

AGENDA SCHEDULED MEETING

WARRNAMBOOL CITY COUNCIL – 5:45PM Monday 6 October 2025

VENUE:

Reception Room, 25 Liebig Street, Warrnambool

COUNCILLORS:

Cr. Ben Blain (Mayor)

Cr. Debbie Arnott

Cr. Willy Benter

Cr. Billy Edis

Cr. Vicki Jellie AM

Cr. Matthew Walsh

Cr. Richard Ziegeler

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Andrew Mason
CHIEF EXECUTIVE OFFICER



WARRNAMBOOL
CITY COUNCIL

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Behaviour At Council Meetings

Thank you all for coming – we really appreciate you being here. These meetings are the place where, we as Councillors, make decisions on a broad range of matters. These can vary greatly in subject, significance and the level of interest or involvement the community has. As part of making these decisions, we are presented with comprehensive information that helps us to form our position – you will find this in the agenda. It should also be remembered that the Council meeting is a “meeting of the Council that is open to the public”, not a “public meeting with the Council.” Each Council is required to have Governance Rules that pertains to meeting procedures. Warrnambool City Council has followed best practice in this regard and its Governance Rules provides regulations and procedures for the governing and conduct of Council meetings. Copies of the Conduct and Behaviour excerpt from Warrnambool City Council's Governance Rules can be obtained online at www.warrnambool.vic.gov.au. We thank you in anticipation of your co-operation in this matter.

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1. Opening Prayer & Original Custodians Statement

Almighty God

Grant to this Council

Wisdom, understanding and Sincerity of purpose

For the Good Governance of this City

Amen.

Original Custodians Statement

Council acknowledges the Peek Whurrong and Kirrae Whurrung Peoples of the Maar Nation, their land, waterways and skies within the Warrnambool municipality. We pay our respects to their Elders past and present.

2. Apologies

3. Confirmation Of Minutes

RECOMMENDATION

That the Minutes of the Scheduled Meeting of Council held on 1 September 2025, be confirmed.

4. Declaration By Councillors And Officers Of Any Conflict Of Interest In Any Item On The Agenda

Section 130 of the Local Government Act 2020 (Vic) (**the Act**) provides that a relevant person must disclose a conflict of interest in respect of a matter and exclude themselves from the decision making process in relation to that matter including any discussion or vote on the matter at any Council meeting or delegated committee meeting and any action in relation to that matter.

Section 126(2) of the Act sets out that a relevant person (Councillor, member of a delegated Committee or member of Council staff) has a conflict of interest if the relevant person has a **general conflict of interest** within the meaning of section 127 of the Act or a **material conflict of interest** within the meaning of section 128 of the Act.

A relevant person has a **general conflict of interest** in a matter if an impartial, fair minded person would consider that the person's private interests could result in that person acting in a manner that is contrary to their public duty.

A relevant person has a **material conflict of interest** in a matter if an affected person would gain a benefit or suffer a loss depending on the outcome of the matter.

A Councillor who has declared a conflict of interest, must leave the meeting and remain outside the room while the matter is being considered, or any vote is taken. Councillors are also encouraged to declare circumstances where there may be a perceived conflict of interest.

5. Mayoral Presentation

6. Public Question Time

7. Reports

7.1. Annual Report 2024-2025

DIRECTORATE : Corporate Strategies

Purpose:

This report provides information on the Warrnambool City Council 2024-2025 Annual Report.

Executive Summary

Council's Annual Report informs the community about the progress made to implement the Council Plan and about Council's financial performance in relation to the annual budget.

The Annual Report comprises three sections: an operations report, financial statements and a performance statement.

Operationally, it was another successful year with key projects delivered including construction of the West Warrnambool Neighbourhood House and completion of the Brierly Reserve Stage One redevelopment. During the 2024-2025 financial year Council also started upgrades to the City Kindergarten, Wollaston Road and a key beach access point off McGennan Car Park that features an all-abilities access ramp.

In addition to a considerable volume of infrastructure work Council embarked on a number of key planning documents including the long-term land use strategy, Warrnambool Futures, and the Warrnambool Retail Strategy.

Other highlights included another successful Solstice Search Party, which activates the city at a traditionally quieter time of year, and hosting the triple j One Night Stand event which saw about 10,000 people descend on the Friendly Societies Recreation Reserve to see and hear from some of Australia's great music performers including G Flip and Thelma Plum.

Council's financial position is sound but not without future challenges. Cost-shifting, the rate cap and rising costs – including construction costs – have contributed to a future where Council must continue to carefully consider how it will maintain service levels and endeavour to maintain and renew assets valued more than \$800 million.

Council achieved a surplus of \$11.9 million in 2024-2025. This surplus is consistent with the previous year's surplus of \$10.6 million, but higher than the budgeted surplus of \$8.3 million. The operating surplus includes several non-cash and one-off items and does not reflect the amount of cash available. For example, the surplus includes a \$2.8 million payment from the Victorian Grants Commission for the next financial year (2025–2026), and \$14 million in community assets received from land developers, such as roads, footpaths, and drainage.

For 2024–2025, Council has a negative underlying result of \$4.3million.

Cash and investment balances increased by \$8.7 million compared to the previous year due to receiving \$2.8 million from VLGGC in advance for 2025–26 and \$1.6 million from the Department of Energy, Environment and Climate Action.

The working capital ratio, which measures the ability to meet current commitments by comparing current assets to current liabilities, is 273%, exceeding the target range of 120% to 200% and indicating a strong position. Of the cash and investment funds, \$14 million is committed to incomplete projects scheduled for delivery in 2025–2026 and reserves, \$24 million.

Council's asset renewal and upgrade ratio, which is measured by comparing asset renewal and upgrade expenditure to depreciation, was 74% which was below the expected target band of over 100%. This is mainly due to asset revaluations carried out in 2023–2024 and 2024–2025 which led to a higher than budgeted depreciation expense.

Council continues to maintain a strong and sustainable revenue base, with most of the income derived from rates, user fees, fines, grants, and contributions. The rates concentration ratio compares rate revenue to adjusted underlying revenue. The ratio slightly decreased to 48% but still within the target range of 40% to 80%. The average rate and charges per property assessment (across all property types) for 2024–2025 is \$2,546 per property. Rates were increased by 2.75% in 2024–2025 which aligned with the Essential Services Commission rate cap.

Outstanding debtors show a trend of increased overdue balances in all debtor classes due to cost-of-living crisis and hardship provision.

Capital works totaling \$17.3 million with \$6.3m rolled over to the 2025–26 year for completion.

Borrowings totalled \$6.8 million at 30 June 2025.

Our Financial and Performance Statements are audited by the Victorian Auditor-General under part 3 of the *Audit Act 1994*. These audits are conducted by contractors as agents of the Auditor-General. RSD Audit has been appointed Auditor-General's agent for Warrnambool City Council and conducted the 2024–25 audit.

The Audit and Risk Committee considered the Statements at its meeting held on Tuesday 26 August 2025. The recommendations in this report were endorsed by the Audit and Risk Committee at this meeting.

Sections 98–100 of the *Local Government Act 2020* (LGA) and the *Local Government (Planning and Reporting) Regulations 2020* deal with statutory procedures that govern the preparation of an Annual Report inclusive of Financial Statements, Performance Statement, Report of Operations, auditor's reports, and adoption by Council.

Section 98 of the *Local Government Act 2020* states that Council must prepare an Annual Report as soon as practicable after the end of each financial year.

The Annual Report must contain:

- a) a report of operations of the Council;
- b) an audited Performance Statement;
- c) audited Financial Statements;
- d) a copy of the auditor's report on the Performance Statement;
- e) a copy of the auditor's report on the Financial Statements under Part 3 of the *Audit Act 1994*;
- f) any other matters prescribed by the regulations.

Once considered the Annual Report remains available on Council's website for the community to access. Hard copies of the report are made available at the Civic Centre, 25 Liebig Street, Warrnambool.

RECOMMENDATION

That Council adopt the Warrnambool City Council 2024-2025 Annual Report.

Background

At its meeting on September 1, 2025, Council passed a motion which gave in-principle approval for the Performance Statement and Financial Statements to be provided to Victorian Auditor-General's Office.

The Financial and Performance Statements have now received a final sign-off from the Victorian Auditor General and combined with the Operations Report to create the comprehensive Annual Report for 2024-2025.

The Annual Report must contain:

- a) a report of operations of the Council;
- b) an audited Performance Statement;
- c) audited Financial Statements;
- d) a copy of the auditor's report on the Performance Statement;
- e) a copy of the auditor's report on the Financial Statements under Part 3 of the *Audit Act 1994*;
- f) any other matters prescribed by the regulations.

Once considered the Annual Report will be made available on Council's website for the community to access. Hard copies of the report are made available at the Civic Centre, 25 Liebig Street, Warrnambool.

Financial Impact

The Annual Report contains comprehensive financial statements that provide a record of Council's financial performance over 2024-2025. The report was prepared using in-house resources.

Legislation / Policy / Council Plan Context

5 City Leadership

5.7 Our City is committed to sound governance, transparent decision-making and operating with integrity.

Timing

Council must adopt an Annual Report comprising an Operations Report, Performance Statement and Financial Statements by October 31.

Community Impact / Consultation

The Annual Report 2024-2025 fulfills legislative requirements and in providing a comprehensive record of Council activities and financial position the presentation of the Annual Report delivers on a commitment in the Council Plan to provide sound governance, transparent decision-making and to operate with integrity.

Legal Risk / Impact

It is a legislated requirement that Council adopts an Annual Report by October 31 each year.

Officers' Declaration of Interest

Nil.

Collaborative Procurement

Not applicable.

Conclusion

Council is in a position to adopt the Annual Report before the October 31 deadline, to upload the report to Council's website and to make available on request printed copies of the report.

ATTACHMENTS

1. 4018 Annual Report 2025 [7.1.1 - 153 pages]

7.2. Long Term Financial Plan 2026-2035

DIRECTORATE : Corporate Strategies

Purpose:

This report presents the proposed Long Term Financial Plan 2026-2035 to Council for adoption.

Executive Summary

The Long Term Financial Plan (LTFP) provides a 10-year financially sustainable projection regarding how the actions of the Council Plan may be funded to achieve the Community Vision. The LTFP sets out the financial direction for Council over the next ten years. It highlights how Council will balance service delivery, capital investment, and financial sustainability in a challenging economic environment.

The LTFP shows that while Council is in a sound financial position, increasing cost pressures, a rate cap that is below key expenditure growth, and reliance on recurrent grants present ongoing challenges. Strong strategic actions will be required to maintain financial sustainability and continue meeting community expectations.

RECOMMENDATION

That Council adopt the Long Term Financial Plan.

Background

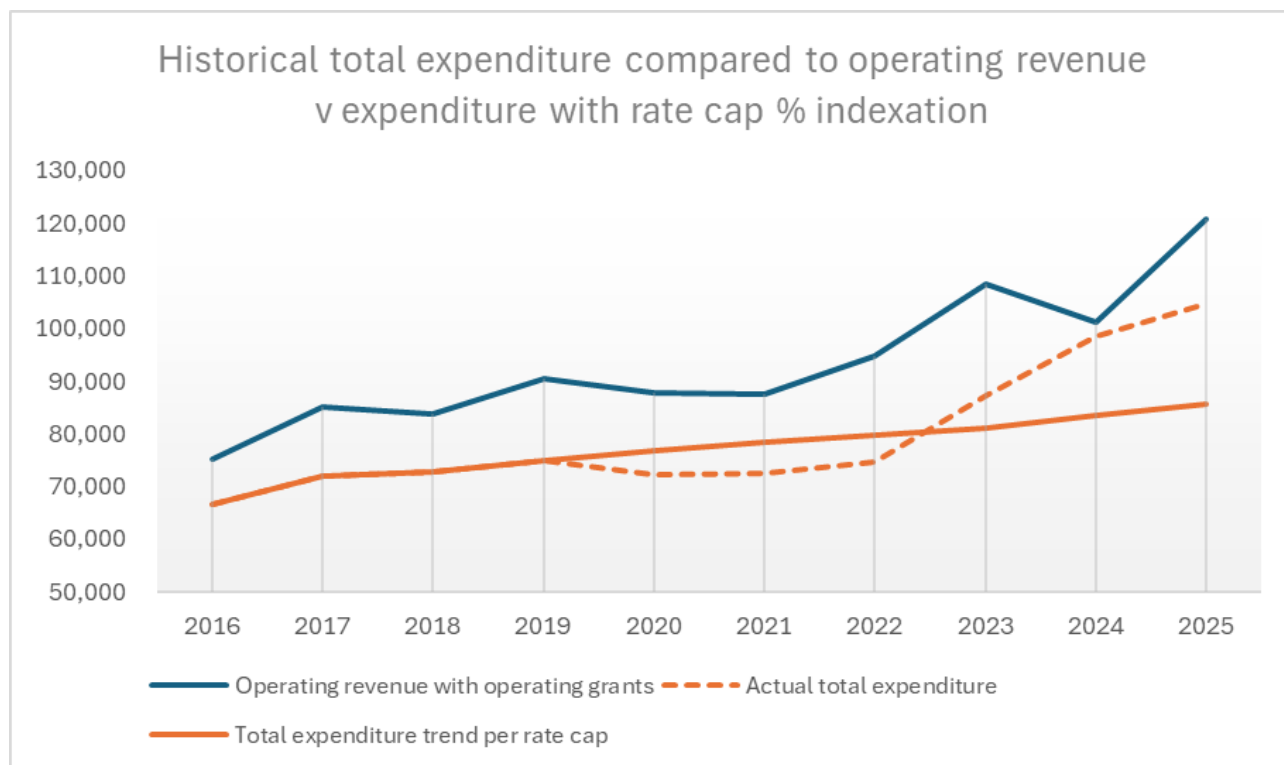
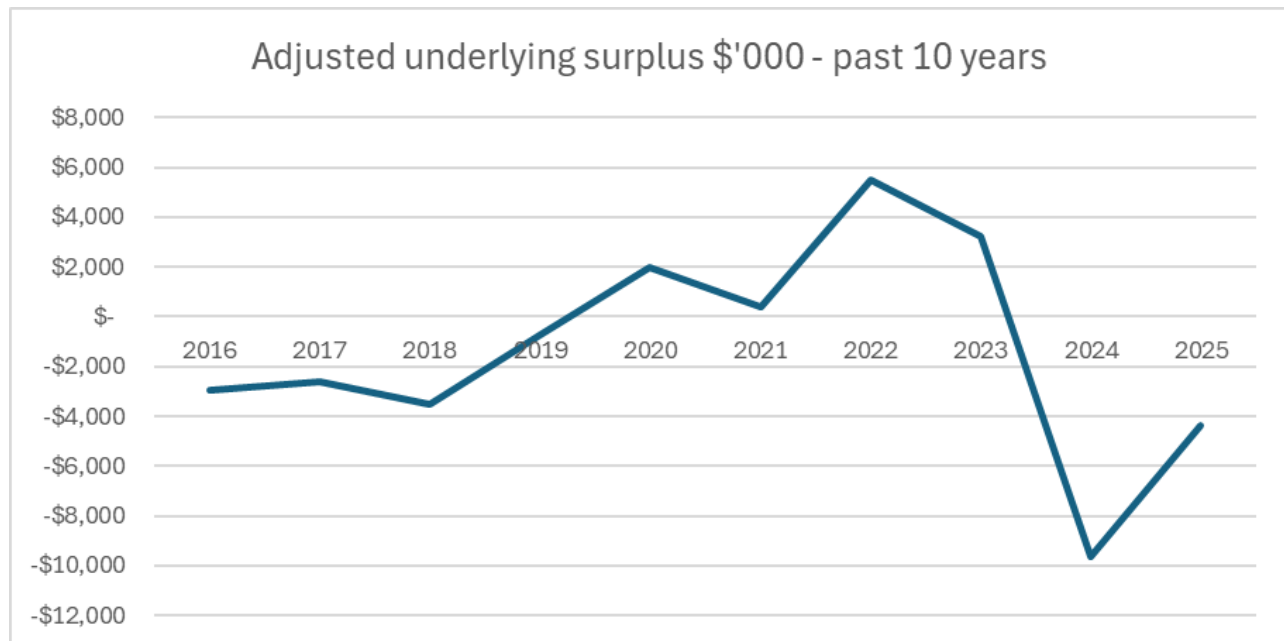
The LTFP provides a 10-year financially sustainable projection regarding how the actions of the Council Plan may be funded to achieve Council's role in the delivery of its responsibilities in the Community Vision. The LTFP sets out Council's strategic financial framework to guide decision-making and ensure sustainable service delivery for the community.

