



# Council Meeting Agenda

2026/CM04

Monday, 16 March 2026



# THE COUNCIL MEETING

## Welcome to this Meeting of the Frankston City Council

The Council appreciates residents, ratepayers and other visitors taking their places in the Public Gallery, as attendance demonstrates an interest in your Council and community affairs. Community spirit is encouraged.

This information sheet is designed to help you to understand the procedures of Council and help you to gain maximum value from your attendance.

The law regarding the conduct of Council meetings enables the public to observe the session. However, to ensure the manageability of Council meetings, opportunities for public participation are limited to Question Time and registered submissions in accordance with Council's Governance Rules, which are available on our website, [www.frankston.vic.gov.au](http://www.frankston.vic.gov.au). It is not possible for any visitor to participate in any Council debate unless specifically requested by the Chairperson to do so.

If you would like to have contact with Councillors or Officers, arrangements can be made for you to do so separately to the meeting. Call Customer Service on 1300 322 322 or [info@frankston.vic.gov.au](mailto:info@frankston.vic.gov.au) and ask for the person you would like to meet with, to arrange a time of mutual convenience.

## When are they held?

Generally speaking, the Council meets formally every three (3) weeks on a Monday and meetings start at 7.00 pm, unless advertised otherwise. **This Council Meeting will be held in the Council Chambers, Frankston Civic Centre, 30 Davey Street (entry via Young Street).** Livestream footage can be viewed via our website, [www.frankston.vic.gov.au](http://www.frankston.vic.gov.au).

Council meeting dates are posted at Young Street entrance to the Civic Centre (upper level) and also on our website, [www.frankston.vic.gov.au](http://www.frankston.vic.gov.au).

## **Frankston City Council Governance Rules (adopted 31 August 2020)**

### **25. Chair's Duty**

Any motion which is determined by the *Chair* to be:

- 25.1 *defamatory of or embarrassing to any Councillor, member of Council staff or other person;*
- 25.2 *abusive or objectionable in language or nature;*
- 25.3 *a direct negative of the question before the Chair;*
- 25.4 *vague or unclear in intention;*
- 25.5 *outside the powers of Council; or*
- 25.6 *irrelevant to the item of business on the agenda and has not been admitted as urgent business, or purports to be an amendment but is not,*

*must not be accepted by the Chair.*

**79. Chair May Remove**

- 79.1 *The Chair may order and cause the removal of any person, including a Councillor, who disrupts any meeting or fails to comply with a direction given under sub-Rule 78.2, or cause the removal of any object or material that is deemed by the Chair as being objectionable or disrespectful.*
- 79.2 *Any person removed from the meeting under sub-Rule 79.1 must not return to the meeting without the approval of the Chair or Council.*

*It is intended that this power be exercisable by the Chair, without the need for any Council resolution. The Chair may choose to order the removal of a person whose actions immediately threaten the stability of the meeting or wrongly threatens his or her authority in chairing the meeting.*

The Penalty for an offence under this clause is 2 penalty units which is \$200

## **Live Streaming of Council Meetings**

Frankston City Council is now Live Streaming its Council Meetings.

### **Council is encouraging residents to view the meetings via the live streaming.**

Live Streaming allows you to watch and listen to the meeting in real time, giving you greater access to Council decision making and debate and improving openness and transparency.

There are three (3) fixed cameras in the Council Chambers and it is intended that the cameras will only provide vision of the Councillors who are present at the meeting.

Every care will be taken to maintain privacy and as far as practically possible, it is not intended that there be either live or recorded footage of the public or Media personnel, however, there might be incidental capture; for example footage of a person exiting the building depending on which camera is being used at the time, or audio recording of a person who interjects the meeting. Council officers who address Council will be heard on the live audio stream, and audio of them speaking will be recorded.

Archives of meetings will be published on Council's website generally within three (3) business days after the meeting date for the public's future reference. Council will make every reasonable effort to ensure that a live stream and recording is available. However technical difficulties may arise in relation to live streaming or access to Council's website.

Appropriate signage will be placed at the entrance to the meeting location notifying all attendees that the meeting will be streamed live and recorded.

It is not intended that public speakers will be visible in a live stream of a meeting. Cameras are to be positioned so that these members of the public are not visible. If you do not wish to be recorded you will need to contact the Councillors Office on telephone (03) 9768 1632 or via email [councillors.office@frankston.vic.gov.au](mailto:councillors.office@frankston.vic.gov.au) to discuss alternative options prior to the meeting.

In the event Council encounters technical issues with the livestreaming, the meeting will be adjourned for up to 30 minutes until the matter is resolved. If the matter cannot be resolved, the meeting will be postponed to another evening.

## **The Formal Council Meeting Agenda**

The Council meeting agenda is available for public inspection immediately after it is prepared, which is normally on the Thursday afternoon two (2) business days before the meeting. It is available from the Reception desk at the Civic Centre (upper level), on our website [www.frankston.vic.gov.au](http://www.frankston.vic.gov.au) or a copy is also available for you in the chamber before the meeting.

The following information is a summary of the agenda and what each section means:-

- **Items Brought Forward**

These are items for discussion that have been requested to be brought forward by a person, or a group of people, who have a particular item on the Agenda and who are present in the Public Gallery.

- **Presentation of Written Questions from the Gallery**

Question Time forms are available from the Civic Centre and our website, [www.frankston.vic.gov.au](http://www.frankston.vic.gov.au).

“Questions with Notice” are to be submitted before 12 noon on the Friday before the relevant Ordinary Meeting either in person at the Frankston Civic Centre, online using the Question Time web form or via email to [questions@frankston.vic.gov.au](mailto:questions@frankston.vic.gov.au).

“Questions without Notice” are to be submitted between 12 noon on the Friday before the relevant Ordinary Meeting up until 4pm on the day of the relevant Ordinary Meeting either in person via the designated Question Time box located at the Frankston Civic Centre front reception or the after-hours mail box or via email to [questions@frankston.vic.gov.au](mailto:questions@frankston.vic.gov.au).

A maximum of 3 questions may be submitted by any one person at one meeting. There is no opportunity to enter into debate from the Gallery.

More detailed information about the procedures for Question Time is available on our website, [www.frankston.vic.gov.au](http://www.frankston.vic.gov.au).

- **Presentation of Petitions and Joint Letters**

These are formal requests to the Council, signed by a number of people and drawing attention to matters of concern to the petitioners and seeking remedial action from the Council. Petitions received by Councillors and presented to a Council meeting are usually noted at the meeting, then a report is prepared for consideration at the next available meeting.

- **Presentation of Reports**

Matters requiring a Council decision are dealt with through officer reports brought before the Council for consideration. When dealing with each item, as with all formal meeting procedures, one Councillor will propose a motion and another Councillor will second the motion before a vote is taken. If the members of the public wish to clarify any of the items on the Agenda, please contact the relevant manager by phoning 1300 322 322 or email [info@frankston.vic.gov.au](mailto:info@frankston.vic.gov.au).

- **Presentation of Delegate Reports**

A Councillor or member of Council staff who is a delegate may present to Council on the deliberations of the external body, association, group or working party in respect of which he or she is a delegate or an attendee at a Council approved conference / seminar.

- **Urgent Business**

These are matters that Councillors believe require attention and action by Council. Before an item can be discussed, there must be a decision, supported by the majority of Councillors present, for the matter to be admitted as “Urgent Business”.

- **Closed Meetings**

Because of the sensitive nature of some matters, such as personnel issues, contractual matters or possible legal action, these matters are dealt with confidentially at the end of the meeting.

### **Opportunity to address Council**

Any person who wishes to address Council must pre-register their intention to speak before 4.00pm on the day of the meeting, by telephoning Council on 1300 322 322 or by submitting the online web form or by using the application form both available on the website, [www.frankston.vic.gov.au](http://www.frankston.vic.gov.au).

The submissions process is conducted in accordance with Council's Governance Rules, which are available on our website. All submissions will be limited to 3 minutes in duration, except for Section 223 submitters, who have a maximum of 5 minutes. No more than ten (10) members of the public are to be permitted to address the Council. Further speakers will be permitted to address the meeting at the discretion of the Chair. All speakers need to advise if they are speaking on behalf of an organisation and it is deemed that they have been appropriately authorised by that said organisation.

Public submissions and any subsequent discussion will be recorded as part of the meeting, and audio recordings of Council meetings will be made available to members of the public. If a submitter does not wish to be recorded, they must advise the Chair at the commencement of their public submission.

### **Disclosure of Conflict of Interest**

If a Councillor considers that they have, or might reasonably be perceived to have, a material or general interest in a matter before the Council or a special committee of Council, they will declare their interest and clearly state its nature before the matter is considered. This will be done on every occasion that the matter is considered by the Council or special committee.

If a Councillor has an interest in a matter they will comply with the requirements of the *Local Government Act 2020*, which may require that they do not move or second the motion and that they leave the room in which the meeting is being held during any vote on the matter and not vote on the matter.

If a Councillor does not intend to be at the meeting, he or she will disclose the nature of the interest to the Chief Executive Officer, Mayor or Chairperson prior to the meeting commencing.

## **MAYOR**



## NOTICE PAPER

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### ALL COUNCILLORS

NOTICE is hereby given that a Council Meeting of the Council will be held at the Civic Centre, Davey Street, Frankston, on 16 March 2026 at 7:00 PM.

### COUNCILLOR STATEMENT

*All members of this Council pledge to the City of Frankston community to consider every item listed on this evening's agenda:*

- *Based on the individual merits of each item;*
- *Without bias or prejudice by maintaining an open mind; and*
- *Disregarding Councillors' personal interests so as to avoid any conflict with our public duty.*

*Any Councillor having a conflict of interest in an item will make proper, prior disclosure to the meeting and will not participate in the debate or vote on the issue.*

### ACKNOWLEDGEMENT OF TRADITIONAL OWNERS

*I acknowledge the Traditional Custodians of the land on which we meet today, the Bunurong People of the Kulin Nation, and pay my respect to Elders past, present and future. I would like to extend that respect to Elders of other communities who may be here today.*

**BUSINESS**

- 1. APOLOGIES**
- 2. COUNCILLOR APPRECIATION AWARDS**
  - 2.1 Presentation of Letter Under Seal to the Family of Gina Polous
- 3. CONFIRMATION OF MINUTES OF PREVIOUS MEETING**  
Council Meeting No. CM3 held on 23 February 2026.
- 4. DISCLOSURES OF INTEREST AND DECLARATIONS OF CONFLICT OF INTEREST**
- 5. PUBLIC QUESTIONS**
- 6. HEARING OF SUBMISSIONS**
- 7. ITEMS BROUGHT FORWARD**
- 8. PRESENTATIONS / AWARDS**
- 9. PRESENTATION OF PETITIONS AND JOINT LETTERS**
- 10. DELEGATES' REPORTS**
- 11. CONSIDERATION OF CITY PLANNING REPORTS**  
Nil
- 12. CONSIDERATION OF REPORTS OF OFFICERS**
  - 12.1 Governance Matters Report for 16 March 2026 .....3
  - 12.2 Frankston City Libraries Network Review .....26
  - 12.3 Award Contract CN11736: Banyan Reserve - Playspace and pump track upgrade..... 115
- 13. RESPONSE TO NOTICES OF MOTION**
  - 13.1 Further Response to 2025/NOM10 - Foreshore Grand Rotunda: Foreshore Grand Rotunda Feasibility ..... 120
- 14. NOTICES OF MOTION**  
Nil
- 15. REPORTS NOT YET SUBMITTED**  
Nil
- 16. URGENT BUSINESS**

**17. CONFIDENTIAL ITEMS**

Nil

Tennille Bradley

**CHIEF EXECUTIVE OFFICER**

11/03/2026



**Executive Summary****12.1 Governance Matters Report for 16 March 2026**

*Enquiries: (Cam Arullanantham: Corporate and Commercial Services)*

*Email: Cam.Arullanantham@frankston.vic.gov.au*

**Council Plan**

Level 1:	Council Performance and Leadership
Level 2:	Provide good governance and ensure Councillors are demonstrating to the community the highest standards of, integrity, transparency, respect, and accountability

**Purpose**

To seek endorsement from Council on the recent Governance matters.

**Recommendation (Director Corporate and Commercial Services)**

That Council:

**Councillor Briefings Record**

1. Receives the record of Councillor Briefing meetings held since the date of last Council Meeting held on 28 January 2026, as listed in the body of the report;

**Instrument of Appointment and Authorisation**

2. Appoints the officers listed in the Instrument of Appointment and Authorisation under Section 147 (4) of the Planning and Environment Act 1987 and the regulations made thereunder and under Section 313 of the Local Government Act 2020;
3. Authorises for the Instrument of Appointment and Authorisations to be signed and Sealed;
4. Resolves Attachment A (11A - Instrument of Appointment and Authorisation) to remain confidential indefinitely on the grounds that it contains personal information, being information which if released would result in the unreasonable disclosure of information about any person or their personal affairs (*Local Government Act 2020*, s.3(1)(f));

**MAV State Council Meeting Motions**

5. Notes the Municipal Association of Victoria (MAV) State Council Meeting has been confirmed for 29 May 2026;
6. Endorses eight (8) motions for submission to MAV, prior to the 30 March 2026 deadline, for consideration at the State Council Meeting:
  - Strengthening Funding for Victoria's Neighbourhood Houses
  - Sustainable and Climate Responsive Crown Land Management Framework
  - Unlocking surplus public land to accelerate social and affordable housing supply
  - Best Practice Implementation of Developer Registers for Local Government
  - Legislative powers for the enforcement of breaches on coastal Crown land

**12.1 Governance Matters Report for 16 March 2026****Executive Summary**

- Advocating for Consistent State Funding of Lifesaving Services and Protection Against Cost-Shifting
  - Improving the Presentation and Maintenance of State-Owned Transport Gateways and Infrastructure
  - Protective Service Officers at Hospitals
7. Authorises the CEO to make minor amendments to the wording of the motions, should this be required;

Housing Advisory Committee

8. Notes the Housing Accelerator Taskforce was formulated in partnership with Federal MP Jodie Belyea and State MP Paul Edbrooke, following the 8 December 2025 Council Meeting, with Mayor Baker as the nominated Councillor delegate;
9. Notes that the Housing Advisory Committee has fulfilled its intended role, and that the Housing Acceleration Taskforce marks the next phase of Council's strategic approach to housing;
10. Resolves to formally dissolve the Housing Advisory Committee, effective 17 March 2026, and revoke its Terms of Reference;
11. Acknowledges the members of the Housing Advisory Committee and thanks them for their contribution to improving housing outcomes within the Frankston municipality;

Councillor Delegates to External Committees – Commonwealth Volunteer Grants 2025-2026 Committee

12. Notes the Mayor, Cr Sue Baker, has been invited by Federal Member for Dunkley, Jodie Belyea MP, to participate as a committee member of the Commonwealth Volunteer Grants 2025-2026; and
13. Authorises Mayor Baker to participate as a Community Committee Member on the Commonwealth Volunteer Grants 2025-2026 Committee.

**Key Points / Issues**

- In accordance with the *Local Government Act 2020*, Council's Governance Rules, Policies and Council resolutions, the agenda for each Council Meeting is required to list certain governance and/or administrative matters in addition to other specified items.
- Keeping in mind best practice, good governance principles and transparent reporting it was deemed appropriate to consolidate governance and/or administrative type reports into one standing report to provide a single reporting mechanism for a range of statutory compliance and/or governance matters. This will ensure sharing council data and clear reporting for the community.
- The Governance matters report may include, but is not limited to, the Council resolution Status, Instruments of Appointment & Authorisation, Instruments of Delegations, Audit and Risk Committee matters, Advisory committee matters, and other governance related matters.

**12.1 Governance Matters Report for 16 March 2026**

**Executive Summary**

**Governance Matters reported for this meeting**

The matters covered under the Governance Report for this meeting are:

- Council Briefings Record
- Instrument of Appointment and Authorisation
- MAV State Council Meeting Motions
- Housing Advisory Committee
- Councillor Delegates to External Committees – Commonwealth Volunteer Grants 2025 -26 Committee

**Councillor Briefings Record**

- At its meeting on 11 September 2023, Council resolved that:
  - *“4. Resolves to provide with effect from the October Council Meeting, the record of Councillor Briefings containing the following details through the Governance Matters Report:*
    - *List of the topics discussed at councillors briefings held since the date of last council meeting;*
    - *Records of the Councillors attendance at that briefing; and*
    - *Conflict of Interest disclosures, if any.”*
- The briefings listed below have occurred since the 23 February 2026 Council Meeting:

Briefing Date and Topics	Councillors in Attendance	Disclosures of Interest
4 March 2026 <ul style="list-style-type: none"> <li>• Budget Session 2: Capital Works &amp; Operational touch point</li> <li>• Agenda Review</li> </ul>	Mayor, Cr Sue Baker Deputy Mayor, Cr Cherie Wanat Cr David Asker Cr Nathan Butler Cr Steffie Conroy Cr Emily Green Cr Brad Hill Cr Michael O’Reilly	Nil
11 March 2026 <ul style="list-style-type: none"> <li>• Councillor Only session</li> </ul>	Mayor, Cr Sue Baker Deputy Mayor, Cr Cherie Wanat Cr David Asker Cr Nathan Butler Cr Steffie Conroy Cr Emily Green Cr Brad Hill	Nil

**Instrument of Appointment and Authorisation**

- Section 147(4) of the Planning and Environment Act 1987 (P&E Act) require that officers must be formally appointed as an ‘authorised officer’ to enable them to administer and enforce the provisions of the P&E Act.
- Council’s lawyers have reviewed the provisions of these Acts in regard to the delegation of powers and are of the view that Council resolution is required to authorise officers under this Act.

**12.1 Governance Matters Report for 16 March 2026****Executive Summary**

- Instrument of Appointment and Authorisation for the officers has been drafted and is attached at **Attachment A (confidential)** of this report. The Instruments are based on the template provided by the Maddocks Delegations and Authorisations Service.
- It is recommended that Council appoints the officers listed in the attached Instruments of Appointment and Authorisation as Authorised Officers under *Planning and Environment Act 1987*, and authorises the Instruments to be signed and sealed.

**MAV State Council Meeting Motions**

- Each year, councils across Victoria are invited to submit Motions to be heard at the MAV State Council Meeting. This provides Council with the opportunity to highlight specific topics and projects at a state level to clearly demonstrate the level of commitment of Frankston City Council to both Local and State issues.
- Typically, there are two State Council Meetings held each year. The first for 2026 is scheduled for 29 May 2026, with the deadline for submitting motions set for 30 March 2026.
- An email was circulated to Councillors on 6 January 2026, seeking input into raising motions for submission to the State Council Meeting.
- Motions should be of a statewide significance and should also be subject to Council resolution.
- Submitted Motions should not be repetitive in form or substance of a motion or item considered at the most recently held meeting of State Council.
- Officers have finalised eight (8) Motions for consideration (**Attachments B**) and are seeking endorsement to submit the motions to the MAV for inclusion:
  - Strengthening Funding for Victoria's Neighbourhood Houses
  - Sustainable and Climate Responsive Crown Land Management Framework
  - Unlocking surplus public land to accelerate social and affordable housing supply
  - Best Practice Implementation of Developer Registers for Local Government
  - Legislative powers for the enforcement of breaches on coastal Crown land
  - Advocating for Consistent State Funding of Lifesaving Services and Protection Against Cost-Shifting
  - Improving the Presentation and Maintenance of State-Owned Transport Gateways and Infrastructure
  - Protective Service Officers at Hospitals

**Housing Advisory Committee**

- The Housing Advisory Committee has operated for the last three years to monitor, advocate and provide advice on local housing needs in Frankston City.
- The Committee was established in response to the housing affordability crisis and the need to identify opportunities and innovative solutions to facilitate sustainable housing outcomes.

**12.1 Governance Matters Report for 16 March 2026****Executive Summary**

- Recently, Council established a new Housing Acceleration Taskforce to provide coordinated strategic leadership aimed at accelerating housing supply across Frankston City and support the achievement of the municipality's housing target of 33,000 additional dwellings by 2051.
- At its Committee meeting on 16 February 2026, it was acknowledged that the establishment of the Taskforce marks the next phase of Council's strategic approach to housing and recognised that future strategic leadership in this space will best be driven through the Housing Acceleration Taskforce. Accordingly, the Committee supported the recommendation that Council dissolve the Housing Advisory Committee and revoke its Terms of Reference.
- In making this recommendation, Committee members reflected positively on the outcomes achieved during its tenure, including its contribution to the development and adoption of Council's Affordable Housing Policy.

**Councillor Delegates to External Committees – Commonwealth Volunteer Grants 2025-26 Committee**

- Each year, at its Annual Council Meeting, Council authorises Councillor representatives to serve on both internal and external committees. Any new committees established during the year that require Councillor representation must also be authorised by Council in the same manner.
- Mayor, Cr Sue Baker received an invitation from the Federal member of Dunkley, Jodie Belyea, to participate as a Committee Member on the Commonwealth Volunteer Grants 2025-26 Committee.
- It is recommended that Council authorise Mayor Baker to participate as a Community Committee Member on the Commonwealth Volunteer Grants 2025-26 Committee.

**Financial Impact**

There are no financial implications associated with this report.

**Consultation****1. External Stakeholders**

Nil.

**2. Other Stakeholders**

Nil.

**Analysis (Environmental / Economic / Social Implications)**

There are no environmental or social implications associated with this report.

**Legal / Policy / Council Plan Impact****Charter of Human Rights and Responsibilities**

All matters relevant to the Charter of Human Rights and Responsibilities have been considered in the preparation of this report and are consistent with the standards set by the Charter.

**Legal**

Nil.

**12.1 Governance Matters Report for 16 March 2026****Executive Summary**Policy Impacts

Nil.

**Gender Impact Assessments**

No gender impact assessment was required.

Officer's Declaration of Interests

Council officers involved in the preparation of this report have no Conflict of Interest in this matter.

**Risk Mitigation**

There are no risks identified with this report

**Conclusion**

The purpose of this report is to brief, update and seek Council's endorsement on various governance matters listed above. It is recommended that Council endorses the governance matters raised in this report.

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**ATTACHMENTS**

Attachment A: Draft s11A - Instrument of appointment & authorisation by Council  
- **CONFIDENTIAL**

Attachment B: [↓](#) Motions for MAV State Council Meeting - May 2026

## MAV State Council Motion

29 May 2026 Meeting

**Motion Title:** Strengthening Funding for Victoria's Neighbourhood Houses

**Relevant Director:** Director Communities

### Proposed Motion (max 250 words)

That the MAV calls on the Victorian Government to:

1. Highlight the essential contribution Neighbourhood Houses make to community resilience, social inclusion, lifelong learning and early intervention support, and emphasise the need for investment that keeps pace with population growth and increasing community complexity.
2. Review the Neighbourhood House Coordination Program (NHCP) funding model to ensure it accurately reflects contemporary service demand, workforce pressures and the expanding scope of community support delivered by Neighbourhood Houses.
3. Commit to an immediate 25% increase to the Department of Families, Fairness and Housing NHCP-funded hourly rate, in recognition of rising staffing and operational costs, increasing community reliance on Neighbourhood Houses and their critical role in supporting local wellbeing and social connection.
4. Commit to funding five new Neighbourhood Houses in growth areas each year, aligned with demonstrated population pressures and expanding community need.
5. Review NHCP indexation formulas, noting that indexation has not kept pace with real cost increases, resulting in many Neighbourhood Houses now requiring 100% of NHCP funding to cover staffing costs, leaving no funding for operational expenses.

For a motion to be considered at State Council, the motion must align with the enabling priorities:

1. Connected places
2. Health & wellbeing
3. Diversity, equity & inclusion
4. Resilience & recovery
5. Intergenerational infrastructure

### Rationale for Motion (max 350 words)

Neighbourhood Houses play a vital role in building healthy, vibrant and resilient communities. They enable people to participate in community life and the local economy through programs that promote social inclusion, skills development, improved health and wellbeing, and volunteering opportunities.

However, information from the sector peak body, Neighbourhood Houses Victoria, shows that rising costs and growing community needs mean current funding levels are no longer

## MAV State Council Motion

29 May 2026 Meeting

adequate, with nearly half of all Victorian Neighbourhood Houses operating at a loss in 2023 and 2024.

For Frankston City's eight Neighbourhood Houses, the community impact is significant, with:

- 112 employees
- 107 volunteers annually
- 281 volunteer hours per week
- 5,160 participant hours per week
- 9,997 program sessions annually
- 95–98% of participants reporting positive wellbeing impacts (emotional, physical and social)

The Minister for Carers and Volunteers has acknowledged the importance of Neighbourhood Houses and confirmed that any additional funding is dependent on annual State Budget decisions, highlighting the need for strong, sector-wide advocacy.

A meaningful commitment to increased funding is essential to secure the future of the sector. Without responsive and sustainable investment, Neighbourhood Houses will be unable to meet rapidly growing community needs, retain skilled staff, or deliver the essential services communities rely on. Strengthening the NHCP is critical to safeguarding equitable access, community resilience, and long-term wellbeing outcomes across Victoria.

## MAV State Council Motion

29 May 2026 Meeting

**Motion Title:** Sustainable and Climate-Responsive Crown Land Management Framework

**Relevant Director:** Director Corporate & Commercial Services

### Proposed Motion (max 250 words)

That the MAV calls on the Victorian Government and the Department of Energy, Environment and Climate Action (DEECA) to work collaboratively with local government to develop a contemporary, climate-responsive and sustainably funded framework for the management of Crown land that:

- a) recognises the complexity and true cost borne by Councils in managing Crown land on behalf of the State;
- b) streamlines and modernises DEECA approval processes to reduce administrative burden and improve project delivery;
- c) ensures funding and capability support are aligned with the increasing costs of asset maintenance, regulatory compliance and climate-related impacts; and
- d) acknowledges the significant community, environmental and economic value of Crown land assets managed by local government.

For a motion to be considered at State Council, the motion must align with the enabling priorities:

1. Sustainable economy
2. Climate & regenerative design
3. Resilience & recovery
4. Intergenerational infrastructure

### Rationale for Motion (max 350 words)

Councils act as Committees of Management for significant areas of Crown land on behalf of the State Government. In doing so, they deliver essential governance, maintenance, compliance, community access and risk-management functions that ensure these public assets remain safe, functional and accessible. While this role supports environmental, cultural and community outcomes, it places substantial cost, operational and legal responsibilities on local government.

In recent years, the demands associated with Committee of Management responsibilities have increased sharply. Councils are now managing:

## MAV State Council Motion

29 May 2026 Meeting

- Escalating climate change impacts, including more frequent extreme weather events, coastal erosion, increased bushfire and flood risk, and growing biodiversity loss. These impacts require intensive environmental management, emergency preparedness, specialised technical expertise and costly recovery efforts.
- Accelerating infrastructure degradation and heightened public safety risks, driven by ageing assets, harsher environmental conditions and increased community use. Councils must undertake more frequent inspections, maintenance and renewals, often for assets they do not own and must rely on State approvals to proceed.
- Expanding regulatory, compliance and community expectations, including obligations relating to cultural heritage protection, environmental reporting, risk management, accessibility standards and transparent engagement. These requirements increase administrative effort and require skills and capacity that many Councils struggle to resource.

Despite these growing pressures, funding and capability support have not kept pace. Councils carry significant financial exposure and operational burdens for Crown land they do not own.

Given the complexity, scale and statewide nature of these challenges, there is a clear need for MAV advocacy. Strong, unified advocacy is essential to secure fairer funding, streamlined approval processes, clearer legislative frameworks and greater capability support. This will ensure Crown land is managed safely and sustainably, while protecting Councils from unsustainable and disproportionate burdens.

## MAV State Council Motion

29 May 2026 Meeting

**Motion Title:** Unlocking surplus public land to accelerate social and affordable housing supply

**Relevant Director:** Director Communities

### Proposed Motion (max 250 words)

That the MAV advocates to the Victorian Government to:

1. Work in partnership with local councils to identify and prioritise suitable surplus or underutilised state government owned public land to unlock opportunities for social and affordable housing supply, by:
  - a. Improving communication, transparency and information-sharing between Victorian Government agencies and local councils.
  - b. Identifying sites that can deliver a mix of housing types, including crisis and transitional accommodation, social and affordable housing and Aboriginal housing.
  - c. Resourcing councils in their enabling role to make better use of modern assessment tools and technology, building on the Local Government Housing Innovation Program led by the MAV and Greater Dandenong City Council, to support efficient, transparent and evidence-based assessment of state government owned public land.
2. Establish a clear, time-bound and coordinated program to accelerate the release and development of suitable state government owned public land for social and affordable housing development, that:
  - a. Prioritises high-need municipalities experiencing significant housing stress and have limited council-owned land available for redevelopment.
  - b. Aligns redevelopment with council housing strategies, infrastructure capacity and open space planning to ensure homes are well-located.
  - c. Maximises affordable housing yield on public land to deliver long-term community benefit.
  - d. Prevents surplus public land being sold on the open market unless it delivers meaningful and measurable affordable housing outcomes in line with local policy objectives.

For a motion to be considered at State Council, the motion must align with the enabling priorities (select alignment):

1. Active local democracy
2. Connected places

## MAV State Council Motion

29 May 2026 Meeting

3. Health & wellbeing
4. Sustainable economy
5. FutureGen
6. First Peoples local government relations
7. Climate & regenerative design
8. Diversity, equity & inclusion
9. Resilience & recovery
10. Intergenerational infrastructure

### Rationale for Motion (max 350 words)

Victoria is experiencing significant and growing housing pressures and addressing them will require coordinated action across all levels of government. One practical and timely way to boost the supply of social and affordable housing is to make better use of surplus or underutilised state government owned public land.

In well-established metropolitan municipalities like Frankston City, surplus council-owned land is extremely limited. This constrains councils' ability to directly influence the supply of new homes at the scale the community needs. By contrast, the Victorian Government holds significant portfolio of public land across its departments and agencies. When public land is surplus or no longer needed for operational purposes, it creates an opportunity repurpose land for long-term community benefit through housing, including crisis, transitional, social, affordable and Aboriginal housing.

A coordinated, time bound program, led by Homes Victoria and delivered with councils and registered community housing providers, would create clear and consistent pathways for repurposing appropriate public land. This would give councils certainty about future redevelopment options, ensure planning and infrastructure needs are aligned, and maximise the amount of affordable housing that can be delivered on publicly owned sites. Strengthening collaboration and information sharing between State agencies and councils, and equipping councils with fit-for-purpose tools and capability, would make it easier to identify, prioritise and test potential sites.

While the Victorian Government has committed to unlocking surplus land for housing through initiatives like the Small Sites Program, no similar commitments have been made for Frankston City, despite its role as a designated activity centre experiencing rapidly increasing housing stress. This represents a missed opportunity, as areas like Frankston City present a clear opportunity for place-based activation of suitable state government owned public land for well-located housing that maximises long-term community benefit.

Targeting public land in high-need and well-serviced areas will help the Victorian Government to meet its housing targets, support local housing strategies and provide long-lasting community benefit by reducing homelessness. This approach aligns with Frankston City Council's Affordable

[MAV State Council Motion](#)[29 May 2026 Meeting](#)

Housing Policy, which emphasises partnership, well-located housing delivery, and a diverse mix of housing outcomes that respond to community need.

## MAV State Council Motion

29 May 2026 Meeting

**Motion Title:** Best Practice Implementation of Developer Registers for Local Government

**Relevant Director:** Director Corporate and Commercial Services

**Proposed Motion (max 250 words)**

That the MAV calls on the Victorian Government to:

1. Set a mandatory requirement for councils to maintain and provide regular transparent reporting on a "Councillor interactions with developers Register"; and
2. Reinforce these requirements, along with a mandatory requirement for a "Councillor interactions with lobbyists Register", in their upcoming release of the Model Transparency Policy.

For a motion to be considered at State Council, the motion must align with the enabling priorities (select alignment):

1. Active local democracy
2. Connected places
3. Health & wellbeing
4. Sustainable economy
5. FutureGen
6. First Peoples local government relations
7. Climate & regenerative design
8. Diversity, equity & inclusion
9. Resilience & recovery
10. Intergenerational infrastructure

**Rationale for Motion (max 350 words)**

IBAC's Operation Sandon Report released in July 2023 recommended amendments to the P&E Act 1987 to deter submitters of planning applications from attempting to improperly influencing a council.

The Victorian Government are currently implementing a legislative reform program with updates to the Planning and Environment (P&E) Act 1987 currently underway. This is likely to result in amendments requiring local government councils to adhere to the changes.

Frankston City Council resolved on 12 August 2024 to establish a public register of Councillor Interactions with Developers which is published quarterly on its Transparency Hub. A Councillor Interactions with Developers Policy was authorised by the CEO on 26 May 2025 and noted at Council on 2 June 2025. It has been publishing the register quarterly since July 2025.

Frankston City Council's Mayor, Cr Sue Baker, wrote to the Minister and Shadow Minister for Local Government in December 2025 imploring the Victorian Government to implement the requirement for all local government councils in Victoria to ensure that Councillors record their interactions with

## [MAV State Council Motion](#)

[29 May 2026 Meeting](#)

developers and lobbyists on a register, and that following privacy assessment the appropriate information be made available publicly on their council website.

Frankston City Council submitted a motion to the MAV State Council Meeting on 10 October 2025 titled "Best practice implementation of Lobbyist Registers for local government" which called on mandatory requirements for council to maintain and provide regular transparent reporting on a Councillor Interactions with Lobbyists Register. The motion was carried.

There is also an opportunity to reinforce councillor interactions with lobbyists and developers as mandatory requirements in the upcoming release of the Model Transparency Policy.

## MAV State Council Motion

29 May 2026 Meeting

**Motion Title:** Legislative powers for the enforcement of breaches on coastal Crown land

**Relevant Director:** Director Communities

**Proposed Motion (max 250 words)**

That the MAV calls on the State Government to:

1. Advocate to the Department of Energy, Environment and Climate Action, the Office of Conservation Regulator and the Conservation Regulator's Stakeholder Reference Group to include unauthorised use or development of coastal Crown land in the regulatory priorities.
2. Advocate to the Department of Energy, Environment and Climate Action for increased resourcing and expanded authority of the Office of Conservation Regulator to enable timely enforcement of sections 77 and 78 of the *Marine and Coastal Act 2018*; and avoid reliance on local government to follow up breaches of regulation it is not authorised to enforce.
3. Advocate to the Office of Conservation Regulator to review and strengthen its procedures for responding to unauthorised works, use and development on coastal Crown land in line with its enforcement powers under sections 65, 77 and 78 of the *Marine and Coastal Act 2018*, ensuring early intervention and preventing irreversible damage to the marine and coastal environment.
4. Increase penalty units for breaches of section 21AA of the *Crown land (Reserves) Act 1978* and section 65 of the *Marine and Coastal Act 2018* to improve deterrence of unlawful activities on coastal Crown land.

For a motion to be considered at State Council, the motion must align with the enabling priorities (select alignment):

1. Active local democracy
2. Connected places
3. Health & wellbeing
4. Sustainable economy
5. FutureGen
6. First Peoples local government relations
7. Climate & regenerative design
8. Diversity, equity & inclusion
9. Resilience & recovery
10. Intergenerational infrastructure

**Rationale for Motion (max 350 words)**

## MAV State Council Motion

29 May 2026 Meeting

Unauthorised use and development on coastal Crown land continue to cause significant and sometimes irreversible impacts on Victoria's marine and coastal environment. Recent unauthorised works around Port Phillip Bay demonstrate the scale and severity of the issue, including unapproved private seawalls and vegetation removal, which damage the fragile ecosystem, increase erosion risk, hinder natural coastal processes, and undermine longterm foreshore resilience. These works are inconsistent with statewide guidance under the *Marine and Coastal Act 2018*, which requires consent for all use, works and development on marine and coastal Crown land.

The scale and frequency of unauthorised coastal works appears to be increasing. Illegal works highlight a growing pattern of high-impact, unapproved interventions on Crown land. These often involve the construction of coastal protection structures built without technical assessment or alignment with coastal engineering and geomorphological principles. These structures harden the shoreline, shift erosion hazards onto adjacent properties and the marine environment, and generate long-term management burdens for councils and the State.

Encroachment onto coastal Crown land through progressively expanded private landscaping, structures, and unauthorised coastal protection works continues to place natural systems at risk. Despite the significant environmental and public land impacts, the construction of coastal protection structures—including protection structures or levees regulated under section 21AA of the *Crown Land (Reserves) Act 1978*—is not currently listed as a regulatory priority for the Office of the Conservation Regulator (OCR). This gap limits proactive compliance focus on some of the most harmful forms of coastal Crown land modification.

Climate change-driven increases in coastal hazards are intensifying pressure for intervention—both lawful and unlawful. As Committees of Management for large areas of foreshore, local councils require stronger and more rapid regulatory action from the State to prevent, halt and remediate unsafe or environmentally damaging works.

While councils can act through the *Planning and Environment Act 1987*, many unauthorised works fall outside planning triggers or on Crown land, where enforcement by the OCR is likely to be more impactful. Current penalties under the *Marine and Coastal Act 2018* and *Crown Land (Reserves) Act 1978* remain insufficient to deter illegal development on public land. Strengthening State regulatory priorities and increasing penalty units would better protect natural coastal processes and uphold the integrity of coastal Crown land.

## MAV State Council Motion

29 May 2026 Meeting

**Motion Title:** Advocating for Consistent State Funding of Lifesaving Services and Protection Against Cost-Shifting

**Relevant Director:** Director Customer Innovation and Arts, Shweta Babbar

### Proposed Motion (max 250 words)

That the MAV calls on the Victorian Government to:

- Guarantee recurrent, fully State-funded lifesaving services across Victoria's coastal municipalities, ensuring equitable access to safe and supervised beaches for all communities.
- Affirm that paid lifeguard services and associated lifesaving operations are essential public safety infrastructure and a core responsibility of the Victorian Government, and must be fully State-funded, including emerging technologies such as drones and helicopters, with no cost-shifting to local government, service users, community organisations or other stakeholders.
- Implement a transparent and consistent funding framework for Life Saving Victoria that provides certainty for councils and service providers, and avoids ad hoc, annual or short-notice funding requests to municipalities.
- Work collaboratively with MAV and member councils to establish a sustainable, long-term funding model that reflects growing coastal visitation, climate-driven risk, population growth, and tourism pressures.

### Strategic Alignment:

- Healthy, diverse and thriving communities
- Resilience and recovery
- Sector capability and good governance

### Rationale (max 350 words):

Victorian coastal communities are experiencing sustained growth in visitation to beaches and foreshore areas, with demand intensifying during summer, extreme heat events and peak tourism periods. At the same time, drowning risk in coastal waters has increased, underscoring the importance of reliable, well-resourced lifesaving services as a core public safety function.

Recent approaches by Life Saving Victoria seeking additional financial contributions from councils, often on an annual or short-notice basis, represent a concerning shift away from a fully State-funded service model. In some cases, councils are being asked to contribute significant unbudgeted funds to maintain existing service levels, creating financial uncertainty and inequity across municipalities.

This approach risks establishing a precedent for cost-shifting State responsibilities to local government, undermining councils' ability to plan responsibly and deliver essential services. It also

## MAV State Council Motion

29 May 2026 Meeting

creates inconsistency in beach safety outcomes depending on a council's financial capacity, rather than community need or risk profile.

Lifesaving services are fundamental to public safety and should be delivered through a clear, equitable and recurrent State funding framework. A consistent model would provide certainty for councils and Life Saving Victoria, support effective workforce and service planning, and ensure all Victorians can access safe, supervised coastal environments.

This motion seeks sector-wide advocacy through MAV to secure clarity, accountability and sustainability in the funding of lifesaving services, and to protect councils from inappropriate cost-shifting while safeguarding community wellbeing.

For a motion to be considered at State Council, the motion must align with the enabling priorities (select alignment):

1. Active local democracy
2. Connected places
3. Health & wellbeing
4. Sustainable economy
5. FutureGen
6. First Peoples local government relations
7. Climate & regenerative design
8. Diversity, equity & inclusion
9. Resilience & recovery
10. Intergenerational infrastructure

## MAV State Council – Draft Motions

29 May 2026

**Motion Title:** Improving the Presentation and Maintenance of State-Owned Transport Gateways and Infrastructure

**Relevant Director:** Director Customer, Innovation and Arts

### Proposed Motion (max 250 words)

That the MAV calls on the Victorian Government to:

1. Establish increased and ongoing funding to improve the maintenance, presentation and renewal of State Government-owned transport infrastructure, with priority given to key gateway entrances, transport corridors and arrival points into cities and regional centres. This includes state arterial roads, median strips, bridges, sound walls, rail corridors, railway stations and associated infrastructure that shape first impressions of communities and support daily movement across Victoria.
2. Implement relevant recommendations from the Parliamentary Inquiry into Local Government Funding and Services.
3. Seek investment to prioritise:
  - i. uplift and beautification of major gateway entrances and transport arrival corridors
  - ii. proactive maintenance including mowing, pruning, litter removal and surface repairs
  - iii. graffiti prevention and rapid removal programs
  - iv. improved lighting, greening and public realm enhancements
  - v. pedestrian and cycling safety improvements along state corridors.

For a motion to be considered at State Council, the motion must align with the enabling priorities (select alignment):

1. Active local democracy
2. Connected places
3. Health & wellbeing
4. Sustainable economy
5. FutureGen
6. First Peoples local government relations
7. Climate & regenerative design
8. Diversity, equity & inclusion
9. Resilience & recovery
10. Intergenerational infrastructure

### Rationale for Motion (max 350 words)

Gateway entrances and major transport corridors form the primary arrival experience for residents, visitors and investors entering Victoria's cities, suburbs and regional communities. These locations play a critical role in shaping perceptions of safety, economic vitality and civic pride.

## MAV State Council – Draft Motions

29 May 2026

Across Victoria, councils are increasingly reporting declining presentation standards along State Government-owned roads, rail corridors and transport environments, particularly at prominent entry points into activity centres and municipalities. Issues such as deteriorating road surfaces, unmanaged vegetation, graffiti, poor lighting and litter accumulation are becoming more visible across key gateways despite significant investment in major transport projects in recent years.

While infrastructure delivery programs, including rail upgrades and level crossing removals, have improved mobility outcomes, ongoing stewardship of surrounding assets has not kept pace with community expectations or asset usage levels. Population growth, increased visitation and rising construction and maintenance costs are placing additional strain on existing infrastructure networks.

Local governments frequently receive community complaints regarding the condition and appearance of state-managed transport corridors, creating confusion around responsibility and placing reputational pressure on councils despite limited authority to intervene.

Industry analysis, including findings from the National Transport Research Organisation (NTRO), indicates growing maintenance pressures across Victoria's road network, reinforcing the need for a stronger preventative maintenance and renewal approach.

Improving gateway environments delivers benefits beyond aesthetics. Well-maintained entrances support tourism, investment attraction, road safety outcomes and community wellbeing, while greening and lighting upgrades contribute to climate resilience and safer public spaces.

A coordinated funding and stewardship model between State and Local Government would enable proactive maintenance, targeted gateway upgrades and place-based improvements that ensure Victoria's transport infrastructure reflects the quality, liveability and economic ambition of its communities.

## MAV State Council Motion

29 May 2026 Meeting

**Motion Title:** Protective Service Officers at Public Hospitals

**Relevant Director:** Director Communities

### Proposed Motion (max 250 words)

That the MAV calls on the Victorian Government to:

1. Fund and deploy Protective Service Officers (PSOs), or an equivalent dedicated public safety presence, at Victorian public hospitals to improve the safety of healthcare workers, patients and visitors.
2. Provide assurance that funding for hospital security is not cost-shifted to health services, hospital foundations, local governments or community fundraising, and that core public safety functions remain the responsibility of the State.
3. Work with health services, workers, unions and local government to identify priority hospital sites based on risk, demand and incident data.

For a motion to be considered at State Council, the motion must align with the enabling priorities (select alignment):

1. Active local democracy
2. Connected places
3. Health & wellbeing
4. Sustainable economy
5. FutureGen
6. First Peoples local government relations
7. Climate & regenerative design
8. Diversity, equity & inclusion
9. Resilience & recovery
10. Intergenerational infrastructure

### Rationale for Motion (max 350 words)

Incidents of violence, aggression and anti-social behaviour within Victorian public hospitals are increasing, placing healthcare workers, patients and visitors at risk and contributing to workforce stress, burnout and attrition. Assaults on hospital staff are well documented across the sector, with frontline clinicians and support staff often bearing the brunt of these incidents.

Despite this, hospital security arrangements across Victoria remain inconsistent and, in some cases, underfunded. Recent media reporting has highlighted instances where public hospitals have been forced to rely on community donations or hospital foundation funds to

## MAV State Council Motion

29 May 2026 Meeting

pay for private security services, an approach that is neither sustainable nor appropriate for a core public safety function.

Public hospitals are essential community infrastructure and should be supported by a consistent, government-funded protective presence, similar to other high-risk public environments. The absence of a visible and adequately empowered security model places pressure on health staff to manage situations beyond their role and capability and can result in flow-on impacts to local emergency services and surrounding communities.

Providing PSOs or an equivalent dedicated protective service at public hospitals would improve safety outcomes, deter violence, support health workers, and reinforce that protecting frontline workers is a shared state responsibility. A coordinated statewide approach would deliver better outcomes than fragmented, locally funded security solutions and ensure equity across metropolitan, regional and growth-area communities.

## Executive Summary

### 12.2 Frankston City Libraries Network Review

*Enquiries:* (Shweta Babbar: Customer Innovation and Arts)

*Email:* Shweta.babbar@frankston.vic.gov.au

#### Council Plan

Level 1:

Connected Places and Economy

Level 2:

Through strategic creative destination development, we position Frankston as a premier cultural hub, attracting visitors, showcasing first class arts experiences and events, fostering local talent, and enriching community life

#### **Purpose**

To brief Council on the finding of the Library Network Review Analysis and seek endorsement for the report to be placed on public exhibition for a period of eight (8) weeks, to inform the development of a draft Library Master Plan, Implementation Plan and Action Plan.

#### **Recommendation (Director Customer Innovation and Arts)**

That Council:

1. Notes the Library Network Review Analysis has been developed to establish a robust evidence base to inform and guide the development of a Library Master Plan, Implementation Plan, and Action Plan;
2. Notes the next stage will focus on ensuring the Library Network Review Analysis is aligned with community and stakeholder outcomes and priorities;
3. Supports community engagement for the Library Network Review Analysis for a period of 8 weeks to commence in July 2026; and
4. Notes a draft Library Master Plan, Implementation Plan and Action Plan will be developed in consideration of stakeholder and community feedback; and will be presented to Council for consideration in December 2026.

#### **Background**

- An external consultant, 42 Squared, was engaged to prepare a Libraries Network Review Analysis (Attachment A) to establish a transformative roadmap to renew, reposition, and reimagine the municipality's public library network.
- Councillors were provided with a presentation on the key finding at a Briefing on 17 November 2025.

#### **Key Findings**

Key findings throughout the development of the report include:

- Frankston City Libraries perform strongly in collections and family-focused programming, contributing to high levels of customer satisfaction. Continued investment in infrastructure will support the evolution of physical spaces to ensure they remain contemporary and aligned with modern library programs and service delivery across the Victorian sector.

