

## 7.2.2 GLADESWOOD RESERVE MASTERPLAN

<b>Responsible Manager:</b>	Tony Oulton, Manager Active Monash
<b>Responsible Director:</b>	Russell Hopkins, Director Community Services

### RECOMMENDATION

That Council:

1. Notes that:
  - 1.1. The draft masterplan for Gladeswood Reserve was publicly exhibited on Shape Monash from 6 September – 22 October 2023.
  - 1.2. All community feedback received on the draft has been recorded in the Consultation Report presented in Attachment B.
  - 1.3. Where considered reasonable and feasible to do so, this feedback has been incorporated into the final masterplan as presented in Attachment A.
2. Notes that:
  - 2.1. The Mulgrave Primary School Masterplan 2018 concept layout for stage 2 school works (car park, drop off/pick up zone and turning circle) impacts a portion of Gladeswood Reserve (area to be confirmed by survey) being part of Lot 8 on LP 119533 contained in Certificate of Title Volume 9333 Folio 331 (Council Land) as depicted in Attachment C – Mulgrave Primary School Masterplan 2018.
  - 2.2. The Council Land has been reflected in the final masterplan for the reserve to ensure a consistent interface vision between the two sites and their respective masterplans.
3. Endorses the final Gladeswood Reserve Masterplan as presented in Attachment A, noting that the masterplan is an aspirational plan and the development priorities identified are subject to project prioritisation, budget approval and/or external funding, and are intended to remain relevant up to 10 years post adoption.
4. Subject to endorsement of the final masterplan, agrees to direct the CEO or her delegate to commence negotiations with the Department of Education & Early Childhood Development (DEECD) on the potential transfer of the Council Land referred to in item 2 above using Council's statutory powers provided by Section 116 of the Local Government Act 2020 and include the following requirements upon DEECD as part of any negotiation:
  - a) Accept legal responsibility for the management, upgrade and maintenance of the transferred land.
  - b) Deliver an integrated design solution for stage 2 schoolworks (school car park, drop off/pick up zone and turning circle) that includes the design of a new 2-way

access road, with associated pedestrian connections, off Maygrove Way (Council land) at no cost to Council, noting that the access road's design and construction will need to meet Council requirements and approval.

- c) DEECD will deliver (project manage) and pay for the construction of the new access road off Maygrove Way (Council land) that will be utilised by the primary school and park users, which will be then Council's to maintain the new 2-way access road once complete.
- d) The proposed school car park will remain open and allow public access outside of school hours for ongoing community use.
- e) The land will be transferred back to Council in the event that the school closes.
- f) All costs (including Council costs) associated with the transfer of land are to be met by the DEECD.

5. Receives a further report in early 2024 on the outcome of the negotiations referred to in item 4 above.

## INTRODUCTION

This report provides an overview of the consultation findings following public exhibition of the draft Gladeswood Reserve Masterplan and recommends Council endorse the final masterplan as presented in Attachment A.

## BACKGROUND

Gladeswood Reserve is situated on Council land and is located off Maygrove Way, Gladeswood Drive and Haverbrack Drive in Mulgrave (Reserve).

The Monash Open Space Strategy classifies the Reserve as a district catchment open space with a primary function of sport and secondary function of social/family recreation. The adjacent parcel of land at 21-33 Maygrove Way has a primary use as an accessway/trail.

Mulgrave Primary School (School) is situated on the south-west boundary of the Reserve on the corner of Gladeswood Drive and Maygrove Way.

Tenants/user groups based at the Reserve include:

- Waverley Foothills Preschool – 61 enrolments.
- Monash Toy Library - 320 member families (800+ individual members).
- Gladeswood Reserve Tennis Club (4 clay courts with floodlighting and clubhouse).
- Melbourne University Baseball Club (single baseball diamond, dug-outs, scorer's hut, batting cage and sports pavilion).

The Reserve also has large open spaces for recreational use, dog-off leash activities and features: playspace, circuit and walking tracks, two off-street car parks, bench seating and picnic tables, drinking fountain, basketball half court, bocce court and rubbish bins.

Funding for the development of the Gladeswood Reserve Masterplan (Masterplan) was provided as part of the 2022/23 capital works program.

The Masterplan was delivered in *five* key stages:

- *Stage 1:* Background and Needs Assessment - Information Gathering, Research and Literature Review
- *Stage 2:* Integrated Site Plan (ISP) & Consultation – ISP development and Stakeholder Engagement and Community Consultation
- *Stage 3:* Development Options - Issues, Opportunities, Options and Concepts
- *Stage 4:* Draft Masterplan – development of a draft master plan for the study area including designs, evidence based costs and business cases
- *Stage 5:* Final Masterplan – Finalise Masterplan for Council adoption.