This plan is prepared following the general election held in 2024 and after adoption of the 2025-26 budget including the budget forecast period for the 2027-2029 years. As part of the long-term financial plan development process, **the budget forecast for 2027-2029 has been adjusted** in the long-term financial plan to reflect the assumptions adopted in this plan. The adopted budget for 2025-26 remains unchanged.

The 2025-26 budget contains a strong focus on "asset renewal" – looking after the community facilities and infrastructure we already have. This was one of the themes to emerge during consultation with the community about the Budget and Council Plan. This focus remains in the LTFP balancing between renewal and new capital works.

Challenges

Over the past 10 years, the financial position has come under increasing pressure due to escalating costs, additional service provision and infrastructure renewal requirements which have outpaced Council's ability to generate additional revenue within the constraints of the rate cap. The adjusted underlying result is a critical measure to assess sustainability and the ability to fund service delivery and capital works.



This LTFP, including the strategic actions, seeks to balance the challenges we face with the need to continue delivering services, investing in new capital projects, and renewing our existing assets to maintain current service levels.

Financial Impact

Financial Management

The LTFP highlights that without significant strategic action, Council's financial sustainability indicators will remain under pressure. The adjusted underlying result is not projected to meet the required target across the ten-year period. Asset renewal targets are also below expectations, reflecting the ongoing challenge of funding renewal at levels consistent with long-term asset management needs.

Further, Council's cash position is under increasing strain, with periods where unrestricted cash reserves are limited, reducing flexibility to respond to unexpected events or opportunities. These outcomes reinforce the need for ongoing service reviews, efficiency savings, and revenue strategies to ensure long-term financial sustainability.

Strategic Actions

The implementation of these actions is critical to ensuring Council can continue to provide high-quality services, renew and maintain community assets, and remain financially sustainable into the future.

Legislation/Policy/Council Plan Context

Part 4 of the *Local Government Act 2020* addresses planning and financial management and Division 1 covers strategic planning. The Financial Plan is developed and subject to the Strategic planning principles outlined in Section 89 of the Act.

The Financial Plan is developed in the context of the following strategic planning principles:

- Council has an integrated approach to planning, monitoring and performance reporting.
- Council financial plan addresses Community Vision by funding the aspirations of the Council Plan. The Council Plan aspirations and actions are formulated in the context of the Community Vision.
- The Financial Plan statements articulate the 10-year financial resources necessary to implement the goals and aspirations of the Council Plan to achieve Community Vision.
- Council's strategic planning principles identify and address the risks to effective implementation of the Financial Plan.
- The Financial Plan provides for the strategic planning principles of ongoing monitoring of progress and reviews to identify and adapt to changing circumstances.

The *Local Government Act 2020* requires Victorian councils to develop, adopt and keep in force a Financial Plan covering at least the next 10 financial years that is publicly accessible. The specific legislative requirements for a Financial Plan are set out in section 91 of the Act as follows:

The scope of a Financial Plan is a period of at least the next 10 financial years.

The plan must include the following in the manner and form prescribed by the regulations:

- statements describing the financial resources required to give effect to the Council Plan and other strategic plans of the Council;
- information about the decisions and assumptions that underpin the forecasts in the statements specified in paragraph (a);

- statements describing any other resource requirements that the Council considers appropriate to include in the Financial Plan;
- any other matters prescribed by the regulations.
- A Council must develop or review the Financial Plan in accordance with its deliberative engagement practices and adopt the Financial Plan by 31 October in the year following a general election.
- The Financial Plan adopted under subsection (4) takes effect from 1 July in the year following a general election.

Division 4 of Part 4 of the *Local Government Act 2020* addresses financial management principles. This financial plan is based on the following financial management principles as outlined in Section 101 of the Act:

- Revenue, expenses, assets, liabilities, investments and financial transactions are managed in accordance with Council's financial policies and strategic plans.
- Key financial risks are managed with regard to economic circumstance, including current risk identified:
 - Financial policies and strategic plans are designed to provide financial stability and predictability to the community.
 - Council maintains accounts and records that explain its financial operations and financial position.

Timing

The Long Term Financial Plan is presented for adoption in a manner and timeline that will fulfill statutory obligations.

Community Impact/Consultation

Council must develop, adopt and keep in force a Long Term Financial Plan in accordance with its deliberative engagement practices. The draft plan has been prepared following engagement with internal stakeholders including previous community engagement from 2025-26 Budget setting and other strategic plans. Community engagement was undertaken for a period of 2 weeks in line with Council's community engagement policy.

During the engagement period only one community response was received, stating that the Art Gallery should be given the lowest priority among upcoming projects. Other proposed future expenditure within the LTFP is rather needed and will be of more benefit to the public. The response conveyed negative feedback in relation to the previous contentious proposal to move the Art Gallery to Cannon Hill.

Legal Risk/Impact

Strong strategic actions will be required to maintain financial sustainability, continue meeting community expectations and complying with the financial management principles as outlined in *Local Government Act 2020*.

Officers' Declaration of Interest

No conflict of interest has been declared.

Conclusion

The Long Term Financial Plan 2026-2035 is prepared in line with the *Local Government Act 2020* and presented to Council.

ATTACHMENTS

1. Draft WCC LTFP 2025 to 2035 Council [7.2.1 - 42 pages]

7.3. Warrnambool 2040

DIRECTORATE : Corporate Strategies

Purpose:

This report completes the review of Warrnambool 2040 and proposes the reviewed plan be adopted by Council.

Executive Summary

Having a long-term community plan or vision became a requirement for all Councils under the *Local Government Act 2020*.

In anticipation of a long-term plan becoming a legislated requirement, Warrnambool City Council developed a long-term community plan, Warrnambool 2040 (W2040). The plan was developed over a two-year period and adopted in December 2018.

The plan is considered to be “owned” by the community, including the groups, organisations and individuals who contributed to its development. Ultimately, however, while Council is a plan partner, it is effectively the caretaker of the plan and takes the lead on its development and maintenance.

Although the scope of the plan must cover at least a decade, the Local Government Act directs Councils to either develop or review the plan by 31 October in the year following a general election. A review of the plan began this year with the Mayor writing to the organisations who were involved in the development of the plan in 2017 and 2018.

Council made considerable progress on aspects of the plan. Of particular note were the delivery of “big ticket” items including the new Warrnambool Library and the upgrade of Reid Oval.

Following feedback from partners minor revisions to the plan were made. These changes included the removal of immediate and short-term actions, which dated from 2018 and were largely achieved, while medium-term actions were updated and the target date changed from 2026 to 2029. This will bring the plan into alignment with the general election cycle.

Overall goals and outcomes for 2040 were unchanged with the exception of “genders” being added to Goal 1 (Warrnambool is a welcoming and inclusive city) which acknowledges the importance of gender equality, now mandated through the *Gender Equality Act 2020*.

At its meeting on September 1, 2025, Council voted to release a revised draft of the long-term community plan, Warrnambool 2040 (W2040), for general community feedback.

Council received one submission with the respondent seeking upgraded showers along the promenade, including McGennan Car Park. This specific request could be evaluated during the 2026-2027 budget process.

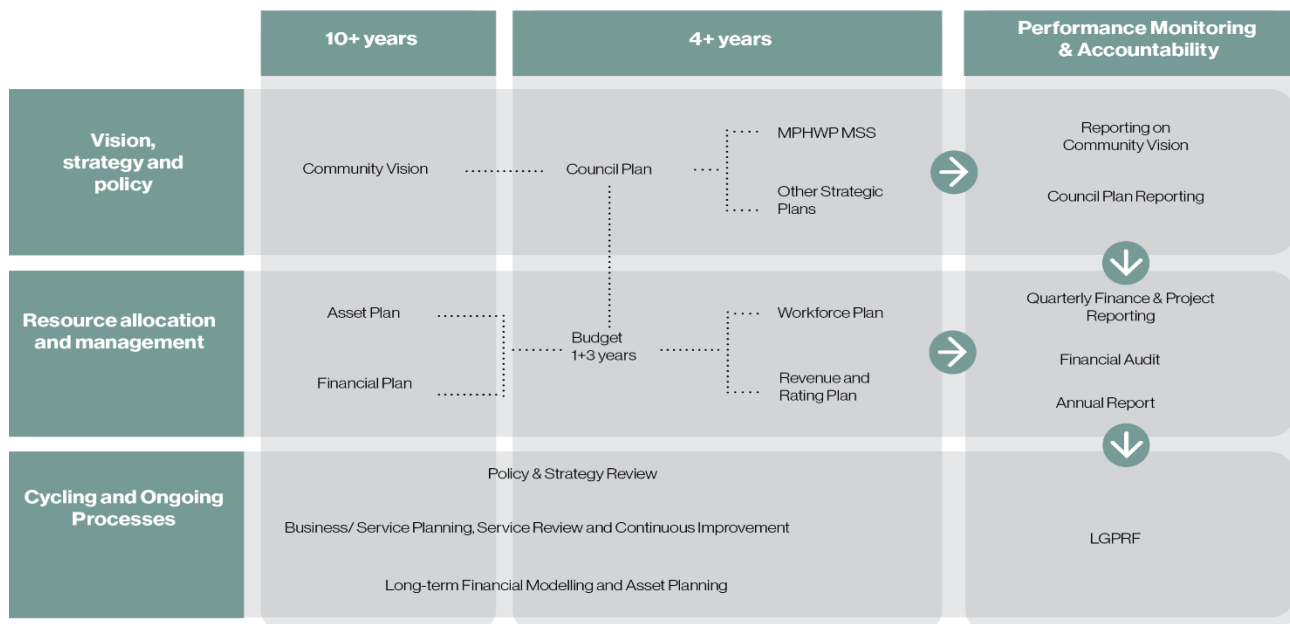
RECOMMENDATION

That Council adopt the reviewed long-term community plan Warrnambool 2040.

Background

Under the *Local Government Act 2020*, all Councils must have a long-term strategic plan described in the Act as a “Community Vision”. The vision describes community’s aspirations for the future of the municipality and must have a scope for at least the next 10 financial years.

The illustration below shows where the Community Vision or Community Plan fits into Council’s integrated planning framework.



The plan contains four pillars or “visions”, each of which contain several goals. The pillars and goals are:

Our people – Warrnambool will be a city where all people thrive.

Goals

1. Warrnambool will be a welcoming and inclusive city.
2. Warrnambool will be a safe and connected community.
3. Warrnambool’s people are healthy.
4. Warrnambool values local Aboriginal identity and culture.
5. Warrnambool is a learning community.

Our economy – Warrnambool will be Australia’s most resilient and thriving regional economy.

Goals

1. Warrnambool will embrace digital innovation and technological change.
2. Warrnambool will grow a resilient and diverse economy.
3. Warrnambool will foster a creative and collaborative culture.
4. Warrnambool will think globally.

Our place – Warrnambool will be Australia’s most liveable city.

Goals

1. Warrnambool will be an affordable and accessible place to live for everyone.
2. Warrnambool encourages and prioritises sustainable transport.
3. Warrnambool is well-connected outside the city.
4. Warrnambool has accessible, high-quality public spaces and facilities.

Our environment – Warrnambool will be Australia’s most sustainable city.

Goals

1. Zero Warrnambool – we will pursue innovative solutions for zero net greenhouse gas emissions.
2. Adaptable Warrnambool – we will adapt to the impacts of climate change.
3. Wise Warrnambool – we will be a wise city that wastes not.
4. Natural Warrnambool – we will enjoy, love, respect and care for the natural environment.
5. Blue Warrnambool – water for life.
6. Green Warrnambool – we will be a city in nature.

Each of the pillars had accompanying short-term initiatives, progress measures to be achieved by 2026 and goals and outcomes to be achieved by 2040. Given that the bulk of the short-term initiatives have been achieved they have been removed with the “due date” of the progress measures changed to 2029, which will synchronise the plan with the review cycle defined by the *Local Government Act 2020*.

Delivering the W2040 goals depends on the actions of Council and other groups, organisations, government agencies and individuals. The objectives of the plan remain the aspirations the community holds for itself.

Given that W2040 is a long-term plan that was endorsed after extensive consultation that took place over almost two years, it was not anticipated that significant changes to the long-term plan should, or would, be made.

Council continues to strive for positive outcomes from the plan for its areas of responsibility, through our Council Plan.

However, some refinement of W2040 has been made, that is a response to the passage of time. For example, short-term initiatives which were to be implemented quickly following adoption of the plan have been largely completed and no longer feature in the plan.

A gender impact assessment revealed that while one of the main intentions of W2040 is to build inclusiveness and equal opportunity, the issue of gender was addressed only briefly in a short-term initiative. A proposed change is to make gender equality a clear, enduring outcome of the “welcoming and inclusive city” goal.

At its meeting in September 2025, Council approved the release of a revised W2040 draft for general community comment.

Council received one submission with the respondent seeking upgraded showers along the Promenade, including McGennan Car Park.

As part of changes to the beach/Lake Pertobe precincts, upgrades of the beach showers are much needed. Beach showers with multiple taps and shower heads is much needed at McGennan beach car park area. For inspiration, look at Port Campbell or any of the beach access areas on the Gold Coast.

It is recommended that this suggestion, which is perhaps more of a maintenance/renewal issue, could be considered as part of the 2026-2027 budget process.

Issues

The goals identified in the plan, while ambitious, remain largely achievable.

There are, however, a number of Council goals that may be difficult to reach without significant external funding or similar or redirection of Council resources.

The plan was developed with many partner organisations that continue to deliver towards achieving W2040 objectives. Council is unable to coordinate and report on all of these partner achievements but continues to work with them where possible

An example of an aspirational goal that is difficult to achieve is the responsibility of a W2040 partner - WRAD - who is supported by Council in seeking to have a Residential Drug and Alcohol Rehabilitation Centre operational by 2026. Despite strong advocacy efforts by WRAD, Council and other community partners, it has not been realised.

Other challenging 2026 progress measures were for 120,000 trees planted across the municipality for a Local Fresh Food Plan to be developed and implemented and for five biodiversity hotspots to be identified for long-term monitoring.

Other references in the plan could be updated to retain currency. For example, one 2040 outcome is for Warrnambool to be the most liveable regional city in Australia according to the IPSOS Life in Australia Survey. IPSOS no longer carries out liveability surveys so it is recommended that another metric be used. This could be a combination of economic and wellbeing indicators such as those used to create happiness indexes.

Financial Impact

The plan is aspirational and achieving some of the goals will come at a cost. However, it is worth noting that two of the “big ticket” items – a new library and redevelopment of Reid Oval – were achieved within five years of the plan’s adoption.

Council’s financial commitments towards W2040 are described in the Annual Budget and Long-term Financial Plan.

Legislation / Policy / Council Plan Context

5 City Leadership

5.10 Our City will review the community vision, Warrnambool 2040.

Timing

Council is on track to consider adoption of Warrnambool 2040 before October 30.

Community Impact / Consultation

In July the Mayor Cr Ben Blain wrote to more than 40 organisations identified as supporters of Warrnambool 2040.

Cr Blain also wrote to additional relevant groups that did not exist or were not active at the time Warrnambool 2040 was developed.

Among these groups was the Warrnambool Multicultural Association (WMA), which has made significant contributions towards achieving important Warrnambool 2040 goals including being a “welcoming and inclusive city”.

Comprehensive feedback was received from WRAD, Wannon Water, the WMA and East Warrnambool Primary School.

Legal Risk / Impact

A Gender Impact Assessment was undertaken which identified a gap in goals to achieve gender equality. This issue is now embedded in the “welcoming and inclusive city” goal.

Officers' Declaration of Interest

Nil.

Collaborative Procurement

Not applicable.

Conclusion

After contacting plan partners and providing opportunities for the community to comment on the revised plan Council is in a position to consider Warrnambool 2040 ahead of the legislative deadline.

ATTACHMENTS

1. w2040 progress report August 2025 [7.3.1 - 13 pages]
2. 4030 W 2040 2025 [7.3.2 - 26 pages]

7.4. Active Warrnambool Strategy 2025-2035

DIRECTORATE : City Wellbeing

Purpose:

The purpose of this report is to present the draft Active Warrnambool Strategy 2025 to 2035 and seeks to endorse the Strategy for public release and community feedback.

