contributions
- Diversifying temporary accommodation options during construction
- Introducing modular construction as a potential delivery approach where appropriate
- Updating the development priority assessment framework
- Introducing design guidelines to support more innovative, adaptable and inclusive facilities that encourage broader community access and increased use

These changes aim to improve decision-making, provide greater clarity on project scope, standards and funding approach. The Policy would apply to a project at the time it has been designated as a project in Council's capital works program. Prior consideration for pavilion development of redevelopment may occur through master planning and the consideration of alternate solutions would occur outside this policy.

It is recommended that Council endorse the draft policy for community and stakeholder engagement. This will allow feedback to be sought before the policy is returned to Council for final consideration.

DISCUSSION, OPTIONS AND ANALYSIS

Background / Context

The existing Pavilion Development Policy was adopted in July 2019 and has guided planning and development of pavilions in Whitehorse. Since the policy was adopted, the operating context for pavilion planning and delivery has changed considerably. As a result, the current policy no longer fully reflects contemporary service needs, delivery challenges and funding

10.9 (cont)

arrangements. Gaps and limitations of the current policy 2019 are outlined below:

- The policy does not sufficiently reflect the broader role of pavilions as shared sporting and community facilities, including increasing expectations for innovative design to promote diversification of use, shared use and spaces for broader community access.
- The existing classification framework is limited to Local and Satellite categories and does not adequately recognise higher-level competition venues or mixed-use community facilities.
- The 2019 policy positions Council as funding 100% of the standard pavilion component schedule (essential to core operations such as change rooms, amenities and multipurpose rooms) and clubs as funding non-standard components (non-essential to core operations such as bars, cool rooms and gyms). However, this framework does not adequately recognise the importance of external funding partnerships and provides limited guidance on how external grants should be applied to pavilion components.
- Pavilion standards and component schedules no longer adequately reflect current sporting association requirements, building codes and the need for more inclusive facilities.
- The current policy provides limited direction on key delivery considerations including modular construction and multi-storey design outcomes.
- The existing approach to temporary facilities does not provide a sufficiently proportionate framework for managing construction impacts and may not represent value for money.
- The policy does not include a priority assessment framework to support transparent and consistent decision-making on pavilion renewal and redevelopment.
- The policy provides limited design guidance to support innovative, adaptable, inclusive and community-oriented pavilion outcomes.

Key changes in the draft policy

The draft policy has been developed having regard to relevant Whitehorse policies and strategic documents, benchmarking of pavilion policies and approaches from comparable councils, and case studies of pavilion developments within and outside Whitehorse. It has also been informed by relevant peak sporting association facility standards and guidelines. Further detail on the background investigations and case study findings is provided in Appendix 1.

The draft policy applies to 31 pavilions across Whitehorse that support organised field sports, including AFL, cricket, soccer, hockey, rugby, baseball and lacrosse. These pavilions are generally subject to seasonal licence arrangements, although a small number operate under lease.

10.9 (cont)

The policy does not apply to pavilions that support other sports, such as tennis, bowls and athletics. Where a pavilion is subject to a lease, the relevant lease agreement will take precedence in determining capital works and maintenance responsibilities.

The policy is proposed to be reviewed every four years. It will not apply retrospectively and is not intended to apply to pavilion projects already under construction at the time of adoption.

The draft policy is provided in Appendix 2.

1. Pavilion Classification:

The draft policy expands the classification framework from two to four categories: Major, Local, Satellite and Mixed-Use. All pavilions are intended to support broader community and casual use.

- Major pavilions: supports higher-level competition and may require larger or additional components.
- Local pavilions: supports community-level sport with updated standards for shared use.
- Satellite pavilions: provides reduced provision for secondary venues or overflow demand.
- Mixed-Use pavilions: supports a mix of sporting, community or co-located services.

The revised framework provides clearer guidance on the level of facility and investment appropriate to each site and where external funding may be required above standard provision.

2. Pavilion Funding

The draft policy introduces clearer definitions for Council Contribution, External Funding and User Group Contribution, and clarifies how these apply to standard and non-standard components. It also introduces minimum and maximum size ranges for selected standard components, allowing additional provision were justified by sporting requirements, broader community benefit, or operational efficiency.

The draft policy adopts a partnership-based funding approach, with funding responsibilities applying as follows:

- **Standard components, minimum provision:** funded through Council Contribution and/or External Funding
- **Standard components, additional provision up to the maximum range:** funded through External Funding and/or User Group Contribution
- **Non-standard components:** funded through User Group Contribution and/or External Funding where the funding agreement specifically supports those components

10.9 (cont)

The draft policy prioritises the use of external funding to deliver standard components before non-standard items. In addition, it introduces an external funding process and provides greater clarity around the conditions to be applied to user group contributions.