Stages 1-5 have now been completed and the final Masterplan is presented in Attachment A for endorsement following consideration of feedback received on the draft following public exhibition.

## **KEY ISSUES/OPPORTUNITIES**

### **1. Existing site constraints**

It is important to note that there are a number of existing site constraints/issues that have been considered in the development of the Masterplan which limited the Reserve's development potential such as:

- Overhead power lines and United Energy clearance requirements
- Significant gradient changes and undulating topography
- Poor drainage and overland flows e.g. along residential boundaries
- Ageing condition of existing buildings and infrastructure
- Existing planning overlays and zoning
- Lack of identity and poor amenity
- Scattered tree plantings or lack of landscaping vision
- Trail gap as identified in Monash Open Space Strategy.

### **2. Off-road trails (East-West Trail Connection)**

The Mulgrave precinct contains part of the Dandenong Creek Trail and a connection to the Eastlink Trail. The Reserve also has a series of park trails and there is an opportunity to improve trail connectivity (i.e. existing trail gap) to the Dandenong Creek Trail, Waverley Park Estate and Waverley Park Wetlands. Overall the precinct is poorly provided for in terms of trails.

The main potential trail route is along the electric supply easement. However much of this is within private property, making it unlikely and expensive to consider as a viable trail option. There is an easement that runs for almost 3 kilometres along the southern side of the Monash Freeway and connects from Lea Road (off Wellington Road) to Waverley Park. Potentially this could be constructed as a trail, however, there are likely to be issues with safety due to limited access (entry and exit points) and connectivity due to existing housing situated along the easement.

The Monash Open Space Strategy recommended the creation of an east-west trail connection between the Dandenong Creek Trail and Waverley Park through the transmission easement. This can no longer be achieved due to the development of 62-94 Jacksons Road, Mulgrave by Ryman

Healthcare. The Masterplan recommends an alternative trail alignment via Carboni Court through to the Reserve.

### **3. Trends in sport and recreation**

Active recreation and sport are major contributors to overall levels of physical activity and public health and wellbeing. Sport involves structured, competitive activity, while active recreation can be defined as leisure time physical activity undertaken outside of structured, competitive sport. Active recreation makes up 67 per cent and sport 18 per cent of the total time spent on discretionary physical activity.<sup>1</sup>

Broadly speaking, participation in organised sport is decreasing whilst participation in active recreation is increasing. The decrease in sport participation is partially made up by increased participation in active recreation. Participation levels among women are significantly higher than men in non-competitive activities.<sup>1</sup>

An increase in the provision of free, flexible, and accessible active recreation opportunities (e.g. fitness stations, exercise hubs and multi-sport courts) is recommended for the Reserve.

### **4. Integration with Mulgrave Primary School**

The School has grown considerably in the last five years, with current enrolments reaching approximately 450 students. Increased enrolments have placed additional pressure on the School's facilities, including parking and pick up/drop off areas.

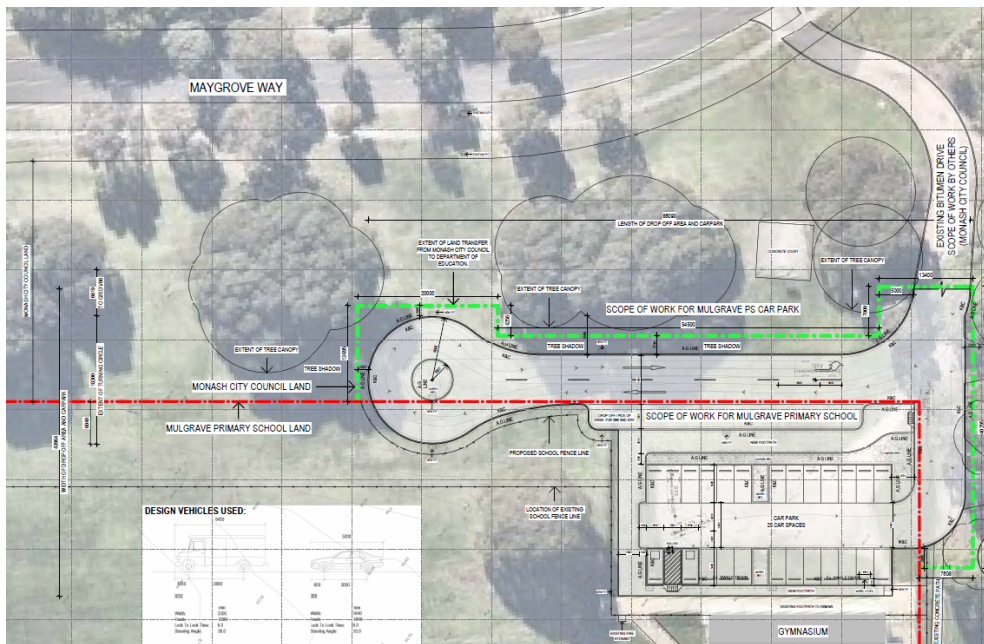
In 2018, the Victorian School Building Authority's (VSBA's) endorsed a masterplan for the School which, in 2019 informed the development of a new hall/gymnasium (stage 1) in the north-east corner of the School's grounds with the hall (and a proposed car park) intended to be accessed via the Reserve's central car park access road (off Maygrove Way).