Executive Summary

The Active Warrnambool Strategy 2025 to 2035 replaces the previous Active Warrnambool Sport and Physical Activity Strategy 2019 to 2030.

This strategy aligns with the Council Plan, Warrnambool 2040 and draft Healthy Warrnambool 2025-2029, providing the strategic direction for Council on the future planning, provision, management and priorities for a range of sport and active recreation opportunities over the next ten years.

RECOMMENDATION

That Council approves the release of the draft Active Warrnambool Strategy for public comment through Council's Your Say from 7 October to 28 October 2025.

Background

In June 2024, a review of the 2019 Active Warrnambool Strategy commenced following a presentation to Council on the Active Warrnambool Outcomes Report where sixty (60) of seventy (70) recommended actions were completed including an investment of over \$17 million in sport and recreation projects delivered, which was supported by \$10 million of external funding.

In December 2024, experienced consultant, Inside Edge Sport and Leisure Planning were appointed to develop a well-structured and evidenced based strategy to provide fair and equitable access to sport and recreation facilities based on existing and future demand with a key focus on municipal level provision, services and programs to maximise opportunities for participation.

In developing the draft Strategy, Inside Edge prepared a State of Play report which was presented to Council in August 2025. This report outlined the key findings from the background review and data analysis undertaken, and of the issues and opportunities identified as part of the community consultation and stakeholder engagement completed. The State of Play report provides a clear, data-driven foundation for project prioritisation and the delivery of a vibrant, healthy, and inclusive sport and recreation environment for Warrnambool's future.

This draft Strategy responds to the demographic change, participation trends, pockets of population growth and community aspirations to ensure facilities and activities are inclusive, accessible and sustainable. It identifies four key strategic pillars with an overarching vision and guiding principles.

Council's vision for the new Active Warrnambool Strategy 2025-2035 is

Get Moving - Any Way You Can. *For sport and recreation to empower everyone to move freely, feel safe, and belong.*

The four key strategic pillars and related goals are as follows:

1. **Inclusive Participation and Activation:** Increase and activate participation opportunities, with a focus on reducing barriers to support people move their way.
2. **Welcoming Places and Infrastructure:** Develop and maintain inclusive, sustainable and future ready facilities and open spaces that are safe, female-friendly, and accessible.
3. **Partnerships and Collaboration:** Build strong and sustainable partnerships to maximise resources, support clubs and deliver shared community benefits.
4. **Capability and Leadership:** Foster inclusive leadership, strong governance, and community driven sport and recreation outcomes.

To deliver on the vision and goals set out in the draft strategy, Council will drive action through a targeted, coordinated, and collaborative approach. Council's role will focus on strategic leadership, partnerships, advocacy, and capacity building to ensure that sport and recreation facilities and programs meet the needs of our growing and diverse community.

Physical Activity

Physical activity and open space play a vital role in Warrnambool. Physical activity and sport contribute significantly to the social wellbeing of residents and visitors. The revised strategy will position Warrnambool to meet the diverse sport and recreation needs of the community.

The draft strategy covers;

- Traditional and social sport, and active recreation
- Targeted infrastructure improvements and building club capacity
- Opportunities for everyone at every stage of life to participate in welcoming and inclusive environments which foster learning, connection, health and wellbeing.

Participation Data

Club-based sports participation in Warrnambool is a vital component of the city's social fabric. Sporting clubs offer a wide range of opportunities for people of all ages, abilities, and backgrounds to stay active and connected.

- Female soccer players have increased by 112% and cricket players by 189% since 2020.
- Netball in Warrnambool has the highest number of playing members with 1832.

In 2023, only 37.2% of adults in Warrnambool did more than 150 minutes per week of moderate to vigorous physical activity. This means that 62.8% of adults are not meeting the physical activity guidelines for adults according to Council's Healthy Warrnambool Plan 2025-2029.

Demand for activities is shaped by multiple factors, including program availability, facility quality and access, travel distance, cost and broader demographic trends such as age, gender, and population growth.

- Amongst adults, the top five recreation activities are walking, fitness/gym, running, swimming and cycling.
- For children, swimming is the most popular, with football/soccer, basketball, AFL and gymnastics.

Issues

Key Trends and Influences

A range of factors have shaped the direction, recommendations and delivery of the new Strategy. These include participation trends, demographic shifts, population growth, and the known barriers that influence community access and engagement.

- Warrnambool has a strong culture of traditional sports such as AFL, netball, cricket and basketball. The growth of soccer participation recently has been significant. Junior sport participation is also growing across netball, basketball, AFL and gymnastics, however there are retention challenges for teens and adult males in several sports.
- There has been growing interest in social, flexible, and non-traditional formats (pickleball, twilight sport, casual play) and active recreation (walking, gym/fitness, running, swimming, cycling) remains highly popular. There is demand for activities that cater to older adults and culturally diverse communities.
- Warrnambool has a generous provision of active and passive open space that encourages residents to engage in active sport and recreation activities to improve their health and wellbeing. Council invests significant funds each year to maintain and renew community assets and commits capital funds to major projects which have broader community benefit.
- It is important for Council to have a good understanding of the current and likely future use of sporting facilities for organised sport, to assist in future decision making, planning, and management of its current assets. Review of the current facility provision and sports participation levels reveals the following needs;
 - Demand for up to four additional soccer pitches by 2046
 - Demand for flexible open spaces that provide for non-traditional sports and social activities
 - Planning is needed to ensure that the indoor stadium can cater to future growth
 - Public access to waterways and coastal environments for sport, recreation and physical activity is a high priority for residents, however this must be balanced with the required environmental protections.
- Much of the sporting infrastructure provided across the city requires replacement or redevelopment to meet standards and guidelines. State Sporting Associations inform facility development requirements which reflect increased female participation in traditionally male sports, with most existing sports pavilions falling short of the current standard. The Sports Road map has identified the list of priority actions to address key facility gaps.

- Reduced opportunities for external funding at a State and Federal level and Councils financial position over the lifetime of this strategy places a focus on maintaining existing sport and recreation assets and public spaces that:
 - maximise participation outcomes
 - enhances the suitability for women and girls and priority groups
 - enhance the flexibility of use to provide opportunities for residents to be active including people of varying ages, interests, abilities and culture.

Implementation Plan

The new Active Warrnambool Strategy will require a cross-Council approach to ensure its effective implementation and delivery. Whilst the Recreation Team is the Council department responsible for the preparation of the strategy and for its overall implementation, the following Council Units will have a shared role and responsibility for actioning selected recommendations;

- Infrastructure Services (for operations, open space planning and provision, and play space strategy)
- Assets and Projects (for building maintenance, strategic asset management and capital works)
- City Growth (for longer term land use planning, development assessment and building compliance)
- Economic Development & Events (for sport-tourism events)
- Community Strengthening (for Health and Wellbeing Planning and Active Living)

An understanding of the likely levels of investment available from Council and non-Council sources is essential to guide the development of the recommendations that are realistic and affordable for Council and the community.

To support this understanding, an implementation plan will be developed annually in response to key issues and opportunities identified and how it can be delivered in an effective and efficient manner. This plan is to inform the long-term financial strategy for integrated recreation service planning and delivery across Council.

Financial Impact

Council currently allocates \$50,000 recurrent budget for the implementation of the Active Warrnambool Strategy. The budget supports the architectural, engineering and/or other professional services for design, suitability assessments or the investigation advice required to leverage State or Federal Government grant funding opportunities for capital improvements to Council assets.

The proposed implementation of the sports road map has been carefully planned to align with key government funding programs to help inform Council's long-term financial planning, as well as providing a guide to clubs on a priority order of project delivery. State Government funding is increasingly difficult to secure and is forecasted to continue to be so, with State Government debt levels. The delivery of projects will require a partnership approach that includes Council, Government and local club contributions.

Final design outcomes and timing of delivery will be subject to available government funding programs, Council's annual budget process and club contributions.

Legislation / Policy / Council Plan Context

1 City Futures

1.5 Our City is activated to be attractive to residents and visitors.

2 City Infrastructure

2.1 Our City will prioritise maintaining and renewing existing infrastructure.

4 City Wellbeing

4.3 Our active City provides recreational opportunities for people of all ages and abilities.

5 City Leadership

5.11 Our City will advocate for important needs including an upgrade of the aquatic centre, a community hub at Brierly Recreation Reserve, a new art gallery and affordable housing.

Timing

Following approval from Council, the draft strategy to be released for public comment on Council's Your Say from 7 October to 28 October 2025.

The feedback received is to be reported to Council prior to finalising the Strategy for endorsement in December.

Community Impact / Consultation

The draft Active Warrnambool Strategy has been informed by direct engagement with over fifty clubs across three, in-person workshops, a club priority survey and community survey which attracted 334 submissions.

The strategy responds to demographic change, participation trends, population growth and community aspirations and aims to provide opportunities for people to be active and feel connected.

Legal Risk / Impact

A Gender Impact Assessment is to be completed with the final version of the strategy and will accompany the Council report.

Officers' Declaration of Interest

NA

Collaborative Procurement

NA

Conclusion

The new Strategy will establish the strategic direction and provide recommendations to Council on the future planning, provision, management and priorities for a range of sport and recreation facilities and activities in Warrnambool over the next ten years. Increasing constrained funding environments will put pressure on delivery of projects and clubs to contribute. The Strategy responds to the current State of Play analysis and provides a considered and balanced approach to facility development.

Feedback received from the public consultation will be reported to Council prior to finalising the Strategy for endorsement.

ATTACHMENTS

1. Draft AWS 011025 [7.4.1 - 32 pages]

7.5. Warrnambool Art Gallery Strategic Plan 2025-2029

DIRECTORATE : City Futures

Purpose:

This report provides information on the finalised Warrnambool Art Gallery Strategic Plan 2025 – 2029.

Executive Summary

The Warrnambool Art Gallery is owned and operated by the Warrnambool City Council, is the fifth oldest public collecting institution in Australia, and represents a significant cultural and artistic asset where locals and visitors can explore some of the most important issues facing our communities today.

The Warrnambool Art Gallery currently holds a large permanent collection of 3,500+ objects that include Aboriginal and Torres Strait Islander artefacts, contemporary cultural material and works of art. The gallery manages this significant Warrnambool City Council cultural asset in a measured way for ongoing enjoyment of future audiences. Alongside displays from the collection the Gallery presents 8- 10 contemporary art exhibitions per year comprising solo and group exhibitions from regional, remote, national and international artists.

The Warrnambool Art Gallery Strategic Plan will provide guidance to the Gallery Director and Curatorial team over the next four years in applying consistent principles and methodology in activating one of Warrnambool's most important cultural assets. It will support the management of the City's collection and curated exhibitions.

The Strategic Plan will guide practice, programming and engagement with the local community and visitors to the city. The plan will enhance the Gallery's reputation with the local, national and international creative industry.

The Strategic Plan will help the Gallery to best attract resources including funding to support development of exhibitions and infrastructure.

RECOMMENDATION

It is recommended that Council adopt the Warrnambool Art Gallery Strategic Plan.

Background

The Warrnambool Art Gallery is owned and operated by Council and receives annual operational funding from the Victorian Governments' Creative Victoria's Regional Partnerships Program. The gallery receives additional funding from state and national government, private philanthropy, and revenue via commercial operations.

The Warrnambool Art Gallery includes a permanent collection which represents a large asset to the council valued at \$13.68m. This collection requires dedication to continually develop, manage, and conserve such significant cultural material. This includes guiding access to the collection at a local, state, national, and international level.

Led by the Director, alongside the Curator of Exhibitions and Curator of Collections, this specialised team devises an artistic and educational program for the diverse interests and needs of its audiences, by engaging local, national and international contemporary artists who explore the relevant and important social, cultural, political, and artistic questions of our time.

The Warrnambool Art Gallery Strategic Plan positions the Warrnambool Art Gallery as a vibrant contemporary gallery which will achieve its objectives with the following principles:

- Diversity and Inclusion
- First Nations Participation
- Education
- Economics

Issues

The Arts and Culture industry is a constantly evolving and dynamic space supporting artists to challenge, explore and investigate societal, cultural and artistic issues for the benefit and enjoyment of the greater community. The Warrnambool Council Collection represents our community and documents 165 years of collecting practices. This strategy will be implemented from 2025 and cover the next 4 years.

Financial Impact

The Warrnambool Art Gallery is a key service for Council. The annual actual cost to Council in 2024-2025 financial year was \$830,008. The Gallery leveraged this initial investment to secure additional revenue of \$394,394 (comprised of earned income and external funding). Total operating budget was \$1,224,422.

Legislation / Policy / Council Plan Context

1 City Futures

- 1.1 Our City activates and promotes local culture and art.
- 1.5 Our City is activated to be attractive to residents and visitors.
- 1.6 Our City will be a sought-after destination for visitors.

Timing

The Strategic Plan will go to Council for adoption at the Council meeting of 6 October 2025.

Community Impact / Consultation

During 2021-2022 the Warrnambool Art Gallery conducted substantial community consultation spanning 44 formal stakeholder interviews, 1 in-person public forum with 40 people in attendance, 220 completed online surveys, 190 completed in-person gallery surveys and 5 written submissions. Consultations were developed specifically for Maar Nation community members, existing gallery and Warrnambool City Council Staff and stakeholders, and the general public. Subsequent data was captured within two separate business cases regarding the future redevelopment of the Warrnambool Art Gallery.

This consultation highlighted majority support for a new gallery at the existing site and 72% of respondents supported the Gallery hosting more and better exhibitions.

This feedback was considered in the development of the draft Strategy and the key actions identified.

Following presentation of the draft strategic plan at an Executive Management Team meeting, followed by an informal council briefing, both in February 2025, a considered community consultation was recommended and subsequently conducted from March through July 2025. This included engagements with representatives from:

- Eastern Maar Aboriginal Corporation,
- Victorian Department of Education,
- six Warrnambool based retail, accommodation and hospitality providers,
- Warrnambool City Council employees from the City Activation Department,
- eleven senior arts Industry professionals from South Australia, Tasmania and Victoria,
- 75 on-site gallery surveys spanning a two-week period from 9 to 23 July 2025. Please refer to appendix 1.1 and 1.2 of the strategic plan for further information.

The resulting data highlighted overwhelming support for the principles guiding the strategic plan which have now been incorporated into been the development of a highly refined and important strategic document to guide the commercial, educational, cultural and artistic operations of the venue over the next four years.

Given this extensive community consultation, it is proposed no further action be required prior to adoption.

Legal Risk / Impact

Nil

Officers' Declaration of Interest

None to declare

Collaborative Procurement

Not applicable

Conclusion

The Warrnambool Art Gallery Strategic Plan will provide guidance to the Gallery Director and Curatorial team over the next four years in applying consistent principles and methodology in activating one of Warrnambool's most important cultural assets. It will support the management of the City's collection and curated exhibitions.

The Strategic Plan will guide practice, programming and engagement with the local community and visitors to the city. The plan will enhance the Gallery's reputation with the local, national and international creative industry.

ATTACHMENTS

1. Warrnambool Art Gallery - Strategic Plan 2025 - 2029 [7.5.1 - 16 pages]

7.6. Healthy Warrnambool Plan 2025-2029

DIRECTORATE : City Wellbeing

This report provides information on the Healthy Warrnambool Plan 2025 – 2029 and seeks Council adoption of the Plan.

Executive Summary

The Municipal Health and Wellbeing Plan (the Plan) has been prepared after a comprehensive review of available health statistics and engagement with the community, subject matter experts and internal stakeholders.

Development and adoption of the plan is a legislated requirement under the *Public Health and Wellbeing Act 2008* within 12 months after a general election of council.

The Plan was released for public comment on 3 September and submissions closed on 16 September. 17 Submissions were received in total via a variety of methods including; meetings, emails, letter and webform.

Submissions were received from;

- Women's Health and Wellbeing Barwon South West (WHWBSW)
- Barwon South West Public Health Unit (BSWPHU)
- Internal WCC staff
- South West Healthcare
- Western District Food Share
- Meli
- Switchboard (LGBTQIA+ inclusion)
- Victorian Pride Lobby - Rainbow Local Government Campaign
- Representative - Wannon Water
- Representatives from WRAD Health
- Five Warrnambool residents

Where appropriate, changes have been made to the Plan based on these submissions. This is summarised within the report below.

RECOMMENDATION

That Council adopts the Healthy Warrnambool Plan 2025-2029.

Background

Victoria's *Public Health and Wellbeing Act 2008* recognises the Council's key role of improving the health and wellbeing of people in their municipality. Section 26 of the Act requires each Council to prepare a Municipal Public Health and Wellbeing plan every four years, within 12 months of a Council general election.

