

# Agenda

## Council Meeting

Monday 14 July 2025, 7:00 pm  
Dandenong Civic Centre, 225 Lonsdale Street,  
Dandenong, Victoria 3175

[greaterdandenong.vic.gov.au](https://greaterdandenong.vic.gov.au)





## Council Meeting Details

At the time of printing this Agenda, the Council Meeting to be held on Monday 14 July 2025, will be open to the public to attend in person but will be subject to venue seating capacity. This will be a hybrid meeting consisting of Councillors attending in person and remotely.

If we are unable to accommodate you indoors, you will still be able to watch the webcast live on the Urban Screen in Harmony Square. To view the webcast and stay informed about the status of Council Meetings please visit Council's [website](#).

***The Civic Centre basement carpark will be opened to all members of the public during library opening hours. Any parking in this area will be subject to availability and time limits as notified by any signage posted.***

## Your Councillors

[Mayor Jim Memeti](#)

[Cr Bob Milkovic](#)

[Deputy Mayor Sophaneth \(Sophie\) Tan](#)

[Cr Sean O'Reilly](#)

[Cr Phillip Danh](#)

[Cr Loi Truong](#)

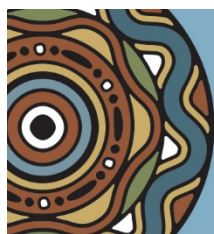
[Cr Isabella Do](#)

[Cr Melinda Yim](#)

[Cr Lana Formoso](#)

[Cr Rhonda Garad](#)

[Cr Alice Phuong Le](#)



We acknowledge the Traditional Owners and Custodians of this land, the Bunurong People, and pay respect to their Elders past and present.

We recognise and respect their continuing connections to climate, Culture, Country and waters.



(03) 8571 1000



council@cgd.vic.gov.au



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Bunurong Country

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## COUNCIL OBLIGATIONS AND AGENDA REPORTS

Council has several obligations in relation to its Community Vision, Council Plan, Instruments of Legislation and Council policy. These are summarily considered in each Agenda report and further details are added as required. The obligations are as follows:

### Community Vision 2040 (Community Vision | Greater Dandenong Council)

After consultation with the Greater Dandenong community on what kind of future they wanted for themselves and our city, the Greater Dandenong People's Panel developed a new Community Vision for 2040:

*The City of Greater Dandenong is a home to all.  
It's a city where you can enjoy and embrace life through celebration and equal opportunity.  
We harmonise the community by valuing multiculturalism and the individual.  
Our community is healthy, vibrant, innovative and creative.  
Our growing city is committed to environmental sustainability.  
Welcome to our exciting and peaceful community.*

Reports in this Agenda will identify when any of the above principles are relevant.

### The Council Plan 2025-29 (Council Plan 2025-29 | Greater Dandenong Council)

The Council Plan describes the kind of future the Council is working for, and how Council will do this over four years. The Council Plan has the following key strategic objectives:

- A socially connected, safe and healthy city
- A city that respects and celebrates diversity, our history and the arts
- A city of accessible, vibrant centres and places
- A green city committed to a sustainable future
- A city that supports business, entrepreneurship, quality education and employment outcomes
- A Council that demonstrates leadership, responsible use of public resources, and a commitment to investing in the community.

Reports in this Agenda will identify when any of the above principles are relevant.

### The Overarching Governance Principles of the Local Government Act 2020

Section 9 of the *Local Government Act 2020* states that a Council must in the performance of its role give effect to the overarching governance principles. These are:

- a) Council decisions are to be made and actions taken in accordance with the relevant law;
- b) priority is to be given to achieving the best outcomes for the municipal community, including future generations;
- c) the economic, social and environmental sustainability of the municipal district, including mitigation and planning for climate change risks, is to be promoted;
- d) the municipal community is to be engaged in strategic planning and strategic decision making;
- e) innovation and continuous improvement are to be pursued;
- f) collaboration with other Councils and Governments and statutory bodies is to be sought;
- g) the ongoing financial viability of the Council is to be ensured;
- h) regional, state and national plans and policies are to be taken into account in strategic planning and decision making;
- i) the transparency of Council decisions, actions and information is to be ensured.

Also, in giving effect to the overarching governance principles above, a Council must take into account the following supporting principles:

- a) the community engagement principles (section 56);
- b) the public transparency principles (section 58);
- c) the strategic planning principles (section 89);
- d) the financial management principles (section 101);
- e) the service performance principles (section 106).

Reports in this Agenda will identify when any of the above principles are relevant.



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## The Gender Equality Act 2020

The *Gender Equality Act 2020* came into operation on 31 March 2021 and requires councils to take positive action towards achieving workplace gender equality and to promote gender equality in their policies, programs and services. The objects of the Act are as follows:

- a) to promote, encourage and facilitate the achievement of gender equality and improvement in the status of women; and
- b) to support the identification and elimination of systemic causes of gender inequality in policy, programs and delivery of services in workplaces and communities; and
- c) to recognise that gender inequality may be compounded by other forms of disadvantage or discrimination that a person may experience on the basis of Aboriginality, age, disability, ethnicity, gender identity, race, religion, sexual orientation and other attributes; and
- d) to redress disadvantage, address stigma, stereotyping, prejudice and violence, and accommodate persons of different genders by way of structural change; and
- e) to enhance economic and social participation by persons of different genders; and
- f) to further promote the right to equality set out in the Victorian Charter of Human Rights and Responsibilities and the Convention on the Elimination of All Forms of Discrimination against Women.

Council is obligated to think about how its programs and services affect different people and different communities and how we can avoid reinforcing unintentional inequalities. Reports authors must consider the requirements of the *Gender Equality Act 2020* and Council's Diversity, Access and Equity Policy when asking Council to consider or review any issues which have a direct or significant impact on members of the Greater Dandenong community.

## Victorian Charter of Human Rights and Responsibilities

Council, Councillors and members of Council staff are a public authority under the *Charter of Human Rights and Responsibilities Act 2006* and, as such, are all responsible to act in accordance with the *Victorian Charter of Human Rights and Responsibilities 2006* (the Charter). The Charter is founded on the following principles:

- human rights are essential in a democratic and inclusive society that respects the rule of law, human dignity, equality and freedom;
- human rights belong to all people without discrimination, and the diversity of the people of Victoria enhances our community;
- human rights come with responsibilities and must be exercised in a way that respects the human rights of others;
- human rights have a special importance for the Aboriginal people of Victoria, as descendants of Australia's first people, with their diverse spiritual, social, cultural and economic relationship with their traditional lands and waters.

Given this municipality's diversity and inclusiveness, when developing or preparing a report for Council consideration, report authors are required to ensure their report is consistent with the standards set by the Charter.





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## Consideration of Climate Change and Sustainability

One of the overarching governance principles of the *Local Government Act 2020* is that the economic, social and environmental sustainability of the municipal district, including mitigation and planning for climate change risks, is to be promoted.

In January 2020, this Council joined a growing number of cities around Australia and declared a “Climate and Ecological Emergency” and committed this Council to emergency action on climate change. Council has developed a Climate Change Emergency Strategy and Action Plan 2020-30 to help the City of Greater Dandenong become a resilient, net zero carbon emission city with an active community prepared for the challenges of changing climate.

When developing or preparing a report for Council consideration, report authors are required to consider what impacts their issue has on Council's Declaration on a Climate and Ecological Emergency, Council's Climate Change Emergency Strategy and the requirements of the *Local Government Act 2020* in relation to the overarching principle on climate change and sustainability.

### Related Council Policies, Strategies or Frameworks

Report authors will consider how their report aligns with existing Council policies, strategies, frameworks or other documents, how they may affect the decision of this report or are relevant to this process.



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## **1 MEETING OPENING**

### **1.1 OPENING OF MEETING BY CHAIR**

### **1.2 ATTENDANCE**



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### 1.3 ACKNOWLEDGEMENT OF TRADITIONAL CUSTODIANS OF LAND

***Those who wish to stand for the acknowledgement to country are welcome to do so.***

We acknowledge the Traditional Custodians of this land, the Bunurong People, and pay respect to their Elders past and present.

We recognise and respect their continuing connections to climate, Culture, Country and waters and we also pay our respect and acknowledge all Aboriginal and Torres Strait Islander peoples and their Elders present here today, in acknowledging their journey.

### 1.4 OFFERING OF PRAYER, REFLECTION OR AFFIRMATION

As part of Council's commitment to recognising the cultural and spiritual diversity of our community, the prayer, reflection or affirmation this evening will be offered by Mrs Roz Blades AM, a member of the Greater Dandenong Interfaith Network.



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## 1.5 CONFIRMATION OF MINUTES OF PREVIOUS MEETINGS

Meeting of Council held 23 June 2025.

### Recommendation

**That the Minutes of the Meeting of Council held 23 June 2025 be confirmed.**

## 1.6 DISCLOSURES OF INTEREST

Any interest that a Councillor or staff member has deemed to be significant and has disclosed as either a material or general interest is now considered to be a conflict of interest. Conflict of Interest legislation is detailed in Division 2 – Conflicts of Interest: sections 126, 127, 128, 129 & 130 of the *Local Government Act 2020*. This legislation can be obtained by contacting the Greater Dandenong Governance Unit on 8571 5216 or by accessing the Victorian Legislation and Parliamentary Documents website at [www.legislation.vic.gov.au](http://www.legislation.vic.gov.au).

If a Councillor discloses any interest in an item discussed at any Council Meeting (whether they attend or not) they must:

1. complete a disclosure of interest form prior to the meeting;
2. advise the chairperson of the interest immediately before the particular item is considered (if attending the meeting); and
3. leave the chamber while the item is being discussed and during any vote taken (if attending the meeting).

The Councillor will be advised to return to the chamber or meeting room immediately after the item has been considered and the vote is complete.





## 2 OFFICERS REPORTS - PART 1

### 2.1 DOCUMENTS FOR SEALING

#### 2.1.1 Documents for Sealing

**Responsible Officer:** Manager Governance, Legal & Risk

**Attachments:** Nil

#### Officer Recommendation

**That the listed documents be signed and sealed.**

#### Executive Summary

1. Under the *Local Government Act 2020*, each Council is a body corporate and a legal entity in its own right. Each Council must therefore have a common seal (like any corporate entity) that is an official sanction of that Council. Sealing a document makes it an official document of Council as a corporate body. Documents that require sealing include agreements, contracts, leases or any other contractual or legally binding document that binds Council to another party.

#### Item Summary

2. There is one (1) item being presented to Council's meeting of 14 July 2025 for signing and sealing as follows:
  - a) A letter to Mick Jaensch for recognition of his contribution to the South East Leisure Board.



## 2.2 PETITIONS AND JOINT LETTERS

### 2.2.1 Petitions and Joint Letters

**Responsible Officer:** Manager Governance, Legal & Risk  
**Attachments:** 1. Petitions & Joint Letters [2.2.1.1 - 1 page]

#### Officer Recommendation

**That this report and its attachment be received and noted.**

#### Executive Summary

1. Council receives a number of petitions and joint letters on a regular basis that deal with a variety of issues which have an impact upon the City.
2. Issues raised by petitions and joint letters will be investigated and reported back to Council if required.
3. A table containing all details relevant to current petitions and joint letters is provided in Attachment 1. It includes:
  - a) the full text of any petitions or joint letters received;
  - b) petitions or joint letters still being considered for Council response as pending a final response along with the date they were received; and
  - c) the final complete response to any outstanding petition or joint letter previously tabled along with the full text of the original petition or joint letter and the date it was responded to.

#### Petitions and Joint Letters Tabled

4. Council received no new petitions and no joint letters prior to the Council Meeting of 14 July 2025.

*Note: Where relevant, a summary of the progress of ongoing change.org petitions and any other relevant petitions/joint letters/submissions will be provided in the attachment to this report.*

Date Received	Petition Text (Prayer)	No. of Petitioners	Status	Responsible Officer Response
10/06/2025	<p><b>Plaque request in the Dandenong Wetlands Playground, Dandenong</b></p> <p>My name is Nargis Mohseni. I am writing this letter regarding a request for an acknowledgement with a name plaque for the Dandenong Wetlands Playground, Dandenong, to be identified as 'Nargis Park'.</p> <p>At the age of 10, 12 years ago, I used to reside at Dandenong North 3175. There was a wetland around the Dandenong Basketball Stadium (between Stud Road and Heatherton Road off the Monash Freeway), currently known as 'Dandenong Wetland Playground, Dandenong'. I wrote on behalf of my 3 sisters and I requesting from the City Council of Greater Dandenong to turn this wetland into a park, as my family would always walk its trail and at the time we didn't have any recreational leisure areas to enjoy a family day out close to home.</p> <p><i>NB the above is an extract of the request, it has not been printed in its entirety.</i></p>	28 Proponents	In progress	Responsible Officer: Executive Manager Strategic Growth & Advocacy





## 2.3 STATUTORY PLANNING APPLICATIONS

### 2.3.1 Planning Delegated Decisions Issued – June 2025

**Responsible Officer:** Executive Director City Futures

**Attachments:** 1. Planning Delegated Decisions Issued – June 2025 [2.3.1.1 - 11 pages]

#### Officer Recommendation

**That the listed items in Attachment 1 to this report be received and noted.**

#### Executive Summary

1. This report provides Council with an update on the exercise of delegation by Council officers.
2. It provides a listing of Town Planning applications that were either decided or closed under delegation or withdrawn by applicants in June 2025.
3. It should be noted that where permits and notices of decision to grant permits have been issued, these applications have been assessed as being generally consistent with the Greater Dandenong Planning Scheme and Council's policies.
4. Application numbers with a PLA#, PLN#.01 or similar, are applications making amendments to previously approved planning permits.
5. The annotation 'SPEAR' (Streamlined Planning through Electronic Applications and Referrals) identifies where an application has been submitted electronically. SPEAR allows users to process planning permits and subdivision applications online.

## Planning Delegated Decisions Issued from 1/06/2025 to 30/06/2025

## City of Greater Dandenong

Application ID	Category	VicSmart	Property Address	Applicant Name	Description	Notes	Authority	Decision	Decision Date	Ward
PLA24/0087	PlnAppAmd	No	295-321 Perry Road KEYSBOROUGH VIC 3173	Australian Animal Protection Society	AMENDMENT TO: Use and development of part of the land for an Animal Shelter, Domestic Animal Boarding and Veterinary Centre (PLN17/0617.02)	Amend permit preamble and endorsed plans	Delegate	AmendPerm	13/06/2025	Keysborough South
PLA24/0125	PlnAppAmd	No	114 Cheltenham Road DANDENONG VIC 3175	Woolshed Consultants	AMENDMENT TO: The use of the site for the purpose of a Takeaway Food Premises, associated buildings and works comprising the construction of food truck, and the erection and display of illuminated and non-illuminated business identification signage (PLN12/0437)	No response to further information request	Delegate	Lapsed	16/06/2025	Dandenong
PLA24/0131	PlnAppAmd	No	98 Westall Road SPRINGVALE VIC 3171	Sky Jade Corporation	AMENDMENT TO: In accordance with the endorsed plans: Use and the staged development and use of the land for one (1) Convenience Restaurant (Stage 1) and one (1) Child Care Centre, to erect and display internally illuminated and non-illuminated business identification signage, to create and alter access to a road in a Transport Zone 2 and to reduce the bicycle parking requirement (PLN21/0008)	Amend permit preamble, conditions and endorsed plans	Delegate	AmendPerm	13/06/2025	Springvale North
PLA24/0132	PlnAppAmd	No	21 Ray Street DANDENONG VIC 3175	Canter Town Planning	AMENDMENT TO: Construct one (1) double storey dwelling to the rear of an existing single storey dwelling (PLN16/0959)	Amend endorsed plans	Delegate	AmendPerm	20/06/2025	Yarraman

# ATT 2.3.1.1 Planning Delegated Decisions Issued – June 2025

Application ID	Category	VicSmart	Property Address	Applicant Name	Description	Notes	Authority	Decision	Decision Date	Ward
PLA25/0014	PlnAppAmd	No	32 Crompton Way DANDENONG SOUTH VIC 3175	Town Planning & Co.	AMENDMENT TO: Use of the land for Industry (Pet Food Production), construct buildings and works and reduce the car parking requirements of Clause 52.06 (PLN22/0593)	Amend endorsed plans	Delegate	AmendPerm	24/06/2025	Dandenong
PLA25/0016	PlnAppAmd	No	17 Ellt Crescent NOBLE PARK VIC 3174	Z&N Kaya	AMENDMENT TO: Construction of three (3) dwellings, comprising two (2) double storey dwellings and one (1) single storey dwelling to the rear (PLN14/0572)	Amend permit condition and endorsed plans	Delegate	AmendPerm	25/06/2025	Yarraman
PLA25/0018	PlnAppAmd	No	1/35 Ronald Street DANDENONG VIC 3175	S Zijai	AMENDMENT TO In accordance with the endorsed plans: Clause 32.08-2 - Use the land for a rooming house, Clause 32.08-7 - Construct or extend a residential building, Clause 32.08-10 - Construct a building or construct or carry out works for a use in Section 2 of clause 32.08-2 (PLN22/0172)	Amend endorsed plans	Delegate	NOD	13/06/2025	Dandenong
PLA25/0027	PlnAppAmd	No	2-106 Bayliss Road DANDENONG SOUTH VIC 3175	Insigns Pty Ltd	AMENDMENT TO: Development of the land for an industrial building, display of internally illuminated business identification signage and a reduction in the car parking requirements (PLN24/0002)	Amend endorsed plans	Delegate	AmendPerm	23/06/2025	Dandenong
PLA25/0043	PlnAppAmd	No	639-649 Springvale Road SPRINGVALE SOUTH VIC 3172	SOHO Living Australia Pty Ltd	AMENDMENT TO: Staged development of the land for dwellings and alteration and creation of access to a road in a Transport 2 Zone in accordance with the endorsed plans (PLN22/0359)	Amend permit conditions and endorsed plans	Delegate	AmendPerm	11/06/2025	Springvale South

# ATT 2.3.1.1 Planning Delegated Decisions Issued – June 2025

Application ID	Category	VicSmart	Property Address	Applicant Name	Description	Notes	Authority	Decision	Decision Date	Ward
PLN22/0617	PlnApp	No	415 Chandler Road KEYSBOROUGH VIC 3173	Architekton Ltd	Development of the land for two (2) double storey dwellings, the subdivision of the land into two (2) lots and alteration of access to a road in a Transport Zone 2	Neighbourhood Residential 1 Zone, 523sqm	Delegate	PlanPermit	25/06/2025	Keysborough
PLN23/0033	PlnApp	No	18 Ellt Crescent NOBLE PARK VIC 3174	Architekton Ltd	Development of the land for two (2) double storey dwellings to the rear of an existing dwelling, alterations and additions to the existing dwelling, and subdivision of land into three (3) lots	General Residential 1 Zone, 990sqm	Applicant	Withdrawn	27/06/2025	Springvale North
PLN23/0497	PlnApp	No	197 Hutton Road KEYSBOROUGH VIC 3173	The Ellis Group Architects	Use and development of the land for a childcare centre, development of the land for a food and drinks premises and shops, the display of internally illuminated business identification signage and non-illuminated business identification signage, alteration of access to a road in a Transport Zone 2, and a reduction to the car parking requirements of Clause 52.06-5	General Residential 2 Zone, Commercial 1 Zone, 5414sqm	Delegate	PlanPermit	27/06/2025	Keysborough South
PLN24/0060	PlnApp	No	8-10 John Street DANDENONG VIC 3175	SMART Town Planning Pty Ltd	Use of the land for a store	Industrial 1 Zone	Delegate	NOD	25/06/2025	Dandenong
PLN24/0074	PlnApp	No	47 Sandown Road SPRINGVALE VIC 3171	Urban Arch Design	Development of the land for five (5) double storey dwellings	General Residential 3 Zone, 902sqm	Delegate	NOD	06/06/2025	Springvale North



# ATT 2.3.1.1 Planning Delegated Decisions Issued – June 2025

Application ID	Category	VicSmart	Property Address	Applicant Name	Description	Notes	Authority	Decision	Decision Date	Ward
PLN24/0084	PlnApp	No	1/33 Ann Street DANDENONG VIC 3175	Human Habitats	Development of the land for a two storey apartment building comprising ten (10) dwellings	General Residential 1 Zone, 980sqm	Delegate	NOD	30/06/2025	Cleeland
PLN24/0154	PlnApp	No	102 Kelvinside Road NOBLE PARK VIC 3174	Architekton Ltd	Development of the land for eight (8) double storey dwellings and the subdivision of the land to eight (8) lots	General Residential 1 Zone, 1615sqm	Applicant	Withdrawn	06/06/2025	Springvale North
PLN24/0303	PlnApp	No	48 Jones Road DANDENONG VIC 3175	D Singh	Development of the land for four (4) double storey dwellings	General Residential 1 Zone, 975sqm	Delegate	PlanPermit	30/06/2025	Yarraman
PLN24/0315	PlnApp	No	14 Peace Street SPRINGVALE VIC 3171	Roy Hodgson Design Pty Ltd	Development of the land for three (3) double storey dwellings	General Residential 1 Zone, 808sqm	Delegate	NOD	19/06/2025	Springvale North
PLN24/0321	PlnApp	No	A 7/2A Westall Road SPRINGVALE VIC 3171	F Xu	Use of the land for a retail premises	Industrial 1 Zone	Delegate	PlanPermit	26/06/2025	Springvale North
PLN24/0330	PlnApp	No	4 Gloria Avenue DANDENONG NORTH VIC 3175	A Khorrami	Development of the land for two (2) double storey dwellings	General Residential 1 Zone, 667sqm	Delegate	PlanPermit	26/06/2025	Cleeland

### ATT 2.3.1.1 Planning Delegated Decisions Issued – June 2025

Application ID	Category	VicSmart	Property Address	Applicant Name	Description	Notes	Authority	Decision	Decision Date	Ward
PLN24/0370	PlnApp	No	10-12 Carmen Street DANDENONG VIC 3175	CS Town Planning	Use of the land for the purpose of a Store	Commercial 2 Zone	Delegate	NOD	27/06/2025	Yarraman
PLN24/0388	PlnApp	No	116 Kirkham Road DANDENONG VIC 3175	Con Tsourounakis	Development of the land for four (4) double storey dwellings	General Residential 1 Zone, 767sqm	Delegate	PlanPermit	23/06/2025	Dandenong
PLN24/0422	PlnApp	No	Ground 5/134 Logis Boulevard DANDENONG SOUTH VIC 3175	V Chang	To display business identification signage	Industrial 3 Zone	Delegate	PlanPermit	30/06/2025	Dandenong
PLN24/0442	PlnApp	No	18 Bryants Road DANDENONG VIC 3175	Rez Design Studios	Development of the land for a double storey dwelling to the rear of the existing double storey dwelling	General Residential 1 Zone, 781sqm	Delegate	PlanPermit	05/06/2025	Dandenong
PLN24/0464	PlnApp	No	83 Bowmore Road NOBLE PARK VIC 3174	S Liyana Arachchige	Development of the land for one double storey dwelling to the rear of an existing single storey dwelling and alterations and additions to the existing dwelling	General Residential 1 Zone, 789sqm	Delegate	PlanPermit	25/06/2025	Yarraman
PLN24/0472	PlnApp	No	1 Benga Avenue DANDENONG VIC 3175	RD Design and Drafting Pty Ltd	Development of the land for three (3) double storey dwellings	General Residential 1 Zone, 750sqm	Delegate	PlanPermit	27/06/2025	Dandenong

### ATT 2.3.1.1 Planning Delegated Decisions Issued – June 2025

Application ID	Category	VicSmart	Property Address	Applicant Name	Description	Notes	Authority	Decision	Decision Date	Ward
PLN24/0478	PlnApp	No	41 New Street DANDENONG VIC 3175	Con Tsourounakis	Development of the land for two (2) double storey dwellings	General Residential 3 Zone, 387sqm	Delegate	PlanPermit	06/06/2025	Dandenong
PLN24/0495	PlnApp	No	61 View Road SPRINGVALE VIC 3171	RD Design and Drafting Pty Ltd	Development of the land for two (2) double storey dwellings	General Residential 1 Zone, 588sqm	Delegate	PlanPermit	23/06/2025	Springvale Central
PLN24/0496	PlnApp	No	3/14 Hartnett Way DANDENONG SOUTH VIC 3175	Centurion Events Pty Ltd	Use of the land for sale and consumption of liquor (restaurant licence)	Commercial 2 Zone	Delegate	PlanPermit	19/06/2025	Dandenong
PLN24/0505	PlnApp	No	10/830 Princes Highway SPRINGVALE VIC 3171	Circus MMA Pty Ltd	Use of the land as a Restricted Recreation Facility	Proposal fails to comply with Clause 13.07-1S (Land Use Capability), Clause 17.02-2S (Out of Centre Development), Clause 21.04-3 Land Use (Industrial), Clause 34.02 (Commercial 2 Zone), Clause 52.06 (Car Parking), Clause 65 (Decision Guidelines)	Delegate	Refusal	13/06/2025	Springvale North
PLN24/0517	PlnApp	No	576 Frankston Dandenong Road BANGHOLME VIC 3175	Plans in Motion	Use of a building on the land for a vehicle store and reduction in the car parking requirements	No response to further information request	Delegate	Lapsed	25/06/2025	Keysborough South

### ATT 2.3.1.1 Planning Delegated Decisions Issued – June 2025

Application ID	Category	VicSmart	Property Address	Applicant Name	Description	Notes	Authority	Decision	Decision Date	Ward
PLN25/0005	PlnApp	No	42 Garnsworthy Street SPRINGVALE VIC 3171	G Khurmi	Use of the land for industry (food production)	Mixed Use Zone	Delegate	PlanPermit	24/06/2025	Springvale North
PLN25/0024	PlnApp	No	1/497-501 Princes Highway NOBLE PARK VIC 3174	S Akkurt	Change of Use (Food Truck)	No response to further information request	Delegate	Lapsed	16/06/2025	Yarraman
PLN25/0028	PlnApp	No	927-937 Springvale Road KEYSBOROUGH VIC 3173	Lighthouse Christian College	Buildings and works (construction of two (2) hardcourts)	General Residential 1 Zone	Delegate	PlanPermit	26/06/2025	Keysborough South
PLN25/0052	PlnApp	No	5 Myrtle Street NOBLE PARK VIC 3174	KMT Design Pty Ltd	Development of the land for two (2) single storey dwellings	No response to further information request	Delegate	Lapsed	04/06/2025	Springvale Central
PLN25/0058	PlnAppVic	Yes	64 Pound Road West DANDENONG SOUTH VIC 3175	JDZ Building Design	Buildings and Works (Warehouse extension) VICSMART	No response to further information request	Delegate	Lapsed	19/06/2025	Dandenong
PLN25/0070	PlnApp	No	48 Drummond Circuit SPRINGVALE SOUTH VIC 3172	Jova Drafting Consultants Pty Ltd	Buildings and Works (Verandah)	Neighbourhood Residential 1 Zone, 370sqm	Delegate	PlanPermit	20/06/2025	Springvale South

### ATT 2.3.1.1 Planning Delegated Decisions Issued – June 2025

Application ID	Category	VicSmart	Property Address	Applicant Name	Description	Notes	Authority	Decision	Decision Date	Ward
PLN25/0090	PlnApp	No	31/64 Willow Avenue SPRINGVALE VIC 3171	Leawarra Town Planning Pty Ltd	The construction of building and works comprising a mezzanine floor	Industrial 1 Zone, Urban Floodway Zone	Delegate	PlanPermit	05/06/2025	Springvale North
PLN25/0097	PlnApp	No	1157-1163 Heatherton Road NOBLE PARK VIC 3174	L Ngo	Development of the land for eight (8) double storey dwellings and alteration of access to a Transport Zone 2	No response to further information request	Delegate	Lapsed	16/06/2025	Yarraman
PLN25/0106	PlnApp	No	23 Union Grove SPRINGVALE VIC 3171	Abacus Designs and Planning	Development of the land for two (2) double storey dwellings and variation of Covenant 1307586	No response to further information request	Delegate	Lapsed	18/06/2025	Springvale North
PLN25/0113	PlnApp	No	265 Dandenong-Hastings Road DANDENONG SOUTH VIC 3175	ISPT Pty Ltd	Alteration of access to road in a Transport Zone 2	Transport 2 Zone, Industrial 1 Zone	Delegate	PlanPermit	27/06/2025	Dandenong
PLN25/0117	PlnApp	No	5 Romsey Street NOBLE PARK VIC 3174	Nilsson Noel & Holmes (Surveyors) Pty Ltd	Subdivision of the land into four (4) lots SPEAR	Residential	Delegate	PlanPermit	16/06/2025	Noble Park
PLN25/0122	PlnApp	No	Eastern Treatment Plant 275 Thompson Road BANGHOLME VIC 3175	J Le	Removal of native vegetation	Public Use 1 Zone	Delegate	PlanPermit	13/06/2025	Keysborough South

### ATT 2.3.1.1 Planning Delegated Decisions Issued – June 2025

Application ID	Category	VicSmart	Property Address	Applicant Name	Description	Notes	Authority	Decision	Decision Date	Ward
PLN25/0127	PlnApp	No	54-56 Cambria Road KEYSBOROUGH VIC 3173	Stephen D'Andrea Pty Ltd	Buildings and works (warehouse) and a reduction in the car parking requirements	No response to further information request	Delegate	Lapsed	26/06/2025	Noble Park
PLN25/0131	PlnApp	No	1/1A Ambrie Crescent NOBLE PARK VIC 3174	B R Smith Surveyors	Re-Subdivision of the land into two (2) lots SPEAR	Residential	Delegate	PlanPermit	13/06/2025	Yarraman
PLN25/0132	PlnApp	No	59 Victoria Court SPRINGVALE VIC 3171	VH Lam, XP Tran	Subdivision of the land into three (3) lots SPEAR	Residential	Delegate	PlanPermit	16/06/2025	Springvale Central
PLN25/0138	PlnApp	No	931 Heatherton Road SPRINGVALE VIC 3171	Nilsson Noel & Holmes (Surveyors) Pty Ltd	Subdivision of the land into five (5) lots SPEAR	Residential	Delegate	PlanPermit	24/06/2025	Springvale Central
PLN25/0151	PlnApp	No	12 Grace Avenue DANDENONG VIC 3175	M J Reddie Surveys Pty Ltd	Subdivision of the land into eight (8) lots SPEAR	Residential	Delegate	PlanPermit	26/06/2025	Cleeland
PLN25/0155	PlnAppVic	Yes	5 Merrimack Crescent KEYSBOROUGH VIC 3173	Tarawill Building Design	Extension of the existing dwelling on the land VICSMART	General Residential 2 Zone, 273sqm	Delegate	PlanPermit	03/06/2025	Keysborough

# ATT 2.3.1.1 Planning Delegated Decisions Issued – June 2025

Application ID	Category	VicSmart	Property Address	Applicant Name	Description	Notes	Authority	Decision	Decision Date	Ward
PLN25/0156	PlnApp	No	200 Glasscocks Road LYNDHURST VIC 3975	Melbourne Chevra Kadisha	Buildings and Works (Shade Structure)	Permit is not required for building and works associated with a Section 1 use under clause 36.01 No permit is triggered under clause 52.17 Native Vegetation	Delegate	NotRequire	20/06/2025	Keysborough South
PLN25/0160	PlnAppVic	Yes	Church 176 Chapel Road KEYSBOROUGH VIC 3173	St Quentin Consulting	Buildings and works (lop trees) VICSMART	General Residential 2 Zone	Applicant	Withdrawn	27/06/2025	Keysborough South
PLN25/0163	PlnAppVic	Yes	43 Talisker Street KEYSBOROUGH VIC 3173	P Yang	The development of the land for a verandah on a lot less than 300sqm VICSMART	General Residential 2 Zone, 234sqm	Delegate	PlanPermit	19/06/2025	Keysborough South
PLN25/0166	PlnAppVic	Yes	1/17 Agnes Street NOBLE PARK VIC 3174	X Wang	Subdivision of the land into two (2) lots (SPEAR) VICSMART	Residential	Delegate	PlanPermit	03/06/2025	Noble Park
PLN25/0169	PlnApp	No	907A Princes Highway SPRINGVALE VIC 3171	Rafiei Commercial Pty. Ltd. Trading as UCC Motors	Buildings and Works (Fence)	Permit is not required for the purpose of a fence under Clause 62.02-2	Delegate	NotRequire	25/06/2025	Springvale North
PLN25/0170	PlnAppVic	Yes	18 Norris Street NOBLE PARK VIC 3174	Jace Project Management Pty Ltd	Subdivision of the land into two (2) lots SPEAR (VICSMART)	Residential	Delegate	PlanPermit	13/06/2025	Noble Park



### ATT 2.3.1.1 Planning Delegated Decisions Issued – June 2025

Application ID	Category	VicSmart	Property Address	Applicant Name	Description	Notes	Authority	Decision	Decision Date	Ward
PLN25/0171	PlnApp	No	18 Quality Drive DANDENONG SOUTH VIC 3175	Davis Naismith & McGovern	Construct buildings and works	Industrial 1 Zone	Delegate	PlanPermit	27/06/2025	Dandenong
PLN25/0178	PlnAppVic	Yes	1/9 Monterey Road DANDENONG SOUTH VIC 3175	Heighton Mezzanines	Construct Buildings and Works (Mezzanine) VICSMART	Industrial 1 Zone	Delegate	PlanPermit	16/06/2025	Dandenong
PLN25/0182	PlnAppVic	Yes	1 Alma Court SPRINGVALE VIC 3171	Nilsson Noel & Holmes (Surveyors) Pty Ltd	Subdivision of the land into two (2) lots SPEAR (VICSMART)	Residential	Delegate	PlanPermit	16/06/2025	Springvale Central
PLN25/0184	PlnAppVic	Yes	30 Bass Court KEYSBOROUGH VIC 3173	T4 Properties Pty Ltd	Development of land for a warehouse VICSMART	Industrial 1 Zone	Delegate	PlanPermit	27/06/2025	Keysborough South
PLN25/0185	PlnAppVic	Yes	131-149 National Drive DANDENONG SOUTH VIC 3175	Pellicano Investments Pty Ltd	Construct a building or construct or carry out works (canopy) VICSMART	Industrial 1 Zone	Delegate	PlanPermit	19/06/2025	Dandenong

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## 2.3.2 Town Planning Application – No. 14 Worrell Street, Dandenong North (Planning Application No. PLN25/0001)

<b>Responsible Officer:</b>	Executive Director City Futures
<b>Attachments:</b>	<ol style="list-style-type: none"><li>1. Assessed Plans [2.3.2.1 - 7 pages]</li><li>2. Location of objectors [2.3.2.2 - 1 page]</li><li>3. Clause 52.06 assessment [2.3.2.3 - 4 pages]</li><li>4. Clause 22.09 assessment [2.3.2.4 - 12 pages]</li><li>5. Clause 55 assessment [2.3.2.5 - 42 pages]</li></ol>

### Application Summary

Applicant:	Sivanandan Ahilan
Proposal:	Development of the land for two (2) double storey dwellings
Zone:	General Residential Zone, Schedule 1
Overlay:	Not Applicable
Ward:	Dandenong North

1. This application is brought before Council as it has received four (4) objections.
2. The application proposes the development of land for two (2) double storey dwellings.
3. A permit is required under the Greater Dandenong Planning Scheme pursuant to:
  - Clause 32.08-7 (General Residential Zone, Schedule 1) to construct two or more dwellings on a lot.

### Planning Scheme Amendment VC267

4. Planning Scheme Amendment VC267 was gazetted on 6 March 2025, and came into operation on 31 March 2025. VC267 amended the Victoria Planning Provisions and Greater Dandenong Planning Scheme with regards to the Clause 55 residential development controls that apply to applications for two or more dwellings on a lot and residential buildings.
5. VC267 included transitional provisions for applications that were lodged prior to its gazettal. As this application was lodged on 7 January 2025, prior to the gazettal date of VC267 and has not been amended after this date it is assessed against the pre-VC267 Clause 55 planning controls.
6. References to Clause 55 within this report refer to the provisions prior to Planning Scheme Amendment VC267.

### Objectors Summary

7. The application was advertised to the surrounding area through the erection of notices on-site and the mailing of notices to adjoining and surrounding owners and occupiers. Four (4) objections were received to the application. Issues raised generally relate to matters of:
  - Traffic and parking
  - Overshadowing



- Overlooking
- North-facing windows
- Neighbourhood character
- Loss of vegetation.

## Recommendation Summary

8. The site is located within an established residential area and is well suited for medium density housing, given that the site is zoned for Incremental Change. The proposal seeks to provide a medium density development which is consistent with the emerging pattern of development and surrounding neighbourhood character.
9. The development complies with Clause 55, responding to the site context and the site circumstances, whilst respecting the existing and preferred neighbourhood character envisaged by Clause 22.09.
10. As assessed, the proposal is consistent with and appropriately responds to the provisions of the Greater Dandenong Planning Scheme. The proposal appropriately responds to strategic policy for residential development in the area with this report recommending that the application be supported, that a Permit be granted and a Notice of Decision (which provides appeal rights to objectors) to grant a permit be issued containing the conditions as set out in the recommendation.
11. If the application was to be appealed to the Victorian Civil and Administrative Tribunal (VCAT), it is the officer's view that it is highly likely that VCAT would also issue a planning permit for this proposal at an approximate cost to Council of \$15,000.

## Subject Site and Surrounds

### *Subject Site*

12. The subject site is located on the corner of Worrell Street and Fraser Street.
13. The land is rectangular in shape with a frontage of 15.54 metres, a length of 35.05 metres, and a total land area of approx. 540 square metres.
14. The site is currently developed for the purposes of one dwelling on the lot with outbuildings.
15. Vehicle access to the site is provided via an existing crossover on Fraser Street, located closer towards the western property boundary.
16. A 2.44 metres wide (E-1) drainage and sewerage easement is located along the western property boundary.
17. The site is generally flat in topography, with a fall of 0.18 metres from the east to the west of the site.
18. The subject site contains eight (8) shrubs that have been proposed for removal. None of these shrubs are classed as protected vegetation or protected trees under the Tree Protection on Private Land Local Law, and they may be removed without a Local Law or planning permit. This will be further discussed in the proposal section below.



### Surrounding Area

19. The site and surrounding land are located within the General Residential Zone, Schedule 1.
20. The surrounding development is a mixture of single and double storey in height.
21. Double storey multi-unit development exists within close proximity to the subject site, located at:
  - Approximately 135 metres north is No.164 McFees Road, which is also a corner site, and contains three (3) double storey dwellings.
  - Approximately 200 metres north-west is No.144 McFees Road, containing two (2) double storey dwellings.
  - Approximately 210 metres north-west is No.6 McKay Court, containing two (2) double storey dwellings, and one (1) single storey to the rear
  - Approximately 210 metres west is No.52 Simpson Drive, containing one (1) single storey dwelling to the front, and one (1) double storey dwelling to the rear.
22. The Dandenong Central Activity Area is located approximately 2.1km to the south.
23. The closest bus network is Routes 862 and 901, approximately 100m to the east along Dandenong Valley Highway.

### Locality Plan

24. Zoning Map of the site and surrounding area:





25. Aerial photograph of the site and surrounding properties (March 2025):



## Background

### *Previous Applications*

26. A search of Council records revealed no previous planning applications have been considered for the subject site.

## Proposal

27. The application proposes the development of the land for two (2) double storey dwellings, as follows:

<b>Type of proposal</b>	Multi dwellings
<b>Number of dwellings</b>	Two (2)
<b>Number of bedrooms</b>	Both Units 1 and 2 are four (4) bedrooms each
<b>Levels</b>	Both Units 1 and 2 are double storey
<b>Maximum height</b>	7.98 metres
<b>Oriented to</b>	Unit 1 to the east connecting to Worrell Street Unit 2 to the north connecting to Fraser Street
<b>External materials</b>	A mixture of render and light cladding and brick face across the development at both levels
<b>Setbacks</b>	Minimum ground floor setbacks: North (frontage to Fraser Street) – 2 metres





	South (side) – 1.7 metres West (side) – 3.7 metres  Minimum first floor setbacks: North (frontage to Fraser Street) – 2.92 metres South (side) – 2.78 metres West (side) – 5.08 metres				
Open Space Type		POS	SPOS		
	Unit 1	129.8 square metres	30 square metres (minimum dimension 5 metres), with convenient access from the living room		
	Unit 2	105.6 square metres	30 square metres (minimum dimension 5 metres), with convenient access from the living room		
Vegetation	Trees 1 to 3 are located on the neighbouring property. These trees will receive a minor encroachment of less than 10% of the Tree Protection Zone area from Unit 2 and will remain viable subject to tree protection conditions.				
	The subject site contains eight (8) shrubs that have been proposed for removal. None of these shrubs are classed as protected vegetation or protected trees under the Tree Protection on Private Land Local Law, and they may be removed without a Local Law or planning permit.				
	Shrubs 4 to 12 below are proposed for <u>removal</u> :				
	Trees Proposed For Removal				
	Tree ID	Name	Origin	Height (m)	Arboricultural Value
	4	<i>Euonymus japonicus</i> (Evergreen Euonymus)	Exotic	5	Low
	5	<i>Hibiscus syriacus</i> (Rose-of-Sharon)	Exotic	3	Low
	6	<i>Pittosporum eugenioides</i> 'Variegatum' (Variegated Tarata)	Exotic	3	Low
	7	<i>Hibiscus syriacus</i> (Rose-of-Sharon)	Exotic	3	Low
	8	<i>Pittosporum eugenioides</i> 'Variegatum' (Variegated Tarata)	Exotic	3	Low
9	<i>Pittosporum eugenioides</i> 'Variegatum' (Variegated Tarata)	Exotic	3	Low	



	10	<i>Cotoneaster glaucophyllus</i> (Large-leaf Cotoneaster)	Exotic	4	NA – environmental weed
	11	<i>Cotoneaster glaucophyllus</i> (Large-leaf Cotoneaster)	Exotic	4	NA – environmental weed
	12	<i>Melaleuca styphelioides</i> (Broad-leaved Paperbark)	Australian Native	9	Low
Tree 12 is the Worrell street tree and its removal is not supported as it can be retained under the proposed design. A condition will require this tree be retained and protected.					
<b>Number of car parking spaces provided</b>	Unit 1 is provided with a double garage, and one (1) tandem space. Unit 2 is provided with a double garage. In total, the development is provided with five (5) car spaces on-site, in excess of the required four (4) spaces.				
<b>Number of car parking spaces required</b>	Unit 1 requires two (2) car parking spaces. Unit 2 requires two (2) car parking spaces. Four (4) car parking spaces are required in total. Excess car parking is provided on site.				
<b>Access</b>	Unit 1 is provided with a new 3 metre wide, single width crossover, connecting to Worrell Street to the east.  Unit 2 is provided with an existing 3 metre wide crossover, connecting to Fraser Street to the north.				
<b>Front fence</b>	No front fence is proposed.				

**Garden area:**

<b>Provided</b>	41.7% or 225.5 square metres
<b>Required</b>	Lot Size: 540.22 square metres Required: 30% or 162.07 square metres

28. A copy of the submitted plans is provided in Attachment 1 to this report.

## Financial Implications

29. There are no financial implications associated with this report.

## Planning Scheme and Policy Frameworks

30. Pursuant to the Greater Dandenong Planning Scheme, a planning permit is required:
- Under Clause 32.08-7 General Residential Zone Schedule 1 to construct two or more dwellings on a lot.
31. The relevant controls and policies are as follows:



### **Zoning Controls**

32. The subject site is located in a General Residential Zone (Schedule 1), as is the surrounding area.
33. The purpose of the General Residential Zone outlined at Clause 32.08 are:
- *To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.*
  - *To encourage development that respects the neighbourhood character of the area.*
  - *To encourage a diversity of housing types and housing growth particularly in locations offering good access to services and transport.*
  - *To allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations.*
34. The following variations to the residential zone are still relevant as the proposal benefits from transitional provisions as discussed at Paragraphs 4 and 5 of this report.
35. Within Schedule 1 to the General Residential Zone, a variation of requirements to Clause 55 are set out as follows:
- Standard B6 (Street setback) – *As per B6 or 7.5 metres, whichever is lesser.*
  - Standard B9 (Permeability) – *Minimum 30%.*
  - Standard B13 (Landscaping) – *70% of ground level front setback, and side and rear setbacks, planted with substantial landscaping and canopy trees.*
  - Standard B28 (Private Open Space) – *An area of 50 square metres, with one part to consist of secluded private open space at the side or rear of the dwelling or dwelling with a minimum area of 30 square metres, a minimum dimension of 5 metres and convenient access from a living room;*
  - Standard B32 (Front Fence Height) – *Maximum 1.5 metre height in streets in a Transport Zone 2; 1.2 metre maximum height for other streets.*

### **Overlay Controls**

36. No overlays affect the subject site or surrounding area.

### **State Planning Policy Framework**

37. The **Operation of the State Planning Policy Framework** outlined at Clause 71.02 seeks to ensure that the objectives of planning in Victoria are fostered through appropriate land use and development planning policies and practices which integrate relevant environmental, social and economic factors in the interests of net community benefit and sustainable development.
38. In order to achieve those objectives, there are a number of more specific objectives contained within the State Planning Policy Framework that need to be considered under this application.
39. **Clause 11 (Settlement)** encourages planning to facilitate sustainable development that takes full advantage of existing settlement patterns and investment in transport, utility, social, community and commercial infrastructure and services. It also encourages planning to contribute towards diversity of choice, energy efficiency, a high standard of urban design and amenity, and land use and transport integration.





40. Further guidance is provided by **Clause 11.01-1R (Settlement)**, which seeks to promote the sustainable growth and development of Victoria and deliver choice and opportunity for all Victorians through a network of settlements. It includes strategies to develop compact urban areas that are based around existing or planned activity centres to maximise accessibility to facilities and services.
41. **Clause 15 (Built Environment and Heritage)** states that planning is to recognise the role of urban design, building design, heritage and energy and resource efficiency in delivering liveable and sustainable cities, towns and neighbourhoods.
42. It adds that planning should ensure all land use and development appropriately responds to its surrounding landscape and character, valued built form and cultural context. Planning should promote development that is environmentally sustainable and should minimise detrimental impacts on the built and natural environment.
43. According to the clause, planning should promote excellence in the built environment and create places that:
  - *Are enjoyable, engaging and comfortable to be in.*
  - *Accommodate people of abilities, ages and cultures.*
  - *Contribute positively to local character and sense of place.*
  - *Reflect the particular characteristics and cultural identity of the community.*
  - *Enhance the function, amenity and safety of the public realm.*
44. These overall objectives are reinforced by a number of sub-clauses, including **Clause 15.01-1S (Urban design)** and **Clause 15.01-1R (Urban design – Metropolitan Melbourne)**, which seek to create urban environments that are safe, healthy, functional and enjoyable and that contribute to a sense of place and cultural identity.
45. **Clause 15.01-2S (Building design)** aims to achieve building design outcomes that contribute positively to the local context and enhance the public realm, while **Clause 15.01-5S (Neighbourhood character)** has an objective to recognise, support and protect neighbourhood character, cultural identity, and sense of place.
46. **Clause 15.01-4S (Healthy neighbourhoods)** has an objective to achieve neighbourhoods that foster healthy and active living and community wellbeing. **Clause 15.01-4R (Healthy neighbourhoods - Metropolitan Melbourne)** reinforces this, with a strategy to create a city of 20-minute neighbourhoods that give people the ability to meet most of their everyday needs within a 20-minute walk, cycle or local public transport trip from their home.
47. **Clause 16 (Housing)** contains two key objectives, which can be summarised as relating to housing diversity, sustainability of housing and the provision of land for affordable housing.
48. These objectives are reinforced by a number of sub-clauses, including **Clause 16.01-1S (Housing Supply)**, which seeks to facilitate well-located, integrated and diverse housing that meets community needs, and **Clause 16.01-2S (Housing affordability)** which seeks to deliver more affordable housing closer to jobs, transport and services.
49. **Clause 16.01-1R (Housing supply – Metropolitan Melbourne)**, includes several strategies to manage the supply of new housing including increased housing in established areas to create a city of 20-minute neighbourhoods close to existing services, jobs, public transport; as well as a strategy that allows for a range of minimal, incremental and high change residential areas that balance the need to protect valued areas with the need to ensure choice and growth in housing.



50. **Clause 18.01-1S (Land use and transport planning)** has a strategy to plan urban development to make jobs and community services more accessible by ensuring access is provided to developments in accordance with forecast demand, taking advantage of all available modes of transport and to minimise adverse impacts on existing transport networks and the amenity of surrounding areas.

#### **Local Planning Policy Framework**

51. The Local Planning Policy Framework (LPPF) includes the Municipal Strategic Statement (MSS) and Local Policies.
52. The MSS is contained within Clause 21 of the Scheme. The MSS at **Clause 21.02** focuses on the Municipal Profile, within which the following is noted:
- *There is considerable diversity within Greater Dandenong's housing stock. Most housing stock is aged between 30 to 50 years old, though there are some areas with dwellings in excess of 100 years old. Areas of newer housing are located in the north-east and central-southern areas, with in-fill development occurring across the municipality (Clause 21.02-3).*
  - *Higher density housing is generally located in proximity to railway stations and major shopping centres, in particular in central Dandenong (Clause 21.02-3).*
  - *Whilst there is a clear pre-dominance of single detached dwellings, there are a range of other types of dwellings including dual occupancies, villa-units, town houses and apartments. The highest concentration of older villa units and apartments and more recent multi-unit redevelopments have occurred around central Dandenong, Springvale and Noble Park activity centres (Clause 21.02-4).*
  - *With diverse cultural groups that call Greater Dandenong home, there are certain distinct precincts that are emerging that have their own character. Their built form is characterised by buildings with flat unarticulated facades, prominent balconies, limited frontage/side setbacks, limited or no landscaping (Clause 21.02-4).*
53. A Vision for Greater Dandenong is outlined at **Clause 21.03**. The vision is that Greater Dandenong will be a municipality where housing diversity and choice is promoted in its various attractive neighbourhoods.
54. The objectives and strategies of the MSS are under four (4) main themes including: land use; built form; open space and natural environment; and, infrastructure and transportation (considered individually under Clauses 21.04 to 21.07). Of particular relevance to this application are Clauses 21.04 – Land Use and 21.05 – Built Form:
55. **Clause 21.04-1** Housing and community:
- *Greater Dandenong's population is expected to rise by 22 percent, from 147,000 to 179,000 in the decade to 2024, placing pressure on transport networks, infrastructure, services and public open space.*
  - *Approximately 9,950 new households will need to be accommodated across the municipality by 2024 (Greater Dandenong Housing Strategy 2014-2024).*
  - *Supporting urban consolidation and providing housing in existing areas close to activity centres means that people do not need to travel as far to work, shop or to take part in sports/leisure activities thus reducing the environmental impacts of transport.*
  - *Increases in housing density must be balanced by adequate provision of open space, good urban design and improvements to the public realm.*



- *Encourage the provision of housing that is adaptable to support the needs of the changing needs of present and future residents.*
  - *Encourage innovative redevelopment and renewal of deteriorating housing stock and older styled higher-density apartments and multi-unit developments.*
  - *Encourage new residential development that incorporates adequate space for the planting and the long term viability and safe retention of canopy trees.*
  - *Respect the valued, existing neighbourhood character within incremental and minimal change areas.*
  - *Requiring medium-density developments to be site and locality responsive and to respect existing and proposed neighbourhood character.*
56. **Clause 21.05-1** – Urban design, character, streetscapes and landscapes – contains the following relevant objectives and strategies:
57. To facilitate high quality building design and architecture.
- *Ensure building design is consistent with the identified future character of an area and fully integrates with surrounding environment.*
  - *Encourage high standards of building design and architecture, which allows for flexibility and adaptation in use.*
  - *Encourage innovative architecture and building design.*
  - *Encourage development to incorporate sustainable design elements that enhance occupant comfort and environmental performance.*
58. To facilitate high quality development, which has regard for the surrounding environment and built form.
- *Promote views of high-quality landscapes and pleasing vistas from both the public and private realm.*
  - *Promote all aspects of character – physical, environmental, social and cultural.*
  - *Encourage planting and landscape themes, which complement and improve the environment.*
  - *Encourage developments to provide for canopy trees.*
  - *Recognising valued existing neighbourhood character and promoting identified future character as defined in the Residential Development and Neighbourhood Character Policy at Clause 22.09.*
59. To protect and improve streetscapes.
- *Ensure that new developments improve streetscapes through generous landscape setbacks and canopy tree planting.*
  - *Ensure landscaping within private property that complements and improves the streetscapes and landscaping of public areas.*
60. To ensure landscaping that enhances the built environment.
- *Encourage new developments to establish a landscape setting, which reflects the local and wider landscape character.*
  - *Encourage landscaping that integrates canopy trees and an appropriate mix of shrubs and ground covers and complements and integrates with existing or proposed landscaping in public areas.*



61. The following consideration remains relevant as the proposal benefits from transitional provisions.
62. **Clause 22.09 – Residential Development & Neighbourhood Character Policy** – contains the following objectives at Clause 22.09-2:
  - *To guide the location and design of different types of residential development within Greater Dandenong, having regard to State and local planning policies, while respecting the valued characteristics and identified future character of residential neighbourhoods.*
  - *To ensure that new residential development is consistent with the identified future character and preferred built form envisaged for the three Future Change Areas.*
  - *To provide certainty about which areas are identified for, or protected from, increased residential development consistent with the purpose of the applicable zone.*
  - *To facilitate high quality, well designed residential development and on-site landscaping.*
  - *To promote a range of housing types to accommodate the future needs of the municipality's changing population.*
63. To ensure that residential development uses innovative, responsive and functional siting and design solutions that:
  - *Achieve high quality internal amenity and private open space outcomes for future residents;*
  - *Make a positive contribution to the streetscape through quality design, contextual responsiveness and visual interest;*
  - *Promote public realm safety by maximising passive surveillance;*
  - *Demonstrate responsiveness to the site, adjoining interfaces, streetscape and landscape context;*
  - *Respect the amenity of adjoining residents and the reasonable development potential of adjoining properties;*
  - *Achieve environmentally sustainable design outcomes;*
  - *Use quality, durable building materials that are integrated into the overall building form and façade; and*
  - *Minimise the visual dominance of vehicle accessways and storage facilities, such as garages, car ports and basement entrances.*
64. Clause 22.09-3.1 (Design Principles) provides design principles, which apply to all Future Change Areas.
65. Clause 22.09-3.3 (Incremental Change Areas) provides design principles, some of which also relate to the variances to the requirements of standards to Clause 55 under the schedule to the General Residential Zone. The guidelines consider matters such as the preferred housing type, building height, landscaping, setbacks, front boundary and width, private open space and bulk and built form.
66. An assessment of Clause 22.09 is included at Attachment 3 to this report.