Stage 2 of the School's masterplan involves construction of the school car park, drop off/pick up zone and turning circle as depicted in *Figure 1 - Mulgrave Primary School Masterplan Stage 2 Works*. The site boundary for the proposed Stage 2 works crosses over the School's north-east boundary and encroaches into a portion of the Reserve. In Figure 1 below, the green dashed line indicates the extent of the encroachment of the Stage 2 works into the Reserve. The School's existing title boundary is indicated by the red dashed line.

**Figure 1: Mulgrave Primary School Masterplan Stage 2 Works**

---

<sup>1</sup> [Active Victoria Strategic Framework for Sport and Recreation in Victoria 2017-2021](#)



The design for the Stage 2 works (Figure1) has been prepared by the VSBA's architect with input from traffic engineers to ensure vehicle and pedestrian movement safety for students and the general public. This design minimises the potential impact on the Reserve and its users, whilst delivering a functional, safe and accessible design solution for the School.

Based on the School's masterplan and advice from their architect, this layout has been mirrored in the Reserve Masterplan (provided in Attachment A to this report) to ensure a consistent interface vision between the two sites and their corresponding masterplans, noting that a small portion of the Reserve (approximately 1,100m<sup>2</sup>) will need to be transferred from Council to DEECD.

### Council Land

The portion of Council Land of interest is part of Lot 8 on LP 119533 contained in Certificate of Title Volume 9333 Folio 331. The majority of it is zoned PUZ2 with a small portion zoned PPRZ.

A transfer of the Council Land to the DEECD is preferred over a lease or similar occupancy agreement for the following reasons:

- Less onerous from a management and administrative perspective
- Reduced responsibility eg. health and safety
- Risk mitigation and reduced liability
- Reduced asset renewal and maintenance costs
- Opportunity to leverage broader community benefits.

Given the School's land is owned by a public body, Council is able to utilise its powers pursuant to Section 116 of the Local Government Act 2020 to transfer the Council Land for no consideration and without the need to publicly advertise Council's intention to do so (Section 116(3)). S116 is provided below:

#### *116 Transfer, exchange or lease of land without consideration*

(1) A Council's powers to transfer, exchange or lease any land include the power to do so with or without consideration to:

- (a) the Crown; or
- (b) a Minister; or
- (c) *any public body*; or
- (d) the trustees appointed under any Act to be held on trust for public or municipal purposes; or
- (e) a public hospital within the meaning of the Health Services Act 1988 or other hospital carried on by an association or society otherwise than for profit or gain to the members of the association or society.

(2) Any transfer, exchange or lease under this section is valid in law and equity.

(3) Sections 114 and 115 do not apply to any transfer, exchange or lease under this section to a person or body specified in subsection (1).

It is recommended that in the first instance, Council's Property Department commence negotiations with the DEECD on the terms for the transfer of the Council Land and then report back to Council on the outcome of negotiations prior to seeking a decision to transfer the Council Land. Terms to be considered in the negotiations to include:

- **DEECD accept legal responsibility for the management, upgrade and maintenance of the transferred land.**
- **DEECD deliver an integrated design solution for stage 2 school works (school car park, drop off/pick up zone and turning circle) that includes the design of a new 2-way access road, with associated pedestrian connections, off Maygrove Way (Council land) at no cost to Council, noting that the access road's design and construction will need to meet Council requirements and approval.**
- **DEECD will deliver (project manage) and pay for the construction of the new access road off Maygrove Way (Council land) that will be utilised by the primary school and park users, which will be then Council's to maintain the new 2-way access road once complete.**
- **The proposed school car park will remain open and allow public access outside of school hours for ongoing community use.**
- **The land will be transferred back to Council in the event that the school closes.**
- **All costs (including Council costs) associated with the transfer of land are to be met by the DEECD.**

A process for creation of the Council Land for transfer (i.e. plan of subdivision/boundary-re-alignment).