Council committed to developing the Plan internally and commenced community consultation in early July 2025 over a 6 week period. This engagement has resulted in the Plan which introduces a new framework for the action areas and captures a wide range of initiatives across seven priority pillars which are impacting the Warrnambool Community. These actions are to be undertaken by Warrnambool City Council and agencies delivering services in the local community.

The draft document was released on 2 September for two weeks. Based on the feedback provided, minor amendments have been made to the Plan in preparation for endorsement at the October 6 Council meeting.

Issues

The Healthy Warrnambool Plan 2025-2029 outlines Warrnambool's key health priorities and actions being undertaken over the next four years, in line with the Victorian Health and Wellbeing Plan 2024-2027. The Plan has been developed through extensive review of the previous plan and population and health statistics for the municipality, community consultation and internal review by key Council staff. Consultation included internal and external stakeholders, representing 21 organisations, through a series of six workshops and a community-wide "drop-in" session. Additionally, consultation was undertaken with priority population groups to ensure an "equity" approach was adopted.

The development of the plan was overseen by the project control group who advised on the methodology utilised in the engagement process and critically reviewed its results.

The outcome reflects the health concerns of the community supported by evidence supplied by subject matter experts and underpinned by the Council Plan 2025-2029 and Warrnambool 2040.

The development of the action areas within the plan were categorised using the socio-ecological model of health behaviour allowing a greater understanding that individuals are affected by a range of social and economic factors which impact overall wellbeing. This model also allows for the development of a reporting framework which addresses the complex nature of Council's role in influencing the health and wellbeing outcomes of the community.

Key pillars to guide the Plan over the next four years and the strategic goals are:

Priority Pillar	Healthy Warrnambool Plan – Strategic Goal
1. Improving liveability	1a. To promote access to factors that influence health and wellbeing such as housing, transport, health and community services.
2. Prevention of gender-based violence	2a. To implement locally based programs designed to prevent family violence and improve gender equity 2b. To partner with health organisations and the community to advocate for early and effective prevention and support to reduce long-term harm from family violence 2c. To partner with health organisations to improve awareness and reduce stigma regarding accessing sexual and reproductive health services
3. Improving social and emotional Wellbeing	3a. To provide an environment which promotes mental wellbeing 3b. To enable community-based programs that encourage social connectedness and inclusion 3c. To raise awareness and to encourage programs that promote mental health literacy and self-efficacy
4. Harm reduction drugs, alcohol and gambling	4a. To implement policies that minimise harm from the consumption of alcohol, drugs and gambling 4b. To advocate for treatment and rehabilitation services, including residential rehabilitation, in the local community
5. Increasing active living	5a. To provide accessible spaces that support a range of physical activity opportunities 5b. To support programs and activities that reduce barriers and enable people to be active every day
6. Increasing healthy eating, improving local food systems	6a. To support programs and activities that reduce barriers, encourage and enable people to eat healthy 6b. To work in partnership with community partners to address the drivers of food insecurity and support food secure people in resilient communities
7. Improving resilience to the impacts of climate change	7a. To make positive changes to the design and management of physical places and spaces managed by council that increase resilience to the impacts of climate change 7b. To investigate the risks, seek funding and work with partners to build resilience to climate change 7c. To encourage the community to adopt environmentally sustainable practices and adapt to climate change

Financial Impact

While the Healthy Warrnambool Plan sets the strategic goals across the four year period, individual actions will be determined annually. The annual action plan will be funded through Council's recurrent budget. Council has allocated \$75,000 in its 2025-2026 budget.

Legislation / Policy / Council Plan Context

The *Public Health and Wellbeing Act* requires councils to prepare a municipal public health and wellbeing plan within 12 months after each general election of the council (section 26(1)). Section 26(2) of the Act requires a municipal public health and wellbeing plan to:

- (a) include an examination of data about health status and health determinants in the municipal district
- (b) identify goals and strategies based on available evidence for creating a local community in which people can achieve maximum health and wellbeing
- (ba) specify measures to prevent family violence and respond to the needs of victims of family violence in the local community
- (c) provide for the involvement of people in the local community in the development, implementation and evaluation of the public health and wellbeing plan
- (d) specify how the council will work in partnership with the Department of Health and other agencies undertaking public health initiatives, projects and programs to accomplish the goals and strategies identified in the public health and wellbeing plan
- (e) be consistent with:
 - 1. the Council Plan
 - 2. the Municipal Strategic Statement/Municipal Planning Scheme.

Section 26(3) requires councils to have regard for the state public health and wellbeing plan in preparing the municipal public health and wellbeing plan.

Section 26(4) requires councils to review the municipal public health and wellbeing plan annually, and if appropriate amend it. Section 26(4A) requires that an annual review must include a review of the measures related to family violence.

Section 26(6) requires councils to provide a copy of the current municipal public health and wellbeing plan to the Secretary, Department of Health.

Section 26(6A) requires councils to report to the secretary on family violence measures at intervals specified by the secretary in writing.

Section 26(7) requires councils to make available for inspection by members of the public, a copy of the current Municipal public health and wellbeing plan.

The Municipal Public Health and Wellbeing Plan aligns with many of the strategies identified in Council's Plan 2025-2029:

1 City Futures

- 1.2 Our City puts public health and safety as a priority
- 1.3 Our City plans for sustainable growth while accommodating a changing climate.
- 1.7 Our City encourages workforce attraction and development.
- 1.9 Our City will create an environment that accelerates delivery of housing across all forms.
- 1.10 Our City supports learning and recognises the importance of tertiary and vocational learning institutions including Deakin University and the South West TAFE.
- 1.11 Our City will support and grow industries that will bring employment and prosperity to the region.
- 1.12 Our City celebrates iconic events and attractions that are part of our identity and visitor economy including speedway racing, the May Racing Carnival and our foreshore and beach.

2 City Infrastructure

- 2.2 Our City will have appropriate open space infrastructure to meet the needs of our growing community.
- 2.4 Our City neighbourhoods will have a well-connected network of footpaths.
- 2.5 Our City's road network will be maintained to a safe and high-quality standard.
- 2.6 Our City will pursue efficiencies in maintaining and renewing Council buildings by improving heating and cooling systems and through energy-efficient lighting.
- 2.8 Our City will continue to improve pedestrian, cycling and vehicle movement.
- 2.9 Our City will focus on play-spaces as a key feature of local neighbourhoods.
- 2.10 Our City's public spaces will be maintained to a high standard.
- 2.11 Our City will advocate for renewal and upgrade of arterial roads and for improved rail services.

3 City Sustainability

- 3.1 Our City will pursue efficiencies in our waste management system.
- 3.2 Our City will use water wisely.
- 3.3 Our City is committed to reducing its carbon footprint.
- 3.5 Our City will advocate for accessible and sustainable public transport.
- 3.6 Our City will collaborate with other agencies to achieve positive environmental outcomes.
- 3.7 Our City will take measures to limit the impact of climate change.
- 3.8 Our City will implement biodiversity improvement and revegetation outcomes.

4 City Wellbeing

- 4.1 Our livable City promotes access to housing, places and activity for all.
- 4.2 Our City encourages opportunities for innovation and creativity, increasing community connectedness.
- 4.3 Our active City provides recreational opportunities for people of all ages and abilities.
- 4.4 Our inclusive and diverse City is welcoming to all.
- 4.5 Our City provides learning pathways and opportunities for education and development.

5 City Leadership

- 5.5 Our City promotes organisational culture and performance.
- 5.6 Our City will advocate strongly for our community and our region.
- 5.10 Our City will review the community vision, Warrnambool 2040.
- 5.11 Our City will advocate for important needs including an upgrade of the aquatic centre, a community hub at Brierly Recreation Reserve, a new art gallery and affordable housing.

Timing

Council is required to submit the Plan by 26 October to the Department of Health. With the completion of the community consultation and finalisation of the Plan, the Plan is now presented to Council for adoption.

Community Impact / Consultation

The Municipal Health and Wellbeing plan will have a significant impact on the community. Its adoption will enable the development of annual actions that will impact the community through Council's services, advocacy and collaboration with partners to deliver outcomes that improve the health of the community.

Council has undertaken extensive consultation in the development of the Plan including discussions with:

- Subject matter experts regarding:
 - Adaption to Climate Change
 - Active Living
 - Healthy Eating
 - Gendered Violence
 - Alcohol, Drugs and Gambling
 - Social and Emotional Wellbeing
- Priority Population Groups including;
 - Organisations supporting the Aboriginal and Torres strait Islander community
 - Organisations supporting LGBTQIA+ community
 - Older adults
 - People live with, or caring for a person with, a disability
 - Young people

and

- The community through a planned “drop-in” session.

The draft Plan was released for public consultation and review between 2 September 2025 and 16 September 2025. Feedback was provided via online meetings with partner organisations, email, letter and webform. Overall feedback was positive with many commenting on the design and formatting of the plan, the presentation of the data, use of infographics, structure of the action areas, comprehensive coverage of the key health issues and strong partnership approach. Refer Attachment for collated feedback.

The responses highlighted some key areas for consideration including;

- WRAD Health’s Lookout Residential Rehabilitation Centre- highlighting the need for further reference under pillar-4 Reducing harm from alcohol, other drugs and gambling.
- Pillar-2 Heading- improve consistency of wording, replacing ‘family violence’ with ‘gender-based violence’ (recommended by Women’s Health and Wellbeing Barwon South West (WHWBSW)).
- LGBTQIA+ inclusion and social equity-recommendation to include more specific data on this priority population group.
- Pillar-3 Social and emotional wellbeing was missing an action area titled Regional Collaboration to address areas such as LGBTQIA+ inclusion and elder abuse prevention.
- Consider strengthening the statements on affordable housing.
- Consider sustainability actions including green space and tree planting, community battery storage, a desalination plant and highway bypass.

After deliberation, Council officers addressed these concerns by:

- Adding further reference under pillar-4 regarding advocacy for the Lookout Residential Rehabilitation Centre. This includes a slight change of wording to strategic goal 4b to include advocating for ‘residential rehabilitation in the community’

- Changing the heading of pillar-2 throughout the document and the wording of the strategic goals under this pillar to 'gender-based violence'
- Decision not to include the 2017 Victorian data on the health and wellbeing of LGBTQIA+ community because it is 8 years old, however this could be revisited during the annual review of the plan adding new data on this priority population group when it becomes available
- Add regional collaboration as an action area under pillar-3 highlighting 'collaboration with partner organisations to develop and support programs that aim to improve social connection and inclusion for priority population groups including; LGBTQIA+ community, youth, people from multi-cultural backgrounds and people with disability'.
- Affordable housing is currently included under pillar-1 1.2 Advocacy. The issue is also addressed via goals in the Council Plan 2025-2029.
- Pillar-7 Improving resilience to the impacts of climate change includes consideration of environmental sustainability and supporting local action to adapt to climate change.

Legal Risk / Impact

Council is required under the *Victorian Public Health and Wellbeing Act* to prepare a Municipal Health and Wellbeing Plan by 26 October 2025. Failure to do so would result in significant reputational harm to the organisation.

Officers' Declaration of Interest

Nil

Collaborative Procurement

This project has been developed by Council staff and has not involved collaborative procurement.

Conclusion

The Healthy Warrnambool Plan 2025-2029 reflects the feedback from the community while recognising Council's capacity to impact the social determinants of health. The socio-ecological model of health has been used to categorise action areas, providing a useful tool for reporting and acquittal purposes.

ATTACHMENTS

1. Healthy Warrnambool Plan 2025-2029 [7.6.1 - 31 pages]

7.7. Road Management Plan 2025

DIRECTORATE : City Infrastructure and Environment

Purpose:

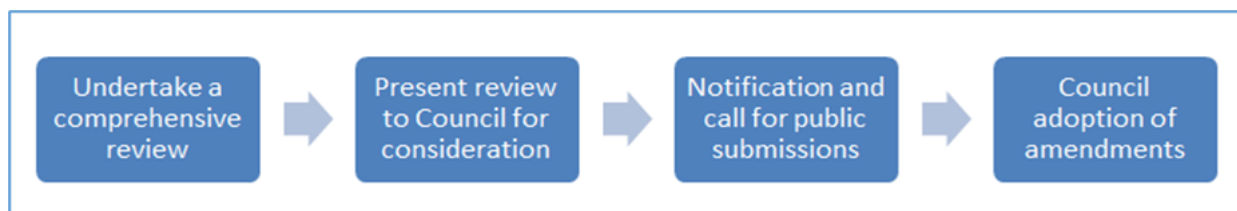
The purpose of this report is to present the final version of the Road Management Plan 2025 to the Council for adoption.

Executive Summary

The Road Management Plan establishes a management system for Council for the discharge of its duty to inspect, maintain and repair its public roads based on policy and operational objectives as well as available resources.

The *Road Management (General) Regulations 2016 (Vic)* require Council to conduct a review of its Road Management Plan in accordance with section 90(3) of the *Local Government Act 2020 (Vic)*. This requires the review of the Road Management Plan to be completed, and the revised Plan adopted by 31 October in the year following a general election.

As part of the Road Management Plan review process, where amendments are proposed to be made, the document must be made public and allow for submissions for a period of not less than 28 days. An internal review of Warrnambool City Council's Road Management Plan (June 2021 version 6.00) was completed with minor additions to the document proposed to allow for improved clarity. With no public submissions received on the endorsed draft plan, the final version is now presented to Council for adoption.



RECOMMENDATION

That Council adopts the Road Management Plan 2025.

Background

Council officers conduct routine inspections on Council roads and footpaths to ensure the networks are safe for the community. These inspections are done in accordance with intervention levels and timeframes set out in the Road Management Plan, setting the accepted standard for Council's road and pathway networks. This ensures a good level of service to the community for roads and pathways, and guides Council to ensure we are carrying out routine inspections, assessing and addressing hazards according to our policies and guidelines. The *Road Management (General) Regulations 2016 (Vic)* require Councils to conduct a review of the Road Management Plan by 31 October in the year following a general election.

As part of this review process, Council officers requested the MAV Insurance Liability Mutual Insurance ('LMI') scheme to review our Road Management Plan as a proactive and interactive risk management service, delivered by a dedicated risk management team. The overall assessment from MAV Insurance was that "Warrnambool City Council's Municipal Road Management Plan (Version 6.00 June 2021) was found to be clear, unambiguous and comprehensive, while not overly complex." Analysis and consideration of guidance material provided from the Municipal Association of Victoria was completed. This included benchmarking Council's inspection frequencies, intervention levels and repair timeframes with other similar municipal Councils.

To assist in reviewing our defects and response times, a comparison project was conducted by JLT Risk Solutions in 2024 across Victorian Councils for MAV Insurance. These ranges were set based on comprehensive benchmarking of all council Road Management Plans, legal review as well as review by a select working group of council members.

Issues

The benchmarking exercise showed that Warrnambool City Council's intervention levels were broadly in line with other similar Councils around Victoria, however, response times and defect inspection frequencies were generally slightly longer than at other municipal Councils.

Despite the longer inspection frequency, per the most recent State of the Assets report, it is noted that Council's road network is considered to be in good condition with >88% of Council's sealed road network above intervention level. This is reflected in the Community Satisfaction Survey which has Warrnambool City Council placed above both the Regional Centres and State-wide averages for "the condition of local streets and footpaths in your area".

In collaboration with Municipal Operations team members and Management, it was determined that there would be no change to intervention levels or response times to ensure our plan remains both practical and effective given the available resources (both financial and staff resourcing) to inspect roads and pathways and address defects.

Key recommendations provided by MAV and changes implemented in the revised Road Management Plan document include:

- Clarification of definitions and inclusion of additional terms such as "co-ordinating road authority" and "roadside" along with updated "obligation to maintain" diagram.
- Inclusion of further detail in regard to inspection methodology with separate operational documents containing inspection procedures.
- Explanation of category 3 footpath inspection frequencies.

Financial Impact

Adjusting intervention levels or response times can result in an increased risk of non-compliance with the Road Management Plan, and/or increase costs associated with maintenance and resourcing to meet revised levels and timeframes.

As no change is recommended to these parameters, there is no increased financial impact.

Legislation / Policy / Council Plan Context

2 City Infrastructure

2.1 Our City will prioritise maintaining and renewing existing infrastructure.

2.5 Our City's road network will be maintained to a safe and high-quality standard.

Timing

Council must, in accordance with *Road Management (General) Regulations 2016*, conduct and complete a review of its Road Management Plan within the period referred to in section 90(3) of the *Local Government Act 2020*. As such, the revised plan must be adopted by 31 October 2025.