3. Pavilion Standards

The draft policy revises the component schedules and area provisions based on the pavilion classification and the relevant sporting code.

It also introduces standards for Major pavilions, with three Council sites proposed in this category: Box Hill City Oval, Mahoneys Reserve and Wembley Park. These facilities may require larger or additional components to meet higher-level competition requirements, with standards aligned to relevant State and National sporting association guidelines. As these facilities are likely to have higher capital costs, delivery beyond the Local standard is expected to rely on external funding. Council's contribution is therefore capped at the Local pavilion standard.

The draft policy also introduces maximum area provisions for selected non-standard components previously listed without sizes in the 2019 policy, including gymnasium, dedicated bar or beverage servery, and kitchen store or cool room. This supports clearer early scoping, cost planning and management of scope creep.

4. Modular Construction methodology

Modular construction involves prefabricating building modules off site and assembling them on site as a permanent building solution. Compared with traditional on-site construction, this approach can reduce on-site construction time and disruption to user groups, minimise site disturbance, improve cost certainty and risk management, and support consistent quality and compliance outcomes. Modular buildings can also support future expansion and, in some cases, refurbishment as an alternative to full demolition and rebuild. When designed and maintained as permanent structures, their lifespan can be comparable to traditional construction.

Recognising these benefits, the draft policy identifies modular construction as the preferred delivery approach with conditions related to site and project suitability. Each project will assess the feasibility of adopting modular construction, noting that site conditions (such as topography, access, transport and dimensional constraints), or project requirements may make traditional construction more appropriate and cost-effective.

5. Temporary arrangement during construction

Council currently provides temporary facilities during pavilion redevelopment to support continuity of club operations, typically through portable buildings and associated infrastructure. These arrangements have historically cost between $100,000 and $400,000 per project. The cost of providing temporary facilities are included in the overall project budget reducing investment in the permanent pavilion outcome.

10.9 (cont)

The draft policy introduces a more proportionate approach, balancing operational continuity with value for money. The proposed approach is:

- Where feasible and cost effective, retain operation of the existing pavilion during construction. Where this can't reasonably be achieved, prioritise relocation of user groups to alternative venues.
- Where neither option is feasible, provide temporary facilities scaled to the level of disruption:
  - **Minor disruption** (e.g. partial season): essential provision only, such as portable toilets and storage.
  - **Major disruption** (e.g. full season): temporary facilities capped at $200,000, limited to essential sporting functions (change rooms, amenities, first aid, umpire facilities, storage and kiosk for pre-packaged food). Non-essential elements are excluded.
- User groups may fund additional temporary facilities beyond Council's capped provision, subject to approval.
- Where temporary facilities are not feasible, alternative measures may be considered, including operational support (up to 50% of demonstrated loss, capped at $25,000 per user group) or up to $50,000 towards agreed non-standard fit-out components.

6. Multistorey pavilions

Multi-storey pavilions generally involve higher capital and maintenance costs. The draft policy recommends single-storey pavilions for future projects, with multi-storey designs only considered where a single-level pavilion is not feasible due to site constraints. Enhanced spectator viewing is not a determining factor under the draft policy. Where double storey pavilion is adopted, a secondary kitchen of 20 m^2 will be provided on the lower level as standard component.

7. Pavilion Development priority assessment

The draft policy introduces a weighted framework prioritising pavilion renewal based on suitability (80%) and utilisation (20%). It supports transparent, evidence-based decision-making while allowing flexibility for funding and advocacy opportunities. Priority rankings will inform future capital works and budget planning.

8. Design guidelines

The draft policy introduces design guidelines to support the planning and delivery of fit-for-purpose pavilions. Key directions include:

- Promoting simple, functional and efficient building forms, avoiding unnecessary complexity unless justified by site or operational requirements.

10.9 (cont)

- Supporting flexible, multipurpose spaces that can be reconfigured for different uses and users, including through operable walls, adaptable layouts and shared and/or multi-use design.
- Improving operational efficiency by combining or adapting spaces where appropriate, with design informed by demonstrated need, frequency of use, cost and maintenance considerations.
- Emphasising early consideration of broader community and casual use, supported by engagement beyond user groups during concept design.
- Enabling shared use through layouts that support hire and access by a wider range of community users.
- Considering innovative construction methods where they improve delivery efficiency and cost outcomes.
- Incorporating environmentally sustainable design measures to enhance performance and reduce whole-of-life costs.
- Creating welcoming, neutral shared spaces that balance community use with appropriate recognition of tenant identity.
- Improving siting and layout to support accessibility, safety and connectivity, including passive surveillance, clear wayfinding and integration with surrounding open space and complementary facilities.