### **Particular Provisions**

67. **Car Parking (Clause 52.06)** is relevant to this application.
68. The purposes of this provision are:
- *To ensure that car parking is provided in accordance with the Municipal Planning Strategy and the Planning Policy Framework.*
  - *To ensure the provision of an appropriate number of car parking spaces having regard to the demand likely to be generated, the activities on the land and the nature of the locality.*
  - *To support sustainable transport alternatives to the motor car.*
  - *To promote the efficient use of car parking spaces through the consolidation of car parking facilities.*
  - *To ensure that car parking does not adversely affect the amenity of the locality.*
  - *To ensure that the design and location of car parking is of a high standard, creates a safe environment for users and enables easy and efficient use.*
69. Clause 52.06-2 notes that a new use must not commence, or the floor area of an existing use must not be increased until the required car spaces have been provided on the land.
70. The required spaces are identified in the table to Clause 52.06-5. Clause 52.06-3 further notes that a permit may be granted to reduce or waive the number of car spaces required by the table.
71. The site is not within the Principal Public Transport Network. Therefore, the car parking rate in Column A of 52.06-5 is applicable.
72. The table in Column A at Clause 52.06-5 notes that a dwelling with 1 or 2 bedrooms requires 1 car space and a dwelling with 3 or more bedrooms requires 2 spaces to each dwelling. 1 visitor car space is required for visitors to every 5 dwellings for developments of 5 or more dwellings.
73. Car parking is to be designed and constructed in accordance with the requirements of Clause 52.06-9 and 52.06-11 of the Scheme.
74. An assessment against Clause 52.06 is included as Attachment 4 to this report.
75. **Clause 55 Two or more dwellings on a lot and residential buildings** is relevant to this application.
76. Pursuant to Clause 55 of the Greater Dandenong Planning Scheme, the provisions of this Clause apply to an application:
- *To construct two or more dwellings on a lot.*
77. The purposes of Clause 55 are:
- *To implement the Municipal Planning Strategy and the Planning Policy Framework.*
  - *To achieve residential development that respects the existing neighbourhood character, or which contributes to a preferred neighbourhood character.*
  - *To encourage residential development that provides reasonable standards of amenity for existing and new residents.*
  - *To encourage residential development that is responsive to the site and the neighbourhood.*



78. A development:
- *Must meet all of the objectives of this clause.*
  - *Should meet all of the standards of this clause.*
79. If a zone or a schedule to a zone specifies a requirement of a standard different from a requirement set out in this clause, the requirement in the zone or a schedule to the zone applies.
80. An assessment against Clause 55 is included at Attachment 5 of this report.

### **General Provisions**

81. Clause 65 – Decision Guidelines need to be considered, as is the case with all applications. For this application the requirements of Clause 65.01 for the approval of an application or plan are of relevance. This Clause outlines the requirements that the responsible authority must consider when determining the application.

### **Restrictive Covenants**

82. No covenants or Section 173 Agreements are registered on the certificate of Title for the subject site.

### **Links to the Community Vision and Council Plan**

83. This report is consistent with the following principles in the Community Vision 2040:  
Not Applicable
84. This report is consistent with the following strategic objectives from the Council Plan 2025-29:  
Not Applicable

### **Diversity, Access and Equity**

85. It is not considered that the planning assessment of this application raises any diversity issues. The application itself does not have a direct and significant impact on the wider Greater Dandenong community.

### **Community Safety**

86. It is considered that there would be no adverse community safety implications in permitting the proposal subject to strict conditions on any planning permit issued.

### **Safe Design Guidelines**

87. Consideration of the relevant requirements of these Guidelines has been undertaken within the Assessment of this application.





## Referrals

88. The application was not required to be referred to any external referral authorities pursuant to section 55 of the *Planning and Environment Act 1987*.
89. The application was externally referred to Melbourne Water pursuant to section 52 of the *Planning and Environment Act 1987*. Melbourne Water does not object to the proposal and did not recommend any conditions.
90. The application was internally referred to the following Council departments for their consideration:

Internal Department	Response
Bushland and Gardening (Including Arborist)	No objection, subject to conditions.
Transport Planning	No objection, subject to conditions.
Asset Planning	No objection, subject to conditions.
Civil Development	No objection, subject to conditions.

91. The comments provided were considered in the assessment section of the application.

## Advertising

92. The application has been advertised pursuant to section 52 of the *Planning and Environment Act 1987*, by:
- sending notices to the owners and occupiers of adjoining land; and
  - placing two (2) signs on site, one (1) facing Fraser Street to the north and one (1) facing Worrell Street to the east.
93. The notification has been carried out correctly.
94. Council has received four (4) objections to date.
95. ***The location of objectors/submitters is shown in Attachment 2 to this report.***

## Summary of Grounds of Submissions/Objections

96. The objections are summarised below (**bold**), followed by the Town Planner's Response (*italics*).
97. **North-facing windows**
- *The proposal was assessed against Clause 55.04-4 (North-facing windows objective) Standard B20, to ensure the proposal allows adequate solar access to existing north-facing habitable room windows. Based on a maximum wall height of 3.4 m high, the garage wall is required to be setback by a minimum of 1m from the existing north-facing windows. The proposal is setback 1.45 metres in excess of this standard.*

*The proposal complies with the standard.*



**98. Overshadowing**

- *The proposal was assessed against Clause 55.04-5 (Overshadowing open space objective) Standard B21, to ensure buildings do not significantly overshadow existing secluded private open space. Shadowing diagrams have been submitted with the application demonstrating compliance. The adjoining solar panels at 2 Fraser Street (to the west) will continue to receive a minimum of five hours of uninterrupted sunlight between 10am – 3pm on Sept 22nd equinox, which is considered to be the worst case scenario for shadowing. At least 75% of the adjacent private open spaces will also continue to receive uninterrupted sunlight for a minimum of five hours between 9am – 3pm on Sept 22<sup>nd</sup>.*

*The proposal complies with the standard.*

**99. Overlooking (privacy issues)**

- *The proposal was assessed against Clause 55.04-6 (Overlooking objective) Standard B22 to ensure that the development has limited views into existing secluded private open space and existing habitable room windows of neighbouring sites. There is no risk of ground floor overlooking due to the existing 1.9 metres high boundary fence along the south, and west property boundaries. The only first floor window that faces an adjoining property and has a risk of overlooking has been noted to have fixed obscured glazing up to 1.7 metres high above finished floor level.*

*The proposal complies with the standard.*

**100. Neighbourhood character (overdevelopment)**

- *The size and scale of the development is consistent with the preferred neighbourhood character set out in Clause 22.09 and complies with objectives of Clause 55 of the Greater Dandenong Planning Scheme (see Clause 22.09 and Clause 55 assessments below and attached to this report).*
- *Furthermore, the proposal is consistent with the identified future character as set out at Clause 22.09-3.3 Incremental change areas (General Residential Zone Schedule 1) as well as responding to the preferred housing typology of medium density development.*
- *As envisaged within the design principles for bulk and built form at Clause 22.09-3.3, the design response is provided with separation between the dwellings at the upper level, retains an existing spine of open space to the rear and positions the higher elements of built form towards the front and centre of the site.*

**101. Traffic and car parking**

- *The proposal provides for car parking on site that meets the minimum car parking requirements of Clause 52.06-5. As per Clause 52.06-5, a dwelling requires one (1) car parking space to each one or two-bedroom dwelling (with studies or studios that are separate rooms counted as a bedroom).*

*Each unit has four bedrooms requiring two (2) car spaces per dwelling. The development provides each dwelling with two (2) car spaces via the double garages, plus one (1) tandem car parking space for Unit 1. A total of five (5) spaces are proposed on site in excess of the required four (4) car parking spaces.*

*A full assessment of Clause 52.06 can be found in Attachment 4.*





- *The proposal has been assessed against the design principles of Clause 52.06-9 (Car parking). Access to the site is considered appropriate, utilising the existing crossover with one additional crossover proposed along Worrell Street, to accommodate dwelling one. It is considered that visibility lines for safe entry and exit of the site are all considered to be suitable for the development with adequate splay areas provided, clearly dimensioned, and clear of all obstructions.*

*The application was assessed by Council's Transport Planning team who did not raise concerns regarding any increase of traffic or traffic hazard as a result of the proposed development. It is considered that the existing road network is capable of supporting the minor increase in vehicle movements and would not impact on the ability for emergency vehicles to access the site or surrounding properties.*

## 102. Loss of vegetation

- *The site contains eight (8) shrubs that have been proposed for removal. None of these shrubs are classed as 'protected trees' under the Tree Protection on Private Land Local Law, and they may be removed without a Local Law or planning permit.*

*Two (2) small canopy trees (Natchez Crepe Myrtle) and one (1) medium canopy tree (Jacaranda Kikuyul/Kisii) are proposed to be planted.*

*It is considered that the development has capacity to accommodate additional canopy trees and more robust planting suitable for the soil profile of the area. Therefore the proposed trees will be replaced via permit condition with five (5) new canopy trees with a minimum mature height of six to eight metres. Tree species will be required to be selected from the Greater Dandenong Landscape Plan Guidelines, May 2023. This will ensure that canopy coverage is maximised on site and would exceed the canopy coverage of the current shrubs on site.*

*The street tree along Worrell Street is proposed for removal. This proposed removal is not supported and a condition on the permit will ensure this tree is retained. The development is provided with a total of five (5) new canopy trees (to be planted at a minimum height of 1.5 metres) in accordance with the amended landscaped plan. A further assessment of vegetation removal, retention and protection is in the assessment section of this report.*

## Assessment

### Use

103. As outlined in Clause 32.08-2 (General Residential Zone, Schedule 1), a 'Dwelling' is listed as a Section 1 use and does not trigger a planning permit for the use. However, a planning permit is required for the development, which is discussed below



## **Development**

### Planning Policy Framework / Local Planning Policy Framework.

104. With regard to the above preferred character, the proposal delivers on the objectives of clauses 15.01 (Urban Environment) and 21.05-1 (Built Form), which require development to respond to urban design, character, streetscape and landscape issues. The development includes adequate side and rear setbacks for landscaping opportunities, a strong design theme that reinforces the residential nature of the area and the incorporation of other measures to minimise visual impacts and amenity concerns.
105. The subject site is located within an established residential area and is well suited for the development of medium density housing given that the site is located in Noble Park within easy walking distance of many community facilities and public transport, as required by the objective of Clause 16.01-1S Housing Supply.
106. The proposal also seeks to reduce pressure on the urban fringe by providing two (2) dwellings where previously only one (1) existed through the redevelopment of the site, thereby ensuring that the housing required for the growing population is facilitated in accordance with the strategies of Clause 11.02 Managing Growth. The proposal also provides housing choice that meets the needs of the community, in accordance with Clause 16.01-1R Housing Supply – Metropolitan Melbourne.
107. The proposal's consistency with the identified future character and preferred built form also means that it is in accordance with Clause 21.05-1 (Urban design, character, streetscapes and landscapes) and Clause (21.04-1 Housing and community), which reinforce the expectation for development to achieve high quality outcomes that has regard for the surrounding environment and built form.

### Clause 22.09 - Residential Development and Neighbourhood Character Policy

108. The following consideration remains relevant as the proposal benefits from transitional provisions.
109. Clause 22.09 (Residential Development and Neighbourhood Character Policy) identifies existing character, preferred future character and provides design principles across three 'future change areas': Substantial, Incremental and Limited.
110. The subject site forms part of the 'incremental change area'. The 'identified future character' outlined under Clause 22.09-3.3 states the following:
  - *'The future character of Incremental Change Areas will evolve over time to contain a greater proportion of well-designed and site responsive medium density infill development that respects the existing neighbourhood character. Future density will be at a lower intensity than in Substantial Change Areas, but a higher intensity than in Limited Change Areas.'*
  - *'Residential development will comprise well designed houses, townhouses, units and dual occupancies of up to two (2) storeys with main living areas generally on the ground level. Residential development will give particular consideration to providing appropriate setbacks and private open space areas and high-quality landscaping, including the planting of canopy trees, to protect the amenity of adjoining dwellings and to contribute to the landscape character'.*
111. Design principles for all residential development are set out at Clause 22.09-3.1 and the design principles for the limited change areas are set out at Clause 22.09-3.4.



112. The proposal meets all design principles within Clause 22.09-3.1 and 3.4, with a full assessment against Clause 22.09 included at Attachment 3 of this report.

Clause 55 - Two or more dwellings on a lot and residential buildings

113. The proposal has been assessed against all of the objectives and standards of Clause 55, as well as the variations in Schedule 1 to the General Residential Zone.

114. The development meets all standards of Clause 55, with the exception of the following:

115. Clause 55.03-1: Standard B6 (Street Setback):

- The identified front street to Unit 1 is Worrell Street which, under Standard B6, should have a street setback of either 7.5 metres or the same as the directly adjoining (whichever the lesser).
- The directly adjoining dwelling has a street setback of 9.6 metres, therefore, 7.5 metres should be provided. The proposed front wall of Unit 1 is setback 7 metres, falling short of this standard by 0.5 metres.
- This variation of this standard is suitable in this instance for the following reasons:
  - The surrounding street setbacks to existing dwellings along Worrell are inconsistent with varying distances from 3 metres to 12 metres, therefore the proposed 7 metres is correspondent with this character.
  - Following Amendment VC267, the minimum street setback requirement has been amended to be 6 metres. If this application were to be lodged today, the proposed street setback would be in excess of the minimum requirement and meet the revised standard.
- The proposal was well considered against the decision guidelines to the Clause and therefore meets the objective to Standard B6 (Street Setback).

116. The development meets all other objectives and standard of Clause 55, with an assessment against Clause 55 provided at Attachment 5 of this report.

**Car-Parking**

Clause 52.06 - Car Parking

117. The proposed development provides four (4) on site car parking spaces (see table below).

	No. of bedrooms	No. of car parking required as per Clause 52.06-5	No. of car parking provided	Compliance
Unit 1	Four (4)	Two (2)	A total of three (3): Two (2) via a double garage, and one (1) tandem	Complies
Unit 2	Four (4)	Two (2)	Two (2) via a double garage	Complies

118. The number of car spaces for both Units 1 and 2 complies with and exceeds the minimum requirements pursuant to Clause 52.06.

119. The application has been assessed against the design standards of Clause 52.06-9, with the proposal complying with the design standards. The assessment against Clause 52.06 is provided at Attachment 4 of this report.



### Vegetation (Site and Surrounds)

120. The site contains eight (8) shrubs which would be removed for the proposed development. These shrubs do not require a planning permit nor a Local Law permit for their removal. From the table below it is identified that the vegetation proposed for removal is generally exotic vegetation or of low retention value and provides negligible amenity or canopy cover.

Tree ID	Name	Origin	Height (m)	Arboricultural Value
4	<i>Euonymus japonicus</i> (Evergreen Euonymus)	Exotic	5	Low
5	<i>Hibiscus syriacus</i> (Rose-of-Sharon)	Exotic	3	Low
6	<i>Pittosporum eugenioides</i> 'Variegatum' (Variegated Tarata)	Exotic	3	Low
7	<i>Hibiscus syriacus</i> (Rose-of-Sharon)	Exotic	3	Low
8	<i>Pittosporum eugenioides</i> 'Variegatum' (Variegated Tarata)	Exotic	3	Low
9	<i>Pittosporum eugenioides</i> 'Variegatum' (Variegated Tarata)	Exotic	3	Low
10	<i>Cotoneaster glaucophyllus</i> (Large-leaf Cotoneaster)	Exotic	4	NA – environmental weed
11	<i>Cotoneaster glaucophyllus</i> (Large-leaf Cotoneaster)	Exotic	4	NA – environmental weed
12	<i>Melaleuca styphelioides</i> (Broad-leaved Paperbark)	Australian Native	9	Low

121. It is considered that, subject to conditions of permit, the submitted landscape plan provides an appropriate replacement landscaping outcome, with:
122. Two (2) small sized canopy tree proposed in the secluded private open space of Unit 1,
123. One (1) medium sized canopy trees proposed in the front setback of Unit 1,
124. One (1) small sized canopy tree in front of Unit 2,
125. One (1) medium canopy tree in the rear of Unit 1, and
126. A variety of groundcovers and shrubs along the accessways and along the side and rear boundaries.

Overall, five (5) new canopy trees are required to be planted which will provide a greater canopy than the vegetation proposed to be removed.

127. All canopy trees are required to be selected from Greater Dandenong's Landscape Plan Guidelines dated May 2023, and have a minimum planting height of 1.5 metres.



128. An updated landscape plan should be requested requiring the canopy trees to be native and trees species selected from the City of Greater Dandenong Tree Selection and Planting.
129. *The street tree is proposed for removal is located within the nature strip on Worrell Street. The proposed removal of this street tree is not supported as Council's Arborist has identified that it can be retained under the current design. A condition on the permit will ensure this street tree is retained and protected.*

## Conclusion

130. Subject to conditions, the proposed development of two (2) dwellings is considered acceptable and is of an appropriate design response in terms of height, scale, setbacks, private open space, car parking and landscaping with minimal amenity impacts on the adjoining residential properties and surrounding area.
131. The application has been assessed against the relevant sections of the Greater Dandenong Planning Scheme, including the Planning Policy Framework, Local Planning Policy Framework and Municipal Strategic Statement as set out in this assessment. It is considered that the application complies with these policies, and it is therefore recommended that the proposal is approved with conditions.

## Officer Recommendation

**That Council resolves to grant a planning permit in respect of the land known and described as 14 Worrell Street DANDENONG NORTH VIC 3175 for the purpose of the development of the land for two (2) double storey dwellings, in accordance with the plans submitted with the application subject to the following conditions:**

Planning scheme clause	Matter for which the permit has been granted
32.08-7	Construct two or more dwellings on a lot

1. **Before the development starts, amended plans to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. The amended plans must be drawn to scale with dimensions. The amended plans must be generally in accordance with the plans submitted and assessed with the application but modified to show:**
  - 1.1. **The street tree along Worrell Street retained and protected.**
  - 1.2. **The Tree Protection Zones (TPZs) of impacted trees in accordance with Condition 3;**
  - 1.3. **Letterboxes and all other structures (including visually obstructive fencing and landscaping) should be constructed to a maximum height of 900 millimetres or relocated clear of a splayed area (2 metres x 2.5 metres) along the frontage road at access points in accordance with Dandenong Planning Scheme Clause 52.06-9.**
  - 1.4. **The Unit 1 garage be setback 200 millimetres from the southern boundary;**



**1.5. The maximum height of the Unit 1 south-facing garage wall be no more than 3.3 metres high;**

**1.6. Landscape plans in accordance with Condition 2.**

**When approved, these plans will be endorsed and will form part of this permit.**

- 2. Concurrent with the endorsement of Condition 1 Plans, and before any trees or vegetation are removed, an amended landscape plan to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. The amended landscape plan must be prepared by a person or firm with suitable qualifications to the satisfaction of the Responsible Authority. The amended landscape plan must be generally in accordance with the landscape plan submitted with the application but modified to show:**

**2.1. Plans to accord with Condition 1 of this permit;**

**2.2. The site at a scale of 1:100/200, including site boundaries, existing and proposed buildings, neighbouring buildings, car parking, access and exit points, indicative topography and spot levels at the site corners, existing and proposed vegetation, nature strip trees, easements and landscape setbacks;**

**2.3. Details of the proposed layout, type and height of fencing;**

**2.4. Legend of all plant types, surfaces, materials and landscape items to be used including the total areas of garden and lawn;**

**2.5. A plant schedule giving a description of botanical name, common name, mature height and spread, pot size, purchase height (if a tree) and individual plant quantities;**

**2.6. At least one (1) medium sized advanced canopy tree with a minimum planting height of 1.5 metres in the secluded private open space of Unit 1;**

**2.7. At least two (2) small sized advanced canopy tree with a minimum planting height of 1.5 metres in the front setback of Unit 1;**

**2.8. At least one (1) 'small' sized advanced canopy tree with a minimum planting height of 1.5 metres in the front setback of Unit 2;**

**2.9. At least one (1) 'medium' sized advanced canopy tree with a minimum planting height of 1.5 metres in the secluded private open space of Unit 2;**

**2.10. A variety of groundcovers and shrubs along the accessways and along the side and rear boundaries.**

**2.11. Any paving or deck areas within the secluded open space area of the proposed dwelling on a permeable base; and**

**2.12. The protection of the trees on the nature strip and tree on abutting properties, along with tree protection zone requirements.**

**Tree species should be selected from the Recommended Tree and Shrub Species in the Greater Dandenong Landscape Plan Guidelines;**

**When approved, the amended landscape plan will be endorsed and will form part of this permit.**





**The provisions, recommendations and requirements of the landscape plan must be implemented and complied with to the satisfaction of the Responsible Authority.**

**Landscaping in accordance with the endorsed landscaping plan and schedule must be completed before the building is occupied.**

- 3. Concurrent with the endorsement of Condition 1 Plans, a Tree Protection and Management Plan (TPMP) is required to be submitted and approved by the Responsible Authority. The TPMP is required to depict and annotate tree protection requirements at each stage of the development process to ensure Trees 1-3 and 12-15 are adequately protected and remain viable in the landscape. When approved, the TPMP will be endorsed and will then form part of the conditions of permit. The TPMP must show but is not limited to:**
  - 3.1. Trees accurately located and numbered as per the arborist report with Tree Protection Zones (TPZs) and Structural Root Zones (SRZs) represented to scale;**
  - 3.2. A clear image of trees required to be retained - prior to commencement of works;**
  - 3.3. The type, installation and maintenance of tree protection fencing;**
  - 3.4. Requirements for movement in/out and throughout the site by vehicles, machinery equipment and workers that may affect management of any TPZ;**
  - 3.5. The protection of trunks and crowns of any specified tree;**
  - 3.6. Specific details of any works proposed within any TPZ and how arboricultural impacts will be mitigated;**
  - 3.7. How tree crowns will be managed, including any pruning requirements;**
  - 3.8. Location and size of any roots to be pruned to facilitate the proposed works with justification of how the tree will remain viable following the specified root pruning;**
  - 3.9. Excavation within or near a TPZ;**
  - 3.10. Specific methodologies and management for installation of services including, but not limited to, gas, electricity, telecommunications, storm water and sewerage;**
  - 3.11. Maintenance of TPZs in accordance with AS 4970-2009, including mulching, watering and prohibited activities;**
  - 3.12. Remedial works as required;**
  - 3.13. Schedule of Project Arborist inspections; and**

**The TPMP must include a program to implement the proposed measures before (including demolition), during and until completion of construction, including landscaping.**



**The tree protection measures set out in the TPMP must be implemented to the satisfaction of the Responsible Authority, unless by prior written consent.**

- 4. Unless with the prior written consent of the Responsible Authority this permit allows for the construction of two (2) dwellings generally in accordance with the endorsed plans.**
- 5. Except with the prior written consent of the Responsible Authority, the layout of the land and the size, design and location of the buildings and works permitted must always accord with the endorsed plan and must not be altered or modified.**
- 6. Except with the prior written consent of the Responsible Authority, the approved building must not be occupied until all buildings and works and the conditions of this permit have been complied with.**
- 7. Any new dwelling allowed by this permit must not be connected to a reticulated gas service (within the meaning of clause 53.03 of the relevant planning scheme). This condition continues to have force and effect after the development authorised by this permit has been completed.**
- 8. Provision must be made for the drainage for proposed development including landscaped and paved areas, all to the satisfaction of the Responsible Authority.**
- 9. The connection of the internal drainage infrastructure to the LPD must be to the satisfaction of the Responsible Authority.**

**Collected stormwater must be retained onsite and discharged into the drainage system at pre-development peak discharge rates as stated in the LPD approval letter. Approval of drainage plan including any retention system within the property boundary is required.**

- 10. Before the approved building is occupied, all piping and ducting above the ground floor storey of the building, except downpipes, must be concealed to the satisfaction of the Responsible Authority.**
- 11. Standard concrete vehicular crossing/s must be constructed to suit the proposed driveway/s in accordance with the Council's standard specifications. Any vehicle crossing no longer required must be removed and the land, footpath and kerb and channel reinstated, to the satisfaction of the Responsible Authority.**
- 12. Except with the prior written consent of the Responsible Authority, floor levels shown on the endorsed plan/s must not be altered or modified.**
- 13. Before the approved building is occupied, the development must be provided with external lighting capable of illuminating access to each garage, car parking space and pedestrian walkway. Lighting must be located, directed and shielded to the satisfaction of the Responsible Authority so as to prevent any adverse effect outside the land.**
- 14. Before the approved building is occupied, the obscure glazing to the windows shown on the endorsed plans must be provided through frosted glass or similarly treated glass. Adhesive film or similar removable material must not be used.**

**All glazing must at all times be maintained to the satisfaction of the Responsible Authority.**





15. **Before the approved building is occupied, all boundary walls in the development must be constructed, cleaned and finished to the satisfaction of the Responsible Authority.**
16. **This permit will expire if:**
  - 16.1. **The development or any stage of it does not start within two (2) years of the date of this permit, or**
  - 16.2. **The development or any stage of it is not completed within four (4) years of the date of this permit.**

**Before the permit expires or within six (6) months afterwards the owner or occupier of the land may in writing request the Responsible Authority to extend the expiry date.**

**The owner or occupier of the land may in writing request the Responsible Authority to extend the expiry date to complete the development or a stage of the development if:**

- (a) **The request for the extension is made within twelve (12) months after the permit expires; and**
- (b) **The development or stage started lawfully before the permit expired.**

#### **Permit Notes**

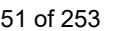
- **A Building Approval is required prior to the commencement of the approved development. This planning permit does not constitute any building approval.**
- **Approval of any retention system within the property boundary is required by the relevant building surveyor.**
- **Before commencement of the development occurs, the applicant should contact the City of Greater Dandenong's Civil Development and Design Unit regarding legal point of discharge, new crossings, building over easements, etc.**
- **As this is an established site, the proposed internal drainage should be connected to the existing legal point of discharge. The applicant may apply for local drainage information, if available; otherwise on site verification should be undertaken by the applicant.**
- **A flood dispensation is to be obtain prior to issue of Building Permit.**
- **The driveway levels must be provided prior to Building Permit.**
- **A Vehicle Crossing Permit must be obtained from Council for all vehicular crossings prior to construction of the crossings. You may be required to apply for a Asset Protection Permit from Council's engineering services. Queries regarding engineering requirements can be directed to Council's general phone number on 8571 1000.**
- **Any works undertaken within the road reservation and easements will require the developer to obtain a Civil Works Permit from Council.**

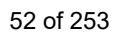


- **Prior to works commencing the developer will need to obtain an Asset Protection Permit from Council.**
- **No buildings or works shall be constructed over any easement without the written consent of the relevant authorities.**

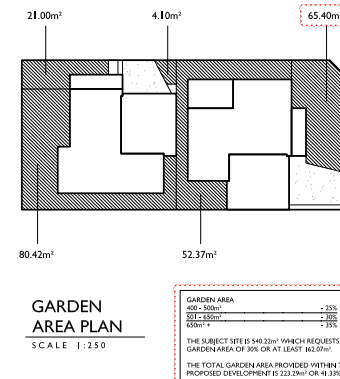
**This permit has been granted on the basis that consent to build over any easement will be obtained from the relevant authority. If consent is not able to be obtained, the development plan will be required to be amended.**









## AGENDA Council Meeting 250714





## AGENDA Council Meeting 250714

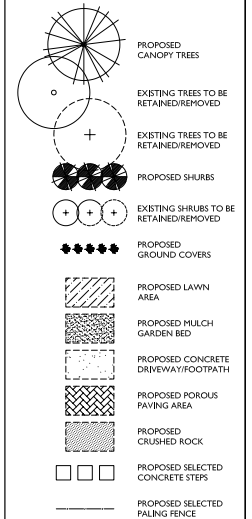


COLOUR & MATERIAL SCHEDULE			
	EXTERNAL WALLS 240mm BRICK VENER FACE BRICKWORK CHARCOAL COLOUR		
	EXTERNAL WALLS 240mm BRICK VENER RENDERED CLADDING LIGHT GREY COLOUR		
	EXTERNAL WALLS 240mm BRICK VENER RENDERED BRICKWORK CHARCOAL COLOUR		
	WINDOWS ALUMINIUM FRAME PAINTED ALUMINIUM CHARCOAL COLOUR		
	GUTTERS + FASCIA SELECTED COLORBOND PAINTED ALUMINIUM CHARCOAL COLOUR		
	PROPOSED ROOF SELECTED TILE ROOF NON COMBUSTIBLE CHARCOAL COLOUR		
	GARAGE DOORS SELECTED PANEL DOORS PAINTED ALUMINIUM CHARCOAL COLOUR		
	PROPOSED DRIVEWAY EXPOSED AGGREGATE SEALED WITH LIGHT GREY COLOUR		
DATE	REV	AMENDMENTS	
24/02/2025	A	REMOVED AS PER COUNCIL FURTHER INFORMATION LETTER DATED: 09/02/2025	
ELEVATIONS			
PROJECT			
PROPOSED UNIT DEVELOPMENT Lot 78, No 14 WORSWELL STREET DANDENONG NORTH VIC 3175			
CLIENT			
MR + MRS AHLAN			
MILAN   RISTANOVIC			
No.27A SKYE CRESCENT ENDSFORTH VILLAS VIC 3802 milan.ristanovic@gmail.com 0412 733 242			
SHEET	3 OF 7	JOB No.	REV.
DATE	DEC 24	24:14	A
DRAWN	M.R.		
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SCALE 1:100

### LANDSCAPING LEGEND



DATE	REV	AMENDMENTS
24/02/2025	A	REVISED AS PER COUNCIL FURTHER INFORMATION LETTER DATED: 03/02/2025

## LANDSCAPING PLAN

PROJECT
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PROPOSED UNIT DEVELOPMENT  
Lot 78, No. 14 WORRELL STREET  
DANDENONG NORTH VIC 3175

CLIENT

MR + MRS AHILAN

## MILAN | RISTANOVIC

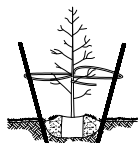
No.27A SKYE CRESCENT  
ENDEAVOUR HILLS VIC 3802  
mika.ristanovic@gmail.com

SHEET	4 OF 7	JOB No.	REV.
DATE	DEC 24	24:14	A
DRAWN	M.R.		

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- TREE PLANTING NOTES

- [illegible]



## BUILDING CONSTRUCTION

- IT IS ADVISED THAT BUILDERS SCRAPE TOPSOIL PRIOR TO THE COMMENCEMENT OF ANY CONSTRUCTION. TOPSOIL IS TO BE STOCKPILED AND REDISTRIBUTED INTO GARDEN BEDS AFTER THE CONSTRUCTION PHASE FOR LANDSCAPING.
- EDGING:
- ALL GARDEN BEDS ABUTTING LAWN AREAS ARE TO USE CCA AREAS, CULTIVATE SOIL A MINIMUM 130MM BY TYNE RIPPING.

CULTIVATION  
• PRIOR TO

- PRIOR TO SPREADING TOPSOIL TO GARDEN BEDS AND LAWN AREAS, CULTIVATE SOIL A MINIMUM 150MM BY TYNE RIPPING.

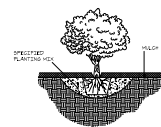
TOPSOIL:  
• TO GARD

- REQUIRED DEPTH OVER CULTIVATED SITE SOIL AND RIP TO A DEPTH OF 300MM. TO LAWN AREAS SPREAD SOIL AT THE REQUIRED HEIGHT AND RIP TO A DEPTH OF 150MM. SOIL TO HAVE A PH RANGE BETWEEN 6-7.
- TURF:
- A TALL TURF TYPE FESCUE SEED BLEND TO BE USED FOR LOW IRRIGATION REQUIREMENTS. LAWN STARTER TO BE USED AT THE APPLICATION PERIOD.

MAINTENANCE:  
• REGULARLY WA

- REGULARLY WATER GARDEN BEDS AND LAWN AREAS DURING ESTABLISHMENT PERIOD AND DRY SPELLS. ERADICATE ANY WEED GROWTH

IRRIGATION  
• IT IS ADVISED A



PROPOSED PLANTING SCHEDULE						
KEY	BOTANICAL NAME	COMMON NAME	WIDTH	HEIGHT	POT SIZE	QT
<b>CANOPY TREES</b>						
L1	<i>Leguminosae (mature)</i>	MANCHE COARHPHYLLA	4.0m	8.0m	Hp 2.0m (3)	01
L2	<i>Jacaranda monnadi</i>	JACARANDA KUKUTUBA	4.0m	8.0m	Hp 2.0m (3)	02
<b>SHRUBS</b>						
Pw	<i>Pennisetum amabilis</i>	PITTOPOPHUM "WONDER SCREEN"	1.5m	3.0m	-15cm	36
C1	<i>Culcasium comos</i>	BOTTLEBRUSH "WHITE ANZAC"	1.5m	1.5m	-15cm	26
C2	<i>Carex Diely</i>	CORREA	0.8m	1.0m	-15cm	22
L1	<i>Commersonia longifolia</i> (Tender)	TANRPA KAT RUSH	0.5m	0.6m	-15cm	17
P2	<i>Pennisetum amabilis</i>	POSSA	0.5m	0.6m	-15cm	22

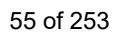
**NOTE**  
MINIMUM 1200mm ORGANIC  
MULCH BED TO BE PROVIDED  
AROUND ALL EXISTING AND  
PROPOSED TREES WITHIN  
THE DEVELOPMENT

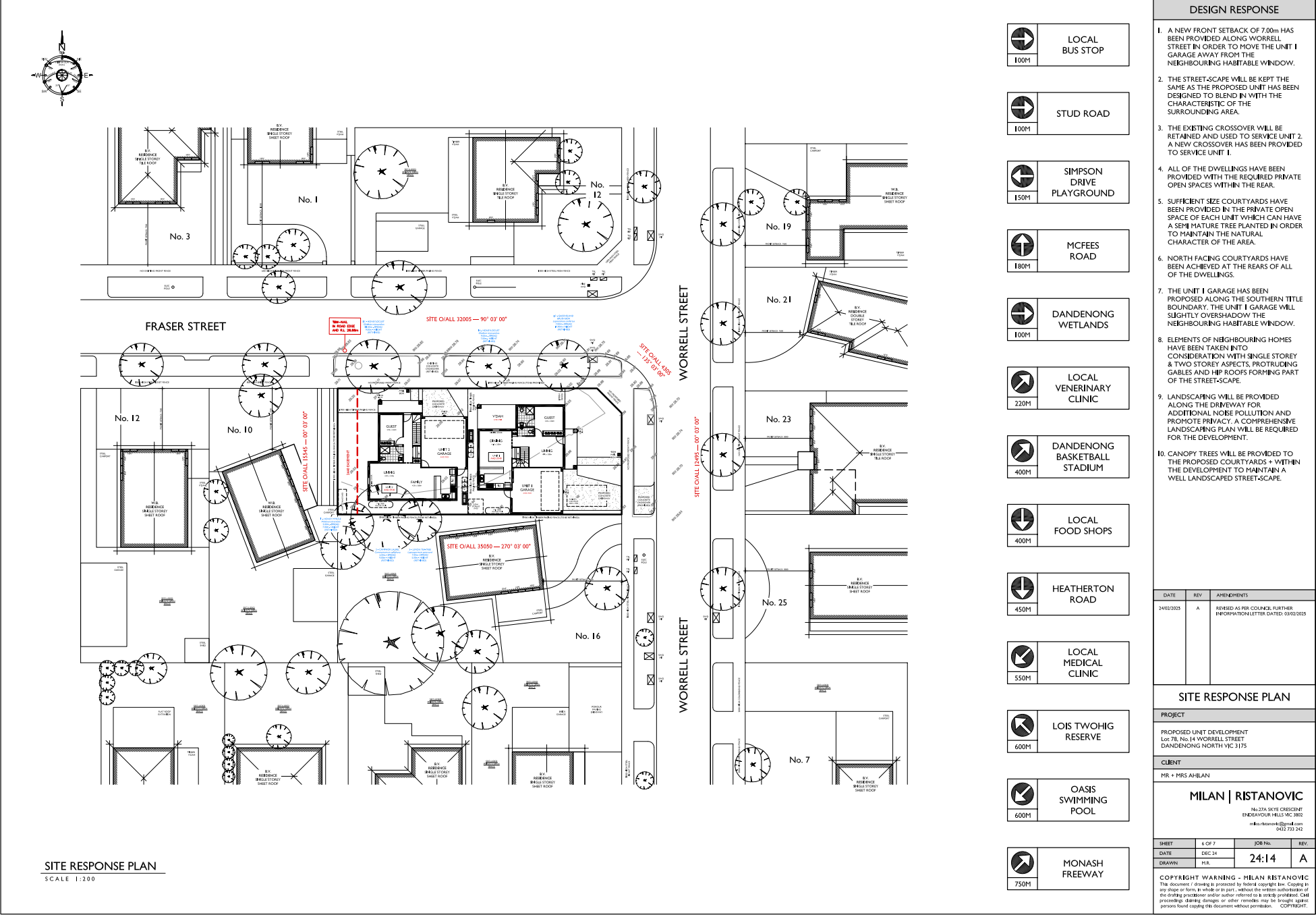
**NOTE**  
ALL GARDEN BEDS  
ADJOINING TURF OR  
GRAVEL TO BE  
PROVIDED WITH HARD  
GARDEN EDGING

NOTE  
ALL PROPOSED  
CANOPY TREES TO  
HAVE A MINIMUM  
HEIGHT OF 2.00m  
WHEN PLANTED

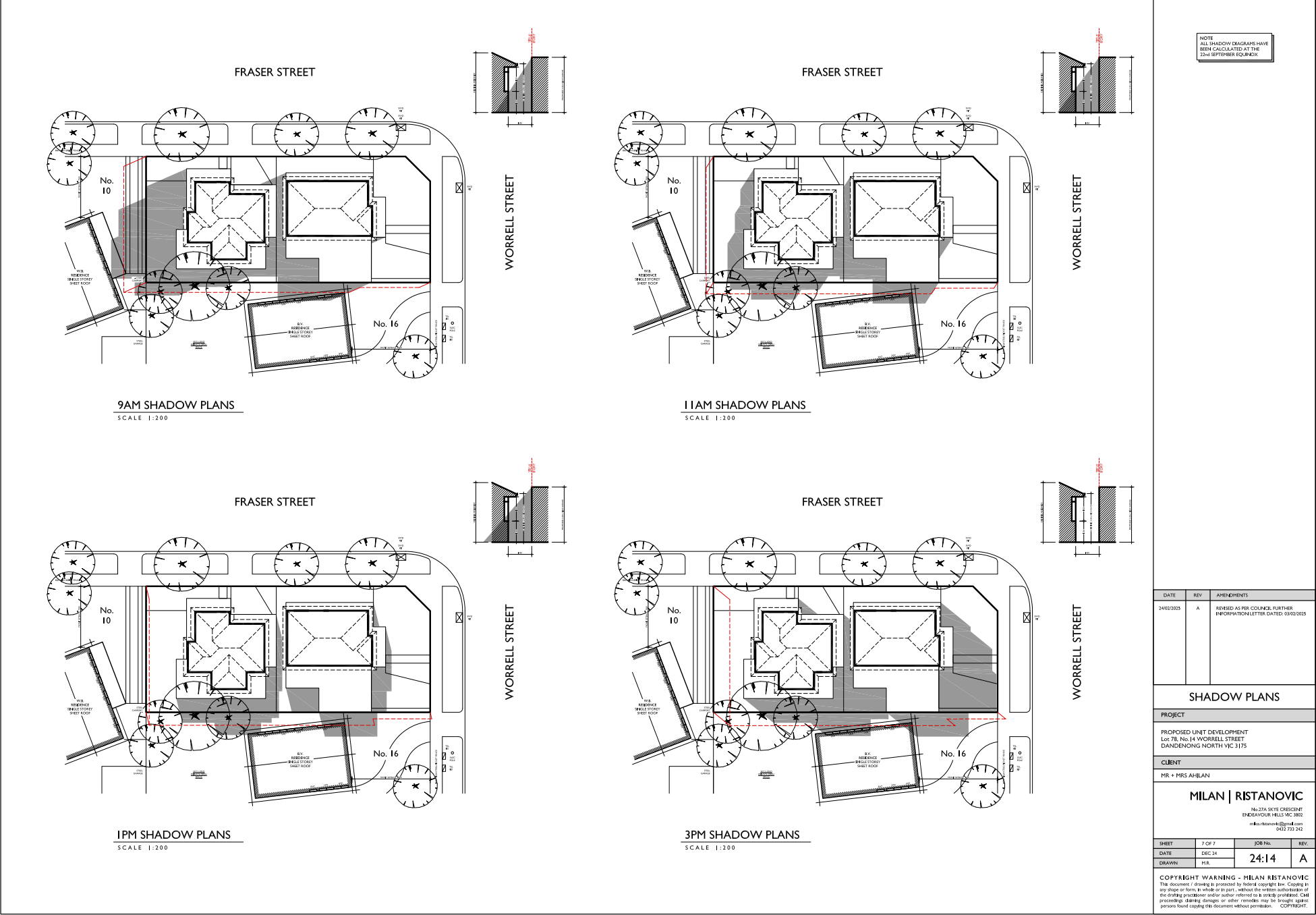
**IRRIGATION**  
IT IS ADVISED AN AUTOMATIC  
IRRIGATION SYSTEM IS INSTALLED  
NON-POTABLE WATER SUPPLY IS  
TO BE USED FOR IRRIGATION OF  
THE DEVELOPMENT.





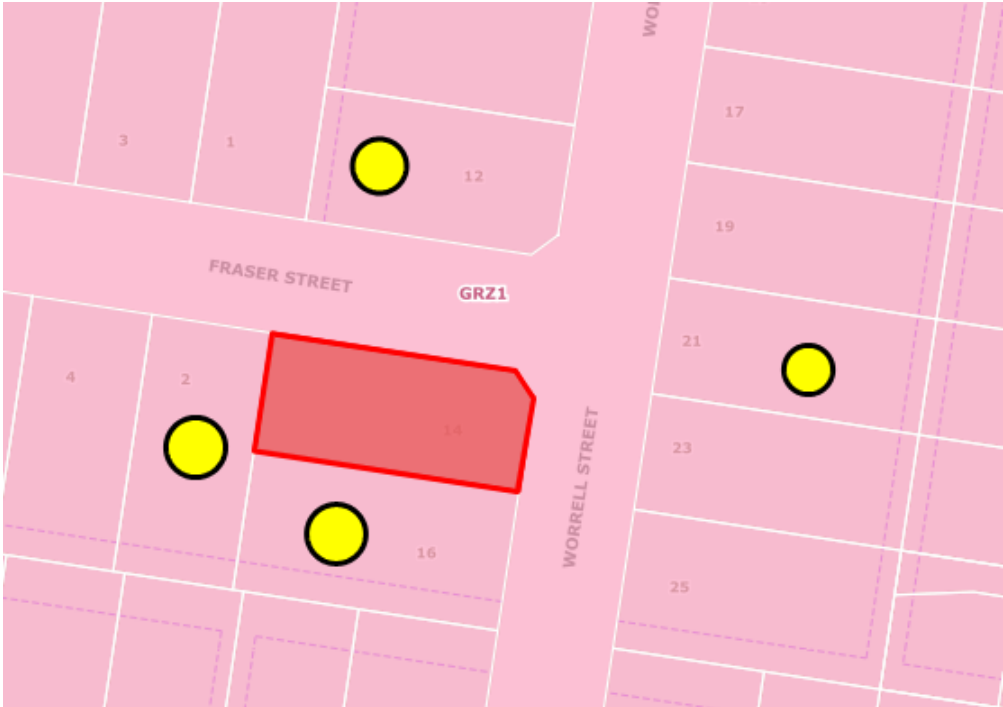








A total of four (4) objections were received to the application, of that;

- All four (4) are located within close proximity to the subject land as detailed below:



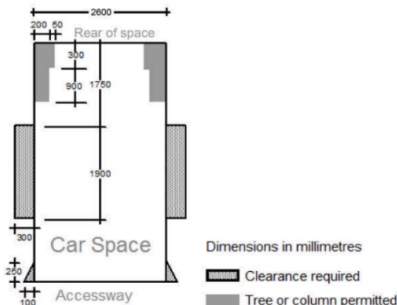
Legend	
Subject site	
Location of objectors	

## Clause 52.06-9 Design standards for car parking

Plans prepared in accordance with Clause 52.06-8 must meet the design standards of Clause 52.06-9, unless the responsible authority agrees otherwise.

Design standards 1, 3, 6 and 7 do not apply to an application to construct one dwelling on a lot.

Design Standards	Assessment	Requirement met/Requirement not met/NA
<b>Design standard 1 - Accessways</b>	Accessways must: <ul style="list-style-type: none"> <li>Be at least 3 metres wide.</li> </ul>	<b>✓ Standard met</b> The proposal retains an existing crossover and accessway to dwelling 2 with a minimum width of 3m and a new crossover to dwelling 1 with a minimum width of 3m
	<ul style="list-style-type: none"> <li>Have an internal radius of at least 4 metres at changes of direction or intersection or be at least 4.2 metres wide.</li> </ul>	<b>NA</b>
	<ul style="list-style-type: none"> <li>Allow vehicles parked in the last space of a dead-end accessway in public car parks to exit in a forward direction with one manoeuvre.</li> </ul>	<b>NA</b>
	<ul style="list-style-type: none"> <li>Provide at least 2.1 metres headroom beneath overhead obstructions, calculated for a vehicle with a wheel base of 2.8 metres.</li> </ul>	<b>✓ Standard met</b> Car parking spaces are clear of all obstructions
	<ul style="list-style-type: none"> <li>If the accessway serves four or more car spaces or connects to a road in a Road Zone, the accessway must be designed to that cars can exit the site in a forward direction.</li> </ul>	<b>NA</b> The accessways serves a total of two (2) car spaces each.
	<ul style="list-style-type: none"> <li>Provide a passing area at the entrance at least 5 metres wide and 7 metres long if the accessway serves ten or more car parking spaces and is either more than 50 metres long or connects to a road in Road Zone.</li> </ul>	<b>NA</b>
	<ul style="list-style-type: none"> <li>Have a corner splay or area at least 50 percent clear of visual obstructions extending at least 2 metres along the frontage road from the edge of an exit lane and 2.5 metres along the exit lane from the frontage, to provide a clear view of pedestrians on the footpath of the frontage road. The area clear of visual obstructions may include an adjacent entry or exit lane where more than one lane is provided, or adjacent landscaped areas, provided the landscaping in those areas is less than 900mm in height.</li> </ul>	<b>✓ Standard met</b> Landscaping and mailboxes located within the corner splays of the accessways are annotated at a maximum height of 0.9 metres.
	If an accessway to four or more car parking spaces is from land in a Road Zone, the access to the car spaces must be at least 6 metres from the road carriageway.	<b>NA</b> The accessway is not connected to a road in a Transport Road Zone 2 or 3.
	If entry to the car space is from a road, the width of the accessway may include the road.	<b>✓ Standard met</b>

<b>Design standard 2 – Car parking spaces</b>	Car parking spaces and accessways must have the minimum dimensions as outlined in Table 2.	✓ <b>Standard met</b>  Dwelling 1 is provided with a double car garage dimensioned 5.5 x 6m  Dwelling 2 is provided with a double car garage dimensioned 5.5 x 6m																																
	<b>Table 2: Minimum dimensions of car parking spaces and accessways</b>																																	
	<table><thead><tr><th>Angle of car parking spaces to access way</th><th>Accessway width</th><th>Car space width</th><th>Car space length</th></tr></thead><tbody><tr><td>Parallel</td><td>3.6 m</td><td>2.3 m</td><td>6.7 m</td></tr><tr><td>45°</td><td>3.5 m</td><td>2.6 m</td><td>4.9 m</td></tr><tr><td>60°</td><td>4.9 m</td><td>2.6 m</td><td>4.9 m</td></tr><tr><td>90°</td><td>6.4 m</td><td>2.6 m</td><td>4.9 m</td></tr><tr><td></td><td>5.8 m</td><td>2.8 m</td><td>4.9 m</td></tr><tr><td></td><td>5.2 m</td><td>3.0 m</td><td>4.9 m</td></tr><tr><td></td><td>4.8 m</td><td>3.2 m</td><td>4.9 m</td></tr></tbody></table>	Angle of car parking spaces to access way	Accessway width	Car space width	Car space length	Parallel	3.6 m	2.3 m	6.7 m	45°	3.5 m	2.6 m	4.9 m	60°	4.9 m	2.6 m	4.9 m	90°	6.4 m	2.6 m	4.9 m		5.8 m	2.8 m	4.9 m		5.2 m	3.0 m	4.9 m		4.8 m	3.2 m	4.9 m	
	Angle of car parking spaces to access way	Accessway width	Car space width	Car space length																														
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	5.2 m	3.0 m	4.9 m																															
	4.8 m	3.2 m	4.9 m																															
<p><i>Note to Table 2: Some dimensions in Table 2 vary from those shown in the Australian Standard AS2890.1-2004 (off street). The dimensions shown in Table 2 allocate more space to aisle widths and less to marked spaces to provide improved operation and access. The dimensions in Table 2 are to be used in preference to the Australian Standard AS2890.1-2004 (off street) except for disabled spaces which must achieve Australian Standard AS2890.6-2009 (disabled).</i></p>																																		
<p>A wall, fence, column, tree, tree guard or any other structure that abuts a car space must not encroach into the area marked ‘clearance required’ on Diagram 1, other than:</p> <ul style="list-style-type: none"><li>• A column, tree or tree guard, which may project into a space if it is within the area marked ‘tree or column permitted’ on Diagram 1.</li><li>• A structure, which may project into the space if it is at least 2.1 metres above the space.</li></ul> <p>Diagram 1 Clearance to car parking spaces</p> 	✓ <b>Standard met</b>																																	
Car spaces in garages or carports must be at least 6 metres long and 3.5 metres wide for a single space and 5.5 metres wide for a double space measured inside the garage or carport.	✓ <b>Standard met</b>																																	
Where parking spaces are provided in tandem (one space behind the other) an additional 500mm in length must be provided between each space.	<b>NA</b>  No tandem car spaces proposed.																																	
Where two or more car parking spaces are provided for a dwelling, at least one space must be under cover.	✓ <b>Standard met</b>  Two car parking spaces provided per dwelling with all car parking spaces being under cover.																																	

	Disabled car parking spaces must be designed in accordance with Australian Standard AS2890.6-2009 (disabled) and the Building Code of Australia. Disabled car parking spaces may encroach into an accessway width specified in Table 2 by 500mm.	<b>NA</b> No disabled car parking proposed.													
<b>Design standard 3: Gradients</b>	Accessway grades must not be steeper than 1:10 (10 per cent) within 5 metres of the frontage to ensure safety for pedestrians and vehicles. The design must have regard to the wheelbase of the vehicle being designed for; pedestrian and vehicular traffic volumes; the nature of the car park; and the slope and configuration of the vehicle crossover at the site frontage. This does not apply to accessways serving three dwellings or less.	<b>NA</b> The site is relatively flat in topography													
	Ramps (except within 5 metres of the frontage) must have the maximum grades as outlined in Table 3 and be designed for vehicles travelling in a forward direction.  <b>Table 3: Ramp gradients</b> <table><tr><th>Type of car park</th><th>Length of ramp</th><th>Maximum grade</th></tr><tr><td rowspan="2">Public car parks</td><td>20 metres or less</td><td>1:5 (20%)</td></tr><tr><td>longer than 20 metres</td><td>1:6 (16.7%)</td></tr><tr><td rowspan="2">Private or residential car parks</td><td>20 metres or less</td><td>1:4 (25%)</td></tr><tr><td>longer than 20 metres</td><td>1:5 (20%)</td></tr></table>	Type of car park	Length of ramp	Maximum grade	Public car parks	20 metres or less	1:5 (20%)	longer than 20 metres	1:6 (16.7%)	Private or residential car parks	20 metres or less	1:4 (25%)	longer than 20 metres	1:5 (20%)	<b>NA</b> No ramps are proposed.
	Type of car park	Length of ramp	Maximum grade												
	Public car parks	20 metres or less	1:5 (20%)												
		longer than 20 metres	1:6 (16.7%)												
Private or residential car parks	20 metres or less	1:4 (25%)													
	longer than 20 metres	1:5 (20%)													
Where the difference in grade between two sections of ramp or floor is greater than 1:8 (12.5 per cent) for a summit grade change, or greater than 1:6.7 (15 per cent) for a sag grade change, the ramp must include a transition section of at least 2 metres to prevent vehicles scraping or bottoming.	<b>NA</b>														
Plans must include an assessment of grade changes of greater than 1:5.6 (18 per cent) or less than 3 metres apart for clearances, to the satisfaction of the responsible authority.	<b>NA</b>														
<b>Design standard 4: Mechanical parking</b>	Mechanical parking may be used to meet the car parking requirement provided: <ul style="list-style-type: none"><li>At least 25 per cent of the mechanical car parking spaces can accommodate a vehicle clearance height of at least 1.8 metres.</li></ul>	<b>NA</b> No mechanical parking proposed.													
	<ul style="list-style-type: none"><li>Car parking spaces the require the operation of the system are not allowed to visitors unless used in a valet parking situation.</li></ul>	<b>NA</b>													
	<ul style="list-style-type: none"><li>The design and operation is to the satisfaction of the responsible authority.</li></ul>	<b>NA</b>													
<b>Design standard 5: Urban design</b>	Ground level car parking, garage doors and accessways must not visually dominate public space.	<b>✓ Standard met</b> The car spaces provided to the development are visually integrated into the design of the dwellings.													

	Car parking within buildings (including visible portions of partly submerged basements) must be screened or obscured where possible, including through the use of occupied tenancies, landscaping, architectural treatments and artworks.	<b>NA</b> No car parking is proposed within buildings.
	Design of car parks must take into account their use as entry points to the site.	✓ <b>Standard met</b>
	Design of new internal streets in developments must maximise on street parking opportunities.	<b>NA</b>
<b>Design standard 6: Safety</b>	Car parking must be well lit and clearly signed.	✓ <b>Standard met</b> The development is provided with high-mounted sensor lighting near the car spaces and entries of the dwellings.
	The design of car parks must maximise natural surveillance and pedestrian visibility from adjacent buildings.	✓ <b>Standard met</b>
	Pedestrian access to car parking areas from the street must be convenient.	✓ <b>Standard met</b> Pedestrian access to the car spaces on-site from the street are convenient.
	Pedestrian routes through car parking areas and building entries and other destination points must be clearly marked and separated from traffic in high activity parking areas.	<b>NA</b>
<b>Design standard 7: Landscaping</b>	The layout of car parking areas must provide for water sensitive urban design treatment and landscaping.	✓ <b>Standard met</b> Car parking areas have suitably considered landscaping along either sides of accessways
	Landscaping and trees must be planted to provide shade and shelter, soften the appearance of ground level car parking and aid in the clear identification of pedestrian paths.	✓ <b>Standard met</b>
	Ground level car parking spaces must include trees planted with flush grilles. Spacing of trees must be determined having regard to the expected size of the selected species at maturity.	✓ <b>Standard met</b>

### Clause 22.09-3.1 Design Principles for all residential developments

Title & Objective	Standard (Summarised)	Standard Met/Standard Not Met/NA
<b>Safety</b>	To encourage the provision of safer residential neighbourhoods, new development should enable passive surveillance through designs that:	
	Incorporate active frontages including ground floor habitable room windows.	<b>✓ Principle met</b> The development is provided with habitable room windows on the ground floor levels of the dwellings which incorporates an active frontage for the site.
	Maximise the number of habitable room windows on all levels of residential buildings that overlook the public realm, streets, laneways, internal access ways and car parking areas.	<b>✓ Principle met</b> The development is provided with habitable room windows on both ground and first floor levels that overlook the public realm, the streetscape and the internal accessway.
	Use semi-transparent fences to the street frontage.	<b>NA</b> No front fence proposed.
	Light communal spaces including main entrances and car parking areas with high mounted sensor-lights.	<b>✓ Principle met</b> The development is provided with high-mounted sensor lighting along the internal accessway, near the car parking facilities and entries to the dwellings.
	Ensure that all main entrances are visible and easily identifiable from the street.	<b>✓ Principle met</b> All main entrances to the dwellings are visible and easily identifiable from the streets.
	Locate non-habitable rooms such as bathrooms, away from entrances and street frontage.	<b>✓ Principle met</b> No non-habitable rooms are located within close proximity to the entries of the Dwellings or the street frontage.
<b>Landscaping</b>	Residential development should:	



	Provide substantial, high quality on-site landscaping, including screen planting and canopy trees along ground level front and side and rear boundaries.	<p>✓ <b>Principle met with conditions</b></p> <p>The development is provided with a landscaped character that is reflective of the existing and preferred neighbourhood character of the area.</p> <p>Landscaping is provided within the front setback, along the side and rear boundaries and along the vehicular accessway.</p> <p>Each private open space is provided with landscaping, including a minimum one (1) canopy tree to be planted with a minimum height of 1.5 metres.</p> <p>It is considered that the development has capacity to accommodate additional canopy trees and more robust planting suitable for the soil profile of the area. Therefore the proposed trees will be replaced via permit condition with five (5) new canopy trees with a minimum mature height of six to eight metres. Tree species will be required to be selected from the Greater Dandenong Landscape Plan Guidelines, May 2023. This will ensure that canopy coverage is maximised on site and would exceed the canopy coverage of the current shrubs on site.</p>
	Provide substantial, high quality landscaping along vehicular accessways.	<p>✓ <b>Principle met</b></p> <p>Low scale landscaping is provided along the vehicular accessway.</p>
	Include the planting of at least one substantial canopy tree to each front setback and ground level secluded private open space area.	<p>✓ <b>Principle met with conditions</b></p> <p>The front setback is provided with two (2) canopy trees. Each secluded private open space is provided with one (1) canopy tree.</p> <p>As above, the proposed trees will be replaced via permit condition with five (5) new canopy trees with a minimum mature height of six to eight metres. Tree species will be required to be selected from the Greater Dandenong Landscape Plan Guidelines, May 2023. This will ensure that canopy coverage is maximised on site and would exceed the canopy coverage of the current shrubs on site.</p>
	Planting trees that are common to and perform well in the area.	<p>✓ <b>Principle met</b></p>
	Avoid the removal of existing mature trees by incorporating their retention into the site design.	<p>✓ <b>Principle met</b></p> <p>The development is provided with new canopy tree planting.</p>

	Use landscaping to soften the appearance of the built form when viewed from the street and to respect the amenity of adjoining properties.	<b>✓ Principle met</b> Landscaping is provided along the front, side and rear boundaries of the development, to assist in softening the appearance of bulk and built form, when viewed from the street and adjoining lots.
	Ensure that landscaping also addresses the Safety Design Principles.	<b>✓ Principle met</b>
	Canopy trees should be planted in well proportioned setbacks/private open space that are sufficient to accommodate their future growth to maturity.	<b>✓ Principle met</b> The positioning of the canopy trees within the secluded private open space allows for the future growth to maturity of the trees.
	Landscaping should minimise the impact of increased storm water runoff through water sensitive urban design and reduced impervious surfaces.	<b>✓ Principle met</b>
	Landscaping should be sustainable, drought tolerant, and include indigenous species and be supported through the provision of rainwater tanks.	<b>✓ Principle met</b> Each dwelling is provided with a minimum 3,000 litre rainwater tank within the secluded private open spaces.
Car parking	The existing level of on-street car parking should be maintained by avoiding second crossovers on allotments with frontage widths less than 17 metres.	<b>✓ Principle met</b> The proposal retains the existing crossover along the northern frontage of the side to accommodate dwelling 2  Additionally, a new crossover is proposed along the eastern side to accommodate dwelling 1. At least one on-street car parking along Worrell Street is retained.  One crossover and accessway per frontage is suitable as no impacts are caused to on street parking or street trees.
	On-site car parking should be: <ul style="list-style-type: none"> <li>• Well integrated into the design of the building,</li> <li>• Generally hidden from view or appropriately screened where necessary,</li> <li>• Located to the side or rear of the site so as to not dominate the streetscape and to maximise soft landscaping opportunities at ground level.</li> </ul>	<b>✓ Principle met</b> The on-site car parking facilities provided to the development are visually integrated into the design of the dwellings, hidden from view from the street and do not dominate the streetscape.