Community Impact / Consultation

The Road Management Plan 2021 was sent to MAV Insurance for review and the internal review involved collaboration across key stakeholders in the organisation including City Infrastructure Management, Risk Management and relevant Municipal Operations team members.

In accordance with the requirements of the *Road Management (General) Regulations 2016*, Council endorsed the draft version for public comment prior to adopting the final version. The notification to the public asking for submissions on the draft plan was placed within the Victorian Government Gazette and local newspaper. The public could view the draft plan on Council's website and had the opportunity to provide submissions in writing for the required minimum of 28 days.

The submission period closed on 12 September 2025, and no submissions were received from the public.

Legal Risk / Impact

A primary objective of the review is to ensure that Council has set realistic operational standards whilst meeting a reasonable standard of service. The review, therefore, has the opportunity to ensure Council's exposure to legal risk is limited.

Officers' Declaration of Interest

N/A

Collaborative Procurement

N/A

Conclusion

An internal review has been completed on Council's Road Management Plan as required under the *Road Management (General) Regulations 2016*. The review included analysis and consideration of guidance material provided from the Municipal Association of Victoria as well as consultation across key personnel within the organisation. The review resulted in no change to intervention levels or response times to ensure our plan remains both practical and effective and included some additional terms, details and explanation for improved clarity. As a result of the changes, the draft Plan was shared with the public to provide an opportunity to make submissions on the plan. As no submissions were received during the required 28 day notice period, the final version of the Road Management Plan 2025 is presented to Council for adoption.

ATTACHMENTS

1. Road Management Plan October 2025 [7.7.1 - 21 pages]

7.8. Buildings Asset Management Plan And Bridges Asset Management Plan

DIRECTORATE : City Infrastructure & Environment

Purpose:

This report provides information on the Buildings Asset Management Plan and Bridges Asset Management Plan, which are presented for adoption.

Executive Summary

The current buildings asset management plans were completed in June 2020 and spread across three documents titled Community Facilities, Corporate and City Growth and Infrastructure Buildings Asset Management Plans. Similarly, the current Bridges Asset Management Plan was completed in March 2017. Therefore, both the buildings and bridges asset management plans are due for review and consolidation.

The Asset Management Plans (AMPs) detail information about infrastructure assets with actions required to provide an agreed level of service in the most cost-effective manner while outlining associated risks. The AMPs define the services to be provided, how the services are provided, and what funds are required over a 10-year forward planning period.

RECOMMENDATION

That Council:

1. adopts the Buildings Asset Management Plan; and
 2. adopts the Bridges Asset Management Plan.
-

Background

Asset Management Plans are strategic documents guiding the management of Council's infrastructure to ensure assets deliver the expected level of service. They inform long-term financial planning and ensure sustainable decision-making. These plans also serve as communication tools within the organisation and with the community about service levels, costs, and risks.

Buildings

Warrnambool City Council has a portfolio of 340 buildings (facilities) worth approximately \$233.5 million.

Council's buildings contribute to the community through:

- Accommodation services
- Supporting social connectedness and wellbeing by serving as community focal points
- Providing opportunities for recreation and maintaining a healthy lifestyle

Council's building portfolio includes facilities such as:

- Arts and performance centres
- Aquatic and leisure centres
- Club houses and sports pavilions
- Historic buildings such as Flagstaff Hill
- Public toilets/amenities
- Buildings that support our operations (e.g., administration buildings, depots etc.)
- Buildings that support community services (e.g. public halls, kindergartens, early childhood centres, etc.)
- Ancillary assets such as sheds, shelters, etc.

The management of our buildings requires prudent coordination of technical and operational resources.

Bridges

Council's bridge portfolio comprises of 57 structures including road bridges, major culverts, and pedestrian bridges. This complex portfolio of assets has a total replacement cost of \$50.7 million.

Bridges are key elements of the road network and represent a major investment of community resources. Because of their location over natural and other obstacles, any bridge failure may severely restrict road traffic with consequent inconvenience and economic loss to the community.

Both AMPs present a strategic approach to the planning, maintenance, renewal, and operation of Council's Building and Bridge infrastructure, aligning with broader strategic goals and financial planning frameworks. Given the time lapse since the last review of these plans, and because of updated information, they have been reviewed and updated accordingly to aid Council operations.

Issues

Both AMP's are outdated, and condition data and service performance metrics have since been updated. Given the changing social, environmental and economic conditions, these operational documents require review at regular intervals to ensure Council continues to manage infrastructure assets in an effective manner. Both AMPs now include improved lifecycle costing, updated renewal modelling, and improvement plans and the Buildings AMP is consolidated into one document for consistency.

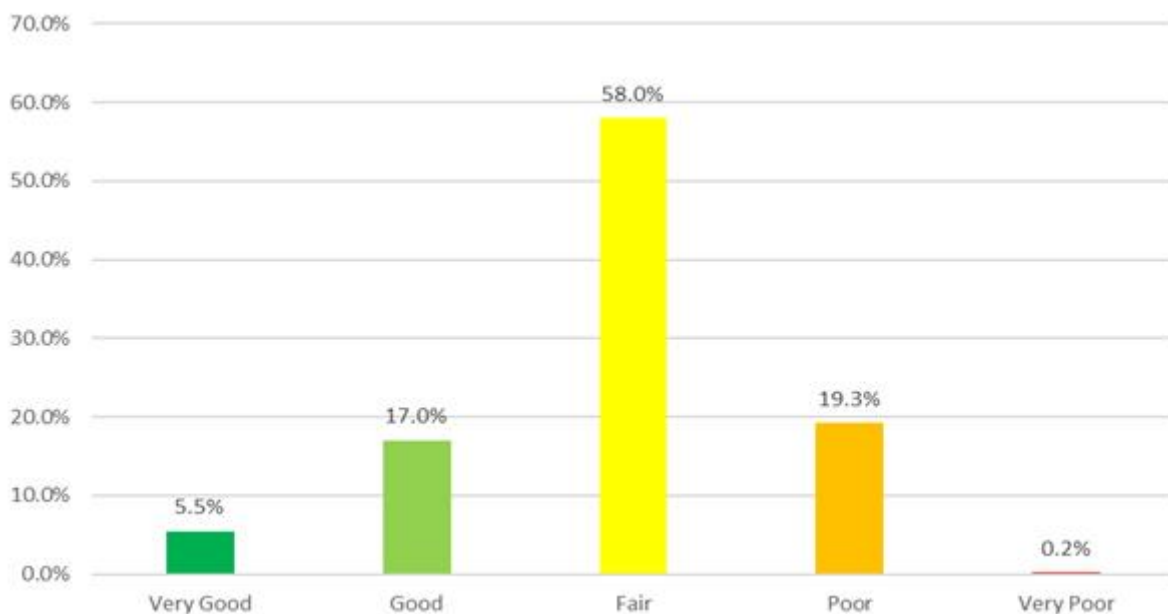
Implementing these plans will require ongoing data collection and condition assessments and indicate a projected underfunding of renewal across both asset classes. This renewal gap needs to be managed over time to ensure Council can maintain current service levels. A new Long Term Financial Plan is currently under development, and information gained through reviews of these Asset Management Plans have been provided to assist with the development of the Plan.

Buildings

The overall performance of Council's buildings can be considered to be consistent with the expectations for a rural city council with a wide spectrum of facility and asset types and ages.

According to the most recent condition audit, approximately 81% of Council's buildings and minor structures are in 'Fair' condition or better. This demonstrates that historically, Council has been managing the maintenance and renewal of these assets in an effective manner. Maintaining this level of service will become increasingly challenging in a constrained funding environment as our buildings and other structures age and deteriorate and service demands increase.

The following chart shows the current condition of Council's buildings portfolio by percentage replacement cost.



Bridges

We manage bridge and major culvert structures with a wide spread of ages, however over 50% of assets were constructed post 1990.

We are constantly faced with the challenge of prioritising bridge renewal and upgrade projects that best match community need, followed by planned, prioritised and successful grant funding applications.

The condition profiles for Council's road bridges, pedestrian bridges, and major culverts indicates that they are generally in a good overall state which promotes safety and efficiency.

Approximately 70% of the total value of the bridge and major culvert portfolio is in 'Very Good' to 'Good' condition. This is representative of the investment that Council has made in recent years in renewing its bridges. An example of this is the Stanley Street road bridge (Edwards Bridge) over the Merri River. These types of projects have been made possible through funding opportunities such as the Federal Government's Bridges Renewal Program.

Approximately 13% (\$6.6 million) of the portfolio is currently in 'Poor' to 'Very Poor' condition indicating renewal/upgrade of these assets is required in the short to medium term. This is a key driver of the annual bridge and major culvert replacement program.

Council must continue to allocate responsible levels of funding towards asset renewal to ensure that its assets are presented to the community in a safe and functional condition.

Financial Impact

The AMPs integrate whole-of-life costing and establish long-term financial forecasts for both asset classes. They define the services to be provided, how the services are provided and what funds are required over a 10-year planning period, which helps to inform the Long-Term Financial Plan.

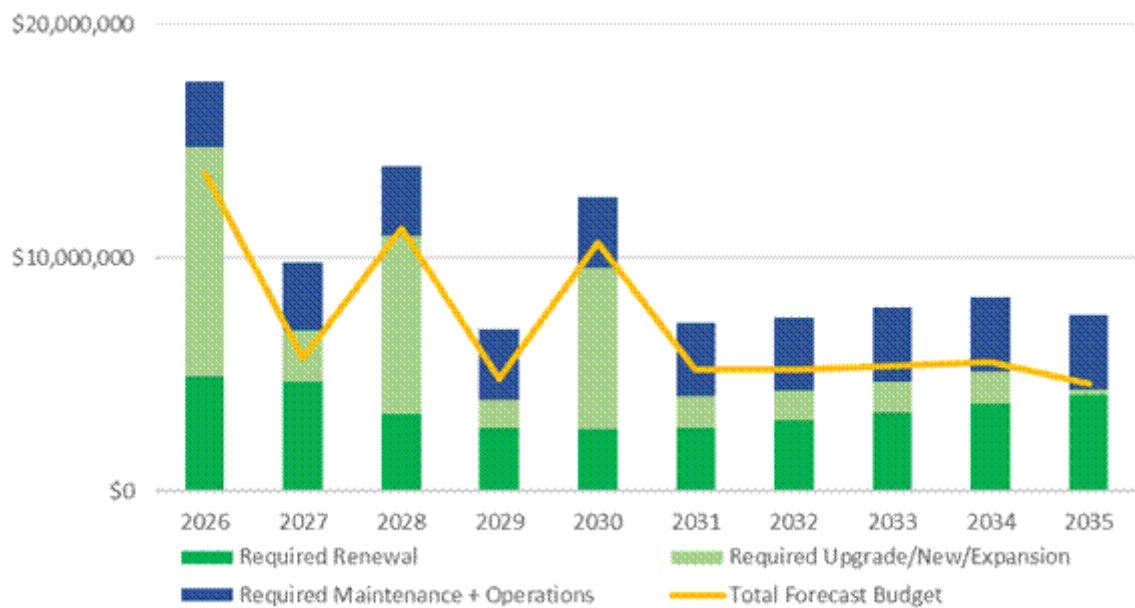
The forecast lifecycle costs necessary to provide the services covered by the AM Plans includes operation, maintenance, renewal, acquisition, and disposal of assets. Although the AM Plan may be prepared for a range of time periods, it typically informs a Long-Term Financial Planning period of 10 years. Therefore, a summary output from the AM Plan is the forecast of 10-year total outlays, which for the Council's Buildings is estimated to be \$99.2 million or \$9.9 million on average per year. For Council's Bridge network it is estimated at \$6.5 million or \$650K on average per year. This excludes contributed assets and works delivered through the Council's Development Contributions Plan.

Estimated available funding for the 10-year period is \$72 million or \$7.2 million on average per year for Buildings and \$5 million or \$500K on average per year for Bridges as per the Planned Budget. This is 73% and 77% respectively of the cost to sustain the current level of service at the lowest lifecycle cost.

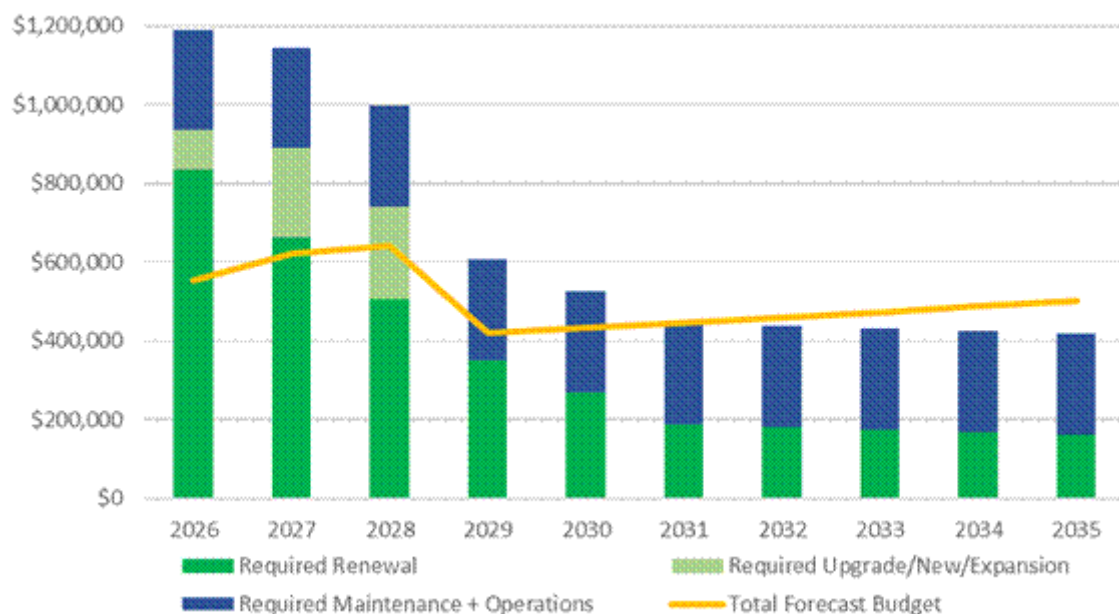
The shortfall for Buildings is primarily due to underfunding the maintenance and renewal of our buildings as they age and deteriorate. Council's imperative is to ensure that its assets are safe, fit for purpose, energy efficient, and meet the needs of the community.

Forecasts over the next 10 years shows that there is an immediate shortfall in funding for bridges particularly related to maintenance and renewal. In the mid to long term, Council is predicted to adequately fund its bridge portfolio, however this position may change depending on traffic growth and demand, service levels, and asset performance.

Forecast Lifecycle Costs and Planned Budgets (Buildings)



Forecast Lifecycle Costs and Planned Budgets (Bridges)



Legislation / Policy / Council Plan Context

2 City Infrastructure

2.1 Our City will prioritise maintaining and renewing existing infrastructure.

2.6 Our City will pursue efficiencies in maintaining and renewing Council buildings by improving heating and cooling systems and through energy-efficient lighting.

2.7 Our City values and implements sound Strategy Asset Management with consideration to assets and the retirement and consolidation of assets.

Timing

The updated AMP's were due for review and provide more current information to help better inform asset management practices and decisions.

Community Impact / Consultation

As an operational document, consultation with internal stakeholders assisted in the development of the AMP's which will be publicly available and promoted via Council's website. Consultation on Council's approach to asset management has been undertaken as part of the development of the Asset Plan which is due to be adopted by 31 October 2025.

The allocation in the planned budget is sufficient to continue providing existing Bridge services at current levels for the planning period. While service standards are expected to remain within tolerable limits under the current funding regime, it will be important for Council to continue to regularly monitor the performance of its bridges.

Council's present funding levels are insufficient to continue to provide existing Building services at current levels over the long-term.

The potential consequences of this position are:

- Declining community satisfaction with the provision of buildings.
- Inequality in access to quality facilities across many parts of the city.
- Declining asset condition leading to reduced functionality and increased safety issues.
- Increased climate vulnerability.
- Buildings will suffer from operational and functional obsolescence.

Legal Risk / Impact

Without AMPs, Council may fail to identify or mitigate asset deterioration, increasing the risk of infrastructure failure which carries some legal risk. These updated AMP's also help inform Council's 10-year Asset Plan which must be adopted by Council under the *Local Government Act 2020*.