**12.2 Frankston City Libraries Network Review****Executive Summary**

- Frankston City has the 2<sup>nd</sup> highest rate of people experiencing loneliness in Victoria. Public libraries are inclusive hubs addressing loneliness through providing social, educational, economic and wellbeing benefits for the community. Studies demonstrate a \$4.30 return on investment for every \$1 invested in libraries.
- The current library floor space is below industry standard benchmarks. At 23.82m<sup>2</sup>/1,000 population, the currently library floor space is 30% below Melbourne metro standards, and 60% below State Library, NSW industry benchmarking for a modern multipurpose library. Inspiring children's spaces and creative maker spaces are two standout areas lacking in Frankston City Libraries branches.
- Frankston requires a contemporary flagship Library as part of the network, delivering expanded services, civic partnerships, and major programs. With increasing apartment living and smaller households, library design should provide shared workspaces, meeting rooms, and digital access for residents without adequate private space. The Network Review proposes a 3,000 m<sup>2</sup> library within an integrated services hub at the Frankston Metropolitan Activity Centre, with a focus on work and creative program spaces.
- The community in Langwarrin are currently served by a small outreach physical library collection located at the Langwarrin Council Customer Service shop. Work undertaken in 2017 to identify a suitable location for a library in Langwarrin as part of a community hub failed to identify a suitable location. A number of locations in Langwarrin were considered at the time, and community engagement was undertaken. It is recommended that we need to fill the current known gap in service, to provide a larger and more suitable library offering to the community.
- The community in Carrum Downs is currently served by a library with a floor space of 600m<sup>2</sup>. In the next 10 years, it is recommended that work is undertaken to redevelop the site as an integrated service hub with opportunities to collaborate with other Council Services, to provide a larger and more suitable library offering for the community.
- The community at Seaford has a small library and in the next five years, Seaford library should be upgraded to allow open access with enhanced security and access to the library space. The Seaford library could be considered for expansion as the opportunity arises. There is an option to consider expanding the hours and access through improved secure entry system if feasible.

**Key Priorities**

In consideration of the key findings outlined in the Network Review Analysis, the key priorities are:

- Undertake Community Engagement activities via the Engage Frankston platform, distribute paper surveys within library branches and outreach locations, and conduct pop-up engagement sessions at locations across the municipality to inform the development of the draft Master Plan, Implementation Plan and Action Plan.

**12.2 Frankston City Libraries Network Review****Executive Summary**

- Officers continue to explore the feasibility for redevelopment of the Frankston Library within a new location in the Frankston Metropolitan Activity Centre
- Due to previous studies undertaken to identify a suitable location for a library in Langwarrin, it is recommended officers work with internal teams to investigate and scope the feasibility of an ideal spot within Langwarrin (including retail leasing option).
- Work with internal teams to scope the feasibility to expand the service offering at Seaford library.
- Explore the feasibility of developing the Carrum Downs Library site over the next ten years, and incorporate any associated works into Council's Long Term Infrastructure Plan to ensure the location meets the community's future needs.

**Financial Impact**

There are no financial implications associated with this report.

The Network Review Analysis Report provides a framework of short, medium and long-term options to guide future library infrastructure over a five-to-fifteen-year period. The budget for Open Access at Seaford Library in in the Long-term Infrastructure Program (LTIP), however all other library master plan recommendations are not yet included in the LTIP

The costs associated with the development of a draft Master Plan implementation will be subject to future annual budget approval processes. Any new works will only process once funding has been allocated and/or obtained by Council or other sources e.g., grant. Such budget allocations will be subject to Council consideration of new capital expenditure through the annual budget process and grant, or other opportunities.

The development of a draft Master Plan will provide an advocacy tool for Council to build awareness, seek support and secure essential funding to deliver the improvements to benefit the community for the provision of library infrastructure.

**Consultation****1. External Stakeholders**

42 Squared

**2. Other Stakeholders**

The following Council departments provided input and collaboration during the development of the Network Review Analysis Report:

Libraries, Arts & Culture, City Futures, Finance, Family Services, Community Strengthening, Project Management and Property

**Analysis (Environmental / Economic / Social Implications)**

Libraries play a vital role in support community wellbeing, lifelong learning and social inclusion. Public libraries provide free and equitable access to information, technology, and educational resources for people of all ages and backgrounds. Public libraries support early literacy and childhood development, student learning, workforce readiness, and digital literacy, particularly for those who may not have access at home.

**12.2 Frankston City Libraries Network Review****Executive Summary**

They also act as trusted civic institutions, offering reliable information, quiet study spaces, and professional guidance in an increasingly complex information environment.

Beyond their educational role, libraries are important community hubs that foster connection, creativity, and cultural participation. They provide safe, welcoming spaces for families, young people, seniors, and vulnerable community members, helping to reduce social isolation and strengthen community cohesion. Through programs, events, and partnerships, libraries support local culture, innovation, and civic engagement. As population needs and expectation evolve, well-resourced libraries enable councils to deliver inclusive, adaptable services that contribute directly to community resilience and quality of life.

The Network Review Analysis Report has been developed to identify the community infrastructure required to meet community needs for library service provision over the ten to twenty years.

Other supporting strategies include the Community Needs Infrastructure report and the Frankston Metropolitan Activity Centre Action Plan.

**Legal / Policy / Council Plan Impact**Charter of Human Rights and Responsibilities

All matters relevant to the Charter of Human Rights and Responsibilities have been considered in the preparation of this report and are consistent with the standards set by the Charter.

Legal

There are no legal impacts within this report.

Policy Impacts

There are no policy impacts within this report.

**Gender Impact Assessments**

A gender impact assessment is required and is in progress.

Officer's Declaration of Interests

Council officers involved in the preparation of this report have no Conflict of Interest in this matter.

**Risk Mitigation**

Engagement activities may not reach a broad or representative cross-section of the community, leading to gaps in understanding community needs, however these risks will be mitigated by a robust community engagement plan.

Shifts in population, technology, or usage patterns over time may impact the relevance of recommendations. Recommendations will be informed by current demographic data, library usage trends, and future forecasting.

Community dissatisfaction may occur if engagement expectations are not met or if recommendations are perceived as misaligned with community priorities. Transparent communication, clear reporting of engagement findings, and ongoing stakeholder updated will support the alignment of expectations.

Recommendations made in the Master Plan may be challenging to implement due to future financial, political, or operational constraints. Recommendations will include

**12.2 Frankston City Libraries Network Review****Executive Summary**

staging and prioritisation to support future budgeting and decision making, noting that implementation remains subject to annual Council budget processes and strategic priorities.

**Conclusion**

The Library Network Review Analysis provides the background and evidence base to inform strategic direction and a long-term vision for infrastructure renewal, creating libraries that are welcoming, inclusive spaces that meet the evolving needs of the community into the future. The next step is to undertake community engagement to ensure the development of the Master Plan, Implementation Plan, and Action Plan aligns with community and stakeholder outcomes and priorities.

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**ATTACHMENTS**

Attachment A: [↓](#) Frankston City Libraries Network Review

# FRANKSTON CITY COUNCIL

## LIBRARY SERVICE NETWORK REVIEW ANALYSIS REPORT

LIBRARY NETWORK REVIEW  
& INVESTMENT PLAN



[FINAL DRAFT REPORT]

JULY 2025

Frankston City Council

Library Service – Network Review Analysis Report

Version Control

Prepared for the Frankston City Council  
Library Service – Network Review Analysis Report

FINAL DRAFT REPORT.  
Report – Version 5.0  
July 2025  
Post initial review.

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Disclaimer

42Squared Consulting and the project partners have undertaken research and consultation to inform this review that is consistent with the scope of the project agreed with the client. The consultant's role in this review is to objectively examine all relevant information, talk to relevant parties (within the agreed project scope), and express a view on the issues at hand through this report. Our objective opinion is available to the client, without prejudice, to inform its decision-making as it sees fit. This is irrespective of whether our findings and recommendations are accepted or acted upon.

Whilst due care and diligence has been applied by the consultant in undertaking this review, the accuracy of the data and findings contained in this report cannot be warranted.

**[42]<sup>2</sup>**

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## Executive Summary

The Frankston City Council Library Service Network Review Analysis Report (2025) sets out a transformative 10-year roadmap to renew, reposition, and reimagine the municipality's public library network.

Grounded in evidence, community need, and emerging best practices, it provides a comprehensive and forward-thinking approach to service delivery, facility investment, and digital innovation. The report acknowledges both the high community value libraries offer and the current infrastructure and service limitations that restrict their potential. With population growth, increasing housing density, and rising demand for lifelong learning, digital inclusion, and social connection, investment in the library network is timely and necessary.

Libraries today serve as inclusive civic infrastructure. They are non-stigmatising, universally accessible spaces that deliver social, educational, economic, and wellbeing outcomes. In Frankston, libraries are critical enablers of Council's broader priorities—supporting equity, early years development, youth engagement, mental health, economic opportunity, and place activation. As trusted, high-use assets embedded in local neighbourhoods, they offer unmatched reach and return on investment. Victorian studies indicate a \$4.30 return for every \$1 invested in libraries.

However, benchmarking and usage data show that Frankston's libraries are underperforming compared to peer councils in terms of visitation, digital access, infrastructure quality, and floor space provision. With only 23.82m<sup>2</sup> of library space per 1,000 population, Frankston falls around 30% below the metropolitan benchmark. Constrained program areas, lack of creative spaces, and under-investment in collections limit the system's responsiveness and relevance to modern user needs.

Key features of the report include a transition to a four-branch hub and spoke model; prioritisation of new and upgraded civic-library hubs; enhanced outreach and co-location opportunities; and alignment with Council's policy frameworks including the Council Plan, FMAC Structure Plan, Health & Wellbeing Plan, and Local Government Act 2020 principles.

The report proposes a staged approach to service and infrastructure transformation, including new catchment planning, spatial benchmarking, policy development, and community co-design. It seeks to deliver both infrastructure excellence and service innovation—positioning libraries as community anchors for a growing and changing Frankston.

### Key Recommendations

- Redevelop Frankston CBD and Carrum Downs Libraries: Transition both into integrated community hubs with expanded flexible spaces, digital infrastructure, and co-located services.
- Consider development of a new full-service Langwarrin Library: Prioritise short-term activation via a leased facility or within community centre and investigate a permanent civic hub in the medium term.
- Define a formal library policy and service strategy: Establish provision standards, cost-quality benchmarks, service objectives, and a future-ready vision endorsed by Council.
- Improve digital services and after-hours access: Expand virtual lending, introduce self-service technologies (e.g., lockers, kiosks), and invest in platforms for on-demand services.
- Enhance program activation: Use libraries as delivery mechanisms for community programming across underutilised pavilions and community centres.

- Reassess outreach service model: Target investment in locations with demonstrated latent demand and co-location potential.
- Align libraries with housing and urban growth: Embed library planning into FMAC renewal, new housing precincts, and infrastructure strategy to meet future needs.
- Improve equity and access: Ensure investment addresses geographic, socio-economic, and demographic barriers, with a focus on digital and lifelong learning equity.
- Develop co-location and hub delivery models: Co-locate libraries with maternal health, youth services, creative industries, and local customer services.
- Monitor outcomes and review implementation: Build performance indicators and community feedback into annual reporting and adaptive planning cycles.

The report also identifies supporting principles and actions, including:

- Adopting service-based catchments to guide facility size, location, and investment prioritisation.
- Aligning branch functions with population thresholds and urban growth zones.
- Planning for a scalable and flexible facility network to respond to future needs and funding realities.
- Embracing digital leadership in areas of learning, access, content curation, and community support.

Frankston's community is diverse, growing, and digitally evolving. Many households are living in smaller spaces with fewer private amenities, making public libraries critical for access to quiet study, technology, and social support. Libraries are increasingly key to bridging gaps in mental wellbeing, digital equity, and lifelong learning. The COVID-19 pandemic highlighted their adaptability and resilience as foundations of civic and community support. Frankston's library system must now match this potential with investment, innovation, and leadership.

Conclusion:

The Network Review Analysis Report provides the strategic clarity and vision needed to reposition Frankston City Libraries as high-performing, inclusive, and future-ready public infrastructure. With its emphasis on place-based service design, strategic co-location, and investment in physical and digital assets, the plan outlines how libraries can remain indispensable to civic life.

A renewed commitment to library services is a commitment to equity, education, resilience, and community connection across Frankston's future.

## Consolidated observations

- Observation 01:** There is strong strategic justification and alignment for additional investment in library services and infrastructure. Libraries are an important and highly valued core service of local government and can support delivery of outcomes across health & wellbeing, economic development, life-long learning, literacy and social & digital inclusion.
- Observation 02:** Library services are an important but wholly discretionary service and therefore Council must resolve on the functions and outcomes it wants the service to deliver, and consider the social infrastructure and facilities required to support the service.
- Observation 03:** The FMAC Structure Plan includes reference to redevelopment of a new library space in conjunction with a civic hub within the FMAC area, this initiative is supported by the report.
- Observation 04:** Over the past decade, Frankston City Council’s capital works budgeting has revealed a significant imbalance in resource allocation. While substantial investments have been directed toward sports and recreation infrastructure, such as the Jubilee Park indoor stadium and various reserve redevelopments, funding for libraries and cultural facilities has remained comparatively modest. This disparity highlights the need for recalibrating priorities to ensure a more equitable distribution that addresses underfunded areas like library services, supporting social inclusion, lifelong learning, and broader community needs.
- Observation 05:** The Victorian State Government’s rate-cap system has limited Council’s annual revenue increases, creating a challenging financial environment for capital works budgeting. As a result, every dollar of investment must be strategically targeted to maximise community benefit. The Frankston Library Report emphasises the importance of balanced financial planning, advocating for a model that addresses gaps in library and cultural infrastructure while maintaining ongoing commitments to recreational projects. A diversified and priority-driven approach is essential to achieve long-term value and fairness for all community segments.
- Observation 06:** Public libraries are a powerful public asset, returning high economic and social dividends. Their preventive impact—particularly for vulnerable populations—reinforces the case for sustained and needs-based investment. Evidence from literature suggests that increased funding not only meets growing demand but further amplifies the already substantial value libraries deliver.
- Observation 07:** Frankston City Libraries delivers high quality foundational library services to the community but has not invested in, or taken up delivery of, contemporary adaptations such as creative and maker spaces, cultural development, and building a strong economy that many Victorian library services have developed over recent years.
- Observation 08:** There is evident un-met demand for flexible (and bookable) study, meeting, and workspaces across the library network. It is highly likely that with changing patterns of work and study and the increasing density of residential living this latent demand will further increase.
- Observation 09:** Frankston City Council does not have a library network policy or clear articulation of a typology of infrastructure for how it wants to deliver library services to its community. Many Victorian councils are moving towards a clearly defined

structure of branch delivery, population driven provision standards, and defined library service outcomes

**Observation 10:** Frankston City Libraries are currently co-located with other service types and there is real opportunity to consider how libraries could service as the foundation for integrated community hubs to service the needs of a growing population. The hub approach generally delivers better outcomes for community and would also allow consolidation of social infrastructure delivering a financial efficiency dividend in the medium to long term.

**Observation 11:** Frankston City Council's library floor area provision significantly trails the metropolitan benchmark, underscoring a need for targeted investment to meet population growth and service standards.

**Observation 12:** The Frankston City Libraries Network Review Analysis Report is not a substitute for a library strategy or comprehensive service review. Planning for future assets and infrastructure must be based on a clear understanding of service needs, population growth, and desired outcomes and therefore it will be recommended that Frankston City Council undertake a separate strategic service planning and review process to develop a library policy, confirm desired provision standards, and set a vision for its future library services.

**Observation 13:** Libraries across Victoria collect and publish a significant amount of data and this provides an excellent foundation for setting strategy and improvement targets. Benchmarking and analysis conducted to inform this report indicates that Frankston City Libraries are performing well across a range of areas despite potential under-investment in facilities and collections.

**Observation 14:** That the catchment analysis and recommendations be noted and used to inform policy on establishing a formal library network structure. Based on the distribution of existing library branches, future population growth, and spatial attributes of the city, it is proposed that Frankston a hub and spoke network structure as outlined in Figure 7 in Section 2.4.

**Observation 15:** The Building Condition assessment conducted by Council's engineering staff reveals that the Frankston and Seaford Libraries Library have been assessed as being in 'Good' condition and that Carrum Downs Library has been rated as Fair. From a building asset condition perspective, the facilities can continue to operate but consideration should be given to planning for renewal or major upgrade in the medium to long term.

**Observation 16:** The Fitness for Purpose Assessments of the three Branch libraries indicate that the appearance, fit out and size of the facilities is having a Moderate or Significant impact on the ability to provide contemporary services. This is partly due to the amount of space available but also the design and configuration.

**Observation 17:** The Fitness for Purpose Assessments for the Outreach locations indicates that there is a need for redesign, investment, and reimagining Outreach Library Services for the municipality.

**Observation 18:** Frankston City Council will continue to experience demographic growth and change, and it is imperative that library services adapt to meet the challenges of these trends as well as changing patterns of work, social vulnerability, and fostering community resilience through tailored community engagement.

## Consolidated recommendations

**Recommendation 01:** That Frankston City Council adopt the application of the library catchments as outlined in Section 2.4, Figure 6, noting that this establishes on an in-principle basis a four-branch library network that will inform future infrastructure planning for the municipality.

**Recommendation 02:** That Frankston City Council acknowledges the need for a branch library to service current and emerging needs the Langwarrin area and initiate local service needs assessment and opportunities to inform the development of a functional and spatial brief to:

- Develop an expanded temporary library service operating from a leased or rented facility in the short to medium term, and
- Inform an investigation to identify a permanent site for a future co-located or integrated civic and library hub development in the medium- to long-term.

**Recommendation 03:** That priority be given to the following library-related social infrastructure planning activities:

- Carrum Downs Library – local service needs assessment and opportunities to inform the development of a functional and spatial brief for a potential co-located or integrated hub development in Carrum Downs in the medium-term
- Frankston CBD Library - local service needs assessment and opportunities to inform the development of a functional and spatial brief for a potential co-located or integrated hub development in the medium-term.

**Recommendation 04:** Foster collaborative partnerships: Libraries should continue to build partnerships with local health, education, and social services. Collaborative programming will ensure libraries meet the evolving needs of the community and enhance service integration, particularly in areas such as digital literacy, social inclusion, and youth services.

**Recommendation 05:** Optimise space utilisation: As libraries evolve into multipurpose hubs, local governments should consider the integration of diverse services, such as youth spaces or playgroups, within the library's physical infrastructure. However, care should be taken to separate noise-generating activities from quieter library areas to maintain an environment conducive to study and reflection.

**Recommendation 06:** Expand Self-Service and Flexible Access: To meet the need for 24/7 access, libraries should explore the expansion of self-service kiosks, after-hours facilities, and virtual services that enable users to access resources anytime. This could include offering extended virtual programming and ensuring that physical access to facilities and assets like book lockers are available for trusted community members.

**Recommendation 07:** Invest in Digital Infrastructure and Personalisation: Libraries should prioritise the development of robust digital infrastructures, including intuitive mobile apps, digital collections, and AI-driven systems for content personalisation. This will help meet the increasing user demand for customized, on-demand services and position libraries as leaders in digital engagement.

**Recommendation 08:** Better Utilisation of Assets and Infrastructure: Council can consider using Frankston City Libraries as a mechanism to better utilise existing infrastructure

(i.e., community centres, pavilions, and other facilities) by programming activities into underutilised community infrastructure.

**Recommendation 09: Setting Floorspace Targets:** That Council note the Library Target Floorspace Assessments conducted for each of the proposed catchment areas and establish a clear policy for a preferred library floorspace provision target between the lower and upper limits outlined in Table 5. This will provide firm gross floor area target estimates to inform future social infrastructure planning of:

- Frankston CBD/FMAC Library – 4,000 to 4,400m<sup>2</sup> (noting that this includes an allocation for Frankston North Community Centre as a satellite location))
- Seaford Local Library – 420m<sup>2</sup> to 480 m<sup>2</sup>
- Carrum Downs – 1,575m<sup>2</sup> to 1,650m<sup>2</sup>
- Langwarrin – 1,100m<sup>2</sup> to 1,150m<sup>2</sup>

**Recommendation 10: Social Infrastructure Planning Priorities:** That Council note the social infrastructure planning priorities outlined in this report, including:

- Policy commitment to the development of a future Langwarrin Branch Library, the associated planning and service needs assessment, and potential to expand services into larger leased premises in the intermediate period.
- The need for detailed planning to inform the development of an expanded Prime or Destination Library within the Frankston Metropolitan Activity Centre as part of a major civic and services hub.
- Initiation of service needs and infrastructure planning for a new integrated community hub at Carrum Downs at the end of the useful life of the current buildings (estimated at around 10 years).

**Recommendation 11: A Comprehensive Strategic Framework for Library Services:** In response to the identified gaps, it is crucial for Frankston City Council to prioritise the development of a comprehensive strategic library framework. This should include the creation of a clear vision and purpose for library services, supported by a Council-endorsed mandate that defines quality, cost, and provision standards. Additionally, the framework should include a well-documented outcomes framework to guide service delivery and a library network policy that ensures effective service provision across the municipality. This framework will not only align library services with broader community needs but also position them as essential infrastructure in strategic land-use and social planning processes.

## 1. Introduction and Purpose

### 1.1. Purpose of the Network Review Analysis Report

The Frankston City Libraries Network Review Analysis Report provides a 10-year strategic framework to guide the development of Frankston City Council's (the Council) entire library network. It provides a clear roadmap for future investment, planning, and transformation of library services across the municipality. By setting a long-term vision, the report ensures that decisions about library infrastructure, technology, and services are coordinated and forward-looking, delivering sustainable improvements over the next decade and beyond.

#### Dual focus on infrastructure and services

The report focuses equally on renewing library infrastructure and transforming library services. This means upgrading and modernising library facilities (buildings, spaces, and equipment) while also innovating how services are delivered to the community. From revitalised library buildings to new digital platforms and outreach programs, the plan balances infrastructure renewal with service transformation to create libraries that are both welcoming physical spaces and providers of contemporary, high-quality services.

#### Strategic objectives aligned with community and library service trends

The report recommends strategic objectives that respond to community needs, library sector trends, and changing local government service priorities. It has been informed by community feedback, demographic insights, and emerging trends in library usage and technology. Each objective is designed to reflect what Frankston's residents and visitors need – such as accessible learning opportunities, updated collections, or convenient digital services – while also aligning with broader Council goals (like liveability, inclusion, and wellbeing) and best practices in modern librarianship. This alignment ensures the report is relevant, evidence-based, and supports Frankston City Council's wider strategic vision.

#### Enabling equity and inclusion

Ultimately, the report positions the library network as a critical enabler of equity, digital inclusion, lifelong learning, and social connection in Frankston.

By delivering equitable access to information, technology and resources for all residents, the report will help engage community and promote inclusion.

It reinforces the vital role of public libraries in changing lives and strengthening communities – supporting literacy, digital participation, personal growth and community connectivity.

In doing so, the Report underpins Frankston City Libraries as inclusive, future-ready community hubs where everyone can connect, learn, and thrive.

### 1.2. Scope and Limitations

This Report provides a strategic framework to guide the future planning, development, and transformation of Frankston City Council's library network over a 10-year horizon. It includes a comprehensive review of current infrastructure, service delivery models, usage trends, demographic change, and benchmarking against state and metropolitan standards.

The Plan outlines a proposed network structure, facility redevelopment priorities, service typologies, and investment pathways. It also incorporates spatial analysis, facility condition assessments, and community infrastructure planning data to support evidence-based recommendations.

However, the report is not a substitute for a detailed library service strategy or an operational business case for individual projects. It does not include detailed architectural concepts, engineering feasibility studies, or costed implementation plans at a site-specific level.

Recommendations for future infrastructure are made in principle, and are subject to further localised feasibility, community engagement, and Council resolution. In addition, while informed by sector best practice and user data, the plan does not evaluate internal staffing models or detailed program-level budgets. Further work, including a formal library policy and service planning process, is recommended to operationalise the report's strategic directions.

### 1.3. Policy and Legislative Alignment

Contemporary public libraries are a foundational element of local government service delivery, offering inclusive, place-based infrastructure that supports a wide range of social, educational, economic, and cultural outcomes.

In the context of Council's broader responsibilities, libraries function not just as information centres, but as active partners in achieving community wellbeing, digital inclusion, social cohesion, and lifelong learning.

A key priority for all councils, especially in a resource constrained environment, is to determine what are its core responsibilities and obligations to community. As government reforms transform the wider understanding of local government responsibilities it is highly likely that library services will continue to be an important foundation service provided to citizens, visitors and workers in Frankston.

Libraries are uniquely positioned within local government because they are:

- **Universal and trusted:** Libraries are open, free, and non-stigmatising. Unlike targeted services, they serve residents of all ages, backgrounds, and needs, often acting as a "soft entry point" for those who may be excluded from or hesitant to engage with other services.
- **Civic infrastructure:** Modern libraries are vital civic assets—equivalent in significance to parks, recreation centres, and community hubs. They provide safe, inclusive spaces for individuals to study, work, collaborate, and access essential services and technologies.
- **Enablers of other policy objectives:** Library services contribute directly to a broad range of Council strategic goals, including those related to health and wellbeing, early childhood development, youth engagement, lifelong education, creative industries, and economic development. They also provide critical support for digital transformation agendas by enabling digital literacy and equitable access to online services.
- **Community resilience and recovery assets:** In times of crisis, libraries have demonstrated their value as flexible community infrastructure—supporting information dissemination, community recovery, and service continuity. Their embeddedness within neighbourhoods makes them ideal for outreach, connection, and engagement.

- **Drivers of place-making and local identity:** Libraries enhance the vitality of urban centres and neighbourhoods. They anchor activity, attract foot traffic, and contribute to the identity and pride of place. Investment in library infrastructure is a catalyst for broader precinct renewal and social activation.

In sum, libraries are a strategic delivery platform for local government—a community-facing service that advances multiple policy agendas with high levels of public trust and demonstrated return on investment.

As Frankston looks ahead to meet the demands of growth, social complexity, and digital change, strengthening the library network is not just a cultural investment—it is a practical, multipurpose strategy for building a more equitable, connected, and resilient community.

This requires Council to consider and determine important questions such as:

- The role and function of libraries, what outcomes it wants to deliver to the community?
- How do libraries contribute to the health, wellbeing, education, digital inclusion, economic development, and social cohesion?
- What quality and cost standards for the provision of library services will be sustainable and viable in the long term?
- How will library services adapt to the needs of future residents, workers, and visitors and the challenges of hybrid work and emerging technology?
- What is Frankston’s regional service delivery role given its importance as a designated Metropolitan Activity Centre?
- What is Council’s ambition for libraries as essential community infrastructure and cultural and creative hubs?

#### Local Government Act 2020

The Local Government Act 2020 requires councils to plan and deliver services in accordance with key principles:

- **Service Performance:** Services must be provided equitably and be responsive to the diverse needs of the community. They should be accessible, offer good value, and be subject to continuous improvement based on performance monitoring.
- **Community Engagement:** Using inclusive consultation processes to ensure diverse community voices shape library services and facilities.
- **Financial Management:** Emphasises the need for prudent budgeting and resource allocation to deliver sustainable library services that offer value to the community.
- **Strategic Planning:** Councils are required to engage in integrated planning and reporting, taking into account the long-term and cumulative effects of decisions.

The Report embodies these principles by proposing a comprehensive approach to library service delivery that is inclusive, forward-thinking, and adaptable to the evolving needs of the Frankston community.

#### Council and Wellbeing Plan 2025 – 2029

The Report supports and enhances the strategic objectives of the Frankston City Council and Wellbeing Plan 2025–2029, which focuses on four key outcomes:

Frankston City Council

Library Service – Network Review Analysis Report

Strategic Outcome	Strategic Objectives	Library Contribution
1. Healthy and Inclusive Communities	1.1 Encourage healthy, active and skilled communities	Libraries offer lifelong learning, digital literacy, and health information resources that build skills and promote wellbeing.
	1.2 Improve wellbeing by strengthening social connection, respect and diversity	Libraries provide inclusive public spaces and free programs that foster connection, cultural inclusion, and belonging.
	1.3 Support early childhood development	Library programs like Baby Rhyme Time, Storytime, and literacy initiatives support early learning and parental engagement.
	1.4 Support community safety and wellbeing	Libraries are trusted, safe spaces offering equitable access to information and support services.
2. Natural Environment	2.3 Encourage environmental education and volunteering	Libraries host sustainability talks, community workshops and environmental education events.
	2.5 Support local circular economy and waste education	Libraries can contribute through repair cafés, ‘Library of Things’, recycling education and awareness campaigns.
3. Connected Places and Economy	3.1 Enhance arts and cultural participation	Libraries deliver author talks, exhibitions, cultural events and access to local history, enhancing civic and cultural life.
	3.2 Enhance identity and character of urban city	Contemporary libraries serve as civic anchors and well-designed public spaces that reflect community identity.
	3.4 Strengthen transport and access to community services	Libraries are located in walkable, central hubs and can be co-located with other community services, improving local access.
4. Council Performance and Leadership	4.6 Advocate and engage with community	Libraries are key points of community engagement, offering participatory programming and direct feedback mechanisms.
	4.7 Foster collaboration and inclusion	Libraries act as democratic spaces for dialogue, inclusion, and civic participation across all demographic groups.

By aligning with these objectives, the Report ensures that library services are integral to achieving the broader goals of the Council, thereby enhancing the quality of life for all residents.

[Economic Development and Skilled Community Strategy 2023–2026](#)

Frankston City Libraries actively support the goals of the Council’s Economic Development and Skilled Community Strategy 2023–2026 by contributing to workforce readiness, innovation, and community prosperity. Key intersections include:

- Job readiness and lifelong learning: Free access to training, digital skills workshops, and career development resources.
- Business support: Resources and quiet spaces for start-ups, home-based businesses, and study.
- Digital inclusion: Public internet, printing, and technology access for those lacking at-home resources.
- Entrepreneurship and innovation: Programs that foster creativity, critical thinking, and small business capability.
- Civic engagement: Events and partnerships that promote a vibrant, informed, and connected local economy.

Frankston City Council can invest in the growth of library services and infrastructure to support these economic and community outcomes.

#### Frankston Metropolitan Activity Centre (FMAC) Structure Plan

The FMAC Structure Plan, adopted in September 2024, outlines a 20-year vision for Frankston's city centre, focusing on housing, employment, transport, and sustainability.

The Report aligns with this by ensuring that library services support the anticipated growth and transformation within the activity centre, serving as key community hubs that facilitate access to information, technology, and learning opportunities.

#### Frankston City Housing Strategy

With an expected population increase of 20,000 people over the next 15 years, the Frankston City Housing Strategy aims to deliver up to 9,000 new homes.

The Report supports this by planning for library services that cater to a growing and diverse population, ensuring equitable access to resources and programs that enhance community wellbeing.

#### Flood and Coastal Hazard Planning

Frankston City Council, in partnership with Melbourne Water and the Department of Energy, Environment and Climate Action (DEECA), is undertaking a flood mapping project to better understand and manage flood and coastal hazards.

The Report considers these environmental considerations, ensuring that library infrastructure is resilient and adaptable to future climate-related challenges.

This has specific relevance to the Seaford Library which is located on land subject to inundation adjacent to the Kananook Creek.

**Observation 01:** There is strong strategic justification and alignment for additional investment in library services and infrastructure. Libraries are an important and highly valued core service of local government and can support delivery of outcomes across health & wellbeing, economic development, life-long learning, literacy and social & digital inclusion.

**Observation 02:** Library services are an important but wholly discretionary service and therefore Council must resolve on the functions and outcomes it wants the service to deliver, and consider the social infrastructure and facilities required to support the service.

**Observation 03:** The FMAC Structure Plan includes reference to redevelopment of a new library space in conjunction with a civic hub within the FMAC area, this initiative is supported by the Report.

#### 1.4. Community infrastructure planning

ASR Research completed a comprehensive social infrastructure planning report for Frankston City Council in November 2022. Key findings with relevance for this report included:

- Frankston’s population is expected to grow to 164,000 by 2041, with notable densification in established areas like Frankston MAC, Carrum Downs, and Langwarrin.
- Increased urban density requires smarter use of existing infrastructure through co-location and multi-purpose hubs.
- Community infrastructure gaps are pronounced in Carrum Downs–Skye–Sandhurst, **Langwarrin–Langwarrin South**, and Frankston South.
- Libraries are currently underprovided relative to benchmarks, with a **projected deficit of one library and approximately 2,600 sqm of library floor space by 2041.**
- Seaford and Carrum Downs libraries are small and unable to offer the full range of contemporary functions expected of libraries as digital, social, and cultural hubs.
- Community expectations and policy trends favour transitioning from single-use facilities to integrated, multi-purpose community hubs.
- There is a strong recommendation to co-locate libraries with other community infrastructure (e.g. early years, youth services, cultural spaces) to enhance accessibility and efficiency.
- Activity centres, especially the Frankston Metropolitan Activity Centre, are prioritised for infrastructure investment and library integration.
- Access to library and community services within a 20-minute neighbourhood is generally good, but some areas, including Skye and Sandhurst, remain underserved.
- The plan highlights the need for a new Community Infrastructure Planning Policy and Guidelines to guide future decisions, including for libraries.
- Continued advocacy and access to external funding (e.g. Living Libraries Infrastructure Program) are vital to address library infrastructure shortfalls.
- Future planning should include municipal-wide strategies that incorporate library needs into broader community hub development.

These findings underscore the need for expanded, modernised, and more strategically located library facilities across Frankston.

#### 1.5. Financial context

Over the past decade, Frankston City Council’s capital works budgeting has operated in a tightly constrained financial environment shaped by rate capping and rising costs.

The Victorian State Government’s “Fair Go” rate cap – which has generally limited annual rate revenue increases to about 2–3% (for example, 2.75% in 2024/25) – has significantly curbed Council’s income growth.

Frankston’s own submission to the state’s funding inquiry acknowledged that the current rate-cap system is *“not providing sufficient rate revenue to match the actual increase in the cost base of existing services and infrastructure.”* In practical terms, this means Council must make difficult decisions on how to allocate scarce capital funding.

Every dollar of capital works investment must be strategically targeted for maximum community benefit, as Council strives to maintain essential infrastructure and deliver new projects within the tight fiscal limits imposed by rate capping and cost pressures.

This broader financial context underscores the importance of careful, priority-driven planning in the Frankston Library Report and beyond, ensuring that limited capital funds are used wisely and sustainably.

#### Imbalance in Capital Investment

A ten-year review of Frankston City Council’s capital works budgets reveals a marked imbalance in how limited funds have been distributed across community infrastructure.

Most notably, from 2019 to 2023 a disproportionately high share of capital investment was directed toward sport and recreation projects, far outweighing expenditure on libraries, arts, and other non-sport community facilities.

During this period, Council delivered several large-scale sporting infrastructure upgrades – for example, the new Jubilee Park indoor stadium (\$36.6 million) and numerous pavilion redevelopments at local sports reserves – which collectively dominated the capital program.

By contrast, investment in library and cultural infrastructure during the same years was relatively modest or deferred, often limited to minor refurbishments (such as service desk upgrades at the Carrum Downs and Frankston library branches) rather than new or expanded facilities.

The decade-long budget data thus indicate that while sporting infrastructure advanced significantly, other community assets – like libraries, arts centres, and multi-use community spaces – did not receive commensurate capital funding, pointing to a strategic imbalance in past resource allocation.

#### Strategic Rebalancing

Considering these findings and the ongoing fiscal constraints, the Frankston City Libraries Report emphasises the need for a more balanced distribution of capital investment moving forward.

Council is urged to recalibrate funding priorities so that libraries, arts venues, and other community facilities receive a fairer share of capital works funding alongside sports and recreation projects. Such rebalancing is vital to support equitable community outcomes, ensuring that residents of all ages and interests – from sporting enthusiasts to students, families, and seniors – benefit from Council’s infrastructure spending.

By strategically diversifying capital investments, Council can address service gaps in under-funded areas like library services and cultural infrastructure, enhancing social inclusion, lifelong learning opportunities and community wellbeing, while still maintaining Frankston’s strong commitment to recreational facilities.

This more holistic approach to capital works allocation will align Council’s spending with the broad spectrum of community needs and values, delivering long-term value and fairness across the municipality even as financial resources remain limited.

## 1.6. Literature review

Public libraries deliver significant community benefits through their role as inclusive, accessible, and cost-effective hubs for lifelong learning, digital inclusion, community wellbeing, and social equity. A robust body of literature demonstrates that libraries offer high economic returns and measurable preventative outcomes.

### Economic Return on Investment

According to the SGS Economics & Planning report Libraries Work! (2018), every dollar invested in Victorian public libraries returns \$4.30 in community value. This includes direct savings to individuals through free access to information, technology, and educational programs, as well as broader economic activity stimulated by library operations. Earlier analysis from Dollars, Sense and Public Libraries (2011) estimated a similar benefit-cost ratio (BCR) of 3.56, underlining the longstanding economic efficiency of public libraries.

### Health and Wellbeing Impacts

The 2023 study The Health and Wellbeing Benefits of Public Libraries Across Victoria found that engagement with public libraries improves subjective health and wellbeing by 8%. Using choice modelling, the study estimated that libraries generate \$475.3 million in annual benefits against costs of \$240.6 million, yielding a benefit-cost-ratio of 1.98. Key mechanisms include enhanced literacy, digital access, safe social spaces, and connection to health and government services.

### Preventative Social Value

Libraries provide early intervention benefits, particularly through early years programs such as Storytime and Rhyme Time, which build foundational literacy and socialisation. These programs are often targeted to disadvantaged communities, delivering preventative value by reducing future educational and social service burdens.

### Accessibility and Equity

With one-third of Victorian library users speaking a language other than English and a significant proportion from low-income households, libraries play a crucial role in promoting equity. Their inclusive model helps bridge divides in digital access, language proficiency, and intergenerational learning.

### National and International Parallels

Nationally, studies such as the ALIA Standards and Guidelines have echoed these findings, showing that well-funded public libraries improve education, digital skills, and community resilience. Internationally, research in the UK by the Chartered Institute of Public Finance and Accountancy (CIPFA) has also confirmed that public libraries offer high social return on investment and function as "preventative infrastructure" in public health and education.

## 1.7. Community satisfaction

The Frankston annual community satisfaction survey notes that local libraries were the 16<sup>th</sup> most important of the 32 included services and facilities offered by Council, but they are ranked first in terms of satisfaction making them the first ranked service in terms of overall satisfaction.

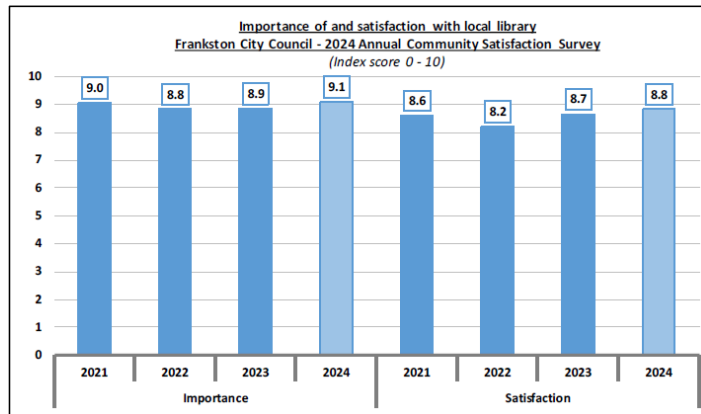


Figure 1 - Community satisfaction survey (Metropolis, 2024)

**Observation 04:** Over the past decade, Frankston City Council’s capital works budgeting has revealed a significant imbalance in resource allocation. While substantial investments have been directed toward sports and recreation infrastructure, such as the Jubilee Park indoor stadium and various reserve redevelopments, funding for libraries and cultural facilities has remained comparatively modest. This disparity highlights the need for recalibrating priorities to ensure a more equitable distribution that addresses underfunded areas like library services, supporting social inclusion, lifelong learning, and broader community needs.

**Observation 05:** The Victorian State Government’s rate-cap system has limited Council’s annual revenue increases, creating a challenging financial environment for capital works budgeting. As a result, every dollar of investment must be strategically targeted to maximise community benefit. The Frankston Library Report emphasises the importance of balanced financial planning, advocating for a model that addresses gaps in library and cultural infrastructure while maintaining ongoing commitments to recreational projects. A diversified and priority-driven approach is essential to achieve long-term value and fairness for all community segments.

**Observation 06:** Public libraries are a powerful public asset, returning high economic and social dividends. Their preventive impact—particularly for vulnerable populations—reinforces the case for sustained and needs-based investment. Evidence from literature suggests that increased funding not only meets growing demand but further amplifies the already substantial value libraries deliver.

## 2. Frankston Library Network: Current State

This section examines the current state of the library network.

### 2.1. Contemporary library functions

Modern public libraries provide a range of service offerings to the community. Library services have evolved over the past thirty years from quiet places with a focus on literacy and learning to dynamic

and engaging community hubs focused on providing functions the respond to the needs of all parts of the community. Functions include:

Collections and materials – physical, and increasingly digital, collections are the mainstay of the library service offering to the community. The Library of Things is an area that many libraries are exploring for their communities.

- Frankston City Libraries performs very well in this category at branch libraries. There is evidence of underinvestment in collections, but staff work hard to ensure it is well utilised and accessible.

Programs and events – most modern library services provide a range of creative and cultural events, this includes the very popular children’s Storytimes, author talks, health and wellbeing sessions, and multi-cultural activities.

- Frankston City Libraries has a strong focus on programs and events but is constrained by a lack of flexible and bookable spaces.

Literacy and learning – are long-term core functions of library services with a particular focus on child and adult engagement and engagement with multicultural communities.

- Frankston City Libraries has a strong focus on literacy and learning and performs relatively well but is constrained by a lack of flexible funding.

Technology and digital access – libraries have been an important bridge reducing the digital divide and providing access to technology or high-speed internet communities. This is increasingly important as ways-of-working change and more government services move to online delivery.

- Frankston City Libraries performs relatively well but could do more with additional funding, space, and better designed facilities (i.e., more power outlets for bring-your-own devices).

Creative and maker spaces – many modern library services are introducing creative and maker spaces as a means of engaging the community, particularly young people. This can include digital, photography, coding, 3D printing, crafts and other technologies.

- Frankston City Libraries does not provide this function or service at any branch due to space and funding constraints.

Community support spaces – this includes formal and informal meeting and study spaces, and in recent years also includes flexible spaces for working and business development.

- Frankston City Libraries performs relatively poorly and has constant community demand for (flexible and bookable) study, meeting, and workspaces across all branches.

A summary assessment of each branch and outreach location against typical library functions is included at Appendix C.

**Observation 07:** Frankston City Libraries delivers high quality foundational library services to the community but has not invested in, or taken up delivery of, contemporary adaptations such as creative and maker spaces, cultural development, and

building a strong economy that many Victorian library services have developed over recent years.

**Observation 08:** There is evident un-met demand for flexible (and bookable) study, meeting, and workspaces across the library network. It is highly likely that with changing patterns of work and study and the increasing density of residential living this latent demand will further increase.

## 2.2. Overview of existing branch libraries and outreach services

Frankston Library network is comprised of three library branches and four outreach point-of-access.

### Branch libraries

Branch libraries are the main customer access point and are always staffed allowing them to provide services, support, and advice to library patrons.

#### Frankston Library

Frankston Library is the municipality’s main library and is the headquarters for management and back-office staff. It is located adjacent to the CBD and is collocated with the Frankston Performing Arts Centre.

Due to Frankston’s regional importance, the main library services need well beyond the residential population with active borrowers drawn from all parts of eastern Melbourne and the Peninsula.

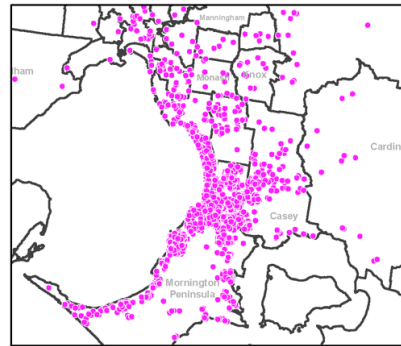


Figure 2 - Active borrowers (n=8,500) – Frankston Library

Publicly accessible floor area is approximately 1,750m<sup>2</sup> with the majority dominated by display of books and other materials. There is a shortage of flexible and bookable meeting and study spaces within this library and across the entire network.

Children’s story times are usually fully booked and operate from a very pleasant light-filled space.

It is open every day for a total of 60 hours each week.

The back-of-house and office area is approximately 350m<sup>2</sup>.

#### Carrum Downs

Carrum Downs is a medium size branch library (600m<sup>2</sup> GFA) co-located with the Lyrebird Community Centre and early years facility. It is dominated by its physical collection

The library is open every day for a total of 50 hours per week.

It is adjacent to a key shopping centre but accessibility and pathways between are poor.

#### Seaford Library

The Seaford Library is a small branch library (approximately 300m<sup>2</sup>) co-located with the Seaford Community Centre and Senior Citizens Centre.

It has a modest size collection and limited technology and sitting space.

It is open six days a week for a total of 43 hours.

The library is built into what was once the foyer and supper room of the adjacent public hall.

Outreach services

Outreach services have been added over recent years to extend the reach of Frankston City Libraries. Outreach services are usually limited to a small collection, a ‘click and collect’ reservation service, and occasionally a self-service kiosk or program or event.

Frankston North	Located within the very busy Frankston North Community Centre. – Very small collection – Click and collect – Return library items
Karingal Place	Located within the Karingal Place Children’s and Community Centre. – Very small collection – Self-serve kiosk – Click and collect – Return library items
Frankston South	Co-located at a recreation focused community centre and hub. – Very small collection – Click and collect – Return library items
Langwarrin	Co-located with the customer service access point in a small retail outlet at the Langwarrin Shopping Centre. – Small collection – Self-serve kiosk – Click and collect

**2.3. Library data snapshot**

The following data at Figure 3 below has been drawn from the Public Libraries Victoria annual library census of all Victorian library services.

Floor area analysis

Based on analysis of floor area data from the 2022/23 PLV census (see Figure Four below) it is observed that Frankston City Council may have under invested in the development of its library service.

It has three branch libraries serving a population approaching 150,000 which places it in the highest category on par with the growth areas of Hume, Whittlesea, Melton and Casey.

Figure Two below indicates that Frankston City Council’s Library Gross Floor Area per ‘000 population provision rate is 23.82m<sup>2</sup> is approximately 30% below the metropolitan benchmark average. It is noted that for many councils the average Gross Floor Area provision benchmark is viewed as a below minimum standard.

A later section of this report explores the application of the metropolitan average and NSW State Library Area Calculation Tool to proposed library branch catchment areas that consider the proposed residential growth to create possible target benchmarks for council consideration.

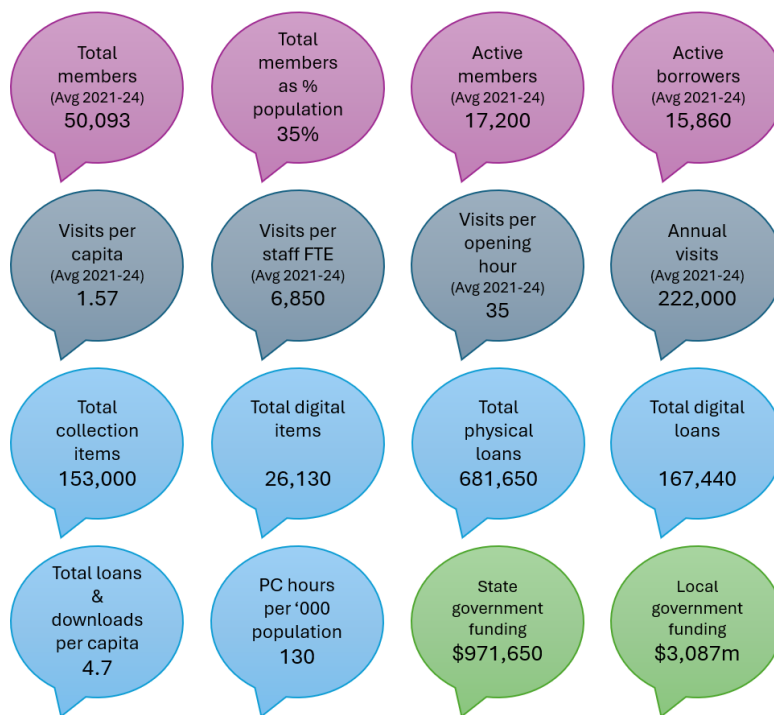


Figure 3 - Library data snapshot

**Observation 09:** Frankston City Council does not have a library network policy or clear articulation of a typology of infrastructure for how it wants to deliver library services to its community. Many Victorian councils are moving towards a clearly defined structure of branch delivery, population driven provision standards, and defined library service outcomes

**Observation 10:** Frankston City Libraries are currently co-located with other service types and there is real opportunity to consider how libraries could service as the foundation for integrated community hubs to service the needs of a growing population. The hub approach generally delivers better outcomes for community and would also allow consolidation of social infrastructure delivering a financial efficiency dividend in the medium to long term.