	Where car parking is located within the front setback it should be: <ul style="list-style-type: none"> <li>Fully located within the site boundary; and</li> <li>Capable of fully accommodating a vehicle between a garage or carport and the site boundary.</li> </ul>	<b>NA</b> No car parking is proposed within the front setback.
	Developments with basement car parking should consider flooding concerns where applicable.	<b>NA</b> No basement parking proposed.
Setbacks, front boundary and width	Residential developments should:	
	Provide a front setback with fence design and height in keeping with the predominant street pattern.	<b>NA</b> No front fence proposed.
	Maintain the apparent frontage width pattern.	✓ <b>Principle met</b>
	Provide appropriate side setbacks between buildings to enable screen planting where required, and at least one generous side setback to enable the retention of trees and/or the planting and future growth of trees to maturity.	✓ <b>Principle met</b> The side and rear setbacks provided to the development allow for landscaping along the boundaries and within the secluded private open spaces. The setbacks also allow for the planting and growth to maturity of canopy trees.
	Provide open or low scale front fences to allow a visual connection between landscaping in front gardens and street tree planting.	<b>NA</b> No front fence proposed.
Private open space	All residential developments should provide good quality, useable private open space for each dwelling directly accessible from the main living area.	✓ <b>Principle met</b> Each private open space is directly accessible via the main ground floor living spaces.
	Ground level private open space areas should be able to accommodate boundary landscaping, domestic services and outdoor furniture so as to maximise the useability of the space.	✓ <b>Principle met</b> The areas provided to the secluded private open spaces allow for boundary landscaping, domestic services and outdoor furniture.
	Private open space should be positioned to maximise solar access.	✓ <b>Principle met</b> Each secluded private open space is positioned to the north of the site.

	Upper floor levels of the same dwelling should avoid encroaching secluded private open space areas to ensure the solar access, useability and amenity of the space is not adversely affected.	<b>✓ Principle met</b> No cantilevering of the upper floor levels over the secluded private open spaces is proposed.
	Upper level dwellings should avoid encroaching the secluded private open space of a separate lower level dwelling so as to ensure good solar access and amenity for the lower level dwelling.	<b>NA</b> Proposal is not an apartment development.
Bulk & Built Form	All residential developments should respect the dominant façade pattern of the streetscape by: <ul style="list-style-type: none"> <li>Using similarly proportioned roof forms, windows, doors, and verandahs, and</li> <li>Maintaining the proportion of wall space to windows and door openings.</li> </ul>	<b>✓ Principle met</b> The design of the buildings is in keeping with the rhythm of the street, by providing each dwelling with hipped roof forms, façade articulation and visual interest via a mix of materials and finishes on both levels.  Windows and doors facing the street are similar in scale and proportions and respect the existing and preferred neighbourhood character of the area.
	Balconies should be designed to reduce the need for screening from adjoining dwellings and properties.	<b>NA</b> No balconies proposed.
	The development of new dwellings to the rear of existing retained dwellings is discouraged where: <ul style="list-style-type: none"> <li>The siting of the retained dwelling would not enable an acceptable future site layout for either the proposed or future dwelling; or</li> <li>The retention of the existing dwelling detracts from the identified future character.</li> </ul>	<b>NA</b> The proposal does not retain the existing single storey dwelling.
	On sites adjacent to identified heritage buildings, infill development should respect the adjoining heritage by: <ul style="list-style-type: none"> <li>Not exceeding the height of the neighbouring significant building;</li> <li>Minimising the visibility of higher sections of the new building; and</li> <li>Setting higher sections back at least the depth of one room from the frontage.</li> </ul>	<b>NA</b> The site is not adjoining identified heritage buildings.
Site Design	Residential development should:	

	Preserve the amenity of adjoining dwellings through responsive site design that considers the privacy, solar access and outlook of adjoining properties.	<p>✓ <b>Principle met</b></p> <p>The development considers to the amenity of the adjoining dwellings, by providing compliant first floor side and rear setbacks, and screening of habitable room windows that face existing sensitive interfaces.</p> <p>As demonstrated in the Clause 55 assessments, the proposal complies with Standard B21 and Standard B22 Overshadowing and Overlooking objectives.</p>
	Maximise thermal performance and energy efficiency of the built form by addressing orientation, passive design and fabric performance	<p>✓ <b>Principle met</b></p> <p>Each dwelling is provided with habitable room windows on both ground and first floor levels, that will receive solar access during the day.</p> <p>Each private open space is positioned to the north of the site for maximised sunlight to these spaces during the day.</p>
	Ensure that building height, massing articulation responds sensitively to existing residential interfaces, site circumstances, setbacks and streetscape and reduces the need for screening.	<p>✓ <b>Principle met</b></p> <p>The majority of bulk and built form of the development is proposed within the front and centre of the site.</p> <p>The upper levels of each dwelling are separated to assist in the break-up of built form.</p> <p>The ground and first floor setbacks provided do not require excessive screening to preserve the amenity of the adjoining lots.</p>
	Provide sufficient setbacks (including the location of basements) to ensure the retention of existing trees and to accommodate the future growth of new trees.	<p>✓ <b>Principle met</b></p> <p>The ground floor setbacks provided to the development allow for the planting of new canopy trees.</p>
	Provide suitable storage provisions for the management of operational waste	<p>✓ <b>Principle met</b></p> <p>The development is provided with storage provisions for operational waste.</p>
	Appropriately located suitable facilities to encourage public transport use, cycling and walking.	<p>✓ <b>Principle met</b></p>
Materials & Finishes	Residential development should:	
	Use quality, durable building materials and finishes that are designed for residential purposes.	<p>✓ <b>Principle met</b></p> <p>The materials and finishes selected are suitable for residential development.</p>

	Avoid the use of commercial or industrial style building materials and finishes.	✓ <b>Principle met</b> As above.
	Avoid using materials such as rendered cement sheeting, unarticulated surfaces, and excessive repetitive use of materials.	✓ <b>Principle met</b> A variation in material and finishes on both ground and first floor levels create visual interest and avoids blank walls and repetition.
	Use a consistent simple palette of materials, colours, finishes and architectural detailing.	✓ <b>Principle met</b>
	Maximise the ongoing affordability and sustainability of residential developments through the selection of low maintenance, resource and energy efficient materials and finishes that can be reasonably expected to endure for the life of the building.	✓ <b>Principle met</b>
Domestic services normal to a dwelling and Building services	In order to minimise the impact of domestic and building services on the streetscape, adjacent properties, public realm and amenity of future residents, new residential development should:	
	Ensure that all domestic and building services are visually integrated into the design of the building and appropriately positioned or screened so as to not be seen from the street or adjoining properties.	✓ <b>Principle met</b> The domestic and building services provided to the development are visually integrated into the design of the dwellings, and do not require excessive screening.
	Be designed to avoid the location of domestic and building services: <ul style="list-style-type: none"> <li>• Within secluded private open space areas, including balconies; and</li> <li>• Where they may have noise impacts on adjoining habitable rooms and secluded private open space areas.</li> </ul>	✓ <b>Principle met</b>
Internal Amenity	Residential development should:	
	Ensure that dwelling layouts have connectivity between the main living area and private open space.	✓ <b>Principle met</b> Each secluded private open space is directly accessible via the main ground floor living spaces.
	Be designed to avoid reliance on borrowed light to habitable rooms.	✓ <b>Principle met</b>

	Ensure that balconies and habitable room windows are designed and located to reduce the need for excessive screening.	<b>✓ Principle met</b> The habitable room windows provided to the development are designed and located on-site to avoid the need for excessive screening.
	Ensure that dwellings without ground level main living areas meet the Standards of Clauses 55.03-5, 55.04-1, 6 & 7, 55.05-3, 4 & 5.	<b>NA</b> All dwellings are provided with ground level main living areas.



### Clause 22.09-3.3 Design principles for Incremental Change Areas – General Residential Zone (GRZ)

Title & Objective	Standard (Summarised)	Standard Met/Standard Not Met/NA
<b>Preferred housing type</b>	The preferred housing type for the Incremental Change Area is medium density.	<p>✓ <b>Principle met</b></p> <p>The design response reflects the preferred housing typology of medium density residential development.</p>
<b>Building Height</b>	The preferred maximum building height for land within the GRZ1 and GRZ2 is up to 2 storeys, including ground level.	<p>✓ <b>Principle met</b></p> <p>A maximum 2 storeys are proposed for the development.</p>
<b>Landscaping</b>	Residential development should use landscaping to create a landscaped character, particularly canopy trees in front and rear gardens; and to protect the outlook of adjoining properties	<p>✓ <b>Principle met</b></p> <p>The development is provided with landscaped character that is reflective of the existing and preferred neighbourhood character of the area.</p> <p>Landscaping is provided with the front setback, as well as along the side and rear boundaries and along the vehicular accessway.</p> <p>The front setback and secluded private open spaces are provided with a minimum one (1) canopy tree.</p>
<b>Setbacks, front boundary and width</b>	Parking, paving and car access within the front boundary setback should be limited in order to maximise the opportunity for soft landscaping and prevent the over dominance of carports and garages in the street.	<p>✓ <b>Principle met</b></p> <p>Landscaping within the front setback is maximised, with at least 70% of the setback accommodating soft landscaping and the planting of two (2) canopy trees.</p> <p>Limited hard surfaces and paving are proposed within the front setback.</p>

<b>Private open space</b>	Residential development should provide secluded private open space at the side or rear of each dwelling to avoid the need for excessive screening or high front fencing.	<b>✓ Principle met</b> The secluded private open spaces provided to the development are positioned to the rear and side of the dwellings, and do not require excessive screening or high front fencing.
<b>Bulk &amp; Built Form</b>	Residential development should:	
	Ensure that the built form respects the scale of existing prevailing built form character and responds to site circumstances and streetscape;	<b>✓ Principle met</b> The proposed built form respects the scale of the prevailing built form and neighbourhood character of the area.  The nearby McFees Road and McKay Court contain examples of multi-unit double storey development that are similar in scale, siting and design to the proposed development at the subject site.
	Provide separation between dwellings at the upper level;	<b>✓ Principle met</b> The development is provided with separation at the upper floor levels.  A minimum distance of 2.65 metres between Dwellings 1 and 2 is proposed.
	Retain spines of open space at the rear of properties to maximise landscaping opportunities and protect private secluded open space;	<b>✓ Principle met</b> A rear spine of open space has been retained.
	Position more intense and higher elements of built form towards the front and centre of a site, transitioning to single storey elements to the rear of the lot.	<b>✓ Principle met</b> More intense double storey elements are located to the front and centre of the site.

	<p>The rearmost dwelling on a lot should be single storey to ensure the identified future character of the area and the amenity of adjoining properties is respected by maximising landscaping opportunities and protecting adjoining private secluded open space.</p> <p>Two storey dwellings to the rear of a lot may be considered where:</p> <ul style="list-style-type: none"> <li>• The visual impact of the building bulk does not adversely affect the identified future character of the area;</li> <li>• Overlooking and/or overshadowing does not adversely affect the amenity of neighbouring properties;</li> <li>• The building bulk does not adversely affect the planting and future growth of canopy trees to maturity;</li> <li>• Sufficient side and rear boundary landscaping can be provided to screen adjoining properties;</li> <li>• Upper storey components are well recessed from adjoining sensitive interfaces.</li> </ul>	<p>✓ <b>Principle met</b></p> <p>The proposal includes two double storey dwellings, therefore has not provided a single storey dwelling to the rear of the land.</p> <p>However, it is considered that the principle is met.</p> <p>Considering the suitability of a double storey design to the rear of the land, the following is noted:</p> <ul style="list-style-type: none"> <li>▪ The visual impact is compatible to the immediate character with a double storey dwelling with a similar built form response directly to the east of the land.</li> <li>▪ There are no overlooking or overshadowing impacts caused by the development to neighbouring sites.</li> <li>▪ Substantial landscaping opportunities have been provided along the front site and rear boundaries, including the new planting of canopy trees to enhance the existing landscape to the land and correspond with existing character.</li> <li>▪ Upper storey components are suitably setback from the side boundaries and recessed from the adjoining neighbouring sites.</li> </ul>
	<p>Residential development should be well articulated through the use of contrast, texture, variation in forms, materials and colours.</p>	<p>✓ <b>Principle met</b></p> <p>Variations in colours and materials are proposed with articulation across the development to break up the built form and enhance visual interest.</p>

*Note: Other requirements also apply. These can be found at the schedule to the applicable zone.*



**Clause 55.02-1 Neighbourhood character objectives**

Title & Objective	Standard (Summarised)	Standard Met/Standard Not Met/NA
<b>Standard B1</b>	The design response must be appropriate to the neighbourhood and the site.	<b>✓ Standard met</b>  The design response is appropriate to the existing site circumstances and the surrounding neighbourhood, located within Schedule 1 of the General Residential Zone.
	The proposed design response must respect the existing or preferred neighbourhood character and respond to the features of the site.	<b>✓ Standard met</b>  The design response respects the existing and preferred neighbourhood character of the area, and the features of the site.  As demonstrated in the Clause 22.09 assessment provided, the design response reflects the design principles as required within Clause 22.09-3.1 and Clause 22.09-3.3.
<b>Decision Guidelines</b>	Any relevant neighbourhood character objective, policy or statement set out in this scheme.	
	The neighbourhood and site description.	
	The design response.	
<b>Objectives</b>	To ensure that the design respects the existing neighbourhood character or contributes to a preferred neighbourhood character.	
	To ensure that development responds to the features of the site and the surrounding area.	

**Clause 55.02-2 Residential policy objectives**

Title & Objective	Standard (Summarised)	Standard Met/Standard Not Met/NA
<b>Standard B2</b>	An application must be accompanied by a written statement to the satisfaction of the responsible authority that describes how the development is consistent with any relevant policy for housing in the PPF and the LPPF, including the MSS and local planning policies.	<b>✓ Standard met</b>  A written assessment of the proposal against the standards of Clause 55 Two or more dwellings on a lot and residential buildings, Clause 22.09 Residential Development and Neighbourhood Character Policy and Clause 52.06 Car Parking has been provided alongside the application, to the satisfaction of the Responsible Authority.
<b>Decision Guidelines</b>	The PPF and the LPPF including the MSS and local planning policies.	
	The design response.	
<b>Objectives</b>	To ensure that residential development is provided in accordance with any policy for housing in the PPF and the LPPF, including the MSS and local planning policies.	
	To support medium densities in areas where development can take advantage of public and community infrastructure and services.	

**Clause 55.02-3 Dwelling diversity objective**

Title & Objective	Standard (Summarised)	Standard Met/Standard Not Met/NA
<b>Standard B3</b>	<p>Developments of ten or more dwellings should provide a range of dwelling sizes and types, including:</p> <ul style="list-style-type: none"> <li>• Dwellings with a different number of bedrooms.</li> <li>• At least one dwelling that contains a kitchen, bath or shower, and a toilet and wash basin at ground floor level.</li> </ul>	<p><b>NA</b></p> <p>The development is for two (2) dwellings on a lot.</p>
<b>Objective</b>	To encourage a range of dwellings sizes and types in developments of ten or more dwellings.	

**Clause 55.02-4 Infrastructure objectives**

Title & Objective	Standard (Summarised)	Standard Met/Standard Not Met/NA
<b>Standard B4</b>	Development should be connected to reticulated services, including reticulated sewerage, drainage, electricity and gas, if available.	<p>✓ <b>Standard met</b></p> <p>The development will be connected to the reticulated services.</p>
	Development should not unreasonably exceed the capacity of utility services and infrastructure, including reticulated services and roads.	<p>✓ <b>Standard met</b></p> <p>The development for two (2) dwellings will not unreasonably exceed the capacity of utility services and infrastructure.</p>



	In areas where utility services or infrastructure have little or no spare capacity, developments should provide for the upgrading of or mitigation of the impact on services or infrastructure.	<b>NA</b> The site is within an established residential area.
<b>Decision Guidelines</b>	The capacity of the existing infrastructure.	
	In the absence of reticulated sewerage, the capacity of the development to treat and retain all wastewater in accordance with the SEPP (Waters of Victoria) under the EPA 1970.	
	If the drainage system has little or no spare capacity, the capacity of the development to provide for stormwater drainage mitigation or upgrading of the local drainage system.	
<b>Objectives</b>	To ensure development is provided with appropriate utility services and infrastructure.	
	To ensure development does not unreasonably overload the capacity of utility services and infrastructure.	

### Clause 55.02-5 Integration with the street objective

Title & Objective	Standard (Summarised)	Standard Met/Standard Not Met/NA
<b>Standard B5</b>	Developments should provide adequate vehicle and pedestrian links that maintain or enhance local accessibility.	<b>✓ Standard met</b> The development provides adequate vehicle and pedestrian links to maintain and enhance local accessibility.

	Developments should be oriented to front existing and proposed streets.	<b>✓ Standard met</b>  Unit 1 orientated towards Worrell Street and Unit 2 towards Fraser Street
	High fencing in front of dwellings should be avoided if practicable.	<b>NA</b>  No front fencing proposed.
	Development next to existing public open space should be laid out to complement the open space.	<b>NA</b>  The site does not adjoin existing public open space.
<b>Decision Guidelines</b>	Any relevant urban design objective, policy or statement set out in this scheme.	
	The design response.	
<b>Objective</b>	To integrate the layout of development with the street.	

### Clause 55.03-1 Street setback objective

Title & Objective	Standard (Summarised)	Standard Met/Standard Not Met/NA
<b>Standard B6</b>	Walls of buildings should be set back from streets: <ul style="list-style-type: none"> <li>At least the distance specified in a schedule to the zone, or</li> <li>If no distance is specified in a schedule to the zone, the distance specified in Table B1.</li> </ul> Porches, pergolas, and verandahs that are less than 3.6 metres high and eaves may encroach not more than 2.5 metres into the setbacks of this standard  <u><b>GRZ 1 &amp; 2: 7.5 metres or as per Table B1, whichever is the lesser.</b></u>	<b>✗ Standard not met</b>  Required Worrell Street setback: minimum 7.5m Proposed: 7m – 0.5m variation is required  Required Fraser Street setback: minimum 3m Proposed: 3m – Complies

	<p><b>Table B1 Street setback</b></p> <table> <tr> <th>Development context</th><th>Minimum setback from front street (metres)</th><th>Minimum setback from a side street (metres)</th></tr> <tr> <td>There is an existing building on both the abutting allotments facing the same street, and the site is not on a corner.</td><td>The average distance of the setbacks of the front walls of the existing buildings on the abutting allotments facing the front street or 9 metres, whichever is the lesser.</td><td>Not applicable</td></tr> <tr> <td>There is an existing building on one abutting allotment facing the same street and no existing building on the other abutting allotment facing the same street, and the site is not on a corner.</td><td>The same distance as the setback of the front wall of the existing building on the abutting allotment facing the front street or 9 metres, whichever is the lesser.</td><td>Not applicable</td></tr> <tr> <td>There is no existing building on either of the abutting allotments facing the same street, and the site is not on a corner.</td><td>6 metres for streets in a Transport Zone 2 and 4 metres for other streets.</td><td>Not applicable</td></tr> <tr> <td>The site is on a corner.</td><td> <p>If there is a building on the abutting allotment facing the front street, the same distance as the setback of the front wall of the existing building on the abutting allotment facing the front street or 9 metres, whichever is the lesser.</p> <p>If there is no building on the abutting allotment facing the front street, 6 metres for streets in a Transport Zone 2 and 4 metres for other streets.</p> </td><td> <p>Front walls of new development fronting the side street of a corner site should be setback at least the same distance as the setback of the front wall of any existing building on the abutting allotment facing the side street or 3 metres, whichever is the lesser.</p> <p>Side walls of new development on a corner site should be setback the same distance as the setback of the front wall of any existing building on the abutting allotment facing the side street or 2 metres, whichever is the lesser.</p> </td></tr> </table>	Development context	Minimum setback from front street (metres)	Minimum setback from a side street (metres)	There is an existing building on both the abutting allotments facing the same street, and the site is not on a corner.	The average distance of the setbacks of the front walls of the existing buildings on the abutting allotments facing the front street or 9 metres, whichever is the lesser.	Not applicable	There is an existing building on one abutting allotment facing the same street and no existing building on the other abutting allotment facing the same street, and the site is not on a corner.	The same distance as the setback of the front wall of the existing building on the abutting allotment facing the front street or 9 metres, whichever is the lesser.	Not applicable	There is no existing building on either of the abutting allotments facing the same street, and the site is not on a corner.	6 metres for streets in a Transport Zone 2 and 4 metres for other streets.	Not applicable	The site is on a corner.	<p>If there is a building on the abutting allotment facing the front street, the same distance as the setback of the front wall of the existing building on the abutting allotment facing the front street or 9 metres, whichever is the lesser.</p> <p>If there is no building on the abutting allotment facing the front street, 6 metres for streets in a Transport Zone 2 and 4 metres for other streets.</p>	<p>Front walls of new development fronting the side street of a corner site should be setback at least the same distance as the setback of the front wall of any existing building on the abutting allotment facing the side street or 3 metres, whichever is the lesser.</p> <p>Side walls of new development on a corner site should be setback the same distance as the setback of the front wall of any existing building on the abutting allotment facing the side street or 2 metres, whichever is the lesser.</p>	<p>This variation is suitable in this instance for the following reasons:</p> <ul style="list-style-type: none"> <li>The surrounding street setbacks to existing dwellings along Worrell are inconsistent with varying distances from 3 metres to 12 metres, therefore the proposed 7m is correspondent with this character.</li> <li>Following Amendment VC267, the minimum street setback requirement has been amended to be 6m. If this application were to be lodged today, the proposed street setback would be in excess of the minimum requirement and meet the revised standard.</li> </ul>
Development context	Minimum setback from front street (metres)	Minimum setback from a side street (metres)															
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There is no existing building on either of the abutting allotments facing the same street, and the site is not on a corner.	6 metres for streets in a Transport Zone 2 and 4 metres for other streets.	Not applicable															
The site is on a corner.	<p>If there is a building on the abutting allotment facing the front street, the same distance as the setback of the front wall of the existing building on the abutting allotment facing the front street or 9 metres, whichever is the lesser.</p> <p>If there is no building on the abutting allotment facing the front street, 6 metres for streets in a Transport Zone 2 and 4 metres for other streets.</p>	<p>Front walls of new development fronting the side street of a corner site should be setback at least the same distance as the setback of the front wall of any existing building on the abutting allotment facing the side street or 3 metres, whichever is the lesser.</p> <p>Side walls of new development on a corner site should be setback the same distance as the setback of the front wall of any existing building on the abutting allotment facing the side street or 2 metres, whichever is the lesser.</p>															
<b>Decision Guidelines</b>	<p>Any relevant neighbourhood character objective, policy or statement set out in this scheme.</p> <p>The design response.</p> <p>Whether a different setback would be more appropriate taking into account the prevailing setbacks of existing buildings on nearby lots.</p> <p>The visual impact of the building when viewed from the street and from adjoining properties.</p> <p>The value of retaining vegetation within the front setback.</p>																
<b>Objective</b>	To ensure that the setbacks of buildings from a street respect the existing or preferred neighbourhood character and make efficient use of the site.	✓ <b>Objective met</b>															

		<p>This variation of this standard is suitable in this instance for the following reasons:</p> <ul style="list-style-type: none"> <li>• The surrounding street setbacks to existing dwellings along Worrell are inconsistent with varying distances from 3 metres to 12 metres, therefore the proposed 7m is correspondent with this character.</li> <li>• Following Amendment VC267, the minimum street setback requirement has been amended to be 6m. If this application were to be lodged today, the proposed street setback would be in excess of the minimum requirement and meet the revised standard.</li> </ul> <p>The proposed setbacks of buildings are respectful and respondent to the existing and preferred character to the corner site.</p>
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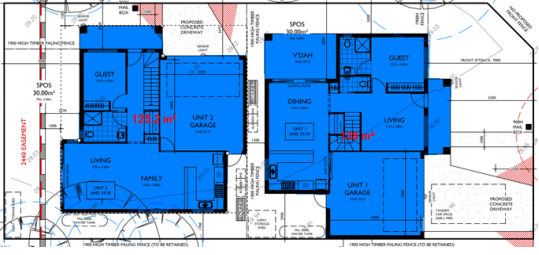
### Clause 55.03-2 Building height objective

Title & Objective	Standard (Summarised)	Standard Met/Standard Not Met/NA
<b>Standard B7</b>	<p>The maximum building height should not exceed the maximum height specified in the zone, schedule to the zone or an overlay that applies to the land.</p> <p><b><u>GRZ:</u> 11 metres / 3 storeys <u>mandatory maximum</u> (refer Clause 32.08-9)</b></p>	<p>✓ <b>Standard met</b></p> <p>A maximum height of 7.89 metres is provided. No more than two (2) storeys is proposed for the development.</p> <p>Therefore, the proposal complies with Schedule 1 of the General Residential Zone.</p>

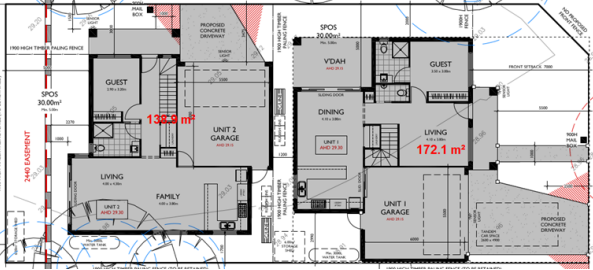
	If no maximum height is specified in the zone, schedule to the zone or an overlay, the maximum building height should not exceed 9 metres, unless the slope of the natural ground level at any cross section wider than 8 metres of the site of the building is 2.5 degrees or more, in which case the maximum building height should not exceed 10 metres.	<b>NA</b> Site is within Schedule 1 of the General Residential Zone.
<b>Decision Guidelines</b>	Any relevant neighbourhood character objective, policy or statement set out in this scheme.	
	Any maximum building height specified in the zone, a schedule to the zone or an overlay applying to the land.	
	The design response.	
	The effect of the slope of the site on the height of the building.	
	The relationship between the proposed building height and the height of existing adjacent buildings.	
	The visual impact of the building when viewed from the street and from adjoining properties.	
<b>Objective</b>	To ensure that the height of buildings respects the existing or preferred neighbourhood character	

### Clause 55.03-3 Site coverage objective

Title & Objective	Standard (Summarised)	Standard Met/Standard Not Met/NA
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<b>Standard B8</b>	<p>The site area covered by buildings should not exceed:</p> <ul style="list-style-type: none"> <li>• The maximum site coverage specified in a schedule to the zone, or</li> <li>• If no maximum site coverage is specified in a schedule to the zone, 60 per cent.</li> </ul> <p><b><u>GRZ1: 60% (none specified)</u></b></p>	<p>✓ <b>Standard met</b></p> <p>Site area: 540.22sqm</p> <p>Site coverage: 263.2sqm or 48.7% - Complies</p> 
<b>Decision Guidelines</b>	<p>Any relevant neighbourhood character objective, policy or statement set out in this scheme.</p> <p>The design response.</p> <p>The existing site coverage and any constraints imposed by existing development or the features of the site.</p> <p>The site coverage of adjacent properties</p> <p>The effect of the visual bulk of the building and whether this is acceptable in the neighbourhood.</p>	
<b>Objective</b>	<p>To ensure that the site coverage respects the existing or preferred neighbourhood character and responds to the features of the site.</p>	

### Clause 55.03-4 Permeability and stormwater management objectives

Title & Objective	Standard (Summarised)	Standard Met/Standard Not Met/NA
<b>Standard B9</b>	<p>The site area covered by the pervious surfaces should be at least:</p> <ul style="list-style-type: none"> <li>• The minimum areas specified in a schedule to the zone, or</li> <li>• If no minimum is specified in a schedule to the zone, 20 per cent of the site.</li> </ul> <p><b><u>GRZ1: 30%</u></b></p> <p>The stormwater management system should be designed to:</p> <ul style="list-style-type: none"> <li>• Meet the current best practice performance objectives for stormwater quality as contained in the Urban Stormwater - Best Practice Environmental Management Guidelines (Victorian Stormwater Committee, 1999).</li> <li>• Contribute to cooling, improving local habitat and providing attractive and enjoyable spaces.</li> </ul>	<p>✓ <b>Standard met</b></p> <p>Site area: 540.22sqm</p> <p>Proposed non-permeable: 311 sqm = 57.57%</p> <p>Proposed permeable = 42.43% - Complies</p> 
	The design response.	



<b>Decision Guidelines</b>	The capacity of the site to incorporate stormwater retention and reuse.	
	The existing site coverage and any constraints imposed by existing development.	
	The capacity of the drainage network to accommodate additional stormwater.	
	The capacity of the site to absorb run-off.	
	The practicality of achieving the minimum site coverage of pervious surfaces, particularly on lots of less than 300 square metres.	
	Whether the owner has entered into an agreement to contribute to off-site stormwater management in lieu of providing an on-site stormwater management system.	
<b>Objectives</b>	To reduce the impact of increased stormwater run-off on the drainage system.	
	To facilitate on-site stormwater infiltration.	
	To encourage stormwater management that maximises the retention and reuse of stormwater	

### Clause 55.03-5 Energy efficiency objectives

Title & Objective	Standard (Summarised)	Standard Met/Standard Not Met/NA
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<b>Standard B10</b>	<p>Buildings should be:</p> <ul style="list-style-type: none"> <li>• Oriented to make appropriate use of solar energy.</li> <li>• Sited and designed to ensure that the energy efficiency of existing dwellings on adjoining lots is not unreasonably reduced.</li> <li>• Sited and designed to ensure that the performance of existing rooftop solar energy systems on dwellings on adjoining lots in a General Residential Zone, Neighbourhood Residential Zone or Township Zone are not unreasonably reduced. The existing rooftop solar energy system must exist at the date the application is lodged.</li> </ul>	<p>✓ <b>Standard met</b></p> <p>The design response makes appropriate use of solar energy and ensures that the proposal will not adversely impact the solar access of the adjoining dwellings.</p> <p>The proposal complies with Standard B21 overshadowing objective, as demonstrated in the relevant section below.</p> <p>The adjoining dwelling to the east is provided with rooftop solar energy systems, existing from the date this application was lodged.</p> <p>The shadow diagrams provided demonstrate that the extent of overshadowing does not fall on the existing rooftop solar energy systems, given the positioning of the systems to the east.</p>
	Living areas and private open space should be located on the north side of the development, if practicable.	<p>✓ <b>Standard met</b></p> <p>All dwellings are provided with private open space, directly accessible via the main ground floor living spaces, with north orientations.</p>
	Developments should be designed so that solar access to north-facing windows is maximised.	<p>✓ <b>Standard met</b></p> <p>North facing windows are maximised at ground and first floor to both dwellings.</p>
<b>Decision Guidelines</b>	The design response.	
	The size, orientation and slope of the lot.	
	The existing amount of solar access to abutting properties.	
	The availability of solar access to north-facing windows on the site.	

	The extent to which an existing rooftop solar energy system on an adjoining lot is overshadowed by existing buildings or other permanent structures.	
	Whether the existing rooftop solar energy system on an adjoining lot is appropriately located	
	The effect of overshadowing on an existing rooftop solar energy system on an adjoining lot.	
<b>Objectives</b>	To achieve and protect energy efficient dwellings and residential buildings.	
	To ensure the orientation and layout of development reduce fossil fuel energy use and make appropriate use of daylight and solar energy.	

### Clause 55.03-6 Open space objective

Title & Objective	Standard (Summarised)	Standard Met/Standard Not Met/NA
<b>Standard B11</b>	<p>If any public or communal open space is provided on site, it should:</p> <ul style="list-style-type: none"> <li>• Be substantially fronted by dwellings, where appropriate.</li> <li>• Provide outlook for as many dwellings as practicable.</li> <li>• Be designed to protect any natural features on the site.</li> <li>• Be accessible and useable.</li> </ul>	<p><b>NA</b></p> <p>No public or communal open space is proposed for the development.</p>
<b>Decision Guidelines</b>	Any relevant plan or policy for open space in the PPF and the LPPF, including the MSS and local planning policies.	
	The design response.	
<b>Objective</b>	To integrate the layout of development with any public and communal open space provided in or adjacent to the development.	

**Clause 55.03-7 Safety objective**

Title & Objective	Standard (Summarised)	Standard Met/Standard Not Met/NA
<b>Standard B12</b>	Entrances to dwellings and residential buildings should not be obscured or isolated from the street and internal accessways.	<b>✓ Standard met</b>  Entrances to both dwellings are clearly visible from the street, are not obscured or isolated.
	Planting which creates unsafe spaces along streets and accessways should be avoided.	<b>✓ Standard met</b>  No planting that creates unsafe spaces is proposed.
	Developments should be designed to provide good lighting, visibility and surveillance of car parks and internal accessways.	<b>✓ Standard met</b>  Each dwelling is provided with high mounted sensor lighting above each entrance.
	Private spaces within developments should be protected from inappropriate use as public thoroughfares.	<b>✓ Standard met</b>  The private spaces within developments will not be used as public thoroughfares.
<b>Decision Guidelines</b>	The design response.	

<b>Objectives</b>	To ensure the layout of development provides for the safety and security of residents and property.	
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### Clause 55.03-8 Landscaping objectives

Title & Objective	Standard (Summarised)	Standard Met/Standard Not Met/NA
<b>Standard B13</b>	<p>The landscape layout and design should:</p> <ul style="list-style-type: none"> <li>• Protect any predominant landscape features of the neighbourhood.</li> <li>• Take into account the soil type and drainage patterns of the site.</li> <li>• Allow for intended vegetation growth and structural protection of buildings.</li> <li>• In locations of habitat importance, maintain existing habitat and provide for new habitat for plants and animals.</li> <li>• Provide a safe, attractive and functional environment for residents.</li> </ul>	<p>✓ <b>Standard met with conditions</b></p> <p>The landscape plan demonstrates a level of landscaped character that is compatible with the existing and preferred neighbourhood character of the area.</p> <p>The development has capacity to provide landscaping within the front, side and rear boundaries. The private open spaces provided to each dwelling will accommodate at least one (1) canopy tree, with a minimum planting height of at least 1.5 metres. The front setback of the existing dwelling has the capacity to accommodate two small canopy trees. Permit conditions will require tree species selected from <i>Greater Dandenong Landscape Plan Guidelines, May 2023</i>. Landscaping is also provided along the vehicular accessway.</p>

	<p>Development should provide for the retention or planting of trees, where these are part of the character of the neighbourhood.</p>	<p>✓ <b>Standard met with conditions</b></p> <p>All existing trees to be removed are to be replaced by new canopy trees.</p> <p>The site contains eight (8) shrubs that have been proposed for removal. None of these shrubs are classed as 'protected trees' under the Tree Protection on Private Land Local Law, and they may be removed without a Local Law or planning permit.</p> <p>Two (2) small canopy trees (Natchez Crepe Myrtle) and one (1) medium canopy tree (Jacaranda Kikuyu/Kisii) are proposed to be planted.</p> <p>It is considered that the development has capacity to accommodate additional canopy trees and more robust planting suitable for the soil profile of the area. Therefore the proposed trees will be replaced via permit condition with five (5) new canopy trees with a minimum mature height of six to eight metres. Tree species will be required to be selected from the Greater Dandenong Landscape Plan Guidelines, May 2023. This will ensure that canopy coverage is maximised on site and would exceed the canopy coverage of the current shrubs on site.</p> <p>The street tree along Worrell Street is proposed for removal. This proposed removal is not supported and a condition on the permit will ensure this tree is retained. The development is provided with a total of five (5) new canopy trees (to be planted at a minimum height of 1.5 metres) in accordance with the amended landscaped plan. A further assessment of</p>
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		vegetation removal, retention and protection is in the assessment section of this report.
	Development should provide for the replacement of any significant trees that have been removed in the 12 months prior to the application being made	<b>✓ Standard met</b> No removal has occurred in the last 12 months
	The landscape design should specify landscape themes, vegetation (location and species), paving and lighting.	<b>✓ Standard met</b> A planting schedule and legend is provided on the landscape plans.
	Development should meet any additional landscape requirements specified in a schedule to the zone.  <b><u>All schedules to all residential zones:</u></b>  <b><i>“70% of ground level front setback, and side and rear setbacks, planted with substantial landscaping and canopy trees.”</i></b>	<b>✓ Standard met</b> At least 70% of the front setback accommodates landscaping. The front setback is provided with two (2) canopy trees, as demonstrated in the landscape plan provided.
<b>Decision Guidelines</b>	Any relevant neighbourhood character objective, policy or statement set out in this scheme.	
	Any relevant plan or policy for landscape design in the PPF and the LPPF, including the MSS and local planning policies.	
	The design response.	
	The location and size of gardens and the predominant plant types in the neighbourhood.	
	The health of any trees to be removed.	
	Whether a tree was removed to gain a development advantage.	
<b>Objectives</b>	To encourage development that respects the landscape character of the neighbourhood.	



	To encourage development that maintains and enhances habitat for plants and animals in locations of habitat importance.	
	To provide appropriate landscaping.	
	To encourage the retention of mature vegetation on the site.	

### Clause 55.03-9 Access objective

Title & Objective	Standard (Summarised)	Standard Met/Standard Not Met/NA
<b>Standard B14</b>	<p>The width of accessways or car spaces should not exceed:</p> <ul style="list-style-type: none"> <li>• 33 per cent of the street frontage, or</li> <li>• if the width of the street frontage is less than 20 metres, 40 per cent of the street frontage.</li> </ul>	<p>✓ <b>Standard met</b></p> <p>Frontage to Worrell is 12.5m with a proposed 3m crossover = 24%</p> <p>Frontage to Fraser is 32m with an existing 3m crossover = 9.3%</p> <p>Complies</p>
	No more than one single-width crossover should be provided for each dwelling fronting a street.	<p>✓ <b>Standard met</b></p> <p>One crossover proposed per frontage</p>
	The location of crossovers should maximise retention of on-street car parking spaces.	<p>✓ <b>Standard met</b></p> <p>The proposal is to retain an existing crossover along Fraser Street and construct a new crossover to Worrell Street. The Worrell Street frontage retains a minimum of one (1) on-street car parking space in front of the subject site.</p>

	The number of access points to a road in a Transport Zone 2 or a Transport Zone 3 should be minimised.	<b>NA</b>
	Developments must provide for access for service, emergency and delivery vehicles.	<b>✓ Standard met</b> A minimum 3 metre wide accessways are able to accommodate for emergency services and deliveries.
<b>Decision Guidelines</b>	The design response.	
	The impact on neighbourhood character.	
	The reduction of on-street car parking spaces.	
	The effect on any significant vegetation on the site and footpath.	
<b>Objectives</b>	To ensure the number and design of vehicle crossovers respects the neighbourhood character.	

### Clause 55.03-10 Parking location objectives

Title & Objective	Standard (Summarised)	Standard Met/Standard Not Met/NA
<b>Standard B15</b>	Car parking facilities should: <ul style="list-style-type: none"> <li>• Be reasonably close and convenient to dwellings and residential buildings.</li> <li>• Be secure.</li> <li>• Be well ventilated if enclosed.</li> </ul>	<b>✓ Standard met</b> All car spaces provided to the development are located close and convenient to the dwellings.

	Shared accessways or car parks of other dwellings and residential buildings should be located at least 1.5 metres from the windows of habitable rooms. This setback may be reduced to 1 metre where there is a fence at least 1.5 metres high or where window sills are at least 1.4 metres above the accessway.	<b>NA</b> No shared accessways proposed
<b>Decision Guidelines</b>	The design response.	
<b>Objectives</b>	To provide convenient parking for residents and visitors vehicles. To protect residents from vehicular noise within developments.	

### Clause 55.04-1 Side and rear setbacks objective

Title & Objective	Standard (Summarised)	Standard Met/Standard Not Met/NA				
Standard B17	<p>A new building not on or within 200mm of a boundary should be setback from side or rear boundaries:</p> <ul style="list-style-type: none"><li>At least the distance specified in a schedule to the zone, or</li></ul> <p><b><i>NRZ1: “A building wall opposite an area of secluded private open space or a window to a living room of an existing dwelling should be setback a minimum of metres.”</i></b></p> <ul style="list-style-type: none"><li>If no distance is specified in a schedule to the zone, 1 metre, plus 0.3 metres for every metre of height over 3.6 metres up to 6.9 metres, plus 1 metre for every metre of height over 6.9 metres.</li></ul>	✓ <b>Standard met</b>				
		Proposed Wall	Maximum Wall height (m)	Required Setback (m)	Proposed Setback (m)	Compliance
		Unit 1				
		North wall (GF Guest)	3.5	1	2	Complies
		South wall (GF Kitchen)	3.5	1	2.99	Complies
		North wall (FF Bed 3)	6.15	1.76	2.925	Complies
		South wall (FF Bed 2)	6.15	1.76	5.665	Complies

	<p>Diagram B1 Side and rear setbacks</p> <p>LOT BOUNDARY</p> <p>3.6m (max.) 3.2m (av.)</p>	<table><tr><th colspan="5">Unit 2</th></tr><tr><td>West wall (GF living)</td><td>3.5</td><td>1</td><td>3.7</td><td>Complies</td></tr><tr><td>South wall (GF family)</td><td>3.5</td><td>1</td><td>1.7</td><td>Complies</td></tr><tr><td>West wall (FF Bed 3)</td><td>6.15</td><td>1.76</td><td>5.075</td><td>Complies</td></tr><tr><td>South wall (FF Bath)</td><td>6.15</td><td>1.76</td><td>2.78</td><td>Complies</td></tr></table>	Unit 2					West wall (GF living)	3.5	1	3.7	Complies	South wall (GF family)	3.5	1	1.7	Complies	West wall (FF Bed 3)	6.15	1.76	5.075	Complies	South wall (FF Bath)	6.15	1.76	2.78	Complies
	Unit 2																										
	West wall (GF living)	3.5	1	3.7	Complies																						
South wall (GF family)	3.5	1	1.7	Complies																							
West wall (FF Bed 3)	6.15	1.76	5.075	Complies																							
South wall (FF Bath)	6.15	1.76	2.78	Complies																							
Sunblinds, verandahs, porches, eaves, fascias, gutters, masonry chimneys, flues, pipes, domestic fuel or water tanks, and heating or cooling equipment or other services may encroach not more than 0.5 metres into the setbacks of this standard.																											
Landings having an area of not more than 2 square metres and less than 1 metre high, stairways, ramps, pergolas, shade sails and carports may encroach into the setbacks of this standard.																											
Decision Guidelines	Any relevant neighbourhood character objective, policy or statement set out in this scheme.																										
	The design response.																										
	The impact on the amenity of the habitable room windows and secluded private open space of existing dwellings.																										

	Whether the wall is opposite an existing or simultaneously constructed wall built to the boundary.	
	Whether the wall abuts a side or rear lane.	
<b>Objectives</b>	To ensure that the height and setback of a building from a boundary respects the existing or preferred neighbourhood character and limits the impact on the amenity of existing dwellings.	

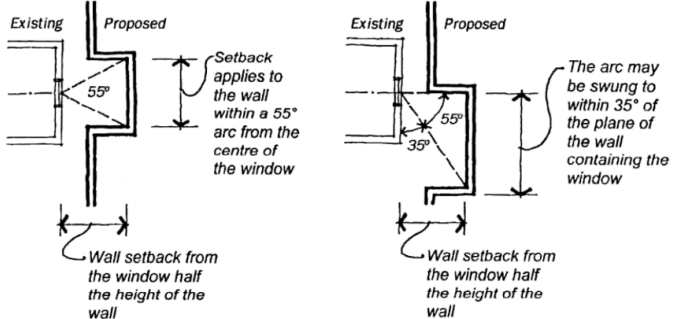
### Clause 55.04-2 Walls on boundaries objective

Title & Objective	Standard (Summarised)	Standard Met/Standard Not Met/NA
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<b>Standard B18</b>	<p>A new wall constructed on or within 200mm of a side or rear boundary of a lot or a carport constructed on or within 1 metre of a side or rear boundary of lot should not abut the boundary:</p> <ul style="list-style-type: none"> <li>• For a length of more than the distance specified in the schedule to the zone; or</li> <li>• If no distance is specified in a schedule to the zone, for a length of more than: <ul style="list-style-type: none"> <li>– 10 metres plus 25 per cent of the remaining length of the boundary of an adjoining lot, or</li> <li>– Where there are existing or simultaneously constructed walls or carports abutting the boundary on an abutting lot, the length of the existing or simultaneously constructed walls or carports, whichever is the greater.</li> </ul> </li> </ul>	<p>✓ <b>Standard met</b></p> <p>Garage wall of Unit 1 will be built on boundary.</p> <p>Length of boundary 35.05m</p> <p>Allowable length: 16.26m</p> <p>Proposed: 6.48m – Complies</p>
	A new wall or carport may fully abut a side or rear boundary where slope and retaining walls or fences would result in the effective height of the wall or carport being less than 2 metres on the abutting property.	✓ <b>Standard met</b>
	A building on a boundary includes a building set back up to 200mm from a boundary.	
	The height of a new wall constructed on or within 200 mm of a side or rear boundary or a carport constructed on or within 1 metre of a side or rear boundary should not exceed an average of 3.2 metres with no part higher than 3.6 metres unless abutting a higher existing or simultaneously constructed wall.	<p>✓ <b>Standard met</b></p> <p>A maximum height of 3.4 metres proposed for the WOB along the north side boundary, with an average height of 3.2 metres proposed.</p>
<b>Decision Guidelines</b>	Any relevant neighbourhood character objective, policy or statement set out in this scheme.	
	The design response.	

	The extent to which walls on boundaries are part of the neighbourhood character.	
	The impact on the amenity of existing dwellings.	
	The opportunity to minimise the length of walls on boundaries by aligning a new wall on a boundary with an existing wall on a lot of an adjoining property.	
	The orientation of the boundary that the wall is being built on.	
	The width of the lot.	
	The extent to which the slope and retaining walls or fences reduce the effective height of the wall.	
	Whether the wall abuts a side or rear lane.	
	The need to increase the wall height to screen a box gutter.	
<b>Objectives</b>	To ensure that the location, length and height of a wall on a boundary respects the existing or preferred neighbourhood character and limits the impact on the amenity of existing dwellings.	

### Clause 55.04-3 Daylight to existing windows objective

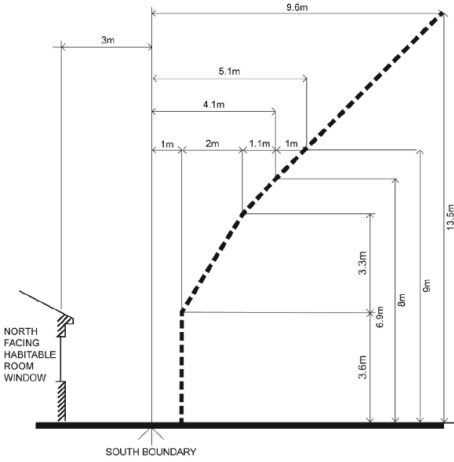
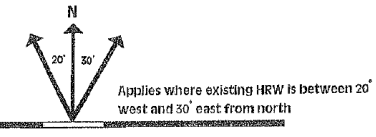
Title & Objective	Standard (Summarised)	Standard Met/Standard Not Met/NA
<b>Standard B19</b>	Buildings opposite an existing habitable room window should provide for a light court to the existing window that has a minimum area of 3 square metres and minimum dimension of 1 metre clear to the sky. The calculation of the area may include land on the abutting lot.	<b>✓ Standard met</b>  Neighbouring buildings are located at a sufficient distance as to ensure minimum light court dimensions are met.
	<p>Walls or carports more than 3 metres in height opposite an existing habitable room window should be set back from the window at least 50 per cent of the height of the new wall if the wall is within a 55 degree arc from the centre of the existing window. The arc may be swung to within 35 degrees of the plane of the wall containing the existing window.</p> <p><b>Diagram B2 Daylight to existing windows</b></p>  <p>Where the existing window is above ground floor level, the wall height is measured from the floor level of the room containing the window.</p>	<b>✓ Standard met via conditions</b>  The maximum wall height of the first floor of the proposed dwellings is 6.15m.  The required minimum setback is 3.075m.  The proposed first floor built form is setback from the HRWs of adjoining dwellings by a minimum of 7m (including land on an abutting lot) – Complies.  The Unit 1 (on-boundary) garage wall with maximum height of 3.4m may impact existing HRWs at 16 Worrell Street. The required minimum setback is 1.7m. The proposed setback is 1.45m – a variation of 0.25m is sought.  A condition will require the Unit 1 garage wall be setback 200mm from the boundary, and another condition will require the maximum height of the Unit 1 garage wall be 3.3m high. A 3.3m high wall generates a setback requirement of 1.65m – which will be met with the additional 200mm setback.
	The design response.	



<b>Decision Guidelines</b>	The extent to which the existing dwelling has provided for reasonable daylight access to its habitable rooms through the siting and orientation of its habitable room windows.	
	The impact on the amenity of existing dwellings.	
<b>Objective</b>	To allow adequate daylight into existing habitable room windows.	

### Clause 55.04-4 North-facing windows objective

Title & Objective	Standard (Summarised)	Standard Met/Standard Not Met/NA
<b>Standard B20</b>	If a north-facing habitable room window of an existing dwelling is within 3 metres of a boundary on an abutting lot, a building should be setback from the boundary 1 metre, plus 0.6 metres for every metre of height over 3.6 metres up to 6.9 metres, plus 1 metre for every metre of height over 6.9 metres, for a distance of 3 metres from the edge of each side of the window.	<p>✓ <b>Standard met</b></p> <p>Existing habitable room windows (HRW) to the south:</p> <p>The existing north facing HRW within the adjoining dwelling to the south are setback 1.45 metres from the south side boundary.</p> <p>The Unit 1 garage wall is opposite the subject windows. Based on the maximum wall height of 3.4m high, the garage wall is required to be setback by a minimum of 1m from the existing north-facing windows. The proposal is setback 1.45m in excess of this standard – Complies</p>

	<p>Diagram B3 North-facing windows</p> 	
	<p>A north facing window is a window with an axis perpendicular to its surface orientated north 20 degrees west to north 30 degrees east.</p> 	
<b>Decision Guidelines</b>	The design response.	
	Existing sunlight to the north-facing habitable room window of the existing dwelling.	
	The impact on the amenity of existing dwellings.	
<b>Objective</b>	To allow adequate solar access to existing north-facing habitable room windows.	

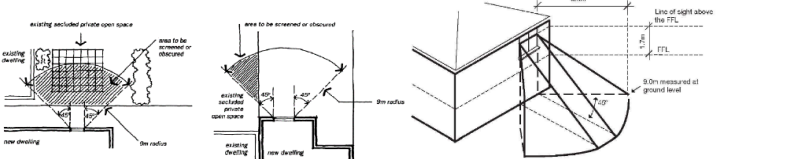
**Clause 55.04-5 Overshadowing open space objective**

Title & Objective	Standard (Summarised)	Standard Met/Standard Not Met/NA
<b>Standard B21</b>	Where sunlight to the secluded private open space of an existing dwelling is reduced, at least 75 per cent, or 40 square metres with a minimum dimension of 3 metres, whichever is the lesser area, of the secluded private open space should receive a minimum of five hours of sunlight between 9am and 3pm on 22 Sept.	<b>✓ Standard met</b>  Shadowing diagrams have been submitted with the application demonstrating compliance. At least 75% of the adjacent private open spaces will continue to receive uninterrupted sunlight for a minimum of five hours between 9am – 3pm on Sept 22nd.
	If existing sunlight to the secluded private open space of an existing dwelling is less than the requirements of this standard, the amount of sunlight should not be further reduced.	<b>NA</b>

<b>Decision Guidelines</b>	The design response.	
	The impact on the amenity of existing dwellings.	
	Existing sunlight penetration to the secluded private open space of the existing dwelling.	
	The time of day that sunlight will be available to the secluded private open space of the existing dwelling.	
	The effect of a reduction in sunlight on the existing use of the existing secluded private open space.	
<b>Objective</b>	To ensure buildings do not significantly overshadow existing secluded private open space.	