Options

Option 1: Endorse the Draft Pavilion Development Policy for community and stakeholder engagement (recommended)

This option enables Council to release the draft policy for consultation with stakeholders and the broader community. The draft policy strengthens Council's approach to pavilion planning and delivery by providing clearer, more consistent and transparent frameworks. Endorsing the policy for engagement will enable testing of community and stakeholder feedback on the proposed policy changes before further review and refinement to create a contemporary policy that supports long-term, sustainable outcomes aligned with community needs.

Option 2: Do not proceed with the Draft Policy

This option retains the 2019 policy framework. However, it would not address identified gaps, including limited guidance on funding, classification, delivery approaches and prioritisation. This may result in inconsistent decision-making, ongoing uncertainty, increased risk of scope growth and project delays, and reduced transparency in investment decisions. This option is not recommended.

10.9 (cont)

Overarching Governance Principles and Supporting Report Details

Strategic Alignment	Built, We aspire to develop safe, accessible, and attractive public spaces and infrastructure that meet community needs and adapt to growth. The Draft Pavilion Development Policy supports key directions of the Whitehorse Integrated Council Plan 2025–2029 by promoting inclusive and active community participation, delivering safe and fit-for-purpose infrastructure, supporting sustainable design outcomes, and enabling transparent, evidence-based decision-making. The policy also aligns with the Whitehorse 2040 Community Vision, particularly in fostering a diverse and inclusive community, enhancing movement and public spaces, supporting environmental sustainability, and encouraging collaboration. In addition, the policy is informed by, and aligns with, key Council strategies and plans, including the Recreation Strategy, Asset Plan, Climate Response Strategy, ESD Policy, Fair Access Action Plan, Disability Action Plan, Open Space Strategy, and Sporting Facilities Guide.
Financial and Resource Implications	Funding for pavilion projects is currently allocated through the Pavilion Renewal Program within Council's Capital Works Program. The draft policy introduces updated pavilion standards and minimum component sizes, which may increase baseline capital costs for some projects when compared with the 2019 policy. For example, for AFL pavilions, the minimum umpire facility provision increases from 20m² to 32m², which is expected to increase Council's base capital cost by approximately $120,000 where applicable. The draft policy also increases the minimum change room size to 50m² for single-oval AFL pavilions, adding 10m² across the two player change rooms, which is expected to increase Council's base capital cost by approximately $100,000 where applicable. Where a multi-storey pavilion is required due to site constraints, the draft policy includes a secondary 20m² kiosk or kitchen as a standard component. This was not included in the 2019 policy and is expected to increase Council's base capital cost by approximately $200,000 where applicable. The draft policy also includes provision of a TV unit (digital display) and designated

	display cabinet with an estimated cost of around $15,000 per project. The draft policy introduces measures intended to improve cost control. Pavilion projects are expected to be delivered through a partnership funding model involving Council, external funding and user group contributions. For Major pavilions, Council's contribution is capped at the equivalent Local pavilion standard, with any additional higher-order requirements expected to be funded through external funding or user group contributions. The draft policy also introduces a more proportionate approach to temporary facilities during construction. Capping temporary facility provision at $200,000, excluding GST and indexed annually, is intended to reduce high short-term expenditure while still supporting continuity of sporting operations where warranted. In addition, the consideration of modular construction may reduce the duration of on-site works and lessen the need for temporary facilities in some cases. These cost increases are balanced by a more defined framework for project scope, funding responsibilities, prioritisation and delivery. This is intended to support improved budget certainty, reduce scope growth, better manage stakeholder expectations and provide a more consistent basis for future pavilion investment decisions. Any future pavilion project will remain subject to detailed scoping, design development, funding availability and Council's budget approval processes.
Legislative and Risk Implications	There are no legal implications arising from the recommendation in this report. The Draft Pavilion Development Policy has been developed in accordance with the *Local Government Act 2020*, supporting transparent, evidence-based and financially responsible decision-making. Pavilion projects will continue to comply with relevant legislation, including the *Planning and Environment Act 1987, Building Act 1993* and the National Construction Code. Adoption of the policy is expected to reduce Council's risk profile by strengthening governance, improving consistency and providing clearer guidance on planning, funding and delivery. It supports more accurate scoping, reduces the risk of scope growth and project delays, and enables more transparent prioritisation of capital investment.