Officers' Declaration of Interest

N/A.

Collaborative Procurement

N/A.

Conclusion

The updated Buildings and Bridges Asset Management Plans provide an evidence-based framework for managing these critical infrastructure assets. Adoption of these plans ensures the Council is better equipped to plan for growth, manage risk, and deliver sustainable infrastructure services aligned to community expectations and the Council Plan.

ATTACHMENTS

1. Buildings Asset Management Plan Draft to be adopted [7.8.1 - 56 pages]
2. Bridge Asset Management Plan Draft to be adopted [7.8.2 - 41 pages]

7.9. Asset Plan 2025-2035

DIRECTORATE : City Infrastructure & Environment

Purpose:

The purpose of this report is to present the Asset Plan 2025-2035 to Council and is recommended for adoption.

Executive Summary

The *Local Government Act 2020* requires Council to develop, adopt and keep in force an Asset Plan 2025 - 2035 (the Asset Plan) in accordance with its deliberative engagement practices.

The Asset Plan must be for a period of 10 years and include information about maintenance, renewal, acquisition, expansion, upgrade, disposal and decommissioning in relation to each asset class of infrastructure under the control of the Council.

The Asset Plan must be adopted by 31 October in the year following a general election.

This report provides the Asset Plan 2025 - 2035 and is recommended for adoption.

RECOMMENDATION

That Council adopt the Asset Plan 2025 – 2035.

Background

The purpose of the Asset Plan is, as per the Asset Plan Guidance Document provided by Local Government Victoria, “a document that communicates the importance and magnitude of the infrastructure assets for which council is the custodian.”

The first iteration of the Asset Plan under the *Local Government Act 2020*, was adopted by Council in June 2022.

The Asset Plan outlines information for the community about how Council is proposing to approach asset management over the 10-year life of the Asset Plan.

The purpose of the Asset Plan is to improve the transparency around asset value and performance, and to better inform the community on the type of assets under council management and their financial impost.

The Asset Plan also articulates and communicates the challenges and choices available to the Council in relation to service levels, costs and risk relating to how Council approaches and undertakes asset management.

The key components that make up the Asset Plan include:

- Linkages to Warrnambool 2040, the Council Plan and Financial Plan.
- Financial Integration of asset management within the framework of Council's financial management.
- Information about individual asset classes.
- Current State of the Assets which provides overall condition information of funding needs and allocations to asset management.

The Asset Plan is a key community facing document that is required under the *Local Government Act 2020*. It sits alongside Council's Financial Plan as the guiding ten-year resource and allocation tools within the Local Government Integrated Strategic Planning and Reporting Framework (ISPRF), and together these documents guide and inform Council decisions in a long-term context.

Financial Impact

Although the Asset Plan does not have a direct financial impact, it is an important document when considering Council's current and future financial sustainability and should play a role in informing future budgets and major financial decision by the Council.

The Asset Plan helps the community understand the pressures and competing factors at play when Council is considering financial matters impacting the Council.

Legislation/Policy/Council Plan Context

Section 92 of the *Local Government Act 2020* (the Act) outlines the requirement that councils must adopt an Asset Plan by 31 October in the year following each local government general election in Victoria.

The *Local Government Act 2020 (Planning and Reporting) Regulations* requires councils to record their compliance with section 92 of the Act by completing the Governance and Management Checklist annually; and to ensure that the Asset Plan aligns with the Council Plan, Council Budget, Annual Report, Community Vision and Financial Plan

Council Plan 2025-2029:-

2 City Infrastructure

2.1 Our City will prioritise maintaining and renewing existing infrastructure.

2.2 Our City will have appropriate open space infrastructure to meet the needs of our growing community.

2.3 Our City will plan for and improve the municipal drainage network to cope with the changing environment.

2.4 Our City neighborhoods' will have a well-connected network of footpaths.

2.5 Our City's Road network will be maintained to a safe and high-quality standard.

2.6 Our City will pursue efficiencies in maintaining and renewing Council buildings by improving heating and cooling systems and through energy-efficient lighting.

2.7 Our City values and implements sound Strategy Asset Management with consideration to assets and the retirement and consolidation of assets.

Timing

ACTION	DATE
Draft Plan to Council Meeting to go out for community feedback	Monday, 2 September 2025
Community Feedback on Draft Asset Plan	Tuesday, 3 September – Tuesday 16 September 2025 (2 weeks)
Asset Plan submitted to Council for adoption	Monday, 6 October 2025

Community Impact/Consultation

Information collected through the Council Plan community engagement process has been shared and reviewed with an asset management lens applied. Themes around maintenance of public open spaces and footpaths can be seen throughout the Council Plan engagement process.

Direct engagement through a survey to understand community views relating specifically to asset management and asset classes most utilised and prioritised by the community has been undertaken. The survey had 102 respondents, and this information has been reviewed and summarised within the Asset Plan.

The draft version of the Asset Plan 2025 - 2035 was put out for community feedback for a period of two (2) weeks between 3 –16 September 2025. There was no feedback received on the draft Asset Plan.

Legal Risk/Impact

The Asset Plan is a requirement under section 92 of the *Local Government Act 2020*.

Officers' Declaration of Interest

Nil.

Collaborative Procurement

Nil.

Conclusion

The Asset Plan 2025-2035 is submitted to Council and is recommended for adoption.

ATTACHMENTS

1. Asset Plan 2025-2035 [7.9.1 - 18 pages]

7.10. East Local Area Traffic Management (Latm) Plan

DIRECTORATE : City Infrastructure and Environment

Purpose:

This report presents the final draft of the East Warrnambool Local Area Traffic Management (LATM) Plan to Council for adoption.

Executive Summary

- The East Warrnambool Local Area Traffic Management (LATM) Plan has been to community consultation following the September Council Meeting with a range of feedback items.
- The final East Warrnambool LATM Plan (**Attachment 1**) is now presented to Council and is recommended for adoption.

RECOMMENDATION

That Council adopts the East Warrnambool Local Area Traffic Management Plan.

Background

Council was successful in obtaining funding through the TAC enabling the completion of the East LATM Plan, which has been identified as a key area requiring consideration and recommendations for road safety improvements. Ongoing growth and development in the area, including development out Hopkins Point Road and around Lyndoch, has significantly increased traffic movement from East Warrnambool and surrounds into the CBD and to other areas of the city.

Growth around Warrnambool's East has created several troublesome intersections, identified through residential feedback, peak traffic assessments and structure and development plans for the development area to the east of the Hopkins River. The continued growth within this precinct shows the local road safety issues across these junctions is only going to increase as traffic volumes increase, with vehicle, cyclist and pedestrian volumes growing due to population growth and the subsequent increasing usage and access of key areas such as Hopkins River, Logans Beach, Granny's Grave, etc., accessed via movements through East Warrnambool.

Through the development of the East Warrnambool LATM Plan, the junctions of Nicholson/Flaxman, Otway/Hopkins, Hopkins/Marfell and Simpson/Verdon have been identified as key target areas that will require improvement to accommodate growth.

Key stakeholders within the East Warrnambool Precinct have been liaised with as part of the development of the draft East Warrnambool LATM Plan.

The key stakeholders have included:

- Warrnambool East Primary School
- Gunditjmara Health Clinic
- Lyndoch Living/Respect Group
- Proudfoot's Restaurant
- Warrnambool Cycling Reference Group
- Warrnambool Cemetery Trust
- Internal Council Working Group
- Residents within the precinct via historical customer requests

Issues

The East LATM Plan development utilises the Safe System principles to determine suitable treatment methods for each interacting movement between pedestrian, cyclists and road users.

The safe system principles across the precinct as outlined in the plan provides recommendations for a large number of treatments including intersection upgrades, wombat installations, parking upgrades, refuge installations, improved cycling infrastructure and speed reductions, however, external funding is relied upon and required to deliver the Plan.

A process of prioritising projects recommended through the development of the East LATM Plan, post adoption, will inform funding applications made where suitable funding may become available. It is likely only key projects out of the East LATM Plan will be able to be achieved; however, it is important the LATM Plan presents a holistic view and provides recommendations of best-case outcomes when applying Safe System principles for road user and pedestrian safety.

Previous LATM plans have been completed and have resulted in the successful implementation of key infrastructure to maximise road user safety, with a range of intersection upgrades, wombat installations, parking upgrades, refuge installations, improved cycling infrastructure and speed reductions to be likely outcomes.

Financial Impact

This study has identified projects to be considered for future funding opportunities. External funding opportunities will be explored to assist in funding any future projects.

Legislation / Policy / Council Plan Context

2 City Infrastructure

2.5 Our City's road network will be maintained to a safe and high-quality standard.

2.8 Our City will continue to improve pedestrian, cycling and vehicle movement.

Timing

Following adoption Council staff will actively explore suitable funding streams on prioritised projects, ensuring value for money and sound strategy alignment. This funding is likely to govern implementation of the plan and the prioritisation in a staged manner based on these opportunities.

Community Impact / Consultation

Following the two-week consultation period a range of feedback was received through formal Your Say submissions, and responses obtained through direct engagement. This direct engagement presented as two pop-up sessions at Warrnambool East Primary School, along with an online information session.

A total of 85 responses were received through the Your Say online portal, with a healthy mix of feedback present. A further seven (7) feedback submissions were received via direct engagement though varying means.

Proposed Changes

Following an in-depth evaluation of feedback received, the below changes are proposed to be made to the draft East Warrnambool LATM plan presented for adoption.

Feedback Item	Requested Change	Outcome
Hopkins Rd Wombat Crossings	Excessive wombats on the Hopkins Road stretch will push traffic into residential streets as a shortcut (Marfell & Gladstone).	Remove the Marfell and Hopkins (North) wombats as single leg wombats, improved pedestrian crossing points will be provided as part of the intersection upgrade (non-ped priority).
Warrnambool East Primary School	Further clarity around the school safety improvement is required	The Ward St parking proposal has been amended to include a Kiss n Go point within the parallel parking.
Hickford Pde Parking	Remove parking proposal on Hickford Parade due to lack of demand	Amendment to parking area to formalise existing Granny's Grave parking (Marfell – Anthony) only.
Hopkins Rd Parking	The implementation of 2hr parking will push staff parking into residential streets	Add a note to stipulate this consideration, will follow the car park upgrade proposed only.

The changes to the East Warrnambool LATM Plan have been incorporated into the final draft of the East Warrnambool LATM Plan as attached – see Attachment 1.

Legal Risk / Impact

Funding of implementation remains an ongoing risk to Council, with a likely mix of DCP, internal and external funding contribution essential through the delivery of each project.

Officers' Declaration of Interest

Nil.

Collaborative Procurement

Nil.

Conclusion

The East Warrnambool LATM Plan has now been through a comprehensive engagement process, and some changes to the Plan are proposed in accordance with relevant feedback received.

The amended draft East Warrnambool LATM Plan is now submitted to Council and recommended for adoption.

ATTACHMENTS

1. Attachment 1 - Final Draft East Warrnambool LATM Plan [7.10.1 - 14 pages]

7.11. Leases And Licenses Policy 2025

DIRECTORATE : Executive Services

Purpose:

This report presents Council with a new Leases and Licenses Policy to release for community consultation.

Executive Summary

This report presents Council with a new Leases and Licences Policy for adoption. The policy establishes a clear, consistent and transparent framework for the management of all Council occupancy agreements, including leases, licences, seasonal tenancies, shared use agreements and Committees of Management arrangements.

The policy defines categories of tenants and introduces a structured methodology for determining rent and obligations, ensuring fairness across commercial, community, and sporting uses. It formalises rent discounts for community benefit, applies consistent principles for sporting clubs, and ensures all tenancies are formalised under legally binding agreements.

To further support consistency, the policy incorporates a standardised Maintenance Responsibilities Schedule, clarifying obligations between tenants and Council. This ensures better asset management outcomes and reduces the risk of disputes.

The policy will strengthen transparency, protect Council's financial sustainability, and provide certainty to tenants, moving away from the historic case-by-case approach.

RECOMMENDATION

That Council releases the attached Leases and Licenses Policy 2025 for community consultation for a period of four (4) weeks beginning 7 October 2025.

Background

Historically Council has not had a single consolidated policy to guide how leases and licences of Council properties are granted and managed. Decisions have largely been made based on established conventions, individual negotiations or past practice, which lacks the consistency and transparency of a formal policy framework.

Council officers identified the need for a standardised approach to ensure fairness to all tenants and better alignment with Council's asset management goals. In response, officers have developed the Leases and Licences Policy to codify the principles and processes for managing the use and occupancy of Council-owned or managed land and facilities. This new policy is intended to fill the gap and address the inconsistencies inherent in the previous case-by-case approach.

Issues

Adopting a clear and consistent policy framework for leases and licences will provide multiple benefits for Council and stakeholders.

Framework for All Occupancy Agreements

The policy establishes how Council will manage all forms of occupancy agreements. This includes leases, licences, occupancy agreements, seasonal tenancies, shared use agreements and Committee of Management arrangements. It covers both community and commercial use of Council assets, meaning all tenant types are subject to a unified set of guidelines rather than disparate arrangements. This ensures a fair and transparent process for any group or individual seeking to use Council property.

Tenant Categories and Consistent Methodology

The policy defines categories of tenants/uses (such as commercial leases, community leases, and sporting club licences) and outlines a structured methodology for determining rent and other terms for each category. Generally, rents will be set either at a market rate and then adjusted by applying transparent discounts or subsidies according to the tenant's category and the community benefit they provide. For example, commercial tenants will be charged full market rent (reflecting the value of the property and market conditions), whereas not-for-profit community groups may be eligible for discounted rent based on criteria like their use of volunteers, provision of community services to the Warrnambool community, lack of revenue generation, and contributions to facility improvements.

The policy introduces defined discount categories where a qualifying community tenant could receive up to 100% rent discount (but still be subject to a modest minimum administrative rent) if they meet all the community benefit criteria, ensuring that Council support is targeted to those delivering community value.

Likewise, sporting clubs and recreation groups and smaller community organisations are recognized by continuing the tailored approach established by the existing Occupancy of Sport and Recreation Facilities Policy methodology. This approach charges the same rate per square meter for all recreation facilities, which ensures equity for sporting groups regardless of the differing land values of sports facilities across the municipality. Clubs will pay consistent fees maintaining fairness no matter the facility's location or Council's land valuation. There is a different approach for users of The Warrnambool Stadium, who will continue to be primarily charged using a court hire fee per hour per court for their activities as established by Council in December 2021. Effectively, the same methodology would be used for most sporting organisations as has been used in recent years owing to positive reforms in those areas.

Fair and Transparent Agreements

By codifying how rent, tenure length, maintenance, and other terms are determined, the policy creates a fair, transparent, and defensible framework for all lease and licence decisions. All prospective tenants will have a clear understanding of how their rent is calculated and what obligations they will incur. This reduces the potential for disputes or perceptions of favoritism, as decisions will be based on published criteria rather than ad hoc negotiation. The policy also requires that all occupancy of Council property occurs under a formal agreement, avoiding informal arrangements altogether. This ensures Council's interests are protected through proper contracts and that tenants are aware of their rights and responsibilities.

Maintenance Responsibilities

To support consistency, the policy includes an attached Schedule 1 – Maintenance Responsibilities framework. This schedule clearly delineates which maintenance tasks and costs are the responsibility of the tenant and which remain Council's responsibility for each facility. By referencing Schedule 1 in every lease/licence, both Council staff and tenants will have a shared understanding of maintenance obligations, reducing confusion and ensuring assets are maintained appropriately. The inclusion of this maintenance schedule formalises arrangements that may previously have been handled informally or varied between agreements. It provides a fair and consistent baseline for all tenants.

In summary, the key issue this policy addresses is the lack of a consistent, fair framework for occupancy agreements. By introducing standard categories, methodologies, and responsibilities, the Leases and Licences Policy will ensure that all agreements are handled in a uniform manner that balances community benefit with Council's operational and financial considerations.

Financial Impact

If adopted, the policy will bring structure and consistency to rental income by basing rents on market valuations, with discounts transparently applied according to tenant category and community benefit. Commercial tenants will pay market rates, while community and sporting groups will access fair concessions supported by clear criteria and a minimum administrative rent. This approach improves predictability, supports financial sustainability, and ensures maintenance responsibilities are equitably shared between tenants and Council in line with asset management principles.

The seeks to balance of cost recovery, subsidy, and shared maintenance obligations to support the ongoing sustainability of asset management and support Council's overall financial sustainability, ensuring community facilities can be provided and renewed without unduly burdening ratepayers.