### Clause 55.04-6 Overlooking objective

Title & Objective	Standard (Summarised)	Standard Met/Standard Not Met/NA
<b>Standard B22</b>	<p>A habitable room window, balcony, terrace, deck, or patio should be located and designed to avoid direct views into the secluded private open space of an existing dwelling within a horizontal distance of 9 metres (measured at ground level) of the window, balcony, terrace, deck or patio. Views should be measured within a 45 degree angle from the plane of the window or perimeter of the balcony, terrace, deck or patio, and from a height of 1.7 metres above floor level.</p> <p><b>Diagram B4 Overlooking open space</b></p>	<p>✓ <b>Standard met</b></p> <p>The only first floor window that faces an adjoining property and has a risk of overlooking has been noted to have fixed obscured glazing up to 1.7m high above finished floor level.</p>

		
	<p>A habitable room window, balcony, terrace, deck or patio with a direct view into a habitable room window of existing dwelling within a horizontal distance of 9 metres (measured at ground level) of the window, balcony, terrace, deck or patio should be either:</p> <ul style="list-style-type: none"> <li>• Offset a minimum of 1.5 metres from the edge of one window to the edge of the other.</li> <li>• Have sill heights of at least 1.7 metres above floor level.</li> <li>• Have fixed, obscure glazing in any part of the window below 1.7 metre above floor level.</li> <li>• Have permanently fixed external screens to at least 1.7 metres above floor level and be no more than 25 per cent transparent.</li> </ul>	<p>✓ <b>Standard met</b></p> <p>As above.</p>
	<p>Obscure glazing in any part of the window below 1.7 metres above floor level may be openable provided that there are no direct views as specified in this standard.</p>	<p>✓ <b>Standard met</b></p>
	<p>Screens used to obscure a view should be:</p> <ul style="list-style-type: none"> <li>• Perforated panels or trellis with a maximum of 25 per cent openings or solid translucent panels.</li> <li>• Permanent, fixed, and durable.</li> <li>• Designed and coloured to blend in with the development.</li> </ul>	<p>✓ <b>Standard met</b></p>
	<p>The standard does not apply to a new habitable room window, balcony, terrace, deck or patio which faces a property boundary where there is a visual barrier at least 1.8 metres high and the floor level of the habitable</p>	<p>✓ <b>Standard met</b></p> <p>There is a 1.9m tall fence located along the western and southern boundary of the property and the floor levels of the</p>

	room, balcony, terrace, deck or patio is less than 0.8 metres above ground level at the boundary.	habitable rooms on the ground floor is less than 0.8m above NGL. - complies
<b>Decision Guidelines</b>	The design response.	
	The impact on the amenity of the secluded private open space or habitable room window.	
	The existing extent of overlooking into the secluded private open space and habitable room window of existing dwellings.	
	The internal daylight to and amenity of the proposed dwelling or residential building.	
<b>Objective</b>	To limit views into existing secluded private open space and habitable room windows.	

### Clause 55.04-7 Internal views objective

Title & Objective	Standard (Summarised)	Standard Met/Standard Not Met/NA
<b>Standard B23</b>	Windows and balconies should be designed to prevent overlooking of more than 50 per cent of the secluded private open space of a lower-level dwelling or residential building directly below and within the same development.	<b>NA</b> Proposal is not an apartment development
<b>Decision Guidelines</b>	The design response.	
<b>Objective</b>	To limit views into the secluded private open space and habitable room windows of dwellings and residential buildings within a development.	

### Clause 55.04-8 Noise impacts objectives

Title & Objective	Standard (Summarised)	Standard Met/Standard Not Met/NA
<b>Standard B24</b>	Noise sources, such as mechanical plant, should not be located near bedrooms of immediately adjacent existing dwellings.	<b>✓ Standard met</b> No noise sources are positioned near existing bedrooms of the adjoining dwellings.
	Noise sensitive rooms and secluded private open spaces of new dwellings and residential buildings should take into account of noise sources on immediately adjacent properties.	<b>✓ Standard met</b>
	Dwellings and residential buildings close to busy roads, railway lines or industry should be designed to limit noise levels in habitable rooms.	<b>NA</b> The site is not within close proximity to busy roads, railway lines or existing industry uses.
<b>Decision Guidelines</b>	The design response.	
<b>Objectives</b>	To contain noise sources within development that may affect existing dwellings.	
	To protect residents from external noise.	

### Clause 55.05-1 Accessibility objective

Title & Objective	Standard (Summarised)	Standard Met/Standard Not Met/NA
<b>Standard B25</b>	The dwelling entries of the ground floor of dwellings and residential buildings should be accessible or able to be easily made accessible to people with limited mobility.	<b>✓ Standard met</b> The entries to the dwellings are accessible to people with limited mobility.

<b>Objective</b>	To encourage the consideration of the needs of people with limited mobility in the design of developments.	
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### Clause 55.05-2 Dwelling entry objective

Title & Objective	Standard (Summarised)	Standard Met/Standard Not Met/NA
<b>Standard B26</b>	Entries to dwellings and residential buildings should: <ul style="list-style-type: none"> <li>• Be visible and easily identifiable from streets and other public areas.</li> <li>• Provide shelter, a sense of personal address and a transitional space around the entry.</li> </ul>	<b>✓ Standard met</b>  All entries are visible and easily identifiable from the streets.
<b>Objective</b>	To provide each dwelling or residential building with its own sense of identity.	

### Clause 55.05-3 Daylight to new windows objective

Title & Objective	Standard (Summarised)	Standard Met/Standard Not Met/NA
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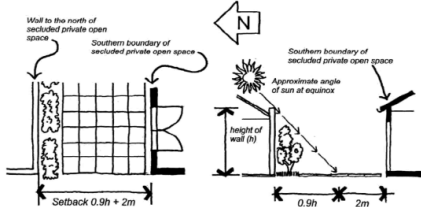
<b>Standard B27</b>	<p>A window in a habitable room should be located to face:</p> <ul style="list-style-type: none"> <li>• An outdoor space clear to the sky or a light court with a minimum area of 3 square metres and minimum dimension of 1 metre clear to the sky, not including land on an abutting lot, or</li> <li>• A verandah provided it is open for at least on third of its perimeter, or</li> <li>• A carport provided it has two or more open sides and is open for at least on third of its perimeter.</li> </ul>	<p>✓ <b>Standard met</b></p> <p>All new habitable room windows provided to the development are located to face a minimum 1 metre outdoor space clear to the sky, and a light court area of a minimum 3 square metres.</p>
<b>Decision Guidelines</b>	<p>The design response.</p> <p>Whether there are other windows in the habitable room which have access to daylight.</p>	
<b>Objective</b>	To allow adequate daylight into new habitable room windows.	

#### Clause 55.05-4 Private open space objective

Title & Objective	Standard (Summarised)	Standard Met/Standard Not Met/NA									
<b>Standard B28</b>	<p>A dwelling or residential building should have private open space of an area and dimensions specified in a schedule to the zone.</p> <p><b><u>GRZ1: “An area of 50 square metres of ground level, private open space, with an area of secluded private open space at the side or rear of the dwelling with a minimum area of 30 square metres and a minimum dimension of 5 metres and convenient access from a living room; or A balcony or rooftop with a minimum area of 10 square metres with a minimum width of 2 metres that is directly accessible from the main living area.”</u></b></p>	<p>✓ <b>Standard met</b></p> <table border="1"> <thead> <tr> <th></th><th>POS</th><th>SPOS</th></tr> </thead> <tbody> <tr> <td><b>Unit 1</b></td><td>129.8 sqm</td><td>30 sqm (minimum dimension 5m), with convenient access from the living room</td></tr> <tr> <td><b>Unit 2</b></td><td>105.6 sqm</td><td>30 sqm (minimum dimension 5m), with convenient access from the living room</td></tr> </tbody> </table> <p>As demonstrated in the table above, the proposal complies with Schedule 1 of the General Residential Zone.</p>		POS	SPOS	<b>Unit 1</b>	129.8 sqm	30 sqm (minimum dimension 5m), with convenient access from the living room	<b>Unit 2</b>	105.6 sqm	30 sqm (minimum dimension 5m), with convenient access from the living room
	POS	SPOS									
<b>Unit 1</b>	129.8 sqm	30 sqm (minimum dimension 5m), with convenient access from the living room									
<b>Unit 2</b>	105.6 sqm	30 sqm (minimum dimension 5m), with convenient access from the living room									

	<p>If no area or dimensions are specified in a schedule to the zone, a dwelling or residential building should have private open space consisting of:</p> <ul style="list-style-type: none"> <li>• An area of 40 square metres, with one part of the private open space to consist of secluded private open space at the side or rear of the dwelling or residential building with a minimum area of 25 square metres, a minimum dimension of 3 metres and convenient access from a living room, or</li> <li>• A balcony of 8 square metres with a minimum width of 1.6 metres and convenient access from a living room, or</li> <li>• A roof-top area of 10 square metres with a minimum width of 2 metres and convenient access from a living room.</li> </ul> <p>The balcony requirements in Clause 55.05-4 do not apply to an apartment development.</p>	<p><b>(RGZ1 only)</b></p> <p><b>NA</b></p>
<b>Decision Guidelines</b>	The design response.	
	The useability of the private open space, including its size and accessibility.	
	The availability of and access to public or communal open space.	
	The orientation of the lot to the street and the sun.	
<b>Objective</b>	To provide adequate private open space for the reasonable recreation and service needs of residents.	

### Clause 55.05-5 Solar access to open space objective

Title & Objective	Standard (Summarised)	Standard Met/Standard Not Met/NA
<b>Standard B29</b>	The private open space should be located on the north side of the dwelling or residential building, if appropriate.	<b>✓ Standard met</b>  The private open spaces provided to the development are positioned to the north of the site.
	The southern boundary of secluded private open space should be set back from any wall on the north of the space at least $(2 + 0.9h)$ metres, where 'h' is the height of the wall.  Diagram B5 Solar access to open space 	<b>NA</b>  No north walls are located within the secluded private open spaces on site.
<b>Decision Guidelines</b>	The design response.	
	The useability and amenity of the secluded private open space based on the sunlight it will receive.	
<b>Objective</b>	To allow solar access into the secluded private open space of new dwellings and residential buildings.	

### Clause 55.05-6 Storage objective

Title & Objective	Standard (Summarised)	Standard Met/Standard Not Met/NA
<b>Standard B30</b>	Each dwelling should have convenient access to at least 6 cubic metres of externally accessible, secure storage space.	<b>✓ Standard met</b> Each dwelling is provided with external storage.
<b>Objective</b>	To provide adequate storage facilities for each dwelling.	

### Clause 55.06-1 Design detail objective

Title & Objective	Standard (Summarised)	Standard Met/Standard Not Met/NA
<b>Standard B31</b>	The design of buildings, including: <ul style="list-style-type: none"> <li>• Façade articulation and detailing,</li> <li>• Window and door proportions,</li> <li>• Roof form, and</li> <li>• Verandahs, eaves, and parapets,</li> </ul> should respect the existing or preferred neighbourhood character.	<b>✓ Standard met</b> The design of the buildings is in keeping with the rhythm of the street, by providing each dwelling with hipped roof forms, façade articulation and visual interest via a mix of materials and finishes on both levels. Windows and doors facing the street are similar in scale and proportions, and respect the existing and preferred neighbourhood character of the area.

	Garages and carports should be visually compatible with the development and the existing or preferred neighbourhood character.	<b>✓ Standard met</b>  The car parking facilities are visually integrated into the development and do not dominate the site when viewed from the street and adjoining dwellings. Therefore, the design response reflects the existing and preferred neighbourhood character of the area.
<b>Decision Guidelines</b>	Any relevant neighbourhood character objective, policy or statement set out in this scheme.	
	The design response.	
	The effect on the visual bulk of the building and whether this is acceptable in the neighbourhood setting.	
	Whether the design is innovative and of a high architectural standard.	
<b>Objective</b>	To encourage design detail that respects the existing or preferred neighbourhood character.	

### Clause 55.06-2 Front fences objective

Title & Objective	Standard (Summarised)	Standard Met/Standard Not Met/NA						
	<p>A front fence within 3 metres of a street should not exceed:</p> <ul style="list-style-type: none"><li>The maximum height specified in a schedule to the zone, or <b><u>All schedules to all residential zones:</u></b> <b><i>“Maximum 1.5 metre height in streets in Transport Road Zone 2</i></b>  <b><i>1.2 metre maximum height for other streets”</i></b></li><li>If no maximum height is specified in a schedule to the zone, the maximum height specified in Table B3.</li></ul> <p><b>Table B3 Maximum front fence height</b></p> <table><tr><th>Street Context</th><th>Maximum front fence height</th></tr><tr><td>Streets in a Transport Zone 2</td><td>2 metres</td></tr><tr><td>Other streets</td><td>1.5 metres</td></tr></table> <ul style="list-style-type: none"><li></li></ul>	Street Context	Maximum front fence height	Streets in a Transport Zone 2	2 metres	Other streets	1.5 metres	<p><b>NA</b></p> <p>No front fencing is proposed.</p>
Street Context	Maximum front fence height							
Streets in a Transport Zone 2	2 metres							
Other streets	1.5 metres							
<b>Decision Guidelines</b>	<p>Any relevant neighbourhood character objective, policy or statement set out in this scheme.</p> <p>The design response.</p> <p>The setback, height and appearance of front fences on adjacent properties.</p> <p>The extent to which slope and retaining walls reduce the effective height of the front fence.</p> <p>Whether the fence is needed to minimise noise intrusion.</p>							
<b>Objective</b>	<p>To encourage front fence design that respects the existing or preferred neighbourhood character.</p>							

**Clause 55.06-3 Common property objectives**

Title & Objective	Standard (Summarised)	Standard Met/Standard Not Met/NA
<b>Standard B33</b>	Developments should clearly delineate public, communal, and private areas.	<b>✓ Standard met</b> No common property proposed.
	Common property, where provided, should be functional and capable of efficient management.	<b>✓ Standard met</b> No common property proposed.
<b>Objectives</b>	To ensure that communal open space, car parking, access areas and site facilities are practical, attractive, and easily maintained.	
	To avoid future management difficulties in areas of common ownership.	

**Clause 55.06-4 Site services objectives**

Title & Objective	Standard (Summarised)	Standard Met/Standard Not Met/NA
<b>Standard B34</b>	The design and layout of dwellings and residential buildings should provide sufficient space (including easements where required) and facilities for services to be installed and maintained efficiently and economically.	<b>✓ Standard met</b> The design and layout of the dwellings allow for services to be installed and maintained.
	Bin and recycling enclosures, mailboxes and other site facilities should be adequate in size, durable, waterproof and blend in with the development.	<b>✓ Standard met</b> Bins and mailboxes are integrated into the design of the development.

	Bin and recycling enclosures should be located for convenient access by residents.	<b>✓ Standard met</b> Bins are located for convenient access by residents.
	Mailboxes should be provided and located for convenient access as required by Australia Post.	<b>✓ Standard met</b> Mailboxes are positioned for convenient access as required by Australia Post.
<b>Decision Guidelines</b>	The design response.	
<b>Objectives</b>	To ensure that site services can be installed and easily maintained.	
	To ensure that site facilities are accessible, adequate, and attractive.	





### 3 PUBLIC QUESTION TIME

**Question Time at Council meetings provides an opportunity for members of the public in the gallery to address questions to the Councillors, Delegates and/or officers of the Greater Dandenong City Council. Questions must comply with s. 4.5.8 of Council's Governance Rules.**

#### QUESTIONS FROM THE GALLERY

Questions are limited to a maximum of three (3) questions per individual. Where time constraints deem it likely that not all questions can be answered within the time allowed for Question Time, the Mayor at his/her discretion may determine only the first question may be presented verbally with others deferred to be managed in the same manner as public questions not verbally presented.

Priority will be given to questions that relate to items on the Council Agenda for that meeting. Questions including any preamble should not exceed 300 words.

- a) All such questions must be received in writing on the prescribed form or as provided for on Council's website and at Ordinary meetings of Council. Where there are more than three (3) questions received from any one individual person, the Chief Executive Officer will determine the three (3) questions to be considered at the meeting.
- b) All such questions must clearly note a request to verbally present the question and must be received by the Chief Executive Officer or other person authorised for this purpose by the Chief Executive Officer no later than:
  - i) the commencement time (7.00pm) of the Ordinary meeting if questions are submitted in person; or
  - ii) noon on the day of the Ordinary meeting if questions are submitted by electronic medium.
- c) A question can only be presented to the meeting if the Chairperson and/or Chief Executive Officer has determined that the question:
  - i) does not relate to a matter of the type described in section 3(1) of the *Local Government Act 2020* (confidential information);
  - ii) does not relate to a matter in respect of which Council or a Delegated Committee has no power to act;
  - iii) is not defamatory, indecent, abusive or objectionable in language or substance, and is not asked to embarrass a Councillor, Delegated Member or Council officer; and
  - iv) is not repetitive of a question already asked or answered (whether at the same or an earlier meeting).
- d) If the Chairperson and/or Chief Executive Officer has determined that the question may not be presented to the Council Meeting or Delegated Committee, then the Chairperson and/or Chief Executive Officer:
  - i) must advise the Meeting accordingly; and
  - ii) will make the question available to Councillors or Members upon request.
  - iii) The Chairperson shall call on members of the gallery who have submitted an accepted question to ask their question verbally if they wish.
- e) The Chairperson, Chief Executive Officer or delegate may then direct that question to be answered by a nominated Councillor or member of Council staff.



- 
- f) No debate on, or discussion of, a question or an answer will be permitted other than for the purposes of clarification.
  - g) A Councillor, Delegated Committee Member or member of Council staff nominated to answer a question may:
    - i) seek clarification of the question from the person who submitted it;
    - ii) seek the assistance of another person in answering the question; and
    - iii) defer answering the question, so that the answer may be researched and a written response be provided within ten (10) working days following the Meeting (the question thereby being taken on notice).
  - h) Question time for verbal presentations is limited in duration to not more than twenty (20) minutes. If it appears likely that this time is to be exceeded then a resolution from Council will be required to extend that time if it is deemed appropriate to complete this item.
  - i) The text of each question asked and the response will be recorded in the minutes of the Meeting.



## 4 OFFICERS REPORTS - PART 2

### 4.1 POLICY AND STRATEGY

#### 4.1.1 Plastic Use Policy Review

<b>Responsible Officer:</b>	Executive Director City Futures
<b>Attachments:</b>	1. Greater Dandenong Revised Draft Single Use Plastic Policy July 2025 [4.1.1.1 - 14 pages]

#### Officer Recommendation

**That Council:**

1. **SUPPORTS** the revisions and updates made to the Greater Dandenong Single Use Plastic Policy; and
2. **ADOPTS** the revised Greater Dandenong Single Use Plastic Policy (per Attachment 1).

#### Executive Summary

1. The revised draft Greater Dandenong Single Use Plastic Policy (the Policy) is due for update after its initial adoption in December 2019.
2. The revised policy updates reflect new Victorian Government legislation on single-use plastics and introduces the Container Deposit Scheme.
3. The policy applies to Council's operations, events, and activities on Council-owned land, aiming for clarity on requirements and exemptions.
4. Since its initial adoption in December 2019, the policy has led to significant reductions in single-use plastics at Council events and through community engagement initiatives.
5. The policy does not support various single-use plastic items beyond state legislation, while also allowing for exemptions.
6. The policy emphasises education and engagement to help the community understand the impact of single-use plastics and promote alternatives.
7. Commercial businesses operating under private lease agreements are exempt, but the policy encourages minimising single-use plastics through contract clauses and education.

#### Background

8. Greater Dandenong City Council is committed to reducing the impact of plastic pollution on the environment, through demonstrating leadership in reducing the use of single use and other soft plastics across its operations and service delivery.
9. Greater Dandenong is a leader in this area and is one of only three known Councils in Melbourne that has a specific policy regarding single use plastic.
10. The revised draft Greater Dandenong Single Use Plastic Policy (the Policy) was first adopted by Council in December 2019. The Policy was introduced to reduce the consumption of single use and soft plastics on Council owned and/ or managed land, and the detrimental impacts that single use plastic has on the environment, human health and amenity.



11. Since the introduction of the Policy, there has been a significant reduction in the use of single use plastics on Council owned and/or managed land. Some of the key highlights include:
  - Significant reduction, and in many cases, elimination of single use plastics at Council events.
  - Development of educational and guidance material for events on Council owned and/ or managed land.
  - Working with sporting clubs to reduce the amount of single use plastic items sold. A great example of this is the Noble Park Junior Football Club who have switched all single use plastic bottles sold in their canteen to cans. They also utilise the container deposit scheme to engage the club in recycling education and how they can further lower their carbon footprint.
  - Waste education and engagement activity examples that relate to plastics such as annual pop-up activations in the community for Plastic Free July, the ongoing Borrow-A-Bag initiative at the Dandenong Market and CERES Leadership Day where students from schools across the municipality come together to get inspired, learn and problem solve issues such as single use plastics and waste.
12. The Policy is discretionary and covers single-use and soft plastic items used in purchasing, packaging, sales, distribution, transportation or clean-up practices associated with Council's corporate operations and at festivals, events and applicable activities on any land or building owned and managed by Council. Specifically, the Policy applies to the following:
  - Council's corporate operations and delivery of services,
  - Council events,
  - Community or commercial events or activities held on land and/or in building's owned and managed by Council,
  - Registered community organisations or service providers operating out of Council owned buildings or facilities,
  - All registered sporting clubs using Council owned land and/or facilities,
  - All leisure centre operators of Council owned facilities, and
  - Commercial businesses operating on Council owned and/ or managed land (where in accordance with lease agreements).
13. As of February 2023, the Victorian Government have banned the following problematic single-use plastics from sale or supply in Victoria:
  - Single use plastic bags of 35 micrometres ( $\mu\text{m}$ ) thick or less,
  - Plastic drinking straws (unless needed for medical reasons, see 'Exemptions' on page 5),
  - Plastic cutlery,
  - Plastic plates,
  - Plastic drink stirrers,
  - Cotton bud sticks,
  - Expanded polystyrene food service items, and
  - Expanded polystyrene drink containers.



14. In addition to the Victorian Government ban of single use plastic items above, this revised Policy deems the following items should not be distributed, sold, provided or used, and should be replaced with suitable alternatives:
  - Single-use plastic carry bags (of any thickness),
  - Balloons (latex, mylar (foil) and cloudbuster),
  - Single-use plastic and polystyrene plates and bowls,
  - Single use plastic and polystyrene take away food containers (that transport hot and cold foods, including deli containers),
  - Plastic bottled beverages,
  - Single use coffee cups for dine in customers (where in accordance with lease agreements),
  - Single use plastic tablecloths,
  - Plastic glitter, glow sticks and confetti, and
  - Single use or disposable promotional items or giveaways.
15. The Policy also includes exemptions to these items with reasonable justification. This is further discussed under Key Issues and Discussion.
16. As the Victorian Government single use plastic ban and container deposit scheme is now in operation, the Policy has been updated to complement state legislation, whilst continuing to go beyond state government requirements, ensuring Council continues to demonstrate leadership in sustainable waste management.
17. The Policy has also been updated to remove irrelevant or surplus content, and provide improved clarity on the Policy scope, the plastic items banned, the user groups and activities affected by the ban and associated exemptions.
18. Officers from the Sustainability Planning and Waste Education teams developed a range of educational resources to help support users and operators affected by the Policy. These resources were developed after the introduction of the Victorian Government's plastic ban.

## Key Issues and Discussion

19. The revised Policy is a discretionary policy, meaning it does not result in the items identified being banned, and rather the Policy aims to deter the use of these items and achieve an appropriate balance between the reduction in single use plastics and the on-going operation of activities on Council owned and/ or managed land. To assist in deterring the use of these items, the Policy has a strong focus on education and engagement to ensure the community has a good understanding of the issues related to single use plastics, and therefore becomes less likely to use them.
20. The key issues relating to this Policy include:
  - Main changes made to the draft revised Policy
  - The relationship of this Policy to the Victorian Government single use plastics legislation
  - The items not supported under this Policy
  - Sporting clubs and leisure centres
  - The Dandenong Market
  - Commercial businesses operating on Council owned/ or managed land



### ***Main changes made to the draft revised Policy***

21. The key changes made to the draft revised Policy are as follows:

- Reference to the Victorian Government single use plastics bans, and intention of this Policy to discourage the use of single use and soft plastics over and above this ban.
- Addition of single use coffee cups for dine in customers (where in accordance with lease agreements), single use plastic tablecloths, and plastic glitter, glow sticks and confetti in the list of items discouraged from use on Council owned and/ or managed land.
- Addition of commercial businesses operating on Council owned and/ or managed land (where in accordance with lease agreements) in the list of areas that the Policy relates too.
- Reference to engaging commercial businesses operating on Council owned and/ or managed land including the Dandenong Market to improve all stakeholders knowledge of the impacts of single use plastics, and the alternative options available.
- Reference to investigating the inclusion of clauses in new contracts and lease agreements to minimise the amount of single use plastic for commercial businesses operating on Council owned and/ or managed land.
- Reference to working with commercial businesses operating on Council owned and/ or managed land to actively encourage takeaway customers to use reusable cups and containers.
- Reference to investigating options to incentivise takeaway customers using reusable cups and containers at commercial businesses operating on Council owned and/ or managed land.

### ***Victorian Government Legislation***

22. This Policy supports and goes beyond the Victorian Government's state-wide ban on select single use and soft plastic items and efforts to increase recycling of single use plastics. The state-wide legislation includes the following:

- Lightweight plastic shopping bags (November 2019),
- Single use plastic straws, cutlery, plates, stirrers, cotton buds and select expanded polystyrene food and drink containers (February 2023), and
- Container Deposit Scheme (November 2023).

23. The Policy goes beyond the Victorian Government legislation in the following ways:

- The number of single use plastic items banned is more extensive than the government ban, e.g. bottles and cups included, as detailed above.
- More end users are affected by the Policy to capture sporting clubs and event organisers (i.e. goes beyond businesses, government and incorporated organisations outlined in state legislation).
- The Policy has a strong focus on education and engagement. By improving the community's understanding of the alternatives to plastic, and why this is important, we are much more likely to see the community actively support the intent of the Policy.



### *Items not supported under this Policy*

24. The items not supported by the Policy are listed in 14. above. Most items are included in the original version of the policy including balloons. It is important to note that this Policy exempts activities on Council land that do not require an event permit or hire agreement, such as a child's party in a park. Where a permit or hire agreement is required, Council staff encourage the use of alternative products, however as this is a discretionary Policy, users would not be prohibited from using balloons etc.
25. An item that has been added in the revised Policy is single use coffee cups for dine in customers (where in accordance with lease agreements). This does not result in a direct ban on takeaway coffee cups and rather sets policy framework for Council to seek to negotiate clauses into new contracts and lease agreements for cafes etc. The purpose of this change is to deter businesses from providing dine in customers with single use takeaway cups, and rather ensure they are provided with reusable cups. It would still allow for the use of takeaway cups for customers taking away (however, Council will work with these businesses to encourage the use of reusable cups etc. by customers).

### *Sporting clubs and leisure centres*

26. Sports clubs and leisure centres continue to sell plastic bottled water, sports drinks and other beverages. Feedback from these sectors to Council is that these beverages are a reliable source of income and are requested by users. However, reductions are occurring in the amount of single use plastic bottles sold at some sporting clubs, with the Noble Park Junior Football Club being a great example (see above).
27. As such, the revised Policy has not been altered in relation to sporting clubs and leisure centres given the importance of ensuring they have sources of income to remain viable. In recognition that water in non-plastic packaging is limited and more costly, and sports drinks such as Gatorade do not have a non-plastic alternative, the Policy maintains the position to not prohibit these products where there is no practical alternative and it may restrict operational revenue.
28. Instead, Council will continue to promote re-usable options for drinking water, and work with clubs to identify alternative products that will still provide income. For example, we will continue to educate the sector on alternative packaging options and encouraging a shift from soft drinks in plastic bottles to cans. Where plastic water bottles and sports drinks are used, solutions to ensure bottles are disposed of under the Container Deposit Scheme will be investigated to ensure safe disposal for recycling.

### *Dandenong Market*

29. The Dandenong Market and its traders are exempt from the requirements of the revised Policy, in the same manner as they are under the original version of the Policy. This exemption is due to all traders within the market being private traders who negotiate their lease agreement with the Dandenong Market Management Board which is separate from Council. Furthermore, some retail traders in the market sell single use plastic items such as party supplies (that are exempt from Victorian legislation), which if included in the Policy would restrict trade.
30. Whilst the Policy does not apply to the Dandenong Market, Council will continue to take further steps with the Market Management Board, in conjunction with state government representatives on educating traders and members of the public to reduce single use plastics.
31. To support this, Council will develop annual education and engagement plans commencing in 2026 to engage traders and visitors at the Dandenong Market to reduce single use plastics.





32. Although the Dandenong Market is exempt from the Policy, it is still required to meet Victorian Government state bans. It must be noted that there are several exemptions for single use plastic bags within these bans, including single use plastic bags that are thicker than 36 micrometres ( $\mu\text{m}$ ), and plastic bags used to carry fruit and vegetables etc.

#### ***Commercial businesses operating on Council owned/ or managed land***

33. Commercial businesses operating under private lease agreements are exempt from the Policy. However, the Policy has been revised to seek to identify opportunities to include clauses in new contracts and lease agreements to reduce single use plastic. Examples of this could include clauses to prevent the serving of takeaway coffee cups for dine in customers, and rather require the use of reusable cups for these customers.
34. To further engage commercial businesses, Council will develop annual education and engagement plans commencing in 2026 that engages commercial businesses operating on Council owned and/ or managed land to reduce single use plastics in their operations.
35. In addition, the Policy aims to work with businesses to encourage and potentially incentivise takeaway customers using reusable cups (e.g. keep cups) and containers. Council will support these businesses by providing 'we welcome reusables' posters and other educational resources.
36. Overall, the Policy aims to achieve an appropriate balance between reducing single use plastics while ensuring activities undertaken on Council owned and/ or managed land can continue without unreasonably impacting on operations. It also seeks to engage with, and educate Council and our community to reduce the amount of single use and soft plastics utilised primarily on Council and/ or managed land. Furthermore, it is envisaged that this engagement and education will see a reduction in the use of single use and soft plastics across the municipality as the community better understand the impacts of these products and the alternatives that are available.

### **Governance Compliance**

#### ***Human Resource Implications (consider Workforce Planning and Service Statements)***

37. This item affects 1 EFT and will increase the current workload of the Strategic and Environmental Planning Unit by approximately 5 hours per week over the next 12 months to implement community educational programs and investigate business incentives to support and encourage takeaway customers to use reuseable cups and containers. This can be absorbed within existing resourcing.

#### ***Financial/Asset Resource Implications (consider Service Statements, Budget, Long Term Financial Strategy and Asset Plan)***

##### ***Operating Budget Implications***

38. There are no financial implications associated with this report. Costs associated with future education programs are expected to be absorbed into the existing allocated budget.

##### ***Asset Implications***

39. This item does not affect any existing assets.

##### ***Legal/Risk Implications***

40. There are no legal / risk implications relevant to this report.





### ***Environmental Implications***

41. The draft Policy aims to reduce the impact of plastic on land and marine environments and improve the amenity of Council owned and private land from single use plastic pollution.

### **Community Consultation**

42. As this is an updated Council Policy that only relates to operations on Council owned and/ or managed land, there was no requirement for community consultation.

### **Links to Community Vision, Council Plan, Strategy, Notice of Motion**

43. This report is consistent with the following principles in the Community Vision 2040:

- Sustainable environment.

44. This report is consistent with the following strategic objectives from the Council Plan 2025-29:

- A green city committed to a sustainable future.

### **Legislative and Policy Obligations**

45. This report has considered Council's legislative and Policy obligations (where applicable) as outlined in the Report Considerations section detailed in the front of this Agenda. The applicable obligations considered and applied are:

- Climate Change and Sustainability.
- Related Council Policies, Strategies or Frameworks.

# **Revised Draft – Single Use Plastic Policy July 2025**



## Document Control

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Date Created: 9 December 2019

Objective ID: A12180972

Date of Endorsement: 28 July 2025 (pending)

Version No: 2

Policy Superseded by this Policy: Plastic Use Policy (2019)

Responsible Department: Strategic and Environmental Planning

Responsible Directorate: City Futures

Policy Type: Discretionary

Next Review: 30 June 2029

## Document Compliance

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Council acknowledges the legal responsibility to comply with the *Charter of Human Rights and Responsibilities Act 2006* <https://content.legislation.vic.gov.au/sites/default/files/2020-04/06-43aa014 authorised.pdf> and the *Equal Opportunity Act 2010*. The *Charter of Human Rights and Responsibilities Act 2006* is designed to protect the fundamental rights and freedoms of citizens. The Charter gives legal protection to 20 fundamental human rights under four key values that include freedom, respect, equality and dignity.

Greater Dandenong City Council Policies comply with the Victorian Charter of Human Rights and Responsibilities, the *Gender Equality Act 2020*, the *Climate Change Act 2017*, the Child Safe Standards contained in the *Child Wellbeing and Safety Act 2005*, (Amended) the *Privacy and Data Protection Act 2014* and the Overarching Governance Principles specified in 9(2) of the *Local Government Act 2020*.

## Acknowledgment of Country

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Greater Dandenong City Council acknowledges the Traditional Custodians of this land, the Bunurong People and pays respect to their Elders past and present. We recognise and respect their continuing connections to climate, Culture, Country and waters.

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## 1. POLICY PURPOSE

This Policy will guide Council in its commitment to reducing the use of single use and soft plastics across its corporate operations and service delivery, including at festivals, events and applicable activities on any land or building owned and/ or managed by Council.

## 2. BACKGROUND

Greater Dandenong City Council is committed to reducing the impact of plastic pollution on the environment, through demonstrating leadership in eliminating the use of single-use and other soft plastics across its corporate operations and service delivery. This commitment also applies to organisations or individuals conducting an event or activity on any land or in buildings owned and/ or managed by Council.

This Policy supports the Victorian Government's state-wide ban on select single use and soft plastic items and efforts to increase recycling of single use plastics including:

- Lightweight plastic shopping bags (November 2019)
- Single use plastic straws, cutlery, plates, stirrers, cotton buds and select expanded polystyrene food and drink containers (February 2023)
- Container Deposit Scheme (November 2023)

Council is committed to supporting and engaging with the community on the reduction of all single use and soft plastics beyond the scope of the Victorian Government regulations.

## 3. SCOPE

This Policy applies to:

- Council operations (staff, contractors or other representatives)
- Festivals, events and other activities on any Council owned and/ or managed land, building or facility

The Policy covers single-use and soft plastic items used in purchasing, packaging, sales, distribution, transportation or clean-up practices associated with Council's corporate operations and at festivals, events and applicable activities on any land or building owned and/ or managed by Council and in Council facilities and services.

## 4. DEFINITIONS

**Bioplastic** – A term that can describe either bio-based or biodegradable plastic, including plastic items that are made with or without the use of petrochemical compounds.

- **Bio-based plastic:** Plastic made from natural bio-polymers – i.e. organic and renewable materials such as rice, starch, sugar cane, wheat or corn.

- **Biodegradable plastic:** Plastic that has the potential to break down into its natural components over a period of time. These products can be made from natural and/or fossil fuel-based materials.

**Carry bag** - A plastic bag of any size that you use to carry the things you have bought or are given.

For the purpose of this Policy, this definition includes both thin (35 microns) and heavier weight disposable or limited use plastic bags, including degradable, biodegradable and compostable bags.

**Council event** – Any event organised by Council

**Community event** – any event delivered for community for free. Any event organised by a community member or a community group (such as a school or not-for-profit organisation).

**Commercial event** - Any event organised by a business (such as an event company) conducted for profit.

**Council buildings** – Buildings, or venues and facilities owned and/ or managed by Council.

**Event** – Any planned activity that occurs in a certain place, during a certain time, which involves a gathering of people and has some level of impact on the immediate surroundings.

For the purpose of this Policy, it includes all civic, commercial and community events such as markets, festivals, ceremonies, exhibitions, expos, meetings, functions, workshops, information sessions, conferences, parties, competitive sporting events, and other organised sporting and recreational events.

**Micro plastic** – Microplastics are plastic items that are smaller than 5 mm and can have a variety of shapes such as particles or fibres. Based on their origin, they are generally divided up into primary microplastics, such as microbeads in face wash and toothpaste, or secondary microplastics, such as fragments from plastic bags or fibres from textiles.

**Plastic** – Polyethylene, polystyrene and polypropylene made from petrochemical compounds, including degradable and biodegradable products made from these compounds.

**Plastic bottles** – A bottle constructed from plastic that is used to carry drinking water or any other beverage designed or intended to be discarded after consumption.

**Polystyrene** – Also known as Styrofoam, a light, usually white plastic used especially for putting around delicate objects inside containers to protect them from damage, or for putting around something to prevent it from losing heat.

**Single-use plastics** – Any disposable plastic or polystyrene item that is designed to be used only once or a short period of time before it is discarded. These plastics include, but are not limited to plastic bags, cups, bowls, plates, cutlery, straws, bottled water, sachets (e.g. sauces), containers, packaging and other similar items.

For the purpose of this Policy, it also applies to balloons, single-use disposable cups and lids used for hot or cold drinks, e.g. takeaway coffee cups, plastic glitter, glow sticks and confetti, and single-use or disposable plastic promotional items and giveaways.

**Soft plastics** – Soft or flexible plastics are any plastics that can be easily scrunched into a ball or broken when crushed by hand and include, among others, single-use plastic bags, corn starch / cellulose plastic multi-use shopping bags, straws, some types of food packaging and balloons.

**Sport or recreational activity** – Any regular or organised sporting or recreational activity occurring at Council owned and/ or managed sites, including those run by community sporting clubs.

**Takeaway container** – Used for serving or transporting prepared, ready-to-consume hot and cold foods, including deli containers.

**Waste hierarchy** – The waste hierarchy ranks waste management options in order of their general environmental desirability. Rankings are: Avoid (most preferred); Reduce; Reuse; Recycle and Dispose (least preferred).

## 5. POLICY

### Policy Vision

To reduce the use of single use and soft plastics across Council's corporate operations and at any festival, event or other activity on any land or building owned and/ or managed by Council.

### Policy Objectives

The objectives of this Policy are:

- To reduce, eliminate and transition away from single use and soft plastics across Council's corporate operations.
- To reduce the impact of single use and soft plastic pollution on Council land, waterways and the impact of microplastics on animals, the food chain and human health.
- To reduce the distribution and use of single use and soft plastics by organisations or individuals conducting an event or activity on any land or building owned and/ or managed by Council.
- To support the Victorian Government's ban on lightweight plastic shopping bags and single use plastics and support the container deposit scheme which seek to reduce pollution, and the amount of plastic waste sent to landfill, encourage better recycling outcomes, and facilitate alternatives to single-use plastic products.

- To go beyond the Victorian Government bans, and further reduce the use of single use plastics for all operations and activities occurring on Council owned and/ or managed land and buildings
- To engage with and support the Dandenong Market and its traders, and other corporate operators on Council owned and/ or managed land in transitioning away from the use of single-use plastic bags and other single-use or soft plastics and encourage suitable alternatives.
- To engage and educate community groups, sports clubs and the broader community to transition away and reduce single use and soft plastics.

### Policy Details

As of February 2023, these problematic single-use plastics are banned from sale or supply in Victoria:

- Single use plastic bags of 35 micrometres (µm) thick or less
- Plastic drinking straws (unless needed for medical reasons, see 'Exemptions' on page 5)
- Plastic cutlery
- Plastic plates
- Plastic drink stirrers
- Cotton bud sticks
- Expanded polystyrene food service items
- Expanded polystyrene drink containers

In addition to the State ban of single use plastic items above, this Policy deems the following items should not be distributed, sold, provided or used, and should be replaced with suitable alternatives:

- Single-use plastic carry bags (of any thickness)
- Balloons (latex, mylar (foil) and cloudbuster)
- Single-use plastic and polystyrene plates and bowls
- Single use plastic and polystyrene take away food containers (that transport hot and cold foods, including deli containers)
- Plastic bottled beverages
- Single use coffee cups for dine in customers (where in accordance with lease agreements)
- Single use plastic tablecloths
- Plastic glitter, glow sticks and confetti
- Single use or disposable promotional items or giveaways

This Policy is in place to reduce the use of single use plastics and other soft plastics across the following areas:

- Council's corporate operations and delivery of services
- Council events



- Community or commercial events or activities held on land and/or in building's owned and managed by Council
- Registered community organisations or service providers operating out of Council owned buildings or facilities
- All registered sporting clubs using council owned land and/or facilities
- All leisure centre operators of Council owned facilities
- Commercial businesses operating on Council owned and/ or managed land (where in accordance with lease agreements)

It is a requirement that:

- Free access to drinking water must be provided at all events and activities, and within Council owned and/ or managed buildings.
- Plastic bottled water is not to be provided at civic functions where potable drinking water facilities are available. Reusable plastic portable water dispensers are allowed.

Suitable alternatives for the items included in the Policy should:

- a) Contain no plastic in its composition (biodegradable plastics, degradable plastics, renewable plastics, and bioplastics are not suitable)
- b) Be available;
- c) Be fit for purpose; and
- d) Be cost suitable.

## Exemptions

The following exemptions apply:

- Events and activities occurring on Council owned or managed land that do not need an event permit, hire agreement, lease or tenancy agreement
- Single use and soft plastics that are necessary to meet health, safety and emergency response requirements
- Single use and soft plastics that are required for people with special needs
- Single use and soft plastics where there is no other practical alternative product or distribution method available, as agreed and approved by Council
- Plastics where alternative items are cost prohibitive or restrict operational revenue, as agreed and approved by Council
- The Dandenong Market and all private traders within \*
- Commercial businesses operating on Council owned land and/ or managed land \*\*

\*Council will work with the Dandenong Market to undertake various engagement and education activities to increase the knowledge of all stakeholders of the impacts of single use plastics, and alternative options to replace plastics.

\*\*Council will seek to include clauses in new contracts and lease agreements that minimise/ eliminate the use of single use plastics in commercial businesses operating on Council owned and/ or managed land. Council will also investigate how to support current leasing businesses to trial initiatives that increase the uptake of reusables.

Council will work with all stakeholders bound by the requirements of this Policy. Where an exemption is required, Council will provide guidance to the individual or group on opportunities to reduce the use and disposal of the relevant single use plastic item until its can be eliminated or substituted in the future.

Should non-compliance occur, Council will support organisations or individuals who need to comply with this Policy. However, if there is poor adherence to this Policy such as repeat non-compliance, Council reserves the right to take further action that may restrict future activities or operations.

### **Implementation**

The implementation and education regarding the Policy will be supported through a range of operational and educational resources which will:

- Support areas of Council that generate significant plastic waste to develop alternative practices and behaviour.
- Continue to implement a whole of Council awareness and education program on Council's commitment to reduce single-use and other soft plastic materials.
- Promote Plastic Use Policy guides for target groups and provide updated lists of alternatives to the plastic items included in the Policy.
- Seek to procure goods that minimise single use plastic, and encourage suppliers to reduce single use plastic in their products.
- Promote a clear set of festivals and events guidelines that will help deliver and promote plastic free Council or community events.
- Incorporate the reduction of single-use and soft plastics, into relevant new contracts and lease agreements for Council owned and/ or managed community facilities and leisure centres.
- Work closely with sports clubs and community groups located in Greater Dandenong, to reduce the use of single-use and soft plastics, through education and incorporating this initiative into the terms and conditions of the relevant hire agreements and grant funding agreements.
- Seek to include clauses in new contracts and lease agreements that minimise/ eliminate the use of single use plastics in commercial businesses operating on Council owned and/ or managed land.
- Engage with commercial businesses operating on Council owned and/ or managed land to actively encourage, support and incentivise takeaway customers to use reuseable cups and containers.

- Develop annual education and engagement plans commencing in 2026 that engages commercial businesses operating on Council owned and/ or managed land to reduce single use plastics in their operations, including the Dandenong Market.
- Support Dandenong Market and its traders to implement its own approach to reducing the impacts of single-use and soft plastics.
- Reduce single-use plastics and soft plastics used for services, such as catering and community engagement.
- Promote the objectives of the Policy at relevant induction evenings and in person at major Council events.

### Waste Hierarchy Approach

Greater Dandenong supports the internationally recognised Waste Hierarchy. The waste hierarchy is an order of preference and states that waste should be managed in accordance with the hierarchy, with avoidance being the most preferred option and disposal being the least.

The EPA's waste hierarchy approach will be used as a key reference tool to guide the implementation of the Policy and supporting the transition towards reducing and eliminating single-use plastic.



### Education

The benefits of eliminating and reducing single-use plastics will be communicated to the community through an ongoing education and awareness program, which will be run between Council's Waste Education and Sustainability Planning units.

## 6. RESPONSIBILITIES

Department	Roles and Responsibilities	Timelines
Councillors	<p>Leadership group of elected community representatives.</p> <p>Policy custodian and stewards for the endorsed updated Policy and its implementation.</p>	Ongoing
CEO and Executive Team (ET)	<p>Leadership group comprising of the CEO and Executive Directors. All Executive Directors are Policy custodians.</p> <p>Ensures Council meets the endorsed objectives and standards within the Policy.</p> <p>Promote and support implementation across the organisation and the broader community.</p>	Ongoing
Strategic & Environmental Planning	<p>Provides advice, guidance and support across Council's operations and business units to ensure that they comply with the Policy.</p> <p>Support implementation through the provision of operational guidance, resources and facilitate education and engagement programs.</p>	Ongoing
Waste Services	Responsible for reducing the amount of waste sent to landfill and minimising the impact of plastic pollution.	Ongoing
Procurement Services	Support implementation and provide guidance documents for Council's procurement and tender processes.	Ongoing
Civic Facilities	<p>Responsible for the hire and booking conditions of all Council owned buildings available for temporary hire.</p> <p>Responsible for the ordering, supply and provision of items used in all civic buildings such as food, beverage and materials.</p>	Ongoing
Festivals and Events	Support implementation for festivals and events, and encourage community events to comply with the Policy	Ongoing
Sport and Recreation	<p>Responsible for the development and implementation of agreements between management agencies, sporting clubs and council.</p> <p>Ensures all leisure centre contracts and agreements and community lease/ license agreements are in line with Council objectives and complement broader community outcomes.</p> <p>Encourage sporting clubs to comply with the Policy.</p>	Progressive implementation in line with lease and contract agreements
Community Development	Responsible for the coordination of Council's community funding program.	Progressive implementation in line with

	Provides funding, including the implementation of conditions with Council's community grants program.	update/renewal of grant conditions and contracts etc
Governance, Legal and Risk	Develops and negotiates leases for use of Council's properties.  Ensure all new and renewed leases are negotiated and prepared, and comply with commercial standards, legislation and Council policies.	Progressive implementation in line with update/renewal of permits, leases, licences and contracts.

## 7. REPORTING, MONITORING AND REVIEW

<b>Reporting</b>	Executive Team
<b>Monitoring</b>	Strategic and Environmental Planning is responsible for the monitoring of this Policy.
<b>Review</b>	This Policy will be reviewed by the Team Leader - Sustainability Planning every four (4) years or where required under relevant legislation.
<b>Stakeholder Engagement</b>	Governance Legal and Risk Executive Team Festival and Events Waste Services Creative and Engaged City

## 8. REFERENCES AND RELATED DOCUMENTS

### Consideration of Climate Change and Sustainability (Climate Change Act 2017)

According to research completed by the State Government's Department of Climate Change, Energy, the Environment and Water, (DCCEEW), Australians produce around 100 kg of plastic waste, per person each year. A third of which is single use plastic. As a nation, that equates to 2.5 million tonnes of single use plastic waste, with only 13 percent being recovered and 84 percent going to landfill. (DCCEEW 2021). Globally, single-use plastic accounts for 85 percent of marine pollution (United Nations Environment Program 2021). It is estimated that by 2050, plastic in the ocean will outweigh fish (DCCEEW 2021).

Single-use plastics have many environmental impacts across their lifecycle, from the resources required to manufacture and transport the product, to the end-of-life disposal impacts. They cause large levels of litter and waste which requires cleaning up and disposal at a cost to Council. In addition, plastic breaks down into smaller pieces to become micro-plastics, which is being ingested by wildlife and is subsequently found in the food chain and the food ingested by people, which is a growing human health concern.

As a result, all levels of government are taking action to reduce single use plastics and are beginning to see improvement since their introduction. For example, the Victorian Government's *Environment Protection Amendment Bill 2019* saw the banning of lightweight plastic shopping bags by all retailers in November 2019. This has seen a decline of single-

use HDPE plastic bag consumption by 90% since 2016–17 (DAWE 2021). The State Government also implemented a ban on plastic drinking straws, drink stirrers, cutlery, plates, cotton buds as well as food ware and cups made from expanded polystyrene in February 2023. The ban applies to all businesses and organisations in Victoria.

In an effort to further reduce single use items and shift behaviours around reducing and recycling, in November 2023 the Victorian Government's Container Deposit Scheme was rolled out to target containers such as soft drink and water bottles. The scheme aims to divert 80 percent of material from landfill by 2030. In the first 12 months of its operation, one third of all containers produced have been recycled through the scheme, 30 percent of those containers being plastic.

Reducing the use of single-use plastics by Council and the community aligns with the Greater Dandenong City Council's expectations and environmental values, as well as the community consultation outcomes on Council's climate, sustainability and environmental strategies. This Policy directly responds to Council's Declaration on a Climate and Ecological Emergency, and Council's *Climate Change Emergency Strategy 2020-2030*.

### Legislation

- the *Environment Protection Amendment (Banning Single-Use Plastic Items) Regulations 2022* outlines the Single Use Plastic items that are banned, exemptions and who this ban applied to.
- the *Circular Economy (Waste Reduction and Recycling) (Container Deposit Scheme) Regulations 2022*, outlines which containers are eligible, requirements for first suppliers, and exempt containers.
- *Child Wellbeing and Safety Act 2005 (Amended)*
- *Environment Protection Act 2017*
- *Freedom of Information Act 1982*
- *Gender Equality Act 2020*
- *General Environmental Duty 2017*
- *Human Rights and Responsibilities Act 2006*
- *Local Government Act 2020*
- *Planning and Environment Act 1987*
- *Privacy and Data Protection Act 2014*
- *Public Records Act 1973*

### Related Council and Other Policies, Procedures, Strategies, Protocols, Guidelines

- *Council Plan 2025-29*
- *Climate Emergency Strategy 2020-2030*
- *Imagine 2030 Community Plan*
- *Leasing and Licensing of Commercial Properties Policy*
- *Procurement Policy 2021 -2025*
- *Sustainability Strategy 2016-2030*
- *Waste and Litter Strategy 2015-2020*

**Administrative Updates**

It is recognised that from time to time, circumstance may change leading to the need for minor administrative changes to this document. Where an update does not materially alter this document, such a change may be made administratively. Examples include a change to the name of a Council department, the change to an existing policy or document referred to in this policy and minor updates to legislation and the like which does not have a material impact. All changes or updates which materially alter this policy must be by resolution of Council.

Date	Update

DRAFT



## 4.2 OTHER

### 4.2.1 Review of Gambling Issues for Greater Dandenong

This Item was deferred at the 10 June 2025 Council Meeting to consider feedback from Councillors, the feedback has been considered and is now being tabled again for consideration.

**Responsible Officer:** Executive Manager Strategy Growth & Advocacy

**Attachments:** 1. A review of gambling issues for local government [4.2.1.1 - 80 pages]

#### Officer Recommendation

That Council

1. **NOTES** the ongoing leadership and impact of the Greater Dandenong City Council's Gambling Policy, including Council instrumental advocacy role through the Alliance for Gambling Reform, opposition to harmful gambling applications, and commitment to maintaining independence from gambling industry funding and influence;
2. **NOTES** the public education and engagement efforts undertaken to raise awareness of gambling harm, promote access to support services, and expand alternative recreational opportunities, with a particular focus on young people and vulnerable communities; and
3. **CONTINUES** in its commitment to gambling reform by continuing to advocate for reduced EGM numbers, a national ban on gambling advertising, and greater transparency in community contributions from gambling venues.

#### Executive Summary

1. Each year, Greater Dandenong residents lose nearly \$340 million to gambling. This report informs Council of the scale, impact and harm inflicted by gambling upon our community, and of efforts by Council to address gambling harm.
2. Accurate information about the impact of gambling on community's wellbeing is important for community education, advocacy and policy development.

#### Background

##### *Legal gambling*

3. Legal gambling in Victoria includes sports betting, racing, lotteries, keno, lotto, electronic gambling machines (EGMs or 'pokies') and the Casino.





4. EGMs account for nearly half of all legal gambling losses and most gambling problems, as they are widely accessible and provide people with the means to gamble continuously. In 2023/24, \$138 million was lost to EGMs operating in 14 pubs and clubs in Greater Dandenong - an average of \$378,000 each day, and equal to the cost of adequately feeding 46,000 children for a whole year. This is equivalent to \$1,089 per adult – the second highest rate of losses per adult in Victoria.
5. Sports betting holds further concerns; due to its rising popularity and the role it plays in consolidating gambling practices among young adults. The development of internet technology, increasing access to smart phones, coupled with a proliferation of gambling operators and pervasive advertising, have contributed to its rise. A growing number of young people, especially in sporting environments, are adopting sports betting as a regular source of recreation.

### ***Impact of Gambling Problems***

6. Most regular gamblers experience some level of harm from gambling. Problems generally arise when individuals persistently lose more money than they can comfortably afford. Practical experience in our community shows this often results in financial hardship, poverty, personal stress, family conflict and violence, deceptive actions to obtain money, distraction from work responsibilities, and homelessness.
7. Gambling problems tend to be most prevalent among younger people, those with limited formal education, on lower incomes or in menial occupations.
8. The gambling industry claims that it supports the community and creates jobs. However, studies conducted by the State and Federal Governments have shown that jobs created in the gambling industry are matched by reduced employment in other businesses.
9. In addition, while club gambling venues donate money to support local community initiatives, in 2023/24, just 1.6 per cent of their gambling revenue was donated to our community as gifts, donations, sponsorships and support for veterans.

### ***How Council Responds to Gambling Issues in our Community***

10. Council's Gambling Policy, last updated in 2022 and scheduled for revision next year, sets out several important strands of Council activity to address gambling harm.
11. Monitoring gambling trends - monitoring information about the scale and impact of gaming in our community, informs Council and residents, permits sharing with local government partners and supports efforts to advocate for reform.
12. Informing residents about gambling harm and sources of help - Council informs residents about the destructive consequences of gambling while advising of sources of advice or support for people experiencing gambling problems. It does this through Council screens, website, brochures and social media. Council also promotes alternate sources of recreation and social fulfillment.
13. A balanced relationship with the gambling industry - Council maintains a relationship with the gambling industry that sets a distance between Council's functions and gambling activities. Council's policy stipulates that it may not accept funds from the gambling industry, shall deter Council-supported clubs from doing likewise, and prohibit gambling advertising at Council-owned venues (except any functioning as a gambling venue). Council also discourages staff from conducting activities in gambling venues where alternatives are available.
14. Responding to gambling applications - Council responds to applications for new gambling venues, or increased numbers of EGMs at existing venues, with consideration of the merits of each application as well as the harm that additional EGMs may inflict upon residents. Three applications were received in each of the years 2017 to 2019, all of them successfully opposed by Council at hearings of the Victorian Casino and Gambling Control Commission, resulting in a significant reduction of EGMs in this municipality as well as the removal of a gambling venue.



15. Advocacy for Gambling Reform - Council's most important work is in advocacy for reforms to the regulation of gambling. The foundation of much of this work is its collaboration with the Alliance for Gambling Reform. Council is a founding and financial member of the Alliance - a partnership between local governments, community groups, researchers and people with personal experience of gambling.
- a. Council supplies detailed information to the Alliance about gambling trends to help inform its work, supports its campaigns with letters and advocacy to local parliamentarians, and participates in consultations to help set the direction of its work. Council has also strongly advocated on its own account for other reforms, including further reductions in the maximum number of EGMs permitted to operate in this municipality.
  - b. Reforms such as the removal of ATMs from gaming rooms, reduction in maximum EFTPOS withdrawals, encouragement of AFL clubs to relinquish their gaming venues, and lower EGM numbers in disadvantaged communities are largely a consequence of targeted and strategic advocacy by the Alliance.
  - c. More recently, the Alliance had focused upon advocacy for reduced opening hours for gambling venues and the establishment of a mandatory precommitment mechanism for the use of electronic gambling machines – a process Council supported through the provision of information about gambling trends and communication with local parliamentarians. The efforts of the Alliance were instrumental in the 2023 State Government announcement of these reforms.
  - d. In the wake of the Federal election, the Alliance was escalating its campaign for a national ban on gambling advertising – among the recommendation of the 2023 recommendations of the House of Representatives Committee on Social Policy and Legal Affairs (the Murphy Report).
  - e. The Alliance also supports other proposals featured in this landmark report, such as ban on free games and other inducements offered to players, a crackdown on illegal gambling sites, improved support for people seeking help with gambling problems, reduced access by minors to games which feature simulated gambling, and the establishment of a national strategy to address the rise of online gambling.
  - f. The Alliance also advocates the prohibition of donations to Australian political parties or candidates by the gambling industry.