10.9 (cont)

	Risks with not proceeding with the policy are outlined in the report.
Equity, Inclusion, and Human Rights Considerations	It is considered that the subject matter does not raise any human rights issues. The Draft Pavilion Development Policy has been developed in accordance with the *Charter of Human Rights and Responsibilities Act 2006* and relevant Council policies on equity, inclusion and access. A Gender Impact Assessment has been undertaken in line with the *Gender Equality Act 2020.* The policy promotes equitable access through inclusive, flexible and multi-use pavilion design, including gender-inclusive change facilities, accessible amenities and adaptable spaces. The recommendations support participation in community life by improving access to safe, inclusive and fit-for-purpose facilities.
Community Engagement	Internal consultation has been undertaken across relevant Council service areas, including Active Communities, Sustainability, Environmental Health, Building Projects Management, Strategic Asset Management, Capital Works and Major Projects, and Communications, Advocacy and Investment. This has ensured that the policy reflects operational requirements, delivery considerations and whole-of-Council perspectives. Insights from recent pavilion projects and broader strategic work, have also informed the development of the policy, particularly in relation to shared use, functionality and emerging community needs. Subject to Council endorsement, the draft policy will be released for community and stakeholder engagement in July and August 2026. This will include your say survey, targeted stakeholder briefings, and opportunities for user groups and the broader community to provide feedback. Feedback received through this process will be used to refine the policy prior to finalisation and adoption by Council.
Innovation and Continuous Improvement	The Draft Pavilion Development Policy represents a continuous improvement in how Council plans, scopes and delivers pavilion infrastructure. It incorporates contemporary delivery and design approaches, including modular construction where suitable, a proportionate approach to temporary facilities, and greater emphasis on flexible, multi-use spaces.

10.9 (cont)

	The policy promotes simple, functional design, early consideration of broader community use, and practical layouts that improve shared use, operational efficiency and long-term performance. The introduction of a Mixed-Use classification supports more integrated infrastructure planning and better utilisation of pavilion assets. Design guidance emphasises adaptable layouts, multipurpose spaces, environmentally sustainable outcomes and welcoming environments that balance community use with tenant identity. Informed by recent project experience and industry practice, the policy supports more consistent decision-making, improved scoping, better value for money and a more sustainable approach to future investment.
Collaboration	The Draft Pavilion Development Policy has been developed through extensive collaboration across Council service areas, ensuring a whole-of-Council approach to planning, delivery and asset management. It has also been informed by engagement with other councils and relevant sporting association standards. The policy supports ongoing collaboration with external partners, including State and Federal agencies, sporting bodies and community organisations, to enable co-funded delivery and maximise investment opportunities.
Conflict of Interest	The *Local Government Act 2020* requires members of Council staff, and persons engaged under contract to provide advice to Council, to disclose any direct or indirect interest in a matter to which the advice relates. Council officers involved in the preparation of this report have no conflict of interest in this matter.

ATTACHMENT

1 Draft Pavilion Development Policy Background Report
2 Draft Pavilion Development Policy

10.10 Audit and Risk Committee Bi-Annual Report - October 2025 to March 2026

Department	Integrity & Performance Director Corporate Services

Attachment

SUMMARY

Whitehorse City Council has established an Audit and Risk Committee (Committee) pursuant to section 53 of the *Local Government Act 2020* (Act).

The Audit and Risk Committee Charter (Charter) and section 54(5) of the Act, requires the Committee to:

- Prepare a biannual audit and risk report that describes the activities of the Audit and Risk Committee and includes its findings and recommendations; and
- Provide a copy of the biannual audit and risk report to the Chief Executive Officer for tabling at a Council meeting.

The Committee at its meeting held Wednesday, 4 March 2026 approved the attached biannual report to Council for the period October 2025 to March 2026, contingent upon the inclusion of updated information for the March 2026 Committee meeting.

RECOMMENDATION

That Council note the Audit and Risk Committee Biannual Report for the period October 2025 to March 2026.

KEY MATTERS

The Internal Auditor, HLB Mann Judd, presented the following reports at the November 2025 meeting:

- Review of Cyber (focus on Training and Awareness) including survey; and
- Review of Capital Works Program.

A total of eight findings were identified across the above reports. There was no high risk rated finding reported. Across all projects, the Committee is comfortable with the reporting received and actions being taken by management to address findings. Implementation status is monitored at every meeting.

At the March 2026 meeting, the External Auditor, RSD Audit, presented the Audit Strategy Memorandum for the financial year ending 30 June 2026.

The Committee also monitors announcements and guidelines that impact Council operations or obligations.