**Observation 11:** Frankston City Council's library floor area provision significantly trails the metropolitan benchmark, underscoring a need for targeted investment to meet population growth and service standards.

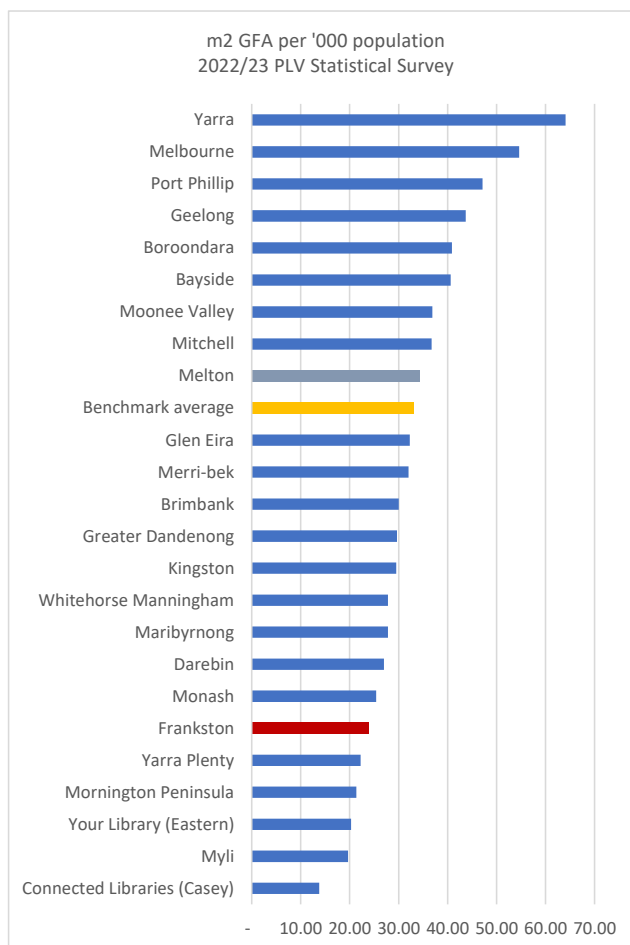


Figure 4 - Gross Floor Area / '000 population (2022/23)

**Benchmarking**

A comprehensive benchmarking analysis comparing Frankston City Libraries with five other library services plus the Victorian state average is included at Appendix A to this report, summary highlights include:

- FCL branch visits are approximately 50% below the state average and well below most benchmark councils indicating that the existing library network is not accessible
- FCL members per capita and active members per capita are positive and comparable to benchmark councils
- FCL physical and e-book loans per capita are slightly lower than the state average and most benchmark councils
- FCL program attendance per capita is slightly lower than some benchmarks, but higher than the state average and is improving post Covid-19

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- Digital proportion of loans is rapidly increasing for all library services
- FCL operational funding is slightly lower than all benchmarks and the state average, except Melton Shire Council
- FCL employee costs per capita is comparable to benchmark councils, except Melton Shire Council that is much lower
- Library services generally have very high satisfaction ratings, FCL is one of the highest rated in Victoria

Service comparison

This section compares Frankston City Libraries against data from all Victorian libraries.

Frankston City Libraries performs between the 6<sup>th</sup> and 10<sup>th</sup> decile in terms of relative ranking (Good to Very Good) with statewide library services includes:

- Total members as % of population
- Turnover rate (physical items)
- Loans per active borrower
- Program attendance per '000 population
- Early Years participants per week (children and adults)
- Customer satisfaction (out of 10)

These indicators demonstrate that the library service is highly valued for its collection and programming, especially for families and children. Frankston City Libraries has one of the highest customer satisfaction ratings in the state (refer Figure 3 below).

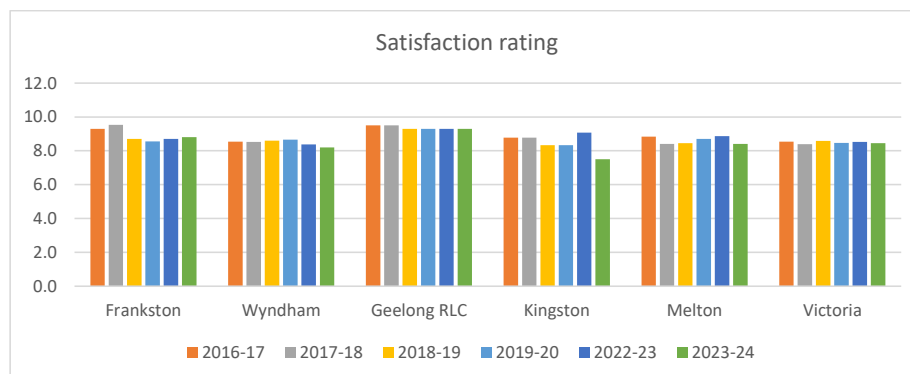


Figure 5 - Comparative Library Satisfaction Rating

Areas where Frankston City Libraries performs in average range (between the 4<sup>th</sup> and 6<sup>th</sup> decile) includes:

- Total members
- Active members
- Active members as % of population
- Active borrowers
- Visits per staffed opening hour per week
- Website visits per capita
- Website visitors per capita

- Total number of collection items
- Total number of physical items
- Total loans and downloads per capita
- Loans (physical items) per capita
- Total number of public access devices
- Computer hours per '000 population

Areas where Frankston City Libraries performs poorly or very poorly (below the 4<sup>th</sup> decile) include:

- Active borrowers as % of population
- Library visits (branch and mobile)
- Physical items per capita
- Devices per '000 population
- Visits per capita
- Visits per staff FTE
- Total collection items per capita
- Wi-Fi hours per '000 population
- Staff FTE per '000 population

These indicators point to areas for improvement in the redesign of the library network and service. Increased investment in facilities, a new branch in Langwarrin, and an emphasis on digital services may be warranted.

It is observed that the relatively low performance on branch visitation is primarily due to the accessibility of branches and the internal design. Many contemporary library services have increased floorspace in recent years to balance the demand for accessible book stock and other resources, meeting spaces, spaces for students and workers as well as inviting passive use of the library for reading and quiet enjoyment.

Low performance on physical items, devices, collection items per capita, and staffing FTE indicate a much lower than average operational and capital investment over time.

**Observation 12:** The Frankston City Libraries Report is not a substitute for a library strategy or comprehensive service review. Planning for future assets and infrastructure must be based on a clear understanding of service needs, population growth, and desired outcomes and therefore it will be recommended that Frankston City Council undertake a separate strategic service planning and review process to develop a library policy, confirm desired provision standards, and set a vision for its future library services.

**Observation 13:** Libraries across Victoria collect and publish a significant amount of data and this provides an excellent foundation for setting strategy and improvement targets. Benchmarking and analysis conducted to inform this report indicates that Frankston City Libraries are performing well across a range of areas despite potential under-investment in facilities and collections.

#### 2.4. User catchment and travel assessment

Attached at Appendix D to this report is a comprehensive spatial catchment analysis of active library users collected by Council in 2023-24. The purpose of the analysis was to determine the 'core'

catchment areas in which most members live, as well as wider 'outer' catchments that demonstrate the broader reach of each library.

This analysis was used to propose logical library catchments taking account of current user catchments, geography and roads, and the proximity of libraries in neighbouring municipalities. The map at Figure 5 indicates the possible extent of future library catchments that are recommended in this report.

Key findings are:

- Expansion and improvement of Frankston Library could theoretically increase the size of its core catchment, but the Peninsula Freeway is likely to continue limiting the eastern extent of core membership.
- The branch library at Carrum Downs and an expanded branch library at Langwarrin have good potential to service the areas between the Peninsula freeway and the eastern boundary of Frankston (Dandenong-Hastings Road). It is likely that both Carrum Downs and Langwarrin libraries would have catchments that are clearly defined by the major road network.
- It is assumed the catchment of Seaford Library will continue to be limited by the coast, the Frankston Freeway and the catchments of Frankston Library to the south and Patterson Lakes library to the north. This catchment is more contained that is ideal for a library of its size.
- It should be possible to expand the catchments of Frankston North and Karingal Place outreach libraries somewhat beyond their current extents, but they will likely be contained to the east and west by the two freeways.
- If it had more to offer, the Frankston South outreach library could potentially service the whole area south of Cranbourne Road.
- Of all the libraries in neighbouring municipalities, only Patterson Lakes library in the City of Kingston has a catchment that extends (is assumed to extend) as far as Frankston.

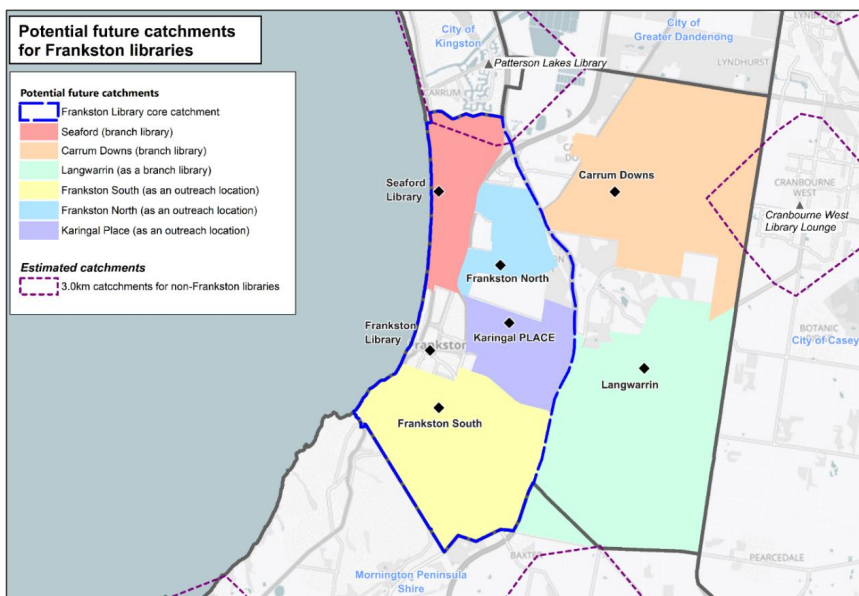


Figure 6 - Potential future library catchments - Frankston City Libraries

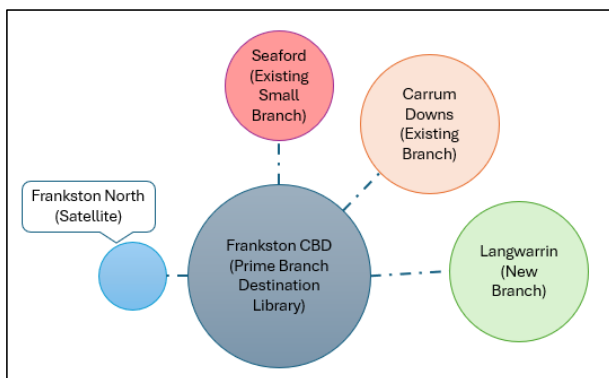


Figure 7 - Proposed Hub & Spoke Library Network

**Recommendation 01:** That Frankston City Council adopt the application of the library catchments as outlined in Section 2.4, Figure 6, noting that this establishes on an in-principle basis a four-branch library network that will inform future infrastructure planning for the municipality.

**Observation 14:** That the catchment analysis and recommendations be noted and used to inform policy on establishing a formal library network structure. Based on the distribution of existing library branches, future population growth, and spatial

attributes of the city, it is proposed that Frankston a hub and spoke network structure as outlined in Figure 7 in Section 2.4.

**2.5. Facility condition and fitness for purpose**

During March and April 2025, Frankston’s three branch libraries and four outreach library locations were assessed to determine their physical suitability for delivering contemporary and quality library services to meet community needs in the areas they serve. The results of the assessments have informed the *Frankston Library Report 2025*. In addition, it is recommended that Frankston City Council consider the results of the assessment when updating the annual Capital Works Program, maintenance and renewal programs, and the Long-Term Infrastructure Plan.

The Physical Suitability Assessment comprised two elements:

Fitness for Purpose Assessment

Library-specific assessments completed by Council’s library service staff and consultants. The assessments are informed by site visits, previous engagement with users, customer satisfaction surveys and benchmarking against contemporary library service models delivered by other local government providers

Asset condition audits

Technical assessments conducted strategically by Council for all asset classes. Condition audits are conducted by a professional assessor using a high degree of standardisation across all asset and space types.

Asset condition audits and Fitness for Purpose assessments both use a 1-5 scoring system, where a low score represents better condition or fitness for purpose and a high score represents poorer. Scores that fall into the following ranges are assigned the related rating:

Score	Asset condition	Fitness for Purpose
1.0 to 1.49	Very good	Fully meets service need
1.5 to 2.29	Good	Minor impact ( <i>on service delivery</i> )
2.3 to 3.29	Fair ( <i>major maintenance required</i> )	Moderate impact ( <i>on service delivery</i> )
3.3 to 4.19	Poor ( <i>major renewal required</i> )	Significant impact ( <i>on service delivery</i> )
4.2 to 5	Very poor	Critical impact ( <i>on service delivery</i> )

*Table 1 - Asset Fitness for Purpose and Condition Assessment Scale*

A comprehensive report has been provided under separate cover and a summary of assessment results is attached in several tables at Appendix E.

**Observation 15:** The Building Condition assessment conducted by Council’s engineering staff reveals that the Frankston and Seaford Libraries Library have been assessed as being in ‘Good’ condition and that Carrum Downs Library has been rated as Fair. From a building asset condition perspective, the facilities can continue to operate but consideration should be given to planning for renewal or major upgrade in the medium to long term.

**Observation 16:** The Fitness for Purpose Assessments of the three Branch libraries indicate that the appearance, fit out and size of the facilities is having a Moderate or Significant impact on the ability to provide contemporary services. This is partly due to the amount of space available but also the design and configuration.

<p><b>Observation 17:</b> The Fitness for Purpose Assessments for the Outreach locations indicates that there is a need for redesign, investment, and reimagining Outreach Library Services for the municipality.</p> <p><b>Recommendation 02:</b> That Frankston City Council acknowledges the need for a branch library to service current and emerging needs the Langwarrin area and initiate local service needs assessment and opportunities to inform the development of a functional and spatial brief to:</p> <ul style="list-style-type: none"><li>– Develop an expanded temporary library service operating from a leased or rented facility in the short to medium term, and</li><li>– Inform an investigation to identify a permanent site for a future co-located or integrated civic and library hub development in the medium- to long-term.</li></ul> <p><b>Recommendation 03:</b> That priority be given to the following library-related social infrastructure planning activities:</p> <ul style="list-style-type: none"><li>– Carrum Downs Library – local service needs assessment and opportunities to inform the development of a functional and spatial brief for a potential co-located or integrated hub development in Carrum Downs in the medium-term</li><li>– Frankston CBD Library - local service needs assessment and opportunities to inform the development of a functional and spatial brief for a potential co-located or integrated hub development in the medium-term.</li></ul>
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## 2.6. Community context and service drivers

### Demographic shifts and housing trends

Frankston's population is projected to grow by 20,000 people over the next 15 years, necessitating the provision of up to 9,000 new homes. This growth will be accompanied by a shift towards smaller households, with areas like Frankston and Seaford averaging 2.2 to 2.3 residents per household. Concurrently, the demand for diverse housing options, particularly affordable one- to two-bedroom dwellings, is increasing.

The rise in apartment living, such as proposed developments in the FMAC and along Nepean Highway, is reshaping the urban landscape. While these developments contribute to housing supply, they also present challenges, including potential social isolation and limited access to communal spaces.

The proliferation of apartment complexes necessitates a re-evaluation of library service delivery. Traditional library models may need to adapt to serve residents who may not have easy access to central library branches or adequate private space. This could involve expanding work and study areas, new outreach services, and enhanced digital resources to ensure equitable access to information and community programs.

### Vulnerability and emerging need

The Frankston community encompasses diverse groups, including young families, retirees, and individuals facing economic hardships. The median age in Frankston is 38 years, with a significant portion of the population being aged 65 and over. This demographic shift underscores the need for library services that cater to various age groups and life stages.

Social vulnerability is a concern, with initiatives aimed at supporting the city's most vulnerable residents. Libraries play a crucial role in addressing these needs by offering programs that promote social inclusion, digital literacy, and community engagement.

A strategic response

In response to these challenges, Frankston City Libraries has articulated strategies in its current Action Plan to enhance service delivery and focus on inclusivity and accessibility. The Plan emphasises the importance of community engagement in shaping library services that reflect the diverse needs of the community.

**2.7. Impact of Covid19 and Changing Use Patterns**

Covid-19

In March 2020, the Australian government mandated the closure of over 1,600 public library service points nationwide, including those in Frankston, to mitigate the spread of COVID-19. This unprecedented closure led to a significant decline in physical visits, dropping from approximately 111 million pre-pandemic visits to around 56 million during the pandemic period. To maintain service continuity, libraries swiftly transitioned to digital platforms, offering online resources, virtual programs, and remote assistance. This shift not only ensured ongoing access to information but also highlighted the critical role libraries play in supporting community resilience during crises

Changing patterns of work

The pandemic accelerated the adoption of remote and hybrid work models across Australia. Data from the Household, Income, and Labour Dynamics in Australia (HILDA) Survey indicates that a significant portion of the workforce now prefers working from home, with 88% expressing a desire for at least partial remote work arrangements. This shift has increased the demand for library services that support remote work and learning, such as access to high-speed internet, digital literacy programs, and quiet study spaces. Many libraries have responded by enhancing their digital infrastructure and expanding online offerings to cater to these evolving needs.

**Observation 18:** Frankston City Council will continue to experience demographic growth and change, and it is imperative that library services adapt to meet the challenges of these trends as well as changing patterns of work, social vulnerability, and fostering community resilience through tailored community engagement.

### 3. The role of contemporary libraries

#### 3.1. National and international best practice

Contemporary library services, both in Australia and globally, are increasingly positioned as inclusive, multipurpose community hubs that go far beyond traditional roles of book lending and reference services. Best practice models recognise public libraries as vital contributors to lifelong learning, digital inclusion, community wellbeing, and civic engagement.

Internationally, leading library systems such as those in Finland, the Netherlands, and Canada have embedded libraries within broader social infrastructure strategies. Helsinki's Oodi Library, for example, exemplifies a modern civic space that combines reading and learning with creative production (e.g. 3D printing labs, music studios), co-working, and democratic participation. In Canada, libraries like the Toronto Public Library are lauded for integrating social service referrals, youth programming, newcomer supports, and digital literacy initiatives under one roof.

Nationally, Australian public libraries are adapting to similar trends. The State Library of Victoria's Vision 2020 project and the Geelong Library and Heritage Centre showcase a shift towards flexible, architecturally significant spaces designed for study, connection, creativity, and inclusion. Best practice includes responsive programming (e.g. early years literacy, digital skills for seniors), integrated partnerships with local agencies and health providers, and equitable access to technology and resources.

Local libraries are embracing innovative practices to meet the evolving needs of their communities. One notable trend is the expansion of the "Library of Things," where patrons can borrow non-traditional items such as power tools, kitchen appliances, and camping equipment. This initiative promotes sustainability and responsible consumption by reducing the need for individual ownership of infrequently used items.

Digital inclusion remains a priority, with libraries offering computer access, internet connectivity, and digital literacy workshops to bridge the digital divide. Additionally, libraries are becoming community cornerstones by providing diverse programs that cater to various age groups and interests, such as early years literacy sessions and technology training for seniors.

Sustainability is also at the forefront, with libraries implementing eco-conscious initiatives like energy-efficient lighting, water-saving measures, and solar panel installations. These efforts not only reduce environmental impact but also serve as educational examples for the community.

Furthermore, libraries are adapting to technological advancements by offering mobile-based services, allowing patrons to access resources remotely through user-friendly apps. This flexibility enhances user engagement and ensures that library services remain accessible in an increasingly digital world.

Overall, Australian libraries are evolving into dynamic, inclusive spaces that support lifelong learning, community engagement, and sustainable practices, reflecting a commitment to meeting the diverse needs of their local populations.

#### 3.2. Place-based and co-located models

Modern libraries cater to diverse needs and interests and are an important type of multipurpose community facility. Libraries fulfil a special role, often termed the "third place" - a public space outside of home and work where people can gather, socialise, and participate in community activities. People use libraries in both an 'active' sense (loaning and returning items, attending

programs like story-time and adult education classes, or hosting/attending community meetings) as well as ‘passively’ (quiet reading, study or just spending time).

Libraries provide a safe and welcoming environment for people to connect with others, learn new things, engage in civic life, community engagement, social inclusion, and lifelong learning. As such, libraries can be compatible with a range of other community service and space types.

Libraries are one of the most common facility types to be co-located with other services or spaces. The uses most often<sup>1</sup> provided within the same building as libraries, or in very close proximity are:

- Community meeting rooms [known instances: 23]: Library services often run programs in the rooms as well as manage bookings by external community organisations and the wider public. In some cases, meeting rooms are co-located with libraries but managed separately, such as by council.
- Maternal and Child Health consulting rooms [known instances: 18]: Even when closely physically co-located, MCH and library services are generally operated separately but may use the same entrance and other shared spaces such as toilets, kitchen and staff admin areas.
- Playgroups [known instances: 13]: Playgroups either hire meeting rooms (which are better for reducing noise) or focus on reading-based activities in libraries’ children’s sections.
- Civic centre (council offices and customer service) [known instances: 12]: Often located within the same building as libraries. In a small number of cases, library staff and council customer service staff are combined to provide a ‘one stop shop’.
- Gallery or exhibition space [known instances: 9]: The degree of service or staffing integration between libraries and galleries is not well understood.

Less common examples of co-location with libraries within metropolitan Melbourne include:

- Neighbourhood houses or other community development facilities (known: 7)
- Café (known: 7)
- Kindergarten or childcare (known: 4)
- Youth space or resource centre, or youth services space (known: 3)
- Sports or aquatic: (known: 2)

Noise-generating uses can be challenging to combine with libraries in terms of maintaining a quiet and conducive environment for reading or study. Examples such as the Bentleigh Library and Youth Hub in Glen Eira have sought to overcome this by physically separating library and youth spaces within the building, but sharing entrances, toilets, staff offices and utilities.

Previous engagement with local governments has indicated that libraries can be compatible with schools (primary or secondary), though these tend to be co-located on separate nearby sites rather than within the same building. They can also have a range of governance and management challenges arising from conflicting or misaligned objectives and priorities.

Service (space) compatibility matrix

Figure 6 below provides a matrix that illustrates possible compatibility between libraries and other services or community space types. The matrix is informed by feedback from eight Victorian

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<sup>1</sup> *Facilities where co-location with libraries is known to exist within metropolitan Melbourne, SocioLogic (2025)*

councils, gathered between 2021 and 2023 with the aim of understanding service compatibility from the perspectives of councils' service teams. The matrix illustrates how service providers view their potential for co-location with a range of other uses.

The results of the analysis informing the compatibility matrix, combined with other research and discussions with local governments, indicates that libraries may be compatible for co-location or integration with the services and functions outlined in Figure 7 below.

Multipurpose community hubs

The term 'community hub' can refer to any multipurpose facility that brings together a range of community services and activities in one location. However, the term 'hub' is generally applied to larger multipurpose facilities that meet a range of needs.

It is important that the services brought together through hubs are compatible with one another to ensure effective, efficient and harmonious operation. In fact, co-located services should not only be 'compatible', but they should also ideally be 'complementary' and generate relationships that positively benefit the service providers and their users. Multi-service hubs should achieve outcomes beyond just the sum of their parts.

To effectively complement each other, service providers should articulate their aims and areas of common interest. They may develop partnerships and collaborations, conduct consultations to identify local needs and priorities, and evaluate the effectiveness of shared / co-located programs and services.

**Observation 19:** Libraries globally and in Australia are evolving into dynamic community hubs that not only provide access to knowledge but foster social inclusion, lifelong learning, and multipurpose collaboration, aligning services to meet diverse community needs in shared, complementary spaces

**Observation 20:** Libraries are increasingly being co-located with various community services, such as health services, community meeting rooms, and even galleries. This approach enhances the library's role as a "third place," fostering social interaction, learning, access to services, and civic participation.

**Recommendation 04:** Foster collaborative partnerships: Libraries should continue to build partnerships with local health, education, and social services. Collaborative programming will ensure libraries meet the evolving needs of the community and enhance service integration, particularly in areas such as digital literacy, social inclusion, and youth services.

**Recommendation 05:** Optimise space utilisation: As libraries evolve into multipurpose hubs, local governments should consider the integration of diverse services, such as youth spaces or playgroups, within the library's physical infrastructure. However, care should be taken to separate noise-generating activities from quieter library areas to maintain an environment conducive to study and reflection.

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		Early years				Middle years and youth			Community spaces				Sports and open space				Arts, culture and performance			Health and medical				
		Kindergarten or childcare	Maternal & Child Health (MCH)	Playgroups	Primary school	Secondary school	Youth services consulting (quiet)	Youth space or lounge (noisy)	Library	Quiet study space	Multipurpose room	Co-working / work-from-home space	Sports oval or courts	Sports pavilion	Public open space or outdoor seating	Skate or BMX park	Performing arts venue	Creative space, artist or recording studio	Gallery	Community health or medical	Mental health services	Disability services	Drug and alcohol services	Family support services
Early years	Kindergarten or childcare	>	2.5	2	2	1	0	0	0.5	0	2.5	0	0	0	1	-1	0	0	0	2	0	0.5	-3	3
	Maternal & Child Health (MCH)	^ >	3	2	1	0.5	-3	-0.5	0	1.5	0	0	0	1.5	-1	0.5	0	1	3	2	0.5	-2.5	3	
	Playgroups	^ >	2	-2	-1	-2	2	-2	3	0	0	1	2	1	1	0	0	2	0	0.5	-3	2.5		
	Primary school	^ >	-	-3	0.5	2	-	2	-	3	1	-	2	2	2	-	-	-	2	1	-1	3		
Middle years and youth	Secondary school	^ >	-1	3	2	-	2	-	3	2	-	2	2	-	2	-	-	-	2	1	1	1	3	
	Youth services consulting (quiet)	^ >	3	2	3	2.5	0	0	-0.5	3	2	1.5	3	1.5	2	3	1.5	2	3	1.5	2.5	2.5		
	Youth space or lounge (noisy)	^ >	-0.5	0	2.5	-	2.5	1	3	2.5	2	3	3	-1	1	2	1	2.5	2.5					
Community spaces	Library	^ >	3	3	1.5	0	0	3	-1	1.5	1.5	2.5	1	1	1	0	2							
	Quiet study space	^ >	1.5	-	-2	-	1	0	-	-	-	-	-	1	0	1								
	Multipurpose room	^ >	1.5	0	2.5	3	0	2.5	1.5	2	1	1.5	1	0.5	1									
	Co-working / work-from-home space	^ >	0	0	-	0	0	-	0	-	-	-	-	1	0	1								
Sports and open space	Sports oval or courts	^ >	3	3	2.5	0	0	0	0	0	0	0	0	0.5	0	0								
	Sports pavilion	^ >	2	2	0	0	0	0	0	0	0	0	0	0.5	0	0								
	Public open space or outdoor seating	^ >	2.5	2.5	-	-	-	-	1	1	1													
	Skate or BMX park	^ >	0	0	0	0	0	0	0	0.5	0.5	0												
Arts, culture and performance	Performing arts venue	^ >	3	3	0	0.5	0.5	0	0															
	Creative space, artist or recording studio	^ >	-	-	-	-	0	1	0	0														
	Gallery	^ >	-	-	1	0	0																	
Health and medical	Community health or medical	^ >	3	3	3	3																		
	Mental health services	^ >	3	3	3																			
	Disability services	^ >	3	3																				
	Drug and alcohol services	^ >	3																					
	Family support services	^ >																						

**KEY**

3	POSITIVELY COMPLEMENTARY
2	HIGHLY COMPATIBLE
1	SOMEWHAT COMPATIBLE
0	NEUTRAL / NO USEFUL RELATIONSHIP
-1	MINOR CONFLICT, POTENTIALLY OVERCOME WITH GOOD DESIGN
-2	MODERATE CONFLICT, DIFFICULT TO OVERCOME
-3	MAJOR CONFLICT (INCOMPATIBLE)
-	NOT YET ASSESSED

The chart must be read in two directions, ACROSS from each use listed at the left hand side as well as DOWN from the use listed along the top. The number at the intersection between two uses indicates their compatibility (refer to the key above).



Figure 8 -Service (space) compatibility matrix

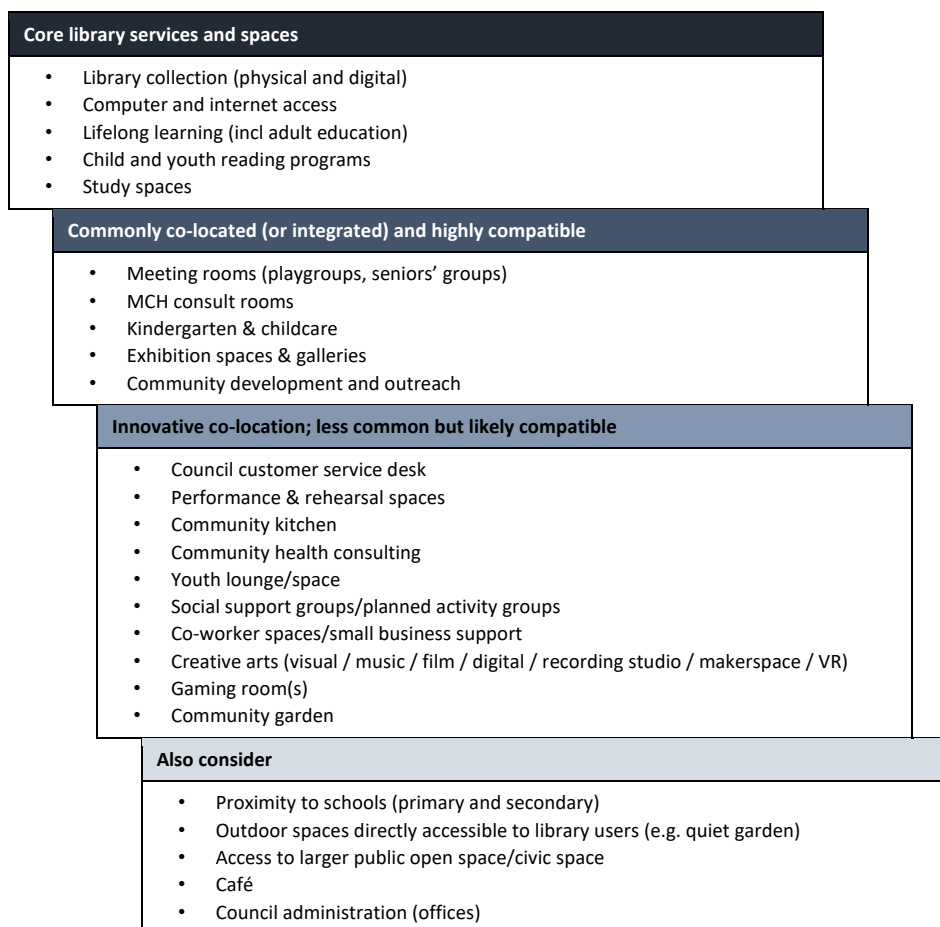


Figure 9 - Compatible uses for co-location with libraries

**‘Library-centric’ community hubs**

Libraries are a suitable ‘anchor use’ within multipurpose community hubs due to their large size (compared with other community facility types), their broad range of services and their relevance and appeal to the whole community. For staffed libraries, it may be appropriate for library staff to fulfil a broader ‘hub manager’ role, with some level of responsibility for coordinating other activities taking place in the hub. Hub management in this respect is not concerned with the maintenance of the asset but rather coordination between service providers and engagement with the community (i.e. community development).

The high daily footfall in successful libraries can significantly benefit any co-located services and spaces by generating more localised activity, more ‘passers-by’ exposure for service providers and greater visibility of spaces for hire. Libraries can therefore help to activate community facilities that would otherwise rely passively on pre-booked appointments and activities.

Table 2 below outlines common colocation and integration criteria.

<b>Shared goals</b>	Service providers will ideally have shared or - as a minimum - compatible goals or objectives. For example, services providing counselling to individuals with mental health issues could complement another provider who engages with young people or people who are unemployed. The same clients may even access both services.
<b>Target client groups / life-stages</b>	Service providers may service different target groups or populations. For example, one provider may work with children and families, while another works with seniors. It is important these services complement each other and work together to meet the needs of the entire community.  It is important to recognise potential conflicts between service users such as clients accessing support for family violence vs support for drug and alcohol addiction.
<b>Service-delivery models</b>	Service providers may have different delivery models such as in-centre appointments (e.g. consult rooms) while another may provide in-home visits. Similar delivery models may provide more opportunities to share spaces.
<b>Location and space requirements</b>	Service providers have varied location and physical space requirements. Some may require private consult rooms for one-on-one sessions, others require larger open space for group activities. Services with similar location and space requirements will generally work better within hubs and can provide opportunities to share spaces such as consulting rooms, waiting rooms and staff administration areas as well as more 'general purpose' spaces such as foyers, toilets, and car parking.

Table 2 - Colocation and integration criteria

Even smaller outreach-style libraries can help to increase utilisation of underused, passively programmed community centres that are primarily 'transactional' in nature. However, full activation of community centres – with active programming and community engagement - can only realistically be achieved by staff working out of each centre.

**Case study: Wyndham City Council, Neighbourhood Hubs team**

The Neighbourhood Hubs team at Wyndham City Council actively program activities in all council-managed community centres. In these multipurpose facilities, the Neighbourhood Hubs team coordinate activities across the facility in collaboration with libraries and other service staff.

Centres are managed with a clear place-based and community development approach, seeking to facilitate service providers, connect communities with council information and services and with each other, and build partnerships and social capital. Facilities are in high demand, including evenings and weekends.

Hubs are not 'halls for hire' and cannot be booked on a one-off or casual basis by the community.

Each Centre requires 2 EFT (Mon-Fri, 9am-5pm): a community development practitioner and a community liaison officer. These staff require office space and a manned reception desk near the entrance, as part of a large foyer space that allows for informal connections and incidental meetings (between staff and community and between community members). The foyer will be shared by all services based at the hub.

Hubs staff are not facility managers but will contact council's facility management team for building-related issues. Regular user groups are inducted prior to using each facility and typically take care of themselves out of hours.

Collaboration between services has improved, helped by the creation of shared office spaces for all services based at the facility. Shared offices are now a requirement for new community centres.

### 3.3. Technology and digital service expectation

Public libraries are under increasing pressure to meet community expectations for accessible, integrated, and digitally enhanced services. As digital engagement becomes a norm across all aspects of daily life, library users expect more than just access to Wi-Fi and public computers—they seek seamless, personalised, and on-demand digital experiences that mirror those provided by commercial platforms.

Contemporary best practice in libraries includes the provision of high-quality digital collections, user-friendly online catalogues, and intuitive mobile apps that enable patrons to borrow, reserve, and manage resources remotely. The integration of artificial intelligence and data analytics is also emerging, allowing libraries to personalise content recommendations and anticipate user needs based on borrowing habits and preferences.

There is growing demand for 24/7 self-service functionality—both physical (such as after-hours book lockers) and virtual (like eBooks, audiobooks, digital learning platforms, and virtual reference services). Libraries are also expected to provide inclusive digital literacy programs, helping bridge the digital divide for seniors, low-income households, and culturally and linguistically diverse communities.

After-hours access to buildings and facilities is seen as a low-cost means of increasing utilisation of assets and facilities for trusted and pre-approved members.

Additionally, contemporary libraries are embracing emerging technologies such as makerspaces, coding and robotics workshops, virtual and augmented reality experiences, and media production labs. These offerings position libraries as creative and future-focused environments that foster innovation, learning, and community connection in an increasingly digital world.

In this context, the role of the library as a civic technology enabler is expanding—supporting not only access, but also the capability to participate fully in digital society.

### 3.4. Innovation and investments in access

The following initiatives are proposed for review and further investment consideration through future operational and capital budget processes.

#### a) Programming and activation of community facilities

Frankston City Council has invested heavily in sports-related and other infrastructure; libraries can play a role in activation of underutilised community spaces.

Consideration should be given to investing in better utilisation of existing community and recreation spaces through programming and delivery of tailored activities to local needs.

It is proposed that under-utilised facilities could be activated through the provision of groups, activities, and other programming to better meet local community needs for approximately \$200 per hour.

Criteria reflecting accessibility, safety and appropriateness of the facility should be considered when selecting facilities for trialling or piloting this approach.

Provision of 100 hours of locally focused programming into underutilised pavilions or other facilities with accessible community space over one year might cost around \$20,000.

#### b) Innovation and digital

There is significant opportunity to explore innovative and digital responses to enhance library services:

- On-demand-style delivery– offer a pay-as-you-go service for residents who want the convenience of direct delivery (this could be extended to support vulnerable members of the community on a subsidised basis)
- Expansion of digital library programs (e.g., online book clubs and study support)
- Library of Things – expansion and targeting of LoT to respond to vulnerability in the community

<p><b>Observation 21:</b> Increased Demand for Digital and Personalised Services: Library users are increasingly expecting seamless, on-demand digital experiences akin to those provided by commercial platforms. This includes access to high-quality digital collections, mobile apps, and AI-driven content recommendations, highlighting the growing expectation for libraries to adapt to a digital-first world</p> <p><b>Observation 22:</b> Rise of Self-Service and 24/7 Access: There is a growing demand for both physical and virtual self-service options in libraries, including after-hours book lockers, digital learning platforms, and virtual reference services. This shift is seen as a cost-effective way to enhance access to library resources and increase facility utilisation.</p> <p><b>Recommendation 06:</b> Expand Self-Service and Flexible Access: To meet the need for 24/7 access, libraries should explore the expansion of self-service kiosks, after-hours facilities, and virtual services that enable users to access resources anytime. This could include offering extended virtual programming and ensuring that physical access to facilities and assets like book lockers are available for trusted community members.</p> <p><b>Recommendation 07:</b> Invest in Digital Infrastructure and Personalisation: Libraries should prioritise the development of robust digital infrastructures, including intuitive mobile apps, digital collections, and AI-driven systems for content personalisation. This will help meet the increasing user demand for customized, on-demand services and position libraries as leaders in digital engagement.</p> <p><b>Recommendation 08:</b> Better Utilisation of Assets and Infrastructure: Council can consider using Frankston City Libraries as a mechanism to better utilise existing infrastructure (i.e., community centres, pavilions, and other facilities) by programming activities into underutilised community infrastructure.</p>
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## 4. Infrastructure assessment and gap analysis

### 4.1. Facility Benchmarking & Standards

Library facility benchmarks and standards provide a framework for evaluating the adequacy and quality of library spaces, ensuring they are planned to meet the needs of the current and future communities.

These benchmarks typically include guidelines on key factors such as square metre provision per population size, accessibility, and the variety of spaces required to support the desired service model.

Benchmarking of current library Gross Floor area reproduced earlier in this report indicates that Frankston may be under-provisioned by as much as 30% below the Melbourne metropolitan average. This is likely the result of Council not having:

- Established conscious service quality and cost standards in the past
- Considered the role and function of library service for the community, and
- Defined the service outcomes it wants library services to deliver.

### 4.2. Quantity assessment

The *Frankston Library Report 2025* is informed by estimates of current and future library floorspace requirements. The estimates have been developed through two methods comparing Frankston’s current supply of library floorspace and Council’s adopted ‘Forecast ID’ population estimates<sup>2</sup> with:

<p><b>Method 1</b></p> <p>Average current provision of library floorspace across Greater Melbourne<sup>3</sup></p> <p><u>1 sqm PAFS per 45 people</u></p>	<p>Through its Annual Statistical Survey, Public Libraries Victoria (PLV) records the total (gross) floorspace of all libraries within each municipality in Victoria, as well as the area of libraries that the public have access to known as <i>Public Access Floorspace</i> (PAFS).</p> <p>In the experience of the consultant (SocioLogic), demand modelling using the PAFS area of libraries provides a more reliable estimate of floorspace requirements than using gross floorspace. PLV data indicates that, on average for metropolitan Melbourne, PAFS = 0.73 x gross floorspace<sup>4</sup>.</p> <p>The current average of <b>1 sqm PAFS per 45 people</b> was determined by dividing the 2024 municipal populations for all metro Melbourne LGAs by the total library PAFS reported by PLV.</p> <p><b>Notes:</b></p> <ul style="list-style-type: none"> <li>• <i>This metropolitan average is used as a <u>benchmark</u> rather than a planning target.</i></li> <li>• <i>This benchmark indicates the <u>minimum floorspace</u> required. In the experience of the consultant, many LGAs in the PLV network consider themselves underprovided and that their libraries are not large enough to support the contemporary range of modern library activities.</i></li> </ul>
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<sup>2</sup> <https://forecast.id.com.au/frankston>

<sup>3</sup> Based on data published by Public Libraries Victoria (PLV) through the PLV Annual Statistical Survey (<https://www.plv.org.au/resources>), augmented with additional library floorspace data collected directly by the consultant SocioLogic.

<sup>4</sup> Therefore, gross floorspace x 0.73 = PAFS. Reciprocally, PAFS x 1.37 = gross floorspace.

<p><b>Method 2</b></p> <p>NSW State Library 'Library Building Calculator'<sup>5</sup></p>	<p>Since 2013 the NSW State Library service has published a floorspace calculator. The tool is informed by years of engagement with libraries staff and analysis of the size and performance of libraries across NSW.</p> <p>The tool estimates the gross floorspace requirement for a library based on the catchment population it serves, it's role as either a branch or central library, and the total population of the municipality.</p> <p>Unlike the PLV metro average, the NSW tool considers the floorspace requirements of modern, multipurpose libraries that are more than simply collections of loanable items.</p>
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Assessment results

Floorspace estimates using either method (1) or (2) require an assumption of the catchment population for each library. For the purposes of this assessment, the 'potential future catchments' shown on the map at Figure 8 below have been used to estimate current and future catchment populations:

Neither method (1) or (2) is suitable for estimating the floorspace of outreach library locations.

The Table 5 below provides a lower estimate using method (1) 'metro Melbourne average' (1 sqm PAFS per 45 people) – and a higher estimate using method (2) 'NSW library floorspace calculator' for each branch library, for the years 2025 and 2045.

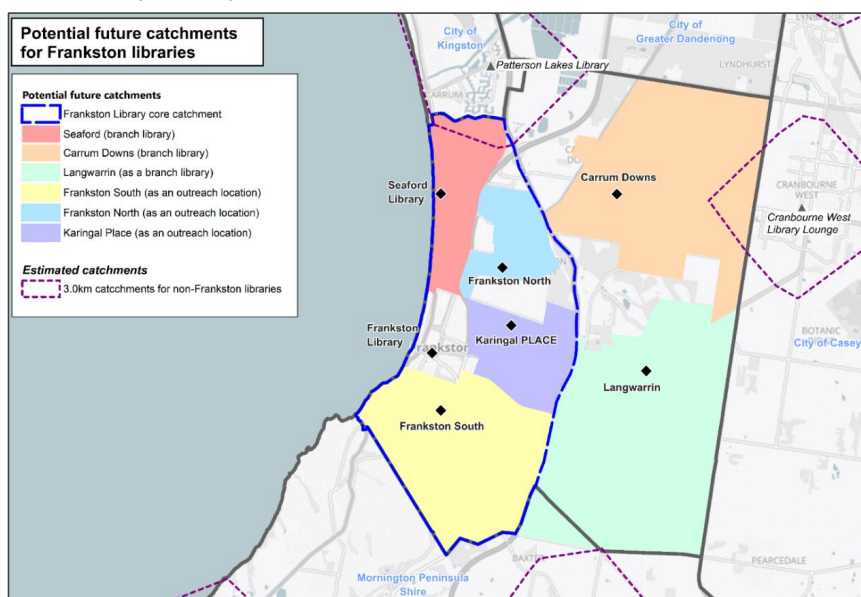


Figure 10 - Proposed Library Catchments - Frankston City Council

<sup>5</sup> <https://pls.sl.nsw.gov.au/managing-my-library/buildings-and-spaces/people-places/planning-tools/library-building-calculator>

	Year: 2025			Year: 2045		
	Catchment population	LOWER Target floorspace m2	UPPER Target floorspace m2	Catchment population	LOWER Target floorspace m2	UPPER Target floorspace m2
<b>Frankston</b> (central library)	82,580	1,850 PAFS (2,500 gross)	2,900 PAFS (4,000 gross) <sup>6</sup>	97,800	2,200 PAFS (3,000 gross)	3,200 PAFS (4,400 gross) <sup>5</sup>
<b>Seaford</b> (branch library)	15,000	330 PAFS (450 gross)	420 PAFS (575 gross) <sup>7</sup>	17,000	380 PAFS (520 gross)	480 PAFS (660 gross) <sup>6</sup>
<b>Carrum Downs</b> (branch library)	37,500	830 PAFS (1,140 gross)	1,150 PAFS (1,575 gross) <sup>8</sup>	40,500	900 PAFS (1,200 gross)	1,200 PAFS (1,650 gross) <sup>9</sup>
<b>Langwarrin</b> (modelled as a branch library)	26,300	580 PAFS (790 gross)	800 PAFS (1,100 gross) <sup>7</sup>	27,800	620 PAFS (850 gross)	840 PAFS (1,150 gross) <sup>8</sup>

Table 3 - Library Target Floorspace Benchmarks

**Definitions:**

PAFS = Public Access Floorspace

Lower target floorspace: Melbourne Metropolitan Average 2024

Upper target floorspace: NSW State Library Tool

<sup>6</sup> NSW tool calculates 2,900 PAFS sqm for a central library serving the area west of the Peninsula Freeway in 2025, and 3,200 sqm in 2045

<sup>7</sup> NSW tool calculates 2,350 PAFS sqm for the area west of the Peninsula Freeway in 2025. Seaford catchment pop is 18% of that area population. Therefore: 2350 x 18% = 420 sqm. And in 2045 = 2650 x 18% = 480 sqm.

<sup>8</sup> NSW tool calculates 1,950 PAFS sqm for the area east of the Peninsula Freeway in 2025. 59% of that area population is within Carrum Downs Library catchment. Therefore: 1950 x 59% = 1,150 sqm and 1950 x 41% (Langwarrin Library) = 800 sqm.

<sup>9</sup> NSW tool calculates 2,050 PAFS sqm for the area east of the Peninsula Freeway in 2045. 59% of that area population is within Carrum Downs Library catchment. Therefore: 2,050 x 59% = 1,200 and 2,050 x 41% (Langwarrin Library) = 840 sqm.