## Key Issues and Discussion

16. Losses to legal gambling in Greater Dandenong, and particularly to electronic gambling machines (EGMs) or 'pokies', worsens financial hardship among residents and communities. An understanding of the scope of such gambling losses, and some of the ways in which Council seeks to moderate the impact of gambling by advocating for reform to its regulation and other means, may help to guide future Council decisions about this topic.

## Governance Compliance

### *Human Resource Implications (consider Workforce Planning and Service Statements)*

17. This item does not have an impact on existing human resources.



### ***Financial/Asset Resource Implications (consider Service Statements, Budget, Long Term Financial Strategy and Asset Plan)***

#### ***Operating Budget Implications***

18. There are no financial implications associated with this report.

#### ***Asset Implications***

19. This item does not affect any existing assets.

#### ***Legal/Risk Implications***

20. There are no legal / risk implications relevant to this report. The purpose of this report is to make available two updated gambling resources for use within the public realm.

#### ***Environmental Implications***

21. There are no environmental implications relevant to this report.

### **Community Consultation**

22. There was no requirement for community consultation.

### **Links to Community Vision, Council Plan, Strategy, Notice of Motion**

23. This report is consistent with the following principles in the Community Vision 2040:

- Safe and peaceful community.
- Education, training, entrepreneurship and employment opportunities.

24. This report is consistent with the following strategic objectives from the Council Plan 2025-29:

- A socially connected, safe and healthy city.
- A Council that demonstrates leadership, responsible use of public resources, and a commitment to investing in the community.

### **Legislative and Policy Obligations**

25. This report has considered Council's legislative and policy obligations (where applicable) as outlined in the Report Considerations section detailed in the front of this Agenda. The applicable obligations considered and applied are:

- The Overarching Governance Principles of the *Local Government Act 2020*.
- Related Council Policies, Strategies or Frameworks.

# A Review of Gambling Issues for Greater Dandenong

H. Brown.  
Revised May 2025





## EXECUTIVE SUMMARY

### Introduction

This report, recently updated, presents an account of the nature and extent of legal gambling in Victoria, including trends in levels of participation and expenditure among different gambling types, segments of society and communities.

Consideration is given to the causes and impacts of gambling problems among individuals and communities. Emphasis is given to the particular impacts of electronic gambling machine (EGM) gambling as it accounts for nearly half of all legal gambling losses and for most gambling problems. Sports betting is also given prominence due to its rising popularity, and to the role it plays in consolidating gambling practices among young adults.

The content of the report is largely blended from research and expert commentary about this subject, as well as government tabulation of losses and other measures of the scale and impact of gambling.

This information will hold interest for local governments and other organisations which share a concern for the effects of gambling and may be participating in efforts to lessen its impact upon Victorian communities, families and individuals.

### Participation in Gambling

Surveys show that approximately half of Victorian adults, and similar proportions of women and men, participate in legal gambling – such as lotteries raffles, Keno, EGMs, the Casino and sports betting, in any 12-month period

Most popular among types of gambling are lotteries, in which nearly two-fifths of adults participate, and raffles. A lesser proportion of 10.7% of adults participate in EGM gambling and 5.1% in sports betting. Notably though, participation in gambling has declined from 73% in 2008 to 52% by 2023, including a halving in rates of participation by adults in EGM gambling, from 21.5% to 10.7% during this period.

Overall, gambling is most common among older people, English-only speakers and people with limited formal education.

### Gambling Losses

In 2022/23, total losses in Victoria to all forms of legal gambling reached \$7.4 billion. These were distributed unequally among the population, with gambling losses acknowledged by survey participants over six times higher for males than for females, and highest among both younger people and those in their older age, as well as among English-speakers and people with tertiary qualifications.

Losses to EGMs match a different pattern altogether. In 2023, acknowledged losses among EGM gamblers were higher among males, older people non-English-speaking people, and those with limited formal education. Such losses tend to be highest in the least affluent communities. In 2023/24 for instance, losses among EGMs situated in Brimbank - the municipality with the lowest incomes in metropolitan Melbourne - stood at \$1,172 per adult, eight times higher than the corresponding rate of \$140 in highly affluent Boroondara.

### **Patterns of Sports Gambling**

Online gambling, including sports betting, is carried out through the internet, using computers, tablets, smartphones or other electronic devices.

Illustrating the burgeoning of online gambling in recent years, it is reported that the proportion of Australian racing gamblers who bet online, rose eight-fold, from 6.8% in 2008 to 55% by 2023.

These trends are attributed to a range of conditions, including the rise of internet technology, proliferation of gambling operators and aggressive advertising, which present many gamblers with the incentive and opportunity to bet more frequently, on a wide range of events, at any place or time of day, with the result that gambling has become an increasingly routine part of everyday life for many.

### **Causes of Gambling Problems**

Causes of gambling problems are often complex and may involve individual factors, the nature of the gambling experience, and the accessibility and range of gambling opportunities.

Gambling behaviour is often influenced by irrational or superstitious conceptions about the probability of winning or the role of skill in gambling. Unrealistically hopeful expectations may be fostered by aspects of gambling machine design, such as those which display symbols which convey the misleading impression of a near win.

Accessibility of gambling is also associated with higher levels of gambling losses and problems. Evidence, reviewed here, points to proximity to gambling venues, as well as venue characteristics such as a welcoming, comfortable and safe environments, late-night operations, meals and free tea and coffee, high levels of social activity, a sense of anonymity often fostered by larger venues, and the bells and whistles which frequently accompany gambling machines, as conditions which may attract individuals who are susceptible to gambling-related problems.

### **Prevalence of ‘Problem Gambling’**

The 2023 Victorian Population Gambling and Health Survey found that 8.5% of all Victorian adults, including 11.2% of males and 5.9% of females, experience consequences of gambling which placed them in the categories of low risk (5.3%), moderate risk (2.3%) or problem gambling (0.9%). The prevalence of gambling problems is highest among people with limited formal educational levels and on lower incomes.

The 2023 Victorian Population Gambling and Health Survey also found that 6.9% of Victorian adults, or 13% of gamblers, experienced at least one form of gambling harm during the previous 12 months, such as personal stress, financial hardship, poverty, distraction from work, family conflict and violence, crime and deceptive attempts to obtain money, and homelessness.

### **Limitations of Surveys of the Prevalence of Gambling Harm**

While community surveys and other evidence provide important insights into the prevalence and characteristics of problem gamblers, such findings should be interpreted with caution. Authors of the 2023 Victorian Population Gambling and Health Study observed that declining response rates, typically lower than

5% in Australian phone surveys, may reduce the representativeness through "... differences between those who are selected into a particular sample and those who end up completing the survey". In addition, many people with gambling-related problems are inclined to conceal their difficulties, under-reporting their losses. This subject is explored in further detail here, to lend perspective to the findings of such research.

### **Help Seeking**

The 2023 Victorian Population Gambling and Health Survey concluded that approximately two-fifths of gamblers did not know of any gambling support services. Another survey found that just one in forty regular gamblers had sought help with their gambling in the previous year, including about one in ten who sought assistance from Gambler's Help, Gamblers Anonymous or Gambler's Help lines in the previous year, with few subsequently participating in counselling.

### **Characteristics of people with gambling problems**

Research generally tends to the conclusion that gambling problems are most prevalent among males, younger people, people with limited formal education, lower incomes, menial occupations and Indigenous people.

The 2023 Victorian Population Gambling and Health Survey found that 2.5% of men were classified as problem gamblers, compared with 1% of women, with the prevalence of problem gambling declining steeply with age, from 2.8% of 18-24-year-olds, to 0.3% of people aged 75 years or more.

Investigations have found that the prevalence of problem gambling was highest among people on lower incomes, who are unemployed or socioeconomically disadvantaged.

The prevalence of gambling and gambling-related problems is also higher among people with limited educational attainments, than others, one inquiry documenting a prevalence of 2.8% among people with less than year 12 education, and 0.8% of those with tertiary qualifications. Research also points to a higher prevalence of gambling problems among sales workers, machinery operators, drivers and labourers.

The prevalence of gambling problems also appears to be higher among Aboriginal people than the general population, with one investigation concluding that approximately 8.7% of Indigenous people were problem gamblers, compared with 0.7% of the overall adult population.

Further details concerning the prevalence of gambling and of gambling-related problems, accompanied by the range of evidence underpinning them, are reviewed in the main report.

### **Benefits of Gambling**

While the gambling industry claims that it supports the community and creates jobs. The findings of government investigations though, provide no support to this conclusion. Inquiries conducted by the Victorian Competition and Efficiency Commission federal Productivity Commission concluded that the impact of the gambling industry upon employment was neutral.

Locally, club EGM venues do provide funds to support to the community activities. The extent of this funding is limited however: in 2022/23, club EGM venues in Victoria returned an average of just 1.6% of their gambling revenue to their local communities as gifts, donations, sponsorships and support for veterans.



## The Impact of Gambling upon Our Community: what the numbers tell us

Electronic gambling machines (EGMs or 'pokies') play a prominent role in the impact of gambling in Greater Dandenong. Since they are widely accessible and provide people with the means to gamble continuously, they account for nearly half of all legal gambling losses and are responsible for most gambling problems. In addition, Victorian local governments may support or oppose the addition of EGMs or venues, in hearings before the Victorian Gambling and Casino Control Commission.

### **Gambling Machines**

- 928 EGMs operate at 14 clubs and hotels in Greater Dandenong – the fifth highest number in Victoria. Sixty-one more EGMs may be installed in local venues before the municipal limit on EGM numbers, of 989, is reached.

### **EGM Gambling Losses**

- In 2023/24, \$138 million was lost to EGMs in our municipality - an average of \$378,000 each day, and equal to the cost of adequately feeding 46,000 children for one year.
- Losses in that year averaged \$1,089 per adult – the second highest rate in Victoria, and nearly twice the metropolitan level of \$597 per adult.
- Since their introduction in 1992, \$4.8 billion (in 2024 dollars) has been lost to EGMs in Greater Dandenong.

Surveys show that participation in EGM gambling is higher among younger people and those with limited formal education.

Only one-tenth of EGM gamblers, equal to 1% of Victorian adults, participate weekly, so most gambling losses are borne by a small segment of the community.

### **Total Gambling Losses**

- In addition to EGM losses, an estimated \$199 million is lost each year by Greater Dandenong residents to other legal forms of gambling, bringing total annual gambling losses in Greater Dandenong to approximately \$337 million in 2023/4, or an average of \$2,592 per adult.

### **Sports Betting**

Recent years have seen soaring levels of participation in, and losses to, sports betting in Victoria - though information about local losses is unavailable. Sports betting is five times more common among men than women, most widespread young people and rises with income.

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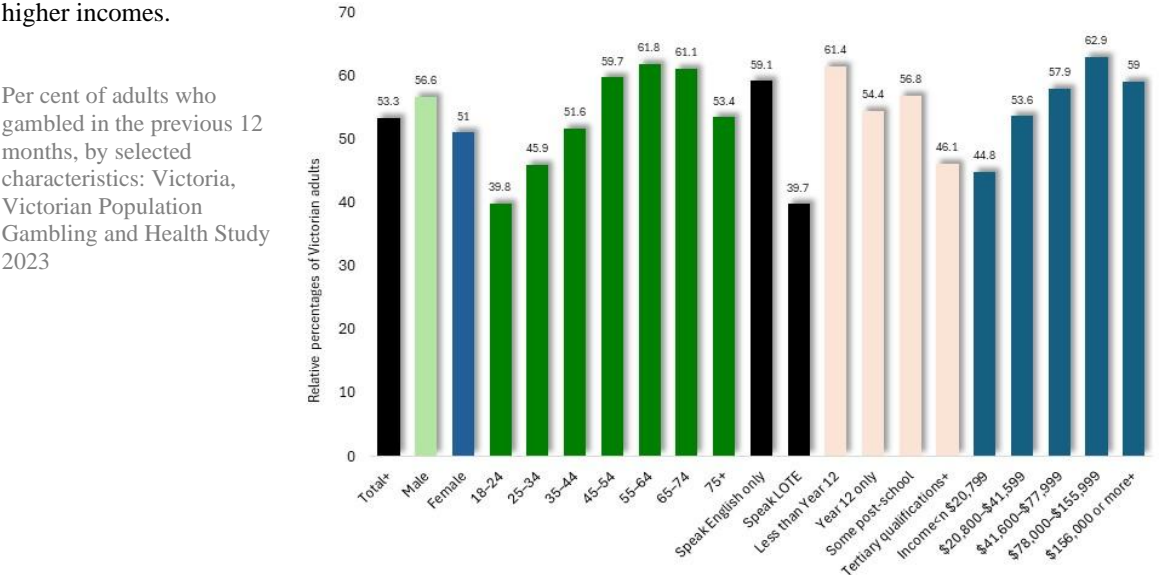
NOTES ABOUT GAMBLING ISSUES

Participation in Gambling

The 2023 Victorian Population Gambling and Health Study found that approximately half (53%) of Victorian adults had gambled during the previous 12 months, including 51% of women and 56% of men.

This proportion had declined from 73% in 2008, including a halving in rates of participation in EGM gambling from 21.5% to 10.7%, during that period. Alone among the major forms of gambling, sports betting recorded a rise in participation, from 4% in 2008, to 5.1% by 2023.

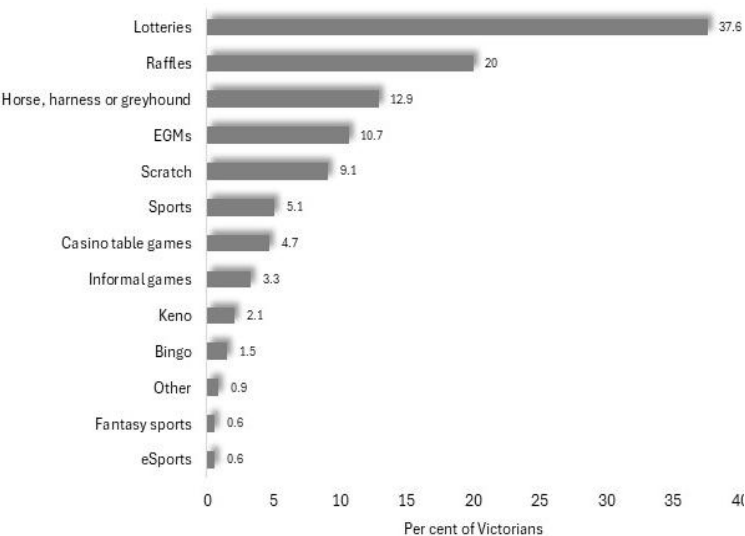
The prevalence of gambling recorded in the 2023 investigation rose with age, from 40% of 18-24-year-olds, to its peak of 62% among people aged 65-74. Gambling participation was higher among people who speak English only in their homes, among those with more limited formal education and among people on higher incomes.



Participation in Gambling Types

The 2023 study determined that approximately a third of Victorian adults participated in lotteries and one fifth in raffles, while one in nine (10.7%) - including 11.9% of males and 9.6% of females - had participated in EGM gambling and about one in twenty (5.1%) in sports betting.

Per cent of adults who gambled in the previous 12 months, by type of gambling: Victoria, 2023



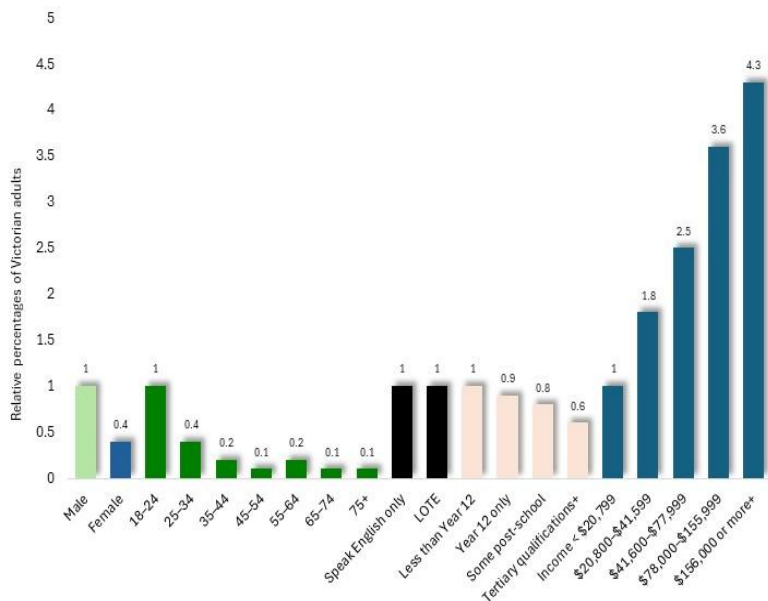
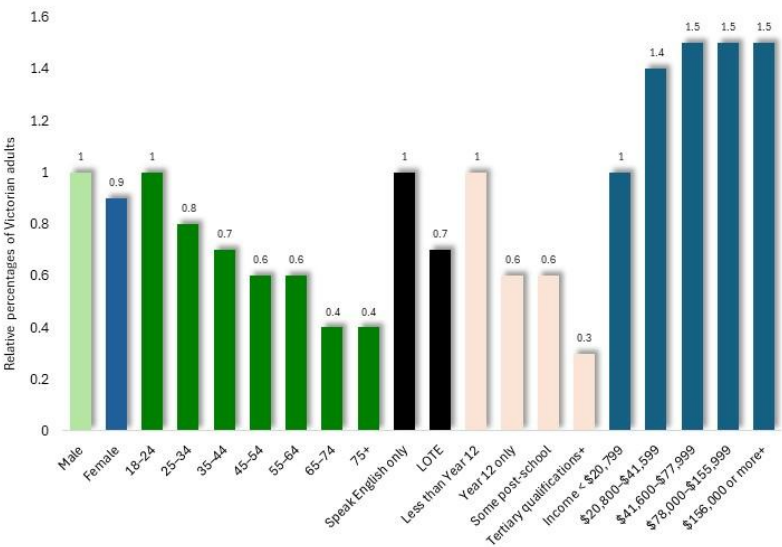
Rates of gambling participation among segments of the community vary widely among the various types of legal gambling. The diagrams presented below illustrate these differences with odds ratios. For each variable shown here, such as sex, age, spoken language, educational attainment and income, one category is assigned the value '1', with the number assigned to other categories of that variable showing the rate of participation, relative to that category.

For example, in the diagram below, illustrating levels of participation in EGM gambling, the number 1 is assigned to males, with the number 0.9, assigned to females, signifying that women were 90% as likely to participate in such gambling as men.

*Note: these odds ratios may only be compared among categories of a particular variable, such as sex, age, income and so on. The odds ratios may not be compared between categories of different variables, for instance, between 26-34-year-olds and people with year 12 education.*

According to these findings, rates of participation in EGM gambling tended to be slightly higher among men, younger adults, English-only speakers and those with limited formal education, and rose with increasing income.

Odds Ratios, for participation in EGM gambling, by social characteristic: Victoria, 2023

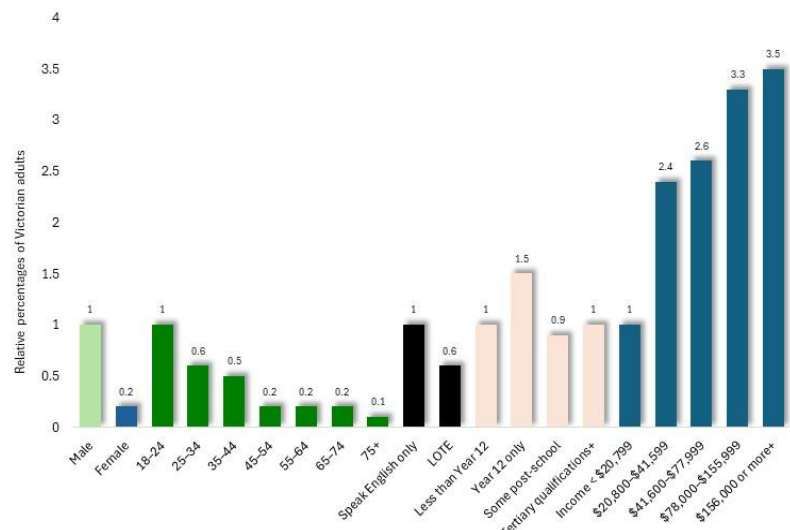


The proportion of Victorian adults who were found to participate in Casino gambling was more than twice as high among males as among women, highest among young people, somewhat higher among people with more limited formal education, and rose with increasing income.

Odds Ratios, for casino gambling, by social characteristic: Victoria, 2023

Participation in sports betting was five times higher among men than for women, highest among young people and those who speak English-only at home, and rose with increasing income.

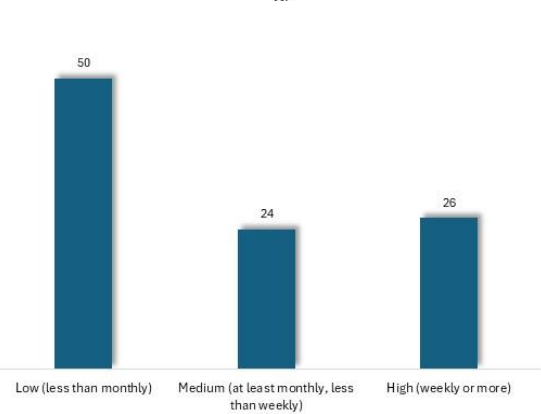
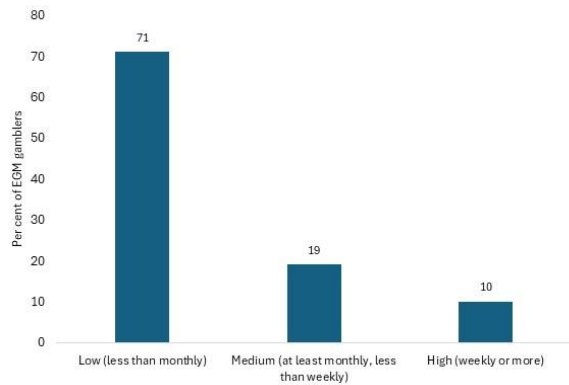
Odds Ratios, for sports betting, by social characteristic: Victoria, 2023



Gambling Frequency

The 2023 Victorian Population Gambling and Health Survey also found that half of Victorians who participate in gambling do so less than monthly, with about a quarter gambling at least monthly, but not weekly, and the balance participating at least every week.

Per cent of gamblers, by frequency of gambling: all gambling, Victoria, 2023

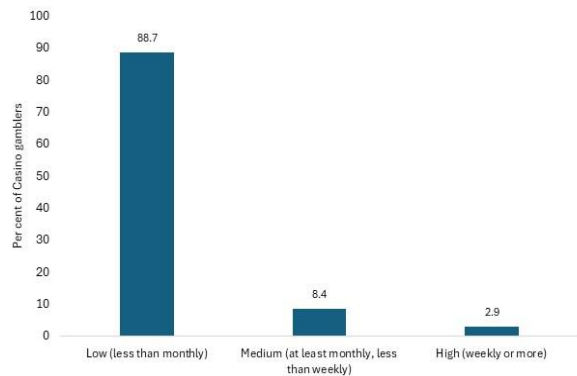


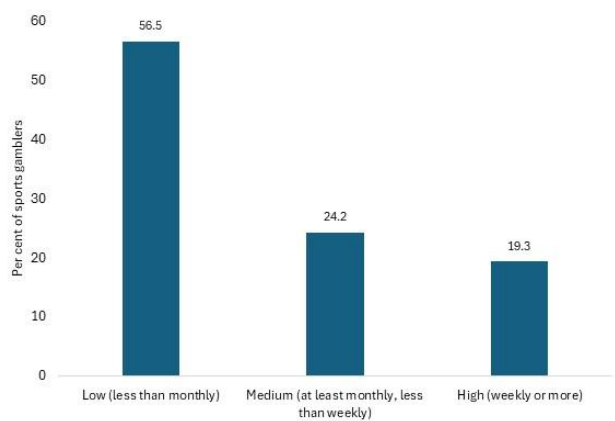
Among EGM gamblers, 71% participated less often than monthly, with only one-tenth (representing about 1% of Victorian adults) participating weekly.

Per cent of gamblers, by frequency of gambling: EGM gambling, Victoria, 2023

Similarly, among people who participated in Casino gambling, nearly nine-tenths did so less than monthly and only 2.9% as often as weekly.

Per cent of gamblers, by frequency of gambling: casino gambling, Victoria, 2023





Sports betters gambled more frequently than EGM or casino gamblers, with over half participating less often than monthly, but nearly one-fifth participating at least every week.

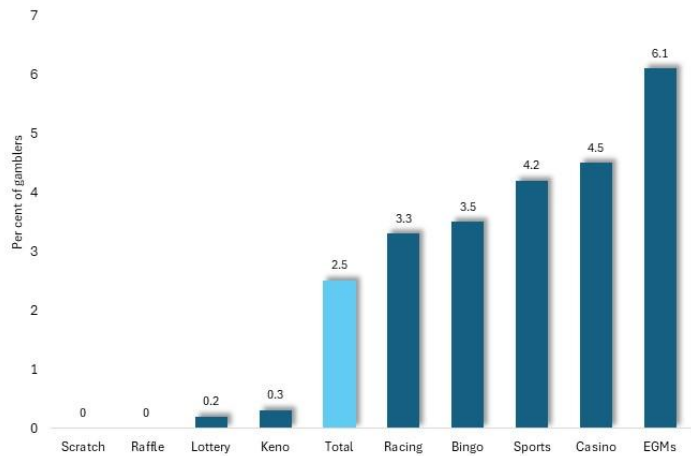
Per cent of gamblers, by frequency of gambling: sports gambling, Victoria, 2023

EGM Losses

In 2024, the Victorian Gambling and Casino Control Commission (VGCCC) reported that there were 26,377 attached electronic gambling machines [EGMs or ‘pokies’] operating at 488 hotels and clubs throughout the State. In 2023/24, \$3.03 billion was lost to these EGMs - equivalent to an average of \$6.2 million per venue, \$115,000 per machine, or \$581 per adult – and representing 41% of all legal gambling losses in 2022/3 (Queensland Government Statisticians Office, 2024). These losses were equivalent to the cost of feeding 1,013,400 children for a year<sup>1</sup>.

The 2023 Victorian Population Gambling and Health Survey informs us that approximately 10.7% of Victorian adults use gambling machines in a 12-month period. Dividing the total Victorian EGM losses in 2023/24 by the number of adults who gamble on EGMs, gives a figure for average EGM losses among such gamblers during that year, of \$5,201.

The survey also documented the proportion of gamblers who acknowledged losses of more than \$10,000 in the previous 12 months, a figure which stood at 2.5% among gamblers in general. Among EGM gamblers though, this rose to 6.1% - the highest percentage among all gambling types. Among Casino gamblers, 4.5%



lost over \$10,000 in the previous year, while for sports gamblers the figure was 4.2%. By contrast, less than 1% of scratch, raffle, lottery and Keno gamblers recorded such losses. Survey findings about gambling losses though, should be viewed with caution.

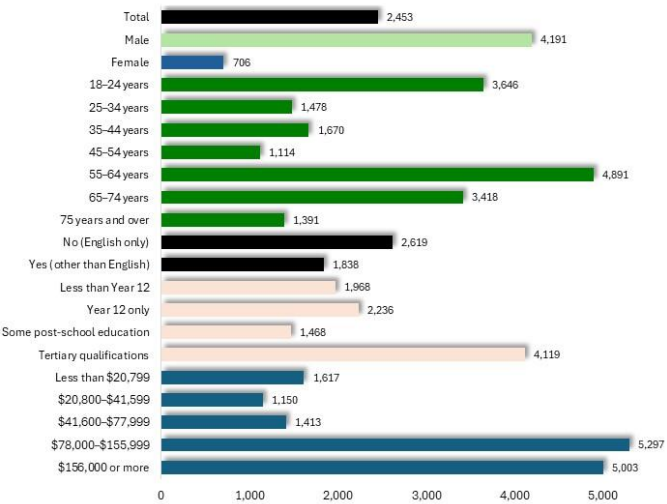
Per cent of gamblers who lost over \$10,000 in the previous 12 months to gambling, by type of gambling: Victoria, 2023

<sup>1</sup> Based on the findings of the 2014 Healthy Food Access Basket Survey, conducted by Queensland Health, which concluded that in 2014 the minimum cost of providing an adequate diet to an adult was \$126 per fortnight. The fortnightly cost of feeding a child is estimated at \$88 per fortnight - based on the proposition that the cost of living for a child is 70% that of an adult – in accord with the OECD equivalence scales used to estimate the prevalence of poverty. This figure is then adjusted by CPI to \$115 per fortnight in 2024 - equal to \$57.5 per week or \$2,990 in a year. Finally, 2023/24 EGM gambling losses of \$3030.1 million in Victoria are divided by \$2,730 to give 1,013,387 – the number of children whom these gambling losses could feed for a year.

Gambling Losses and Social Characteristics

Average annual gambling losses acknowledged by participants in the 2023 Victorian Population Gambling and Health survey were over six times higher for males than for females, and highest among young people and those in their older age, among English speakers, those with tertiary qualifications and people on higher incomes.

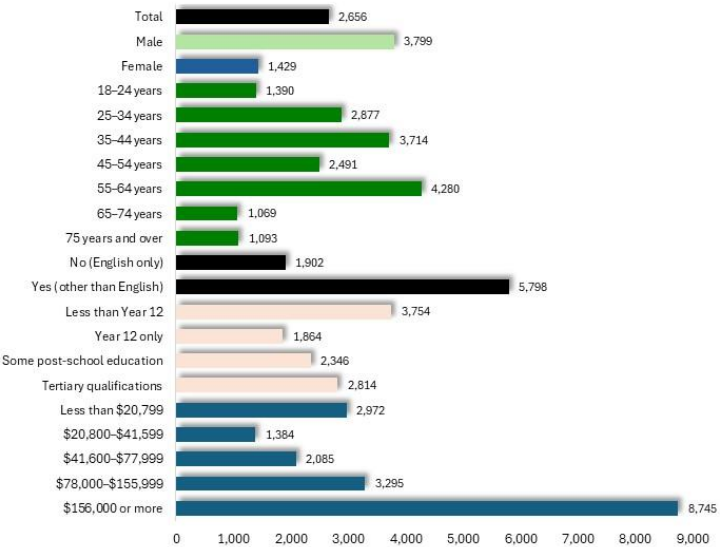
Average acknowledged losses to all forms of gambling by gamblers, in the previous 12 months, by community characteristics: Victoria, 2023



Though losses acknowledged by survey participants understated the true scale of EGM losses<sup>2</sup>, the survey findings may still provide some suggestion of the *relative* levels of average EGM losses among various segments of the community. In particular, among gamblers, acknowledged losses were higher among non-English-speaking people, those with limited formal education and higher income earners.

Average acknowledged losses to all forms of gambling by EGM gamblers, in the previous 12 months, by community characteristics: Victoria, 2023

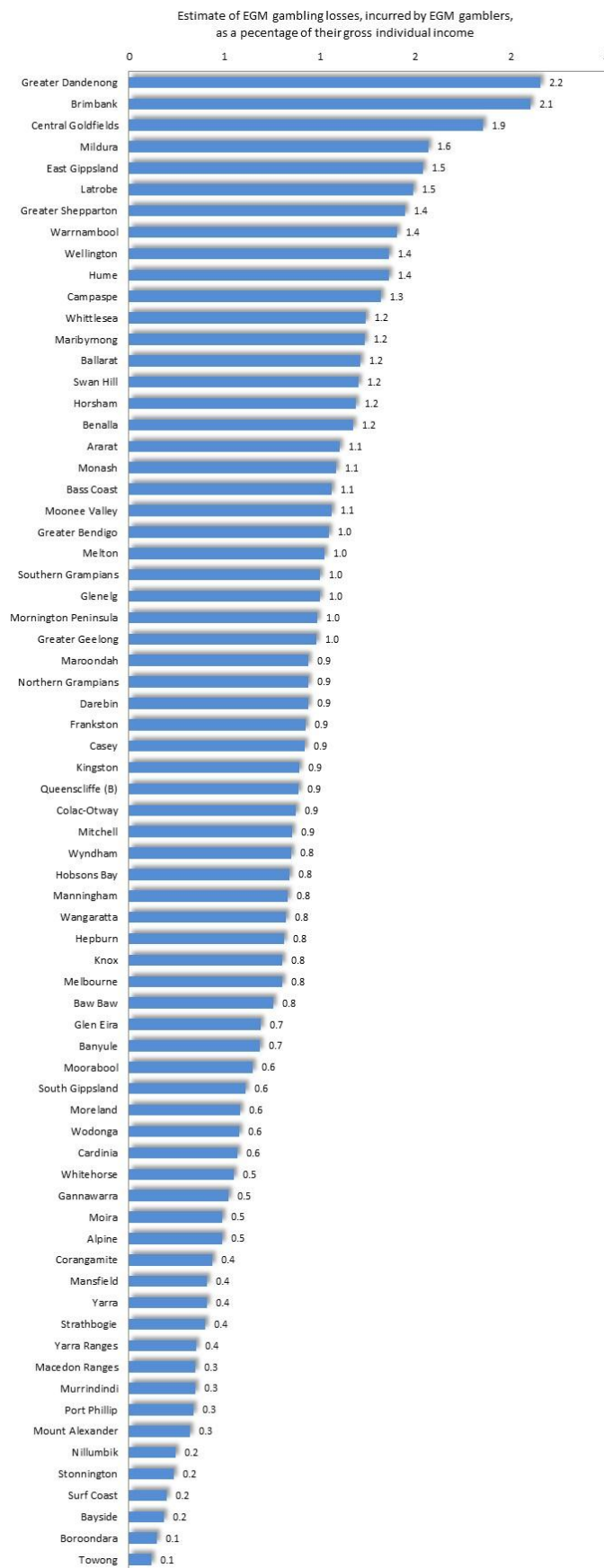
Losses in the previous 12 months were highest among frequent gamblers. For example, among those who gamble at least weekly, the average acknowledged loss during the previous



12 months was \$8,212, compared with \$158 among those who participated less often than monthly. Similarly, among EGM gamblers, average losses among weekly gamblers stood at \$5,344 compared with \$312 among those who gambled less often than monthly.

<sup>2</sup> These expenditure figures should be treated with circumspection. If the average losses per EGM gambler are multiplied by the number of EGM gamblers in Victoria (equal to 10.7% of the State adult population of 5.44 million) to give an estimate of total Victorian EGM losses, the result is \$1.547 billion, about half (51%) of *actual* losses recorded in 2023/24. This discrepancy confirms that a substantial proportion of EGM losses was unreported by respondents to the survey.





### Gambling Losses and Incomes

Where losses are measured in relation to personal income, the disparity between gambling losses among the most and least affluent localities is still more marked.

Estimated Proportion of Gross Individual Income Lost to EGM Gambling, 2021/22: Victorian Municipalities

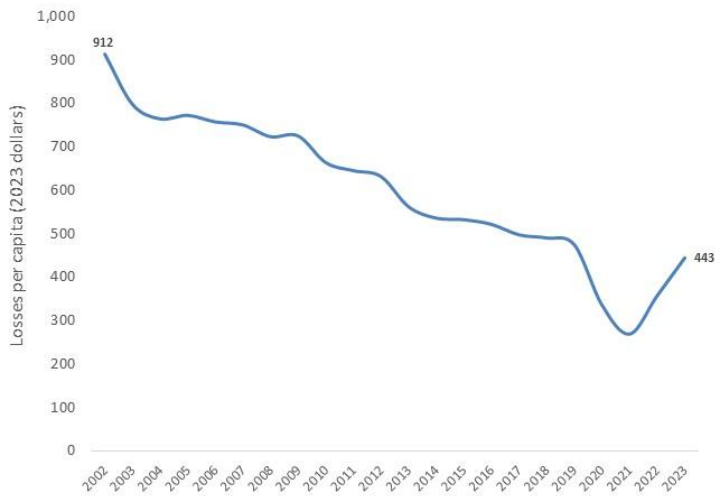
The relationship between EGM gambling losses and incomes levels may be examined comparing gross personal incomes, most recently documented in the 2021 Census with EGM losses recorded at a similar time, in 2021/22.

These figures showed that losses to EGMs, relative to total incomes, ranged from 2.2% in Greater Dandenong, to 0.3% or less in municipalities such as Nillumbik, Stonnington, Bayside, Boroondara and Surf Coast.

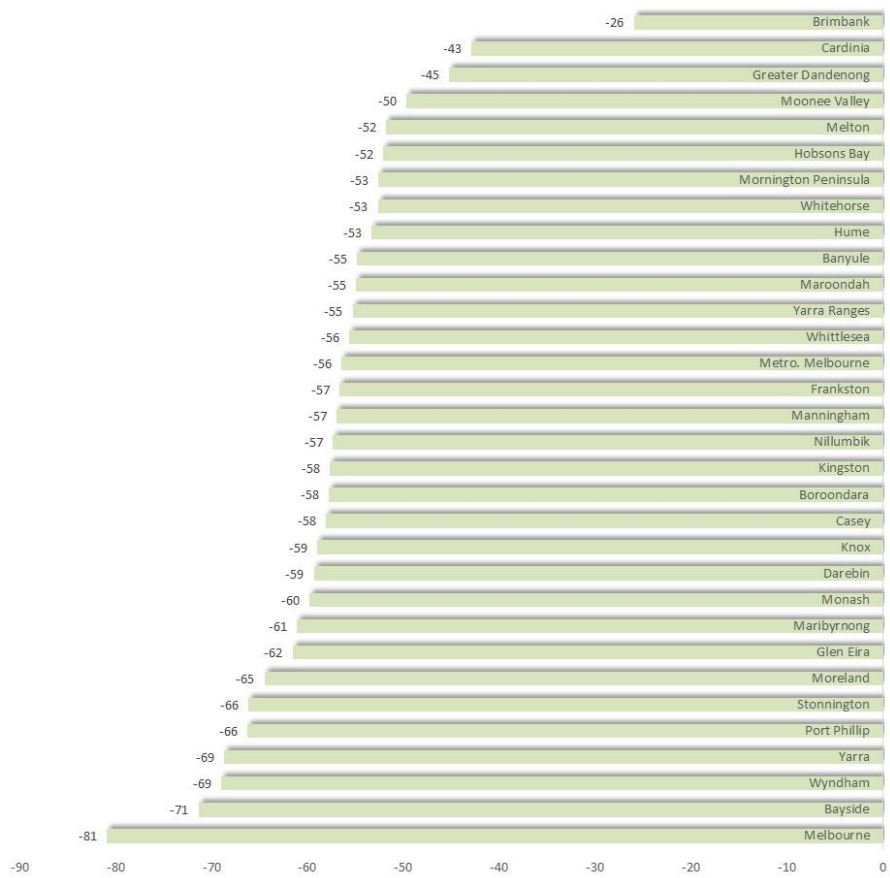
Trends in EGM and other gambling Losses

Losses to EGMs per capita in Victoria, published by the Queensland Government Statisticians Office, declined by 52% in real terms (that is, with values adjusted to 2023 dollar values) during the period 2002 (the peak of EGM losses) to 2023.<sup>3</sup>

Losses per capita (2023 dollars): Gambling machine gambling, Victoria, 2002-2023

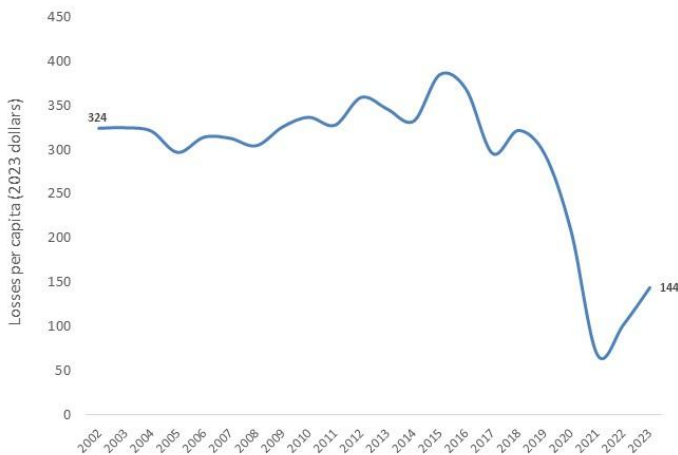


The percentage change in real losses per person, in the period 2001/02 to 2023/24, for each metropolitan municipality, are illustrated in the accompanying chart.



Percent change in losses per capita (2023 dollars) by metropolitan municipality: EGM gambling, Victoria, 2002-2023

<sup>3</sup> This and other information on the following two pages: Source: Queensland Government Statistician's Office, Queensland Treasury, Australian gambling statistics, 37th edition, accessed at: <https://www.qgso.qld.gov.au/statistics/theme/society/gambling/australian-gambling-statistics#current-release-australian-gambling-statistics> (See tab '5 Total Gambling/Casino etc. Expenditure')

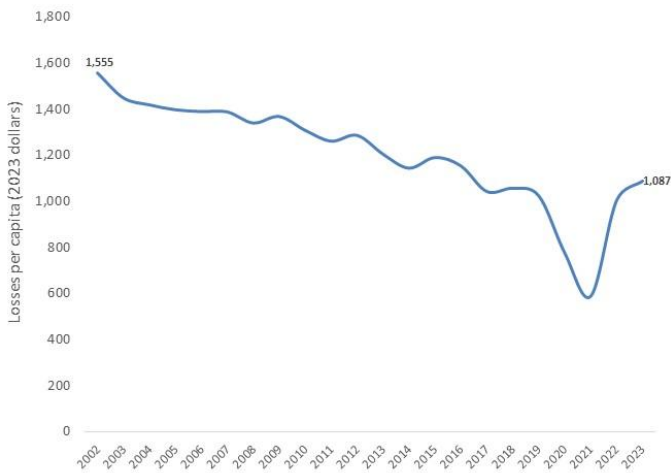
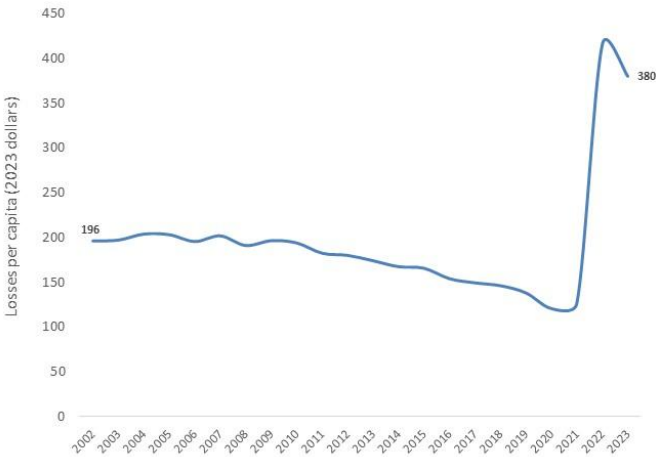


During the same period, casino losses declined by 56%,

Losses per capita (2023 dollars): Casino gambling, Victoria, 2002-2023

Meantime, losses at wagering (betting on sports and other events) nearly doubled, rising by 94%, in real terms.

Losses per capita (2023 dollars): Wagering, Victoria, 2002-2023



Overall losses to all forms of legal gambling per person, adjusted for inflation, declined by 30% during this period.

Losses per capita (2023 dollars): All legal gambling, Victoria, 2002-2023

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### **The EGM Gambling Industry and Distribution of Gambling Losses**

Under the Gambling Regulation Act 2003, a maximum of 30,000 electronic gambling machines (EGMs) may operate within Victoria: 2,628 within the Melbourne Casino, and 27,372 machines evenly divided among clubs and hotels throughout the state. Of those EGMs operating in hotels and clubs, a minimum of 5,474 must operate outside the Melbourne Statistical District, with the consequence that no more than 21,898 may operate within the metropolitan region. The Act further specifies that a maximum of 105 electronic gambling machines may be permitted within a single venue (Victorian Government, 2008).

The 488 venues with gambling machines outside the casino in 2024 were either hotels or clubs. Since all EGM gambling venues must hold a liquor license, if that license is cancelled, approval for EGM gambling at that venue is rescinded.

EGM gambling losses, or the revenue obtained from gambling machines, are distributed among the state and Federal Governments, as well as the clubs and hotels which serve as gambling venues. Hotels pay 8.3% of gambling revenue to the State Government Community Support Fund, which is allocated to problem gambling programs, drug education and treatment, youth programs, community advancement, sport and recreation, the arts, tourism and other purposes. Clubs, on the other hand, are expected to contribute 8.3% of their gambling revenue to support the community, with its contribution documented in annual community benefit statements published by the VCGLR.

The Victorian Government 2023-24 Financial Report reports that \$1.383 billion in gambling taxes were collected from losses incurred at electronic gambling machines, representing 46% of the \$3.030 billion in EGM losses recorded that year.

### **EGM Losses and Disadvantaged Municipalities**

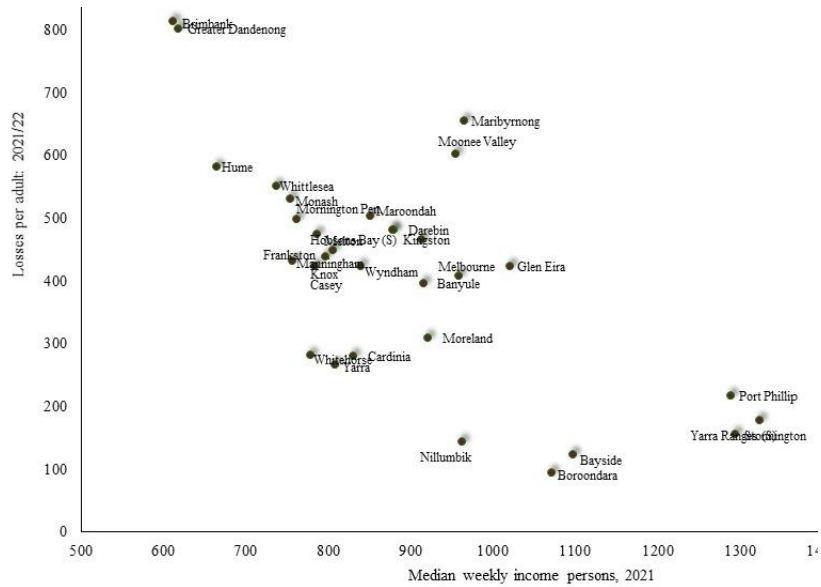
A variety of studies, reviewed further on, have found that gambling losses are largely sustained by those who can least afford them: people on lower incomes, in manual employment, those without paid work and people of limited educational attainments. Inversely, others in paid work, with more skilled occupations, higher incomes or educational attainments, by contrast, generally spend less on gambling.

This tendency is mirrored by differences in EGM gambling losses among various localities in Victoria, where the most disadvantaged communities tend to incur the highest gambling losses. In 2023/24 for instance, gambling losses among EGMs situated in Brimbank - metropolitan municipality with the lowest incomes recorded in the 2021 Census - stood at \$1,172 per adult, the highest rate of losses in Victoria and eight times higher than the corresponding rate of \$140 in highly affluent Boroondara. Thus, the residents of the community with the highest gambling losses in Victoria are among those least able to bear the financial burden.

The relationship between social disadvantage and gambling losses is illustrated in the accompanying diagram which, for each metropolitan municipality, matches annual EGM losses per 1,000 adults in 2021/22 (chosen to nearly coincide with the date of most recent Census), to the median individual weekly income levels for 2021 recorded in that Census. Notably, the diagram shows the general tendency for higher rates of gambling losses to be incurred by the communities with the lower average income levels.

EGM Losses per adult 2021/22 and Median Individual Weekly Incomes 2021: metropolitan municipalities

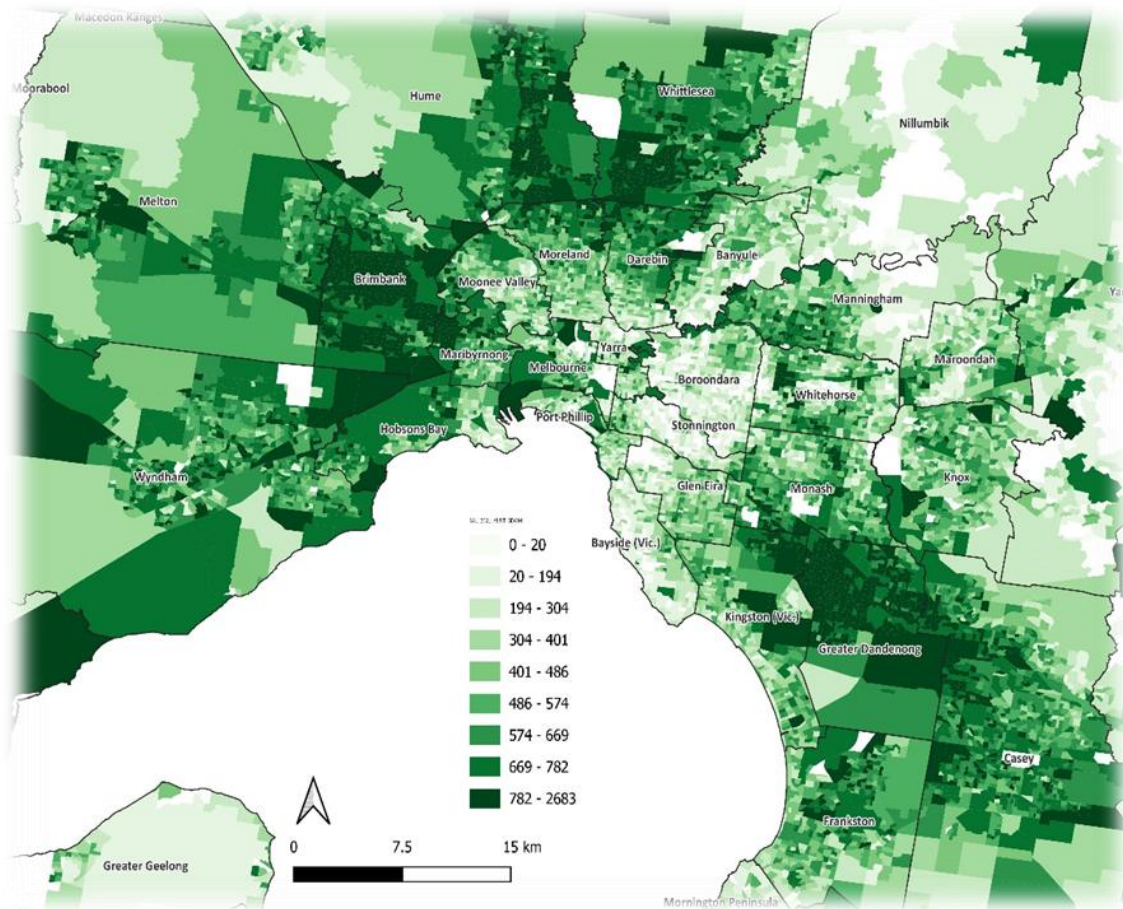
The highest losses tend to be featured among localities with lower incomes, such as Greater Dandenong, Brimbank and Hume, while rates are lower among the more affluent metropolitan municipalities such as Port Phillip, Stonnington and Yarra. A similar association



may be seen in the relationship between EGM gambling losses per adult and the SEIFA Index of Relative Socio-economic Disadvantage, formal educational attainments and median incomes.

The map below depicts differences in estimated losses per adult across metropolitan Melbourne.

Estimated EGM Losses per Adult: SA1 areas of metropolitan Melbourne, 2021/22

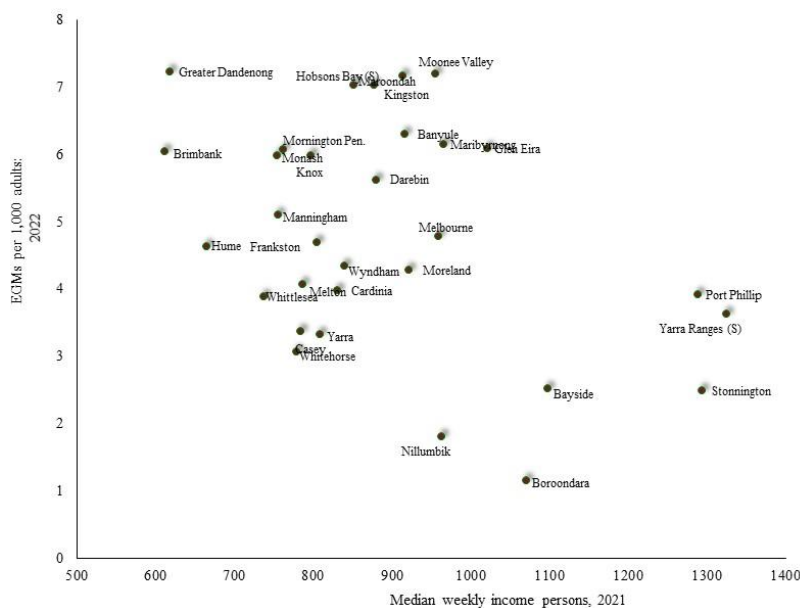


### EGM Density and Disadvantaged Municipalities

As with EGM losses, the density of EGMs throughout Victoria [measured as the number per 1,000 adult residents] are generally highest among the least affluent municipalities. For example, the average EGM density in the *most disadvantaged* four metropolitan localities [as measured by 2021 median personal incomes] in 2022 was 5.4 per 1,000 adults, compared with 3.1 among the *least disadvantaged* localities. In the case of Greater Dandenong, the density of EGMS stood at 7.2 per adult in 2022 – the highest concentration of gambling machines in metropolitan Melbourne and substantially in excess of the metropolitan average of 4.8.

Rate of EGM Losses and EGM Density: Most and Least Affluent Victorian Municipalities

Least affluent localities	EGMs/1,000 adults, 2022	Losses/ adult, 2021/22	Most affluent localities	EGMs/1,000 adults, 2022	Losses/ adult, 2021/22
Whittlesea	3.9	552	Yarra	3.3	267
Hume	4.6	582	Stonnington	2.5	156
Brimbank	6	815	Port Phillip	3.9	217
Greater Dandenong	7.2	801	Bayside	2.5	128
Average	5.4	\$688	Average	3.1	\$191



EGM Density 2022 by Median Individual Weekly Income 2021: metropolitan Municipalities

The association between EGM density (EGMs per 1,000 adult residents) in 2022, and 2021 median individual income, for each metropolitan municipality, is presented at left. The resulting pattern partly reflects that of EGM losses, shown earlier, with the highest numbers of EGMs per 1,000 adults found among

localities of lower income levels, such as Brimbank and Greater Dandenong, while lower densities are featured among more affluent localities such as Bayside, Port Phillip, Stonnington and Yarra.

Contemplating evidence of the higher densities of EGMs in less affluent localities a quarter of a century ago, the Productivity Commission observed that high densities of EGMs in disadvantaged areas “...can serve to concentrate the social costs in communities that are less able to bear them.” (1999: 30) and accentuate the withdrawal of incomes from these communities.

Evidence linking levels of gambling opportunity, including the density of EGMs or EGM gambling venues, with levels of gambling and gambling-related problems, is surveyed further on, in the section ‘Access to Gambling Opportunities’.