The rates used to calculate each tenant category is as follows, but these figures will be adjusted by Council from time to time to reflect changes in overall market conditions:

Category 1 (Commercial/Private): Full market rate assessed on the specific individual property.

Category 2 (Large Not for Profit Community Groups and Organisations): Full market rate assessed on the specific individual property less applicable discounts.

Category 3 (Small Not for Profit Community Groups and Organisations): \$8.80 per sqm per year less applicable discount.

Category 4 (Sporting Clubs and Recreation Group Licences): \$8.80 per sqm per year less applicable discount.

Category 5 (Warrnambool Stadium Resident Sports Associations): \$43 per court per hour.

Legislation / Policy / Council Plan Context

1 City Futures

1.2 Our City puts public health and safety as a priority

1.8 Our City encourages business growth and development.

1.9 Our City will create an environment that accelerates delivery of housing across all forms.

1.11 Our City will support and grow industries that will bring employment and prosperity to the region.

2 City Infrastructure

2.1 Our City will prioritise maintaining and renewing existing infrastructure.

5 City Leadership

5.4 Our City manages financial resources sustainably.

5.7 Our City is committed to sound governance, transparent decision-making and operating with integrity.

5.8 Our City will foster an informed community, enhance the customer experience and engage with the community to help inform key decisions, plans and policies.

5.9 Our City considers strategic risk in its decision making and is committed to providing safe environments where people can thrive.

Timing

If adopted following consultation the Leases and Licences Policy will take effect immediately. This means that all new lease or licence agreements (or renewals of existing agreements) executed after the adoption date will be developed in accordance with the new policy. Existing leases and licences will continue under their current terms until they expire, but any extensions or new agreements will be negotiated using the policy framework.

Community Impact / Consultation

The development of the Leases and Licences Policy has involved extensive internal consultation across the organisation to leverage staff expertise in property management and community facility use. Council's Recreation & Culture team, Safety & Risk unit, Finance department, Rates and Revenue team, and Building Maintenance officers have all been consulted in drafting the policy.

Although this is primarily an administrative policy guiding how Council manages its assets, the community impact is expected to be positive. By formalising leasing and licensing practices, Council is providing greater transparency and certainty to community groups, clubs, businesses and any other tenants or prospective tenants of Council property which allows them to benefit from clear written agreements and consistent rules.

This report recommends that the community be consulted on this policy for a period of four weeks.

Legal Risk / Impact

Implementing the Leases and Licences Policy will significantly reduce legal and operational risks associated with Council's property agreements. In the absence of a formal policy, there was a risk that leasing decisions could be made inconsistently or without full consideration of legislative requirements. This policy mitigates those risks by establishing a compliant and uniform process.

The policy has been developed with relevant legislative requirements in mind. Key legislation includes the *Local Government Act 2020*, which provides the powers and governance standards for council land dealings, and the *Crown Land (Reserves) Act 1978*, which governs leasing of Crown land managed by Council. Other applicable legislation includes the *Retail Leases Act 2003* for commercial tenancy protections and the *Residential Tenancies Act 1997* for any residential agreements.

Officers' Declaration of Interest

Nil.

Conclusion

The adoption of the Leases and Licences Policy would provide Council with a strong, well-considered framework for managing community and commercial use of Council-owned and managed land and facilities. By introducing consistency, transparency, and fairness across all occupancy agreements, the policy supports Council's financial sustainability, reduces legal and operational risk, and delivers clearer, more equitable arrangements for tenants.

Adoption of this policy would position Council to manage leases and licenses in a way that balances community benefit with responsible asset management, ensuring a sustainable and transparent approach into the future.

ATTACHMENTS

1. Leases and Licences Policy 2025 [7.11.1 - 16 pages]
2. Schedule 1 Maintenance [7.11.2 - 5 pages]

7.12. Policy Neutral Planning Scheme Amendment C216warr

DIRECTORATE : City Futures

Purpose:

This report provides information on submissions to Planning Scheme Amendment C216warr (Policy-Neutral Planning Scheme Review) and recommends that Council adopt the amendment with minor changes based on the submissions received from the Glenelg Hopkins Catchment Management Authority (GHCMA) and the Department of Energy, Environment and Climate Action (DEECA). Further, it recommends submitting the adopted amendment to the Minister for Planning for approval.

Executive Summary

- This amendment seeks to implement policy neutral changes to the Warrnambool Planning Scheme recommended as part of the Warrnambool Planning Scheme Review (March 2023).
- In October 2023 Council adopted the Warrnambool Planning Scheme Review (Version 1.2, 2 March 2023, Final) including recommendations. The report recommended, amongst other things, that policy neutral changes be undertaken to bring scheme provisions into alignment with the drafting style as provided by the Ministerial Direction: The Form and Content of Planning Schemes. These administrative amendments do not change the policy intent of the scheme. See **Attachments 1 & 2** for further details.
- The amendment was exempted from the requirement to publish a notice in the local newspaper and notice letters are only being sent to the Prescribed Ministers and government agencies during the statutory exhibition period as prescribed by the *Planning and Environment Act 1987* (the Act).
- The exhibition period for the amendment was from 24 July 24 to 25 August 2025. This period was extended until 8 September by the Department of Transport and Planning (DTP), following a request from the Department of Energy, Environment and Climate Action (DEECA) for additional time to review the amendment.
- Council has received submissions from the Environmental Protection Authority (EPA), Glenelg Hopkins Catchment Management Authority (GHCMA) and DEECA. All submissions have been resolved. Therefore, no panel hearing is required for this amendment.

RECOMMENDATION

That Council:

1. Adopts Amendment C216Warr to the Warrnambool Planning Scheme in accordance with Section 29(1) of the *Planning and Environment Act 1987* with minor changes.
 2. Submits Amendment C216Warr to the Minister for Planning for approval in accordance with Section 31(1) of the *Planning and Environment Act 1987*.
-

Background

The amendment is required to implement the policy neutral recommendations of the Warrnambool Planning Scheme Review, 2023.

The review was undertaken with external assistance through the Regional Planning Hub of the Department of Transport and Planning (DTP). DTP employed the services of Redink Planning to undertake the review throughout 2022.

The Review was finalised in March 2023 and adopted by Council in October 2023 as required by Section 12B of the *Planning and Environment Act 1987* (the Act). Periodic reviews ensure planning schemes provide the necessary framework to achieve Council's land use vision for the municipality.

Amendment C216warr clarifies and improves the style, format, language or grammatical form of content in accordance with the requirements of the Ministerial Direction: The Form and Content of Planning Schemes.

The amendment was authorised by the Department of Transport and Planning (DTP) on 26 June 2025, and was on public exhibition between 24 July and 8 September 2025. **Attachments 1 & 2** contain the Explanatory Report and the Instruction Sheet for the amendment.

Three submissions were received from government agencies, being the EPA, GHGMA and DEECA (**Attachments 3, 4 & 5**).

Issues

EPA Submission

The EPA requested Council to provide further information and asked whether any aspect of Ministerial Direction 19 is triggered in relation to the amendment, which may result in significant impacts on the environment, amenity, or human health due to pollution and waste.

A response was provided to the EPA, which satisfied their enquiry, and they confirmed that their request would be closed without a submission.

This amendment (C216warr) is policy neutral as part of the Warrnambool Planning Scheme Review March 2023. The referral requirement to the EPA already exists in the Planning Scheme under the Decision Guidelines in Clause 43.02 Schedule 3 (DDO3 – Premier Speedway Area) and this amendment simply moves the requirement for EPA referral to Clause 66.04s (Referral of Permit Applications Under Local Provisions) for clarity and consistency within the Scheme. In response to the EPA question regarding potential triggering of Ministerial Direction 19, the answer is 'no', as these administrative amendments do not alter the policy intent of the Scheme.

GHCMA Submission

The GHCMA raised the issue that they are referenced as a ‘determining referral authority’ under the schedule to Clause 66.04, 1.0, for Clause 42.01 (ESO) and Clause 43.02 (DDO). However, they have never been a determining authority for these clauses and currently act only as a recommending authority.

The revised ordinance will reference them as a “Recommending Authority” in the schedule to Clause 66.04, thereby resolving the matter.

DEECA Submission

DEECA raised a similar concern regarding their proposed designation as the ‘determining referral authority’ for two provisions in Clause 66.04, namely Schedules 1 and 2 to the Environmental Significance Overlay (ESO1 and ESO2). They advised that they have not been consulted or agreed to being added as a referral authority. However, they generally support the proposed planning scheme amendment, subject to their removal as a referral authority under the abovementioned clause. The Planning Scheme Review Report notes that DEECA were invited to a meeting regarding this matter but did not participate. Council officers held a meeting with DEECA staff following their submission, and have proposed that their comments remain as part of the Decision Guidelines, which is the same as the current provisions under Schedule 2 to Clause 42.01.

They also provided comments on the ESO1 (Coastal Environs) and ESO2 (Hopkins and Merri River Environs) Schedules to update the current maps, enabling the protection of additional areas and revising the decision guidelines. These comments largely relate to the non-policy-neutral aspects of the scheme review, which fall outside the scope of this amendment and can instead be considered as part of the full planning scheme review amendment in the future, or can be considered as part of a separate project that will review all schedules to the ESO.

DEECA has now confirmed in writing that they are happy with the proposed changes and approach and that their submission is now resolved. (refer **Attachment 6**).

Financial Impact

Costs for the preparation and exhibition of the planning scheme amendment are covered within the City Growth budget.

Legislation / Policy / Council Plan Context

5 City Leadership

5.7 Our City is committed to sound governance, transparent decision-making and operating with integrity.

Timing

Once Council adopts the Amendment, Council must submit the Amendment to the Minister for Planning within 10 business days of the date the amendment was adopted. A flow chart showing the current steps in the process is attached (**Attachment 7**).

Community Impact / Consultation

Given the policy-neutral nature of the amendment, consultation is limited to relevant government agencies and does not require broad community engagement. The views of relevant agencies were sought as part of the exhibition process, details of which are included above.

Legal Risk / Impact

Risk is managed through implementing the provisions of the *Planning and Environment Act 1987*.

Officers' Declaration of Interest

None declared.

Collaborative Procurement

No procurement required.

Conclusion

The C216warr amendment is a policy-neutral amendment that clarifies and improves the style, format, language or grammatical form of content in accordance with the requirements of the Ministerial Direction: The Form and Content of Planning Schemes. It is recommended that Council adopts Amendment C216warr and submits it to the Minister for Planning for approval.

ATTACHMENTS

1. C216warr Explanatory Report [7.12.1 - 11 pages]
2. C216warr Instruction Sheet [7.12.2 - 4 pages]
3. EPA Correspondence [7.12.3 - 4 pages]
4. GHCMA Correspondence [7.12.4 - 4 pages]
5. DEECA Submission [7.12.5 - 3 pages]
6. C 216 warr DEECA Final Submission - Resolved [7.12.6 - 1 page]
7. Planning Scheme Amendment Flowchart [7.12.7 - 1 page]

7.13. Audit And Risk Committee Annual Assessment

DIRECTORATE : Executive Services

Purpose:

This report tables the Audit and Risk Committee's annual assessment as required by the Local Government Act 2020.

Executive Summary

The Audit and Risk Committee completed its 2025 self-assessment and overall performance remains strong and steady. Members continue to express confidence in the Committee's core functions, particularly in planning and oversight of the internal audit program. While the results show a slight softening in a small number of areas, this is balanced by gains in access to advice/training and the timeliness and quality of papers.

Two points warrant context. First, six surveys were received from five members due to a duplicate submission; a sensitivity check shows this did not change the overall story or key findings. Second, the lower score relating to the Internal Audit Charter appears to have been driven by an incorrect assumption that the charter had not been reviewed recently.

Further improvement could be made with more targeted and regular briefings to the committee on changes in the business and the regulatory environment.

RECOMMENDATION

That Council receive a copy of the Audit and Risk Committee's annual assessment, tabled as required by section 54(4)(b) of the *Local Government Act 2020*.

Background

Council has established and maintains an Audit and Risk Committee as required by the *Local Government Act 2020* (the Act).

The current Audit and Risk Committee is made up of two Councillors – being Cr Ben Blain and Cr Matthew Walsh – and three independent external members appointed for their expertise in financial management and risk; and their experience in public sector management.

The Audit and Risk Committee have several requirements under the Act, including that the committee undertake an annual assessment of its own performance against its charter. The committee must provide a copy of this annual assessment to the Chief Executive Officer for tabling at the next Council meeting.

Issues

The 2025 annual self-assessment of the Audit and Risk Committee was completed in the form of an online survey sent to Committee Members on 4 June 2025. The results of the self-assessment survey were compiled and considered by the committee at its next quarterly meeting.

Notably, despite there being five committee members, a total of six responses were received via the online survey. An independent member of the committee later clarified they had completed the survey twice, however as the survey was conducted anonymously it is impossible to determine with certainty which response was made in error and consequently all six responses were included in the 2025 results. However, a leave-one-out sensitivity check on the raw responses showed that dropping any single respondent only had a minor impact on the results and the duplicate response has not resulted in a significant change to the overall figures.

The survey involved a series of questions relating to the roles and responsibilities outlined in its Charter. Members have a choice of five responses for each answer – Strongly Disagree, Disagree, Neutral, Agree, and Strongly Agree. These are then aggregated and converted into an overall score out of five for each question and an overall percentage score out of 100% for the entire self-assessment. Additionally, there are some text-based comments questions.

Overall, the results are positive and comparable to previous years. The overall 'Total Score' percentage for 2025 was 82.4%, which is marginally lower than 2024's score 83.7%.

Year-on-year movements indicate two clear soft spots and several improvements. The largest declines were in review of the Internal Audit Charter (from 4.7 to 3.8, -0.8) and satisfaction with Internal Audit performance (from 4.7 to 4, -0.7), pointing to reduced confidence in those areas compared with 2024. However, commentary indicates that at least one Committee member had erred in their memory of the charter stating *'The version that I have seen was dated 2020 and last reviewed in 2022. I would suggest we will need to put this on the agenda to review again this year at the latest.'* This is mistaken as the charter has been reviewed annually by the committee and Council since the Committee's establishment, with the most recent review by the Committee occurring on 13 May 2025 – 22 days before the survey being issued.

Offsetting these falls, the biggest gains were access to advice/training for Committee members (from 2.3 to 3.8, +1.5), timely receipt of agendas and papers (from 4 to 4.5, +0.5), and providing feedback on Internal Audit performance (from 3.7 to 4.2, +0.5). These shifts suggest strengthening member capability and meeting administration.

Looking at 2025 levels, the highest-scoring item was reviewing and approving the Internal Audit Plan (4.7/5), indicating strong confidence in the Internal Audit planning process. The lowest was receiving appropriate briefings on changes in the business/regulatory environment (3.7/5). A cluster sitting at 3.8/5 includes probing/challenging, charter review, briefings on business/operating model changes, advice/training, collective skills adequacy, responses when management progress is unsatisfactory, reporting to Council, and clarity/conciseness of papers.

Legislation/Policy/Council Plan Context

5 City Leadership

5.4 Our City manages financial resources sustainably.

5.5 Our City promotes organisational culture and performance.

5.7 Our City is committed to sound governance, transparent decision-making and operating with integrity.

5.8 Our City will foster an informed community, enhance the customer experience and engage with the community to help inform key decisions, plans and policies.

5.9 Our City considers strategic risk in its decision making and is committed to providing safe environments where people can thrive.

Conclusion

The Committee is performing well and the results of the Annual Review give confidence. With targeted briefings and continued member development, it is well-placed to build on its strong foundations in the year ahead.

ATTACHMENTS

1. 2025 Audit and Risk Committee Annual Assessment [7.13.1 - 2 pages]

7.14. Child Safety Statement Of Commitment

DIRECTORATE: Corporate Strategies

Purpose:

To seek Council's endorsement of a formal Statement of Commitment to Child Safety, affirming Councils dedication to creating and maintaining environments that prioritise the safety, wellbeing, and inclusion of all children.

Executive Summary

A statement of commitment to child safety is a formal, public declaration by an organisation that child safety and wellbeing are a priority, setting expectations for everyone involved to create and maintain environments where children are protected from harm. It signifies a zero-tolerance approach to abuse, outlines the organisation's values and principles, and communicates its dedication to implementing procedures, policies, and standards to safeguard children and ensure their views are respected.