#### 4.3. Infrastructure Gaps and Priorities

The following gaps and priorities are identified:

- a) Library Target Floorspace Estimates: Current provision standards are approximately 30% below the metropolitan average, therefore it is recommended that Frankston establish a target that it will endeavour to reach over the next ten to fifteen years.
- b) Langwarrin Catchment: Given the current latent demand for library and other services, proposed population growth and absence of a permanent base for the delivery of library and other council services it is strongly recommended that Frankston City Council consider the establishment of an expanded branch library service through:
  - An expanded leased premises within the Gateway Shopping Centre (short-to medium term); or
  - Insertion of a library service within the Langwarrin Community Centre in the medium term; and
  - Initiate a search for a permanent site for long-term redevelopment of an integrated services hub. The search for a site should be incorporated into future structure planning for the Langwarrin area and the Gateway Shopping Centre.
- c) Frankston MAC: Planning for future library services with the FMAC as part of a civic / library hub should be initiated as a priority. A current private / public sector infrastructure concept being developed includes a library space of approximately 3,0000 m2. Consideration should be given to if this space should be expanded or if a satellite service (of between 500m2 and 1,000m2) will be located at Frankston North Community Centre.
- d) Carrum Downs Library: The Carrum Downs library is co-located with a children’s centre and an active community centre adjacent to the Carrum Downs Regional Shopping Centre. A local service needs assessment should be undertaken in the short-to medium-term to initiate planning for an integrated hub development when the existing buildings reach the end of their useful life within the next 10 years. This work should be integrated into structure planning for the Carrum Downs area and master-planning for the potential future redevelopment of the Carrum Downs Shopping Centre.

#### 4.4. Enabling activities

The development of this report has identified the need for additional policy and strategy work associated with library services in Frankston; this includes:

**Vision:** The development of a clear vision and purpose statement for library services for Frankston – what is the role and function of libraries in the context of a growing and changing municipality.

**Mandate:** Libraries are an important but wholly discretionary service and therefore a council-endorsed mandate must be developed and endorsed to inform service and infrastructure planning. The mandate should outline desired quality, cost and provision standards.

**Policy framework:** Council to consider and endorse a library policy framework that defines cost, quality, and provision standards is essential to guide strategic decisions and enable

consistent, place-based service delivery. What outcomes and service standards are library services seeking to achieve and deliver?

**Outcomes framework:** Documentation and Council adoption of a clear outcomes' framework – what service outcomes will libraries deliver for the Frankston community and what level of investment is required to support and sustain the model of service.

**Library network policy:** Based on mandate and policy, develop a library network plan that articulates a typology of libraries and location criteria (i.e., transport, open space, activity centre etc)

**Integrated services hub policy:** Development of a clear policy on development and siting of integrated community hubs. This will inform the next generation (20-to-30-year horizon) development of council-owned social infrastructure for Frankston City Council.

**Strategic land use planning:** Ensure appropriate coordination with key strategic land use planning processes (i.e., FMAC master planning and proposed future structure planning for Carrum Downs, Seaford, and Langwarrin) to ensure that library services are identified as priority civic infrastructure and that potential future expansion sites are identified.

**Recommendation 09:** Setting Floorspace Targets: That Council note the Library Target Floorspace Assessments conducted for each of the proposed catchment areas and establish a clear policy for a preferred library floorspace provision target between the lower and upper limits outlined in Table 5. This will provide firm gross floor area target estimates to inform future social infrastructure planning of:

- Frankston CBD/FMAC Library – 4,000 to 4,400m<sup>2</sup> (noting that this includes an allocation for Frankston North Community Centre as a satellite location))
- Seaford Local Library – 420m<sup>2</sup> to 480 m<sup>2</sup>
- Carrum Downs – 1,575m<sup>2</sup> to 1,650m<sup>2</sup>
- Langwarrin – 1,100m<sup>2</sup> to 1,150m<sup>2</sup>

**Recommendation 10:** Social Infrastructure Planning Priorities: That Council note the social infrastructure planning priorities outlined in this report, including:

- Policy commitment to the development of a future Langwarrin Branch Library, the associated planning and service needs assessment, and potential to expand services into larger leased premises in the intermediate period.
- The need for detailed planning to inform the development of an expanded Prime or Destination Library within the Frankston Metropolitan Activity Centre as part of a major civic and services hub.
- Initiation of service needs and infrastructure planning for a new integrated community hub at Carrum Downs at the end of the useful life of the current buildings (estimated at around 10 years).

**Recommendation 11:** A Comprehensive Strategic Framework for Library Services: In response to the identified gaps, it is crucial for Frankston City Council to prioritise the development of a comprehensive strategic library framework. This should include the creation of a clear vision and purpose for library services, supported by a Council-endorsed mandate that defines quality, cost, and provision standards. Additionally, the framework should include a well-documented outcomes framework to guide service delivery and a library network policy that ensures effective service provision across the municipality. This framework will not only

align library services with broader community needs but also position them as essential infrastructure in strategic land-use and social planning processes.

## 5. Strategic framework for future provision

### 5.1. Vision and objectives

Frankston City Libraries will be inclusive, dynamic community hubs that enable equitable access to knowledge, technology, creativity, and social connection—enhancing lifelong learning and wellbeing for all.

Objectives:

- Provide welcoming, inclusive and accessible spaces that support diverse community needs.
- Foster digital inclusion, literacy, and access to technology.
- Deliver high-quality, innovative, and place-based library services.
- Support community resilience, mental wellbeing, and social cohesion.
- Align library services with Council’s strategic objectives, including liveability, sustainability, and economic development.
- Future-proof library infrastructure to accommodate population growth, urban change, and new service delivery models.

### 5.2. Guiding principles

The following principles should guide the development and delivery of future library services and facilities:

Equity of Access – Ensure all residents, workers, and visitors have fair access to high-quality library services, regardless of location or background.

Place-Based Delivery – Tailor services to local community profiles and emerging needs.

Digital Inclusion – Promote access to technology and digital literacy for all ages and abilities.

Integrated Community Hubs – Co-locate libraries with other compatible services to enhance convenience and collaboration.

Sustainability and Resilience – Design library facilities to be environmentally sustainable, adaptable to climate risks, and responsive during emergencies.

Partnership and Engagement – Build strong partnerships across sectors and engage with communities to co-create programs and services.

Innovation and Continuous Improvement – Embrace new technologies, ideas and models to evolve the library experience.

### 5.3. Service typology

This Report recommends a four-tier service model be adopted by Council:

1. **Central Library (Frankston CBD)** – A flagship facility supporting the entire network with extensive services, civic partnerships, and major programs. A satellite service from the CBD might operate at Frankston North.
2. **Branch Libraries (Carrum Downs, Seaford, future Langwarrin)** – Full-service libraries catering to regional needs with expanded collections, technology access, and community spaces.

3. **Outreach and Access Points (e.g. Karingal Place, Frankston South)** – Small-scale, low-cost service points embedded in community facilities with click-and-collect, program delivery and digital access.
4. **Digital and Mobile Services** – Online platforms, self-service options, book lockers, and pop-up/mobile services supporting access beyond fixed locations.

#### 5.4. Co-location and partnership opportunities

The Report identifies strong potential for co-location with:

- Maternal and child health services
- Kindergartens and early years services
- Youth spaces and digital maker labs
- Council customer service functions
- Community meeting and activity rooms
- Playgroups and neighbourhood houses

These partnerships should follow compatibility criteria (shared goals, service models, and target groups), and consider integrated staffing models and shared management where feasible. Hubs should be community development-oriented, with place-based programming and shared spaces for collaboration.

#### 5.5. Alignment with urban renewal and growth areas

Library infrastructure and service planning must demonstrate strong alignment with:

- **Frankston Metropolitan Activity Centre (FMAC):** A proposed new civic library hub will support FMAC renewal, housing growth, and increased civic and cultural activity.
- **Langwarrin and Carrum Downs Growth Areas:** New or expanded branch libraries will address future demand driven by residential expansion.
- **Increased apartment living and smaller households:** Library design must accommodate shared workspaces, meeting rooms, and digital access for residents lacking private facilities.
- **Frankston Housing Strategy & Health and Wellbeing Plan:** Libraries will support community inclusion, prevent social isolation, and provide early intervention through non-clinical services.
- **Climate and Flood Resilience:** Future library developments must comply with flood zone overlays and climate adaptation principles to ensure continuity of access and safety.

## 6. Priority projects and investment roadmap

### 6.1. Recommended projects and timing

This section outlines the proposed priority projects and other actions at each of the branch and outreach locations.

#### a) Central Library at Frankston CBD

Short term (0-3 years)

Library forecourt redevelopment and remodelling of entrance foyer.

Sound-proofing of existing rooms to increase usage and utility.

Improve access to power and charging for bring-your-own-devices (BYOD)

Expand space for programs and additional functions – decrease floor stock and transfer to 'stack' for 'click and collect'.

Explore additional service partnerships.

Explore 'on-demand' delivery options – 'pay-as-you-go' – subsidised for vulnerable groups

(Recent upgrade has improved library performance and conditions.)

Medium term (4-7 years)<sup>10</sup>

Consider converting upstairs staff space (350m<sup>2</sup>) for additional library functional space.

- Maker and creative space
- Study and co-worker space

Expand programming and activities for key groups:

- Families and children
- Vulnerable community members

Provision of space:

- Study and work
- Third place 'lounge' for apartment dwellers

Services and functional planning for future FMAC library and integrated services hub (and consideration of new library within integrated hub at Frankston North)

Long-term (more than 7 years)

Focus on delivery of FMAC redevelopment

Integrated services hub co-developed with new Civic Centre – Library space 3,000m<sup>2</sup> to 4,000m<sup>2</sup>

- Focus on digital and creative
- Program and activity
- Flexible meeting and activity spaces

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<sup>10</sup> Medium term activities at Frankston Central would likely not be required if the FMAC Plan is planned to occur within the next 5 to 7 years.

Explore air space development rights to fund construction of civic and library shell. Council to fund fit out and operations.

Existing library space to be integrated into expanded Arts Centre for rehearsal and performance spaces.

**b) Carrum Downs Branch Library**

Short-term (0-3 years)

Consider reduction in floor display book stock to create additional space for services and programs.

- Study areas and co-worker space
- Expand library children's services

Invest in extended after-hours opening to better service community need.

Consider improving utilisation and extension of hours through 'open access' program.

Improve external urban design and connections to adjacent shopping centre.

Improve signage and wayfinding in precinct.

Renegotiate relationship with community centre to ensure effective use of spaces and facilities.

Medium term (4-7 years)

Planning for redevelopment as an integrated services hub:

- Fully functional branch library
- Community centre
- Children's services – preschool and MCH

Local services planning to be completed as input into design brief.

Encourage engagement in future precinct structure planning with adjacent shopping centre.

Long-term (more than 7 years)

Redevelopment of site as an integrated community and children's hub with library as core service (1,200m<sup>2</sup> – 1,600m<sup>2</sup>).

Potential expansion and provision of open space through better integration with redeveloped shopping precinct (likely to include mixed use).

**c) Seaford Branch Library**

Short-term (0-3 years)

Explore possibility of open access library – improved security and resources.

Improve signage and wayfinding

Undertake services planning for local area to determine needs.

Current property is on land subject to inundation due to being adjacent to Kananook Creek – long term redevelopment likely not viable on current site.

Explore options for future relocation of the library and associated services.

Medium term (4-7 years)

Explore operation as an integrated community hub on current site

- Maintain and better use community hall
- Explore use of senior citizens centre for programs and activities
- Operate library and associated services as integrated modules on either side

Explore alternate sites within Seaford area through planned suburb-level structure planning

Engage with LXRA crossing removal to explore potential to create site for future integrated hub. Reserve reclaimed or Victrack land under future above-ground railway track.

Long-term (more than 7 years)

Redevelopment of a future integrated hub on site to be identified.

Library space 520m<sup>2</sup> – 660m<sup>2</sup>

**d) Langwarrin Branch Library (Proposed)**

Short-term (0-3 years)

Council has limited land in Langwarrin (east of freeway) from which it can deliver current and future services. Investigation and planning for investment to expand public land footprint for future generations.

Progress a policy commitment to develop a future branch library for Langwarrin.

Current shop-front customer service site not fit for either library or customer functions.

Explore leasing of larger retail space in shopping centre to support minimum standard library operations.

Undertake services planning to identify and confirm un-met local service needs.

Medium term (4-7 years)

Option One: Consider pilot of small branch library in expanded retail space:

- ~600m<sup>2</sup> – potential size
- Full range of library functions
- Focus on local needs

Option Two: Consider inclusion of small branch library services within the Langwarrin Community Hub

- ~160m<sup>2</sup> – potential size (subject to design)
- Limited library functions
- Collection of ~5,000 items

Engage in future precinct structure planning with shopping centre owners.

Consider acquisition of land within precinct for development of library / community / Council services hub.

Future library 850m<sup>2</sup> – 1,150m<sup>2</sup>

Translation of services planning into integrated library and services hub proposal.

Long-term (more than 7 years)

Acquisition of land to support future delivery of Council services.

This library will service residential areas east of the freeway and should be designed with future growth in mind.

Two main options:

- Leverage redevelopment of the shopping precinct to acquire / purchase land (via the Precinct Structure Planning process)
- Acquisition of government or private land near activity centre and transport nodes

Development of an integrated services hub (including library as an anchor) to service future needs.

#### Outreach library services

##### **e) Karingal Place**

Short-term (0-3 years)

Karingal Place Community Centre has recently returned to council management. It is recommended that services planning is undertaken to map out medium to long term service needs for the facility and consider the ongoing governance model.

Given its proximity to Frankston CBD, it is not a recommended site for the provision of a branch library.

Relocation of the library space within the facility should be considered.

Focus will be on enhancing outreach library services and integration of library programming and activities into the facility. Recommended short term works:

- Installation of an external book-return chute
- Lockers to support click and collect

Explore facilitation of 'out-of-business-hours access'

Medium term (4-7 years)

Dependent on services planning for the facility.

Unlikely to be more than enhanced outreach service.

Enhance programming and activities dependent on changing local needs.

Long-term (more than 7 years)

Nil actions noted.

##### **f) Frankston North Community Centre**

Short-term (0-3 years)

The population of Frankston North is recognised as having a high-level of vulnerability and disadvantage.

The very busy Frankston North Community Centre provides the focus for local service response and hosts a small outreach library.

There is a current plan to expand library-related services by creating a modest reading / activity space by converting an existing stage area. This will support after-school study, homework groups, and children's literacy.

Explore utilisation of the new \$9.25m Eric Bell pavilion for delivery of expanded outreach programs.

Key areas for short term focus include digital inclusion, pathways to employment, adult and children's literacy, and expanding current outreach services.

#### Medium term (4-7 years)

Initiate planning for an expanded library service (600m<sup>2</sup>) as a core element of an integrated community services hub (1,500m<sup>2</sup>).

Focus on delivery of library services responsive to local needs, including employment, literacy, health & wellbeing, social connection, digital inclusion, financial literacy, educational support, youth support & development, advocacy and social justice.

Feasibility and business case for redevelopment of community centre site and delivery of an integrated community hub and library.

#### Long-term (more than 7 years)

Delivery of integrated hub project.

#### **g) Frankston South Community Centre**

##### Short-term (0-3 years)

Frankston South Community & Recreation Centre is a learning- and sport-focused facility 1.7km from the Frankston library.

This site is not recommended for expansion of library services and will continue to offer outreach services and minor programming.

It offers minimal library services (a very small collection and 'click and collect' service) and several Storytime sessions on a weekly basis.

Short term focus will be on increasing Storytime sessions in response to demand and installation of external return chute and lockers for afterhours collection.

##### Medium term (4-7 years)

Nil noted.

##### Long-term (more than 7 years)

Nil noted.

## 6.2. Investment options

Considering the prevailing financial conditions facing Frankston City Council and the broader local government sector, four levels of investment options have been modelled for this report.

Option 0 (Business as Usual) – continuation of current provision standards for renewal and upgrade of existing facilities without expansion of floor space or establishment of a Langwarrin Branch. It includes the planned FMAC civic/library development at 3,000m<sup>2</sup>.

Option 1 (Low Investment) – allows for expansion of library floorspace to the lower benchmark standard and for a small branch library at Langwarrin (either in leased facilities in the Gateway Shopping Centre or Langwarrin Community Centre).

Option 2 (Medium Investment) – expands floorspace to lower benchmark, includes intermediate Frankston mezzanine works, FMAC in the long term, Langwarrin intermediate and medium-size full branch in the long term.

Option 3 (High Investment) – uses the higher floorspace benchmark and includes most optimistic timing of FMAC (therefore no need for intermediate works), inclusion of Frankston North library annexe, Carrum Downs expansion, Seaford relocation and expansion, and Langwarrin intermediate and long-term full branch services hub.

Varying levels of capital investment for collections, outreach, lockers and digital services have been incorporated into the model. Historical capital expenditure on collections and minor upgrades of ~\$700,000 per annum has been used as a guide.

### 6.3. Operational funding

The financial modelling does not incorporate the likely increased operational cost of expanded library services. It is recommended that the next stage of work incorporates a pre-feasibility and business case for each of the preferred development options that fully explores the impact on operational budgets.

It is highly likely that changes to the library business strategy and operating models will create efficiencies to mitigate the risk of increases in operational budget. Notwithstanding these possibilities, there is usually a direct link between library floor space and the operational funding required to effectively utilise the space.

### 6.4. Modelling and limitations

Financial modelling of projects at this stage of concept development is always challenging. Information generated from the model should be used as a guide to developing ten or twenty year financial and asset planning models and refined as greater detail is confirmed for each project through its development cycle.

The model considers floorspace and applies general construction rates that applies cost escalation rates reflecting the planned timing of the project. Construction rates vary as to whether they are double storey, single storey, light construction, or fit out.

Design and construction preliminaries are allowed for by way of percentage rates.

The model includes allowances for the following items:

- Landscaping – either hard or green
- Service upgrade and relocation
- Furniture and fittings allowance
- Site contamination – low / medium or high – varied for each project
- Contingency rates – low / medium or high – varied for each project

The modelling can be used to calculate future Maintenance & Renewal and Depreciation costs. These have been excluded at this stage of development.

**6.5. Indicative costs – scenario planning**

The following indicative cost tables have been drawn from the financial modelling undertaken for this project.

Assumptions and cost drivers for the financial costing model have been developed in cooperation with relevant staff from Frankston City Council.

Each of the scenarios require further negotiation and deliberation in the context of Executive recommendations and Council determination on service quality, cost, and provision standards.

a) Option 0 – Business as Usual plus FMAC

This option offers the same floorspace at Carrum Downs and Seaford and includes the expansion of the FMAC central library to 3,000m2

It does not include the establishment of a branch in Langwarrin but includes a provision for installation of book lockers and potential afterhours access at some sites.

The minimum investment required over the next 20 years to upgrade and renew existing infrastructure will be in the order of \$25 million.

Project	Construct / Fit out	Estimated Capital Cost
FMAC	2028-2029	\$13.93m
Carrum Downs Library	2033-2034	\$8.18m
Seaford Library	2038-2039	\$2.10m

*Table 4 - Business as Usual + FMAC*

**Additional capital**

- Collections and resources: \$650,000 per annum escalated (\$16.44m over 20 years)
- Lockers and access: \$395,000 over five years

Expected capital spending under this scenario will be in the order of \$42 million over the next twenty years.

b) Option 1 – Low investment Model

The low investment level is based on:

- Expansion of floor space to lower benchmark standard (towards the metropolitan average)
- FMAC development of 3,000m2 in the medium term
- Allowance for a small branch library in Langwarrin (either a larger leased facility or within the existing community centre), and
- Maintains current investment level in books and collections and has an allowance for book lockers and afterhours access.

Capital investment required to increase floorspace provision to the minimum benchmark standard and establish a moderately-sized leased facility in Langwarrin will be in the order of \$35 million.

Project	Construct / Fit out	Estimated Capital Cost
FMAC	2030 - 2033	\$14.91m

Carrum Downs Library Hub	2034-2036	\$11.73m
Seaford Library Hub	2038-2040	\$5.71m
Langwarrin Expanded	2029-2030	\$2.75m

*Table 5 - Low Investment Model*

**Additional capital**

- Collections and resources: \$700,000 per annum escalated (\$17.71m over 20 years)
- Lockers and access: \$790,000 over five years

c) Option 2 – Medium Investment Level

The medium investment level is based on:

- Expansion of floor space to lower benchmark standard
- Intermediate works at Frankston Central Library
- FMAC development in the long-term
- Frankston North Community Hub
- Intermediate expanded Langwarrin Branch
- Medium size Langwarrin Branch in the long term
- Small increase in collections and accessibility

Investment of approximately \$50 million over 20 years is required to achieve significant improvement to Frankston City Libraries physical infrastructure.

<b>Project</b>	<b>Construct / Fit out</b>	<b>Estimated Capital Cost</b>
Frankston Mezzanine	2027-2028	\$1.66m
Frankston FMAC	2037-2039	\$18.90m
Frankston North Hub	2031-2033	\$5.29m
Carrum Downs Library Hub	2028-2030	\$9.00m
Seaford Library Hub	2032-2035	\$4.51m
Langwarrin Expanded	2027-2028	\$1.71m
Langwarrin Services Hub	2037-2038	\$8.71m

*Table 6 - Medium Investment Model*

**Additional capital**

- Collections and resources: \$850,000 per annum escalated (\$21.50m over 20 years)
- Lockers and access: \$806,000 over five years

d) Option 3 – High Investment Level

The high investment level is based on:

- Expansion of floor space to the higher benchmark standard
- Larger FMAC development in the short-term
- Frankston North Community Hub
- Intermediate expanded Langwarrin Branch

- Large size Langwarrin Branch in the long term
- Higher investment in in collections and accessibility

The High Investment scenario is included as a reference point, approximately \$60 million investment in facilities and related infrastructure would be required to achieve this outcome.

Project	Construct / Fit out	Estimated Capital Cost
Frankston FMAC	2027-2029	\$15.67m
Frankston North Hub	2029-30	\$8.60m
Carrum Downs Library Hub	2033-2034	\$14.20m
Seaford Library Hub	2035-2037	\$6.62m
Langwarrin Expanded	2027-2028	\$2.56m
Langwarrin Services Hub	2037-2038	\$11.78m

Table 7 - High Investment Model

**Additional capital**

- Collections and resources: \$1,000,000 per annum escalated (\$25.30m over 20 years)
- Lockers and access: \$825,000 over five years

**6.6. Capital funding models**

Experience over the past decade demonstrates that library operational funding (around 80%<sup>11</sup>) and capital development (around 87%<sup>12</sup>) has been funded by local government.

It is highly likely that future capital development of libraries will primarily be funded by local government rate revenue (70% to 80%).

The Living Libraries Infrastructure Program (LLIP) remains a pivotal funding source for enhancing library facilities across Victoria. In the 2024–25 funding round, over \$4 million was allocated to 19 projects, supporting initiatives such as mobile library vans, technology upgrades, and after-hours access improvements. The program continues to demonstrate the Victorian Government's commitment to fostering lifelong learning and community engagement through accessible library services. The next funding round is anticipated to open later this year, providing ongoing opportunities for councils and library corporations to apply for support.

Beyond LLIP, several other Victorian Government programs offer potential funding avenues for integrated community hubs. The Growing Suburbs Fund (GSF), for instance, targets infrastructure needs in rapidly developing outer suburbs, funding projects that enhance community resilience and liveability, including multipurpose community centres and health and wellbeing hubs. Similarly, the Building Blocks Grants – Capacity Building program supports the development of integrated children's centres, bringing together education, care, health, and support services for families. These

<sup>11</sup> <https://www.mav.asn.au/news-resources/campaigns/previous-campaigns/library>

<sup>12</sup> [https://www.localgovernment.vic.gov.au/\\_data/assets/pdf\\_file/0018/186030/2023-24-Living-Libraries-Infrastructure-Program-Guidelines-FINAL.pdf](https://www.localgovernment.vic.gov.au/_data/assets/pdf_file/0018/186030/2023-24-Living-Libraries-Infrastructure-Program-Guidelines-FINAL.pdf)

programs underscore a strategic focus on creating multifunctional spaces that cater to diverse community needs.

At the Commonwealth level, funding opportunities for community hubs are available through initiatives like the National Community Hubs Program, which is delivered via partnerships between philanthropy, government, and the education and community sectors. Additionally, the Community Grants Hub serves as a centralised platform for various federal funding programs that could support the development of integrated community facilities. These sources can be instrumental in securing financial support for long-term community infrastructure projects.

Looking ahead over the next two decades, the landscape of capital funding for community hubs in Victoria will likely be influenced by evolving policy priorities and demographic shifts. While programs like LLIP and GSF have demonstrated consistent support for community infrastructure, future funding availability may fluctuate based on economic conditions and government agendas. Therefore, it is prudent for project planners to adopt a diversified funding strategy, combining state and federal grants with local government contributions and potential philanthropic partnerships, to ensure the sustainable development of integrated community hubs across Victoria.

6.7. Twenty Year Investment – Scenario Modelling

The results of initial financial modelling have been translated into the graph at Figure 10 below. This provides the cumulative investment across four scenarios: from business as usual to maintain existing infrastructure and service levels, through to high investment to achieve national better practice libraries.

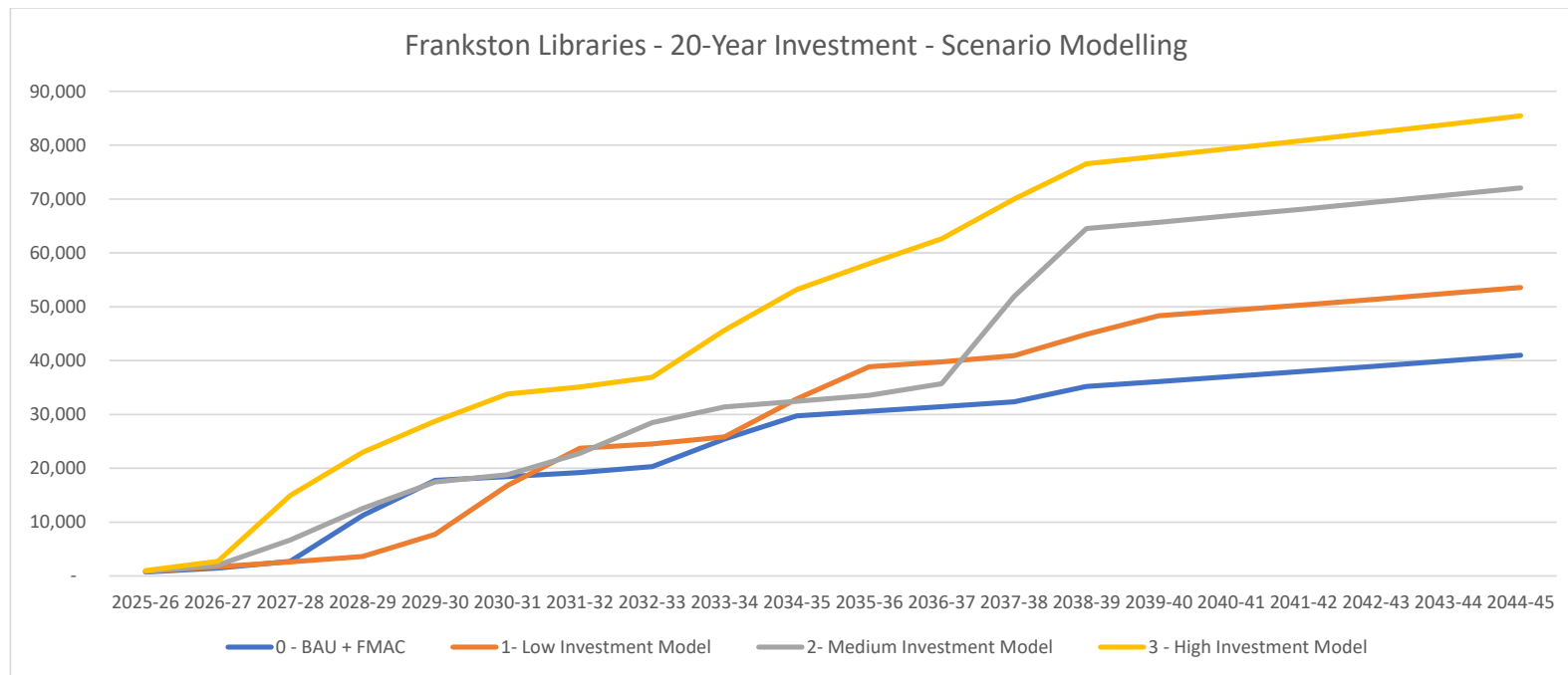


Figure 11 - Frankston Libraries - 20-Year Investment - Scenario Modelling

### 6.8. Potential divestment or repurposing

As Frankston City Council transitions towards a contemporary network of integrated community hubs, there is an important opportunity to strategically divest or repurpose older, single-use library and community facilities nearing the end of their functional life.

This approach supports more efficient use of Council's assets, reduces duplication, and allows reinvestment into multipurpose infrastructure that delivers broader community benefit. In particular, the future integration of services in Carrum Downs, Langwarrin, and Frankston CBD will reduce the need for smaller standalone facilities and outdated outreach locations, enabling a shift to more activated, co-located, and flexible spaces.

Facilities such as the Seaford Library—which has been assessed as having limited capacity to support contemporary library functions and is located on a site subject to inundation—represent potential candidates for divestment or repurposing. Where feasible, Council may explore adaptive reuse of these sites for other civic or community functions, or disposal where no ongoing municipal need is identified. Divestment decisions should be aligned with asset condition data, service coverage, and catchment planning outcomes.

To support this transition, it is recommended that Frankston City Council develop a dedicated policy to guide the assessment, consultation, and approval processes associated with the future development of integrated community hubs. This policy should include criteria for determining when facilities are no longer fit for purpose, principles for engaging affected communities, and mechanisms to reinvest proceeds into library and community infrastructure. Embedding a policy framework will ensure consistent and transparent decision-making, strengthen governance, and provide clarity to stakeholders about the future direction of library service delivery.

The implementation of a coordinated divestment strategy will enable Council to modernise its library and broader community infrastructure, reduce long-term maintenance liabilities, and redirect limited capital resources towards high-impact investments. In doing so, Frankston can build a future-ready library and social infrastructure network that not only meets the needs of a growing and diverse population but also supports broader goals of financial sustainability, equity, and place-based service delivery.

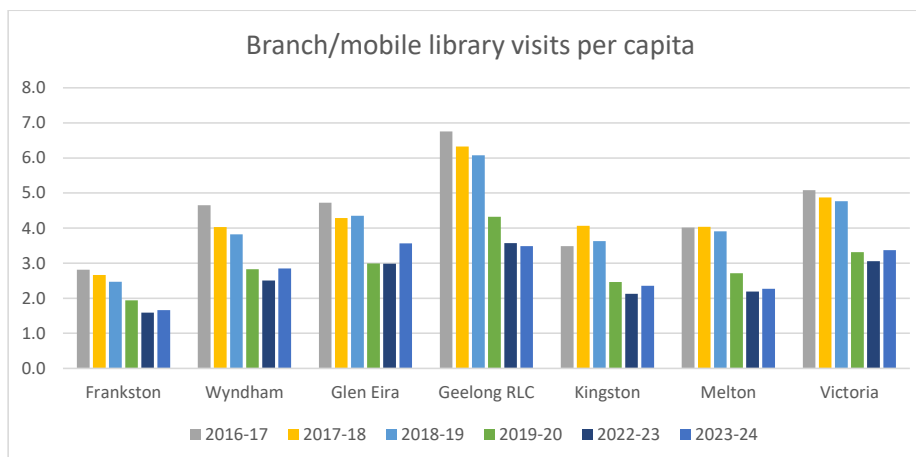
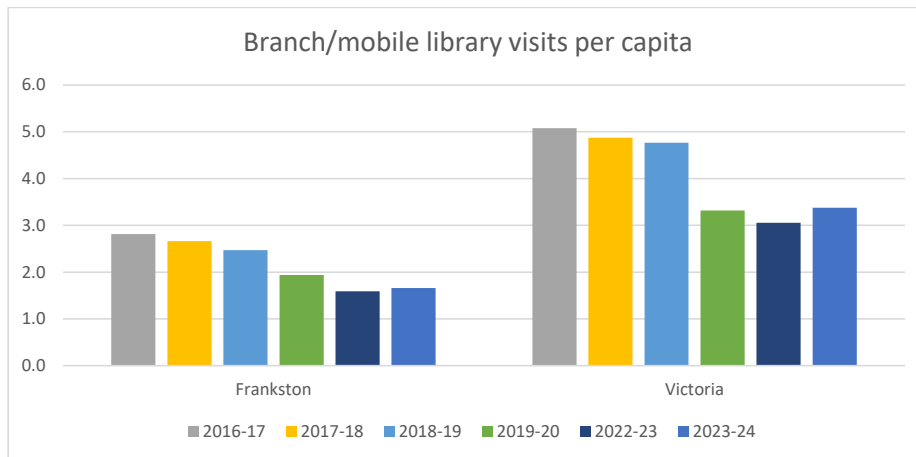
[End of report.]

Appendix A – Frankston City Libraries Benchmarking Report

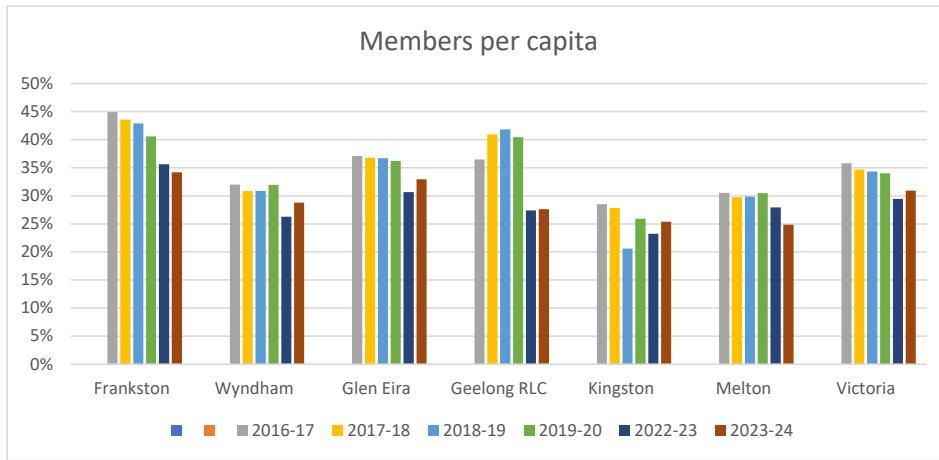
Notes:

- COVID years (2020-21 and 2021-22) have been excluded from charts.
- 2019-20 was also partially COVID affected.

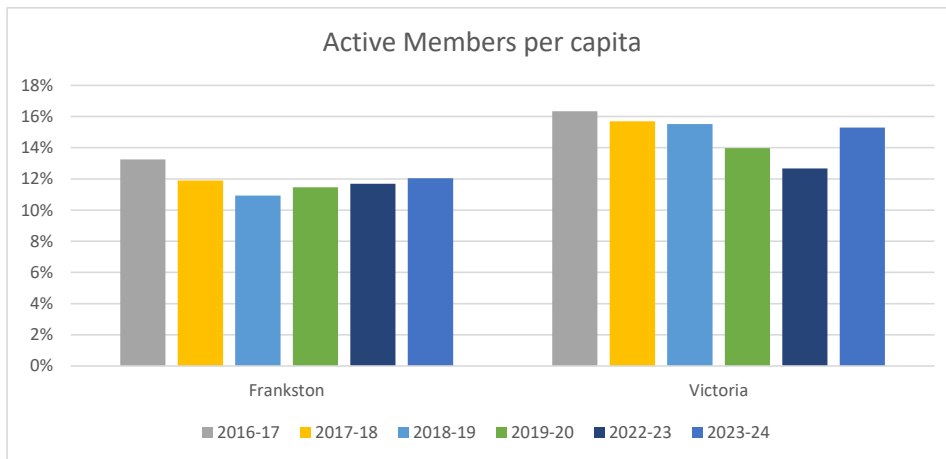
**Branch/mobile library visits per capita**

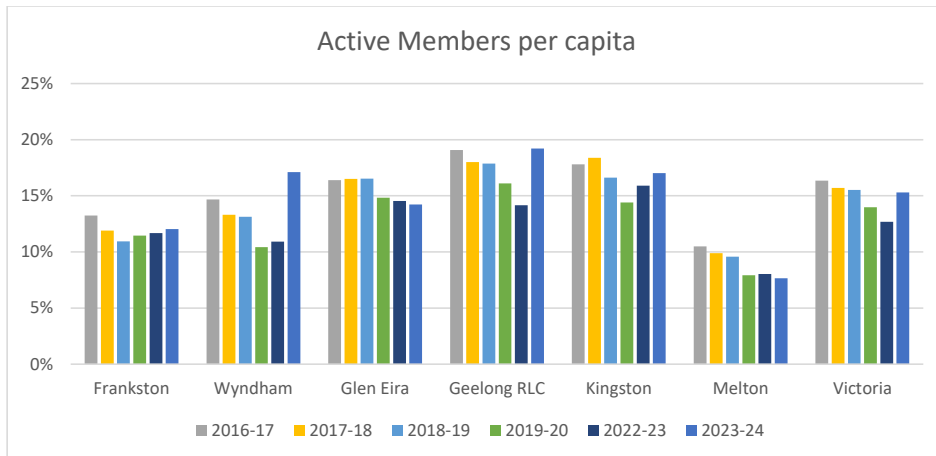


**Members per capita**

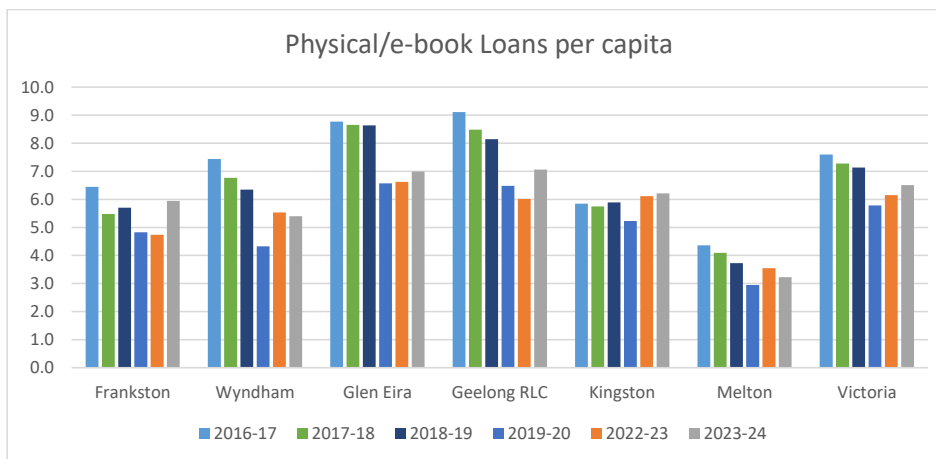
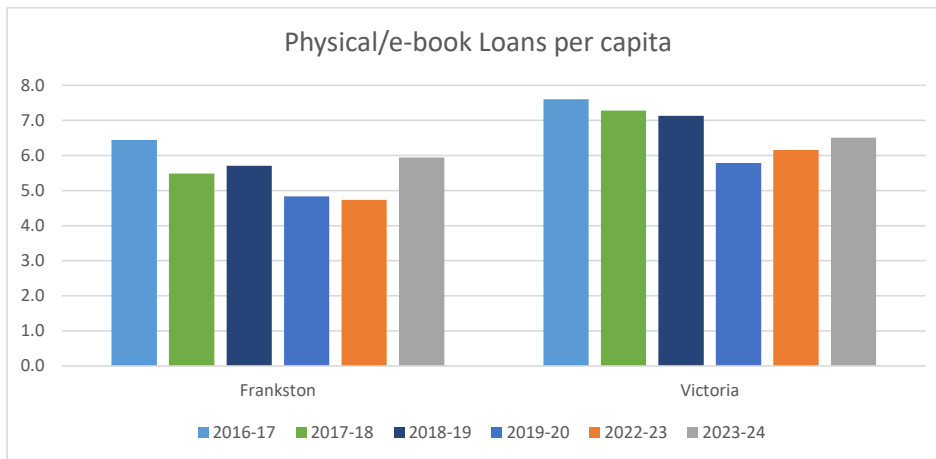


**Active Members per capita**

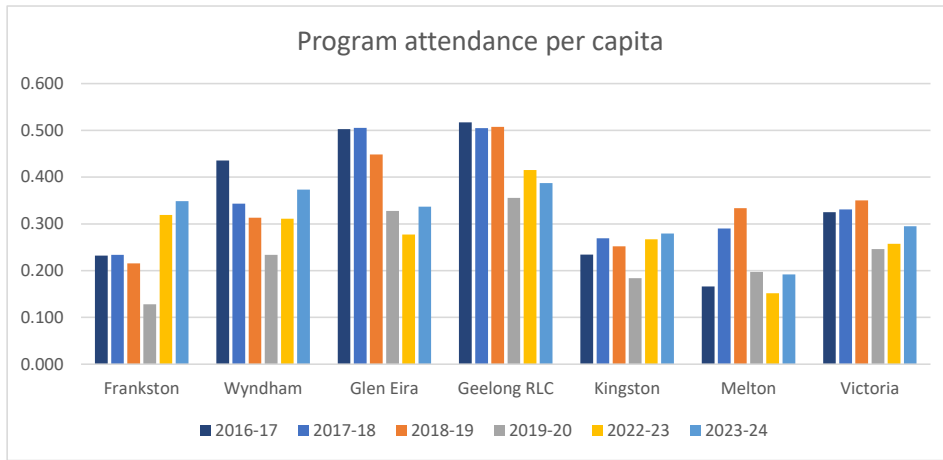




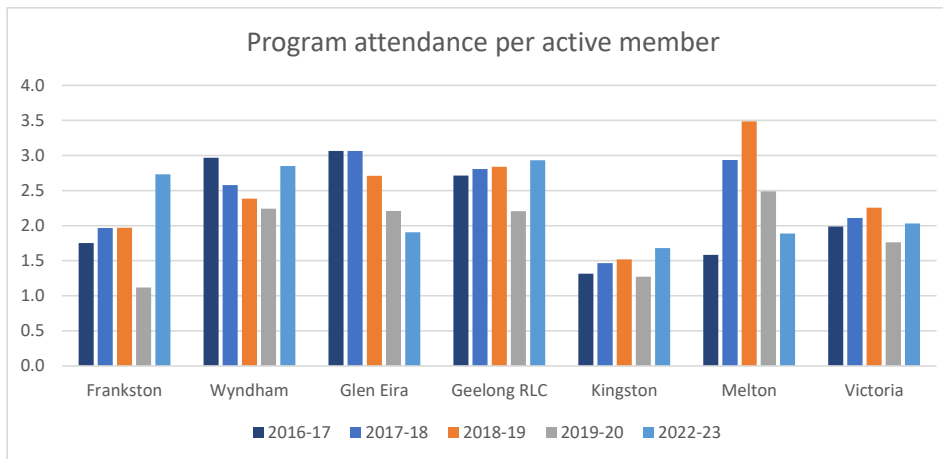
**Physical/e-book loans per capita**



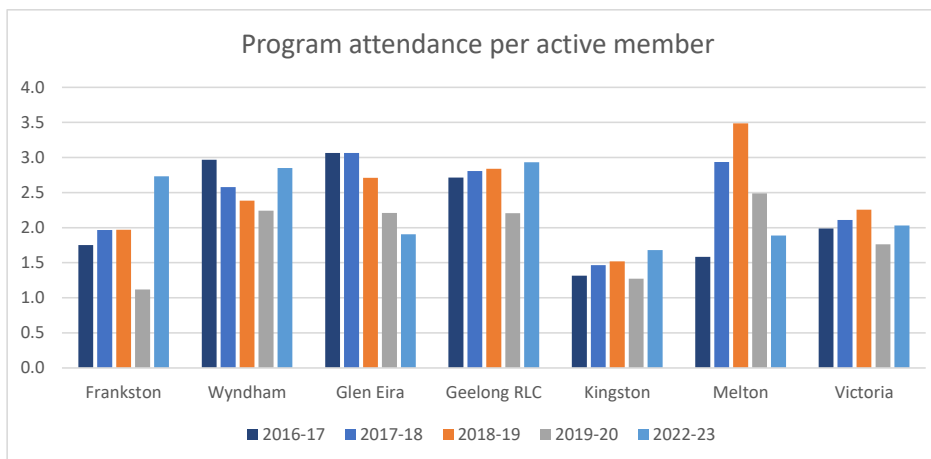
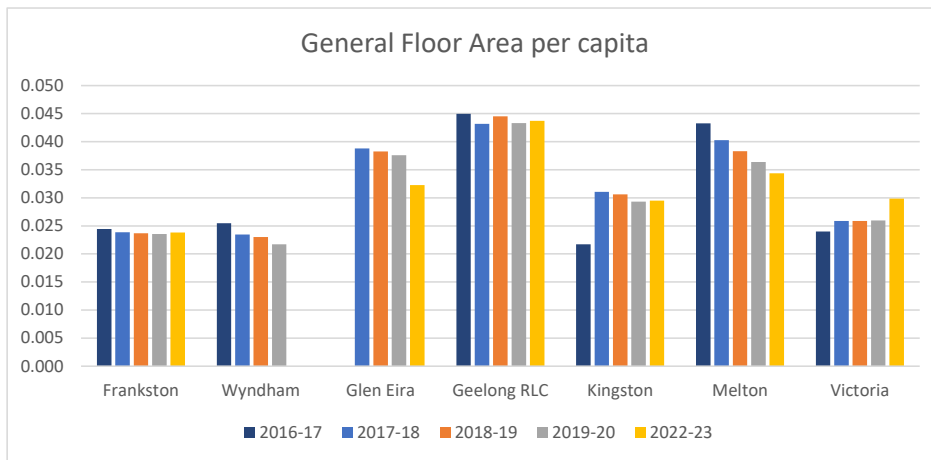
**Program attendance per capita**



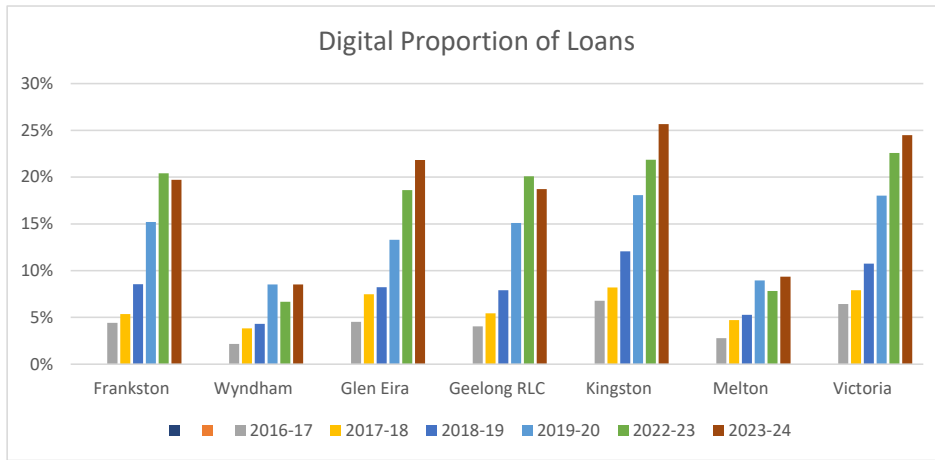
**Program attendance per active member**