10.10 (cont)

During the period, updates were also received on the organisational structure review, Council's joint review of library service arrangements, Planning Reform Bill, options for use of former landfill site and legal matter relating to a former contract.

The Committee was also updated on Council's obligations in relation to the Council Plan, Council Budget and Long-Term Financial Plan.

The Committee's role has been focussed on the oversight of program governance and risk management.

DISCUSSION, OPTIONS AND ANALYSIS

The primary role of the Committee is to support Council in discharging its oversight responsibilities related to financial and performance reporting, risk management, fraud and corruption prevention systems and controls, maintenance of a sound internal control environment, assurance activities including internal and external audit, and Council's performance regarding compliance with its policies and legislative and regulatory requirements.

The Committee is an advisory committee with no delegated authority or decision-making abilities.

In accordance with section 54(1) of the Act, Council must prepare and approve a Charter. The Charter must specify the functions and responsibilities of the Committee including the following:

1. Monitor the compliance of Council policies and procedures with;
    a) The overarching governance principles; and
    b) This Act and the regulations and any Ministerial directions.
2. Monitor Council financial and performance reporting;
3. Monitor and provide advice on risk management and fraud prevention systems and controls; and oversee internal and external audit functions.

The Committee comprises of five members: three independent members and two Councillors, appointed by Council. As per the Charter, the Committee meets five times a year.

The agenda for all meetings was in accordance with the Audit and Risk Committee Work Plan 2025/26 (Work Plan), which was developed, discussed and approved by the Committee. The Work Plan is the primary tool used to track completion of responsibilities in the Charter.

10.10 (cont)

Overarching Governance Principles and Supporting Report Details

Strategic Alignment	Governance, Strong governance will be achieved through transparent, accountable management and the efficient and financially sustainable delivery of valuable core services. The Audit and Risk Committee (ARC) supports the strategic direction of Governance by providing independent oversight that strengthens accountability, transparency, and ethical decision-making. It plays a key role in reviewing governance frameworks, monitoring risk management and internal controls, and ensuring accurate financial and performance reporting. Through its assurance and advisory functions, the ARC promotes continuous improvement, supports executive accountability, and upholds strong leadership values aligned with legislative and organisational expectations.
Financial and Resource Implications	There are no financial or resource implications arising from the recommendation contained in this report.
Legislative and Risk Implications	Under Section 54(5) of the Act, the Committee must: • Prepare a biannual audit and risk report that describes the activities of the ARC and includes its findings and recommendations; and • Provide a copy of the biannual audit and risk report to the CEO for tabling at the Council meeting. There are no other legal or risk implications arising from the recommendation contained in this report.
Equity, Inclusion, and Human Rights Considerations	It is considered that the subject matter does not raise any human rights issues.
Community Engagement	No community engagement was required for this report.
Innovation and Continuous Improvement	Internal and external audit raise matters, including areas for improvements, for management to address and action. The Committee monitors the implementation of management actions to address findings at subsequent Committee meetings until they are resolved.

10.10 (cont)

Collaboration	All members of the ARC were consulted in the preparation of this report.
Conflict of Interest	Council officers involved in the preparation of this report have no conflict of interest in this matter.

ATTACHMENT

1 Biannual Audit and Risk Report - October 2025 to March 2026

10.11 Records of Informal Meetings of Councillors

Department	Integrity and Performance
	Director Corporate Services

Attachment

SUMMARY

This report presents the Records of Informal Meetings of Councillors held since the last Council Meeting. In line with the *Local Government Act 2020* and Council's Governance Rules, noting these Records promotes transparency, supports informed decision-making and ensures any conflicts of interest are publicly disclosed.

Records of Informal Meetings of Councillors are non-decision-making briefings used to share information and discuss matters that may later come before Council. Reporting these Records is standard governance practice and forms part of Council's public accountability framework.

RECOMMENDATION

That Council notes the Records of Informal Meetings of Councillors attached to the report.

ATTACHMENT

1 Optional Meeting - Draft Pavilion Policy - 26 March 2026
2 Pre Council Meeting Briefing - 30 March 2026
3 Strategy Meeting - 13 April 2026

11 Councillor Delegate and Conference / Seminar Reports

11.1 Reports by Delegates and Reports on Conferences / Seminars Attendance

Department	Integrity and Performance Director Corporate Services

Verbal reports from Councillors appointed as delegates to community organisations/committees/groups and attendance at conferences and seminars related to Council Business.

RECOMMENDATION

That Council receives and notes the:

1. Reports from delegates, and;
2. Reports on conferences/seminars attendance.

CLOSURE OF THE MEETING TO THE PUBLIC

12 Confidential Reports

13 Close Meeting