## II: SPORTS AND ONLINE GAMBLING:

### Levels and Patterns of Sports and Online Gambling

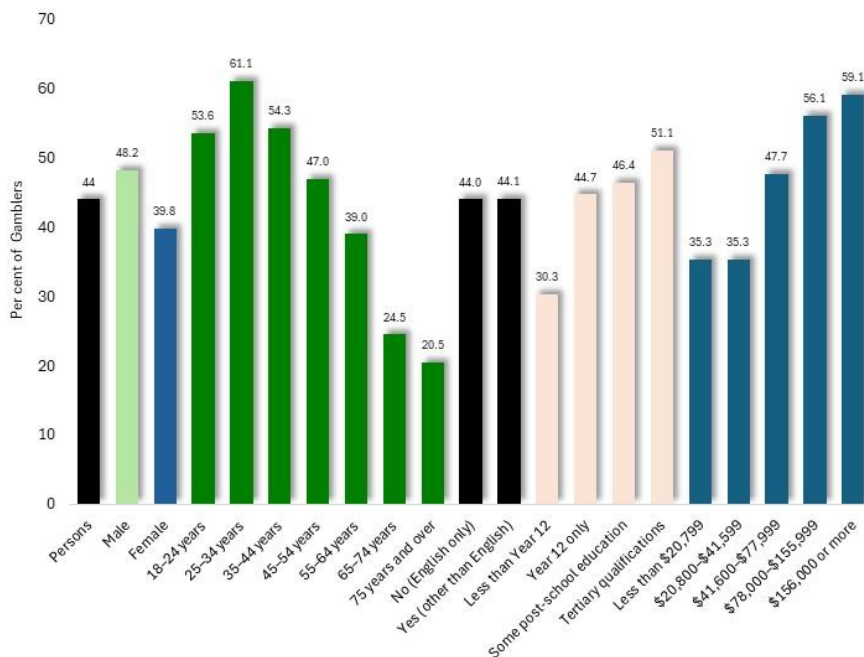
Online gambling is conducted through the internet, using computers, tablets, smartphones or other devices. Gambling on sports is largely conducted online, with the result that recent rises in participation and expenditure on sports betting are largely enfolded with the burgeoning of online gambling.

By 2015, online gambling was the most rapidly growing form of gambling in Australia (Gainsbury, 2015), with Australian expenditure subsequently surging from \$5.6 b. in 2010 to \$9.6b. by 2022 - a rise of 72% in three years (House of Representatives Standing Committee on Social Policy and Legal Affairs, 2023).

Surveys show that the popularity of online gambling has risen commensurately. The House of Representatives Standing Committee on Social Policy and Legal Affairs (2023) relates that the prevalence of online gambling in Australia rose from 13% in 2010/11<sup>4</sup> to 31% by 2019. Within Victoria, the 2018/19 Victorian Population, Gambling and Health Study determined that 19.1% of adults gambled online during the previous 12 months (Rockloff et al, 2020). And by 2023, the Victorian Population Gambling and Health Survey found that nearly a quarter (23%) of Victorian adults (up from 19% in 2018/19), and 44% of gamblers (up from 28% in that year), gambled online in the previous 12 months.

Among the most pronounced rises in online gambling in recent years is in level of participation of sports betters, which quadrupled from 22% in 2008 to 86% by 2023; and the proportion of racing gamblers who bet online, which rose eight-fold, from 6.8% to 55% in that period.

The 2023 inquiry found the proportion of gamblers who gambled online was similar for males and females, at approximately 48% and 40% respectively; declined gradually with age, from 61% of 25-34 year olds to 20.5% of people aged 75 or more; was similar for English and non-English speakers; was higher among people with tertiary qualifications, at 51%, compared with 30% of those with less than year 12



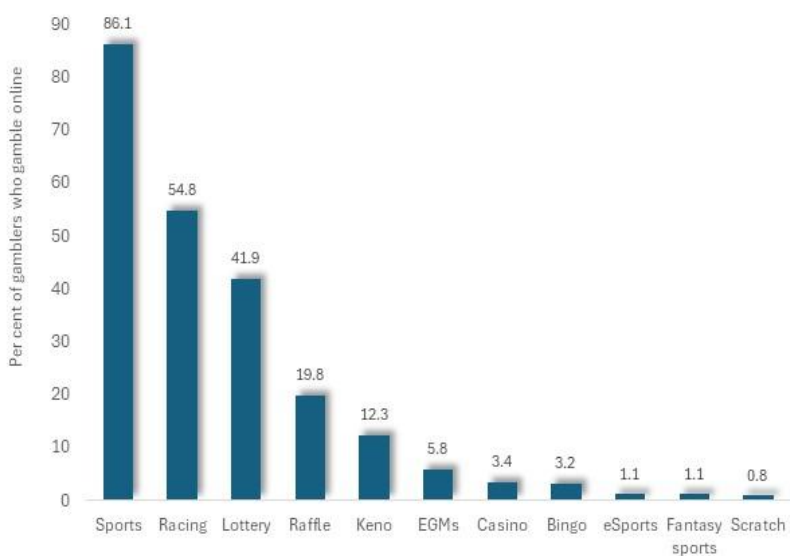
education; and was highest among high income earners, at 59% of those earning \$156,000 or more p.a. compared with 35% of those on less than \$20,799 p.a.

Per cent of gamblers who used online platforms to gamble in the previous 12 months, by characteristics: Victoria, 2023

<sup>4</sup> A survey conducted in 2011 found that 8.1% of Australian adults had participated in online gambling during the previous year (Gainsbury et al, 2015).

The accompanying chart shows the percentage of gamblers who gambled online at some time during the previous 12 months. Among them, over four-fifths of sports gamblers and more than half of those who gambled on racing, used online means to participate in these activities.

Per cent of gamblers who participated in gambling online during the previous 12 months, by type of gambling: Victoria, 2023

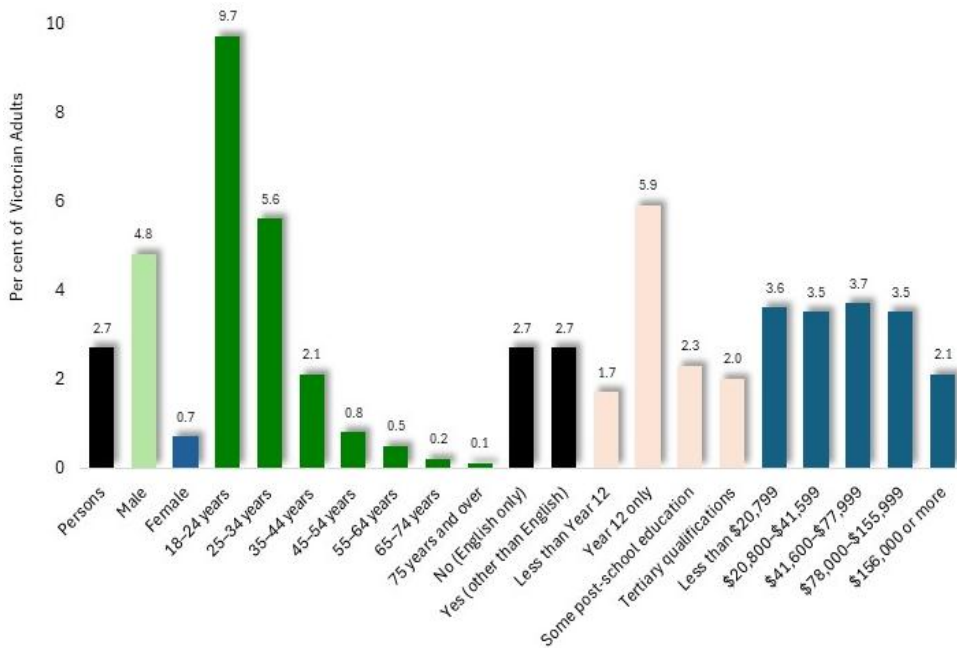


Participation in Online-only Gambling-like Activities

In addition, the 2023 Population Gambling and Health Survey determined that 2.7% of Victorian adults participated in online-only gambling-like activities including loot boxes, skins, fantasy sports and eSports betting. Levels of participation in these activities were seven times greater among males than females, and nearly 100 times more prevalent among young adults than among older people.

The pattern of participation in such online-only activities, with respect to such social characteristics, is reminiscent to that for online gambling, with the principal exception that levels of engagement differed little with income level.

Per cent of adults who participated in online-only gambling-like activities in the previous 12 months, by characteristics: Victoria, 2023





**Sports Betting**

Forty-four per cent of Australian adults surveyed in 2022 had participated in sports or racing gambling during the previous 12 months (House of Representatives Standing Committee on Social Policy and Legal Affairs (2023). The 2023 Population Gambling and Health Study determined that approximately one in twenty Victorian adults had participated (5.1%) in sports betting during the previous 12 months.

Sports betting closely interacts with online gambling, for just as most sports betting is conducted online, a substantial proportion of online gambling relates to sports betting. A 2015 Australian survey determined that 59% of those who used the internet for gambling had participated in online sports betting (Winders and Derevensky, 2019), echoing other Australian findings (Parke and Parke, 2019) and global trends.

*Gender*

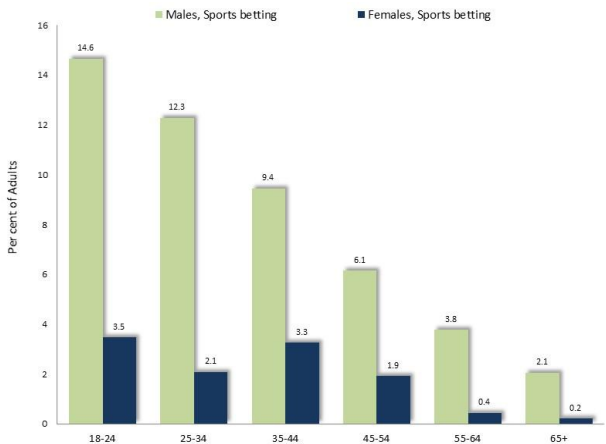
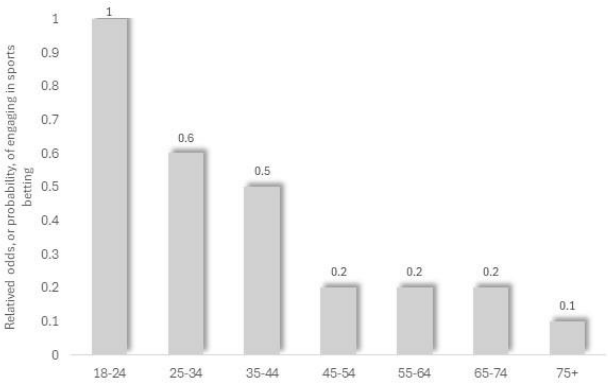
Local investigations confirm that participation in sports betting is highest among young people, and males in particular (Miller, 2017).

The 2023 Population Gambling and Health Study found that proportion of men who participate in sports betting is five times higher than for women. Sports betting participation was also highest among young adults, declining to a tenth of that level among people aged 75 years or more. The reasons given for the higher level of participation in online and sports gambling among young men include their higher level of interest in sporting outcomes, and engagement with networks that are influenced by sports (Winders and Derevensky, 2019; Deaner et al, 2016), a more prevalent tendency to seek out intense or thrilling experiences (Rahamani and Lavasami, 2012; Cross et al, 2013), and exaggerated perceptions of the role of skill in determining gambling outcomes (Hing et al, 2014).

*Age*

The 2023 Victorian Population Gambling and Health Survey found that the proportion of Victorian adults who stated that they had participated in sports betting during the previous 12 months declined steeply with age, from its highest level among young people.

Odds Ratios, for sports betting, by age: Victoria, 2023



A 2015 Victorian study reported the same pattern, with 14.6% of 18-24-year-old males engaging in sports betting in the previous year – more than four times the corresponding proportion of women the same age, of 3.5%. A substantial, though declining, proportion of older men also participated, including 12.3% of 25-34 year-olds and 9.4% of those aged 35-44 (Hare, 2015) (chart, right).

Prevalence of sports betting by sex and age: Victorian adults, 2015

The same age profile of sports betters recurs in the findings of previous inquiries (Dowling et al, 2010; Delfabbro et al, 2009; Purdie et al, 2011).

#### *Other Characteristics of Sports Betters*

Aside from age and gender, the 2023 Victorian Population Gambling and Health Study revealed that people who spoke English only were about twice as likely to participate in sports betting, and those on the highest fifth of incomes about 3.5 times more likely to participate as the lowest fifth of income earners. Levels of participation did not differ markedly with education.

The HILDA survey found that sports betters were generally employed (85%), unmarried (55%), had an average, or above-average, education and income, and were renting (Siegff, 2017; Armstrong and Carroll, 2017; Palmer, undated). Further segments of the community who may be at risk of harm from sport or online gambling include Aboriginal and Torres Strait Islanders, members of CALD communities and young people (Gainsbury, 2015; House of Representatives Standing Committee on Social Policy and Legal Affairs, 2023; Wardle et al, 2007; Griffiths and Parke, 2002; Hing et al, 2015; McCormack et al, 2013).

#### **Personal Circumstances which Attract People to Sports and Online Gambling**

Growth in sports and online gambling may be attributed to a range of conditions, including the personal circumstances of those who participate in sports and other online gambling, as well as the convenience and marketing of such activities.

Among the circumstances highlighted in the research are gamblers' participation and interest in sport (Winders and Derevensky, 2019; Palmer, undated), the influence of their friends and family with a similar interest in sports and gambling (Pitt et al, 2017; Miller, 2017), and the effect of gambling in strengthening connections with peers (Nyemcsok et al, 2022), sometimes compounded by unrealistic confidence in their ability to foresee the outcomes of sporting events (Winders and Derevensky, 2019; Siegff, 2017, Nyemcsok et al, 2022).

Efforts to ease social isolation, boredom and stress, and to establish connections with friends, may also fuel sporting and online gambling (Co-As-It, undated). In a survey of 2,000 online gamblers during the pandemic, largely young men, most cited social isolation and boredom as conditions which enticed them to participate in sports and online gambling. One gambler commented that he became so bored that he would gamble "...just to get a thrill of it... with no knowledge of the sport..." (Silva, 2020).

Among young people in particular, sport and online gambling – as well as gambling problems – also appear to be associated with poor coping skills, mental health issues and impulsivity (Siegff, 2017). Regarding impulse control, Remo et al (2015) report attention deficit-hyperactivity disorder (ADHD) – notably, more prevalent among men, with a male-to-female ratio estimated from 3:1 to 9:1 (Australian Guidelines on Attention Deficit disorder, Royal Australian college of Physicians, 2009) – among 23% of people seeking gambling treatment. Sharpe and Jain (2000) explain that individuals with ADHD have limited control of impulses – as do many problem gamblers – and conversely, that the boredom, depression and low self-esteem which often accompany ADHD are alleviated by the 'stimulus and reward' of gambling.

Impulse control problems may not be particular to online or sports gambling though, as a high prevalence of such problems is reported among people with gambling problems more generally (Mestre-Bach et al, 2020; Ioannidis et al, 2019).

Other mental health concerns, including the alleviation of personal distresses, efforts to cope with past trauma, and the influence of drug use, may also promote engagement in sports and other online gambling (Hing et al, 2017). In addition, Siegf (2017) observes that for many young people, gambling may foster the appealing illusion of power, success and control.

### **The Convenience and Appeal of Online Gambling**

Aside from the personal characteristics and social circumstances of individuals, the ready availability of online gambling, coupled with its promotion by gambling operators, exert a crucial influence upon levels of participation in such activities.

In its report on gambling regulation in Victoria, the Public Accounts and Estimates Committee (2023) observed that online gambling "...is accelerating in Victoria and can be particularly harmful to users because of its accessibility, normalisation and the aggressive marketing methods employed", its "immersive design", capacity to target individual users and potential for covert participation, and insufficient regulations, adding that children most vulnerable. These issues form the subject of this section.

*Access to the Internet:* Access to the internet has surged in the past two decades, with 86% of Victorian households having internet connections by 2016 (ABS, 2017), 80% of adolescents possessing a smartphone (Miller, 2017), and the proportion of the overall Australian population with a smartphone expected to reach 80% by 2025 (Granwal, 2020).

Meantime, the proportion of Australians who used the internet to gamble more than doubled in six-years, from 16% in 2012 to 34% by 2018, while the proportion who gambled on a smartphone rose four-fold during the same time, from 5.6% to 23% (Roy Morgan Research, 2019). Similar trends have been witnessed overseas, with a ten-fold escalation in world-wide mobile phone gambling expenditure reported in the five years to 2021 alone (Guillou-Landreat et al, 2021).

*Advancement in Gambling Technology:* The development of internet technology, coupled with a proliferation of gambling operators, presents gamblers with an opportunity to bet frequently, on a wide range of events, with a variety of engaging or immersive products, at any place or time of day (Siegff, 2017; Parke and Parke, 2019; Victorian Responsible Gambling Foundation, 2023), thereby intensifying their experience (Victorian Responsible Gambling Foundation, 2023) and making gambling a routine part of everyday life for some (Nyemcsok et al, 2022; Gainsbury, 2015). As a result, much gambling has shifted out of hotels and other social environments, to the seclusion and comfort of home (Palmer, undated; Gainsbury, 2015). The observations of one gambler are illustrative: "Whenever I'm bored, my finger automatically opens the app." (Silva, 2020).

*Rapid, Continuous Gambling:* In the wake of these technological developments, online betting allows outcomes to be determined swiftly, providing rapid reinforcement, while live betting, cash-out, instant depositing (enabling gamblers to bet their winnings), coupled the opportunity to repeatedly gamble on a succession of minor events, have all supplied gamblers with access to an intensive, continuous and impulsive experience (Parke and Parke, 2019). In addition, convenient electronic means to expend funds on gambling may temporarily obscure the financial implications of gambling losses for some gamblers (Victorian Responsible Gambling Foundation, 2023; Gainsbury, 2015). Such circumstances, commentators warn, elevate the risk of gambling harm (Winders and Derevensky, 2019).

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**Promotion of Sport and other Online Gambling**

Further contributing to the rise of sport and other online gambling is its relentless and widespread promotion through free-to-air broadcasts, streaming services and social media, program content, product placements and other means (Kim et al, 2017; Victorian Responsible Gambling Foundation, 2023).

Exposure to this and other gambling promotion is almost inescapable: in 2021, 346,000 gambling adverts were broadcast on free-to-air TV, representing 39 ads per hour (Victorian Responsible Gambling Foundation, 2023). Moreover, its intensity has escalated in recent years, with expenditure on gambling promotion in Australia rising from \$90 million in 2011, to \$287 m in 2021. Of the latter sum, three-quarters was spent by wagering providers and corporate bookmakers; with TV adverts accounting for 54% (Victorian Responsible Gambling Foundation, 2023).

Commentators observe that gambling advertising has a particular impact upon those most susceptible to, or already experiencing, gambling problems (Guillou-Landreat et al, 2021). Young males are a primary target for sports and online gambling (Victorian Responsible Gambling Foundation, 2023) since they display the highest rates of participation in such activities (Winders and Derevensky, 2019; Miller, 2017). Notably they are also the most vulnerable to gambling problems. The 2023 Victorian Population Gambling and Health Study found that males were 2.5 times more likely to be problem gamblers than women, and young adults twice as likely than those in their late middle age.

Exposure of children and young people to gambling advertising is a subject of acute concern for some commentators. The 2017 Australian Secondary Students Alcohol and Drugs Survey found that 73% of its youthful respondents had seen gambling ads in the previous month (Victorian Responsible Gambling Foundation, 2023). Another investigation, featuring interviews with 54 Australian 11-17-year-olds found that most perceived that gambling advertising was prominent in sport (Pitt et al, 2022). Such advertising appears to exert an influence upon younger people: interviews with 48 Australian 8-16-year-olds determined that their interest in sports betting was largely shaped by marketing of gambling products (Pitt et al, 2017).

Gambling operators often link gambling with sport in their promotions, identifying their products with popular sporting values of loyalty and mateship, and seeking to foster sensations of excitement, victory and power (Deans et al, 2017; Miller, 2017). As Guillou-Landreat et al (2021) explain, the gambling industry has crafted ingenious ways of "controlling and capturing human emotions...through the creative use of touch, hearing and sight". In online gambling, inducements such as free credit or games, are frequently offered by gambling providers to lure people into online activity (Victorian Responsible Gambling Foundation, 2023).

In light of these circumstances, commentators caution that the ready availability of gambling products, their aggressive promotion, efforts to promote their link to sporting attributes, and the proliferation of gambling among peer groups for some young people, has made online gambling and its promotion a routine and unexceptional part of everyday life (Macniven et al, 2011; Siegf, 2017; Palmer, undated; Parke and Parke, 2019), thereby increasing the ease with which young people may be lured into such activities.

Similarly, the Victorian Responsible Gambling Foundation (2023) contends that gambling advertising may contribute to notions that frequent gambling is normal, prompt people to gamble increasing amounts of money, persuade people from some overseas backgrounds that gambling is a means to fit themselves into the Australian culture, and lure others to gamble as a way to foster a sense of belonging.

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**Exposure to Online Gambling among Children and Adolescents**

Another circumstance which may accentuate the participation of young people in gambling is their experience of online 'gambling-like' activities during their childhood and adolescence. Commentators observe that sports betting often begins in adolescence or early adulthood (Winders and Derevensky, 2019; Dundie et al, 2011; Miller, 2017). Some therefore express concern at the impact of online poker and casino games where no money changes hands but which may introduce young people to the idea of online gambling (Palmer, undated).

Others caution that some adventure or role-playing games incorporate features where a player may trade non-monetary resources for an advantage (such as a weapon or special power) which is unseen until purchased – a form of gambling (Zendle et al, 2019). Such features of online games, directed to children and young people, may have the effect of fostering the impression that gambling is a normal and acceptable feature of life, while also generating fanciful expectations of the probability of winning (Victorian Responsible Gambling Foundation, 2023).

Accordingly, some commentators propose that the Commonwealth Government further place restrictions upon the exposure of children and adolescents to such online activities (Pitt et al, 2017), while others urge that parents set an example of restraint in their gambling behavior and take steps to obstruct children's access to such sites (Co-As-It, undated).

**Sports and Online Gambling-related Problems**

Sports and other online gambling activities are associated with a relatively high prevalence of gambling problems (Hakansson, 2020; Winders and Derevensky, 2019). The 2013 Population Gambling and Health Study assigned 6.7% of sports betters to the 'problem gambling' category.

In an investigation of broader gambling problems, Armstrong and Carroll (2017) report that 41% of regular sports betters experienced one or more gambling problems in 2015, noting that, at 23%, their prevalence of moderate to severe problems was nearly three times greater than that among other gamblers, of 8%. The House of Representatives Standing Committee on Social Policy and Legal Affairs (2023) recounts the findings of an investigation which concluded that about half (46%) of Australians who gambled in 2022 were at some risk of gambling harm in the past 12 months, with sports, racing and pokies gambling associated with the highest prevalence of risk.

In relation to online gambling, Gainsbury (2015) cites findings of a population survey which determined that the prevalence of problem gambling (that is, severe gambling problems) was 0.9% among non-internet gamblers and 2.7% among those who participated in online gambling.

As with gambling problems in general, behavioral patterns associated with harmful sports and online gambling include preoccupations with gambling, gambling increasing amounts of money, efforts to cease gambling, 'chasing' gambling losses, concealing losses from family and friends (Rasker, undated), with impacts which include personal distresses, financial difficulties, family conflict and violence, homelessness, crime and deceptive behaviour, work problems and others (Armstrong and Carroll, 2017).

### **Regulation of Online Gambling**

Section 51 (v) of the Australian constitution states that the Commonwealth Government may make laws relating to “postal, telegraphic, telephonic, and other like services”. As a result, issues concerning access to online gambling opportunities fall chiefly within the jurisdiction of the Federal Government (Jackson, 2001; Horne, 2021).

One major effort to regulate online gambling was the *Interactive Gambling Act 2001*. In 2000, the Federal Government received a report from the National Office for the Information Economy, which determined that the government could legislate to ban domestic interactive gambling service providers which failed to adhere to prescribed standards (Jackson, 2001). The following year, the Government passed the *Interactive Gambling Act 2001*, which prohibited online casinos, in-play sports betting, sports betting services with no Australian license, the advertising of banned services and provision of credit for online sports betting (Australian Communications and Media authority, undatedA; Palmer, undated). Subsequent amendments tightened restrictions on non-Australian services and added a self-exclusion register. However, a 2012 Federal review of the Act concluded that its impact was limited, and that a rising number of Australians were accessing any of over 2,000 online gambling providers illegally operating in this country, attracting expenditure then estimated at \$1 billion p.a. (Dept. Broadband, Communications and the Digital Economy, 2012). Authors of the review instead proposed that some currently banned online gambling providers be permitted to operate in Australia on condition that they promote lower-risk activities such as card games rather than slot machines and adhere to harm minimization and consumer protection measures.

By 2015, the federal government established the National Consumer Protection framework for Online Wagering in Australia, with collaboration from state governments, which prohibited credit being offered for online wagering, placed restrict tins on some inducements, established a voluntary opt out precommitment scheme, provided staff training in responsible service of online gambling and other measures.

In late 2024, the Federal Government amended the classification of computer games to impose a minimum of an M (Mature, not recommended for children under 15 years of age) classification to games incorporating paid loot boxes and other elements of chance, and a classification of R for computer games which simulate gambling environments, such as casinos.

### **Proposals to Limit the Harm Associated with Online and Sports Gambling**

#### *Limiting Sports Gambling Advertising*

Current rules about the promotion of sports gambling on TV and radio, published and enforced by the Australian Communications and Media Authority (undatedB), prohibit gambling advertisements during children's viewing hours (6-8:30 am and 4-7 pm) and in the course of play in broadcasts of sporting events on TV or radio, and forbid promotion of odds during, as well as 30 minutes prior to and after, a sports broadcast.

Some commentators propose that the Federal Government impose more stringent restraints upon advertising of sports betting during sports broadcasts (Macniven et al, 2011) and remove gambling advertisements from SBS (Alliance for Gambling Reform, 2021). Among the recommendations presented to the federal parliamentary inquiry into online gambling was a proposal to restrict advertising of online gambling, with a goal of its complete prohibition within a few years (House of Representatives Standing Committee on Social Policy and Legal Affairs, 2023). The committee though, instead recommended the

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development of a strategy and framework, research, data collection, public education, multi-lateral agreements and improved gambling treatment services.

In addition, the Australian Medical Association (2022) proposes steps to prohibit sponsorship – itself a form of advertising - of sports by gambling industry.

Others focus their attention upon measures to reduce the exposure of children to gambling advertising – a goal which receives strong support among the wider community, with one opinion poll finding that 71% of Australians favored a ban on gambling advertising (The Australia Institute, 2022). Lending its support to such measures, the Australian Medical Association (2022) affirms that: "Advertising and marketing which targets children, young people and vulnerable people experiencing harm from gambling is absolutely unacceptable".

#### *Aspects of the Conduct of Online Gambling*

*Policing of Overseas Gambling Sites:* In contrast to Australian government-regulated sites, many unregulated, overseas operators are disguised to look Australian and sometimes fail to pay winnings, disappear and retain customers' money, or continue withdrawing funds from customer's bank accounts without permission (NSW Responsible Gambling, undated). Accordingly, the House of Representatives Standing Committee on Social Policy and Legal Affairs (2023) endorsed measures to block overseas sites, accompanied by stronger sanctions for those who contravene gambling laws and strengthened international cooperation to police such laws.

*Speed of Play in Online Gambling:* Measures to curtail continuous betting in sports (Parke and Parke, 2019) or to reduce the speed of online gambling (Sewell, 2022).

*Children and Gambling:* Assignment of an R18+ rating to games which reproduce the experience of gambling, such as loot boxes (The Australia Institute, 2022), with R ratings introduced for gambling simulation in online games, and an M rating for loot boxes and other in-game purchases, in late 2024.

*Online Gambling Inducements:* Prohibition of online gambling inducements altogether is recommended by some (House of Representatives Standing Committee on Social Policy and Legal Affairs, 2023) while others propose the banning of inducements directed to gamblers who may be at risk or who have not used their account for a significant period (Victorian Responsible Gambling Foundation, 2023).

*Pre-commitment Scheme:* Consideration of the possibility of instituting a scheme where online gamblers could set a binding limit upon their losses, for a specified amount of time, thereby imposing restraints upon their gambling expenditure (House of Representatives Standing Committee on Social Policy and Legal Affairs, 2023).

*Access to Credit for Online Gambling:* A ban on use of credit cards and digital wallets for online gambling in Australia (Australian Finance Industry Association, cited in Victorian Responsible Gambling Foundation, 2023).

#### *Public Education Campaigns*

The House of Representatives Standing Committee on Social Policy and Legal Affairs (2023) proposed that the Federal government should establish a media campaign about online gambling directed to vulnerable segments of the community, including children and young people, CALD and Aboriginal people, featuring information about the risks of gambling, consumer protection tools and sources of assistance.

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*Programs to Address Sports and Online Gambling Among Young People*

The Victorian Responsible Gambling Foundation conducts awareness-raising activities, community engagement and media campaigns to curtail the normalization of sports gambling among young people. Such programs, instructing people about the probability of winning when gambling, and dispelling popular misunderstandings about chance, are designed to instill a more realistic understanding of the likelihood of winning and thereby encourage people to moderate their gambling behavior.

Some research about the effectiveness of such programs indicates that most have little or no effect upon gambling behavior (Williams et al, 2007), the authors suggesting that, as with programs designed to moderate smoking or excessive alcohol consumption, knowledge of potentially harmful effects may be a necessary but not sufficient, condition to change harmful behavior. Williams et al (2007) also examined a range of evaluations of school programs, finding that in the relatively few instances where impact has been evaluated there has been little if any effect upon gambling behavior. They cite the example of a school-based program in Canada, where 1,600 students from several schools participated and 400 served as a comparison. Six months after the program, participants exhibited a clearer understanding of gambling, a resistance to such activities, and an actual decline in frequency of gambling behavior. However, no differences in problem gambling were recorded.

Similarly, a review commissioned by the Victorian Responsible Gambling Foundation though determined that such efforts essentially raised awareness among young people, which subsided over time and was "...not effective at changing attitudes and behaviors in the long run" (cited in Victorian Auditor General's Office, 2021).

These results are paralleled by the findings of investigations of the impact of other programs which provide well-intended advice to young people. For example, in a review of the outcomes of safer driver education programs directed to young adults, Mayhew and Simpson (2019) reported little evidence that such efforts were effective in changing driving behavior. Lloyd et al (2009) documented similarly unfavorable outcomes among school-based drug education programs, which either lacked any longer-term evaluation of their impacts upon young people, or yielded few or no discernible benefits - with the exception of sustained, intensive, and comprehensive programs, whose attributes are not likely to be matched by any program in the field of gambling.



### III: NATURE AND CAUSES OF GAMBLING PROBLEMS

#### Defining Gambling-related Problems

The term 'pathological gambling' was once widely used in the literature to characterize severe gambling problems as persistent or chronic mental disorders, featuring a preoccupation with gambling, loss of control and persistence with gambling despite adverse consequences (Unnamed, 2005; AllPsych Online, 2008). The diagnosis of 'pathological gambling' was first introduced into the 3<sup>rd</sup> edition of the American Psychiatric Association Diagnostic and Statistical Manual [DSM III] in 1980, then revised in the mid-1990s. 'Pathological gambling', according to DSM IV, was considered to be present when 5 or more of its ten diagnostic criteria are present<sup>5</sup> (American Psychiatric Association, 2008; AllPsych Online, 2009).

Lately though, attention has shifted from the state of the individual, to the effects of gambling upon the person, their family and broader community, with gambling-related problems viewed as a public health issue. With such considerations in mind, commentators often label severe gambling-related problems as 'problem gambling'.

Such an approach has several advantages, in not relying upon the proposition that gambling problems are a medical condition; in encompassing the larger group of people who experience gambling-related problems and their social context, rather than upon a lesser number deemed to be afflicted with a clinical addiction; and in focusing upon the effects of gambling problems rather than the individual, acknowledging the destructive implications of gambling-related problems and repudiating a victim-blaming approach.

A major shortcoming in the focus upon 'problem gambling' adopted by some researchers though, is its narrow emphasis on personal and behavioral impacts of gambling, as distinct from the wider conception of the personal, financial and material effects which ensue when a gambler persistently loses more money than they can comfortably afford, often termed 'gambling problems'.

#### Causes of Gambling-related Problems

Causes of gambling problems are often complex and may involve individual factors, the nature of the gambling experience, and the accessibility and types of gambling opportunities.

##### *Misconceptions and Deceptive Gambling Machine Design*

Individual gambling behavior is also known to be influenced by irrational or superstitious conceptions about the probability of winning or the role of skill in gambling – notions that cause some gamblers to entertain unrealistic expectations of winning – as well as ineffective approaches to decision-making (Joukhador et al, cited in Moodie, 2007; Talbot, 2008). Such ideas may be fostered by aspects of gambling machine design, such as those which display the required symbols just above or below the pay line to convey the misleading

<sup>5</sup> The ten DSM IV criteria for 'pathological gambling' are as follows:

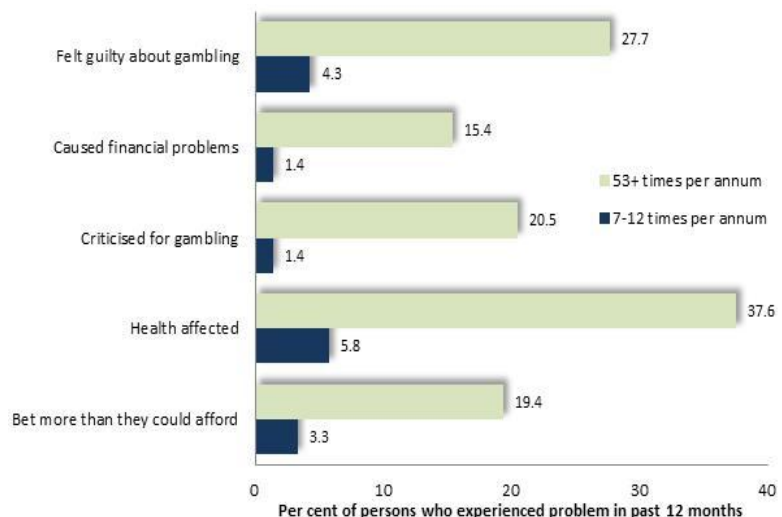
- Is preoccupied with gambling (e.g. preoccupied with reliving past gambling experiences, handicapping or planning the next venture, or thinking of ways to get money with which to gamble).
- Needs to gamble with increasing amounts of money in order to achieve the desired excitement.
- Has repeated unsuccessful efforts to control, cut back or stop gambling.
- Is restless or irritable when attempting to cut down or stop gambling.
- Gambles as a way of escaping from problems or relieving a dysphonic mood (e.g. feelings of helplessness, guilt, anxiety, depression).
- After losing money gambling, often returns another day to get even (chasing losses).
- Lies to family members, therapists or others to conceal the extent of involvement with gambling.
- Has committed illegal acts such as forgery, fraud, theft or embezzlement to finance gambling.
- Has jeopardized or lost a significant relationship, job or educational career opportunity because of gambling.
- Relies on others to provide money to relieve a desperate financial situation caused by gambling.

impression of a near win (Select Committee of the Legislative Council on Gambling Licensing, 2008; Harrigan, 2007). As one interview respondent remarked in research conducted by AC Nielsen “Every machine comes so close to winning a major jackpot and you think, I’m just one off...” (2003: 45). Livingston explains that: “...poker machines are conditioning machines...” which employ principles of operant conditioning to teach people “...that if they keep playing the machine they will get a series of intermittent rewards” (2008: CA5). The Responsible Gambling Foundation (2015) cites the Productivity Commission, which in its 2010 report on the gambling industry asserted that “...problems experienced by gamblers are as much a consequence of the technology of the games and their accessibility, and the nature and conduct of venues, as they are a consequence of the traits of gamblers themselves.”

#### *Frequency of Gambling*

The 2008 Victorian Prevalence Survey compared the proportion of gamblers who experienced each of a selection of adverse effects of gambling, by frequency of EGM gambling. The prevalence of these consequences was up to fourteen times more prevalent among people who gambled at least weekly than among those who engaged in this activity 7-12 times per year. (accompanying diagram)

Adverse Effects of Gambling, by Frequency of Exposure to Gambling



#### *Access to Gambling Opportunities*

Evidence attests that accessibility to gambling – including gaming machine density – is associated with higher levels of gambling losses and problems. Some of these studies relate specifically to the density of gaming machines.

Storer, Abbott and Stubs (2009) examined findings of 34 gambling prevalence surveys, concluding that the number of problem gamblers rose with increased EGM density by between 0.6 and 1 per gambling machine, concluding that “The prevalence of problem gambling increases with increasing density of EGMs” (2009: 238). In addition, they observed that the prevalence of problem gambling reached its plateau only when gaming machine density attained a level well in excess of the existing densities. Rintoul et al (2012) examined the association between EGM gambling losses per adult and socioeconomic disadvantage (measured by the SEIFA Index) across Melbourne suburbs and EGM density, contending that “40% of the apparent effect of disadvantage was explained by the density of EGMs.” (2012: 1).

Other research relates to more general levels of gambling opportunity or access to gambling venues. The report ‘Risk Factors for Problem Gambling’ (2015) cites work by Valiliadis et al (2013) who determined that

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accessibility of gambling opportunities is associated with increasing gambling problems. Further research, recounted in ‘Problem Gambling in New Zealand: preliminary results from the New Zealand Health Survey’ (2012), found that people living close to gambling venues were more likely to experience gambling problems than others. ‘Risk Factors for Problem Gambling’ (2015) adduced the findings of Barratt (2014) who inquired into health-seeking patterns, reporting that increased access to gambling opportunities was accompanied by elevated levels of gambling-related harm.

Welte et al (2006) similarly concluded that proximity to gambling outlets was associated with an increased prevalence of problem gambling. Such a relationship between accessibility of gambling opportunities and the prevalence of gambling-related problems is affirmed and explained by various researchers and commentators. The Productivity Commission (2010: 14.6) found that “Accessibility stimulates demand, with the result that some gamblers are exposed to risk that were originally muted or absent”. In its earlier investigation of the gambling industry, the Productivity Commission observed that high densities of EGMs in disadvantaged areas “...can serve to concentrate the social costs in communities that are less able to bear them” (p: 30), a condition aggravated by the outflow of incomes from these communities as tax on gambling receipts.

The report ‘Destination Gambling’ (2008: 6) found that high accessibility makes “...gambling tempting for emotionally vulnerable problem gamblers” adding that “Where the presence of...gaming venues is increased, impulse behaviour will be more frequent”. Similarly, Lam and Mizarski (2009) contended that “Increasing opportunities to gamble would result in more individuals picking up the habit of gambling and potentially increase the incidence of problem gambling.” (pp. 273-4).

Harris and Griffiths (2017) recount evidence that increased gambling accessibility raises levels of participation and gambling-related problems, as “...those gambling at a level below or just below the limit for heavy or excessive gambling” increase their gambling intensity, thereby shifting “...those at risk into the problem gambling category, as well as converting those who gamble recreationally, problem-free, to at-risk gamblers.”

An illustration of the influence of gambling machines upon gambling-related problems has been provided by circumstances where EGMs have been removed or shut down. Williams et al (2007) cite the example of South Dakota where during the 1990s, its gambling machines were closed for three months due to a legal dispute. During this period, the number of gambling-related inquiries and clients at four treatment agencies declined from 79 each month, to 4 in three months. Similarly, the removal of EGMs in South Carolina in 2000 was followed by a halving of the number of gamblers anonymous groups within 90 days, with many remaining support groups reporting a marked decline in attendance.

As it would appear, a persuasive accumulation of research signifies that accessibility to gambling may increase the prevalence of gambling-related harm.

Considering the impact of high numbers of gambling machines, the Public Accounts and Estimates Committee (2023) recommended in its report on gambling regulation, that “The Victorian Government consider the impact of reducing the total number of electronic gaming machines.”

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### **Venue Characteristics and Gambling-related Problems**

Some industry advocates maintain that venue practices, including display of signage and brochures about responsible gambling and sources of assistance, staff training and other measures, may substantially alleviate the harm caused by gambling. Available evidence however, casts doubt upon this proposition. Rather, the general appeal, number and range of gaming machines, and long opening hours of many gaming venues may have a far greater influence in attracting individuals who are susceptible to gambling-related problems.

*Pleasant staff:* The report ‘Problem Gambling from a Public Health Perspective’ (2009), found that proximity to home and ‘nice venue staff’ are among features of venues that hold appeal for some people with gambling problems. Klaus (2018) found that welcoming environment was designed to encourage gaming patrons to remain gambling as long as possible. Friendly and welcoming staff, a warm and comfortable environment, and a non-threatening atmosphere are alluring features of venues to many gamblers (Rintoul and Deblaquiere, 2019).

*High numbers and choice of gaming machines* hold attraction for some people with gambling-related problems. Hing and Haw (2010) report that both problem and regular gamblers who participated in their survey found access to their favorite gaming machines to be an attraction of gaming venues.

*Bells and Whistles:* Gambling machines are difficult to overlook, with Rintoul and Deblaquiere (2019) finding their ‘bells and whistles’ often reminded patrons of the gaming machines and prompted some to proceed to the gaming room. Lights and sounds are reported to be attractive to some gamblers under the influence of ice, heroin or other drugs, with the colors and sounds stimulating for some, or congenial to the trans-like state experienced by others (Rintoul and Deblaquiere, 2019). Neilsen (2003) concluded that the music and lights which accompany the operations of the gambling machines appear to exert an hypnotic impact upon some gamblers – particularly those with gambling-related problems. One gambler interviewed by AC Neilsen commented that “...I want to get in an air-conditioned room and have somebody bring me a drink and play pokies and look at the bells and whistles and lights, all the glamour of that sort of thing.” (2003: 45). Indeed, music, lights and other features of gaming machines were “...highly influential in encouraging gamblers to play longer” according to the authors of the report, with many beguiled by the experience of gambling losing track of time and events.

In addition, linked jackpots and bonus gaming machine features were found to be attractive to people experiencing gambling problems in a survey study conducted by Hing and Haw (2010).

*Anonymity in larger venues:* The Productivity Commission (2010) explored the attributes of larger venues, expressing the view that it may be easier for staff in small venues to identify people with problems and help them – with the implication that larger gaming venues diminish this prospect. Other research has presented testimony of people with gambling problems, of whom some have observed that they favour venues whose size or other features such as location away from their local neighborhood – may afford them some degree of anonymity (Neilsen, 2003). Hing and Haw (2010) report that some evidence indicates that more frequent and heavy gamblers tend to seek out privacy.

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*Size and Level of Activity in the Venue:* Rockloff concluded that venues of larger size and high numbers of patrons contributed to increased levels of gambling activity and losses, as patrons were spurred by relatively high frequencies of wins ‘broadcast’ across the gaming room through the lights and sounds generated by gaming machines.

*Meals and Free Tea and Coffee:* Interviews with gamblers conducted by Rintoul and Deblaquiere (2019) revealed that free tea and coffee or snacks, meals and the bar, often lured patrons who then remain to participate in the gaming activities offered by the venue, some stating that they came to eat, then found themselves gambling unintentionally. Gaming venues, the authors concluded, provide a wide range of facilities to entice a ‘broad demographic’.

#### *Late-night Operation of Gambling Venues*

The long opening hours of some venues may contribute to the accessibility of gambling, especially to people at risk of gambling-related problems.

The report ‘Destination Gambling’ (2008) found that extended opening hours increase accessibility and that higher-risk gamblers often play at night – echoing a view offered by the Productivity Commission (2010) and Victorian Responsible Gambling Foundation report ‘Behavioral Indicators of Responsible Gambling Consumption’ (2016).

Rintoul and Deblaquiere (2019) report that some gamblers report that gaming venues were the only place open late at night, when they left their home. Research by Hing and Haw (2010) found that extended venue opening hours were appealing to people experiencing gambling problems.

Other research however, presents evidence which, while indicating that a high proportion of gaming room patrons in the early hours of the morning have gambling problems (Neilsen, 2003), does not show that most problem gambling occurs during these hours, particularly as levels of gaming patronage at early hours of the morning are generally far lower than at other times.

#### *Other Venue Characteristics*

Rockloff et al also recount findings from other investigators which indicate that machines with linked jackpots, free spins and double-or-nothing features are popular with problem gamblers. Their own research showed that attributes of venues that are appealing to problem gamblers include ‘close to home’ (82% of high PGSI gamblers), the opportunity for social contact (56%) and availability of other activities (59%). Of gaming machines in particular their findings indicated that features such as a free spins or extra games (71%), jackpots (65%), and improved perceived chance of winning (76%) were among the attributes most alluring to problem gamblers.

Rockloff et al (2015) conducted an investigation in which 59 respondents were invited to rate various features of venues, as well as other EGM gambling platforms. Features attractive to gamblers including potential problem gamblers included close to home (82%), quality of service (82%), general atmosphere (56%), availability of other activities (59%), physical layout of the venue (53%), amount of EGMs (53%), clientele (53%), social (56%), availability of cheap food and drink (47%) with ‘size’ attracting 35% of the high PGSI segment of the sample (numbering 34 respondents). Overall, ‘size’ attracted the fourth lowest

rating for importance in selection of a gaming environment out of 17 factors related to the characteristics of a venue. It is not made clear what characteristics ‘size’ encompasses, though based on general comments in the report about other gambling and venue attributes, some respondents who identified this as an important feature may have favored larger venues and others smaller or medium-sized venues.

Overall authors of the study concluded that “...the ideal environment for the average gambler consists of gambling at a club near home, with a group of friends, in a relatively quiet place with pleasant air-conditioning, with cheap food available and a safe place to play in, on a classic game with quality animations and small bet sizes, where you feel safe and secure and there is a wide variety of other games to play when you are done.” (Rockloff, 2015: 35)

Hing and Haw (2010) conducted interviews with gamblers to ascertain the characteristics of gaming venues which were most attractive to them. These appealing features included:

- Easy access
- Easy access to ATMs
- Allowing uninterrupted gambling
- Extended opening hours
- Glitzy venue
- Service - good
- Safe environment
- Seating comfortable
- Low denomination machines and bonus features

Many of these features are present at most gaming venues.

#### *Staff Responses to Gambling Problems*

Improved training for venue staff in the recognition of behavior suggestive of gambling problems, and in steps to intervene to offer support or deter such people from gambling, has been proposed as a means to reduce problem gambling. (Delfabbro et al, 2007).

However, staff interaction with gamblers maybe sparse and have limited effect, according to Victorian Responsible Gambling Foundation report ‘Behavioral Indicators of Responsible Gambling Consumption. Its authors found that signs of problem gambling in patrons are “...often ignored unless a patron is aggressive or disturbing other patrons” (Rintoul: 35).

Similar findings emerged from an investigation featuring discussions with gamblers and gambling venue staff and management, coupled with unannounced observations of EGM venues, found “...only isolated evidence of supportive interactions between staff and gamblers to address gambling harm”. Its authors added that “...venues often fail to respond to signs of gambling problems and instead encourage continued gambling in contradiction of their CoC [gambling codes of conduct] responsibilities” (Rintoul et al, 2017).

A further Australian study, involving interviews with 48 venue staff, reported wide variation in signs construed as evidence of gambling problems. Its authors reported that “...most contemplated intervening only if patrons’ behaviour is seen as a threat to themselves or others” (Hing et al, 2013: 1). None of the staff interviewed stated that they would intervene if they observed gaming patrons ‘trying inappropriate means to borrow money’, “being anti-social”, “irrational verbalizations or talking to a machine”, making multiple ATM withdrawals, telling staff that money intended for bills or food had been gambled, gambling a big win

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away, being inordinately attracted to a particular EGM, gambling large sums of money or waiting for venues to open. Only a small minority of the staff interviewed stated that they would intercede if a patron appeared distressed or crying, changed a large amount of money, heard friends or family telling them to stop gambling, or complained that a win had not covered their losses. Aggressive behaviour was the single indicator which most staff stated would prompt them to intervene in a patron's gambling (Hing et al, 2013)

According to the female participants in a 2020 Australian investigation, venue staff overlooked patterns of behavior or gambling which pointed to gambling problems, such as their partners gambling a large sum, every day of the week, or making frequent cash withdrawals at the venue, and did not respond constructively even when they visited the venue to express concern about their partner's gambling losses. The report notes that: "None of these participants reported that they or their partner were offered any assistance from a venue for the gambling problem, even when they or their partners visited the venue in distress about the gambling" (Hing et al, 2020: 9).

In a survey of 230 gamblers who were familiar with venue staff, 22 of them classified as problem gamblers, only one was identified as having 'some problems' by venue staff. Venue staff also identified 15 others as having 'some problems' of whom the gambling screen classified them as having no risk or a low risk (Ladoucier et al, 2017). The findings of the New South Wales Independent Gambling Authority show that venues may encourage prolific gamblers who lose substantial amounts of money.

Conversely, similar findings emerged from in-depth interviews, conducted in Melbourne by Rintoul et al (2017a) with gaming patrons with experience of gambling problems. Of the 36 gamblers who were asked about venue staff speaking with them in relation to their gambling, 32 had never experienced such an approach. This research was coupled with unannounced observations on 2-5 occasions, within each of 11 venues. In 34 hours of such observations, the investigators recorded numerous signs of probable gambling problems, including betting intensively, multiple cash withdrawals, gambling through mealtime and others. However, on no occasion were staff seen to approach to gaming patrons to encourage them to suspend their activities. Overall, the researchers reported "...an overall lack of staff interaction in the context of apparent gambling problems, staff encouraging gambling, a lack of intervention when gamblers were accessing cash, gamblers using multiple machines...", observing "...only isolated evidence of supportive interactions between staff and gamblers to address gambling harm."

Indeed, the 2023 Victorian Population Gambling and Health Study found that 1.9% of Victorian gamblers had been asked to take a break from their gambling, by venue staff, a figure which rose to 5.9% among people who gambled for 3 hours or more and 6.9% among problem gamblers. This finding appears to discredit the often-repeated claim by EGM venue operators that their staff closely scrutinize patrons for signs of problematic gambling and diligently intervene to curtail such behavior.

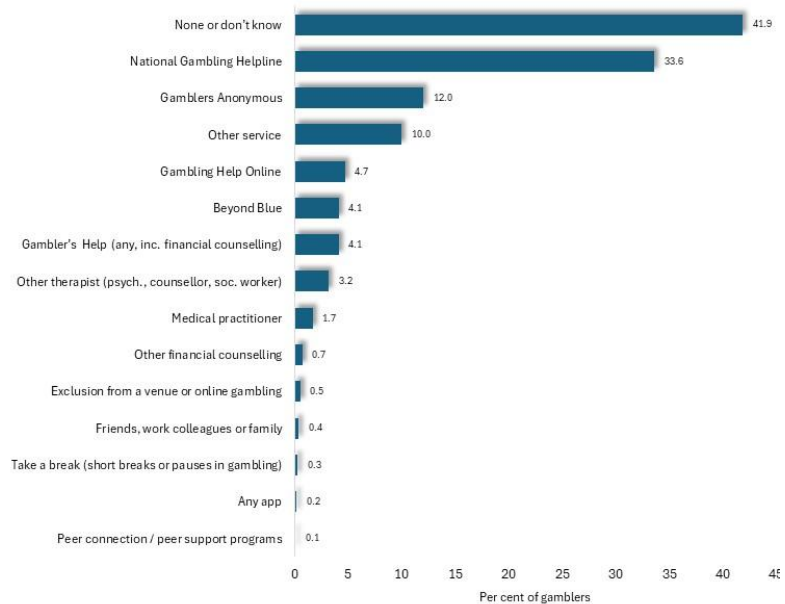
In addition to these specific considerations, the Victorian Auditor General's Office (2021) found that venue staff training conducted by the VRGF, including training to recognition and intervention in instances of gambling problems, have not been evaluated to determine "...if the program is reducing harm" (p. 31).

Notably, ACNeilsen (2002) found that many gamblers are averse to interruption by staff in any case, responding with irritation if disturbed by staff, feeling that such interruptions were an intrusion on their privacy, broke their concentration, might bring them bad luck or disrupted their pattern of play.

#### *Knowledge of Services which Address Gambling Harm*

Few gaming patrons avail themselves of professional services to which staff may seek to refer in any case. The 2023 Victorian Population Gambling and Health Survey found that nearly half (49%) of Victorian adults overall, and 42% of gamblers, did not know of any gambling support services. Among gamblers, those services most widely cited were the national Gambling Helpline, known to 34% of them, and Gamblers Anonymous, known to 12%.

Per cent of gamblers who were aware of support services, by type of service: Victoria, 2023



Help had been sought for gambling problems in the previous 12 months by 23% of people classified as problem gamblers and 2.8% categorized as moderate risk gamblers.

The Victorian Longitudinal Community Attitudes Survey found that, of regular gamblers in Victoria, just 2.4% had sought

help with their gambling in the previous year. Among the 2.4% of regular gamblers:

- 2.4% had talked to someone in the venue about support services – representing approximately 1 in 2,000 regular gamblers, and
- 12% sought assistance from Gambler's Help, Gamblers Anonymous or Gambler's Help lines in the previous year – equivalent to approximately 1 in 500 gamblers.

Moreover, among people who phone Gambler's Help, few eventually engage with a local service, according to Gamblers Help data, with 368 of 3,909 people (or about 1%) who called the helpline actually engaging with a local service (cited in Victorian Auditor General, 2017).

#### *Psychological Influences*

The experience of individuals who are attracted to gambling as a way to alleviate boredom, social isolation, depression and other personal distresses, is well documented (Moodie, 2007; Ballon, 2006). Writing of homeless people in Australia, Talbot (2008) notes that for many, EGM gambling provides something to occupy their minds, while for others, the venue is a place to be among people. Echoing this finding, some gamblers interviewed in one study mentioned the role of gambling venues in "...providing contacts and a form of social connectedness." (Thomas and Lewis, 2012: 10). Rintoul and Deblaquiere too remark that



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many problem gamblers are socially isolated and gamble to alleviate loneliness (2019). Similarly, ACNielsen (2003) found that some gamblers played when they felt down, to alleviate loneliness or to escape difficulties in their social, home or work lives.

Accordingly, many people experiencing mental health or drug-related problems may be susceptible to gambling problems (McCready et al, 2008), with a Melbourne study finding that people with gambling-related problems were far more likely than others to be depressed or to use alcohol or other drugs to excess (Science Alert, 2008).

Howe et al (2018) report that frequent gambling is associated with depression and people suffering from problems with gambling report higher levels of depression. In addition, Giovanni et al (2017) found that people with post-traumatic stress disorder are at an elevated risk of gambling problems. Similarly, a 2017 study commissioned by the Victorian Responsible Gambling Foundation found that 41% of people seeking treatment for mental illness gamble and 6% had a problem with their gambling – eight times higher than among the general population (Lubman et al, 2017).

Psychological conditions which predispose to impulsivity may exert an influence upon gambling behaviour, with one inquiry finding that 25% of gamblers who sought counselling for gambling problems had attention deficit disorder - nearly twice the corresponding prevalence in the general community of 14%. (Waluk et al, 2015). Other researchers have reported conditions such as a lesser tendency than others to delay gratification among people with gambling-related problems (Navos et al, 2017), personality disorders (Rucevic, 2016), and high levels of impulsivity and prevalence of ADHD (Black 2013). Echoing these findings, a longitudinal survey of 6,145 young adults found that those who experienced signs of ADHD, or higher than average impulsivity in childhood, were more likely than others to report gambling problems, high levels of gambling losses and multiple types of gambling activity, than others (Clark et al, 2013). Studies also indicate that many people with gambling related problems gamble to alleviate depression, loneliness, boredom or anxiety, often seeking to distract themselves from their concerns or to escape reality altogether at a gaming venue (Nielsen, 2003).

An investigation conducted by Pitt et al (2020) documented increased susceptibility among people with intellectual disabilities to gambling harm, owing to their limited employment opportunities, lower incomes, social isolation, limited understanding of risk and probability, among other factors. The researchers found that some people with intellectual disability are attracted to gambling either in hopes of winning money, as a means to alleviate loneliness, and for a feeling of independence and participation in an adult activity.

Some researchers observe that many women are attracted to gambling as a means to escape isolation or seek relief from serious personal problems, such as domestic violence (Healthy, Wealthy and Wise Women, undated). A 2020 inquiry into links between gambling problems and family violence, found that gambling venues were attractive, 'safe spaces' for women who participated in the study, owing to their long opening hours, accessibility, security, free food, courteous staff, child-minding facilities, opportunity for social contact with the staff and congenial atmosphere (Hing et al, 2020).