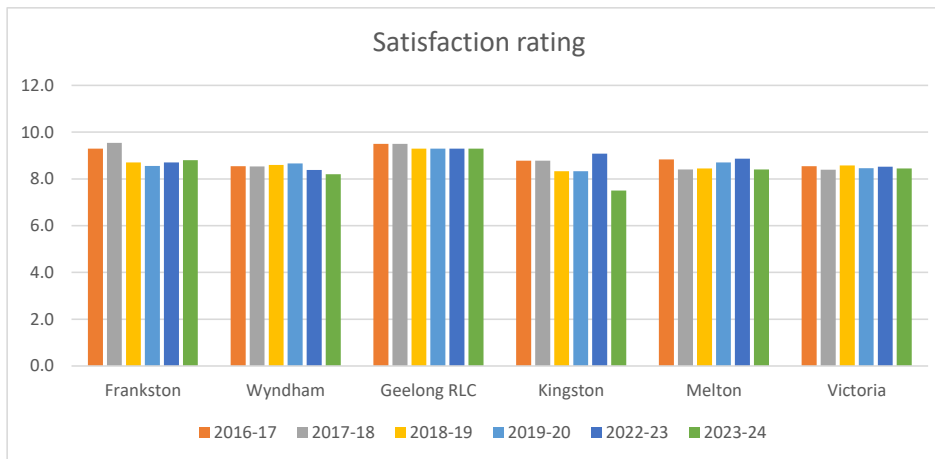
**Floor Area (all) - per capita and per active member**



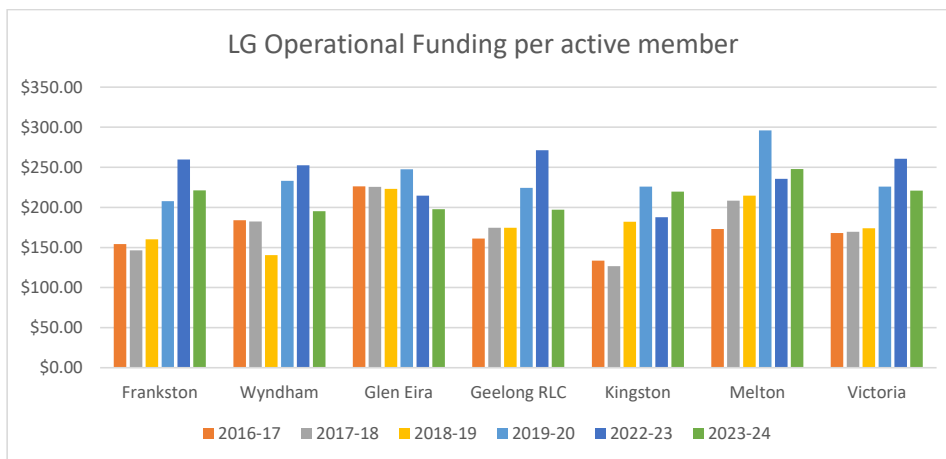
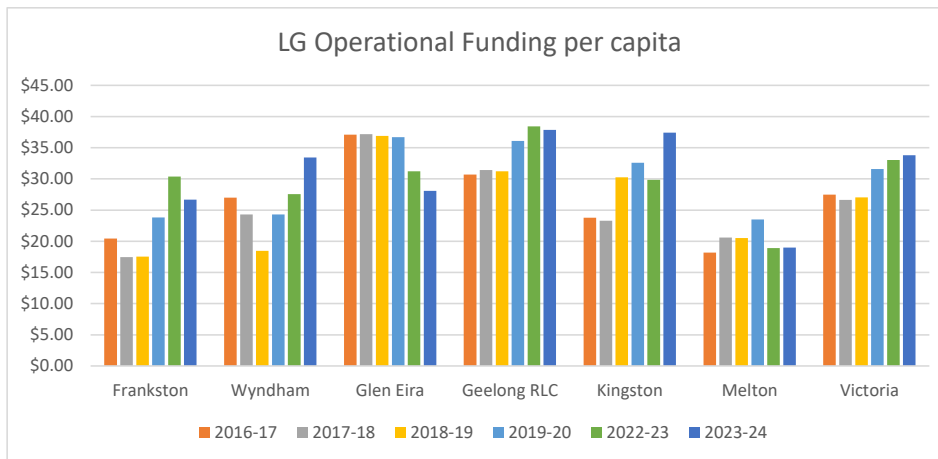
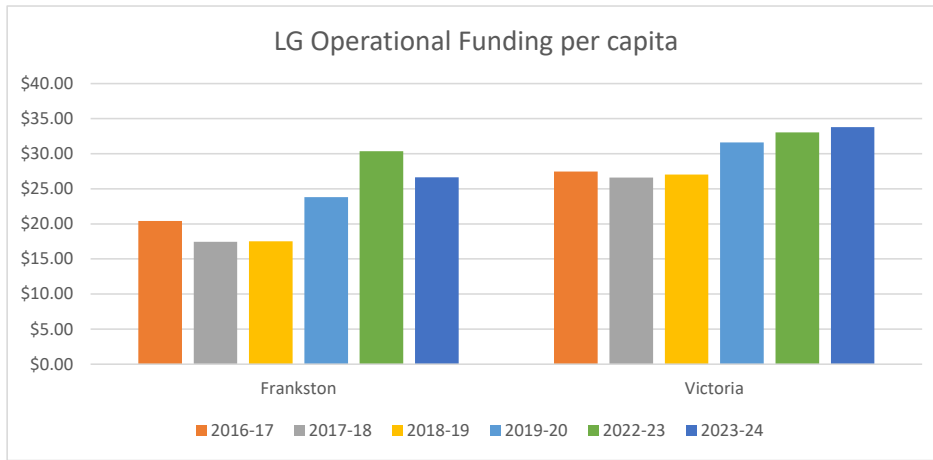
**Digital Proportion of loans**



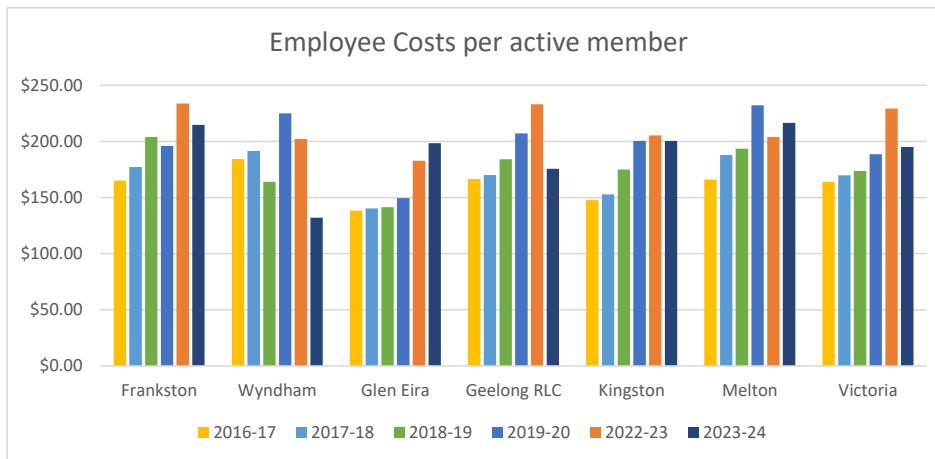
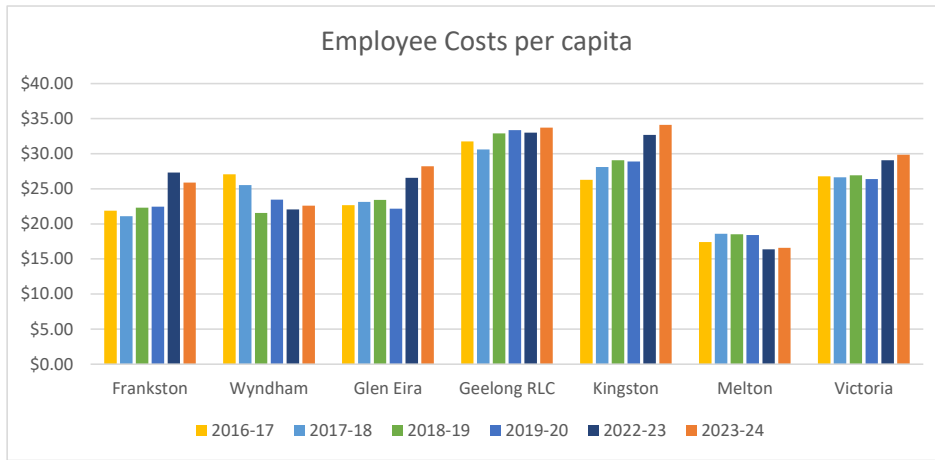
**Satisfaction rating**



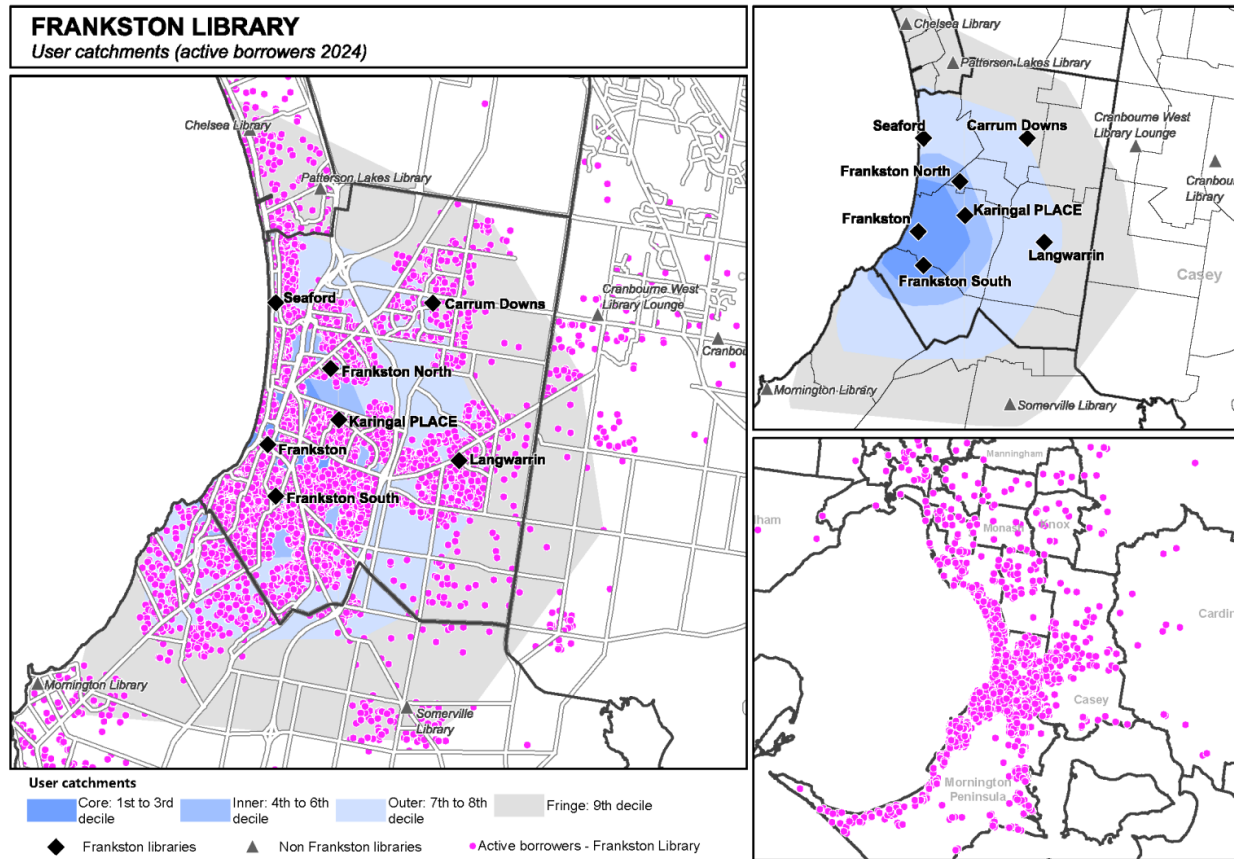
**LG Operational Funding**

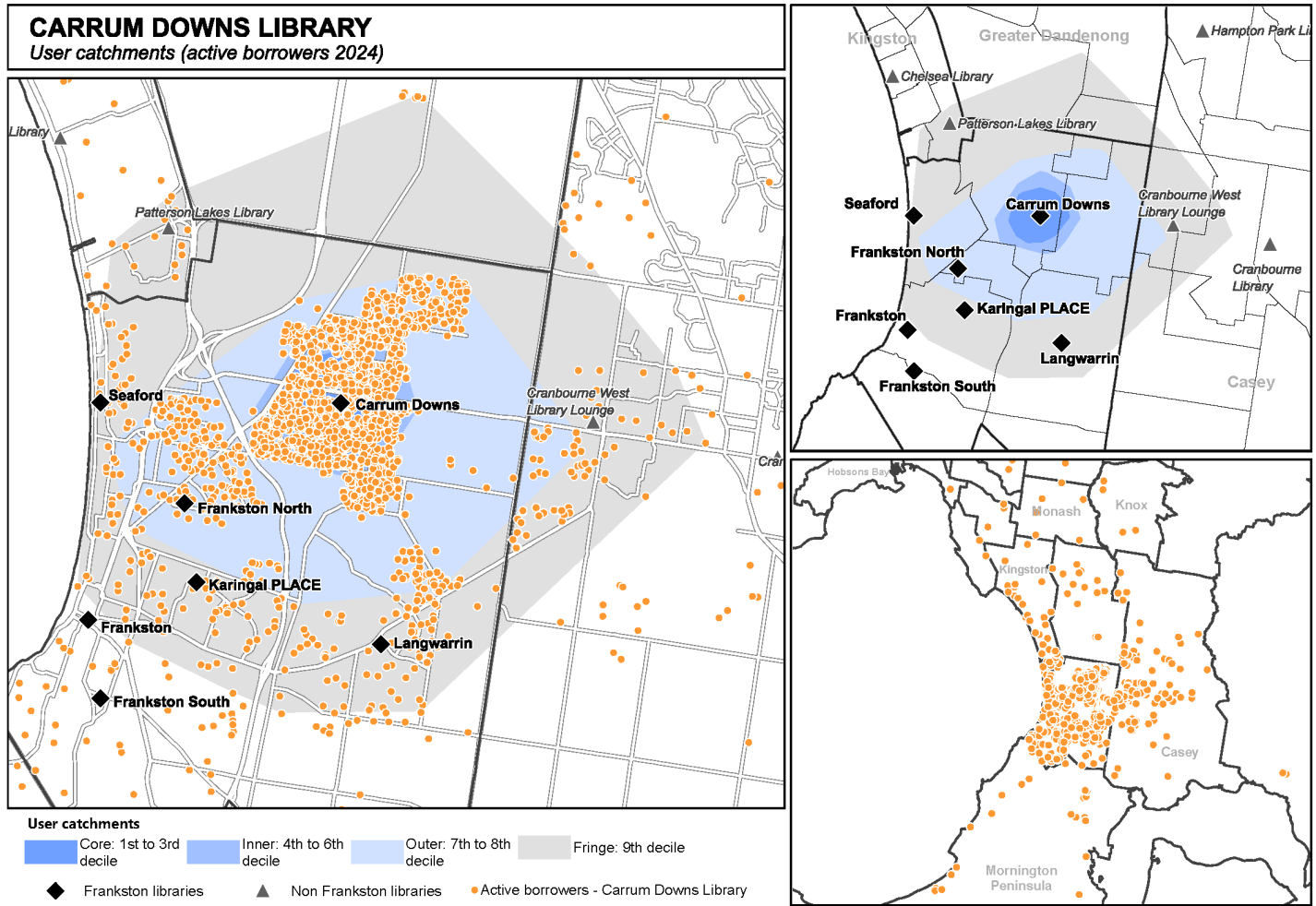


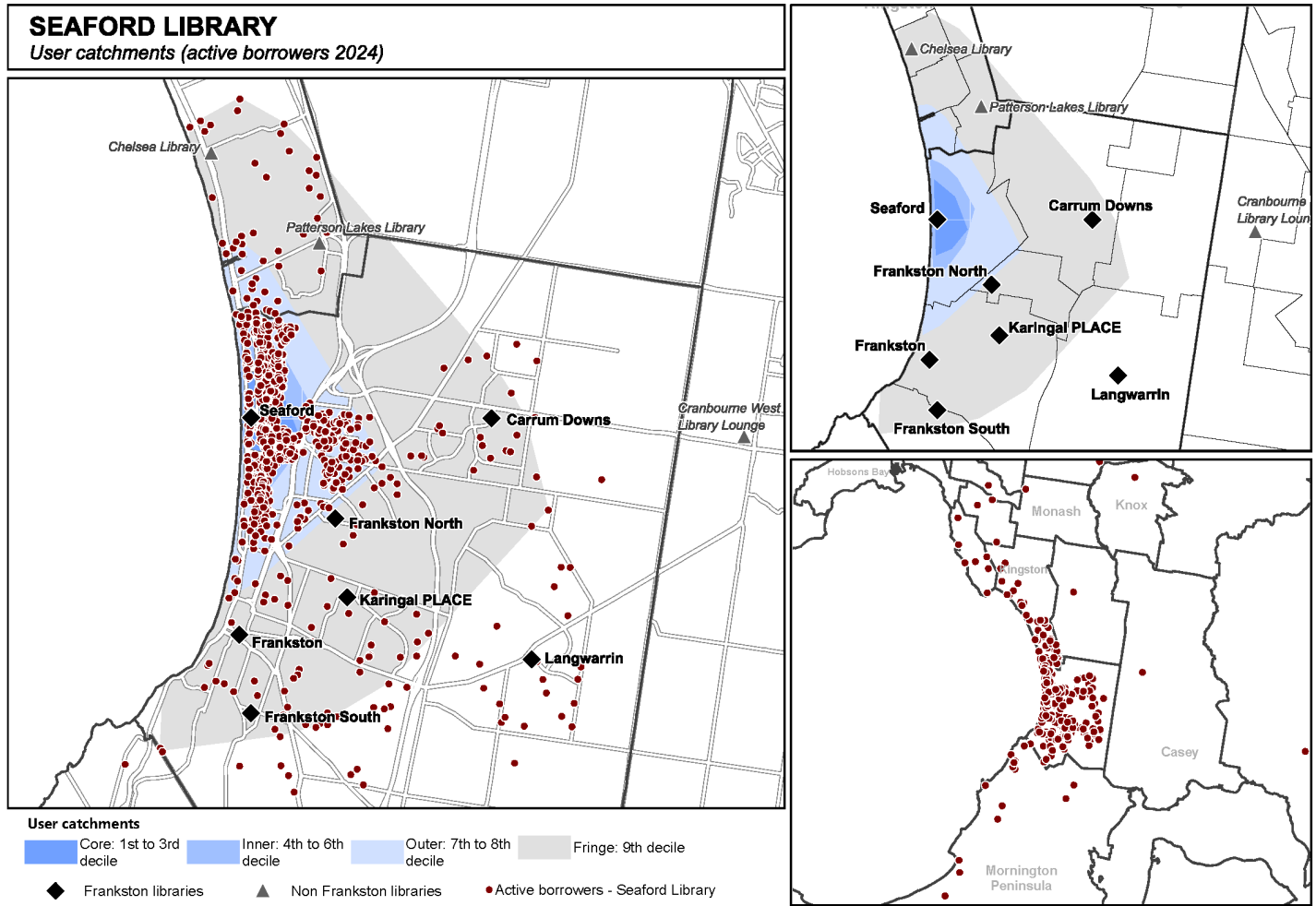
**Employee Costs**

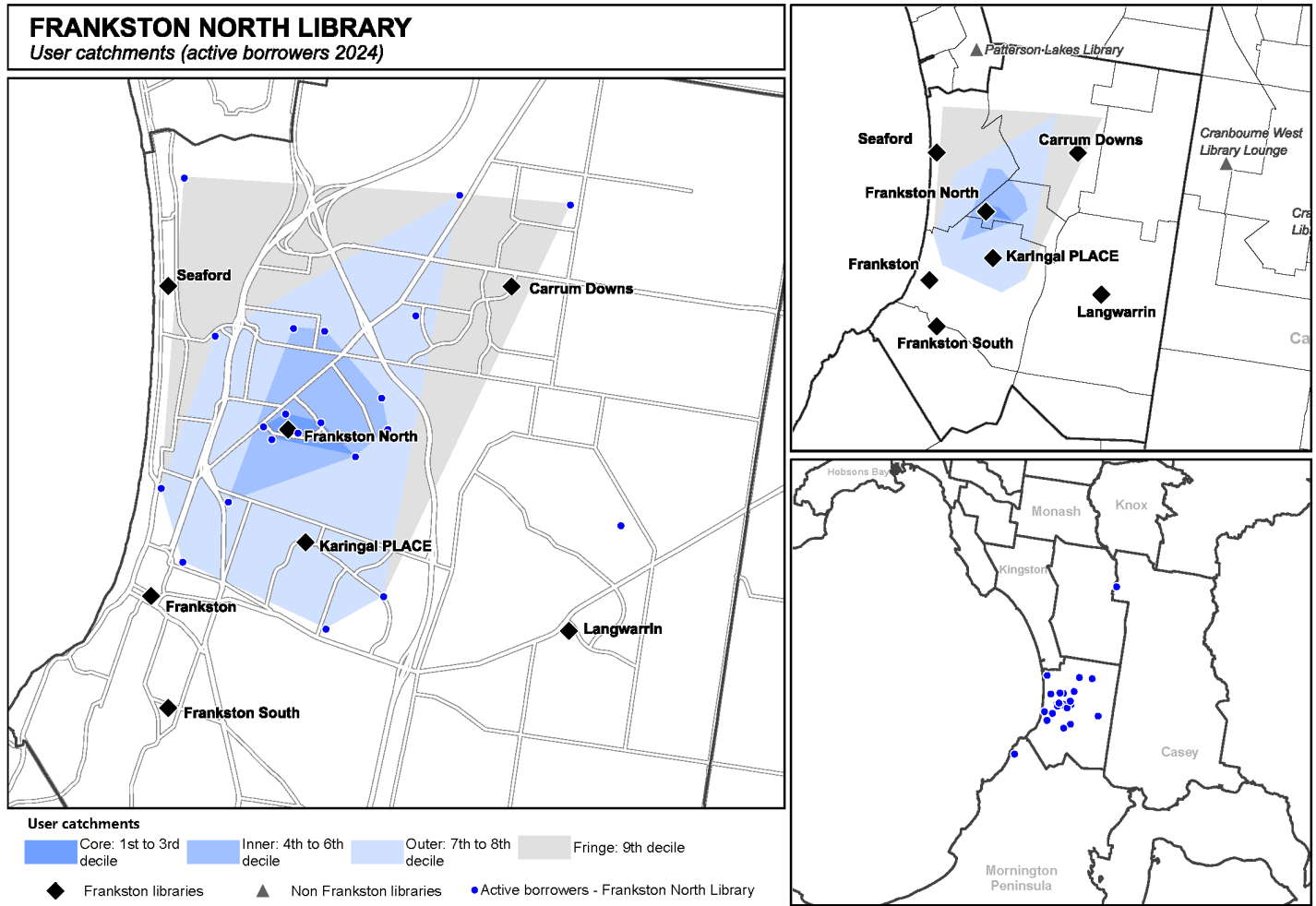


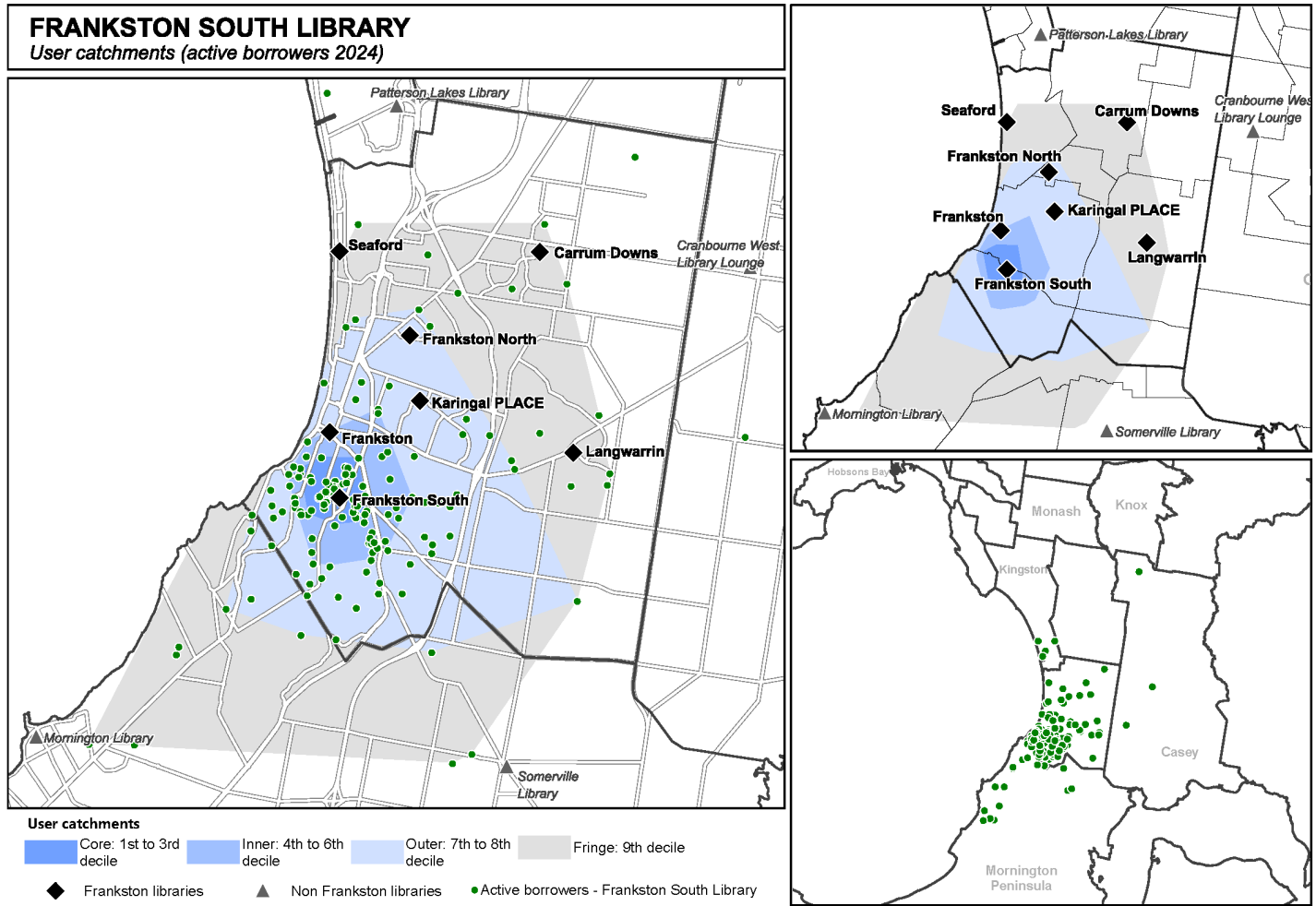
Appendix B – User Catchment Mapping – Branch & Outreach Services

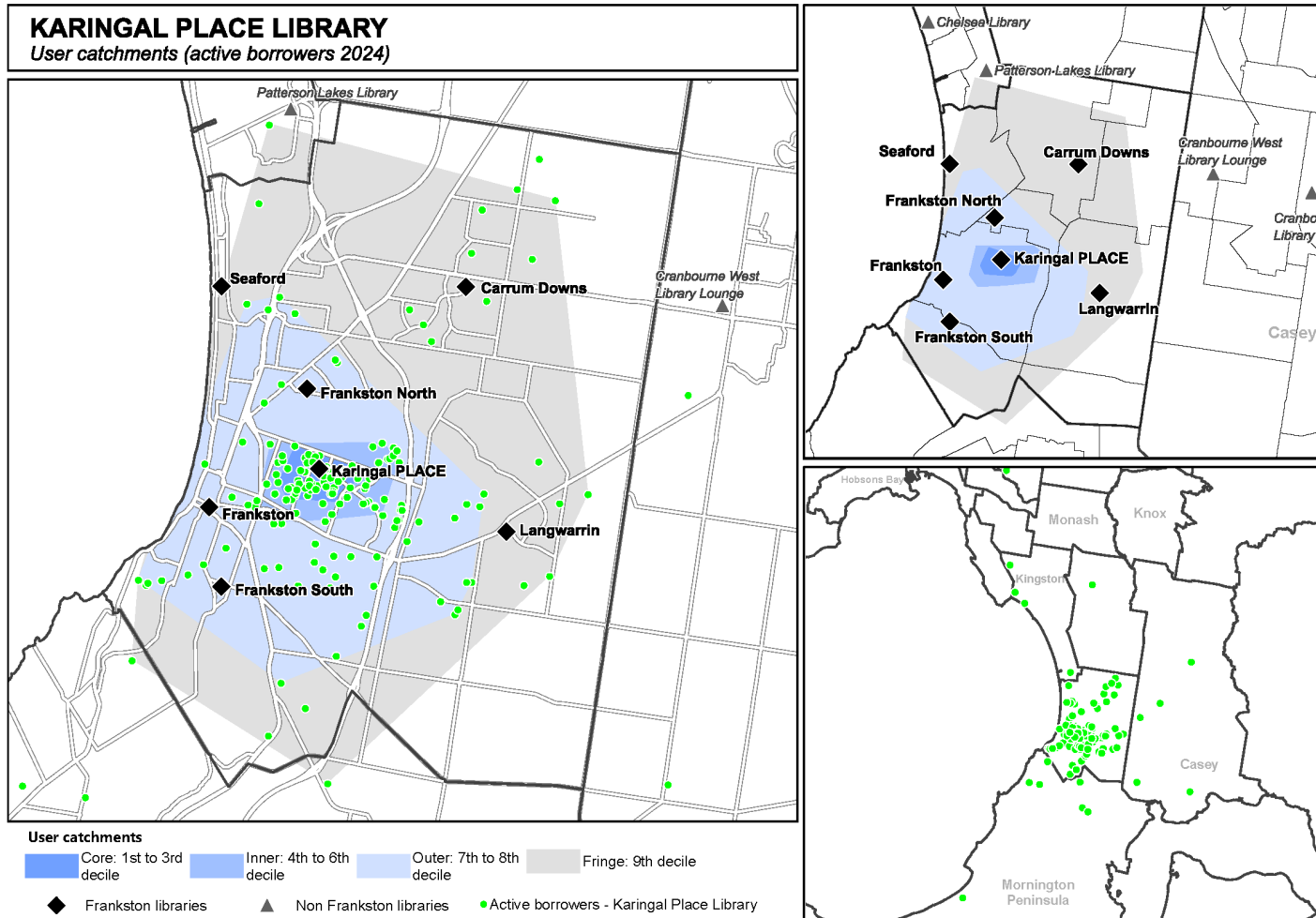


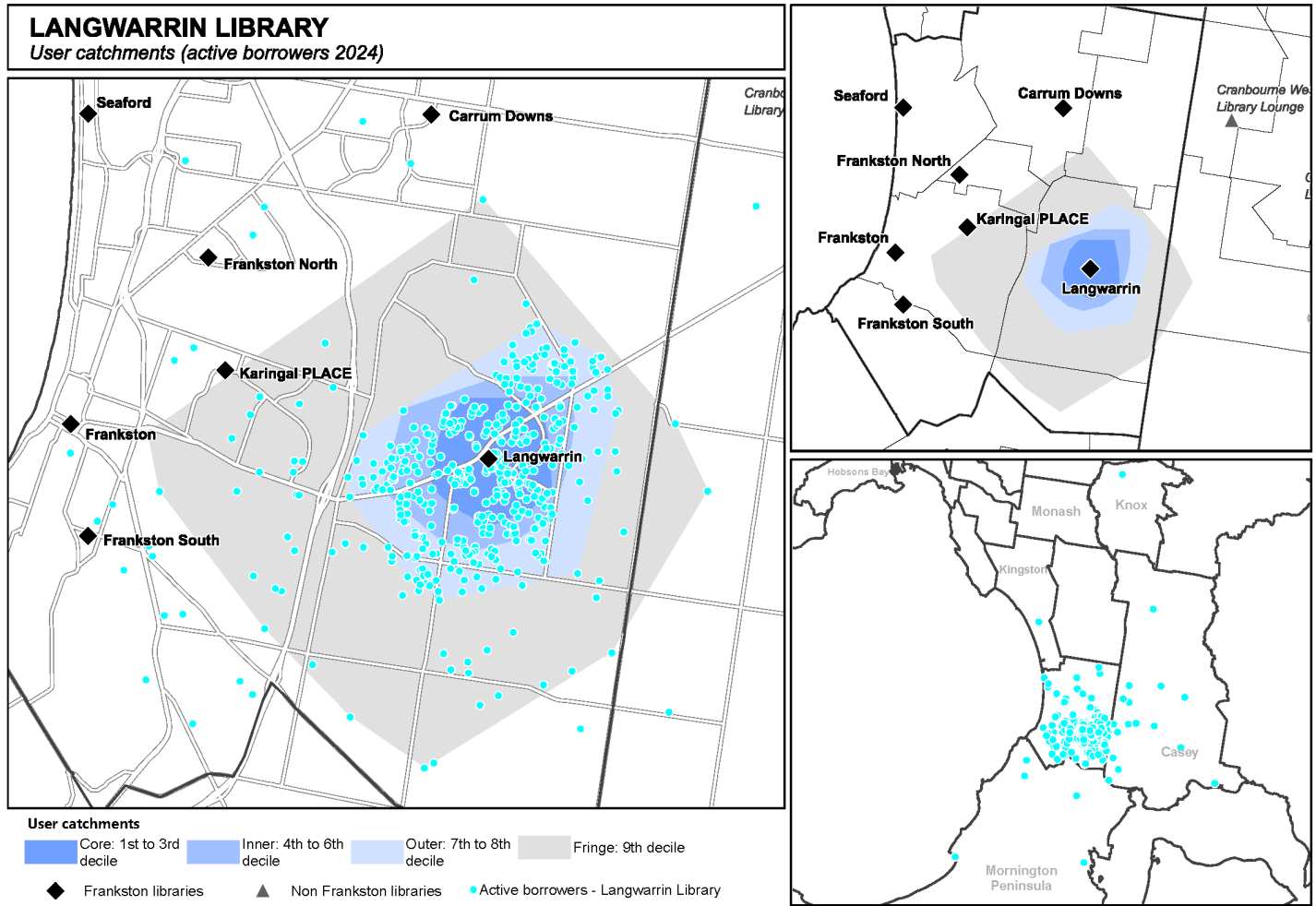












Appendix C – Library Service Delivery Capacity Assessment

**Scoring Scale (per Function)**

**Score Interpretation**

- 4 Full capacity: supports function with headroom
- 3 Functional: delivers function effectively
- 2 Strained: delivery under pressure or limited
- 1 Undersupplied: cannot deliver function adequately

**Assessment Table – Frankston (Main)**

core service function	space & infrastructure	staff & resourcing	capacity to meet demand	Overall score (1-4)	comments / notes
1. collections & materials	4	4	4	4	Strength of service
2. programs & events	3	3	3	3	Emerging strength
3. literacy & learning	4	3	3	3	Foundational strength
4. creative & maker spaces	0	0	0	0	No space and budget
5. technology & digital access	4	3	3	3	Strength with increasing demand
6. community support spaces	2	3	2	2	Limited capacity, growing weakness
<b>Overall score</b>	3	3	3	3	

**Assessment Table – Seaford**

core service function	space & infrastructure	staff & resourcing	capacity to meet demand	Overall score (1-4)	comments / notes
1. collections & materials	3	3	3	3	Limited space available for collection
2. programs & events	3	3	3	3	Adjacent buildings are opportunities
3. literacy & learning	3	2	3	3	Core strength of service
4. creative & maker spaces	0	0	0	0	Not available
5. technology & digital access	2	2	2	2	Limited capacity
6. community support spaces	3	2	2	2	Limited capacity
<b>Overall score</b>	3	2.5	3	3	

**Assessment Table – Carrum Downs**

core service function	space & infrastructure	staff & resourcing	capacity to meet demand	Overall score (1-4)	comments / notes
1. collections & materials	3	4	3	3	Core strength of branch
2. programs & events	2	3	3	3	Limited space/capacity to deliver
3. literacy & learning	4	3	2	3	Core strength of service
4. creative & maker spaces	0	0	0	0	Not available
5. technology & digital access	3	3	3	3	Limited capacity
6. community support spaces	2	3	3	3	Limited capacity / high demand
<b>Overall score</b>	3	3	3	3	

**Assessment Table – Frankston North (Outreach)**

core service function	space & infrastructure	staff & resourcing	capacity to meet demand	Overall score (1-4)	comments / notes
1. collections & materials	1	0	1	1	
2. programs & events	2	2	2	2	
3. literacy & learning	1	1	1	1	
4. creative & maker spaces	0	0	0	0	
5. technology & digital access	1	1	1	1	
6. community support spaces	1	1	1	1	
<b>Overall score</b>	1.5	1.5	1.5	1.5	

**Assessment Table – Langwarrin (Outreach)**

core service function	space & infrastructure	staff & resourcing	capacity to meet demand	Overall score (1-4)	comments / notes
1. collections & materials	1	2	1	1	
2. programs & events	1	2	0	1	
3. literacy & learning	2	2	2	2	
4. creative & maker spaces	0	0	0	0	
5. technology & digital access	0	0	0	0	
6. community support spaces	0	0	0	0	
<b>score</b>	1.5	2	1.5	1.5	

**Assessment Table – Frankston South (Outreach)**

core service function	space & infrastructure	staff & resourcing	capacity to meet demand	Overall score (1-4)	comments / notes
1. collections & materials	2	2	2	2	
2. programs & events	2	1	2	2	
3. literacy & learning	2	2	2	2	
4. creative & maker spaces	0	0	0	0	
5. technology & digital access	0	0	0	0	
6. community support spaces	0	0	0	0	
<b>score</b>	2	2	2	2	

**Definitions of Core Functions**

- 1. Collections & Materials Access:** Book and physical/digital media access, circulation infrastructure.
- 2. Programs & Events:** Delivery of cultural, educational, and social programming for all ages.
- 3. Literacy & Learning:** Early years literacy, digital literacy, homework help, lifelong learning supports.
- 4. Creative & Maker Spaces:** Space and equipment for creation (e.g., arts, coding, media, crafts).
- 5. Technology & Digital Access:** Wi-Fi, public PCs, device access, printing/scanning, digital skills support.
- 6. Community Support Spaces:** Meeting rooms, inclusive spaces, social connection, referral support.

**Appendix D – User catchment and travel assessment**

To inform the recommendations in this Report, a spatial catchment analysis of library users was conducted. The analysis used address points for active members of each branch and outreach library, collected by Council in 2023-24.

The purpose of the analysis was to determine the ‘core’ catchment areas in which most members live, as well as wider ‘outer’ catchments that demonstrate the broader reach of each library.

Current user catchments

For the purposes of this assessment, four user catchments were modelled:

		<i>Decile</i>
<b>Core</b>	Closest 30% of users	1 <sup>st</sup> to 3 <sup>rd</sup>
<b>Inner</b>	Next 31-60% of users	4 <sup>th</sup> to 6 <sup>th</sup>
<b>Outer</b>	Next 61-80% of users	7 <sup>th</sup> to 8 <sup>th</sup>
<b>Fringe</b>	Next 81-90% of users	9 <sup>th</sup>

*\*The furthest 10% of users were treated as outliers and excluded from the analysis*

A comprehensive set of maps are attached at Appendix B, these show the extent of the user catchments for each branch library and outreach location. They indicate:

<b>Frankston Library</b>	<p>8,464 library users modelled</p> <ul style="list-style-type: none"> <li>Essentially services the whole of Frankston. However, the Peninsula Freeway limits the eastern boundary of the core and inner user catchment, and the coast the western boundary. East of the Peninsula Freeway, Carrum Downs library and the Langwarrin outreach location are dominant.</li> <li>Catchment covers whole of the Frankston Major Activity Centre (FMAC)</li> <li>Significant catchment overlap with the outreach libraries at Frankston South, Karingal Place and – to a lesser extent – Frankston North.</li> <li>Membership extends a long way south through the coastal suburbs of Mornington Peninsula Shire.</li> </ul> <p><b>Approximate user catchment:</b> 4.0km+</p>
<b>Carrum Downs Library</b>	<p>2,775 library users modelled</p> <ul style="list-style-type: none"> <li>Large catchment, potentially including future residential growth areas in the north-east. The library catchment will also include any further greenfield residential growth south and east of Sandhurst.</li> <li>Primarily serves the suburbs of Carrum Downs, Sandhurst and Skye, though the primary catchment is contained to the west by Frankston-Dandenong Road. However, membership also extends well into Frankston North and Seaford east of the freeway.</li> <li>There is minimal overlap between the primary user catchment of Carrum Downs Library with those of other Frankston libraries and outreach locations.</li> </ul>

	<p><b>Approximate user catchment:</b> 3.0 to 3.5km</p>
<p><b>Seaford Library</b></p>	<p>1,078 library users modelled</p> <ul style="list-style-type: none"> <li>• Catchment limited by coast and Frankston Freeway.</li> <li>• User catchment extends along the coast, over the train line but closely contained to the east by the freeway and the wetlands. Extends north to boundary with Kingston, and south as far as 2.5km from Frankston Library. Very few Seaford users east of the Peninsula Freeway (which is primarily served by Carrum Downs Library).</li> </ul> <p><b>Approximate user catchment:</b> 2.5km (but limited by freeway to 1.2km eastwards)</p>
<p><b>Frankston South outreach library</b></p>	<p>Only 171 library users modelled</p> <ul style="list-style-type: none"> <li>• Slightly underperforming in terms of reach.</li> <li>• User catchment mostly contained by Hastings Road and Frankston-Flinders Road to the north and east, though there are members as far east as the freeway. To the south, the user catchment barely extends to boundary with Mornington Peninsula Shire (at which distance it is more worth travelling to Frankston Library).</li> <li>• More user data may show that Frankston-Flinders Road acts as an eastern boundary to the catchment.</li> </ul> <p><b>Modelled travel catchment:</b> 2.0km</p>
<p><b>Frankston North outreach library</b></p>	<p>Only 23 library users recorded in dataset</p> <ul style="list-style-type: none"> <li>• Underperforming in terms of reach. Too few users to make any conclusions but current users are limited to local neighbourhood only.</li> <li>• The smallest of all outreach library catchments. Based on the very limited dataset, the user catchment barely extends to 2.0km – the core is really only walking distance (approx. 800m).</li> </ul> <p><b>Approximate user catchment:</b> 1.0 to 2.0km</p>
<p><b>Karingal Place outreach library</b></p>	<p>Only 201 library users modelled</p> <ul style="list-style-type: none"> <li>• Somewhat limited catchment with some potential to expand southwards.</li> <li>• User catchment contained by roads: McMahons Rd to the east, Skye Rd to the north, Beach St/Cranbourne Rd to the south and the Peninsula Freeway to the east. Also serves members from the Dalpura Circuit neighbourhood to the north-east.</li> <li>• Northern extent of catchment is also limited by the golf course.</li> <li>• Potential catchment could extend further south as far as the train line.</li> </ul> <p><b>Approximate user catchment:</b> 2.0km</p>
<p><b>Langwarrin outreach library</b></p>	<p>Only 549 library users modelled</p> <ul style="list-style-type: none"> <li>• Largest catchment of the outreach libraries, with potential to significantly increase its catchment.</li> <li>• Primary user catchment extends approximately 2.0km in all directions, north and south of Cranbourne-Frankston Road. Due to geography, the library has significant potential for a larger 3.0km+ catchment contained by Ballarto Road</li> </ul>

to the north, the freeway to the west, Dandenong-Hastings Road to the east and Robinsons Road to the south. Essentially, a branch Langwarrin Library would service the east of the City of Frankston as far north as the catchment of Carrum Downs Library.

- Langwarrin Library could also service the suburb of Langwarrin South, but few users currently come from this low-density area.
- There is minimal overlap between the primary user catchment of Langwarrin outreach library with those of other Frankston libraries.

**Approximate user catchment: 2.5 to 3.5km**

Potential future library catchments

Frankston’s geography – contained by the coast and with east to west movement hindered by major roads – places limits on the catchments of some libraries. However, in the east of the municipality in particular, the layout of major roads presents potential opportunities to increase the catchments of Carrum Downs Library and an expanded Langwarrin Library.

The map at Figure 4 indicates the possible extent of future library catchments, taking account of current user catchments, geography and roads, and the proximity of libraries in neighbouring municipalities.

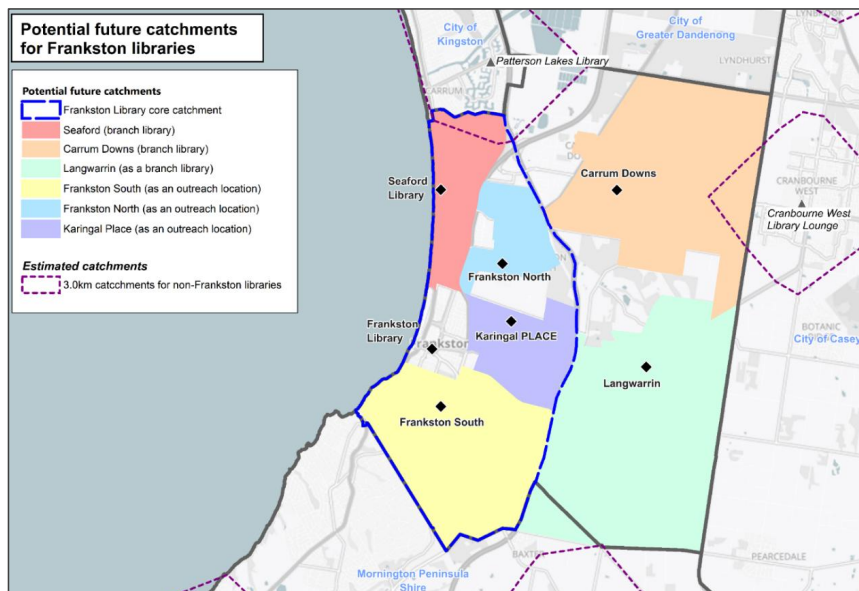


Figure 12 - Potential future library catchments - Frankston City Libraries

Key findings are:

- Expansion and improvement of Frankston Library could theoretically increase the size of its core catchment, but the Peninsula Freeway is likely to continue limiting the eastern extent of core membership.
- The branch library at Carrum Downs and an expanded branch library at Langwarrin have good potential to service the areas between the Peninsula freeway and the eastern

boundary of Frankston (Dandenong-Hastings Road). It is likely that both Carrum Downs and Langwarrin libraries would have catchments that are clearly defined by the major road network.

- It is assumed the catchment of Seaford Library will continue to be limited by the coast, the Frankston Freeway and the catchments of Frankston Library to the south and Patterson Lakes library to the north. This catchment is more contained that is ideal for a library of its size.
- It should be possible to expand the catchments of Frankston North and Karingal Place outreach libraries somewhat beyond their current extents, but they will likely be contained to the east and west by the two freeways.
- If it had more to offer, the Frankston South outreach library could potentially service the whole area south of Cranbourne Road.
- Of all the libraries in neighbouring municipalities, only Patterson Lakes library in the City of Kingston has a catchment that extends (is assumed to extend) as far as Frankston.