Why it is important:

- **Public declaration:** It communicates to the entire organisation and the wider community that child safety is a priority.
- **Sets expectations:** It clarifies acceptable and expected behaviours for staff, volunteers, and others who interact with children.
- **Guides policy development:** It provides the foundational values and principles for creating robust child safe policies and procedures.
- **Builds trust:** It helps to build trust with children, families, and the community by demonstrating accountability and a commitment to safety.
- **Promotes a child-safe culture:** It encourages a broader culture within the organisation where everyone understands their role in keeping children safe.

RECOMMENDATION

That Council adopt the Statement of Commitment to Child Safety.

Background

Currently Council does not have an endorsed Commitment to Child Safety. Adoption of this draft Child Safety Commitment Statement will set the foundation for Councils Child Safety Framework.

Legislation/Policy/Council Plan Context

4 City Wellbeing

4.4 Our inclusive and diverse City is welcoming to all.

5 City Leadership

5.5 Our City promotes organisational culture and performance.

Officers' Declaration of Interest

Nil

ATTACHMENTS

1. WCC Statement of Commitment to Child Safety 2025 DRAFT v1 1 [7.14.1 - 1 page]

7.15. Proposed Sale Of Council Owned Properties At 34–38 Koroit Street

DIRECTORATE : Governance

Purpose:

The purpose of this report is to seek a resolution to undertake community consultation on a proposal to sell Council owned properties on Koroit Street.

Executive Summary

Council owns three adjoining properties at 34, 36 and 38 Koroit Street. These properties have historically been used for staff accommodation and, in the case of 34 Koroit Street, for commercial purposes. Following flood damage and subsequent repairs, the properties have been underutilised and are currently either vacant or occupied by Council staff on a short-term lease.

Council officers recommend that the properties be declared surplus to requirements and sold, with the preferred method being a collective sale as a development opportunity. This pathway aligns with Council's strategic objectives by reducing the asset renewal gap, freeing staff from tenancy management responsibilities, reducing compliance risks, and enabling reinvestment of capital into higher-value community outcomes. The proposed sale also supports the local housing market by returning underutilised assets to private ownership.

While drainage works have reduced the historical flood risk, uncertainty remains until the system is fully tested in a major event. The properties also face insurance limitations due to past flood claims. To mitigate risks and ensure transparency, it is recommended that Council disclose all known issues, including commissioning building reports and valuations prior to sale, consistent with its obligations as a public entity.

RECOMMENDATION

That Council:

1. Places the proposal to sell 34–38 Koroit Street, Warrnambool on community engagement for a period of 14 days, conducted in accordance with Council's Community Engagement Policy.
2. Delegates to the Chief Executive Officer (CEO) the authority, after considering all feedback, to determine whether to proceed with the sale proposal (in whole or in part) or not proceed.
3. If the CEO determines to proceed, endorses sale by expression of interest as the preferred sale method, and delegates to the CEO the ability to use an alternative lawful method if required and appropriate.
4. If the CEO determines to proceed, authorises the publication of a public notice of intention to sell the land at least four (4) weeks prior to dealing with the land, in the form required by law.
5. If the CEO determines to proceed, authorises officers to commission and publish any formal reports required to support the process and to ensure equal information access for prospective purchasers, including a building report and an independent valuation by a qualified valuer dated not more than six (6) months prior to sale.

6. If the CEO determines to proceed, authorises the CEO to finalise and execute all documents and take all administrative actions necessary to give effect to these resolutions, including minor timeline or process adjustments to ensure full statutory compliance and probity.

Background

Council owns three adjoining properties in Koroit Street that were purchased between 1990 and 1991 due to the ongoing flood risk posed to their then owners. Council has used these properties for staff accommodation, and in the case of 34 Koroit Street for commercial leases.

Council also purchased 40 Koroit Street and 32 Koroit Street at a similar time but sold these properties back into private ownership in 1988 and 1997 respectively.

Location



34 Koroit St



- 4 Rooms, including a small interconnecting room having a door to the kitchen and to another room
- Room at entrance has a glass slide panel window for business use
- Fully equipped kitchen
- Accessibility ramp
- 1 x Bathroom consisting of toilet with handrails, shower and basin
- Split system heating
- Grassed back yard with low maintenance gardens

36 Koroit St



- 2-3 bedrooms
- 2 bathrooms
- 2 Living spaces
- Garage
- Grassed back yard with low maintenance gardens

38 Koroit St

- 2 Bedrooms
- 1 Living room
- 1 Bathroom
- Garden Shed
- Grassed back yard with low maintenance gardens

Issues**Potential sale of Council Properties**

Council officers take the position that these three assets are surplus to the organisation's requirements and that sale is the preferred pathway for dealing with them. This provides a number of benefits:

- A reduction in Council's asset base which will assist the asset renewal gap.
- An immediate injection of capital for the organisation which can be repurposed for more productive and worthwhile uses.
- Reduced administrative burden for Council staff who will no longer have to deal with managing the leases of these properties and dealing with tenants and rental managers.
- Reduced regulatory risk and costs through removing compliance requirements with things like the Residential Tenancies Act and Fringe Benefit Tax obligations for staff who make use of the properties.
- Freeing up underutilised assets to be available for the community, assisting with the housing and rental crisis by bringing more stock to market.

However there are issues and challenges to be managed.

Flood Risk and Insurance Limitations

The properties have traditionally been flood prone and have suffered inundation during flood events. There have been a number of significant drainage improvements made to the area that have reduced this risk and will minimise the potential for future inundation. Recent flash-flooding after works have been completed has not affected the properties.

But despite recent drainage improvements in the area, there remains uncertainty regarding the full extent of their effectiveness due to the absence of a significant storm event to fully test the system. Until a significant event occurs there will remain uncertainty about the flood risk posed to the properties.

It is also understood that there is some flood damage to the underneath of at least some of these properties as a result of the most recent inundation, however this has not been formally inspected. If the properties are to proceed to sale there will be a formal building report done which will be available to all prospective purchasers.

The properties also have insurance challenges due to historical flood related claims. Council's insurers are not willing to accept claims related to the same flooding event that caused damage to the properties. Council's risk team has advised that insurance for the properties for any future owner is likely to be possible but it is unlikely that any existing flood damage will be insurable. It is likely that development of the sites which raises the floor level and accommodates any remaining risk, if any, would solve these issues.

Flooding Infrastructure on Site

There is some flooding infrastructure on site which connects into the broader stormwater system. These are in the form of two drainage pits:



The presence of these pits will need to be accommodated if the sites were ever developed, which does add a layer of complexity for a potential development.

If Council was to proceed with sale, it would do so as a 'model litigant' and make all known information publicly available. This would include commissioning a building report on the properties.

Proposed Method of Sale

Council officers have engaged with local real estate firms to inspect the properties and provide guidance on possible methods of sale. Officers are recommending that Council seeks to sell all three properties to a single buyer through a single expression of interest process.

This process would target developers but would be open for anyone to participate in. Marketing would be targeted locally but also there would be a larger focus on out-of-town developers to attract larger development/land holding buyers.

The type of buyer that this process would seek to attract would be less impacted and concerned by flood and insurance issues as they would likely be buying the properties to redevelop the site.

This would also support Council's strategic goals of greater population density in the CBD and more diversity in housing types.

Local Government Act 2020 requirements

The *Local Government Act 2020* requires that prior to selling land it must do the following things:

- at least 4 weeks prior to dealing with the land, publish notice of intention to do so.
- undertake a community engagement process in accordance with its community engagement policy.
- obtain from a person who holds the qualifications or experience specified under section 13DA(2) of the *Valuation of Land Act 1960* a valuation of the land which is made not more than 6 months prior to dealing with the land.

If supported, Council will seek community input on this proposal for a period of two weeks. Following consideration of the feedback, and if Council decides to proceed, officers will publish notice of intention to sell the land in the lawfully required form. On that basis, advertising could begin in mid to late October, with any sale able to occur from mid-November, subject to compliance with all statutory requirements.

Officers will also obtain a formal building report and a formal valuation to inform the process and decision-making.

Conclusion

The three Koroit Street properties represent underutilised assets that are not essential to Council operations. Their sale would generate immediate capital, reduce administrative and regulatory burdens, and provide wider community benefit by releasing additional housing stock.

Given the legislative requirements for land sales, the history and known issues with the properties, and the strategic opportunity to encourage CBD renewal, the most practical and beneficial pathway is to progress a combined sale of all three sites, supported by full disclosure and appropriate consultation.

ATTACHMENTS

1. Japan St Drainage Plans [7.15.1 - 1 page]

7.16. South West Victoria Alliance - Memorandum Of Understanding

DIRECTORATE : Executive Services

Purpose:

This report is to consider entering into a Memorandum of Understanding with the SouthWest Victoria Alliance (SWVA) for membership and ongoing financial contribution.

Executive Summary

Warrnambool City Council forms part of the SouthWest Victoria Alliance (SWVA). A Memorandum of Understanding (MoU) outlines the working arrangements of this partnership and is due for renewal. A copy of the MoU is attached – refer **Attachment 1**.

RECOMMENDATION

That Warrnambool City Council endorses the Memorandum of Understanding with the SouthWest Victoria Alliance (SWVA) effective from 24 October 2025 to 23 October 2028 (3 years).

Background

Working together as a region brings substantial benefits for Warrnambool City Council. The partnership brings collaboration, shared vision, joint advocacy on regional projects and priorities and the delivery of awareness raising events and forums. The current State Government and departments have a preference for dealing with regional priorities, and SWVA is strengthened by the inclusion of Wannon Water and Deakin University representatives on the Board.

[SWVA's Vision](#) was launched in 2024 at Victoria's Parliament House. Its three main themes are:

- Environment
- Community and
- Future Possibility

Changes between the previous MoU and the new MoU include the choice of the member councils to determine which elected representative sits on the SWVA Board. It no longer has to be the Mayor.

In addition, the representative does not have to change each year – each SWVA Council chooses what is best for their situation. This will allow continuity on the Board and give more momentum to the Alliance from year to year.

Financial Impact

Council's 2025-2026 budget includes an allocation of \$30,000 as a membership fee of SWVA.

Legislation/Policy/Council Plan Context

5 City Leadership

5.3 Our City is a leader in the South West region.

5.6 Our City will advocate strongly for our community and our region.

Timing

It is proposed that the MOU be adopted at the 6 October 2025 Scheduled Council meeting.

Officers' Declaration of Interest

No officers conflict.

ATTACHMENTS

1. South West Victoria Alliance Mo U, September 2025 [7.16.1 - 6 pages]

7.17. Advisory Committee Reports

DIRECTORATE : Executive Services

Purpose

This report contains the record of the Planning Advisory Committee meeting held on 5 August 2025.

Report

1. Planning Advisory Committee – 5 August 2025 – refer **Attachment 1**.

RECOMMENDATION

That the minutes of the Planning Advisory Committee meeting held on 5 August 2025, be received.

ATTACHMENTS

1. Planning Advisory Committee Minutes - 5 August 2025 [7.17.1 - 4 pages]

7.18. Cycling Reference Group Minutes 03 September 2025

DIRECTORATE : City Infrastructure

Purpose:

This report contains the record of the Cycling Reference Group Committee meeting, occurring on Wednesday 03 September 2025.

Executive Summary

This report relates to the Cycling Reference Group meeting, held Wednesday 3 September 2025, with a range of items discussed.

Key items from the meeting include discussion on the endorsed work plan, Council strategy tie-in and the review of upcoming capital projects.

RECOMMENDATION

That the record of the Cycling Reference Group meeting held on 3 September 2025, be received.

Background

The Cycling Reference Group (CRG) was formed in 2016. The CRG includes members of the community who are active members of the local cycling community, be that recreational; road racing; road biking; mountain biking; commuter; and/or cycling with children, youth, or older people.

Issues

The recent adoption of the Work Plan has highlighted key issues for the group to target over the next two years.

Items of interest include;

- Infrastructure additions and improvements (Pump Track, Off-road Cycling Circuit, Deakin Link)
- The review of capital projects proposed for the municipality
- Rail Trail behavior change
- East Warrnambool Traffic Management
- Review of cycling maps in line with Principal Bicycle Network (PBN) development
- Bike lanes and wayfinding
- General cycling advocacy

Financial Impact

There will be no direct financial cost to Council, however, there is a small commitment of officer resources both as members of and to support the activities of the CRG.

Legislation / Policy / Council Plan Context

1 City Futures

1.2 Our City puts public health and safety as a priority

2 City Infrastructure

2.8 Our City will continue to improve pedestrian, cycling and vehicle movement.

Timing

The current CRG membership term for community members runs from December 2023 through to November 2025.

Community Impact / Consultation

The CRG report outlines the outcomes the group has achieved during the three years, providing a cyclists' perspective to community road safety messaging and education, new infrastructure, and strategic projects.

Legal Risk / Impact

The CRG is a reference group only and holds no decision-making power. The CRG can propose recommendations to Council based on their knowledge and experience as members of the local cycling community. In addition to this the role of the group is to provide information to Council to support informed decision making in matters that relate to cycling in the community.

Officers' Declaration of Interest

No officer declared an interest in the Cycling Reference Group.

Conclusion

This report relates to the Cycling Reference Group meeting, held Wednesday 03 September 2025, with a range of items discussed.

ATTACHMENTS

1. Minutes Cycling Reference Group meeting Wednesday 3 September 2025 [7.18.1 - 8 pages]

7.19. Informal Meetings Of Council Reports

DIRECTORATE : Executive Services

Purpose

The purpose of this report is to provide Council with copies of Informal Meetings of Council (previously known as "Assembly of Councillor Records") as previously required under section 80A(2) of the Local Government Act 1989.

Background Information

Section 80A(2) of the Local Government Act 1989 required the record of an Assembly of Councillors to be reported at an ordinary Council meeting.

Assembly of Councillor Records are no longer a requirement in the Local Government Act 2020 as of 24 October 2020. However, under Council's Governance Rules, a summary of the matters discussed at the meeting are required to be tabled at the next convenient Council meeting and recorded in the minutes of that Council meeting.

Report

The records of the following Informal Meetings of Council are enclosed:-

1. Monday 8 September 2025 – refer **Attachment 1**.
2. Monday 15 September 2025 – refer **Attachment 2**.
3. Monday 22 September 2025 – refer **Attachment 3**.
4. Monday 29 September 2025 – refer **Attachment 4**.

RECOMMENDATION

That the records of the Informal Meetings of Council held on 8, 15, 22 and 29 September 2025, be received.

ATTACHMENTS

1. Assembly of Councillors Record 8 September 2025 [7.19.1 - 1 page]
2. Assembly of Councillors Record 15 September 2025 [7.19.2 - 2 pages]
3. Assembly of Councillors Record 22 September 2025 [7.19.3 - 1 page]
4. Assembly of Councillors Record 29 September 2025 (1) [7.19.4 - 2 pages]

7.20. Mayoral & Chief Executive Officer Council Activities - Summary Report

DIRECTORATE : Executive Services

Purpose

This report summarises Mayoral and Chief Executive Officer Council activities since the last Ordinary Meeting which particularly relate to key social, economic and environmental issues of direct relevance to the Warrnambool community.

Report

Date	Location	Function
1 September 2025	Warrnambool	Mayor – Officially opened the Victorian Arm Bowlers Association National Titles.
3 September 2025	Canberra	Mayor and Chief Executive Officer – Attended the Australian Top Tourism Town Awards.
11 September 2025	Warrnambool	Mayor – Attended the Warrnambool Legacy Club meeting.
	Melbourne	Cr Benter – attended the Victorian Parliamentary Friends of Football Launch.
15 September 2025	Warrnambool	Mayor – Officially opened the accessible beach ramp off McGennans car park.
	Warrnambool	Mayor and Deputy Mayor – Attended the Student Leaders Congress celebration night.
16 September 2025	Warrnambool	Mayor – Conducted an Australian Citizenship Ceremony with 88 residents receiving Australian citizenship.
17 September 2025	Warrnambool	Chief Executive officer – Attended the Francis Foundation Inc Annual General meeting.
29 September 2025	Warrnambool	Mayor and Deputy Mayor – Attended the National Police Remembrance Day service.
3 October 2025	Warrnambool	Mayor – Attended the Bendigo Spirit Business Networking function.

RECOMMENDATION

That the Mayoral & Chief Executive Officer Council Activities – Summary Report be received.

8. Notice Of Motion

No Notices of Motion have been received.

9. General Business

10. Urgent Business

11. Close Of Meeting