Adolescence itself may predispose some people to gambling related problems. Thomas and Lewis (2012) found that many enjoyed the excitement associated with the risk of gambling and the possibility of winning

money, often as part of a social experience. Indeed, research reveals a higher prevalence of problem gambling among adolescents in Australia – in the range 2.4% to 16% (Miller, 2015), and the 2023 Population Gambling and Health Study, recorded a prevalence of problem gamblers, of 2.8% among 18-24-year-olds, compared with 1.7% among the general adult population.

#### *Self-control and 'Responsible Gambling'*

Some people with severe gambling-related problems report a loss of awareness and control as they become immersed in the experience of gambling. Commonly, the result is a state of mind described as trance-like, in which perception of events, time and consequences become confused (Pinkerton, 2005). As a witness to a recent Senate inquiry from a problem gambling service told it: problem gamblers "...go into blackouts, they lose time and cannot remember their actions" (Senate Standing Committee on Community Affairs, 2008: 20).

Similarly, the Productivity Commission (2010) found that EGMs were the form of gambling most often associated with the psychological state of dissociation – where an individual 'loses track of reality', 'played in a trance', 'lost track of time' or 'felt someone else was controlling their actions', concluding that such states impair the ability of gamblers to "...reassess whether they wish to continue to gamble..." (2010: 4.14) a proposition which seemingly discounts the notion of 'responsible gambling, which postulates that gamblers should marshal sufficient responsibility to exert rational control over their behavior, when gambling. As Dickerson observed: "...the data we collected showed the virtual impossibility of regular...EGM players gambling responsibly..." (cited in Breakeven Tasmania, 2008).

#### *Cultural Factors*

The 2023 Victorian Population Gambling and Health Study determined that people who speak languages other than English at home, showed lower rates of participation in gambling than those who speak English only, yet were more likely to be problem gamblers (at 2.4%) than those who speak English only (1.5%), and more often experienced gambling problems - at 19.3%, compared with 11.2% among those who spoke English only. A variety of circumstances relating to the cultural backgrounds of many migrants as well as the stresses and social isolation often associated with settlement may predispose some individuals to gambling problems.

Dickins, M. and Thomas A (2012) concluded that while, in general, CALD people appear less likely to gamble, those who do participate in such activities are more likely to experience gambling problems. Australian research, largely focused upon ethnic Chinese Australians, has identified some factors which may predispose some CALD groups to gambling problems, pointing to the popularity and acceptance of gambling as a cultural norm in Chinese culture (Feldman et al, 2014). Religious or spiritual beliefs in the influence of luck and its interaction with character exert a wide influence in Chinese culture, with a display of good luck purporting to demonstrate good character. Such notions are often coupled with unrealistic beliefs in personal ability to control outcomes of gambling (Dickins and Thomas, 2012; Feldman et al, 2014).

The appealing environment offered by casinos, in the relative absence of alternative, culturally appropriate entertainment may also contribute to the prevalence of gambling among people of some cultures. For people of Chinese ethnicity in particular, casinos offer culturally sensitive and familiar entertainment –

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including Chinese New Year celebrations, evening activity reminiscent of their homeland and staff who speak non-English languages. In addition, some commentators maintain that the Casino provides inexpensive meals and drink in a safe environment with a glamorous and appealing décor, making it an attractive and prestigious location, particularly for recent settlers and those who have not adapted to Australian culture (Dickins and Thomas, 2012). Interviewees in a study by Feldman et al (2014) observed that for some Chinese, showing guests around the Casino is a way of affirming their affluence and garnering respect.

For some migrants with limited English fluency, an additional appeal of casinos and other gambling venues, may be the presence of bilingual staff or the opportunity to be among people without having to participate in conversation (Feldman et al, 2014).

For isolated migrants, including many older people, the Casino appeals as a place that is safe, accessible after dark, where they can be around other people and feel less lonely. In addition, those organizing excursions for older senior's clubs are often unfamiliar with the range of alternative venues available, and may be attracted to the cheap meals offered by venues (Feldman et al, 2014)

Many international students, including those of Chinese ethnicity, experience high levels of stress, depression and social isolation, often coupled with prevalent irrational beliefs about gambling, which may foster an attraction to gambling and to venues such as the Casino (Feldman et al, 2014). It is reported that, in addition, freed from parental and other constraints, some international students tend to lose control of their finances (Feldman et al, 2014).

Gambling machines may also be a captivating novelty for some recent settlers, who may perceive them as a means to acquire more money (Rintoul and Deblaquiere, 2019). Abrupt exposure to various gambling opportunities may pique curiosity and trigger excessive involvement in gambling (Dickins and Thomas, 2012). In addition, stressors relating to settlement or experience in their country of origin may cause some migrants to be vulnerable to gambling problems (Dickins and Thomas, 2012). Feldman et al (2014) note that refugees and asylum seekers often experience stress relating to challenges of adapting to Australian life, including social isolation, poverty and boredom, prompting some look to gambling to improve their financial position.

The stigma associated with gambling problems may induce some migrants to conceal issues from family and friends. In addition, professional counseling is unfamiliar to many, with most migrants preferring to deal with personal problems within their family (Dickins and Thomas, 2012)

The research findings recounted here are echoed in the conclusions reached by the Ethnic Communities Council of Victoria (ECCV). In December 2017, it published findings arising from its consultations with representatives of a variety of cultural communities, which concluded that recent settlers and some cultural communities were at heightened risk of gambling related harm, due to limited prior exposure to, and understanding of, gambling products; increased access to gambling in Australia; and lack of culturally sensitive support for people with gambling problems. The ECCV added that women, older people and students were most at risk of gambling-related problems.

IV: THE PREVALENCE OF GAMBLING PROBLEMS

Many people who gamble regularly experience difficulties in their personal, family or working lives as a result of financial stress caused by their gambling losses, or by the time spent gambling. Efforts to determine what proportion of the community experience gambling-related problems is discussed below.

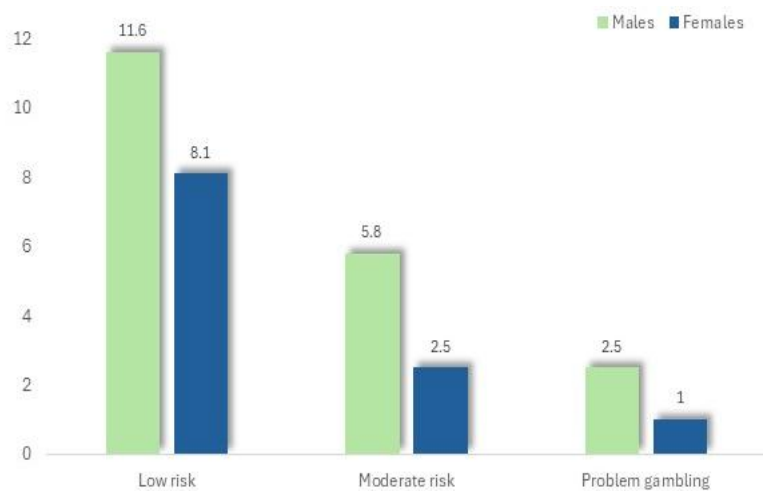
Prevalence of ‘Problem Gambling’

Over the past few decades, surveys have been conducted to determine how widespread gambling-related problems are in the community, to document differences in prevalence among various segments of the community, and to trace any changes in the extent of gambling problems over time. With few exceptions, such estimates have been reached in the basis of the findings of random surveys of the adult population, which focus upon the identification of moderate and severe gambling-related problems.

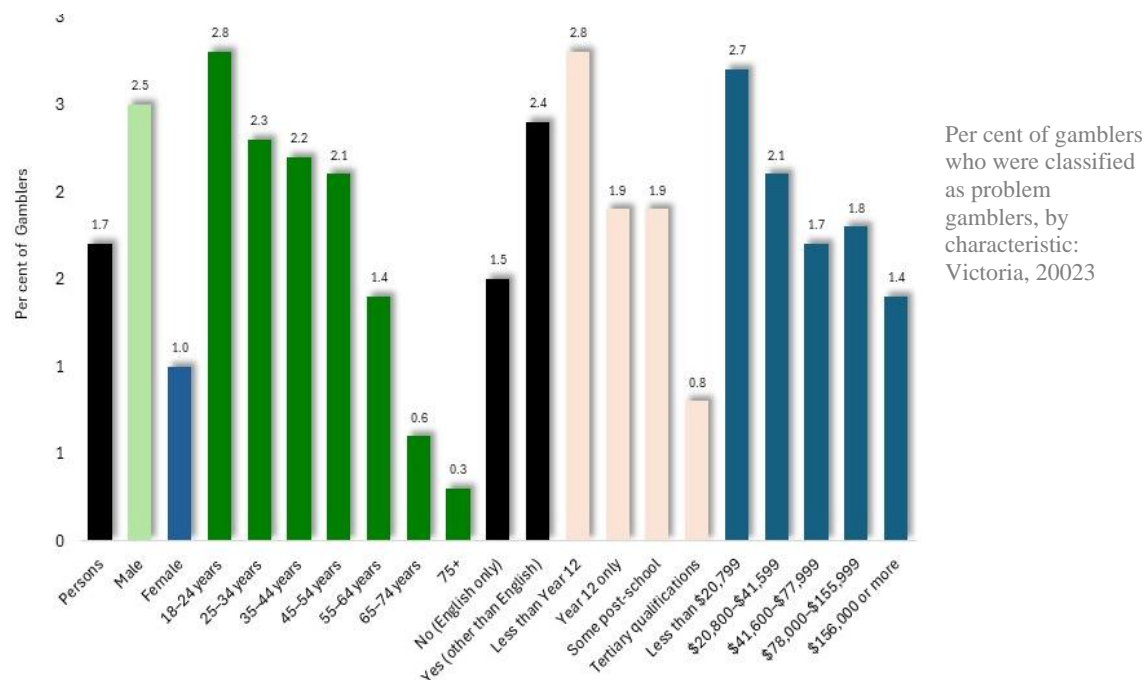
The 2023 Victorian Population Gambling and Health Survey documented gambling problems, and the risk of problems, with the Problem Gambling Severity Index (PGSI), featuring nine questions about feelings concerning gambling, financial problems stemming from gambling losses, and responses of friends or family to their gambling. The 2023 study found that 8.5% of *all Victorian adults*, including 11.2% of males and 5.9% of females, reported patterns of behaviour or consequences of gambling which placed them in the categories of low risk (5.3%), moderate risk (2.3%) or problem gambling (0.9%).

Among the *gambling population* (that is, the 10.7% of Victorian adults who gamble in a 12 month period) 15.8% fell into this range, with 9.9% deemed at low risk of gambling problems, 4.2% at moderate risk and 1.7% classified as problem gamblers - the latter including 2.5% of males and 1% of females. (accompanying chart).

Per cent of gamblers classified as low-risk, moderate risk or as ‘problem gamblers’, by sex: Victoria, 2023



The prevalence of problem gambling was also highest among people who spoke languages other than English, those of lesser formal educational levels and people on lower incomes.



Similarly, an earlier, 2018/19 survey of over 10,000 Victorian adults, reported by Rockloff et al, (2020) determined that 9.8% of the population experienced gambling-related risk or problems, including 6.7% low-risk, 2.4% moderate-risk and 0.7% as problem gamblers. Among people who used EGMs in the previous year, 3.6% were identified as problem gamblers and 8.9% as moderate-risk gamblers.

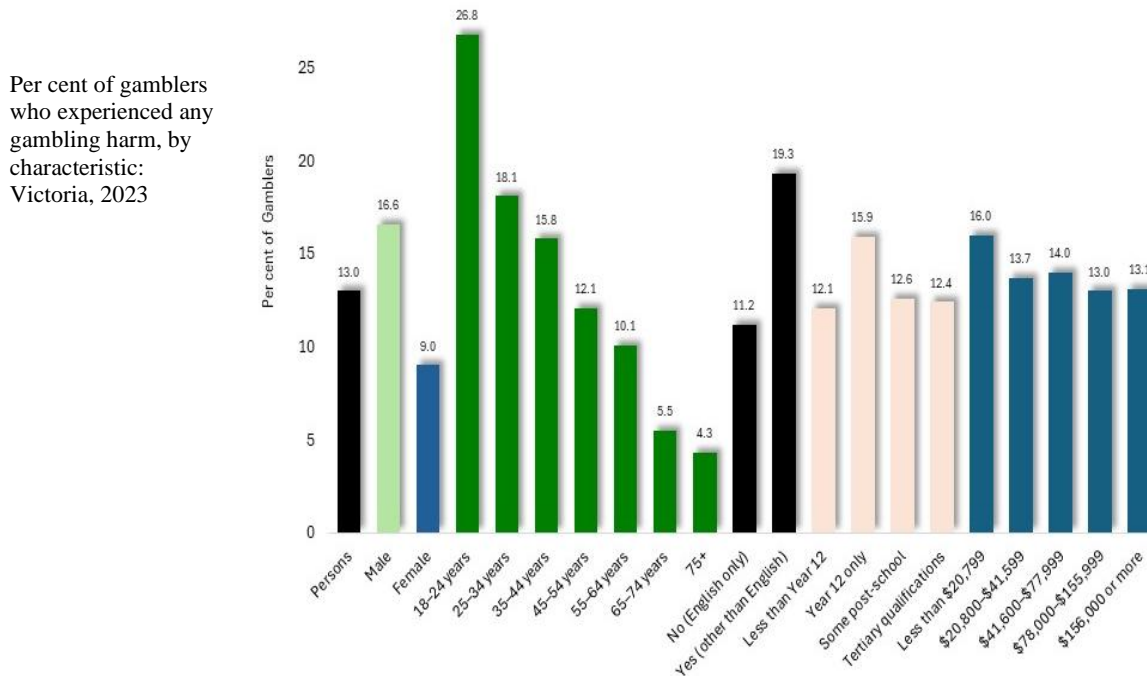
The 2014 Victorian Gambling Prevalence Study found that approximately 0.81% of Victorian adults were problem gamblers, and that a total of 3.6% were either problem or moderate risk gamblers, and a 2011 survey of 1,500 Victorian adults, employing the Gambling Severity Index, concluded that 0.7% were problem gamblers and 2.4% 'moderate-risk' gamblers (Hare, 2011). Hare (2015) found that 8.9% of Victorian adults were low-risk and 3% moderate-risk gamblers, compared with 0.8% of adults who were identified in the survey as 'problem gamblers' (cited in Miller, 2017).

The proportion of gamblers who were classed as problem gamblers in the findings of the 2023 Victorian Population Gambling and health Survey, also varied with gambling activity, with problem gambling identified among 7.1% of EGM gamblers, 7.3% of those who gamble at the casino, 6.7% of sports betters and 3.7% of participants in racing gambling.

#### *The Prevalence of Gambling Harm*

The 2023 Victorian Population Gambling and health Survey also found that 6.9% of Victorian adults, or 13% of gamblers, had experienced at least one form of gambling harm during the previous 12 months, such as financial difficulties, personal distress, or relationship conflict. This represents a broader conception of the adverse impacts of gambling than the focus on psychological distresses used to define 'problem gambling'.

The proportion of gamblers who had experienced such harm was highest among males, young adults, those who spoke languages other than English at home and people with year 12-only education. Little difference in the prevalence of gambling harm was observed by income level (accompanying chart).



As with 'problem gambling', the prevalence of gambling harm varied widely among gambling activities, ranging from 36% of people who gambled at the Casino, 35% of sports gamblers, 29% of those who gambled on EGMs, and 20% of racing gamblers.

#### *EGM Losses and Problem Gambling*

Gambling on EGMs is strongly associated with problem gambling (South Australian Centre for Economic Studies, 2005). The 2023 Victorian Population Gambling and Health Study found that 7.1% of Victorians who participated in EGM gambling were problem gamblers, and a further 12% were at moderate risk of such severe problems. An earlier study concluded that 28% of *regular* EGM gamblers experienced severe gambling-related problems – compared with 13% of regular Casino patrons, and 3% of those who regularly gamble on racing (McMillen and Marshall, 2004). Regarding the same issue, but focusing upon gambling losses, the Productivity Commission (2010: 5.1) concluded that problem gamblers account for 22-60% of total EGM losses, while moderate and problem gamblers in total account for between 42% and 75% of EGM losses – representing a mid-range of 58%.

Conversely, EGM gamblers represent a substantial proportion of people with gambling problems. The Victorian Longitudinal Community Attitudes Survey, found that EGMs are the favored form of gambling among 84% of problem gamblers, with horse racing preferred by just 8% (McMillen and Marshall, 2004). Indeed, Practical experience shows that EGMs are associated with relatively high rates of gambling harm, with EGM gamblers accounting for most people seeking assistance with gambling problems in Australia, the UK and New Zealand (Delfabbrio et al, 2020; Dowling et al, 2004; Abbott, 2006).

Further research indicates that EGMs have made the largest contribution to gambling problems in nearly all Western nations (Williams et al, 2007).

People who are experiencing gambling-related problems tend to exhibit different patterns of gambling activity on EGMs, to those with few or no such problems. A 2018/19 survey of over 10,000 Victorian adults, conducted by Rockloff et al, (2020) found that people experiencing gambling problem used EGMs more frequently, played for longer periods and accessed EFTPOS facilities at gaming venues more often. Overall, 9% of all EGM users played the pokies 25 times or more in a year, compared with 69% of problem gamblers. Moreover, 18.2% of Victorian non-problem gamblers spent 1 hour or more in a typical session, compared with 60.9% of problem gamblers. (non-problem gambler is one who is not a problem gambler, or low or moderate risk). Rockloff et al (2020) also found that 80% of problem gamblers used EFTPOS at least once in a typical session, compared with 10% of non-problem gamblers. And 57% of problem gamblers used EFTPOS at least 3 times in a typical session, compared with 2% of non-problem gamblers. Finally, the amount withdrawn in a typical session was \$227 among problem gamblers and \$70 among non-problem gamblers.

\* \* \* \*

As it may be seen, a variety of research shows that patterns of gambling behavior and losses vary across a broad continuum, from those who do not gamble at all, or do so infrequently, to others who gamble often, and may therefore sustain persistent and substantial losses, relative to their means. About one in ten adults gamble on EGMs, with at least 10.7% of the Victorian public gambling on EGMs annually, with the consequence that losses are distributed among a relatively small proportion of gamblers. This in turn leads to adverse consequences for the gambler and any dependents.

### **Limitations of Surveys of the Prevalence of Gambling Harm**

While community surveys and other evidence furnish some suggestions about the prevalence and characteristics of problem gamblers, their findings should be interpreted with caution. Three major limitations of such surveys include:

- the apparent inaccuracy with which problem gamblers are distinguished from others
- inconsistency in measurement due to differences in questionnaires
- the criteria used for defining problem gambling and survey methods; and
- imprecise measurement arising from the difficulty of reaching conclusions about a small proportion of the population from the results of a sample survey.

#### *Low Response Rates*

Authors of the 2023 Victorian Population Gambling and Health Study observed that declining response rates, typically lower than 5% in Australian phone surveys, may reduce the representativeness through "...non-response errors, which refers to differences between those who are selected into a particular sample and those who end up completing the survey" (Suomi et al, 2024).

#### *Inaccurate Responses*

Researchers have long noted with concern, that many people with gambling-related problems are inclined to conceal their difficulties, abstaining from participation in surveys or giving answers which minimize their problems (Walker, 2008). As a result, the proportion of respondents with gambling problems may be underreported.

The 2023 Victorian Population Gambling and Health Study acknowledged the tendency for survey participants to under-report "...expenditure, frequency and negative consequences of gambling" due to a selective failure to recall such experiences or a reluctance to candidly report them (Suomi et al, 2024).

For example, in one of the early trials of a gambling questionnaire, among 384 students, 28 were interviewed and found to have gambling problems. Yet of this number, 13, or 45%, were not detected by the survey (Cullerton, 1989; Lesieur and Blume, 1993). It follows that the true rate of prevalence of gambling-related problems among this sample was nearly twice that recorded by the questionnaire. The most likely reason was that some individuals chose to conceal the extent of their gambling problems in their responses to a survey.

Relevantly, when the Productivity Commission asked 409 problem gamblers how they would have answered a phone survey on gambling, prior to seeking treatment, just 29% replied that they would have responded and given candid replies. If these results reflected the actual level of detection of severe gambling difficulties in sample surveys, then the proportion of Australian adults with gambling-related problems would be not 2.1%, as the authors of that report found, but three times higher, at over 6%.

A further reflection of the under-reporting of gambling losses may be seen in the findings of the 2003/4 Household Expenditure Survey, where Victorian respondents reported, on average, EGM losses of 64c per household (Australian Bureau of Statistics, 2008A) – equal to \$63 million in total across Victoria - just 2.8% of actual EGM gambling losses, of \$2,290 million that year (Victorian Casino and Gaming Authority, 2004) Not surprisingly, this source has been characterised as “notoriously unreliable” (South Australian Centre for Economic Studies, 2005: 197) as a source of gambling expenditure data.

With some respondents mistakenly identified as problem gamblers, and as many as two-thirds of those with severe gambling-related problems, and nine-tenths of losses, overlooked in sample surveys of the general population, the accuracy of the findings of such prevalence surveys may not be relied upon with confidence.

#### *Inconsistent Survey Methods*

The results of prevalence surveys may be further compromised by differences in the questionnaires used, the survey methods, the type of sample selected, and the cut-off point used to identify problem gamblers (Select Committee of the Legislative Council on Gambling Licensing, 2008; Doughney, 2007; Jonsson, 2007; Xenophon and the Australian Greens, 2008; Livingston, 2008). Such inconsistencies in the conduct and interpretation of surveys make it difficult to compare the findings of surveys conducted at varying times or among different communities. McMillen and Wenzel (2006) note that it would be preferable if governments settled upon a single, consistent method for measuring the prevalence of gambling-related problems.

#### *Imprecise Measurement*



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A further limitation of prevalence surveys stems from the fact that, in selecting a sample of the population, chance alone may decide whether or not the sample actually contains the same proportion of people with severe gambling-related problems as the overall community which the sample is intended to represent. Typically, 5 to 20 out of every 1,000 people who participate in a community survey indicate that they have severe gambling problems. However, among samples drawn from the same population, such numbers are subject to chance variation - much as the number of heads in a sequence of coin tosses may vary. When the prevalence of the characteristics being investigated is relatively low - as it is for gambling problems - chance exerts a relatively large influence upon the final result. Moreover, where many individuals selected to participate actually decline to do so - as in most population surveys - the range increases substantially, rendering the final result so imprecise as to be almost valueless.

#### *A Narrow Focus*

A further criticism of some surveys may be based not upon the way in which they measure gambling related problems but on what they measure. Surveys which focus upon the individual characteristics of 'pathological' or 'problem' gamblers, may overlook others who may experience gambling-related problems of a lesser intensity, as well as those adversely affected by the gambling of others. Addressing the shortcomings of such prevalence studies, Young observes that this research is conceptually and methodologically defective but tends to be supportive of, and favored by, the gambling industry (Young, 2012).

The narrow focus upon severe and addictive patterns of gambling behaviour, coupled with the lack of precision, evident inaccuracy, and inconsistency of such surveys, raises questions about their validity. Speaking of efforts to measure the prevalence of gambling-related problems in Australia, Gary Banks, Chairman of the Productivity Commission lamented that "...despite all the surveys, we remain quite uncertain as to whether problem gambling has diminished in recent years." (2007: 22).

#### *Gambler's Help Data as an Indicator of the Prevalence of Gambling Problems*

Information concerning the number clients of Gambler's Help provides little indication of the actual underlying levels of gambling-related problems in a community, since few people with severe gambling problems seek formal assistance in a given year.

The 2023 Victorian Population Gambling and Health Study concluded that help had been sought for gambling problems in the previous 12 months by 23% of people classified as problem gamblers and 2.8% categorised as moderate risk gamblers - with the result that differences in levels of attendance over time, or among municipalities, may not be interpreted with confidence.

An earlier inquiry by the Productivity Commission estimated that 10% of problem gamblers sought formal assistance in one year, while the 2010 Productivity Commission report on the gambling industry put the figure in the range 8-17%. Research indicates that most people with serious gambling-related problems only accept professional counselling when they have 'hit rock bottom' or are pressed to do so by family members or others (Neilsen, 2003).

In the course of its review of gambling regulation in Victoria, the Public Accounts and Estimates Committee (2023) determined that only 1–2% of those experiencing gambling harm have sought treatment from VRGF funded services, the only public services in Victoria.

Such small samples of problem gamblers may fluctuate due to changes in Gambler’s Help resources or the publicity given to their services, without reflecting any real change in the underlying prevalence of gambling problems. Therefore, one cannot prudently rely on such information for tracing changes in the prevalence of gambling-related problems over time or measuring differences in their prevalence from one area to another.

### **The Importance of Low and Moderate-risk Gambling**

The Productivity Commission cited with endorsement a selection of definitions of ‘problem gambling’ which each emphasise the presence of harm to the player, their family and/or the wider community, adding that such gambling problems form a continuum of harm, rather than being confined to the extreme end of the scale where ‘problem gambling’ is characterised. This perspective was echoed in a subsequent report by the Commission (2010), which concluded that harm caused by gambling affects not only problem gamblers, but those less severely affected by gambling. Authors of the report affirmed a preference for a ‘population health’ approach, in which all levels and types of harm are appraised in assessing the impact of gambling, rather than attention being confined to the “...the arbitrary group of harms that are clustered together in particular individuals.” (p. 5.7) – those labelled as ‘problem gambling’. Indeed, in examining the occurrence of the psychological condition of dissociation for example, the Commission concluded that people characterised as non-problem gamblers accounted for the majority of those who experienced this condition while gambling, noting that “...harm is experienced by many non-problem gamblers, with this group accounting for a greater share of the aggregated harm than problem gamblers” (2010: 4.24).

Rockloff et al, (2020) maintain that emphasis upon the small percentage (0.81% according to Hare, 2015) not only diverts attention from people who experience gambling harm but do not fit the clinical criteria for problem gambling, but also focuses attention upon the personal characteristics of the gambler rather than the noxious features of the gambling environment and products, while directing programs towards individuals instead of reform to the conduct and regulation of gambling. They concluded that of all gambling-related harm, problem gambling accounts for 20%, non-problem gambling for 22%, moderate-risk for 26% and low-risk gambling for 21%.

Like-minded, Browne et al (2016) investigated gambling-related harm from a public health viewpoint, gauging all harms caused by gambling, rather than focusing upon “...causes or symptoms of problem gambling” (2016: 36). They provided an estimate of the relative proportion of gambling-related harm, experienced by people of different gambling risk categories, with low-risk gamblers accounting for 50% of total harm from gambling – owing to their preponderance among gamblers - moderate risk gamblers for 34% of gambling harm, and problem gamblers for 15%. Similarly, the Victorian Responsible Gambling Foundation (2017) cites research funded by the VRGF which found that about half of gambling harm is related to low risk gambling and about 15% to problem gambling.

The publication ‘Using a Public Health Approach to the prevention of Gambling-related Harm’ (2015) concluded that “While the rate of harm is much lower among non-problem gamblers than those who meet the

criteria for problem gambling, the absolute number of people experiencing some form of harm is significant.” (p. 10). Accordingly, the Victorian Responsible Gambling Foundation report ‘Social Costs of Gambling in Victoria’ ascribes a higher cost to low- and moderate-risk gambling, of \$4.6 billion, than to the problem gambling, of \$2.4 billion (Browne et al, 2017). A similar outlook is reflected in the findings of the report ‘Responsible Gambling Past, Present and Future’ (2016).

Other research indicates that low- to high-risk gamblers account for a substantial proportion of EGM gamblers, which increases with rising gambling frequency. In Victorian Gambling Study: a longitudinal study of gambling and health in Victoria, Billi et al (2014), concluded that persons with mild to severe gambling risk accounted for 27% of people who used EGMs less often than once a month, a figure which rose to 38% of those who gambled 1-3 times each month and 61% of those who gambled at least once a week.

### **Impact of Gambling Problems vs. the Prevalence of Problem Gambling**

A range of studies affirm that the proportion of the adult population who meet the criteria for ‘problem gamblers’ is in the order of 0.7% to 2%. The impression conveyed by these findings is that the extent of gambling-related problems is relatively modest. However, the findings of population surveys, which seek to determine the proportion of the population who conform to the formal definition of problem gamblers, tend to depreciate the extent of either gambling-related harm in the community and the proportion of the population and of gaming patrons, which are affected. Three points are recounted here to set this matter in its due perspective.

First, problem gamblers account for a significant proportion of gambling *patrons*. The Productivity Commission (2010: 5.25) stated that “While problem gamblers may account for only 0.7% of the population, they may account for 10 to 40 times this among venue patrons at any one time”. Referring to the findings of a Victorian survey, the Commission concluded that between 27% and 76% of regular EGM players were problem gamblers or moderate-risk gamblers.

Second, even moderate-risk and problem gamblers account for a substantial proportion of gaming *revenue*. The Productivity Commission (2010: 5.1) concluded that problem gamblers account for 22-60% of total EGM losses, while moderate and problem gamblers in total account for between 42% and 75% of EGM losses – representing a mid-range of 58%.

Finally, as evidence recounted in the previous section shows, gambling problems do not relate only to problem gamblers in any case but affect a wide range of gamblers to varying degrees, thereby further increasing the prevalence of problems among gambling patrons. The report ‘Using a Public Health Approach to the prevention of Gambling-related Harm’ (2015) concluded that “While the rate of harm is much lower among non-problem gamblers than those who meet the criteria for problem gambling, the absolute number of people experiencing some form of harm is significant.” (p. 10). The Productivity Commission was like-minded, recognizing that “...harm is experienced by many non-problem gamblers, with this group accounting for a greater share of the aggregated harm than problem gamblers” (2010: 4.24). These views are echoed in the report ‘Responsible Gambling Past, Present and Future’ (2016). This issue is discussed further on, under the heading ‘Low and moderate-risk gambling’.

## V: CHARACTERISTICS OF PEOPLE WITH GAMBLING PROBLEMS

Surveys of the apparent level of gambling problems in the community have also provided some insight into some of the characteristics of people with gambling problems.

### *Sex*

The 2023 Victorian Population Gambling and Health Survey found that similar proportion of women and men participate in gambling, including EGM gambling, and similar proportions participate in gambling online.

Men, however, were five times more likely to participate in sports gambling and more often engage in online-only gambling-like activities. Moreover, levels of gambling losses acknowledged by male gamblers are nearly five times higher than for women and their EGM losses are over twice those for women.

Gambling problems were found to be twice as common among male gamblers, is about twice that among women: 2.5% of men being classified as problem gamblers, compared with 1% of women; and 17% of men, compared with 9% of women, experience gambling problems.

	Males	Females	Males: % higher or lower than females
Participation in gambling	56.6	51	11
Participation in EGMs (odds ratio)	1.0	0.9	11
Participation in sports g. (odds ratio)	1.0	0.2	400
Participation in online gambling	48.2	40	21
Participation in online-only	4.8	0.7	586
Ave. G expenditure (gamblers)	\$4,191	\$706	494
Ave. G expenditure (EGMs)	\$3,799	\$1,429	166
Problem gambling - % gamblers	2.5	1	150
Gambling problems - % gamblers	16.6	9	84

Further investigations also indicate that gambling-related problems are more prevalent among men. The 2014 Victorian Gambling Prevalence Study found that 1% of males and 0.6% of females were problem gamblers and that 5.3% of males and 2.1% of females were problem or moderate risk gamblers (Responsible Gambling Foundation, 2015).

The 2011 survey of Victorians, commissioned by the Department of Justice also concluded that problem gambling was more prevalent among males (accounting for 0.95%) than among females (0.47%).

Similarly, the Household, Income and Labour Dynamics in Australia (HILDA) population survey, conducted among 17,000 Australian adults by the Australian Gambling Research Centre, found that both gambling expenditure and the prevalence of gambling-related problems were higher among males than females (Armstrong and Carroll, 2017). A study of the prevalence of gambling problems in South Australia found that 4.1% of men experienced severe or moderate gambling harm, compared with 1.8% of women (Woods et al, 2018). Rockloff et al, (2020) concluded that the prevalence of moderate risk or problem gambling was 4.4% among males and 2.9% among females.

### Age

The 2023 Victorian Population Gambling and Health Survey found that while 18-24-year-olds were less likely to participate in gambling than older people (here, 55-64-year-olds), they were more likely to engage in EGM, sports, online and online-only gambling.

In relation to EGM gambling, Hare (2015) similarly found that their use was more widespread among older people, with 23% of Victorians of retirement age using gaming machines in the past 12 months, compared with 13% of those aged 25-54.

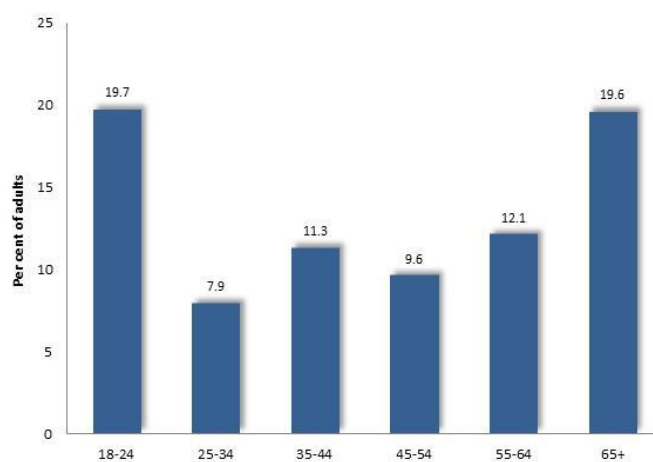
Though losses to gambling overall, and to EGMs, were lower among young gamblers, the 2023 Victorian Population Gambling and Health Survey found that the prevalence of problem gambling declined steeply with age, from 2.8% of 18-24-year-olds, to 0.3% of people aged 75 years or more. Similarly, gambling problems were experienced by 27% of young adults, aged 18-24, and by 44.3% of those aged 75 or more.

	18-24	55-64	18-24 y.o.: % higher or lower than 55-64 y.o.
Participation in gambling	40.0	62	-35
Participation in EGMs (odds ratio)	1.0	0.6	67
Participation in sports g. (odds ratio)	1.0	0.2	400
Participation in online gambling	54.0	39	38
Participation in online-only	9.7	0.5	1840
Ave. G expenditure (gamblers)	\$3,646	\$4,891	-25
Ave. G expenditure (EGMs)	\$1,390	\$4,286	-68
Problem gambling - % gamblers	2.8	1.4	100
Gambling problems - % gamblers	27.0	5.5	391

A 2018/19 survey, of over 10,000 Victorian adults, conducted by Rockloff et al (2020) found a prevalence of moderate risk or problem gambling of 5.9% among 18-24 year-olds compared with 2.1% among people aged 55-65. Based on a Victorian survey conducted at about the same time, Howe et al (2018) concluded that, while the proportion of people who were low and moderate risk gamblers was relatively uniform cross the age range, the proportion of people who were *high-risk* gamblers reached its peak among those aged 18–34-year-old before declining with increasing age.

In relation to problem gambling, Hare's 2014 investigation - 'Study of Health and Gambling in Victoria' - found that the proportion of Victorian adults who were problem, moderate-risk or mild-risk gamblers ranged from nearly 20% among both the youngest and oldest adults, to approximately 8% among those aged 25-34 years (Hare, 2015). Overall, 12.5% of Victorian adults fell within the range of problem to mild-risk gamblers, compared with 20% of people aged 65 years or more.

Percent of Adults who are at Risk of Gambling Harm, by Age: 2014 (Hare)



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### *Social Disadvantage and Gaming Problems*

Socioeconomic disadvantage is associated with a relatively higher propensity to gamble and susceptibility to gambling-related problems. At the same time, the gambling industry, responding to the opportunities which such conditions present, has tended to install more gaming machines in disadvantaged areas – which in turn, raises gaming losses in such localities. In this way, socioeconomic disadvantage and gaming machine accessibility interact to contribute to elevated gaming losses in disadvantaged areas.

The association between overall socioeconomic disadvantage and prevalence of gambling-related problems on the other is supported by two lines of reasoning, each corroborated by substantial evidence.

First, population surveys disclose that people in disadvantaged circumstances – as for instance, lower incomes, lesser educational attainments or joblessness – are more likely to experience gambling problems or be at risk of such difficulties, than others. Evidence of these links is reviewed further on. Accordingly, it follows that that socio-economically disadvantaged areas, where such individuals are represented in higher proportions than elsewhere, would experience a relatively high prevalence of gambling-related problems.

Second, further evidence directly establishes that disadvantaged areas experience higher rates of gaming expenditure than others. Indeed, gaming losses per adult in 2020/21 in Greater Dandenong – the least affluent municipality in Melbourne – were approximately seven times greater than those recorded in Boroondara – among the wealthiest localities in Melbourne (at \$801 per adult, compared with \$994 per adult in Boroondara). Similarly, an Australian study found that suburbs that were most disadvantaged exhibited the highest average EGM losses per adult – with losses in the most disadvantaged fifth of suburbs at \$849 per adult, nearly three times higher than the corresponding rate of losses in the least disadvantaged fifth of suburbs, of \$298. (Rintoul et al, 2017b).

Such high levels of gambling expenditure are, in turn, associated with an elevated prevalence of gambling problems. The document ‘Risk Factors for Problem Gambling’ (2015) cites research by Markham, Young and Doran who report that rates of gambling expenditure are positively associated with prevalence of gambling related harm, with a rise in expenditure per adult from \$10 to 150 associated with an increase in prevalence of gambling harm from 9 to 18%. The ‘Report to Municipal Association of Victoria’ (2014) examined trends across regions, finding that high rates of gambling problems are associated with increased EGMs density and high expenditure. It follows that localities of socio-economic disadvantage, where levels of EGM expenditure are highest, would therefore also experience elevated rates of gambling-related problems.

### *Incomes*

The 2023 Victorian Population Gambling and Health Survey found that people on the highest range of incomes (>\$156,000) are more likely than those on lower incomes (<\$12,600) to participate in gambling, including EGMs, sports and online, though less likely to engage in online-only activities.

	lowest income	highest income	Low income: % higher or lower than highest
Participation in gambling	45.0	59	-24
Participation in EGMs (odds ratio)	1.0	1.5	-33
Participation in sports g. (odds ratio)	1.0	3.5	-71
Participation in online gambling	35.0	59	-41
Participation in online-only	3.6	2.1	71
Ave. G expenditure (gamblers)	\$1,617	\$5,003	-68
Ave. G expenditure (EGMs)	\$2,972	\$8,745	-66
Problem gambling - % gamblers	2.7	1.4	93
Gambling problems - % gamblers	16.0	13	23

Though gambling losses overall, and on EGMs, are greater among higher income gamblers, the study found that the prevalence of problem gambling declined with increasing income, from 2.7% of people in receipt of incomes less than \$20,800 per annum, to 1.4% of people in on annual incomes exceeding \$156,000. The prevalence of gambling problems though, was fairly uniform among people of different incomes.

A 2018/19 survey of over 10,000 Victorian adults, conducted by Rockloff et al, (2020) recorded a similar relationship between the prevalence of gambling problems and income levels, documenting a prevalence of moderate risk or problem gambling of 2.5% among people in receipt of annual incomes of \$20,800 to \$41,600, compared with 1.8% among those with an income exceeding \$166,000.

The 2014 Victorian Gambling Prevalence Study also found that problem gambling was most widespread among people in receipt of low incomes – as well as among unemployed adults and other segments of the community (Responsible Gambling Foundation, 2015).

The report ‘Gambling Prevalence in South Australia 2012’, also found high rates of problem gambling among people with low annual personal incomes. Similarly, in a review of contemporary research, Miller (2015) concluded that low incomes and lower socio-economic status are associated with a higher prevalence of gambling. In its earlier study of gambling patterns in Australia, the National Institute of Economic Research concluded that losses were largely sustained by those who could least afford them: those on lower incomes or manual employment (NIER, 2000).

The authors of the report ‘Destination gambling’ (2008) offer a common-sense explanation of this pattern, observing that people in disadvantaged areas may experience greater harm from gambling than others due to their limited financial means, sources of financial support and employability, to compensate for any gambling losses.

### *Education*

The prevalence of gambling and gambling-related problems is also higher among people with limited educational attainments, than others. The 2023 Victorian Population Gambling and Health Survey found that people with limited formal education (less than year 12) were most likely to participate in gambling overall and on EGMs, though less often engaged in online gambling; and they have a similar level of participation

in sports gambling and in online-only gambling. Losses among gamblers of limited education are about half of those for people with a tertiary education - though higher for EGM gambling.

	less than yr 12	Tertiary	< Yr 12: % higher or lower than tertiary
Participation in gambling	61.0	46	33
Participation in EGMs (odds ratio)	1.0	0.3	233
Participation in sports g. (odds ratio)	1.0	1	0
Participation in online gambling	30.0	51	-41
Participation in online-only	1.7	2	-15
Ave. G expenditure (gamblers)	\$1,698	\$4,119	-59
Ave. G expenditure (EGMs)	\$3,754	\$2,814	33
Problem gambling - % gamblers	2.8	0.8	250
Gambling problems - % gamblers	12.1	12.4	-2

The 2023 study documented a pronounced decline in the prevalence of problem gambling with increasing formal education, from 2.8% of people with less than year 12 education, to 0.8% of those with tertiary qualifications. The prevalence of gambling problems however, differed little with educational attainment.

A similar trend was documented in an investigation into gambling prevalence in South Australia (Office for Problem Gambling, 2013) which recorded a prevalence of problem gambling of 0.2% among those with university degrees and 0.9% - or over four times higher – among people with secondary education only.

The report 'Risk Factors for Problem Gambling' (2015) cites investigations by Wardle et al (2010), Young et al (2006) and Sporstson et al (2012), all of which recorded relatively high rates of problem gambling among people of limited educational attainments. In addition, overseas surveys have concluded that people with gambling problems tend to be less well educated than those without gambling problems (Cunha, 2017; McCready et al, 2008).

#### *Unemployment and Joblessness*

Some research points to a higher prevalence of gambling problems among people who are unemployed, with the 2013 report 'Gambling Prevalence in South Australia 2012' ascertained that 11.2% of unemployed people were moderate-risk or problem gamblers, compared with 4% of those in full-time employment, 2.3% in part-time employment, 1.4% of people in home duties, 1.8% of retirees and 2.1% of students.

The HILDA survey also documented an association between joblessness and the prevalence of gambling problems, with unemployed Australians accounting for 3.1% of the sample, but 12% of problem gamblers. (Armstrong and Carroll, 2017). The survey also found that respondents whose main income was derived from welfare payments, were over-represented among those with severe gambling problems.

A South Australian population survey found that the prevalence of problem and moderate-risk gamblers was 5.4% among unemployed survey respondents, compared with 3.3% among those in full-time employment and 2.4% among those in part-time work (Woods et al, 2018).



### *Occupations*

Other evidence indicates that people on lower incomes or in less skilled occupations tend to experience higher gambling losses (Wardle et al, 2007; Williams et al, 2007). The later report ‘Victorian Gambling Study: a longitudinal study of gambling and health in Victoria, 2008-2012, found that sales workers, machinery operators and drivers and labourers were substantially over-represented among problem gamblers in a population sample, while those employed as professionals, technicians and trades workers and clerical or administrative workers, were under-represented among those with serious gambling problems (Billi et al, 2014).

#### Prevalence of Problem Gambling by Occupational Category: Victoria, 2012

	Per cent of Problem Gamblers	Per cent of Victorian Adults
<i>Over-represented among problem gamblers</i>		
Sales workers	30.9	6.1
Machinery operators and drivers	14.9	4
Laborers	18.3	5.4
<i>Under-represented among problem gamblers</i>		
Professionals	12.4	32.3
Technicians and trades	2.8	17
Clerical and administrative	1	12.3

### *Indigenous People*

Research findings concerning the prevalence of gambling problems, indicates that their prevalence is substantially higher among Aboriginal people than the general population.

The 2014 Victorian Gambling Prevalence Study resulted found that approximately 8.7% of Indigenous people were problem gamblers, compared with 0.7% of the overall adult population. And 30% of Indigenous people were either at low or moderate risk of gambling problems, or problem gamblers, compared with 11% of other Victorian adults.

A 2018/19 Victorian survey featuring 10,600 Victorian respondents, found that people of Aboriginal and Torres Strait Islander descent were over four times more likely to have experienced ‘pathological’ gambling during their lifetimes, as the general population (at 5.8%, compared with 1.3%) (Rockloff et al, 2020).

### *Personal and Health Problems*

The 2023 Victorian Population Gambling and Health Study found that problem gamblers tended to have poorer self-assessed health, higher levels of psychological distress and risky drinking, and more often smoked, than non-gamblers. In particular, 34% of non-gamblers were ranked among the lowest quartile of general self-assessed wellbeing, compared with 86% of problem gamblers; 5.2% of non-gamblers were rated as experiencing psychological distress, compared with 43% of problem gamblers; 31% of non-gamblers were classified as risky drinkers, in contrast to 55% of problem gamblers, and 9.8% of non-gamblers smoke weekly, compared with 47% of problem gamblers.

Higher than average rates of personal distress and excessive alcohol or other drug use are reported among people with gambling-related problems (McMillen and Marshall, 2004). A 2008 survey of Tasmanian residents found that, among regular gamblers, the prevalence of heavy smoking (100+ per week) was 15%, compared with 6% among others, while 18% of regular gamblers engaged in heavy drinking compared with 7% of others (SA Centre for Economic Studies, 2008). A Melbourne study of 2,000 adults, conducted by the Problem Gambling Research and Treatment Centre at Monash and Melbourne Universities, determined that problem gamblers were 19 times more likely than non-problem gamblers to experience psychological difficulties; 4 times more likely to exhibit hazardous alcohol use; 2.4 times more often depressed; 6 times more likely to be divorced, and less inclined to feel valued as members of the community or able to call upon friends for assistance (Science Alert, 2008).

### *Cultural Influences*

Cultural factors, as well as stresses related to settlement in Australia, may exert an influence upon gambling behaviour, and in some instances, predispose to gambling-related problems. It may be cautioned though, that existing difficulties in measuring the prevalence of gambling-related problems are accentuated when considering a segment of the community, defined by birthplace or cultural identity, who may account for a small fraction of population survey respondents. Moreover, it is difficult to form sound conclusions about a segment of the community as diverse as those born overseas – who, aside from this single characteristic are as diverse as those born in Australia. As a consequence, the prevalence of gambling-related problems among people of different birthplaces, language groups or ethnic identities, has never been determined with finality.

The 2023 Victorian Population Gambling and Health Survey found that people who speak English only have slightly higher rates of participation in gambling, EGMs and sports gambling than those who speak languages other than English at home. The level of engagement in online gambling and online-only activities is similar among the two groups.

	English	LOTE	English only: % higher or lower than LOTE
Participation in gambling	59.0	40	48
Participation in EGMs (odds ratio)	1.0	0.7	43
Participation in sports g. (odds ratio)	1.0	0.6	67
Participation in online gambling	44.0	44	0
Participation in online-only	2.7	2.7	0
Ave. G expenditure (gamblers)	\$2,619	\$1,838	42
Ave. G expenditure (EGMs)	\$1,902	\$5,798	-67
Problem gambling - % gamblers	1.5	2.4	-38
Gambling problems - % gamblers	11.2	19.3	-42

Gamblers who speak languages other than English had lower rates of annual gambling losses - though they experienced higher rates of losses to EGM gambling (\$5,798 vs \$1,902). However, the study found that 2.4% of people who spoke languages other than English at home were problem gamblers, compared with 1.5% of those who spoke English only. Similarly, 19% of non-English speakers and 11% of those who spoke English only were experiencing gambling problems.

The 2014 Victorian Gambling Prevalence Study documented a similar trend, finding that 0.95% of non-English language speakers and 0.77% of English speakers were problem gamblers.

Similarly, Hare (2015), in her report 'Study of Gambling and Health in Victoria' determined that 5% of adults who spoke languages other than English in their homes were problem or moderate-risk gamblers, compared with 3.2% of English speakers.

Dickins and Thomas (2012) concluded that while CALD people overall appear less likely to gamble, those who do participate in such activities are more likely to experience gambling problems. CALD communities were also identified as among those at risk of gambling-related problems in the VRGF report Victorian Population Gambling and Health Study 2018-2019.

Other inquiries have shown that regardless of cultural background, for isolated migrants, or those with limited English fluency, the Casino and other gambling venues hold appeal as places that are safe, accessible after dark, and alleviate loneliness (Feldman et al, 2014). Further research indicates that stressors relating to settlement or experience in their country of origin expose some migrants to vulnerability to gambling problems (Dickins and Thomas, 2012; Feldman et al, 2014).

## VI: EFFECTS OF GAMBLING PROBLEMS

Gambling losses are largely funded by reductions in expenditure on essential household goods, such as food and clothing, resulting in a diminished standard of living for the children and other dependents of many regular gamblers. While for some gamblers, accumulated losses may be significant, for others, on low or fixed incomes (Harrigan, 2007), even the sustained loss of modest amounts of money may have a substantial financial impact. Indeed, aside from those people who experience more severe financial problems as a result of gambling losses, a greater number of regular gamblers may persistently lose more money than they can comfortably afford, with the result that they and their families live less decently than otherwise.

### *Financial Difficulties*

The South Australian Centre for Economic Studies (2005) found that, as the highest levels of gambling losses were incurred among people in the least affluent localities, most losses were funded not by savings, but by reduced spending on other goods. When asked how they would spend their extra funds if they did not gamble, 23% of a sample of people with gambling-related problems identified groceries and small household goods, and a similar proportion specified clothing and footwear. Just 20% stated that they would save these funds (South Australian Centre for Economic Studies, 2005). In a related investigation, financial harm experienced by all gamblers interviewed, with some going without meals or struggling to pay rent or mortgage (Rintoul and Deblaquiere, 2019).

### *Personal Stress*

Investigations report a higher prevalence of personal distress, including depression and suicidal thoughts, and excessive alcohol or other drug use, among people with gambling-related problems (South Australian Centre for Economic Studies, 2005; Healthy, Wealthy and Wise Women, undated; SA Centre for Economic Studies, 2008).

A 2018 Swedish study found that the rate of suicide among people with gambling disorders was 15 times that of the general population. During the decade encompassed by this research, 19% of the approximately 2,000 gamblers under investigation had attempted suicide, 51% suffered from depression, 60% anxiety disorders and 41% substance-use disorders (Karlsson and Hakansson, 2018).

In its 2023 report, 'Gambling and liquor regulation in Victoria', the Public Accounts and Estimates Committee reported that the Coroners' Court of Victoria had identified 184 gambling-related suicides between 2009 and 2016, the Committee adding that '...For many more Victorians, gambling would have been a contributing factor to their suicide.'

### *Family Stress and Violence*

Available evidence indicates that the prevalence of family violence is higher in families which are experiencing gambling problems, than among others. Citing the findings of a review of international studies exploring the link between family violence and gambling, Dowling (2014) remarked: "...over half of people with gambling problems (56%) report perpetrating physical violence against their children. Dowling et al (2006) found high to low risk gamblers experienced a higher prevalence of family violence perpetration and victimization than others, thereby establishing an association between these two circumstances. An

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Australian study by Suomi et al (2014a) of people seeking treatment for gambling problems, found that 34% were experiencing family violence, either as a perpetrator and/or victim, while further research also disclosed that family violence was more prevalent in families where problem gambling was occurring (Suomi, 2014b). In a review of a selection of other Australian studies, Dowling found that one-third to one-half (34-53%) of people with gambling problems, or their family members, report some form of family violence in the previous 12 months." (Dowling, 2014).

Moreover, further investigations point to a causal link between gambling and family violence, with family violence sometimes contributing to gambling problems, and gambling in other instances contributing to family violence. For example, women's health in the South-east (undated) concluded that family violence may contribute to gambling problems, citing a range of research which attests that some victims of family violence, largely women, may seek solace in the relative safety and comfort of gambling venues and in the experience of gambling itself, with gambling problems representing a consequence of family violence in such instances.

Further evidence affirms that gambling-related problems can lead to family dysfunction, conflict and violence (Australian Institute of Family Studies, 2014; Costello, 2008; Ferland et al, 2008), pointing to a direct causal relationship between gambling and family violence. Crane (2015) cites the CEO of a major Victorian welfare agency, who observed that "Problem gambling places great stress on relationships" with "family violence part of the mix with some problem gambling clients" adding that children often grievously affected by such aggression.

Commenting upon such family conditions, one investigator explained: "The family environments of people with gambling problems are characterized by high levels of anger and conflict as well as low levels of clear and effective communication, less independence, less engagement in intellectual and cultural activities, a lack of commitment and support, little direct expression of feelings, and less participation in social and recreational activities...Moreover, the children of people with gambling problems are exposed to a range of family stressors, including financial and emotional deprivation, physical isolation, inconsistent discipline, parental neglect/abuse and rejection, poor role modelling, family conflict, and reduced security and stability." (Australian Gambling Research Centre, 2014).

Survey findings also shed light upon the role which gambling problems may play in causing and aggravating family violence. Muellemar et al (2012) investigated women admitted to emergency departments, finding that of those experiencing violence from their intimate partner and whose partner also had gambling problems, 64% perceived a connection between these two conditions (Suomi et al, 2013). Authors of the report noted that "...of the participants who were interviewed in depth, most reported that problematic gambling generally preceded the family violence (p. 1). The authors of the study concluded that gambling often leads to financial stress and mistrust, resulting in conflict and family violence.

Similarly, a New Zealand study of 254 people attending gambling treatment services, found that 50% had experienced physical, psychological, emotional, verbal or sexual abuse in the previous 12 months. Notably, among the 208 participants who took part in a further survey in the course of this research, 46% of those who

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had been victims of family violence expressed that view that the violence was a *consequence* of their partner's gambling. (Bellringer et al, 2017).

Such findings are echoed by the results of research conducted by Suomi et al (2013) of 120 people seeking assistance as members of families with problem gamblers, which found that 53% reported family violence in the past 12 months, with 44% having been victims of such violence. Among a smaller sample of 32 of these survey participants who were interviewed as part of this investigation, most related that the family violence had followed the onset of gambling-related problems, Suomi et al reporting that "...problematic gambling generally preceded the family violence" (2013: 1). The authors of the study concluded that gambling often leads to financial stress and mistrust, resulting in conflict and family violence. Commenting on this study, Dowling remarked that while "...a commonly held view is that some people gamble as a mechanism to cope with being a victim of family violence..." the findings of this inquiry "...suggest that gambling problems precede both victimization and perpetration of family violence." (Dowling, 2014: 4).

Dowling herself conducted a phone survey of 3,628 randomly selected Australian adults, finding that, after controlling for social variables as well as drug use, that "Problem gambling was associated with increased odds of becoming a victim of family violence", adding "...but the reverse was so ...with family violence increasing the odds of experiencing problem gambling." (Dowling et al, undated). Reflecting upon this and other research, Prof. Dowling concluded that the causal relationship between family violence and gambling operates in both directions, depending upon the particular circumstances of each family - a finding consistent with the evidence reviewed here. In the Victorian Responsible Gambling Foundation report 'Social Costs of Gambling in Victoria' Browne et al (2017) similarly concluded that family violence may be caused by gambling.

In interviews with gamblers and effected family members conducted by (Rintoul and Deblaquiere, 2019) some reported that financial stress linked to gambling triggered conflict which occasionally resulted in family violence.

In light of the abundance of available evidence about this subject, the Public Accounts and Estimates Committee (2023) concluded that "A relationship between gambling and family violence has been established. Gambling can be both the impetus and the outcome of family violence.", adding that "Gambling can "...precede and increase the chance of violence" and "...exacerbate the frequency and severity of violence."

#### *Work-related Difficulties*

Distracted by a preoccupation with gambling, many people with gambling-related problems experience difficulties associated with their employment, leaving work early to gamble or missing work altogether, and sometimes ultimately losing their employment as a result of gambling (Dowling, 2004; Australian Medical Association, 2013)

The New South Wales Office of Liquor, Gaming and Racing reports that 25% of people with gambling problems report that gambling detracts from their paid employment (Wieczorek and Zhou, 2014). Loss of

employment was among the adverse consequences mentioned by gamblers in research conducted by AC Nielsen (2003)

*Crime and Deception*

Deceptive or criminal actions carried out in response to gambling problems, are widely reported (Livingston, 2008; Commonwealth of Australia, 2008; Sakurai and Smith, 2003; Centre for Criminology and Criminal Justice, 2000; Crofts, 2002) with a survey of 8,000 randomly-selected New Zealand residents found that 0.3% had committed crimes in response to gambling difficulties during the previous 12 months (Lin et al, 2008).