Appendix E – Fitness for Purpose Assessments – Branch Libraries

Library	Asset Condition overall	Fitness for Purpose (FFP) overall	FFP assessment category ratings			
			1. Location and Travel Accessibility	2. Appearance and Fit Out	3. Configuration and Size	4. Universal Access and Equity
Frankston	Good	Moderate impact on service delivery	Moderate impact	Moderate impact	Moderate impact	Fully meets service needs
Carrum Downs	Fair	Moderate impact on service delivery	Moderate impact	Moderate impact	Significant impact	Fully meets service needs
Seaford	Good	Moderate impact on service delivery	Minor impact	Moderate impact	Significant impact	Minor impact

Table 8 - Branch library - Condition and Fitness for Purpose Assessments

Outreach library locations

Library	Asset Condition overall	Fitness for Purpose (FFP) overall	FFP assessment category ratings			
			1. Location and Travel Accessibility	2. Appearance and Fit Out	3. Configuration and Size	4. Universal Access and Equity
Langwarrin outreach library	Good	Critical impact on service delivery	Fully meets service needs	Critical impact	Critical impact	Moderate impact
Karingal Place outreach library	Fair	Moderate impact on service delivery	Moderate impact	Minor impact	Minor impact	Moderate impact
Frankston North outreach library	Good	Critical impact on service delivery	Minor impact	Critical impact	Critical impact	Significant impact
Frankston South outreach library	Fair	Minor impact on service delivery	Fully meets service needs	Minor impact	Minor impact	Fully meets service needs

Table 9 Outreach locations - Condition and Fitness for Purpose Assessments

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**Executive Summary****12.3 Award Contract CN11736: Banyan Reserve - Playspace and pump track upgrade**

*Enquiries:* (Vishal Gupta: Infrastructure and Operations)

*Email:* Vishal.Gupta@frankston.vic.gov.au

Council Plan

Level 1: Healthy and Inclusive Communities

Level 2: Improve wellbeing by strengthening social connection, respect, value of diversity and gender equality

**Purpose**

To obtain Council approval to award contract CN11736 to Sustainable Landscaping Pty Ltd (ACN 145 032 640) for provision of Banyan Reserve - Playspace and pump track upgrade.

**Recommendation (Director Infrastructure and Operations)**

That Council:

1. Awards contract CN11736 for Banyan Reserve – Playspace and Pump Track Upgrade to Sustainable Landscaping Pty Ltd (ACN 145 032 640) for the total lump sum of \$1,342,424.69 GST exclusive;
2. Notes the contract award is subject to the execution of a Licence Agreement between Frankston City Council and Melbourne Water for the use and occupation of Banyan Reserve;
3. Authorises the Chief Executive Officer to execute the contract documentation;
4. Delegates approval of contract variations within the contingency amount outlined in the confidential attachment to the Director Infrastructure and Operations;
5. Commits an additional \$10,000 recurrent budget in Council's future operations budgets for increased ongoing maintenance of Banyan Reserve; and
6. Resolves Attachment A to this report be retained confidential indefinitely on the grounds that it contains private commercial information, being information provided by a business, commercial or financial undertaking that if released, would unreasonably expose the business, commercial or financial undertaking to disadvantage, pursuant to the Local Government Act 2020 s3(1)(g).

**Key Points / Issues**

- Frankston City Council is upgrading Banyan Reserve in Carrum Downs to deliver a high-quality, accessible community play space and pump track.
- Although the reserve is identified as a community-level play space in the Frankston City Council Play Strategy 2021, its current facilities are limited and do not meet that standard.
- The Banyan Reserve site has strong potential to better support the growing local population.
- A grant of \$1.5 million has been received from the State Government for this reserve and, with Council's contribution the reserve can be redeveloped to create a safer, more inclusive and engaging environment for play and recreation.

**12.3 Award Contract CN11736: Banyan Reserve - Playspace and pump track upgrade**  
**Executive Summary**

- Community feedback has shaped the design through a comprehensive community engagement program to ensure the upgrade reflects local needs.

**Background**

- As identified in Frankston City Council Play Strategy 2021, the Banyan Reserve playspace and pump track upgrade reflects Council's commitment to designing and delivering sustainable, integrated, high-quality and resilient open-space projects that encourage active recreation and community participation.
- The existing infrastructure does not meet the levels of service of a community level play space, as identified in the Play Strategy.
- The redevelopment of Banyan Reserve will play a vital role in creating a safe, inclusive and engaging environment for play and recreation.
- Banyan Reserve is co-owned by Frankston City Council and Melbourne Water as part of the reserve serves a storm water retention function. With part of the proposed upgrade on Melbourne Water owned land, officers have been liaising with Melbourne Water for the relevant planning approvals. Council has received in-principal support for this project and is awaiting the final execution of the license agreement.
- The State Government has allocated a \$1.5 million grant through the Community Sport and Recreation initiative to support the delivery of a new play space and pump track at Banyan Reserve. This funding will enable the significant improvements that activate the reserve and enhance community use.
- A comprehensive community engagement program was undertaken, using multiple methods and involving a wide range of age groups. Feedback gathered through this process directly informed the design of the new play space and pump track, ensuring the upgrade reflects local needs and aspirations, and is in line with Play Strategy levels of service.
- The Banyan Reserve Pump Track and play-space upgrade includes:
  - A new community level playspace and open space improvements;
  - A new local level pump track with integrated social spaces;
  - New family picnic facilities, including shelters; and
  - Improved connecting paths and enhanced accessibility.
- Subject to award of this contract, it is currently anticipated that construction will begin in late 2025/26 for completion by early December 2026, however this is subject to suitable site weather conditions.

**Tender Process**

The request for tender (RFT) was released to market on 22 November 2025 via Council's website and advertised in The Age on 22 November 2025.

The tender closed at 3.00pm on Monday 22 December 2025, AEST.

The original closing date was Wednesday, 17 December 2025. Council granted an extension of time due to the busy time of year and potential contractor arrangements for the Christmas break.

Seven (7) submissions were received.

No late tenders were received

## 12.3 Award Contract CN11736: Banyan Reserve - Playspace and pump track upgrade

### Executive Summary

#### Tender Evaluation

##### Mandatory criteria

All submissions were assessed against the following mandatory criteria, as advertised in the RFT documents:

Evaluation Criteria	Weighting (%)
Occupational Health & Safety	Pass / Fail
Mandatory Criteria – Licences / professional memberships / registrations etc	Pass / Fail

All submission passed initial checks against the mandatory criteria.

##### Evaluation criteria

Seven (7) submissions progressed to evaluation and were assessed against the following evaluation criteria, as advertised in the RFT documents:

Evaluation Criteria	Weighting (%)
Cost to Council	30
Ability to meet technical requirements, performance and experience on most similar projects	30
Methodology, current commitments and ability to meet project timeframe	30
Community Benefit / Local content	10

Evaluation was guided by the approved Evaluation Plan, which is filed in Council's document management records system.

The evaluation of submissions is documented in the Evaluation Report, which is provided as Attachment A.

##### Negotiations

All tender negotiations are complete.

##### Post award of the contract

If award is approved by Council at this Ordinary Meeting, all respondents will be notified of the outcome and offered debriefs.

Details of the awarded contract will be published on the Council website.

#### **Probity**

All Council procurement processes are conducted in a fair, honest, open manner with the highest levels of integrity and in the public interest. All suppliers are treated fairly in an open and transparent manner.

**12.3 Award Contract CN11736: Banyan Reserve - Playspace and pump track upgrade**  
**Executive Summary**

Council must engage an external probity advisor when the value of goods or services exceeds \$5 million (GST inclusive)

An external probity advisor was not appointed. A representative from Councils Contracts and Procurement team was engaged to provide probity advice and support.

**Disclosures of Conflicts of Interest in Relation to Advice Provided in this Report**

No person involved in the evaluation of tenders declared a direct or indirect interest requiring disclosure.

**Contract Value**

This is a fixed price contract.

The total contract price is \$1,342,424.69 GST exclusive.

**Term of the Contract**

The contract term will be 18 months which includes construction period and a further 12 months defects liability period.

**Policy Considerations**

This procurement does not conflict with any Council policies.

**Collaboration**

Section 109(2) of the Local Government Act 2020 requires that any report to Council that recommends entering into a procurement agreement must include information in relation to any opportunities for collaboration with other Councils or public bodies.

Under this contract there were no opportunities to collaborate with other Councils or public bodies.

Council went through an open tender process via Council's e-tendering process as a single contract.

**Financial Implications**

Evaluation indicates a total contract price of \$1,342,424.69 (GST exclusive).

This project will upgrade the existing reserve assets providing a new pump track and playspace upgrade. Therefore, it is recommended that an additional \$10,000 be provided in Council's future operational budgets for maintenance at Banyan Reserve.

**Legal/Statutory Implications**

The tender process complies with Council's Procurement Policy 2021-2025.

Banyan Reserve is partly owned by Melbourne Water. Accordingly, Council has been liaising with Melbourne Water throughout this project and received in-principal support. Council's property team is facilitating the license agreement with Melbourne Water.

**Gender Impact Assessments**

A gender impact assessment is required and is in progress.

This Gender Impact Assessment (GIA) is being finalised. The design features highlighted throughout the GIA process have been incorporated into the project. A further recommendation to launch the facility will also be implemented once the project is completed.

**12.3 Award Contract CN11736: Banyan Reserve - Playspace and pump track upgrade**  
**Executive Summary****Environmental/Sustainability Impacts****Environmental**

The Banyan Reserve project enhances and improves the use of existing open space as Banyan Reserve is already a designated recreation area, reducing pressure to develop new land elsewhere.

The project will provide a local facility encourages walking and cycling to the site, reducing short car trips and associated emissions.

Landscaping works will incorporate native plantings, improving biodiversity, shade, and habitat for local wildlife. While the facility increases activity in the area, noise impacts are managed through design, setbacks, and vegetation buffers.

Track surfaces, drainage, and surrounding landscaping have been designed to reduce the impact of erosion, sediment runoff, and localised flooding.

Part of Banyan Reserve functions as a storm water flow path and storm water detention which is managed by Melbourne Water. There are requirements to be met to ensure the project does not impact on the stormwater retention function of the reserve.

**Sustainability**

The construction works will provide short-term employment opportunities for local contractors, suppliers, and trades. The Banyan Reserve upgrade will attract families from surrounding areas, benefiting nearby businesses such as cafés, shops, and service providers.

Investment in quality public infrastructure enhances the value and appeal of the surrounding neighbourhood.

Encouraging active lifestyles contributes to improved community health, which can reduce long-term health-related costs for the community.

The pump track and play space have been designed with durability and to be cost-effective to maintain. The facility could also support future small community events generating additional economic and social benefits.

**Buy Local Impacts**

The contractor will be encouraged to source local resources and materials through this contract.

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**ATTACHMENTS**

Attachment A: CN11736 Evaluation Report - **CONFIDENTIAL**

## Executive Summary

### 13.1 Further Response to 2025/NOM10 - Foreshore Grand Rotunda: Foreshore Grand Rotunda Feasibility

Enquiries: (Sam Clements: Communities)

Email: sam.clements@frankston.vic.gov.au

#### Council Plan

Level 1: Connected Places and Economy

Level 2: Enhance the identity and character of our urban city

#### Purpose

To respond to Council's resolution of 11 August 2025 (2025/NOM10) in relation to a feasibility assessment for a high-quality, stunning grand rotunda or similar on the Frankston foreshore.

#### Recommendation (Director Communities)

That Council:

1. Notes the work currently underway to further position Frankston Waterfront to strengthen its role as a premier destination that meets the needs of the community now and into the future, including continued investment in public art, events, transport accessibility, precinct upgrades and private-sector activation opportunities;
2. Receives the completed Grand Rotunda Feasibility Assessment and Waterfront Precinct Review, which, based on the findings, is not recommended to proceed with the Grand Rotunda due to strategic, environmental, policy and functional constraints;
3. Resolves not to proceed with the Grand Rotunda;
4. Notes it will focus on delivering the Waterfront Precinct Review and Landscape Plan and its priority renewal and upgrade projects, and
5. Notes the Waterfront Precinct Review and development of the Waterfront Precinct Landscape Plan will be considered through the 2027-28 annual operating budget process which will enable Officers to progress coordinated and staged upgrades to critical access, amenity and infrastructure elements.

#### Key Points / Issues

- At the 11 August 2025 Council Meeting, it was resolved that:
  1. Notes that the Frankston Waterfront holds significant value for the broader Frankston community, serving as a vibrant regional destination hub. It celebrates the unique natural assets of Frankston Beach and Kananook Creek, while connecting the Frankston Metropolitan Activity Centre with diverse cultural and environmental features, reinforcing the Waterfront's role as a cherished public realm;
  2. Notes that a preliminary feasibility assessment has been undertaken to evaluate site conditions, potential impacts, and indicative costs for a decorative water feature with LED lighting on the foreshore highlighting significant financial implications and long-term sustainability concerns, particularly in relation to water-use, maintenance, coastal exposure, public event impacts, and policy alignment;

**13.1 Further Response to 2025/NOM10 - Foreshore Grand Rotunda: Foreshore Grand Rotunda Feasibility****Executive Summary**

3. *Notes that the proposed decorative water feature is not part of the Frankston Regional Arts Trail (FRAT) and if pursued, would need to include a sculptural or public art element so as to be complementary and in alignment with the FRAT;*
  4. *Notes that a Frankston Waterfront Precinct Review and Framework Plan is currently underway, with a focus on enhancing open space infrastructure to support a high-profile, regionally significant destination with year-round activity. This work aims to guide future planning, inform advocacy priorities, and support coordinated delivery of renewal and upgrade initiatives across the precinct;*
  5. *Resolves that a briefing of Councillors on the progress and key findings of the Waterfront Precinct Review be made by February 2026;*
  6.
    - a) *Refers \$30,000 funding to the 2025-2026 mid-year budget review to assess the feasibility of a high-quality, stunning grand rotunda or similar;*
    - b) *Notes the scope for this study is to include design, suitable foreshore location, a high-grade architectural outcome, internal furniture (such as seating, tables), disability access, surrounding colourful gardens, at least two striking showcase trees at the entrance to the rotunda, internal lighting, external multi-colour uplifting and naming possibilities;*
    - c) *Notes the feasibility design must be completed as a matter of priority, so actual implementation can be explored as part of the 2026/2027 Annual Budget;*
    - d) *Notes an example of the sought outcome is to be not dissimilar to the following examples:*
      - v. *Elder Park Rotunda, Adeliade*
      - vi. *Catani Gardens Rotunda, St Kilda*
      - vii. *Moore Park Rotunda, Sydney*
      - viii. *Colley Reserve Rotunda, Glenelg*
  - e) *Seeks that the CEO is to ensure that the scope change is to focus on a grand rotunda or similar outcome that will engender civic pride, attract tourism and enhance the Frankston foreshore area; and*
7. *Resolves not to proceed with a decorative water feature at the Frankston Foreshore on the basis of:*
- a. *The Department of Energy, Environment and Climate Action (DEECA) have not given in principle support for a water feature;*
  - b. *Limited alignment with marine and coastal policy including lack of coastal dependency and potential environmental impacts;*
  - c. *Lack of community and stakeholder support with no specific feedback received during recent engagement to indicate demand for a water feature;*
  - d. *Lack of identified funding allocation and significant costs anticipated for design, construction and ongoing maintenance.*
- *The above highlights the priority need to allocate \$30,000 in the 2025-26 midyear budget review to undertake a feasibility study for a high-quality, stunning foreshore grand rotunda, examining options, location accessibility, landscaping, lighting and naming opportunities. This work is required to inform potential implementation on the 2026-2027 budget, with outcomes guided by examples of iconic rotundas in Addelaide, St Kilda, Sydney and Glenelg.*
  - *To meet budget timeframes, this work could not wait for the 2025-26 mid-year budget review. As a result, the feasibility assessment was completed in-house by the Urban Design team and the previously proposed \$30,000 allocation is no longer required for this purpose.*

**13.1 Further Response to 2025/NOM10 - Foreshore Grand Rotunda: Foreshore Grand Rotunda Feasibility****Executive Summary**

- The feasibility assessment (Attachment A) found that a grand rotunda on the Frankston foreshore is not supported due to significant strategic, environmental, policy and functional constraints. The proposal does not align with the Coastal and Marine Management Plan, DEECA coastal design guidelines or the Waterfront Precinct Review, all of which prioritise accessibility, coastal-dependent uses, infrastructure renewal, environmental protection and improved public amenity. A rotunda is not coastal dependent, presents high risks of non-compliance with coastal design and environmental hazard requirements, and would be difficult to justify under mandatory DEECA coastal consent processes.
- The assessment also concluded that the grand rotunda would not address any priority needs of the Waterfront, including universal access gaps, ageing infrastructure, shade provision, lighting, drainage, wayfinding, event functionality or inclusive amenity such as Changing Places facilities. All three assessed foreshore sites – Frankston Waterfront, Long Island and Keast Park, were found unsuitable due to policy misalignment, lack of available land, coastal hazard constraints, high visitation pressures and potential displacement of existing uses.
- The feasibility also found that a grand rotunda would introduce visual and landscape conflicts, potentially competing with the bay's prominence and detracting from the coastal character of the precinct. Capital and maintenance costs are expected to be high, with bespoke coastal-grade materials and lighting adding ongoing operational burden. Community engagement through the CMMP revealed no demand for such a structure with feedback instead emphasising practical improvements to access, safety, shade and amenity.
- In accordance with Council's August 2025 resolution, officers note that the Frankston Waterfront Precinct Review (Attachment B) has now been completed by the Urban Design Team in-house. This review provides a comprehensive assessment of current precinct conditions and identifies the significant renewal, accessibility and infrastructure upgrades required to support the Waterfront's role as a high-profile, regionally significant destination with year-round activity. The review was completed ahead of the Councillor briefing timeframe and was reported to Councillors at the 28 January Council Meeting.
- That update outlined that the Waterfront Precinct Review:
  - Aligns future upgrades with marine and coastal policy and design principles
  - Guides open space infrastructure enhancement and investment across the precinct
  - Identifies major issues including ageing infrastructure, non-compliance, poor universal access, insufficient wayfinding, inadequate public amenities, and infrastructure no longer fit for purpose.
  - Highlights critical needs including:
    - Universal access upgrades and a Changing Places Facility
    - Improved wayfinding and active transport connections
    - Shade, lighting, drainage and waste management renewal
    - Event-supporting infrastructure for peak visitation periods of up to 45,000 people

**13.1 Further Response to 2025/NOM10 - Foreshore Grand Rotunda: Foreshore Grand Rotunda Feasibility****Executive Summary**

- Whilst the feasibility and the Waterfront review show that a Grand Rotunda isn't the right project for this location, it is important to highlight that there is a significant amount of positive work already underway that continues to strengthen Frankston's identity, appeal and functionality as a regional coastal destination.
- There is progress on Council's city positioning strategy – Imagine Frankston and a growing events program that continues to drive visitation and elevate Frankston's profile as a metropolitan coastal destination. Major public art and creative installations are underway with two new exciting artworks coming soon to the Frankston Pier and Waterfront entry. There is also strong private investment momentum, including the revitalisation of commercial premises on the Waterfront alongside precinct level initiatives like the Nepean Boulevard public realm improvements which will uplift connections and activation along the foreshore. We're also advancing key accessibility initiatives, including planning for a Changing Places facility and broader transport and access improvements. Council is actively delivering and attracting a wide range of projects that continue to enhance Frankston's character, amenity and reputation as a leading coastal destination.
- The combined findings of both studies now provide Council with a clear evidence base. While the original Notice of Motion sought exploration of a decorative water fountain, followed by a resolution to investigate a Grand Rotunda, the Waterfront Review demonstrates that renewal of core open space infrastructure, universal access, amenities, shade and event supporting facilities should be prioritised over introducing ornamental structures. This approach is fully aligned with the Coastal and Marine Management Plan, DEECA Guidelines, accessibility obligations, community expectations and long-term strategic objectives for the foreshore.
- To progress this work, the review recommends that Council fund the preparation of a Waterfront Precinct Landscape Plan – a coordinated implementation framework that scopes, designs and stages priority upgrades, strengthens advocacy efforts and supports future funding bids. Key deliverables include:
  - Universal access and path network upgrades
  - A Changing Places facility
  - Shade (structural and natural) and renewed picnic / BBQ infrastructure
  - New wayfinding and signage
  - Lighting replacement to current standards
  - Drainage improvements
  - Event-supporting services (power, water, safe access)
  - Protection of key views and enhancement of natural and cultural coastal values
  -

**Financial Impact**

To progress the precinct renewal and upgrade priorities identified in the Waterfront Precinct Review and to prepare Council for future capital delivery and funding opportunities. It is recommended that Council consider the allocation of budget through

**13.1 Further Response to 2025/NOM10 - Foreshore Grand Rotunda: Foreshore Grand Rotunda Feasibility****Executive Summary**

the 2027-2028 service planning budget process to prepare a Waterfront Precinct Landscape and Staging Plan. This funding will enable:

- Detailed concept design and staging
- Universal access and path network planning
- Integrated lighting, drainage, shade and amenity design
- Identification of feasible location of Changing Places including any public toilet requirements
- Event supporting services planning
- Coordination with DEECA and other authorities
- Community and stakeholder engagement
- Specialist technical inputs that cannot be delivered in-house

Given the scale and complexity of the precinct and noting that Urban Design has already completed preceding investigations in-house external consultant support is required to ensure the work is robust, compliant and implementation ready.

**Consultation****1. External Stakeholders**

Officers continue to work collaboratively with DEECA and the Foreshore Advisory Committee on matters relating to the Frankston Foreshore. Should this initiative proceed, further engagement and consultation with these key stakeholders will be required at a minimum, to ensure alignment with coastal management objectives, community expectations and regulatory obligations.

**2. Other Stakeholders**

Officers continue to work collaboratively with internal stakeholders.

**Analysis (Environmental / Economic / Social Implications)**

The environmental, economic and social implications of the proposed grand rotunda have been assessed in detail through the feasibility process. The assessment found significant implications. Environmentally the structure is unsuitable for the foreshore due to coastal hazards, dune ecology sensitivities and policy requirements that limit noncoastal dependent built form on Crown land. Economically, the rotunda would require substantial capital investment and ongoing maintenance while diverting resources from high priority renewal needs identified in the Waterfront review. Socially, community needs and feedback emphasise accessibility, safety, shade and amenity upgrades as the most pressing social priorities.

**Legal / Policy / Council Plan Impact**Charter of Human Rights and Responsibilities

All matters relevant to the Charter of Human Rights and Responsibilities have been considered in the preparation of this report and are consistent with the standards set by the Charter.

Legal

Council has a legislated responsibility to ensure the safety of people in public spaces under various state and local laws. This includes the design, maintenance and

**13.1 Further Response to 2025/NOM10 - Foreshore Grand Rotunda: Foreshore Grand Rotunda Feasibility****Executive Summary**

management of public infrastructure to minimise risk and support safe use by the community. This includes ensuring safe access, adequate sightlines, compliant lighting, reduction of trip hazards, safe circulation for large crowds and adherence to universal access requirements identified within the precinct. Council must comply with:

- Crown Land (Reserves) Act 1978
- Marine and Coastal Act 2018
- Disability Discrimination Act (DDA)
- Aboriginal Heritage Act 2006 requiring Cultural Heritage Management Plan

**Policy Impacts**

The proposals were assessed against key coastal and statutory policy frameworks, including the Frankston Coastal and Marine Management Plan 2024, the Victorian Marine and Coastal Policy, Aboriginal Heritage Regulations 208 and DEECA's Siting and Design Guidelines for Structures on the Victorian Coast. These frameworks collectively emphasise coastal-sensitive, sustainable, accessible and culturally respectful design.

**Gender Impact Assessments**

A gender impact assessment was commenced as part of the Waterfront Precinct Review, and its findings and recommendations will need to be further considered and integrated should the Waterfront Precinct Landscape Concept progress to the next stage of planning and design.

**Officer's Declaration of Interests**

Council officers involved in the preparation of this report have no Conflict of Interest in this matter.

**Risk Mitigation**

The inherent risks including policy alignment, approvals, environmental hazards, accessibility, safety, event functionality, asset lifecycle, connectivity, cultural heritage are considered within the assessments. Existing standard operating procedures support day to day operations however the Waterfront's risks and renewal needs require an integrated, staged Landscape Plan and targeted capital renewals. This will ensure policy compliance, accessibility, safety, environmental performance and event functionality are managed to acceptable levels.

**Conclusion**

Overall, the feasibility assessment concludes that a grand rotunda does not support Council's strategic objectives, is inconsistent with prevailing coastal policy, and should not be progressed. At the same time, the Waterfront Precinct Review provides a strong evidence base showing that Council's focus should shift towards renewal and upgrade of critical open space infrastructure that will deliver far greater community benefit. Importantly, this work sits alongside a broader suite of positive initiatives already underway that continue to strengthen Frankston's position as a premier waterfront destination – through major public art installations, precinct upgrades along Nepean Boulevard, improved accessibility connections, investment attraction momentum, and progress toward delivering a Changing Places facility. Together, these initiatives ensure the Waterfront continues to evolve in a way that is safe, inclusive, vibrant and aligned with community expectations, providing a strong foundation for the next stage of precinct planning and renewal.

13.1 Further Response to 2025/NOM10 - Foreshore Grand Rotunda: Foreshore Grand Rotunda Feasibility

**Executive Summary**

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**ATTACHMENTS**

Attachment A: [↓](#) Foreshore Grand Rotunda Feasibility

Attachment B: [↓](#) Frankston Waterfront Precinct Review



# FORESHORE GRAND ROTUNDA

## Feasibility Assessment



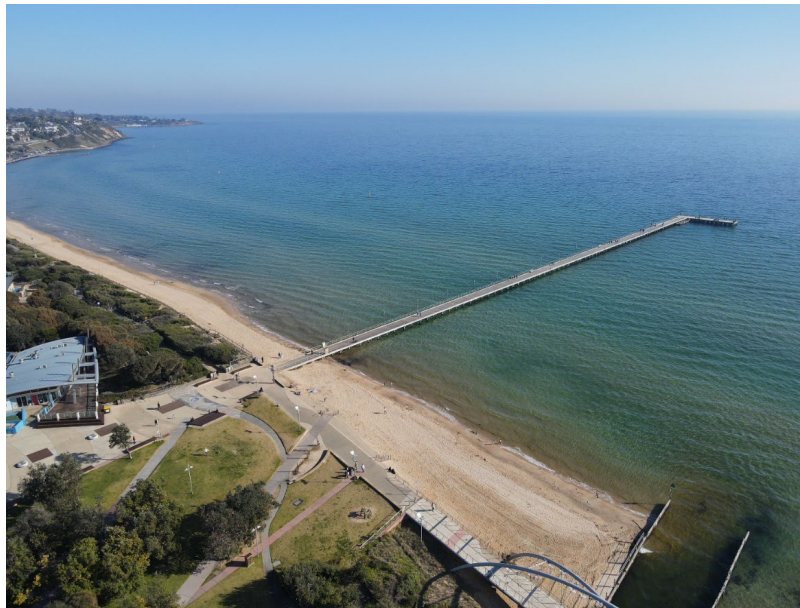
Frankston City Council

## Acknowledgement of Country

Frankston City Council acknowledges the Bunurong people of the Kulin Nation as the Traditional Custodians of the lands and waters in and around Frankston City, and value and recognise local Aboriginal and Torres Strait Islander cultures, heritage and connection to land as a proud part of a shared identity for Frankston City.

Council pays respect to Elders past and present and recognises their importance in maintaining knowledge, traditions and culture in our community.

Council also respectfully acknowledges the Bunurong Land Council as the Registered Aboriginal Party responsible for managing the Aboriginal cultural heritage of the land and waters where Frankston City Council is situated.



## Acknowledgements

The Frankston Waterfront Precinct Review was developed by Council's Urban Design Team (City Futures).

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## Introduction

This feasibility assessment has been prepared by the Urban Design team in response to Council's resolution of 11 August 2025 (2025/NOM10), which requested an investigation into the potential for a high quality, visually striking grand rotunda or similar structure at the Frankston foreshore. The purpose of this study is to explore the design intent and ambitions outlined in the resolution, assess suitable foreshore locations, and evaluate the practical considerations, opportunities and constraints associated with delivering such an installation.

The feasibility provides an initial exploration of concept possibilities, including architectural character, accessibility, lighting, landscape integration and surrounding amenity features. It also considers how a landmark public structure could contribute to civic pride, tourism, and broader placemaking objectives at the coastline. As directed by Council, this assessment references notable precedents to help illustrate the level of design quality and presence sought.

Given the requirement that the feasibility be completed as a matter of priority to inform potential delivery through the 2026-27 Annual Budget process, this study also identifies key consultation, technical, environmental and approval considerations – including discussions with DEECA and outlines next steps and recommended pathways for Council's consideration. The analysis presented aims to provide Councillors with sufficient information to determine whether the concept should progress and to support any associated mid-year budget deliberations.

## Background

At the 11 August 2025 Council Meeting, Councillor Asker responded to a Notice of Motion (2025/NOM10) regarding a decorative water feature at the Frankston foreshore. It was resolved that Council:

- a. Refers funding to the 2025-2026 mid-year budget review to assess the feasibility of a high-quality, **stunning grand rotunda** or similar.*
- b. Notes the scope for this study is to include design, suitable foreshore location, a high-grade architectural outcome, internal furniture (such as seating, tables), disability access, surrounding colourful gardens, at least two striking showcase trees at the entrance to the rotunda, internal lighting, external multi-colour uplifting and naming possibilities.*
- c. Notes the feasibility design must be completed as a matter of priority, so actual implementation can be explored as part of the 2026/2027 Annual Budget*



*d. Notes an example of the sought outcome is to be not dissimilar to the following examples:*

- i. Elder Park Rotunda, Adelaide*
- ii. Catani Gardens Rotunda, St Kilda*
- iii. Moore Park Rotunda, Sydney*
- iv. Colley Reserve Rotunda, Glenelg*

*7. Seeks that the CEO is to ensure that the scope change is to focus on a grand rotunda or similar outcome that will engender civic pride, attract tourism and enhance the Frankston foreshore area*

### Feasibility & Strategic Assessment

A site scoping and feasibility assessment has been undertaken to determine the site conditions required to accommodate a grand rotunda and to identify potential suitable locations along the Frankston foreshore. This assessment draws on the design scale and qualities demonstrated in the precedent examples referenced in the Council resolution and evaluates how such an installation could be integrated into the local coastal landscape.

The feasibility process considered the following key components:

- Strategic Context
- Grand Rotunda Requirements Assessment
- Local Context & Site Feasibility
- Frankston Waterfront Precinct Review – Key Findings

### Strategic Context

Review of relevant strategic documents, coastal policies, and existing plans for the foreshore to understand policy alignment.

### Coastal Marine Management Plan

#### Relevant CMMP Considerations

The Coastal and Marine Management Plan (2024) (CMMP) provides direction for the future local management of an area of marine and coastal Crown land where Frankston City Council is an appointed Committee of Management.

The CMMP notes:

- *Frankston City is envisioned to grow to a regional destination on the bay. The foreshore reserves are one of the key destinations and drivers of the future prosperity of the area. It supports a range of regular activity and recreation groups with varying levels of coastal dependency. The below assessment*



*requirements are to be used for events and activities in the foreshore reserves to help identify their impacts and balance competing uses.*

- **Activities and events** - *As a priority, Frankston City should seek activities, events (and associated support infrastructure) for the foreshore reserve that meets the following attributes - Primary considerations:*
  - *no negative impact on natural environment and*
  - *resilience of the foreshore reserves.*
  - *net positive community benefit.*
  - *coastal dependent.*
  - *ability to encourage a 'family friendly' atmosphere.*
  - *ability to consolidate / enhance Frankston's position as the top destination of the Mornington Peninsula tourism region.*
  - *anticipated or proven transference of visitation into central Frankston.*
- **Secondary Attributes:**
  - *be encouraged out of peak use times*
  - *be sited within Activity and Recreation nodes and away from sensitive coastal areas and significant landscapes.*
  - *be sited to match the support amenities and/or resilience of the area.*
  - *allow for a diversity of activities.*
  - *allow free and accessible use for all users of the foreshore.*
  - *spatially restrict regular activities more than areas allocated to one-off, occasional or annual events.*

#### CMMP Implications for a Grand Rotunda

Importantly, the CMMP does not identify a grand rotunda – or any comparable permanent architectural structure – as an action, project or strategic priority for the foreshore. As such the concept of a grand rotunda must be considered as a new proposal requiring assessment against the CMMP's vision principles and activity/activation criteria.

- The rotunda's siting must avoid sensitive coastal areas and be located within existing activity nodes where infrastructure already supports higher visitation.
- The proposal will need to demonstrate strong community and tourism benefits, aligning with the aspiration for Frankston to function as a regional destination.



- The design must ensure environmental protection, resilience to coastal processes, and universal access.
- Its role – whether ceremonial, recreational, cultural or iconic – should contribute meaningfully to the coastal experience and broader public realm.

### DEECA - Siting and design guidelines for structures on Victorian Coast – 2020

#### Relevant Guideline Considerations

The Guidelines apply to the planning and management of matters relating to, and affecting, the marine and coastal environment. The Guidelines note:

- *Crown land reserves and foreshores in the marine and coastal environment are important publicly owned spaces with unique values and characteristics that are accessible and benefit all Victorians. However, this land is limited and may be further reduced as sea levels rise and the coastline retreats.*
- *High demand for use and development of a limited and precious resource dictates that only structures that functionally need to be near water and that significantly contribute to social values, such as public enjoyment and appreciation of the coast, should be on marine and coastal Crown land.*
- *New structures should minimise their footprint, including their height. The height and scale of any structure should be designed to be appropriate to its context as outlined in the following fundamentals. This will relate back to 'purpose and need' in terms of what is essential for that structure to function efficiently and effectively. Replacing or modifying an existing structure, should consolidate or minimise, the footprint and impact as far as possible. Consideration of the footprint should use marine and coastal Crown land efficiently and sparingly.*

#### DEECA Guideline Implications for a Grand Rotunda

The proposal for a Grand Rotunda has been assessed against the DEECA Guidelines as these apply to all structures on marine and coastal Crown land and are a mandatory consideration in gaining coastal consent from DEECA.

Overall, the Guidelines present significant strategic and siting constraints for non-coastal dependent built form on foreshore Crown land. A grand rotunda is not a coastal-dependent structure, and its suitability depends on whether it can be justified under the 'significant contribution to social values' test and satisfy all siting, hazard, environmental and character requirements.

*"Only structures that functionally need to be near water, or that significantly contribute to social values, should be located on coastal Crown land."*



#### Assessment

- A rotunda does not have a functional coastal dependency. It is categorised similarly to “community halls” and “function centres” which the Guidelines identify as not suitable for foreshore Crown land.
- To meet the Guidelines, Council would need to demonstrate the rotunda provides a significant social value and is a landmark that enhances public coastal experience, not just a decorative or aesthetic feature.
- Justification must demonstrate that no inland alternative sites can fulfil the intended civic function.
- **High noncompliance risk.**

Coastal Processes, Hazards, Climate Change - Guidelines require avoiding dunes, low lying areas, erosion zones and any site requiring protective structures.

#### Assessment

- Much of Frankston foreshore is low-lying, with active dune systems, coastal erosion risk and storm surge exposure.
- If any potential site requires erosion protection the Guidelines specify the location is unsuitable
- A rotunda is a permanent, non-relocatable structure, making it difficult to comply with adaptation principles.
- **High noncompliance risk unless sited well inland, off dune systems, outside hazard zones.**

*Vegetation & Ecology: The Guidelines require avoidance of native vegetation loss and protection of dune ecology.*

#### Assessment

The precedents cited are in urban parkland, not on narrow foreshore reserves.

- A large, architecturally prominent rotunda conflicts with guidance to:
  - Avoid visual dominance
  - Minimise vertical elements
  - Retain open coastal views
- Coastal character at Frankston is defined by low, horizontal forms, dunes, native vegetation and the bay vista.
- **High risk of noncompliance due to visual prominence inconsistent with the Guidelines**



*Public Access & Open Space – Structures must not impede public movement, must enhance the foreshore experience and must minimise footprint.*

Assessment

- A rotunda, forecourt, seating, gardens and showcase trees create a substantial footprint in an already constrained foreshore reserve
- Depending on location, it may reduce flexible open space currently used for recreation and events.
- If pathways or access require realignment, this would be contrary to the aim of a minimising impact on existing movement patterns.

*Local Character, Heritage & Sense of Place – Guidelines emphasise avoiding structures that contrast with natural dune/coastal character or dominate townscape.*

Assessment

- Frankston foreshore's character is coastal, informal and defined by natural landscape forms.
- The grand rotunda examples are heritage parkland pavilions, not coastal structures designed for exposed marine environments.
- Introducing highly ornate or monumental structure risks appearing inconsistent with the established coastal vernacular.
- High noncompliance risk without a restrained, contemporary, landscape responsive design.

*Materials, Durability & Sustainability – materials must be durable, low maintenance, and suitable for marine exposure.*

Assessment

- Traditional rotunda materials (decorative steel, ornate trims, painted metalwork) are high maintenance in coastal environments
- Lighting features and multi-colour illumination increase power, maintenance and compliance considerations.
- Moderate risk compliance if durable, corrosion resistance materials are used

**Key Implications of the Mandatory DEECA Guidelines**

A traditional 'grand rotunda' is unlikely to gain DEECA coastal consent unless heavily modified. Feasible pathways would require:

- A contemporary, low scale, coastal responsive pavilion
- Minimal footprint
- Siting outside dune or hazard areas



- Strong justification of social value and community benefit
- Demonstrated net gain in accessibility and visitor experience

The design examples referenced in the Council resolution are not aligned with coastal guidelines because they are inland, not marine-exposed structures.

A rotunda inspired pavilion integrated into landscape forms may be more satisfactory than a grand ceremonial structure.

### Waterfront Precinct Review – Key Findings

A Frankston Waterfront Precinct Review has been undertaken developed to gain an understanding of the existing condition and develop recommendations to:

- Align with relevant marine and coastal policy and design principles.
- Provide strategic guidance for the future use and enhancement of the precinct.
- Inform potential future advocacy and funding priorities; and
- Support coordinated planning and delivery of improvements across the precinct.

The assessment undertaken as part of the Precinct review with relevant stakeholders across Council has identified significant issues with ageing infrastructure, non-compliance with current standards and open space infrastructure that is no longer fit for purpose.

Key issues identified include:

- As a regional destination and location for high profile events and the location of “Australia’s most accessible beach” pilot program the assessment noted general lack of compliant access across the site impacting the site’s ability to support all ages and abilities and not meeting Universal Access requirements.
- Lack of Wayfinding to support existing use and promote active transport connectivity to the Waterfront from the FMAC.
- Lack of provision of a Changing Places Toilet to support access for all ages and abilities to access this regional destination
- Event and seasonal peak functionality – A key consideration for any future upgrade consider how the site is used through peak summer activation as well as for event activation to support a range of events with visitation of up to 40,000 people



- Existing public amenity not meeting current standards and community expectations and requiring renewal to support existing and future population. Key elements identified:
  - Increased shade provision – both structural and natural – with consideration to maintaining views to Port Phillip Bay and broader vistas
  - Lighting renewal to improve safety, consider environmental impacts and improve overall amenity.
  - Improving drainage and waste management to ensure a functional and appealing destination

Addressing these issues is critical to improving the safety, usability and resilience of the precinct particularly given its role as a high-use regional destination.

#### Key Implications of the Waterfront Precinct Review

Evaluation of the rotunda against the Waterfront Precinct Review findings indicates low strategic alignment and highlights that the current precinct issues and renewal needs significantly outweigh the benefits of introducing a landmark architectural feature.

#### Universal Access Gaps

The review identifies major accessibility shortcomings across the precinct.

#### Assessment

A grand rotunda does not address these critical access barriers. While it may incorporate accessible paths or seating, it does not resolve systemic accessibility issues that limit equitable use across the entire precinct. As such, it would not meaningfully contribute to the precincts most pressing user need.

#### Events & Peak Season Functionality

The precinct hosts high profile events and accommodates visitation peaks of up to 45,000 people during major activations. The review emphasises the need for improved event infrastructure, better circulation, functional and adaptable spaces that support large crowds.

#### Assessment

A grand rotunda may actually compete for open space required for flexible events. Its fixed footprint and ornamental gardens could reduce operational flexibility, create circulation issues, or limit temporary infrastructure placement. It does not improve the precincts capacity to host major events.



#### *Inadequate Public Amenities & Renewals Required*

The review identifies multiple areas requiring immediate renewal, including:

- Shade (natural and structural)
- Lighting upgrades for safety and environmental performance
- Drainage improvements
- Waste management facilities

#### Assessment

The grand rotunda does not address any of these infrastructure gaps.

Its installation may trigger additional lighting, maintenance and drainage needs without solving the underlying functional failures already impacting user comfort, safety and environmental performance.

#### *Wayfinding and Connectivity*

The review highlights

- A lack of effective wayfinding
- Poor visibility of active transport routes
- Poor connection between FMAC and the Waterfront

#### Assessment

The rotunda offers no improvement to connectivity or navigation. It is an aesthetic structure, not an orientation or movement related enhancement. Investment in a landmark rotunda may divert funds away from critical connectivity upgrades.

#### *Inclusive Amenity – Changing Place Provision*

The review identifies a critical gap with no Changing Places facility at what is intended to be a regional, fully accessible destination.

#### Assessment

The grand rotunda does not contribute to inclusive facility provision, nor does it assist Council in meeting accessibility obligations or community need.

#### *Site Condition, Ageing Assets & Non-Compliance*

The review note that much of the Waterfronts infrastructure is aged, non-compliant or 'not fit for purpose' and there is an urgent need for renewal and resilience focused investment.



#### Assessment

A new rotunda does not address any compliance, safety, structural or functional issues affecting current assets. It would be an added structure rather than a strategic renewal.

The Waterfront Precinct Review clearly establishes that the precinct faces significant functional, accessibility and operational deficiencies. Addressing these issues is essential to the Waterfronts safety, resilience and performance as a regional destination.

The introduction of a grand rotunda does not respond to any of the precinct's critical needs, support access, events, movement or contribute to required infrastructure renewal risking the diversion of resources away from essential upgrades.

The rotunda concept presents poor alignment with the precinct review and should not be prioritised over identified renewal and compliance projects.

#### Grand Rotunda Requirements Assessment

A site scoping and feasibility assessment identifies the spatial, design and contextual conditions required to accommodate a grand rotunda on the Frankston foreshore. This assessment draws directly on the four precedent examples cited in the Councillor resolution and evaluates how their scale, form and setting translate to the local context.

#### Rotunda Design

The example rotundas:

- Elder Park Rotunda, Adeliade
- Catani Gardens Rotunda, St Kilda
- Moore Park Rotunda, Sydney
- Colley Reserve Rotunda, Glenelg

All demonstrate highly ornamental, European-influenced architectural styles. These structures emerged between late 1800's to the early 1900's with Catani Gardens Rotunda constructed most recently in 1988 as part of Australia's Bicentennial celebrations. They were built to support community events, musical performances and civic gatherings, and each now sits within heritage controls that guide their restoration and preservation.

Each rotunda features decorative wrought ironwork, a raised platform, and a distinctive domed or polygonal roof. These elements reflect the historic parkland tradition rather than contemporary coastal design practice. Most require ongoing maintenance due to their age and material detailing.



Refer to **Attachment 1** for detailed information on the example rotundas.



Image (Left) - Elder Park Rotunda

Image (Right) : A Concert band in the Rotunda at Elder Park

(State Library of South Australia <https://collections.slsa.sa.gov.au/resource/B+55421>)

### Rotunda Size and Footprint

An analysis of the precedent rotundas, reveals consistent spatial requirements :

- Typical rotundas occupy approximately 10metres in diameter, equating to a footprint of around 80m<sup>2</sup>.
- These examples provide only an open performance platform with no built-in seating, tables or internal amenities.
- To incorporate contemporary public amenity – such as seating, circulation space, ramps for universal access and landscape integration – as significantly larger footprint is required.
- A rotunda designed for regional level public use would require approximately 150m<sup>2</sup>, equivalent to a structure with a 14 to 16 metre diameter, comparable to the former Monash University rotunda.

The expanded footprint ensures sufficient space for event use, passive public gatherings and the required access.





Image (Above) – Bicentennial Rotunda, Catani Gardens, St Kilda – Structure footprint



Image (Above) – Bicentennial Rotunda, Catani Gardens, St Kilda



### Rotunda Setting Requirements

All four example rotundas occupy large, open, highly flexible parkland settings which provide the scale for necessary events, circulation, visibility and service access including:

- Catani Gardens (St Kilda) is approximately 6 hectares of structured parkland.
- Elder Park (Adelaide) – approximately 2.3 hectares.
- Moore Park Rotunda (Sydney) – approximately 9 hectares
- Colley Reserve Rotunda (Glenelg) – Approx 2 hectares framed by significant Norfolk Pines.

These landscapes can all accommodate:

- Large events
- Safe gathering and viewing areas
- Back of house service access
- Flexible tur or paved areas
- Clear unobstructed sightlines

All example rotundas also sit on raised platforms, which enhances their visibility but introduces accessibility challenges that do not meet contemporary universal access standards.



Image (Above) – Catani Gardens, St Kilda – Aerial Image & Context

### Summary

The benchmark rotundas demonstrate that successful installation at Frankston foreshore requires:

- A substantial built footprint – 80 to 150m<sup>2</sup> +
- Extensive surrounding open space to support events and safe public gatherings
- A formal parkland setting capable of accommodating ornamental heritage-style architecture

These conditions differ significantly from the constrained, dynamic and high-use nature of the Frankston foreshore. The historical examples provide valuable insight into scale and typology but underline the challenges of replicating such a structure within a coastal Crown land environment.

### Local Context & Site Feasibility

This assessment identifies the spatial and functional requirements needed to support a potential Grand Rotunda and evaluates three possible foreshore locations against those requirements.

#### Site Selection Criteria

To determine feasible locations, the study applies the following requirements:

- Align with relevant State and Council marine and coastal policies
- Provide open grassed or paved areas to accommodate events, back of house needs, safe gathering and circulation
- Offer car parking and universal access
- Provide essential services (electricity, water, toilets) to support activation and amenity.

Based on these criteria, three sites were identified for detailed assessment:

- Frankston Waterfront (1.08ha)
- Long Island – (1.09ha)
- Keast Park – (0.67ha)



## Site Assessments

### Frankston Waterfront & Long Island Reserve

#### Site Context

*Both sites are within Precinct 2 of the Coastal & Marine Management Plan (CMMP 2024), which frames the precinct as a high-value coastal destination with significant environmental, recreational and cultural attributes. CMMP Precinct 2 Summary*

Precinct 2 is a heavily used regional foreshore area that prioritises accessibility, environmental protection, coastal resilience, safety and strong connections to the FMAC. The CMMP directs Council to improve universal access, upgrade ageing infrastructure, enhance movement and connectivity, and support coastal dependent activities. It emphasises that any new development must protect natural systems, address coastal vulnerability, and contribute clear community benefit.

These priorities make clear that the precinct requires functional upgrades rather than decorative structures. The CMMP does not identify large ornamental built form – such as a grand rotunda – as a strategic need. Instead, it reinforces the importance of improving paths, shade, drainage, lighting, safety, playspaces and access to support existing high visitation and coastal dependent uses.

#### Frankston Waterfront - – Site Feasibility Assessment



Frankston waterfront functions as an Activity Node, defined in the CMMP as a location that supports community recreation facilities, tourism activities and coastal dependent uses. It is the primary activity node on the Frankston foreshore, directly linking the back with the Frankston Metropolitan Activity Centre (FMAC). The Waterfront:

Attracts high year-round visitation with extreme seasonal peaks during Summer and major events.

Provides approximately 1 ha of public open space, supported by the Kananook boat ramp, boat parking, car parking, commercial premises, public toilets, the regional playspace and Frankston Pier.

Hosts large scale events and carries ongoing pressure from commercial hire and activation proposals.

Although the Waterfront meets some of the spatial and functional criteria, it presents significant risks:

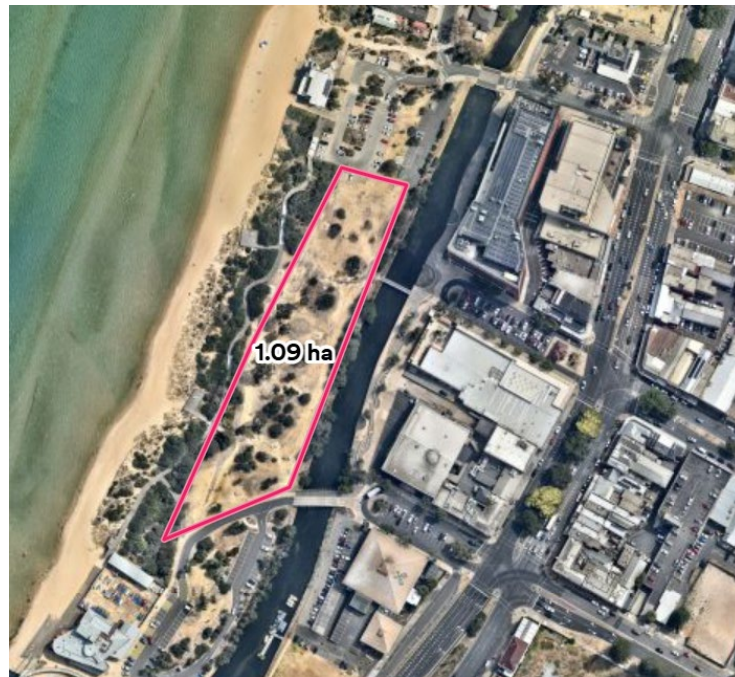
- Limited open space increases the likelihood of displacing existing uses
- High event pressure restricts the ability to introduce large permanent structures
- Seasonal peaks already strain movement, safety and visitor infrastructure
- Insufficient parking capacity limits visitor management and poses further operational challenges.

While the Waterfront offers the strongest alignment of the assessed sites, its existing pressures significantly reduce its capacity to accommodate a grand rotunda without adverse impacts.



### Long Island - – Site Feasibility Assessment

Long Island provides passive open space adjacent to coastal-dependent uses such as the Frankston Yacht Club and Waves Restaurant and the dune-top boardwalk.



However, it does not satisfy the key feasibility criteria for the following reasons:

- The CMMP identifies Long Island as a Recreation Node, intended to support coastal dependent recreation and small-scale facilities – not large, permanent structures.
- Approximately 1 ha of open space provides limited opportunity to accommodate a major built form without displacing existing passive use.
- The site already experiences seasonal crowding and pressure
- Parking is limited and additional activity may impact the adjacent commercial premises.
- The site sits on an active dune system, creating potential cultural heritage constraints and significant coastal hazard issues.

Long Island therefore does not support installation of a grand rotunda.

## Keast Park

### *Site Context*

Keast Park sits within Precinct 6 – Seaford North of the CMMP. The precinct is primarily surrounded by residential areas and well-established vegetated dune system (the Seaford Foreshore Reserve). To the north, the Keast Park recreation node, beachside carpark and Carrum Bowls Club form the main activity focal points. The CMMP identifies Keast Park as a Recreation Node, which supports recreation and water-based activities rather than large built structures. These nodes typically accommodate low-scale community buildings, playspaces, fitness infrastructure, and facilities that directly support coastal-dependent activities.



### Precinct 6 Summary

Precinct 6 prioritises maintaining Keast Park as a family-friendly recreation hub with strong environmental values. The CMMP focuses on improving play, recreation, education and environmental stewardship. It encourages community programs and activities that promote coastal awareness and emphasises the need for infrastructure that is coast-dependent, educational and light-touch.

These priorities emphasise that Keast Park should remain primarily recreational, accessible and environmentally sensitive. They do not support introducing large ornamental structures or event-oriented facilities that are not directly tied to coastal-dependent use..

### Keast Park - Site Feasibility Assessment

Keast Park was assessed against the identified criteria required to support a grand rotunda. The site does not satisfy feasibility requirements for the following reasons:

#### *Policy misalignment*

- as a recreation node, Keast Park is not intended to host large permanent structures of architectural scale.
- A grand rotunda does not support coastal dependent recreation, education or environmental stewardship – key CMMP priorities for this precinct.

#### *Limited Land Available*

- Keast Park provides only 0.7ha of public open space
- Installing a large rotunda would displace existing recreation uses, compromise open space flexibility and reduce opportunities for informal community activity.

#### *High Seasonal and Daily Use Pressure*

- Already experiences strong day to day community use, particularly from families, visitors and recreational groups.
- Summer peaks create additional pressure impacting on accessibility and amenity.

#### *Car Parking*

The car park already operates at capacity during busy periods

Additional visitation may increase parking pressure and create conflicts with nearby businesses and Bowls Club.

#### *Cultural Heritage and Environment*

- The site sits adjacent to and partially within an intact dune system.
- Introducing large structures risks triggering coastal hazard, vegetation and cultural heritage impacts inconsistent with CMMP directions and DEECA guidelines.

Keast Park does not align with the spatial, policy or functional requirements needed to support a grand rotunda.

Based on these findings, Keast Park and Long Island were excluded from further consideration, and a detailed assessment was undertaken for the Frankston Waterfront.



## Frankston Waterfront – Detailed Site Assessment



Image above – Drone image – Frankston Waterfront

Frankston Waterfront is one of the municipality's most visited locations. It experiences high levels of activity throughout the year, with significant seasonal peaks during summer and major events. It has approximately 1ha of public open space and sits adjacent to the Kananook boat ramp & boat parking, vehicular access and car parking, commercial premises, public toilets, Regional playspace and Frankston Pier.

### Events and Festivals

Festivals and gathering can attract up to 40,000 visitors, reinforcing the precinct's role as an "Activity Node" and regionally significant destination. The implementation of a grand rotunda in this location may impact the existing flexible open space that supports informal activation as well as a range of event functions, including breakout areas for children's activities and smaller-scale performances. These adaptable

spaces are essential for accommodating diverse programming needs, enhancing visitor experience, comfort and accessibility during both everyday use and high-attendance events. Introducing a new permanent structure in this location may reduce the precincts capacity to host inclusive and varied event formats.

The existing flexible spaces allow a range of temporary structures to be implemented on an event-by-event basis to ensure they are fit for purpose and allow flexibility in scale for events of different scales and activity.

#### Visual and landscape impact

The visual and landscape character of the precinct should centre on Port Phillip Bay as the primary focal point and destination along with broader vistas to key landmarks including views to the Melbourne City skyline and the You Yangs.

While elements such as rotundas can add interest and serve as a secondary focal point, the design emphasis should remain on celebrating the natural and cultural significance of the Port Phillip Bay, Frankston Pier and other key activation nodes such as the Pier Forecourt and Landmark Bridge. These elements should be retained and reinforced in the spatial hierarchy and visual orientation of the precinct, ensuring any new intervention enhance rather than compete with the bay's prominence as the defining feature.

The consideration of a grand rotunda in this location presents a visual conflict that may compete with the bay's natural prominence and obstruct views compromising the bay's role and legibility.

#### Strategic & Policy Alignment

The proposed rotunda has been considered against the Frankston Coastal and Marine Management Plan 2024 (CMMP). The Frankston Waterfront precinct attracted strong community interest with diverse feedback received through the CMMP that highlights the importance of open space infrastructure in supporting amenity, access, environmental values and recreation. The most prominent themes related to open space outcomes included:

- **Access and amenity** – improved pedestrian access, inclusive design (universal access), shade, seating, boardwalks and landscaping
- **Recreation and culture** – high value for water-based recreation and cultural opportunities including creating better spaces for events and tourism
- **Safety and maintenance** – issues with general cleanliness of the precinct including litter and vandalism as barriers to enjoyment and safety



This feedback reinforces the need for a coordinated and policy aligned approach to open space planning in the precinct to ensure future improvements support environmental sustainability, inclusive access and community wellbeing.

Notably, no community feedback referenced a desire for a grand rotunda during CMMP engagement. The absence of demand, combined with a strong emphasis on functional upgrades, suggests the community prioritises practical, inclusive and environmentally aware improvements over ornamental structures.

- The area nominated for the grand rotunda on the Frankston foreshore is Crown land reserved under the Crown Land (Reserves) Act 1978. Council is the appointed Committee of Management for this reserve. All use, development and works on marine and coastal Crown land requires consent under the Act. Applications for consent are made to DEECA, where they are assessed under the Act and relevant coastal and environmental legislation, plans, and strategies for consistency.

#### Coastal dependency

Historical rotundas were built in vastly different policy and environmental contexts. They are not coastal dependent structures. Modern coastal policy requires any new foreshore development to:

- Demonstrate functional need to be located on coastal Crown land
- Support public access, safety and resilience
- Minimise environmental impact

Improvements such as shade, universal access, picnic and BBQ facilities can be delivered through upgrades to existing facilities without introducing a large permanent structure that compromises site flexibility or policy alignment. ,

#### Lighting impacts and design

Any associated lighting infrastructure must comply with Australian standard for public lighting to ensure safety, visibility and accessibility. Lighting design should incorporate adaptive controls, allowing for reduced (dimmed) light levels during after-hours periods when pedestrian activity is low. This approach supports energy efficiency and minimises unnecessary illumination. To protect the coastal fauna, lighting must also demonstrate alignment with the National Light Pollution Guidelines for Wildlife. This includes strategies to minimise skyglow, reduce light spill and avoid disruptions to nocturnal species. Council has received community complaints regarding lighting impacts from existing infrastructure, including the Beauty Park fountain and Landmark bridge. In response, measures have been implemented to



minimise lighting levels after approximately 8pm, balancing amenity with environmental and resident concerns.

#### Cultural Heritage

Under the Aboriginal Heritage Regulations 2018, a Cultural Heritage Management Plan (CHMP) is required when a proposed activity is classified as a high impact activity within an area of cultural heritage sensitivity. It is likely that a CHMP will be required prior to any approvals or works proceeding. This process involves a Heritage Advisor and the Registered Aboriginal Party being the Bunurong Land Council Aboriginal Corporation (BLCAC). The estimated timeframe for completion is a minimum of 12 months.

#### Tree protection

The nominated site contains existing vegetation including Coastal Banksia Trees, which contribute to the ecological and landscape character of the foreshore. The intervention including footings, lighting, conduiting and any associated infrastructure must be carefully designed to minimise impact

#### Risk Assessment

- After hours safety – appropriate lighting, visibility, passive surveillance must be considered to deter anti-social behaviour.
- Crime Prevention through Environmental Design (CPTED) – the design should incorporate CPTED principles, including clear sightlines, natural surveillance and avoidance of concealed areas.
- DDA Compliance – any new structure must meet universal access design requirements

#### Preliminary Cost Estimates

Comparable projects indicate significant capital and maintenance costs for architecturally designed coastal structures:

- **Seaford Wetlands Lookout** : Approximate cost of \$1 million (excl. GST) for the delivery of a high quality, architecturally designed shelter with interpretive signage, decking, linking paths, drinking fountain and bicycle hoops.. Excluding design, project management, contingency, landscape integration, power and lighting

Maintenance considerations include:

- Vandalism and Graffiti
- Cleaning and repair of decorative elements



- Upkeep of lighting, services, seating, and landscaping
- Coastal exposure (corrosion, salt spray, weathering)

Given the bespoke design requirements, coastal conditions and integration needs, the grand rotunda is expected to cost \$1 million.

## Conclusion and Recommendations

While a grand rotunda may offer aesthetic appeal, the feasibility assessment identifies significant environmental, operational, social and strategic concerns. These include:

- Poor alignment with coastal policy and CMMP priorities
- Lack of demonstrated community demand
- High capital and maintenance costs
- Loss of valuable flexible open space used for events and activation
- Visual conflict with the bay's defining character
- Coastal dependency issues under the DEECA guidelines
- Environmental, heritage and lighting constraints

Given these factors, the grand rotunda does not support Council's strategic objectives for the foreshore, does not align with current policy frameworks and is not recommended to proceed.





# Frankston Waterfront Precinct Review - 2026



## Acknowledgement of Country

Frankston City Council acknowledges the Bunurong people of the Kulin Nation as the Traditional Custodians of the lands and waters in and around Frankston City, and value and recognise local Aboriginal and Torres Strait Islander cultures, heritage and connection to land as a proud part of a shared identity for Frankston City.

Council pays respect to Elders past and present and recognises their importance in maintaining knowledge, traditions and culture in our community.

Council also respectfully acknowledges the Bunurong Land Council as the Registered Aboriginal Party responsible for managing the Aboriginal cultural heritage of the land and waters where Frankston City Council is situated.



## Acknowledgements

The Frankston Waterfront Precinct Review was developed by Council's Urban Design Team (City Futures) in collaboration and input from a range of stakeholders across Council. We would like to thank and acknowledge the input and collaborative process with various stakeholders.

We would also like to acknowledge Georgina Wright from Site Image Landscape Architects who undertook the site analysis, facilitated on site discussions and was fundamental in the developing the recommendations in this report.



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## Executive Summary

The Urban Design Team has completed a Waterfront Precinct Review to assess current conditions and identify opportunities to enhance the Frankston Waterfront in line with contemporary expectations and strategic policy. The review provides the evidence base to:

- Align future upgrades with marine and coastal policy and design principles
- Guide strategic decision making for the precincts future use and development
- Inform advocacy and funding priorities
- Support coordinated planning and delivery of improvements

The review, undertaken in collaboration with key Council stakeholders, identified significant challenges including ageing infrastructure, non-compliance with current standards, and open space assets that are no longer fit for purpose. These issues highlight the need for comprehensive renewal to ensure the precinct remains functional, accessible and resilient.

The finding demonstrates significant opportunity to transform the Frankston foreshore into a safe, inclusive, and climate-resilient regional destination. Upgrading ageing infrastructure and improving universal access, including the provision of a Changing Places facility, alongside enhanced shade and public amenities will ensure the precinct meets community expectations and supports both everyday use and major events. Strategic investment in the existing picnic and BBQ facilities will create a flexible, high-quality space for small gatherings and seasonal activity while maintaining capacity for large-scale events. These improvements align with marine and coastal policy, Council's Accessible Beach Pilot Program, and long-term sustainability objectives, reinforcing Frankston's position as a premier waterfront destination.

To progress this work, a Waterfront Precinct Landscape Plan is proposed. This plan will scope, design and stage the renewal and upgrade works identified in the review and will provide Council with a coordinated implementation framework for future consideration and funding approvals. It will define priority projects, outline staging and support engagement with relevant authorities, including DEECA.

This work positions Frankston to strengthen its role as a premier waterfront destination that meets the needs of the community now and into the future.



## Introduction

Frankston Waterfront holds significant value for the broader Frankston community, serving as a vibrant regional destination hub. It celebrates the unique natural assets of Frankston Beach and Kananook Creek, while connecting the Frankston Metropolitan Activity Centre with diverse cultural and environmental features, reinforcing the Waterfront's role as a cherished public realm.

The Frankston Waterfront Precinct Review, recommended in the Frankston Open Space Strategy (2016-2036) and the Coastal Marine and Management Plan 2024, focuses on assessing the condition and performance of the precinct's open space infrastructure. The review examines existing site conditions, identifies issues and opportunities, and analyses the policy context to guide future decision making. Its recommendations prioritise the planning, enhancement and sustainable management of open space infrastructure to balance diverse uses and competing needs and to support the Waterfront's ongoing role as a key destination for current and future residents and visitors.

## Project Scope & Process

The Precinct Review focuses on the key publicly accessible areas of the waterfront in Figure 1 below.



Figure 1 - Frankston Waterfront Precinct Review – Project Extent

The Precinct Review progressed through the following stages –

- Strategic & Policy Document Review
- Review of existing site information and assessments
- Site walks with relevant internal Council Stakeholders to identify existing issues and opportunities

## Strategic Context

Key strategic documents that apply to this location and the related actions are outlined further below –

- Coastal Marine and Management Plan - 2024
- Siting and Design Guidelines for Structures on the Victorian Coast
- Public Toilet Action Plan
- Frankston Open Space Strategy

### Coastal and Marine Management Plan 2024

This Plan notes that current management of the coastal and marine areas is shared between Frankston City Council, as an appointed Committee of Management, and other agencies, such as the Department of Energy, Environment and Climate Action (DEECA), Melbourne Water (MW), Parks Victoria (PV), and others.

The Plan recognises the site as being in Precinct 2 and is identified as an Activity Node prioritising Accessibility, Amenity and Community and highlights the following Aspirations and Objectives –

- **Culture & Connections** – Acknowledge the rights, knowledge and aspirations of Traditional Custodians. Respect and foster their connection to the Land and Sea Country.
- **Environmental Stewardship** - Foster environmental stewardship by protecting and enhancing our marine and coastal environment
- **Climate change impacts and Safety** - Adapt to the impacts of climate change. Understand and plan for hazards to strengthen long-term resilience.
- **Access, amenity and recreation** - Improve connectivity, amenity, and accessibility to foster community stewardship of our marine and coastal areas.
- **Planning and development** - Respect natural coastal processes in planning and development to promote sustainable use of our marine and coastal areas



### Siting and Design Guidelines for Structures on the Victorian Coast (State Government)

These guideline notes:

- *Crown land reserves and foreshores in the marine and coastal environment are important publicly owned spaces with unique values and characteristics that are accessible and benefit all Victorians. However, this land is limited and may be further reduced as sea levels rise and the coastline retreats.*
- *High demand for use and development of a limited and precious resource dictates that only structures that functionally need to be near water and that significantly contribute to social values, such as public enjoyment and appreciation of the coast, should be on marine and coastal Crown land.*
- The following outlines what types of structures are appropriate to support to the functioning of marine and coastal activities and may be appropriate in some marine and coastal Crown land locations
  - Toilet facility
  - Shared trails, boardwalks
  - Car parking
  - Marine rescue facility
  - Lifesaving club room
  - Public lookout
  - Barbecue, picnic and play equipment
  - Kiosk/café/restaurant (in an urban setting)
  - Appropriate public camping facility
- Structures identified that do not support a coastal or marine activity and do not need to be located on marine and coastal Crown Land
  - Non-water-based sporting facilities
  - Non-maritime industrial plant and storage
  - Community hall
  - Commercial function centre
  - Other utilities

### Frankston Open Space Strategy (2016-2036)

**Neighbourhood Recommendations:** *“Undertake an open space precinct and functional review of the Foreshore Reserve, Waterfront Plaza and Kananook Creek Boulevard to identify future upgrades, planning and management demand. Investigate additional attractors, new open space programs, environmental and recreational strengthening, improved connections, and interpretation of Aboriginal heritage in accordance with the FMAC Structure Plan.”*



#### Operational Actions – Action #4

- *“Establish management, open space programming and design guidelines and as part of a long-term upgrade program for the Waterfront Plaza and Frankston foreshore. Ensure functional planning, facilities and infrastructure responds to future population, visitor, event programming, likely regional attractors and worker growth.”*

## FCC Stakeholder Engagement and Site Analysis

In July 2025, we undertook internal stakeholder engagement, including site walks to discuss the waterfront review and identify existing issues, opportunities, and related current and future projects at the site. Engagement included the following Council Teams –

- Urban Design
- Facilities
- Property & Risk
- Environment
- Operations
- Recreation
- Community Strengthening
- Events
- Arts & Culture
- Engineering Services

The Stakeholder Engagement and Site Analysis has identified the following:

### Issues

#### Site Utilisation and Management

The waterfront faces increasing and competing pressures because it functions as a landmark destination for the municipality and supports a range of recreational uses while maintaining its landscape and environmental values. These pressures vary over the seasons, but intensify in peak times, especially in summer and during major events can attract approximately 40,000 people over multiple days. During large events, existing car parking is repurposed for event activation which further strains the site. The precinct also experiences identified issues with site access, including Universal access (DDA), general open space amenity and event management.

A list of the current events and activations are listed below -

- Waterfront Festival (approx 40,000 )
- Reconciliation Event (FPHG)
- Sunset Twilight Market/Allure Markets



- Frankston Running Festival – event start/finish line
- Carlsberg Beach Club
- Australia's Most Accessible Beach Pilot.

The precinct would benefit from improved coordination, as multiple stakeholders currently lead different projects and initiatives that individually and collectively influence the functionality and amenity of the Waterfront. Strengthening governance arrangements presents an opportunity to better align project outcomes, manage impacts and support a more cohesive precinct experience.



**Image 1-** Frankston Waterfront Festival 2025



Image 2 - Frankston Waterfront Festival 2025

### Long Term Asset Management & Renewal

The existing public realm landscape is a critical Council asset. The site assessment and stakeholder feedback highlight the need to prioritise renewal to ensure assets are fit for purpose to support activation at this high-profile destination.

#### *Universal Accessibility, Active Transport and General Amenity*

There is a clear need to improve universal access (DDA), strengthen active transport connections and enhance general amenity to support day to day use as well as event activation.

Key findings include:

- Universal access upgrades would support the ambition of the Australia's Most Accessible Beach Pilot improving access for all ages and abilities
- The Road Safety Audit findings for the precinct recommends improvements to safety, functionality and user experience
- The existing path hierarchy is unclear, with poor legibility of shared user routes. This causes confusion and potential conflict between different users and impacts supporting infrastructure such as bike racks
- The Disability Access Audit identifies 144 items requiring upgrades to improve wayfinding, safety and overall user experience.
- The primary path connection between the FMAC and the Waterfront, via the Kananook Creek boat ramp, is noncompliant and presents a safety risk for pedestrians.

### *Renewal of Ageing Open Space Infrastructure and Functional Improvements*

The precinct requires revitalisation to meet the expectations of a high-profile, regionally significant destination with year-round activation.

Key findings include:

#### Pavements and Hard Infrastructure

- Pavements are in variable condition, with visible deterioration and non-compliance with current accessibility standards
- Sand accumulation creates trip hazards
- Non accessible grades, handrails and ground surface tactiles require upgrades

#### Amenities and User Facilities

- Public toilets provide limited accessibility and there is no Changing Places facility
- Signage requires renewal to deliver coordinated precinct-wide wayfinding and site information.
  - There is an opportunity to implement the recommendations of the Frankston Coastal Risk Assessment to improve safety.
- Existing lighting is nearing end-of-life, no longer meets current Australian Standards for public lighting performance and requires replacement
- There is an opportunity to integrate access to power and water to support all scale of events and activation.
- The beach shower area regularly experiences sand build-up and is blocked drainage, impacting amenity and pedestrian access
- Surface and sub-surface drainage needs review. Existing strip drains often fill with sand, causing localised flooding and reduced pedestrian amenity.

#### Picnic Shelter and BBQ Areas

- The shelter requires intensive maintenance.
- Structural and drainage issues cause water to pool within the BBQ area.
- BBQ's and picnic facilities are not fully accessible

#### Shade, Weather Protection and Access

- The Pier Plaza lacks adequate shade and weather protection.
- Maintenance, event and emergency vehicles require access along the Pier promenade

#### General Functionality

- Lawn areas are heavily utilised for passive recreation and events
- Waste management pressures during peak periods can reduce amenity and functionality, and there is the need to review bin capacity and placement.  
There is a strong opportunity to invest in upgrading the existing Waterfront



picnic/BBQ area to create a flexible, high-quality space that supports both day to day use and seasonal activity while maintaining the capacity to host significant public events. Enhancing this area will protect existing amenity and elevate the precincts functionality for small gatherings and community events, ensuring it remains a vibrant and inclusive destination.

The existing shelter and picnic area provides an ideal footprint to accommodate all requirements without impeding the site's character. This approach aligns with the DEECA siting guidelines and supports event activation. Key opportunities include:

- Integrated power supply to enable event infrastructure and activation
- Expanded shade provision through structural and natural elements
- Improved accessibility to meet universal access standards



Image 3 - Frankston Waterfront Festival 2025

#### Other Opportunities:

- Engage with the Bunurong Land Council at the outset of all projects to ensure cultural values are embedded in planning and design.
- Maintain and enhance existing environmental values by increasing natural shade through additional tree planting

- Protect key view lines and maintain strong community connection to the Bay, ensuring the foreshore and broader coastal landscape as a regional "destination"
- Implement Water Sensitive Urban Design (WSUD) treatments to address drainage issues and improve water quality entering the Bay and creek
- Plan for and adapt to climate change impacts, strengthening long-term resilience to coastal hazards.
- Explore opportunities for integrated public artwork, subject to cultural and context considerations.

### Existing Precinct Projects

- Australia's most accessible beach trial (Community Strengthening)
- Frankston Regional Arts Trail (Arts & Culture)
- Commercial Activation of existing buildings (Property)



**Image 4 - Frankston Waterfront Festival 2025**



## Recommendations & Priority Projects

The recommendations below guide future planning, strengthen advocacy priorities, and support coordinated delivery of renewal and upgrade initiatives across the precinct.

### Develop a Waterfront Precinct Landscape Plan

**The Landscape Plan will:**

- Coordinate sustainable management and operation of the precinct to support visitor amenity, event functionality and tourism.
- Strengthen funding strategies and advocacy efforts
- Secure relevant authority approvals
- Scope priority projects and identify an implementation plan

### Landscape Plan Scope

Investigate and define the following:

#### Open Space and Public Amenity Upgrades

- Deliver new shade through both structural/built solutions and additional tree plantings.
- Provide upgraded accessible BBQ and picnic facilities including new shelter structures that support minor and major events.
- Develop a feasible option for a Changing Places facility
- Develop a Wayfinding plan
- Renew pavements and hardscape to improve safety, achieve compliance with accessibility standards and support event access and activation.
- Investigate feasibility of implementing recommendations from the Road Safety Audit and Access Audit to:
  - Improve safety, amenity and Universal (DDA) access,
  - Enhance safe pedestrian movement from the internal road network and surrounding car parks

### Infrastructure and Environment Improvements

- Upgrade pedestrian lighting to improve safety and visitor experience, while minimising environmental impacts and maintaining dark sky principles consistent the *Lighting Frankston Plan 2021*.
- Review drainage strategies to manage water run-off, reduce sand accumulation and address path obstructions.
- Provide appropriate water and electrical services ) to support events and activations.



### Key Considerations include:

- Ensure works maintain passive recreation opportunities, event functionality and key views or sightlines
- Explore opportunities to formalise waste management for both everyday operations and peak seasonal demands.
- Integrate relevant actions from the Gender Impact Assessment to strengthen equitable access and safety.

### Improve Active Transport Connections to the Waterfront Precinct

Investigate and deliver options that create a safe, comfortable and legible journey the from the FMAC and across the broader Municipality.

This includes:

- Strengthening active transport connections between the Waterfront Precinct and Frankston Major Activity Centre.
- Enhancing broader connections to Nepean Boulevard, the Bay Trail and Frankston Regional Arts Trail.
- Designing safe, accessible and legible routes that encourage active transport to the precinct, acknowledging limited car parking and high utilisation during events.

## Reference Documents & Appendices

### Reference Documents

- [Siting and Design Guidelines for Structures on the Victorian Coast - 2020](#)
- [Frankston City Council Coastal & Marine Management Plan - 2024](#)
- [Frankston Open Space Strategy 2016 - 2036](#)
- [Frankston Wayfinding Strategy & Style Guide - 2022](#)
- [Frankston Public Toilet Action Plan](#)
- [Lighting Frankston Plan](#)

### Appendices

- **Appendix 1** – Frankston Waterfront Precinct Review – Stakeholder Engagement & Site Analysis – 2025





# FRANKSTON WATERFRONT FRAMEWORK PLAN

FRANKSTON PIER , FRANKSTON, VIC 3199

## PRELIMINARY PRECINCT REVIEW

JULY 2025

SITE IMAGE

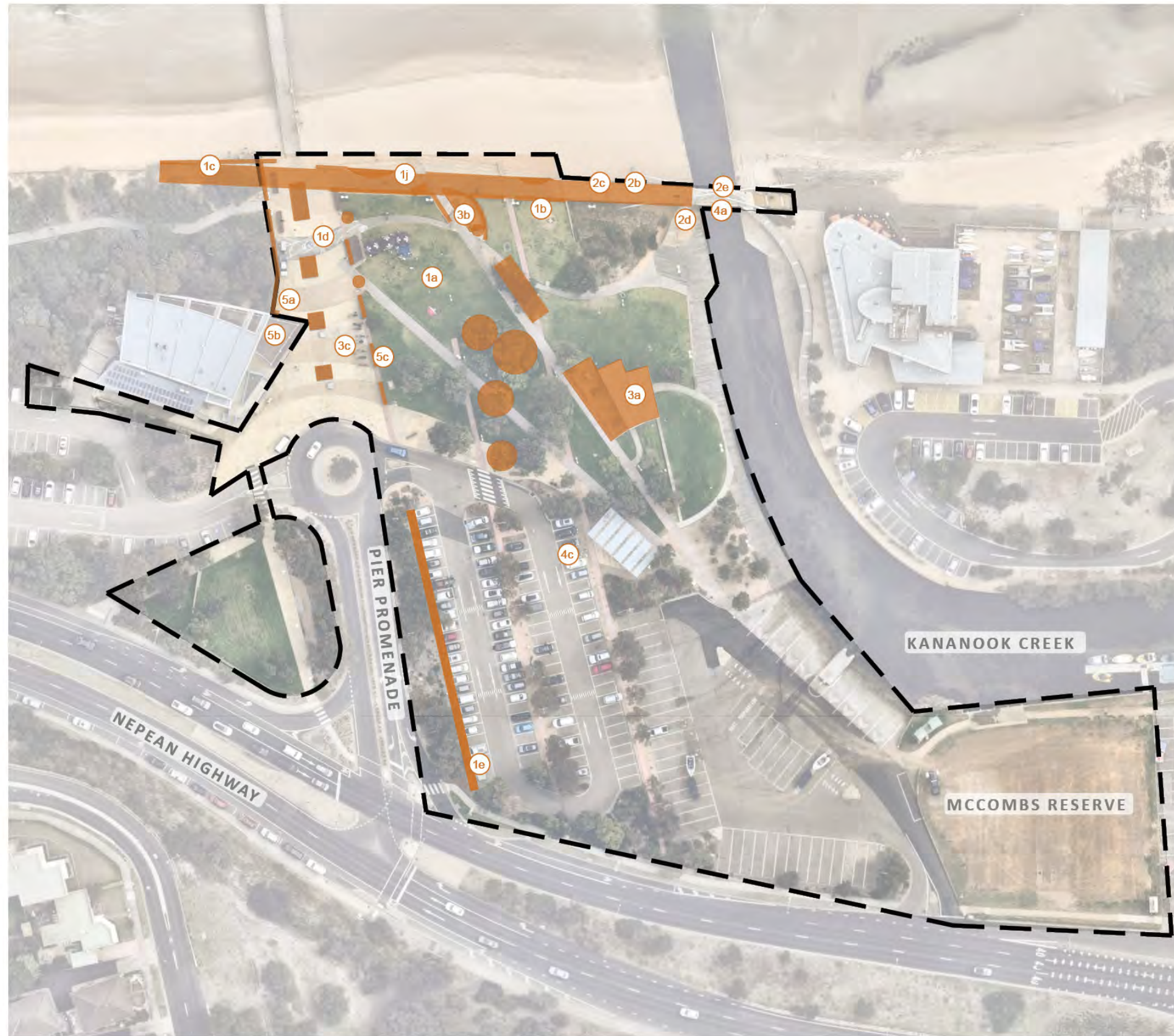








ISSUES & OPPORTUNITIES (STAKEHOLDER CONSULTATION)



**ISSUES**

**1. MAINTENANCE (GENERAL)**

- a. Irrigation damage with waterfront events – need to mark out sprinkler heads before events.
- b. Wall cladding - Sandstone has damage due to skating, and natural weathering from water flow and wind. Sandstone is difficult to source and expensive to replace.
- c. Bluestone wall face cladding is in constant disrepair.
- d. General issues with pavement surfaces & edges deteriorating, and being difficult to repair due to environmental conditions
- e. Post and wire fence in carpark – hit by cars and damaged by pedestrians climbing through (Especially at South-Eastern corner near intersection where garden is trampled too).
- f. Seats are worn out and require lots of repair.
- g. Wind Blown sand – causes lots of maintenance issues: Maintaining Accessible Path Edges and Drainage in particular.

**2. ACCESSIBILITY + COMPLIANCE**

- a. Existing seats non-compliant and no arm rests for accessibility.
- b. Stainless steel expansion joint covers on bridge extremely slippery when wet
- c. Concern with bike riders not dismounting on bridge – signage not followed – clashes with pedestrians.
- d. Stair nosing needs more permanent solution – Tape wears away quickly.
- e. Tensioned balustrade wires on bridge – high maintenance – preference for more permanent fixed solution.

**3. DRAINAGE**

- a. Existing picnic & BBQ area has drainage issues and inconsistent surface.
- b. Drainage issues to shower area and drinking tap space due to sand blowing across the site and blocking drainage. Pit and Sump system doesn't work – Needs to drain to beach to return sand.
- c. Pooling and ponding in main plaza landscape

**4. LIGHTING + PUBLIC SAFETY**

- a. Existing lighting on the bridge not functional.
- b. General Park up-lighting has been replaced.
- c. Concern about overnight camping and resulting rubbish and vandalism

**5. PUBLIC FACILITY + AMENITY**

- a. Request from Councilor Green to improve bike parking.
- b. Restaurant Landscape / Infrastructure: issues with the condition of the existing timber etc.
- c. Existing seating in the forecourt has been clad with a plastic timber looking product - Query experience of composite materials in heat of summer.

**STRATEGIC / GOVERNANCE ITEMS**

- CMMP notes actions for this node with key actions around – accessibility, amenity and connectivity
- SHARED PATH + BIKE ROUTE Connectivity

**OPPORTUNITIES**

- 1. Cloth shade sails won't last in the coastal environment – shade needs a robust solution.
- 2. Consider use of forms/materials that can't be weather-worn (i.e. long term erosion of mortar for clad faces etc. More robust finishes - Concrete + Timber. No fine detail or edges.
- 3. Minimise need for pits - prefer surface drainage due to maintenance issued with water reticulation and sand inundation.



## ISSUES

### 1. MAINTENANCE ISSUES

- a. Soil compaction an issue with events and bump in and out and food trucks on lawn
- b. FCC manages to the existing utility boxes on the Pier – beyond that is managed by Parks Vic
- c. Assessment of yellowing in banksias required – Iron levels in soil?
- d. Consider longer term solution to dunal landscape edge / Expansion of this area?

### 2. ACCESSIBILITY + COMPLIANCE ISSUES

- a. Forecourt provides emergency and maintenance access to the Pier
- b. Desire for better access to the Beach
- c. Signage audit and rationalisation required to reduce infrastructure and manage appropriate use and access
- d. Realign paths away from compacted tree roots (trip hazard, but also long- term risk to tree survival.
- e. Consider emergency vehicle (and general heavy vehicle) paths of travel away from trees.

### 3. DRAINAGE ISSUES

- a. Site drainage to consider sand movement and accumulation
- b. Strip Drains are to shallow and narrow. Fill up with sand very quickly, causing isolated surface flooding. Prefer to have pavement flow towards beach as low point to carry sand away from corners (which should be high points).

### 4. LIGHTING + PUBLIC SAFETY

- a. Desire for more sustainable lighting (existing uplighting) that considers dark sky and environmental considerations/standards. Consider sensor lighting
- b. Lighting to be directed away from Dunal vegetation / ground habitat zone
- c. Lighting to have a hierarchy for key movement areas and be reduced in other areas
- d. Consider view lines with CCTV and tree canopy

### 5. PUBLIC FACILITY + AMENITY

- a. Consider long term solution for additional bins in summer (Often placed on tree roots, and in gardens
- b. Consider better locations for skip bin and boneyards during events – away from central plaza for regular beach users. Also rubbish blows into adjacent dunal habitat area.

### 6. ENVIRONMENTAL + ECOLOGY

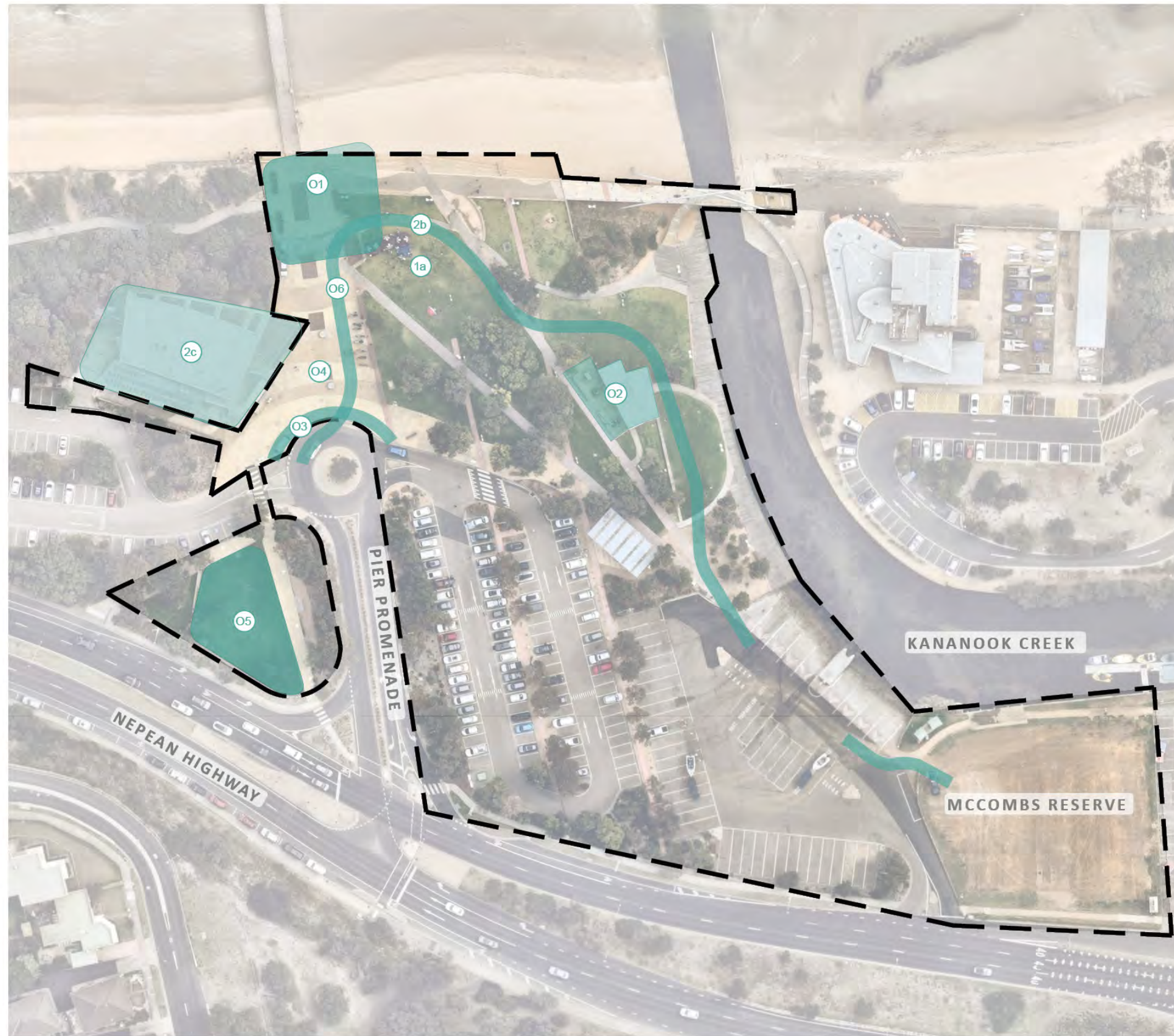
- a. Work with existing trees – retain and protect
- b. Existing trees in garden beds seem to be performing better than trees in lawn – opportunity to expand garden beds with mulch
- c. Banksia's & Sheoaks existing and performing OK

## STRATEGIC + GOVERNANCE

- CMMP – Activity Node – Accessibility, Amenity + Community.
- **Mayoral Demand for Accessible Beaches Project**

## OPPORTUNITIES

1. Trees to be inspected every year – high volume of people = high risk
2. Future shade to be installed clear of existing trees – Reduce need to prune trees for structural shade.
3. BBQ and picnic areas to be separate from existing trees to reduce compaction.
4. Difficulty in re-establishing trees – Consider staging with fixed infrastructure to create buffer for new planting



## ISSUES

### 1. ACCESSIBILITY + COMPLIANCE ISSUES

- a. The site operates at a number of scales and densities of use. There needs to be a general consideration of accessibility across the whole site. During events, the formal paths are not the only pedestrian thoroughfares

### 2. PUBLIC FACILITY + AMENITY

- a. **THIS SITE IS ONE OF THE MOST HEAVILY USED AND HIGHLY CONTESTED PUBLIC SPACES IN THE MUNICIPALITY.** A water feature may take away from the existing uses, rather than add to it.
- b. Facilitation needs to consider events and their management/set up - bump in and out when proposing anything new. Need to consider specific supply logistics such as power supply, connectivity and access
- c. There is a new tenant proposed for Sophia's - currently in the planning process but will take over the whole Sophia's site

## STRATEGIC/GOVERNANCE ITEMS

- Any activities need to be Coastal dependent to align with DEECA requirements and get their consent "Does it need to be here". Preliminary response from DEECA stating that water feature would not be supported.
- Confirm that the recently adopted Coastal Management Plan will be considered.

## OPPORTUNITIES

1. Community desire for seated area with shade to overlook the bay
2. Shade Sails not considered viable for coastal sites, but Structural shade needed
3. Issues with traders without permits turning up to the site and trading - e.g. Ice-cream van, while Sophia's is closed. Need to consider how to manage access when re-open.
4. Any development needs to consider 24 hour accessibility and usage.
5. **Property Team have had negative feedback on water features - requests for additional fencing & safety concerns (current issues with Ballam Park cited by property team)**
6. Improved Electrical supply required sitewide for events management. Multiple key connection points to reduce temporary cables and connections which create public safety risk.
7. Property team query whether this site needs any further activation - as it is already very active.
8. Fixed Infrastructure reduces flexibility for use of the site during events. Consider how fixed infrastructure might be configured to be used during major events.



### ISSUES

#### 1. MAINTENANCE ISSUES

- a. High maintenance required for existing picnic/BBQ shelter – requires regular painting and re-roofing (3 new rooves in 5 years) - Timber option in this location would be easier to maintain – Coated timber systems require minimal maintenance.
- b. Drainage issues evident across the site

#### 2. ACCESSIBILITY + COMPLIANCE ISSUES

- a. Existing DDA toilet is closed in Sophia’s – Beach wheelchair currently located in a box – poorly integrated
- b. Park furniture and seating – limited accessible options.

#### 3. DRAINAGE ISSUES

- a. General consideration of pavement levels with evidence of flooding in several areas (BBQ Picnic and Plaza landscapes)

#### 4. LIGHTING + PUBLIC SAFETY

- a. Lighting generally requires upgrade – Fittings recently updated.
- b. Consider review of walls to entrance of current Visitor Information Centre in line with CPTED principles.

#### 5. PUBLIC FACILITY + AMENITY

- a. Good provision of public toilets on site with existing toilets on Waxi way and additional toilets at the Yacht Club
- b. Desire for a changing places toilet to improve accessibility – potential for a relocatable/moveable structure short term, but long-term option required.

### STRATEGIC/GOVERNANCE ITEMS

- Coastal Management Plan – noted



**ISSUES**

**1. ACCESSIBILITY + COMPLIANCE ISSUES**

- a. Beach access trial in planning – 3-month pilot with temporary changing places toilet proposed – Location TBC
- b. General comments on Accessibility access the site – Issues with Sand build up causing problems for All abilities access across the site.
- c. Handrails to beach non-compliant
- d. Tactile, stair nosing and handrail review generally
- e. Beach wheelchair – Long term accessible storage solution required closer to the beach. CS would like to see this integrated into the restaurant deck

**2. LIGHTING + PUBLIC SAFETY**

- a. General commentary about appropriate lighting to key axial paths for vision impairment. Existing lighting on the bridge not functional.

**3. PUBLIC FACILITY + AMENITY**

- a. McCombs Reserve used as overflow parking for the Yacht Club
- b. Triathlon club also housed here (more details tbc??)
- c. Stand Up Paddle Board user group (More details?)
- d. The plaza is very open and exposed - shade options preferred for Neurodivergent people
- e. Gender neutral toilets preferred for gender diverse population
- f. Consider Bike path connections and bike parking expansion

**STRATEGIC / GOVERNANCE ITEMS**

- Coastal Aquatic Risk Assessment Report
- 2009 Access report.



**ISSUES**

**1. MAINTENANCE ISSUES**

- a. Events bump in with the operations team to protect existing irrigation

**2. ACCESSIBILITY + COMPLIANCE ISSUES**

- a. Accessibility Generally – Sand build up / level changes causes issues with informal movement across site during events.
- b. Universal Access issue with the access from Mccombs Reserve to the Boat Ramp – key link between the sites during major festivals (Waterfront) – Preferred minimum width for access points 3 metres.
- c. Consider options for fixed provision of accessible path of travel between carparks (Temporary ramps currently used – prefer fixed pram ramps with bollards).