In an inquiry consisting of interviews of gamblers, high levels of crime were reported at venues, including drug dealing, loan sharking, stolen goods, while some gamblers themselves, resorted to crime including theft, fraud, robbery unregulated sex work, and drug dealing, to make money (Rintoul and Deblaquiere, 2019). Similarly, in its 2023 review of gambling regulation in Victoria, the Public Accounts and Estimates Committee recounted evidence from the Australian Vietnamese Women's Association that gambling problems may contribute to crime "...when a person who develops gambling problems commits a crime such as thievery and/or drug trafficking to repay the accumulated financial debt."

## VII: BENEFITS ATTRIBUTED TO GAMBLING

While the creation of employment by the gambling industry is often claimed as a benefit of EGM gambling, it would appear that gambling merely diverts expenditure and jobs from other sectors of employment. A further purported benefit of gambling – the expenditure of funds upon community projects from the Community Support Fund and by venues directly – represents a small return of funds lost to EGM gambling.

\* \* \* \*

### **Economic Effects of EGM Gambling**

One of the benefits ascribed to EGM gambling is the employment generated in gambling venues (Select Committee of the Legislative Council on Gambling Licensing, 2008; Tabcorp, 2009), with the State Government observing that EGM gambling provides employment for thousands of people across Victoria (Department of Justice, 2006B, 2009). The VGCCC reports that in 2020/21, 23,483 people were employed in the gambling industry. However, much of the employment associated with gambling comes at an even greater cost to other sectors of the economy.

Investigations of the spending patterns of gambling show that funds lost to gambling machines are largely diverted from expenditure on goods and services, such as household items (South Australian Centre for Economic Studies, 2005), with the consequence that growth in the retail sector is lower than it would have been if EGMS had not been introduced. For example, gaming venues often detect from expenditure at local businesses as they divert expenditure from other goods and services (Rintoul and Deblaquiere, 2019).

Moreover, evidence indicates that expenditure on EGM gambling creates fewer jobs in gambling venues than those lost from other sectors of the economy. A 2006 study of Victorian and Western Australian gambling concluded that 3.2 jobs were created for every million of EGM gambling expenditure, compared with 8.3 jobs per million services from sales of beverage and 20.3 jobs for every million spent on meals and food (South Australian Centre for Economic Studies, 2005)..

Weighing the evidence concerning the economic effects of gambling, the Victorian Competition and Efficiency Commission cited with endorsement the conclusions of the Productivity Commission in its 2010 review of the gambling industry, that “... the long-run economy-wide impact of an expansion in gambling activity is likely to be neutral.” (2012: 77).

### **Community support Fund**

Under Section 3.6.6 (2)(c) and 3.6.12(1)&(1A) of the Gambling Regulation Act (2003), a 8.33% tax is imposed upon gambling revenue from hotels, in addition to the 24% levied upon all hotel and club venues. The 8.33% tax passes to the Community Support Fund which is allocated to problem gambling programs; drug education and treatment; youth programs; community advancement; sport and recreation; arts and tourism; veterans support; and other purposes.

The manner in which Community Support Funds are distributed to communities has been challenged, with the 2006 Report on the Consultations for the Gambling Licenses Review remarking on a “lack of



transparency” in allocation of funds to local communities (Kirby, 2006). Such considerations hold particular relevance for some in local government and community organizations who see the Community Support Fund as a means by which the burden of gambling losses upon local communities may be partially redressed through grants for community projects. Some commentators from local government and the community sector have therefore urged that local communities be afforded greater influence upon the choice of local projects to be supported, and that those communities which incur the higher losses to gambling be given preference in the allocation of those funds.

However, it lends perspective to note that, at best, the benefits of the Community Support Fund may only partially redress the effects of gambling upon communities, since the entire fund represents only 4% of all EGM gambling losses.

### **Community Benefit Statements**

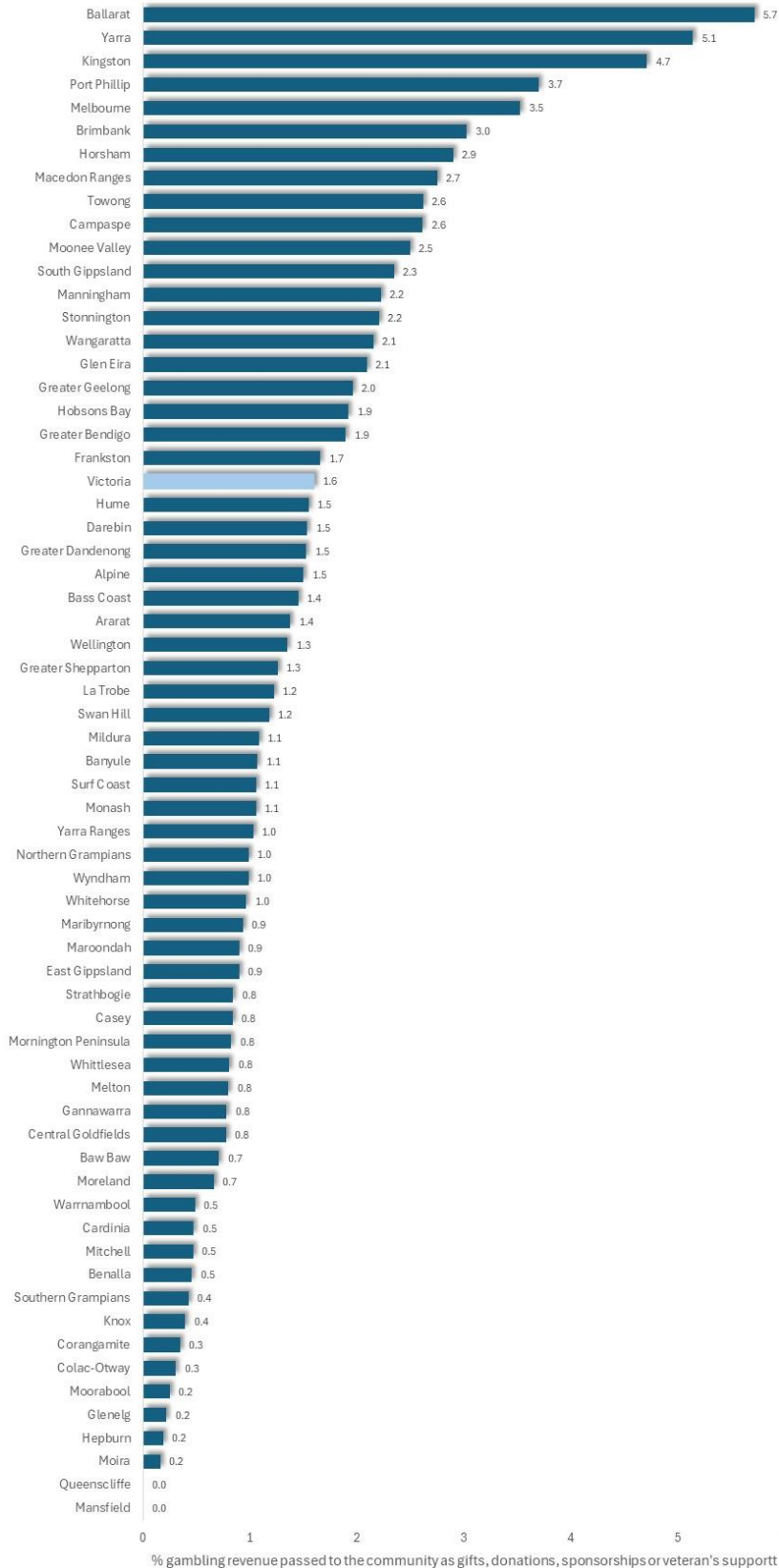
The Gambling Regulation Act requires that clubs which are EGM gambling venues provide an annual audited ‘Community Benefit Statement’, of the funds which they have directed to “philanthropic... benevolent...sporting or recreational purposes” (Gazette S124 26 June 2003). This obligation is intended to show that clubs direct 8.3% of their gambling revenue to activities which benefit to the community. Clubs which are late in submitting Community Benefit Statements are required to pay 8.3% of their gambling revenue to the Community Support Fund until they do so; and where a shortfall is found to exist, the balance must be paid into that fund.

The requirement for these statements stems from the difference in the level of tax levied upon hotels and clubs. While hotels pay 33% of their gambling revenue to the state government - of which 8.3% is deducted to the Community Support Fund - clubs pay only 24.3% of their gambling revenue as tax, as it is expected that they will direct 8.3% of their gambling funds at least, to activities of benefit to the community. Community Benefits Statements are intended to verify that such funds have indeed been contributed to community projects.

However, the types of expenditure which may be claimed as community benefits have included running costs, such as employment expenses; fixed assets, such as furniture, TVs and fridges; and subsidized goods and services. A comparatively small amount of funds is directed to community support by club gambling venues. In 2022/23, Victorian clubs expended \$16 million upon donations, gifts, sponsorships to the wider community, and to the support of ex-service personnel and their families – a sum representing only 1.6% of total club revenue from electronic gambling machines. The balance included employment costs, capital expenditure and subsidized services.

In addition, RSL venues across Victoria typically provide less than 2% of their EGM gambling revenue on support for veterans and their families. In her investigation of RSL clubs and gambling, Louise Francis found that over the three years, from 1016-17 to 1018-19, Victorian RSL gambling venues contributed an average of 1.6% of gambling revenue to the support of veterans and their families (Francis, 2017).

Per cent of losses/gambling revenue distributed by club gambling venues as Gifts, Donations, Sponsorships and Veteran's Support: Victorian municipalities, 2022/23



The chart at left illustrates the percentage of revenue from electronic gambling machines that was distributed to the wider community in 2022/3, as gifts, sponsorships, donations or veterans support, by clubs in each municipality.

Noting that the Community Benefits fund is intended to support each club venue's 'wider local community', the Public Accounts and Estimates Committee, in its 2023 report on gambling regulation in Victoria, recommended that the fund be audited to determine the actual level of funds which "...is being redirected into the community, as opposed to being spent on operational expenses and expenditure aimed at increasing clientele", proposing that consideration be given to the establishment "a publicly-managed fund targeted towards reducing and preventing gambling harm."

## Selected Sections of the [Gambling Regulation Act \(2003\)](#), relevant to Approvals Submissions

### **1. Application for Approval of Premises**

#### **Application for approval of premises requires a planning permit be obtained, or applied for** **3.3.4**

(1) The owner of premises or a person authorized by the owner may apply to the Commission for the approval of the premises as suitable for gaming.

(3) The application must contain or be accompanied by—

(i) a copy of a permit issued under the Planning and Environment Act 1987 permitting the premises to be used for gaming on gaming machines; or

(iii) a copy of an application that has been made in accordance with the Planning and Environment Act 1987 for a permit that, if granted, would permit the premises to be used for gaming on gaming machines.

#### **3.3.5 Notification of responsible authority**

Within 14 days after applying, the applicant must send a copy of the application to the relevant responsible authority within the meaning of the Planning and Environment Act 1987.

*(The 'relevant responsibility is usually, though not invariably, the local council)*

#### **3.3.6 Responsible authority may make submission**

(1) The relevant responsible authority may make a submission to the Commission on an application for approval of premises—

(a) addressing the economic and social impact of the proposal for approval on the wellbeing of the community of the municipal district in which the premises are located; and

(b) taking into account the impact of the proposal on surrounding municipal districts.

(2) A submission must be in the form approved by the Commission and must include the information specified in the form.

(3) A submission must be made within 60 days (or the longer period allowed by the Commission) after the responsible authority receives a copy of the application.

#### **3.3.7 Matters to be considered in determining applications**

(1) The Commission must not grant an application for approval of premises as suitable for gaming unless satisfied that—

(c) the net economic and social impact of approval will not be detrimental to the wellbeing of the community of the municipal district in which the premises are located.

(3) The Commission must also consider any submission made by the relevant responsible authority under section 3.3.6.

**Responsible Authority may appeal decision on application for approval of premises, to VCAT**

**3.3.14 Tribunal review of approval**

- (1) An applicant for approval of premises may apply to the Tribunal for review of a decision of the Commission on the application.
- (2) A responsible authority that made a submission under section 3.3.6 on an application for approval of premises may apply to the Tribunal for review of a decision of the Commission granting the approval.
- (3) An application for review must be made within 28 days after the later of—
  - (a) the day on which the decision is made;
  - (b) if, under the **Victorian Civil and Administrative Tribunal Act 1998**, the applicant or responsible authority requests a statement of reasons for the decision, the day on which the statement of reasons is given to the applicant or responsible authority or the applicant or responsible authority is informed under section 46(5) of that Act that a statement of reasons will not be given.

**2. Application to Vary Existing License Conditions (number of machines, 24 hour opening etc.)**

**Application for more machines, 24-hour gaming, or specification/variation of days & dates of 24-hour gambling, must include a social impact assessment**

**3.3.4**

- (4) If an application for approval of premises as suitable for gaming includes an application for approval of 24 hour gaming on the premises, the application must also be accompanied by a submission—
  - (a) on the net economic and social benefit that will accrue to the community of the municipal district in which the premises are located as a result of the premises being open for gaming for 24 hours; and
  - (b) taking into account the impact of the proposal for approval on surrounding municipal districts.

**3.4.17**

- (1) The conditions of a venue operator's license, including—
  - (d) variation of the days or dates on which 24 hour gaming is permitted in an approved venue under the license - may be amended in accordance with this Division.
- (2) A venue operator's license may be amended in accordance with this Division to add a condition specifying days or dates on which 24 hour gaming is permitted in an approved venue, when none currently takes place.

**3.4.18**

- (1) A request by a venue operator for an amendment of license conditions—
  - (c) in the case of an amendment referred to in section 3.4.17(1)(d) or (2) or an amendment to increase the number of gaming machines permitted in an approved venue, must be accompanied by a submission—
    - (i) on the net economic and social benefit that will accrue to the community of the municipal district in which the approved venue is located as a result of the proposed amendment; and
    - (ii) taking into account the impact of the proposed amendment on surrounding municipal districts.

**Local council must be notified of an application for more machines**

- (2) If an amendment proposed by a venue operator is to increase the number of gaming machines permitted in an approved venue, the venue operator must send to the municipal council of the municipal district in

which the approved venue is located a copy of the proposed amendment within 14 days after the proposal is made.

**Local council may make a submission to VCGLR on application for more machines**

**3.4.19 Submissions in response to proposed amendments**

(1) Within 60 days (or the longer time allowed by the Commission) after receiving a copy of a request for an amendment referred to in section 3.4.18(2) a council may make a submission to the Commission—

- (a) addressing the economic and social impact of the proposed amendment on the wellbeing of the community of the municipal district in which the approved venue is located; and
- (b) taking into account the impact of the proposed amendment on surrounding municipal districts.

**3. Caps on Gambling Machine Numbers**

**3.2.4 Regional limits on gaming machines**

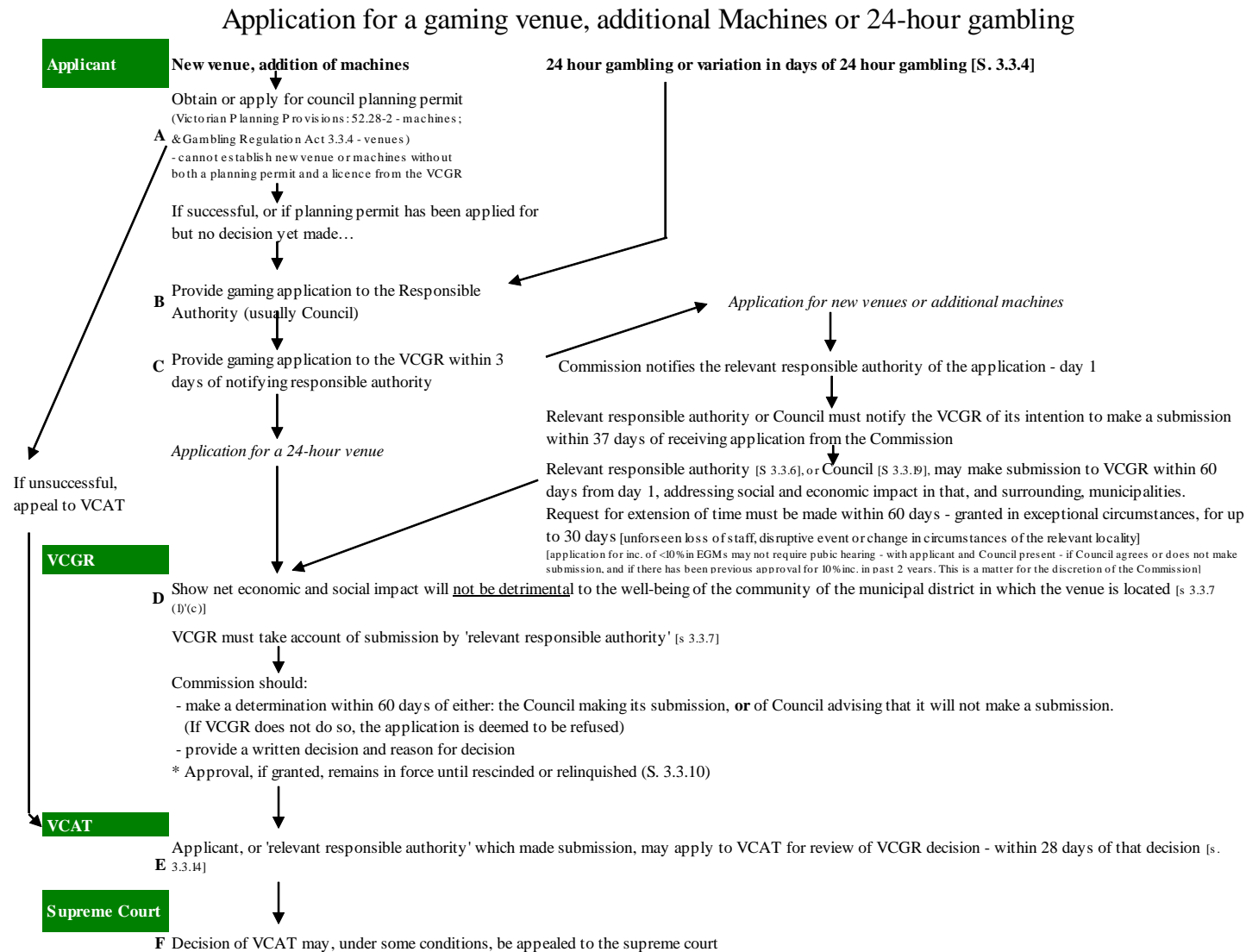
(1) The Minister may from time to time, by order published in the Government Gazette—

- (a) determine regions in the State for the purposes of this Chapter; and
- (b) in respect of each region, specify the criteria which the Commission must use to determine the maximum permissible number of gaming machines available for gaming in the region.

(2) Within 60 days after an order under subsection (1) is published in the Government Gazette, the Commission must, by instrument published in the Government Gazette, and in accordance with the specified criteria, determine the maximum permissible number of gaming machines available for gaming in a region determined and in force under sub-section (1)(a) but so that the total for the State does not exceed the State limit.

(7) Not later than 5 years after the publication of a determination under sub-section (2) and thereafter at intervals not exceeding 5 years, the Commission must—

- (a) review the regional limits; and
- b) if a regional limit is no longer appropriate, determine, by instrument published in the Government Gazette, a new regional limit in accordance with the criteria specified under sub-section (1)(b) but so that the total for the State does not exceed the State limit.



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## 4.2.2 Springvale Revitalisation Action Plan - Annual Update

**Responsible Officer:** Executive Director City Futures

**Attachments:** 1. SRAP UPDATE - JULY 2025 [4.2.2.1 - 10 pages]

### Officer Recommendation

**That Council NOTES the recent significant progress as part of the annual update on the progress of the Springvale Revitalisation Action Plan (SRAP).**

### Executive Summary

1. The Springvale Revitalisation Action Plan (SRAP) is delivered through initiatives that are both tangible and operational, and relate to culture, economy, and public realm and include night-time economy initiatives, smart city technologies, improved streetscapes, pedestrianised zones, urban greening and passive/active surveillance initiatives.
2. The SRAP is a high-level, long-term framework, intended to guide the revitalisation of Springvale's Civic Heart, with staged delivery occurring over the next ten years.

### Background

3. The Springvale Revitalisation Action Plan (SRAP) aims to identify actions for private and public sector investment, alongside supporting the Springvale community to grow.
4. As a catalyst for revitalisation, the SRAP aims to identify quickly deployable projects and initiatives that will draw investment and development to the Activity Centre. This holistic vision will breathe new life into the heart of Springvale in the short, medium, and long term. The direction of the document is informed by a series of guiding principles that came from detailed community engagement. These include:
  - Supporting thriving local experiences and economy,
  - Fostering a diversity of activated places,
  - Championing accessibility and inclusivity,
  - Designing a distinctive public realm identity,
  - Celebrating multicultural communities, and
  - Addressing issues of safety and cleanliness.
5. The SRAP focuses on four key areas of the Springvale Activity Centre:
  - Buckingham Avenue,
  - Multicultural Place,
  - Djeering Rail Corridor, and
  - Warwick Avenue.



## Key Issues and Discussion

6. The Springvale Revitalisation Plan was endorsed in March 2024. Council has progressed with the implementation through:

### *Audit and streetscape design work for Multicultural Place*

7. Multicultural Place is a much-loved outdoor public place with around 10,000 people a day passing through the space. This popular public gathering space is where people meet up and proceed to the many exciting shopping and eating experiences within Springvale.
  - a. Informed by community feedback as part of the Springvale Revitalisation Action Plan, consultation has recently closed on a draft concept design to upgrade Multicultural Place and the adjacent laneway.
  - b. The concept design includes new street furniture, pavement upgrades, green spaces, lighting and recreation/play spaces.
  - c. A series of community conversations in Multicultural Place alongside a digital and printed campaign resulted in 1224 views on Have Your Say page with over 92 survey contributions. Internal stakeholders were consulted and given opportunity for feedback prior to the consultation.
  - d. Community feedback received will inform the final design with the upgrade set to rejuvenate the current aged and tired looking public space, contributing positively to the improved perceptions of safety, amenity and the look and appearance of the area.
  - e. Any works to actualise the draft concept is subject to budget allocation from Council's capital improvement program.

### *Lunar New Year tourism campaign*

8. In 2025, Lunar New Year in Springvale was supported through a tourism campaign, inviting people to the centre to celebrate this vibrant and special time of year.
9. The campaign established relationships with businesses, brought together community, celebrated place and the story of Springvale.
10. Artistic imagery/branding was created by Vietnamese illustrator Kim Lam, representative of Springvale and inclusive of Lunar New Year across different cultures. Kim's design was used across wishing tree cards, posters, postcards and various digital platforms.
11. A Lunar New Year landing page provided information on:
  - a. Activities happening in Springvale across community and Council,
  - b. Art Series creative workshops and downloadable colouring sheets,
  - c. Trader/Community Stories representing what LNY means to them, and
12. Logistics, where to park, how to access.

### *The Lantern Village - temporary public art installation located in Multicultural Place.*

13. Students from various schools in Springvale were invited to create artwork that celebrated Lunar New Year and illustrate what makes it a special time of year for them. Artwork was transformed into a fabric pattern, with work illuminated inside the lanterns.
  - a. Artwork was also be displayed inside Springvale Community Hub, connecting the facility to the activity centre.



### ***Buckingham Avenue Parklet Design & Documentation***

14. In partnership with relevant Council departments, Urban Spark Studio have been appointed to identify and analyse appropriate sites for parklets in Buckingham Avenue and prepare draft concept design options for chosen sites.
15. The objectives of the parklet/s are to:
  - a. Increase public and green space in the Springvale Activity Centre,
  - b. Encourage the community to view parking and vehicle dominated spaces in new, exciting and creative way,
  - c. Build on community support for increased public space,
  - d. Develop a space that gives council and community a high return on investment,
  - e. Provide benefits for the community in terms of multi-usability of the space, accessibility, access to high quality art and design, and
  - f. Increase neighbourhood liveability benefiting residents, businesses, community groups, and visitors.
16. Through a collaborative working group process, site selection has been confirmed, with concept designs now underway for pilot location.
17. The parklet will be funded through existing budget allocation from Council's capital improvement program, with the intent to expand via public/private funding opportunities moving forward.

### ***Waste Management / Odour Issues in Springvale Activity Centre***

18. The Springvale Revitalisation Action Plan will be pivotal in addressing the waste and odour issues with Springvale Activity Centre. Placemaking recently worked across multiple departments to prepare a report (adopted on 24 March 2025) detailing the issues and provided recommendations on how this could be addressed and reinforce the need for appropriate waste management practices and methods to improve the presentation of Springvale Shopping Precinct. The placemaking team will continue to work with various departments, strengthening Council's internal response to these complex issues.

## **Governance Compliance**

### ***Human Resource Implications (consider Workforce Planning and Service Statements)***

19. This item does not currently have an impact on existing human resources. However, any potential investment from state government or grant funding has potential to affect resourcing requirements.

### ***Financial/Asset Resource Implications (consider Service Statements, Budget, Long Term Financial Strategy and Asset Plan)***

20. Subject to the approval of a \$250k capital carry forward request to the 2025/2026, the following projects will be implemented:
  - Detailed design, fabrication and installation of parklet
  - Balmoral 8 Laneway improvements
  - Lunar New Year 2026
  - Urban Play and activation



### ***Operating Budget Implications***

21. Any works to actualise the SRAP is subject to budget allocation from Council's capital improvement program.
22. Grants of private sources to actualise small, quick deployable projects, however, significant investment is required to actualise the full scope of SRAP, including the upgrade to Multicultural Place.

### ***Asset Implications***

23. This item increases the use of council assets. The ongoing maintenance costs have been assessed and included in operating and resource costings.

### ***Legal/Risk Implications***

24. There is significant interest from the community in actualising the Springvale Revitalisation Action Plan.

### ***Environmental Implications***

25. Actualising the SRAP will create vibrant and sustainable communities by prioritising local needs, fostering social connections, and promoting ecological well-being, resulting in a more resilient and environmentally conscious communities.

### ***Community Consultation***

26. Project specific community consultation is conducted as required and as appropriate.

## **Links to Community Vision, Council Plan, Strategy, Notice of Motion**

27. This report is consistent with the following principles in the Community Vision 2040:
  - Safe and peaceful community.
  - Embrace diversity and multiculturalism.
  - Sustainable environment.
  - Mind, body and spirit.
  - Art and culture.
28. This report is consistent with the following strategic objectives from the Council Plan 2025-29:
  - A socially connected, safe and healthy city.
  - A city that respects and celebrates diversity, our history and the arts.
  - A city of accessible, vibrant centres and places.
  - A green city committed to a sustainable future.
  - A Council that demonstrates leadership, responsible use of public resources, and a commitment to investing in the community.



## Legislative and Policy Obligations

29. This report has considered Council's legislative and policy obligations (where applicable) as outlined in the Report Considerations section detailed in the front of this Agenda. The applicable obligations considered and applied are:

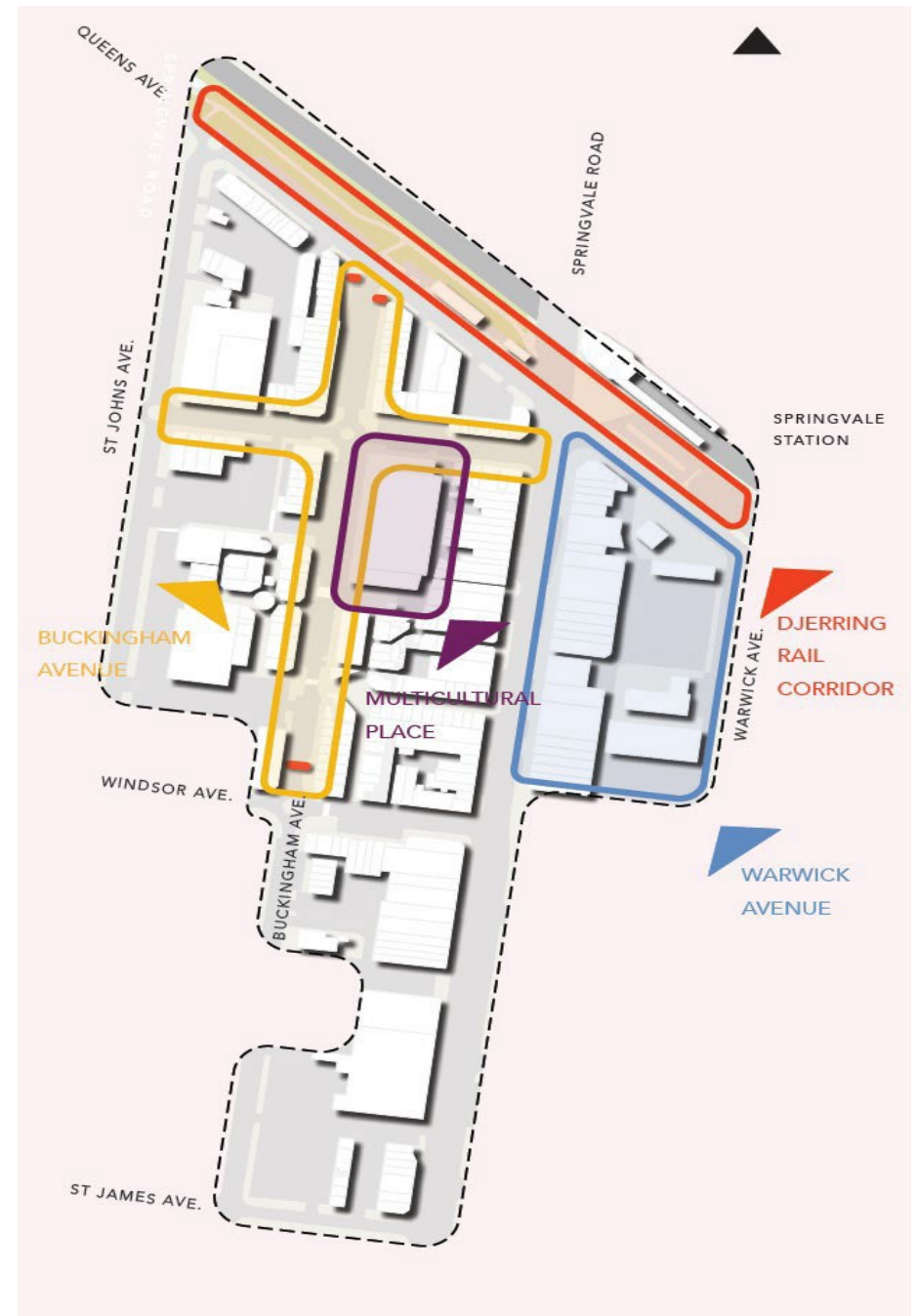
- The Overarching Governance Principles of the *Local Government Act 2020*.
- The *Gender Equality Act 2020*.
- Climate Change and Sustainability.
- Related Council Policies, Strategies or Frameworks.



# SPRINGVALE REVITALISATION ACTION PLAN

## Community Update

July 2025



## 24/25 Highlights

# Lunar New Year

### The Lantern Village

- Public art installation located in Multicultural Place
- Students from eight schools in Springvale were invited to create artwork.
- Artwork created was transformed into a fabric pattern, with work illuminated inside the lanterns.
- Artwork was also be displayed inside Springvale Community Hub.
- New artwork will be created for the lanterns in 2026



## 24/25 Highlights

# Lunar New Year

### Centre Marketing

- Artistic imagery created representative of Springvale
- Design was used across wishing tree cards, posters, postcards and various digital platforms.
- New animals to appear in the “parade”, evolving the design each Lunar New Year





## 24/25 Highlights

### Tourism Campaign:

A Lunar New Year web landing page inviting people to celebrate this vibrant and special time of year.

Information included:

- Activities happening in Springvale across community (including SABA initiatives) and Council
- Art Series creative workshops and downloadable colouring sheets
- Logistics, where to park, how to access





## 24/25 Highlights

# Multicultural Place - Upgrade

- Consultation closed on 13 April 2025.
- 1224 view on the Have Your Say page with over 92 survey contributions
- Future funding opportunities to be explored
- Draft design includes:
  - New street furniture
  - pavement upgrades
  - lighting and art interventions
  - green spaces
  - recreation and play spaces

*"I love that there will be more green incorporated into the space. I like the idea of more public seatings, tables and shaded area as this is a very popular spot and often seatings are only for private businesses patrons."*



## ***In Progress***

### **Officer working group**

- Provide specialised advice for activity centre planning and shared delivery.
- Identify opportunities for innovation, change and growth
- Opportunities to gather and share information
- Provision of information, advice and advocacy
- Meeting have commenced, with regular meetings diarised

#### Focus Areas:

- Waste Management (response to NoM 2024)
- Safety & Amenity
- Arts, Culture & Tourism
- Events & Activation
- Movement & Connection

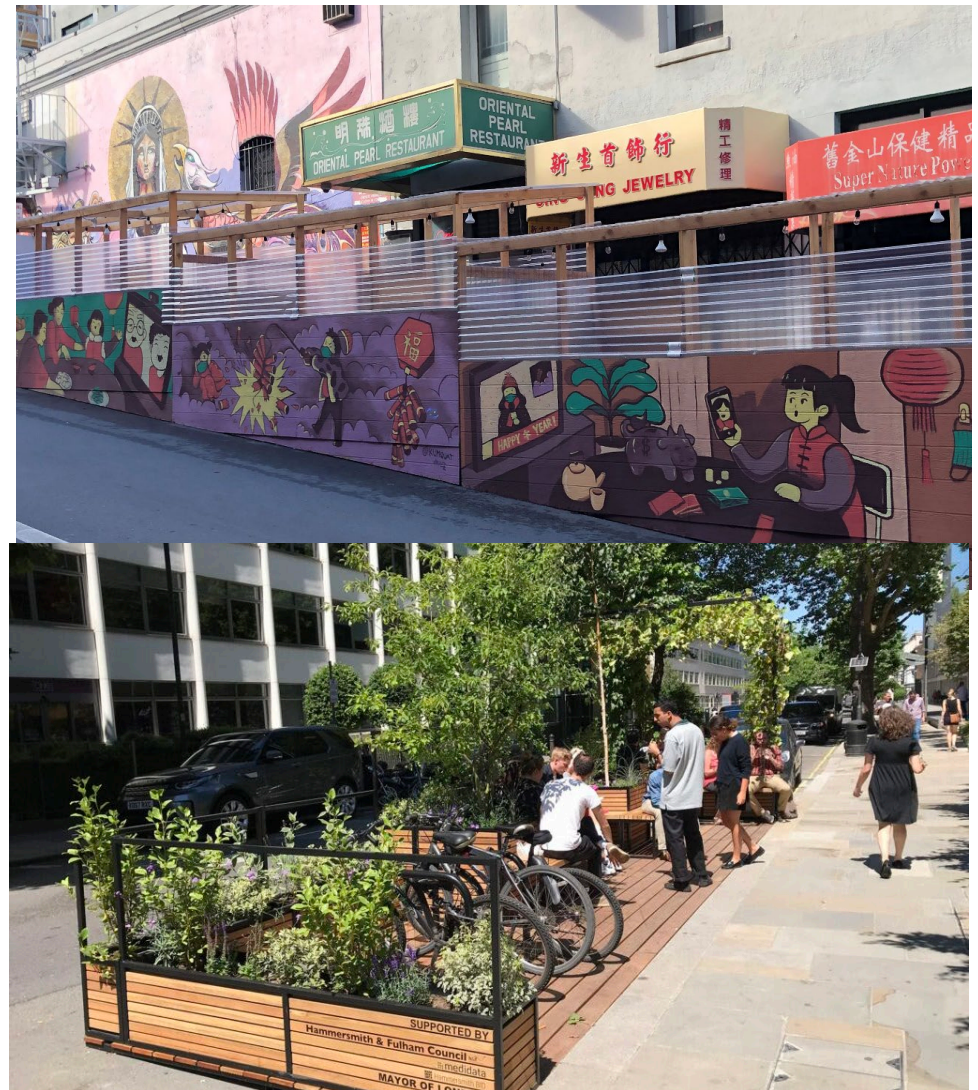




## *In Progress*

# Buckingham Avenue Parklet

- Increase public and green space (build on community support for increased public space)
- Increase neighbourhood liveability
- Concept design completed
- Building trader and community engagement plan – July/September 2025



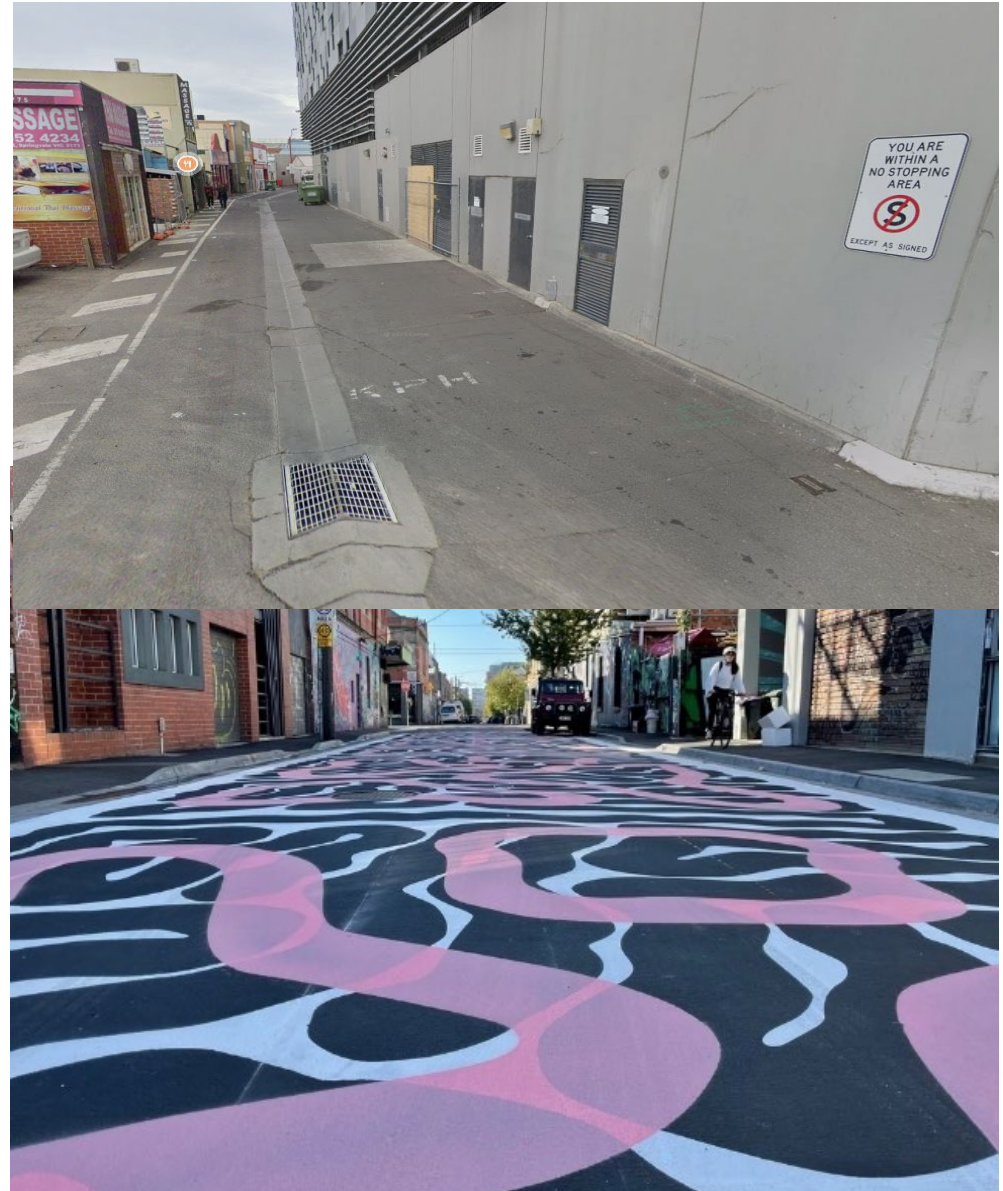
*Draft concept*



## ***In Progress***

### **What are our low cost, high impact plans?**

- Strengthening internal response through working group
- Initial focus on waste management, improve amenity
- Street activations – busking, urban play
- Balmoral 8 laneway – increase safety & amenity
  - Road surface treatment – shared zone area through public art intervention
  - Audit of road marking and directional signage in this space
  - Improved lighting





# Measurement

How will we measure success?

- Multi-faceted approach - both quantitative and qualitative data
- Comm IQ
- Direct observations (placemaking metrics)
- feedback from users through surveys, interviews
- Social media engagement to gauge public perception and interest
- Regular evaluations to track performance and areas for improvement



# Marketing & Promotion

How will we promote and communicate SRAP to community?

- Develop a marketing and promotion plan to reflect the work in the centre
  - *What's happened? What's next? How does this align with what you've told us?*
- Find new and innovative approaches for communication (place based)





### 4.2.3 Report on Councillor Attendance at the Australian Local Government Association 2025 National General Assembly

**Responsible Officer:** Executive Manager Strategy Growth & Advocacy  
**Attachments:** 1. ALGA NGA 2025 joint report refined [4.2.3.1 - 5 pages]

#### Officer Recommendation

**That Council:**

1. **NOTES** this report of participation and key outcomes from Councillor attendance at the ALGA National Assembly – June 2025;
2. **NOTES** the joint report from Councillor attendees as detailed in Attachment 1 to this report; and
3. **RECOGNISES** the ongoing benefits of attending the ALGA National General Assembly as it provides Councillors with a valuable opportunity to engage in national policy dialogue, learn from peer councils, and advocate for the needs of our community.

#### Executive Summary

1. This report seeks to inform Council of the participation and key outcomes from the ALGA National General Assembly 2025, held in Canberra from 25–27 June 2025, attended by Councillors Isabella Do, Jim Memeti, Bob Milkovic, Sean O'Reilly, Alice Phuong Le and Sophie Tan.
2. This report also seeks to recognise the knowledge and connections gained from attendance and participation and its positive contribution to Council's strategic direction and community outcomes.

#### Background

3. The ALGA National General Assembly is the premier annual event for local government in Australia, providing a national platform for Councillors and senior staff to engage in policy discussions, share best practices, and advocate for local communities. The 2025 Assembly was themed “**National Priorities Need Local Solutions**”, with a focus on resilience, sustainability, and innovation in local governance.
4. Councillors Isabella Do, Jim Memeti, Bob Milkovic, Sean O'Reilly, Alice Phuong Le and Sophie Tan represented Greater Dandenong City Council at the Assembly, participating in plenary sessions, policy debates, and networking events.





## Key Issues and Discussion

### 5. **Opening Address & Federal Engagement:**

The Assembly was opened by ALGA the President and Chief Executive Officer and featured addresses from key federal ministers, including the Minister for Local Government, who outlined national priorities and funding opportunities.

### 6. **Policy Motions:**

Over 192 motions were considered, covering areas such as:

- a) Climate adaptation and disaster resilience
- b) Affordable housing and infrastructure investment
- c) Digital transformation and smart cities
- d) Indigenous community partnerships

### 7. **Workshops & Panels:**

Councillors attended sessions on:

- a) Emergency Management: Capability and Capacity
- b) Safer Roads
- c) Housing and Community Infrastructure; and
- d) Local Government Jobs & Skills

### 8. **Networking & Collaboration:**

The Assembly facilitated valuable exchanges with Councillors from across Australia, fostering collaboration on shared challenges and innovative solutions.

## Legislative and Policy Obligations

9. This report has considered Council's legislative and policy obligations (where applicable) as outlined in the Report Considerations section detailed in the front of this Agenda.

## **ALGA NGA 2025 Joint Report by Councillors**

### **Event Details:**

- **Dates:** 25–27 June 2025
- **Location:** National Convention Centre, Canberra, ACT

### **Authors:**

- Cr Jim Memeti (Dandenong Ward)
- Cr Bob Milkovic (Dandenong North Ward)
- Cr Isabella Do (Keysborough South Ward)
- Cr Sophie Tan (Noble Park Ward)
- Cr Alice Phuong Le (Springvale Central Ward)
- Cr Sean O'Reilly (Springvale North Ward)

### **Introduction**

The 2025 National General Assembly (NGA) provided a comprehensive overview of the evolving role of local government in Australia. For new and experienced councillors alike, the Assembly reaffirmed that local government responsibilities have moved well beyond the traditional triad of "roads, rates, and rubbish". Today, councils play a crucial role in delivering a broad range of services such as childcare, aged care, emergency response, climate adaptation, and infrastructure planning.

### **The Role of Local Government in a Changing Nation**

Speakers, workshops, and case studies throughout the NGA demonstrated that local governments are now key actors in national economic resilience, social cohesion, and climate response. A recurring theme was the recognition that councils must be better resourced and supported through systemic reform, not simply cost-shifting from higher levels of government.

Hon. Kristy McBain MP, Minister for Regional Development, Local Government and Territories, highlighted how her amalgamated portfolio now enables a more integrated approach to disaster response and local investment. The Australian Government has committed \$4.4 billion in local road infrastructure this financial year, with Black Spot program funding increased to \$150 million.

### **Climate Emergency: Adaptation and Resilience**

The climate crisis featured heavily across multiple sessions. Councils are increasingly at the front line of extreme weather events: floods, bushfires, coastal erosion, and cyclones. The session "Adapting Together: Local Government Leadership in a Changing Climate" outlined the unique and irreplaceable role of councils in climate adaptation.

Key findings included:

- Every \$1 invested in climate adaptation can deliver up to \$3 in public benefit.
- Councils are essential to national climate priorities, and consistent, year-on-year funding is required.
- Adaptation improves not just physical infrastructure, but community wellbeing and social cohesion.

Successful case studies like the City of Hobart's community-based resilience planning underscored the value of involving residents in managing risks. Councils were encouraged to share data (e.g. flood maps), coordinate across levels of government, and apply long-term strategic planning.

### **Financial Sustainability and Housing**

The NGA identified a \$5.7 billion shortfall between infrastructure needs and housing targets. Rate capping and limited revenue-raising capacity continue to constrain councils. Delegates called for:

- A shift from competitive grants to allocated, formula-based funding.
- A \$1.5 billion local government infrastructure fund to support national housing goals.

There is a growing consensus that housing should be seen as a basic right, not merely an investment vehicle. Coordination between federal, state, and local governments is essential to ensure integrated transport, services, and housing outcomes. Councils must also have clarity on available funding programs—currently, 61% are unaware of key funding opportunities or eligible partnerships.

### **Artificial Intelligence and Emerging Technologies**

The NGA featured in-depth discussion on AI's potential and pitfalls. AI is increasingly capable of supporting local government operations, from helping residents complete forms to assisting planning teams with complex submissions.

Insights included:

- Multimodal AI is expanding, offering rich, human-like interaction.
- AI agents excel in narrow tasks but struggle with long-horizon planning or social nuance.
- Human-in-the-loop design remains critical: AI tools should support, not replace, council officers.

Sessions from platforms like MyLot.ai and Mindsatwork.com.au encouraged councils to embrace curiosity, explore voice interfaces, and pursue ethical design in their digital transformation strategies.

### **Structural Economic Shifts and Local Government Impacts**

Mark Bouris AM delivered one of the most impactful presentations, linking macroeconomic trends to local council realities. He explained that:

- Inflation and interest rates are direct reflections of fiscal stimulus, not just consumer behaviour.
- 80% of Australia's GDP comes from services, with productivity gains essential to keeping inflation in check.
- Australia's post-COVID economic structure is here to stay, and councils must factor in higher construction costs, labour shortages, and interest rate sensitivity.

He argued that Reserve Bank metrics need reform and proposed using both backward- and forward-looking data for GDP assessment.

### **Democracy, Truth and the Geopolitical Shift**

Governor-General David Hurley emphasised that recovery—not just resilience—must be at the heart of community building. He shared concern over declining civic knowledge: only 25% of Year 12 students understand Australia's democratic institutions, down from 50% in Year 6. This erosion opens the door to misinformation and populism.

Councils were urged to support civic education and invite national leaders to witness how local communities—like Greater Dandenong, the most multicultural municipality in Australia—thrive despite systemic challenges.

The NGA also covered the impact of the global polycrisis: the breakdown of post-WWII institutions, rise in populism, and tension between economic and geopolitical logic. These trends affect local economies through energy costs, trade disruption, and community division.

### **Housing, Infrastructure and Social Inclusion**

Delegates stressed that housing must precede community infrastructure, not the other way around. Key concerns included:

- Power, water, and waste systems must be upgraded before growth is supported.
- Childcare, open space, libraries, and safe transport infrastructure are essential to liveability.
- Community housing providers play a vital economic and social role but require clearer pathways for council partnership.

Councils were also encouraged to use more inclusive communication strategies, including multilingual resources, to support migrants and vulnerable groups.

### **Motions and Advocacy**

A total of 192 motions were submitted. Greater Dandenong's Motion 105 passed without objection. Motion 192, which calls for urgent Federal Government action to support people seeking asylum, will be reviewed by the ALGA Board due to time constraints but received no objections.

### **Back Your Neighbour Campaign**

The "Back Your Neighbour" campaign is a national local government initiative advocating for fairer treatment of people seeking asylum. Initiated by the Local Government Mayoral Taskforce, the campaign seeks to restore work rights, expand access to the SRSS safety net, and provide a pathway to permanency for thousands of people caught in the immigration system—many of whom have been living in Australia for over a decade without proper support.

In 2025, participation in the campaign surged. Seventy councils signed up, up from just 20 in the previous year. Several councils, including Maribyrnong, Perth, Launceston, and the City of Melbourne, are now seeking Executive Membership of the taskforce.

Before the conference, the campaign had 11 Executive Members (each contributing \$4,000 per year), 17 General Members (\$1,000 per year), and 13 Council Supporters (non-financial).



### **Communications and Community Expectations**

Jason Clarke from Minds at Work reminded delegates that councils are often misunderstood by their ratepayers:

- Much of our work is invisible.
- We fail to manage expectations or explain our role.
- We absorb the pressure without recalibrating public understanding.

He offered creative approaches such as Plan A to G (e.g. Plan C: Cushion, Plan D: Deconstruct, Plan F: Explore the Opportunity) to rethink problems and engage communities differently.

### **Conclusion**

The NGA 2025 affirmed that local government is a dynamic, responsive, and essential tier of governance. As councils navigate the climate emergency, economic transformation, and technological change, their leadership will be critical to Australia's social and environmental future.

To thrive in this landscape, councils must advocate for:

- Long-term and reliable funding.
- Strategic housing and infrastructure partnerships.
- Ethical and inclusive use of AI.
- Greater community understanding and engagement.

With support, collaboration, and innovation, councils can lead the way toward a more resilient, fair, and connected Australia.



#### 4.2.4 Leave of Absence - Cr Jim Memeti

**Responsible Officer:** Manager Governance, Legal & Risk  
**Attachments:** Nil

#### Officer Recommendation

**That Council grants a leave of absence to Cr Jim Memeti for the period 21 July to 21 August 2025 (inclusive) which includes the Council Meetings of 28 July and 11 August 2025 and notes Cr Memeti's apology for each of those meetings.**

#### Executive Summary

1. Councillor (Cr) Jim Memeti requests a leave of absence from 21 July to 21 August 2025. This leave of absence is inclusive of the scheduled Council Meetings of 28 July and 11 August 2025.

#### Background

2. This report is submitted in conjunction with Council's Governance Rules which state that any Councillor may request a leave of absence in writing submitted to the Chief Executive Officer or Mayor and state the dates they require the leave and the reason for which it is sought.
3. Further, under section 35(4) of the *Local Government Act 2020*, Council must grant any reasonable request for leave.
4. The leave of absence will include the scheduled Council Meetings of 28 July and 11 August 2025 and the Pre-Council Meetings before each of these;
  - scheduled Councillor Briefing Sessions of 21 July, 4 August and 18 August 2025; and
  - any further Councillor Briefing Sessions or meetings organised during the requested period of absence.
5. This leave of absence is requested for personal reasons.



## 4.2.5 List of Registered Correspondence to Mayor and Councillors

**Responsible Officer:** Manager Governance, Legal & Risk

**Attachments:** 1. List of Registered Correspondence to Mayor and Councillors [4.2.5.1 - 2 pages]

### Officer Recommendation

**That the listed items for the period 16 June to 4 July 2025 provided in Attachment 1 to this report be received and noted.**

### Executive Summary

1. Subsequent to past Council resolutions in relation to the listing of registered incoming correspondence addressed to the Mayor and Councillors, Attachment 1 to this report provides a list of this correspondence for the period 16 June to 4 July 2025.

## Objective

CONNECTED. COLLABORATIVE. COMMUNITY.

### Correspondences addressed to the Mayor and Councillors received between 16/06/25 & 04/07/25 - for officer action - total = 2

Correspondence Name	Correspondence Dated	Date Record Created	Objective ID	User Assigned
A letter from the Mayor of Sunshine Coast Council (SCC) seeking support for SCC's financial assistance motions in Australian Local Government Association's National General Assembly.	20-Jun-25	20-Jun-25	fA351453	Mayor & Councillors Office
A letter from Macedon Ranges Shires Council calling for suport to oppose the collection of the Emergency Services and Volunteers Fund Levy.	20-Jun-25	20-Jun-25	fA351458	Mayor & Councillors Office

NB: Users assigned may have changed by the time of the Council Meeting. Correct at time of report production only.

## Objective

CONNECTED. COLLABORATIVE. COMMUNITY.

### Correspondences addressed to the Mayor and Councillors received between 16/06/25 & 04/07/25 - for information only - total = 2

Correspondence Name	Correspondence Dated	Date Record Created	Objective ID	User Assigned
A newsletter from Australia Post regarding updates on government affairs.	17-Jun-25	17-Jun-25	A12129280	Mayor & Councillors Office
A follow-up email from the International Campaign to Abolish Nuclear Weapons Australia inviting Council to commemorate the 80th anniversaries of the atomic bombings of Hiroshima and Nagasaki.	24-Jun-25	24-Jun-25	A12153043	Mayor & Councillors Office

NB: Users assigned may have changed by the time of the Council Meeting. Correct at time of report production only.



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## 5 NOTICES OF MOTION

A Notice of Motion is a notice setting out the text of a motion proposed to be moved at the next relevant meeting. It must be in writing, signed by a Councillor, and be lodged with the Chief Executive Officer in sufficient time for them to give each Councillor at least 72-hours notice of such notice.

The guidelines for submitting a notice of motion to a Council meeting are included in the current Governance Rules.



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## **6 REPORTS FROM COUNCILLORS/DELEGATED MEMBERS AND COUNCILLORS' QUESTIONS**

The principal purpose of this item in the Council Meeting Agenda is for Councillors to report on their attendance, observations or important matters arising from their liaison or representation with groups for which the Councillor has been formally appointed by Council. In accordance with the documented 'protocol' that applies to either liaisons or representatives, Councillors should raise matters of importance during this item. Other matters may also be reported.

If a Councillor chooses to speak, the name of the conference/event and the Councillor will be noted in the Minutes for that meeting. If a Councillor requires additional information on the conference/event to be listed in the Minutes, they must submit it in writing to a Governance staff member by 12.00pm the day following this Council Meeting.

Question time is provided to enable Councillors to address questions to members of Council staff. The guidelines for asking questions at a Council meeting are included in the current Governance Rules.

Councillors have a total of 15 minutes each to report on their attendances at meetings, conferences or events and to ask questions of Council staff.



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## **7 URGENT BUSINESS**

No business may be admitted as urgent business unless it:

- a) relates to or arises out of a matter which has arisen since distribution of the Agenda; and
- b) cannot safely or conveniently be deferred until the next ordinary meeting and unless agreed to by a majority of those Councillors present at the meeting.





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## 8 CLOSE OF BUSINESS