**3. LIGHTING + PUBLIC SAFETY**

- a. Lighting to consider key paths of travel and connectivity to provide hierarchy of movement across the site.
- b. CCTV important – current discussions with Vicpol (??)
- c. 3 Phase Lockable power supply systems at key locations across site.
- d. Existing lighting on the bridge not functional.
- e. Other up lighting has been replaced not attractive

**4. PUBLIC FACILITY + AMENITY**

- a. Site can accommodate different size & types of events
- b. Major space for events with capacity for 3K people
- c. Support additional toilet facilities especially changing places toilet to support events as well as water bubblers
- d. Desire for interchangeable blade signage to assist wayfinding
- e. Main stage set up at the base of the Pier with the Bar facilities in the grassed area adjacent Kananook Creek
- f. Digital wayfinder well used at the waterfront

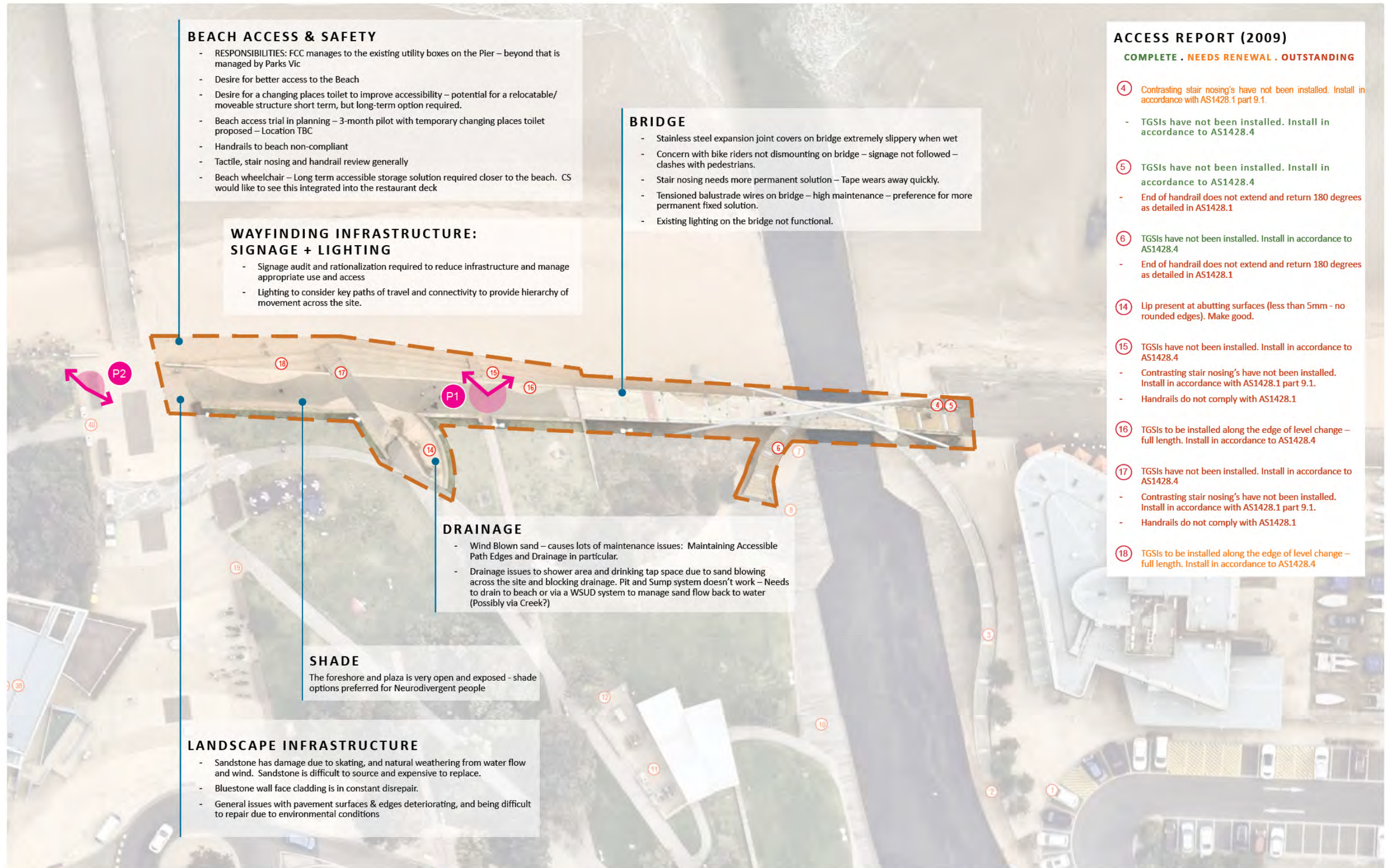
**OPPORTUNITIES**

1. Desire for a small stage and break out area for children on the grassed area next to Pier Promenade
2. Frankston Arts Trail – desire for a wayfinding sign near the existing bus stop + Additional signage for the Arts trail
3. Additional fixed bubblers, and bottle refilling points across site to reduce need for temporary supply and infrastructure during events
4. Fixed shade infrastructure near event food zones needs to be considered in terms of bird poo issues.
5. Prefer additional provision of shade without fixed furniture, or removable furniture, for flexible use during events.
6. Retain level ground plane + footprints for event space.
7. Consider flexible pavement locations for additional temporary toilets – near existing amenities.
8. Changing Places Facility needed – especially during summer
9. REVIEW AND CONSIDER THE FOLLOWING EXISTING EVENT PLANS
  - Frankston Running Festival
  - Sunset Twilight Market
  - Waterfront Festival



PRELIMINARY NEEDS ANALYSIS

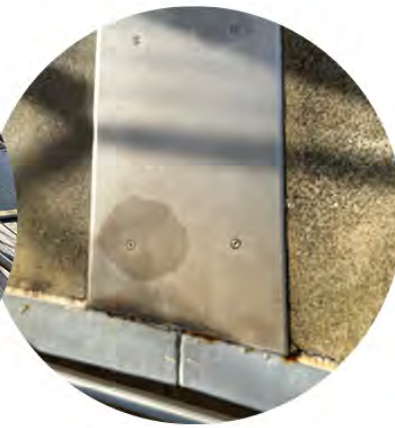






**BRIDGE**

- Stainless steel expansion joint covers on bridge extremely slippery when wet
- Concern with bike riders not dismounting on bridge – signage not followed – clashes with pedestrians.
- Stair nosing needs more permanent solution – Tape wears away quickly.
- Tensioned balustrade wires on bridge – high maintenance – preference for more permanent fixed solution.
- Existing lighting on the bridge not functional.



**SHOWER DRAINAGE & PAVEMENT SAFETY**

Drainage issues to shower area and drinking tap space due to sand blowing across the site and blocking drainage. Pit and Sump system doesn't work – Needs to drain to beach or via a WSUD system to manage sand flow back to water (Possibly via Creek?)



**EDGES & PAVEMENTS**

- Sandstone has damage due to skating, and natural weathering from water flow and wind. Sandstone is difficult to source and expensive to replace.
- Pavements Generally show signs of heavy wear and tear. In particular steel inlays are lifting up and crazy paving surfaces have non-compliant lips



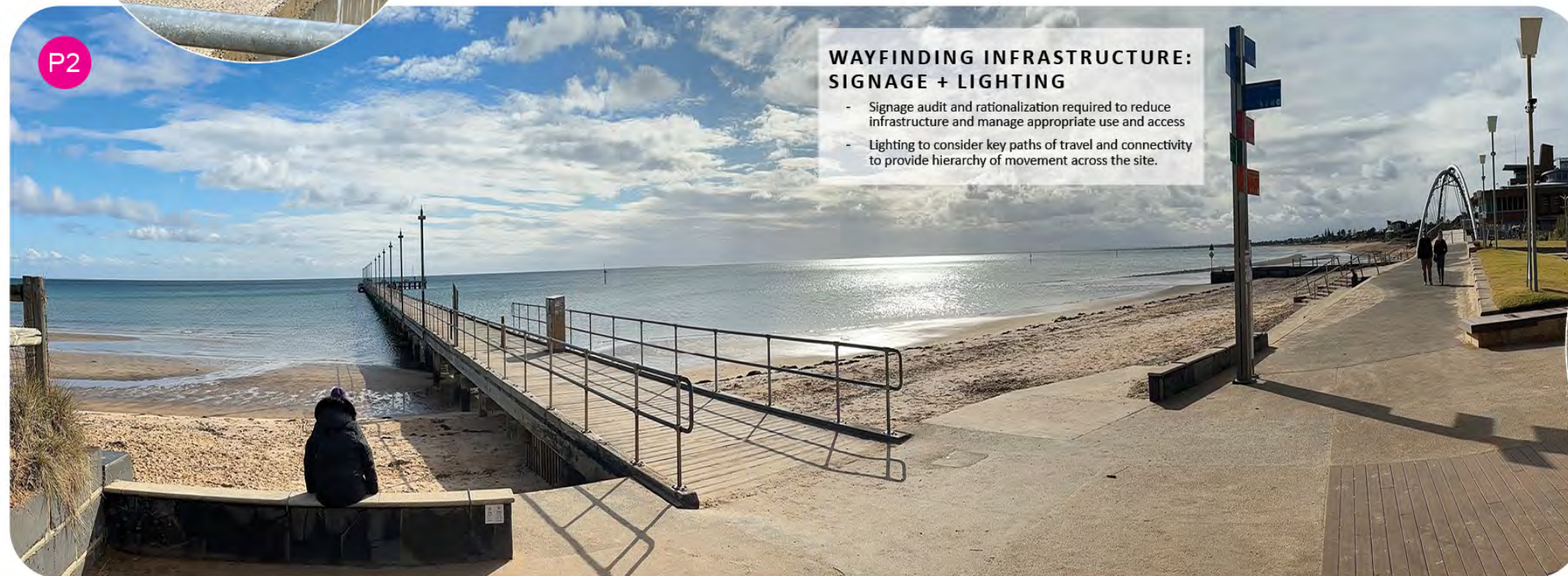


**BEACH ACCESS**

- Desire for better access to the Beach
- Desire for a changing places toilet to improve accessibility – potential for a relocatable/moveable structure short term, but long-term option required.
- Beach access trial in planning – 3-month pilot with temporary changing places toilet proposed – Location TBC
- Handrails to beach non-compliant
- Tactile, stair nosing and handrail review generally
- Beach wheelchair – Long term accessible storage solution required closer to the beach. CS would like to see this integrated into the restaurant deck

**CLADDING FAILURE**

- Bluestone wall face cladding is in constant disrepair.
- General issues with pavement surfaces & edges deteriorating, and being difficult to repair due to environmental conditions



P2

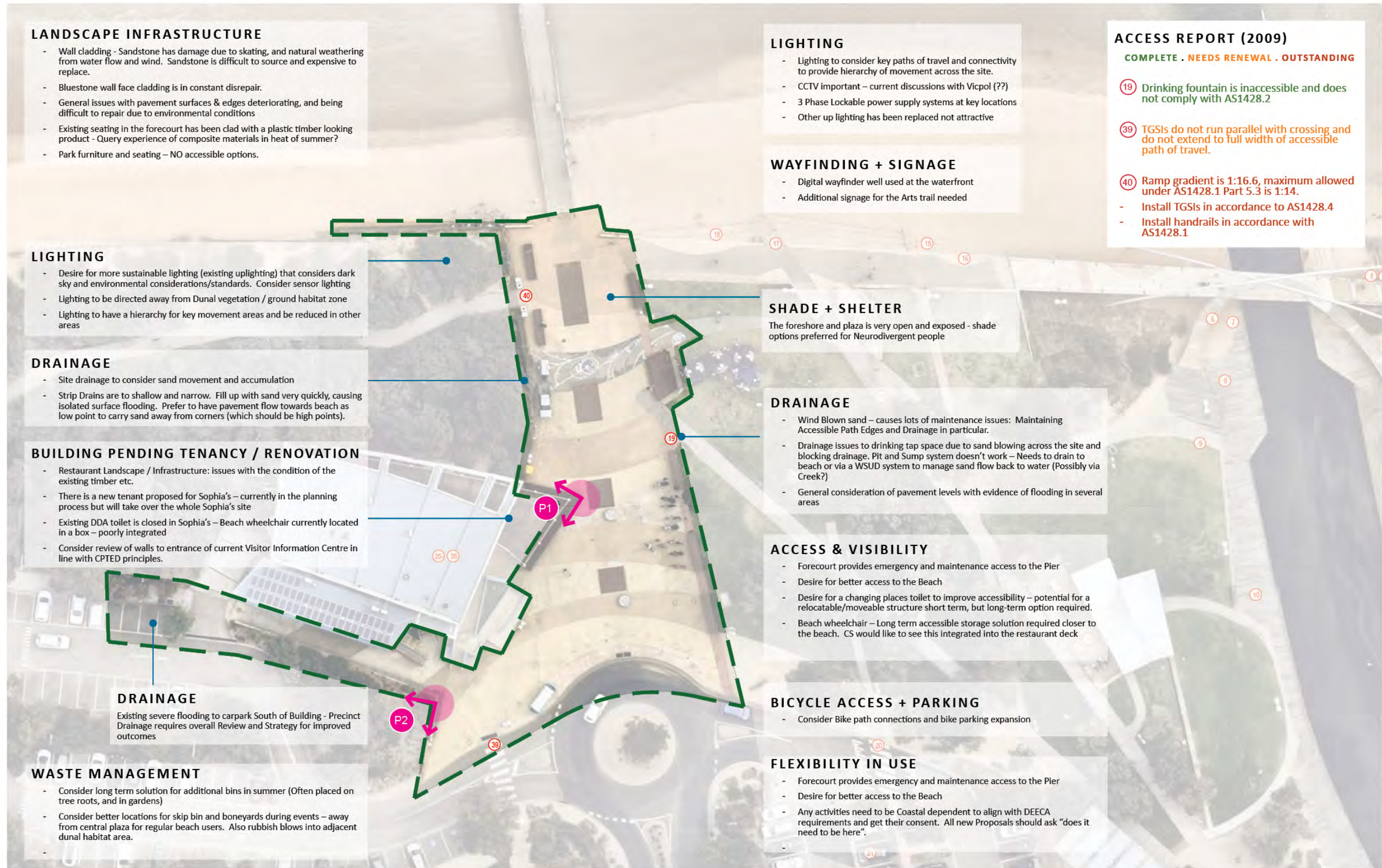
**WAYFINDING INFRASTRUCTURE:  
SIGNAGE + LIGHTING**

- Signage audit and rationalization required to reduce infrastructure and manage appropriate use and access
- Lighting to consider key paths of travel and connectivity to provide hierarchy of movement across the site.



**NON COMPLIANT ACCESS**

- Several issues with the tiers and stairs leading to the beach, still not addressed since the 2009 Access and DDA Compliance report



**LANDSCAPE INFRASTRUCTURE**

- Wall cladding - Sandstone has damage due to skating, and natural weathering from water flow and wind. Sandstone is difficult to source and expensive to replace.
- Bluestone wall face cladding is in constant disrepair.
- General issues with pavement surfaces & edges deteriorating, and being difficult to repair due to environmental conditions
- Existing seating in the forecourt has been clad with a plastic timber looking product - Query experience of composite materials in heat of summer?
- Park furniture and seating - NO accessible options.

**LIGHTING**

- Desire for more sustainable lighting (existing uplighting) that considers dark sky and environmental considerations/standards. Consider sensor lighting
- Lighting to be directed away from Dunal vegetation / ground habitat zone
- Lighting to have a hierarchy for key movement areas and be reduced in other areas

**DRAINAGE**

- Site drainage to consider sand movement and accumulation
- Strip Drains are too shallow and narrow. Fill up with sand very quickly, causing isolated surface flooding. Prefer to have pavement flow towards beach as low point to carry sand away from corners (which should be high points).

**BUILDING PENDING TENANCY / RENOVATION**

- Restaurant Landscape / Infrastructure: issues with the condition of the existing timber etc.
- There is a new tenant proposed for Sophia's - currently in the planning process but will take over the whole Sophia's site
- Existing DDA toilet is closed in Sophia's - Beach wheelchair currently located in a box - poorly integrated
- Consider review of walls to entrance of current Visitor Information Centre in line with CPTED principles.

**DRAINAGE**

Existing severe flooding to carpark South of Building - Precinct Drainage requires overall Review and Strategy for improved outcomes

**WASTE MANAGEMENT**

- Consider long term solution for additional bins in summer (Often placed on tree roots, and in gardens)
- Consider better locations for skip bin and boneyards during events - away from central plaza for regular beach users. Also rubbish blows into adjacent dunal habitat area.

**LIGHTING**

- Lighting to consider key paths of travel and connectivity to provide hierarchy of movement across the site.
- CCTV important - current discussions with Vicpol (??)
- 3 Phase Lockable power supply systems at key locations
- Other up lighting has been replaced not attractive

**WAYFINDING + SIGNAGE**

- Digital wayfinder well used at the waterfront
- Additional signage for the Arts trail needed

**SHADE + SHELTER**

The foreshore and plaza is very open and exposed - shade options preferred for Neurodivergent people

**DRAINAGE**

- Wind Blown sand - causes lots of maintenance issues: Maintaining Accessible Path Edges and Drainage in particular.
- Drainage issues to drinking tap space due to sand blowing across the site and blocking drainage. Pit and Sump system doesn't work - Needs to drain to beach or via a WSUD system to manage sand flow back to water (Possibly via Creek?)
- General consideration of pavement levels with evidence of flooding in several areas

**ACCESS & VISIBILITY**

- Forecourt provides emergency and maintenance access to the Pier
- Desire for better access to the Beach
- Desire for a changing places toilet to improve accessibility - potential for a relocatable/moveable structure short term, but long-term option required.
- Beach wheelchair - Long term accessible storage solution required closer to the beach. CS would like to see this integrated into the restaurant deck

**BICYCLE ACCESS + PARKING**

- Consider Bike path connections and bike parking expansion

**FLEXIBILITY IN USE**

- Forecourt provides emergency and maintenance access to the Pier
- Desire for better access to the Beach
- Any activities need to be Coastal dependent to align with DEECA requirements and get their consent. All new Proposals should ask "does it need to be here".

**ACCESS REPORT (2009)**

COMPLETE . NEEDS RENEWAL . OUTSTANDING

- 19 Drinking fountain is inaccessible and does not comply with AS1428.2
- 39 TGSIs do not run parallel with crossing and do not extend to full width of accessible path of travel.
- 40 Ramp gradient is 1:16.6, maximum allowed under AS1428.1 Part 5.3 is 1:14.
- Install TGSIs in accordance to AS1428.4
- Install handrails in accordance with AS1428.1



**DRAINAGE**

Site drainage to consider sand movement and accumulation  
Strip Drains are to shallow and narrow. Fill up with sand very quickly, causing isolated surface flooding. Prefer to have pavement flow towards beach as low point to carry sand away from corners (which should be high points).



Wind Blown sand – causes lots of maintenance issues: Maintaining Accessible Path Edges and Drainage in particular.



3 Phase Lockable power supply systems at key locations across site - Note evidence of vandalism to access existing supplies



P1

**WASTE MANAGEMENT**

- Consider long term solution for additional bins in summer (Often placed on tree roots, and in gardens)
- Consider better locations for skip bin and boneyards during events – away from central plaza for regular beach users. Also rubbish blows into adjacent dunal habitat area.



**BICYCLE ACCESS + PARKING**

- Consider Bike path connections and bike parking expansion



**SEAT FUNCTION + MATERIALITY**

Existing seating in the forecourt has been clad with a plastic timber looking product - Query experience of composite materials in heat of summer. – NO accessible options.



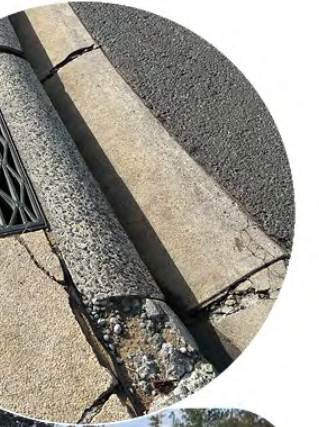
**DRAINAGE**

General consideration of pavement levels with evidence of flooding in several areas



**PAVEMENT DETERIORATION**

General issues with pavement surfaces & edges deteriorating, and being difficult to repair due to environmental conditions



**BUILDING PENDING TENANCY**

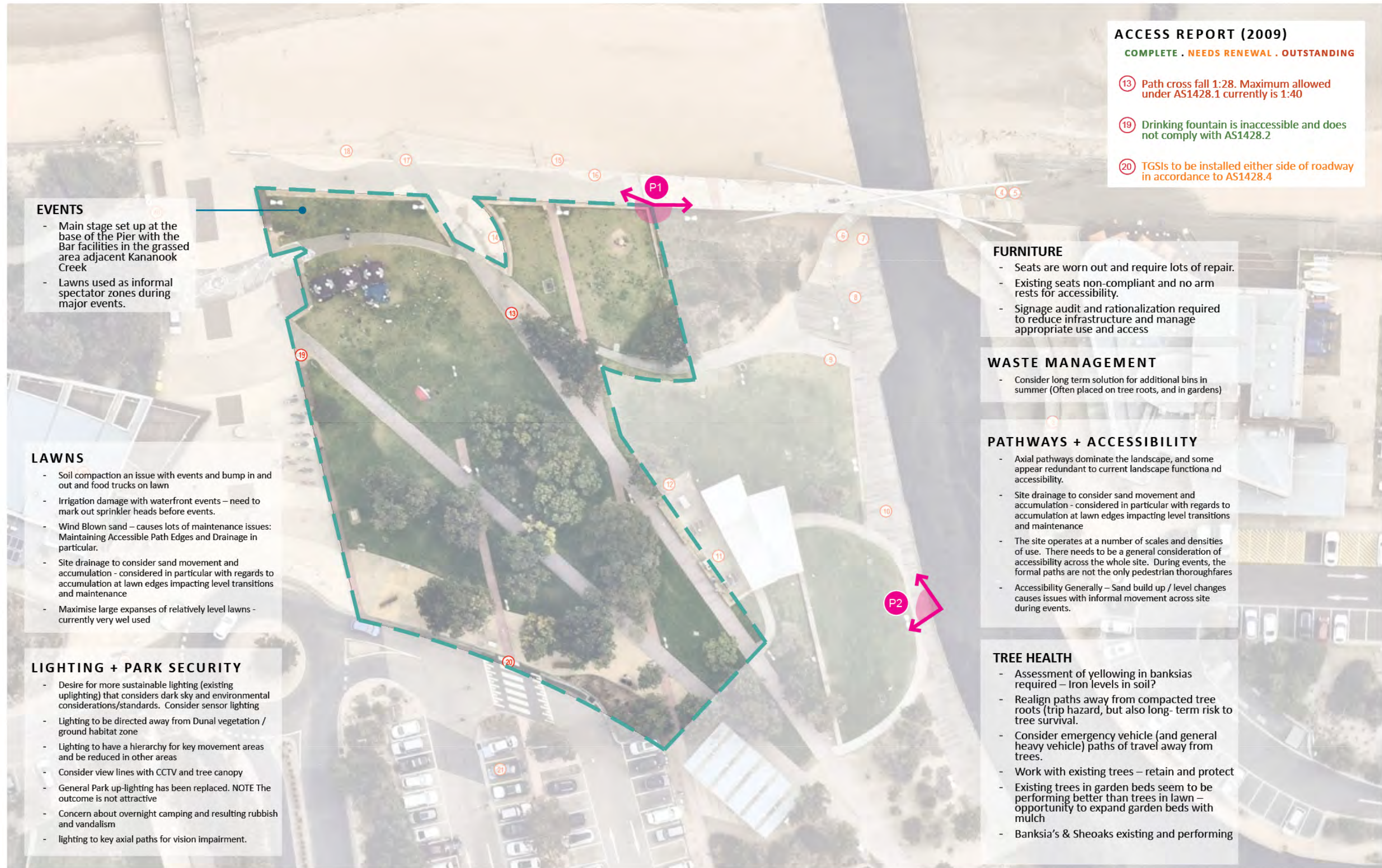
- Restaurant Landscape / Infrastructure: issues with the condition of the existing timber etc.
- There is a new tenant proposed for Sophia's – currently in the planning process but will take over the whole Sophia's site
- Existing DDA toilet is closed in Sophia's – Beach wheelchair currently located in a box – poorly integrated
- Consider review of walls to entrance of current Visitor Information Centre in line with CPTED principles.



**DRAINAGE**

Existing severe flooding to carpark South of Building - Precinct Drainage requires overall Review and Strategy for improved outcomes





**ACCESS REPORT (2009)**  
 COMPLETE . NEEDS RENEWAL . OUTSTANDING

- 13 Path cross fall 1:28. Maximum allowed under AS1428.1 currently is 1:40
- 19 Drinking fountain is inaccessible and does not comply with AS1428.2
- 20 TGSIs to be installed either side of roadway in accordance to AS1428.4

**EVENTS**

- Main stage set up at the base of the Pier with the Bar facilities in the grassed area adjacent Kananook Creek
- Lawns used as informal spectator zones during major events.

**LAWNS**

- Soil compaction an issue with events and bump in and out and food trucks on lawn
- Irrigation damage with waterfront events – need to mark out sprinkler heads before events.
- Wind Blown sand – causes lots of maintenance issues: Maintaining Accessible Path Edges and Drainage in particular.
- Site drainage to consider sand movement and accumulation - considered in particular with regards to accumulation at lawn edges impacting level transitions and maintenance
- Maximise large expanses of relatively level lawns - currently very well used

**LIGHTING + PARK SECURITY**

- Desire for more sustainable lighting (existing uplighting) that considers dark sky and environmental considerations/standards. Consider sensor lighting
- Lighting to be directed away from Dunal vegetation / ground habitat zone
- Lighting to have a hierarchy for key movement areas and be reduced in other areas
- Consider view lines with CCTV and tree canopy
- General Park up-lighting has been replaced. NOTE The outcome is not attractive
- Concern about overnight camping and resulting rubbish and vandalism
- Lighting to key axial paths for vision impairment.

**FURNITURE**

- Seats are worn out and require lots of repair.
- Existing seats non-compliant and no arm rests for accessibility.
- Signage audit and rationalization required to reduce infrastructure and manage appropriate use and access

**WASTE MANAGEMENT**

- Consider long term solution for additional bins in summer (Often placed on tree roots, and in gardens)

**PATHWAYS + ACCESSIBILITY**

- Axial pathways dominate the landscape, and some appear redundant to current landscape function and accessibility.
- Site drainage to consider sand movement and accumulation - considered in particular with regards to accumulation at lawn edges impacting level transitions and maintenance
- The site operates at a number of scales and densities of use. There needs to be a general consideration of accessibility across the whole site. During events, the formal paths are not the only pedestrian thoroughfares
- Accessibility Generally – Sand build up / level changes causes issues with informal movement across site during events.

**TREE HEALTH**

- Assessment of yellowing in banksias required – Iron levels in soil?
- Realign paths away from compacted tree roots (trip hazard, but also long-term risk to tree survival).
- Consider emergency vehicle (and general heavy vehicle) paths of travel away from trees.
- Work with existing trees – retain and protect
- Existing trees in garden beds seem to be performing better than trees in lawn – opportunity to expand garden beds with mulch
- Banksia's & Sheoaks existing and performing



Realign paths away from compacted tree roots (trip hazard, but also long-term risk to tree survival).



P1

Banksia's & Sheoaks existing and performing well  
Assessment of yellowing in banksias required – Iron levels in soil?

Arts Trail Signage Review + Upgrade required



**LAWNS**

- Soil compaction an issue with events and bump in and out and food trucks on lawn
- Irrigation damage with waterfront events – need to mark out sprinkler heads before events.
- Wind Blown sand – causes lots of maintenance issues: Maintaining Accessible Path Edges and Drainage in particular.
- Site drainage to consider sand movement and accumulation - considered in particular with regards to accumulation at lawn edges impacting level transitions and maintenance
- Maximise large expanses of relatively level lawns - currently very well used



Realign paths away from compacted tree roots (trip hazard, but also long-term risk to tree survival).  
Consider emergency vehicle (and general heavy vehicle) paths of travel away from trees.

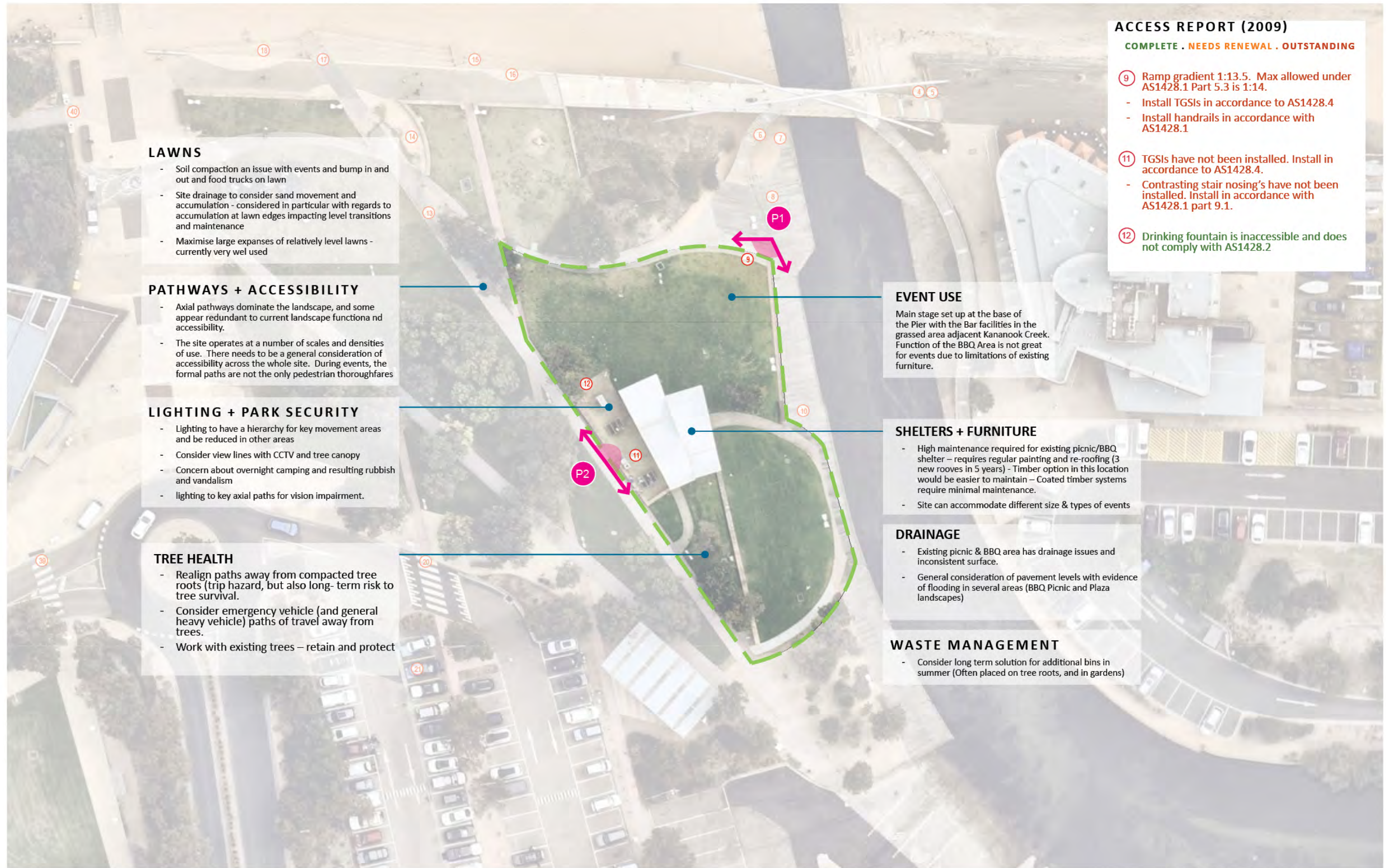


Work with existing trees – retain and protect  
Existing trees in garden beds seem to be performing better than trees in lawn – opportunity to expand garden beds with mulch



Main stage set up at the base of the Pier with the Bar facilities in the grassed area adjacent Kananook Creek  
Lawns used as informal spectator zones during major events.





**LAWNS**

- Soil compaction an issue with events and bump in and out and food trucks on lawn
- Site drainage to consider sand movement and accumulation - considered in particular with regards to accumulation at lawn edges impacting level transitions and maintenance
- Maximise large expanses of relatively level lawns - currently very well used

**PATHWAYS + ACCESSIBILITY**

- Axial pathways dominate the landscape, and some appear redundant to current landscape functional accessibility.
- The site operates at a number of scales and densities of use. There needs to be a general consideration of accessibility across the whole site. During events, the formal paths are not the only pedestrian thoroughfares

**LIGHTING + PARK SECURITY**

- Lighting to have a hierarchy for key movement areas and be reduced in other areas
- Consider view lines with CCTV and tree canopy
- Concern about overnight camping and resulting rubbish and vandalism
- lighting to key axial paths for vision impairment.

**TREE HEALTH**

- Realign paths away from compacted tree roots (trip hazard, but also long-term risk to tree survival).
- Consider emergency vehicle (and general heavy vehicle) paths of travel away from trees.
- Work with existing trees – retain and protect

**EVENT USE**

Main stage set up at the base of the Pier with the Bar facilities in the grassed area adjacent Kananook Creek. Function of the BBQ Area is not great for events due to limitations of existing furniture.

**SHELTERS + FURNITURE**

- High maintenance required for existing picnic/BBQ shelter – requires regular painting and re-roofing (3 new rooves in 5 years) - Timber option in this location would be easier to maintain – Coated timber systems require minimal maintenance.
- Site can accommodate different size & types of events

**DRAINAGE**

- Existing picnic & BBQ area has drainage issues and inconsistent surface.
- General consideration of pavement levels with evidence of flooding in several areas (BBQ Picnic and Plaza landscapes)

**WASTE MANAGEMENT**

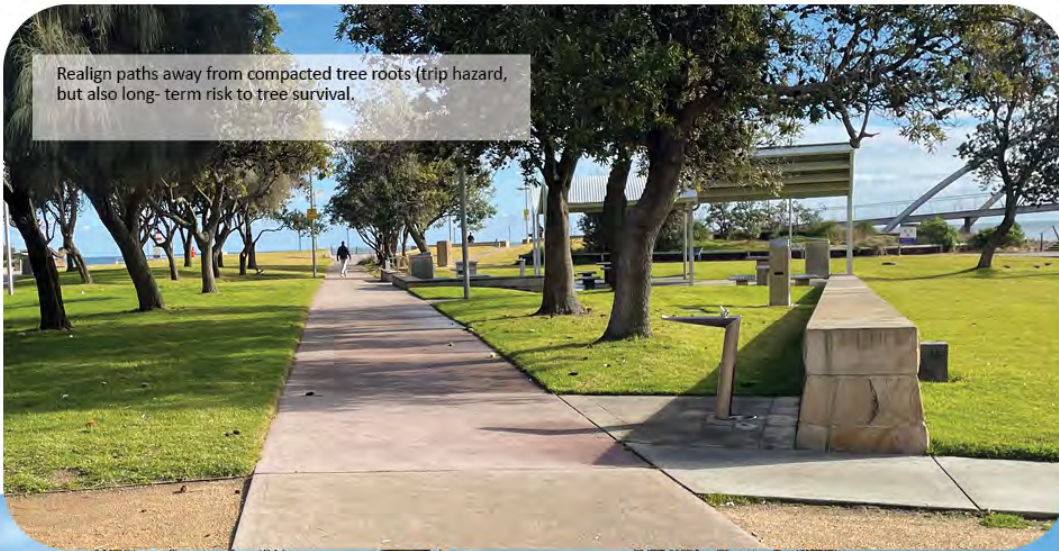
- Consider long term solution for additional bins in summer (Often placed on tree roots, and in gardens)

**ACCESS REPORT (2009)**

COMPLETE . NEEDS RENEWAL . OUTSTANDING

- 9 Ramp gradient 1:13.5. Max allowed under AS1428.1 Part 5.3 is 1:14.
  - Install TGSIs in accordance to AS1428.4
  - Install handrails in accordance with AS1428.1
- 11 TGSIs have not been installed. Install in accordance to AS1428.4.
  - Contrasting stair nosing's have not been installed. Install in accordance with AS1428.1 part 9.1.
- 12 Drinking fountain is inaccessible and does not comply with AS1428.2

Item 13.1 Attachment B: Frankston Waterfront Precinct Review



Item 13.1 Attachment B: Frankston Waterfront Precinct Review



**DRAINAGE**  
Existing picnic & BBQ area has drainage issues and inconsistent surface.  
General consideration of pavement levels with evidence of flooding in several areas



High maintenance required for existing picnic/BBQ shelter – requires regular painting and re-roofing (3 new rooves in 5 years) – Timber option in this location would be easier to maintain – Coated timber systems require minimal maintenance.



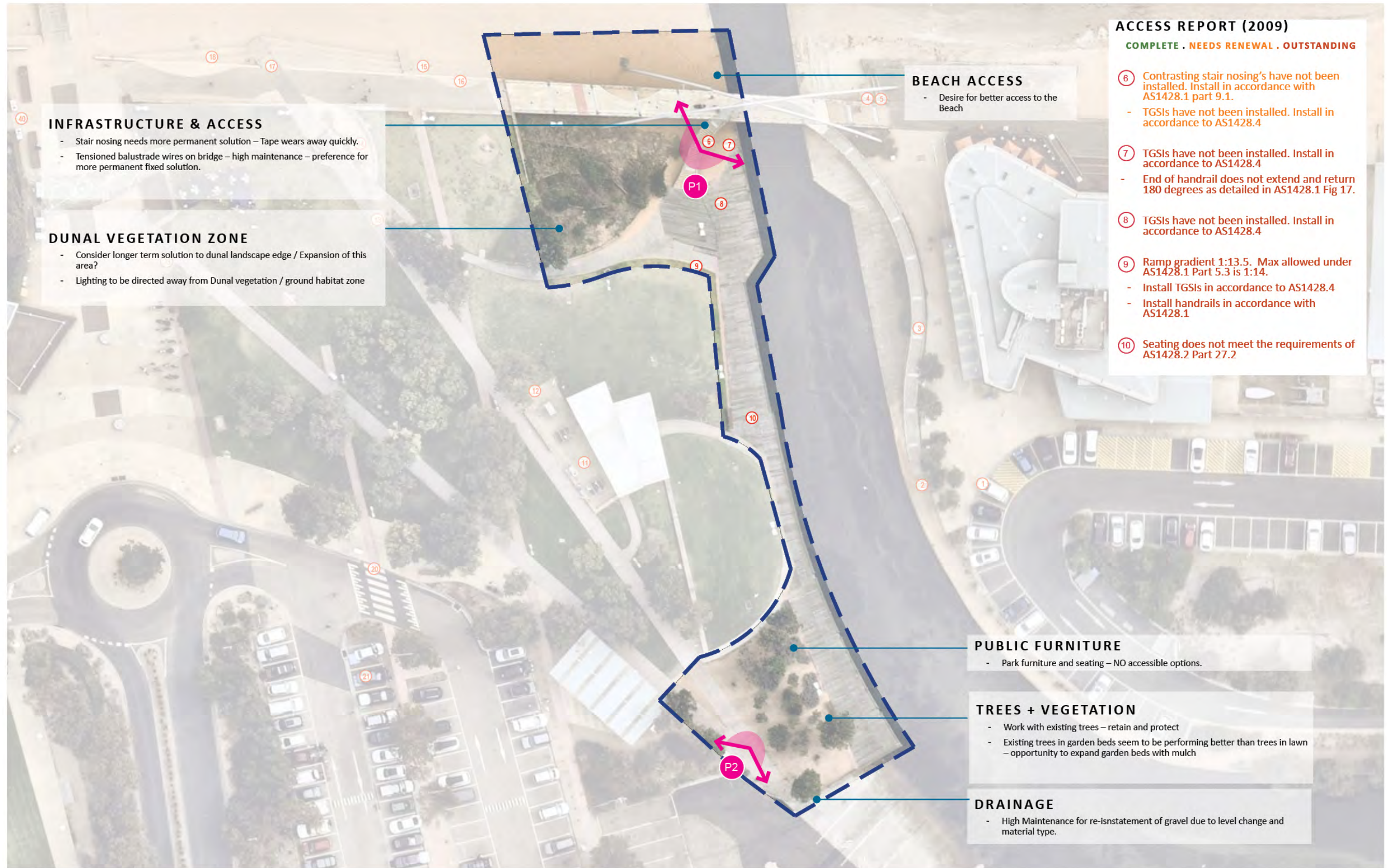
**LIGHTING + PARK SECURITY**  
Lighting to have a hierarchy for key movement areas and be reduced in other areas  
Consider view lines with CCTV and tree canopy  
Concern about overnight camping and resulting rubbish and vandalism  
Lighting to key axial paths for vision impairment.

**WASTE MANAGEMENT**  
Consider long term solution for additional bins in summer (Often placed on tree roots, and in gardens)



Axial pathways dominate the landscape, and some appear redundant to current landscape function and accessibility.  
The site operates at a number of scales and densities of use. There needs to be a general consideration of accessibility across the whole site. During events, the formal paths are not the only pedestrian thoroughfares





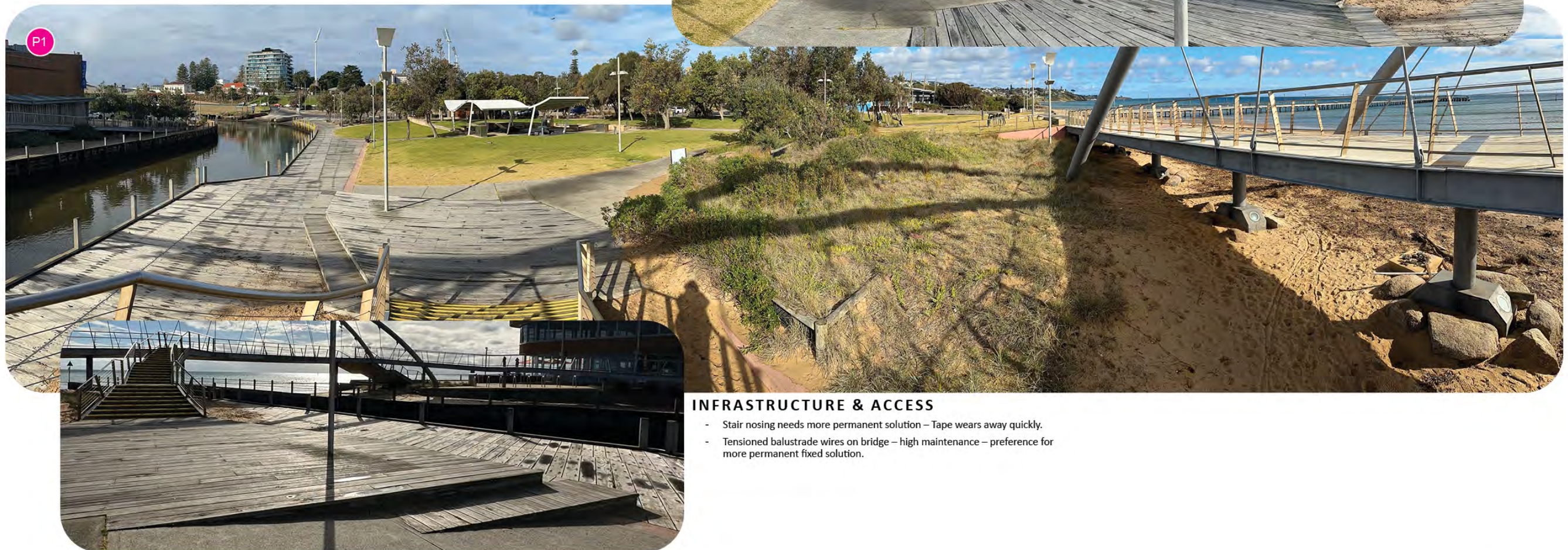


**DUNAL VEGETATION ZONE**

Consider longer term solution to dunal landscape edge / Expansion of this area?  
Lighting to be directed away from Dunal vegetation / ground habitat zone

**BEACH ACCESS**

Desire for better access to the Beach



**INFRASTRUCTURE & ACCESS**

- Stair nosing needs more permanent solution – Tape wears away quickly.
- Tensioned balustrade wires on bridge – high maintenance – preference for more permanent fixed solution.

**TREES + VEGETATION**

- Work with existing trees – retain and protect
- Existing trees in garden beds seem to be performing better than trees in lawn – opportunity to expand garden beds with mulch



**DRAINAGE**  
 High Maintenance for re-istatement of gravel due to level change and material type.







**ACCESS REPORT (2009)**  
 COMPLETE . NEEDS RENEWAL . OUTSTANDING

- 39 TGSIs do not run parallel with crossing and do not extend to full width of accessible path of travel.
- 51 TGSIs do not have the required minimum luminance contrast of 30% and do not extend to full width of accessible path of travel as per AS1428.4.

- Kerb ramp does not comply, Replace.

SIGNAGE + WAYFINDING

XX

INFRASTRUCTURE & ACCESS

- Consider Regional Shared Path and Cycle Way Network Connections



Timber edges lifting in some areas, but maintenance of this area is relatively low compared to the rest of the site

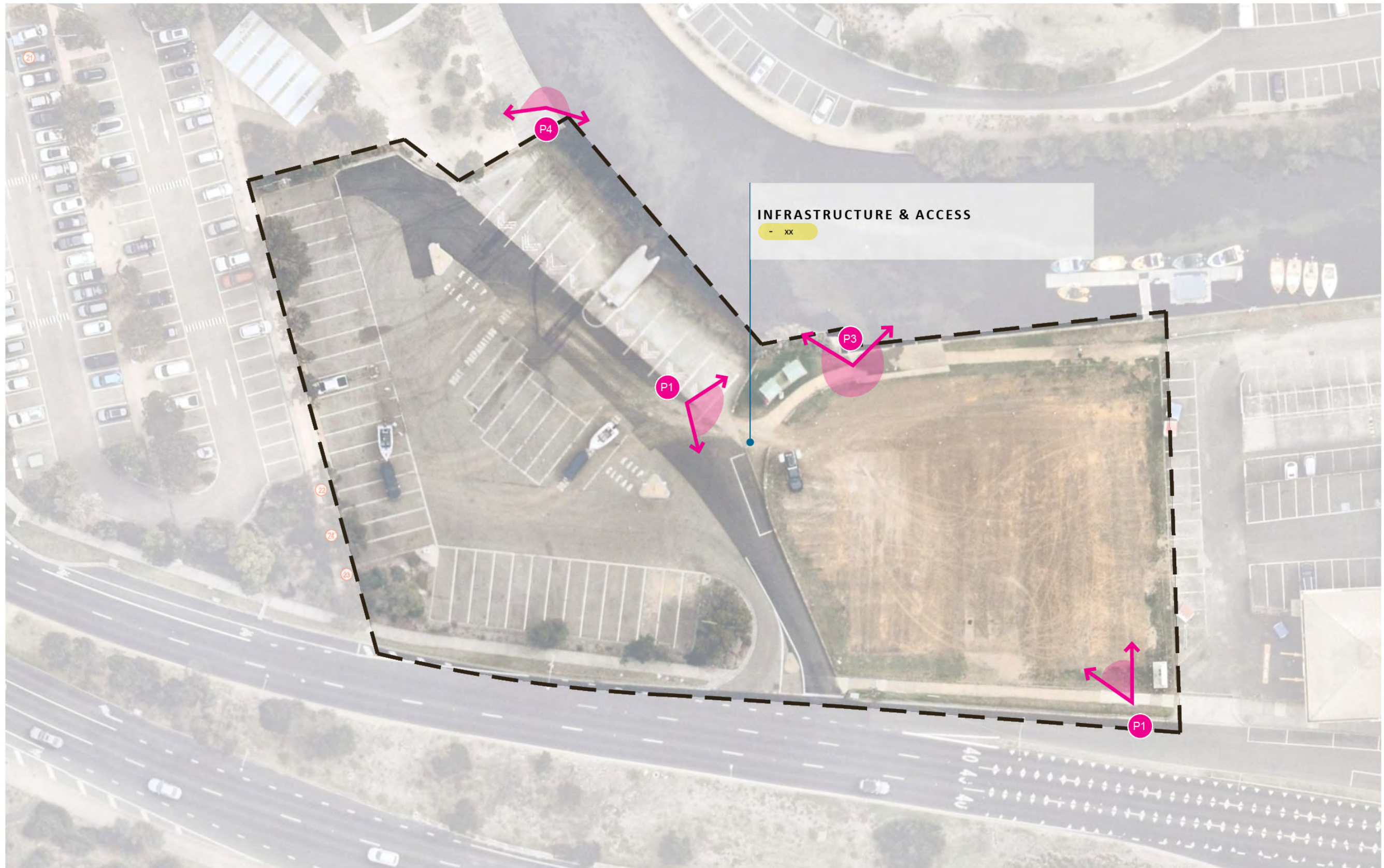




**ACCESS REPORT (2009)**

COMPLETE . NEEDS RENEWAL . OUTSTANDING

- 22 Path cross fall 1:33. Maximum allowed under AS1428.1 Currently is 1:40
  - Ramp gradient is 1:6. maximum allowed under AS1428.1 Currently is 1:8
  - TGSIs to be installed either side of roadway in accordance to AS1428.4
- 23 Path cross fall 1:17. Maximum allowed under AS1428.1 Currently is 1:40
  - Ramp gradient is 1:5.8. maximum allowed under AS1428.1 Currently is 1:8
  - TGSIs to be installed either side of roadway in accordance to AS1428.4
- 24 Path cross fall 1:33. Maximum allowed under AS1428.1 Currently is 1:40
  - Ramp gradient is 1:10, maximum allowed under AS1428.1 Part 5.3 is 1:14.
  - Install TGSIs in accordance to AS1428.4
  - Install handrails in accordance with AS1428.1
- 54 TGSIs do not have the required minimum luminance contrast of 30% and do not extend to full width of accessible path of travel as per AS1428.4.
  - Kerb ramp does not comply, Replace.





**17. CONFIDENTIAL ITEMS**

Section 3(1) of the *Local Government Act 2020* enables the Council to close the meeting to the public if the meeting is discussing any of the following:

- (a) Council business information that would prejudice the Council's position in commercial negotiations if prematurely released;
- (b) Security information that is likely to endanger the security of Council property or the safety of any person;
- (c) Land use planning information;
- (d) Law enforcement information;
- (e) Legal privileged information;
- (f) Personal information;
- (g) Private commercial information;
- (h) Internal arbitration information;
- (i) Councillor conduct panel information
- (j) Information prescribed by the regulations to be confidential information for the purposes of this definition;
- (k) Information that was confidential information for the purposes of section 77 of the *Local Government Act 2020*
- (l) A resolution to close the meeting to members of the public pursuant to section 66(2)(a).

Nil Reports

.....  
Signed by the CEO