- Preferred entity to transfer the Council land to and mechanism to capture the agreed terms (Deed of Agreement, Section 173 Agreement to be registered on title to the Council Land to be transferred).

## **5. Tenant sport clubs**

### **5.1 Monash University Baseball Club**

The Monash University Baseball Club currently uses the Reserve for home matches, while retaining use of a playing field at Monash University for training purposes. A long term agreement



with Monash University to accommodate the club's matches was reached as part of the hospital development and re-location of sport from university grounds.

The baseball club indicated that the existing facilities generally meet their needs, but improvements to their facilities would assist in establishing the Reserve as their true home facility.

The baseball club's facility development aspirations include creating an enclosed all-weather batting cage (with lighting), installation of lighting on the playing field (particularly for training purposes) and improvement of the clubrooms and change facilities.

Based on the level baseball played and Council's current provision standards, capital investment into baseball facilities at the Reserve is not considered a Council priority. Improvements to the facility including lighting of the baseball field would only be supported if external funding was obtained given Council has identified Napier Reserve as its priority site for future baseball facility improvements.

a. Gladeswood Reserve Tennis Club

Gladeswood Reserve Tennis Club indicated that while the courts were generally in good condition, the capacity of the facility to cater for existing users was a limiting factor for the club. The tennis club currently accesses courts at other locations to cater for demand.

The tennis club aspires to grow its membership and would like Council to consider the development of additional courts at the Reserve. The tennis club would also like to improve its clubroom to incorporate change facilities, increased storage and better social amenity.

Other suggested club priorities include improved car parking and the potential removal of trees along the southern edge of the tennis courts due to the impact on the court surface.

Based on the key principles and directions identified in the Monash Tennis Plan, the recent development of the nearby Monash Tennis Centre (18 tennis courts located 6.3 km away), and Council's current provision standards, capital investment into tennis facilities at the Reserve is not supported during the term of the Masterplan.

Over the longer-term (10+ years) and/or when the existing courts reach the end of their useful life, the sustainability of tennis at this site should be re-evaluated based on up-to-date sport and active recreation participation trends and community needs. An option to replace the club-operated courts in favour of publicly accessible multi-purpose courts should be investigated and community sentiment reassessed.

## POLICY IMPLICATIONS

Key State Government and State Sporting Association (SSA) strategies and plans that impact this project include:

- [Active Victoria Framework](#)
- [Tennis Victoria Strategic Plan to 2020](#)
- [Safe and Strong - A Victorian Gender Equality Policy](#)
- [Sport and Recreation Victoria's Female Friendly Sports Infrastructure Guidelines](#)
- [Baseball Australia Club Facility Resource Guide](#)

The final Masterplan and associated development priorities align with relevant Monash strategies and plans including but not necessarily limited to:

- Council Plan 2021-2025
- Municipal Public Health Plan 2021-2025
- Monash Open Space Strategy 2021
- Active Recreation Opportunities Strategy 2021
- Monash Tennis Plan 2021
- *Draft* Monash Playground and Playspace Strategy 2025-2035
- Active Reserves Facility Hierarchy 2018
- Active Monash Capital Works Prioritisation Framework 2018
- Active Monash Vision.

Combined these policies, plans and strategies highlight the key priorities and areas of focus for Council which focus on *improving the health and wellbeing of the community* through the provision of:

- safe and inclusive places
- accessible and engaging activities and services
- opportunities for all members of the Monash community to be physically active and participate in community life.

## CONSULTATION

### Initial Consultation

The initial masterplan consultation undertaken on Shape Monash from 6 February - 20 March 2023 generated 159 contributions from 459 visits. Consultation findings from this initial consultation were noted by Council at the July 2023 Council meeting and identified that:

- The majority of reserve users usually visit with family members, including children (40%) or other family (17%). 14% usually visit the reserve with their dog, and 9% usually visit the reserve alone.
- The primary reason users visit Gladeswood Reserve is to participate in unstructured activities such as walking (24 responses), dog walking (20), visiting the playground (20), enjoying open space (14), exercise including running (14) and informal recreation (10).
- A wide range of ideas were generated for reserve improvements with the top elements identified:
  1. playground (41 responses)
  2. picnic/BBQ shelter (36 responses)
  3. seating (30 responses)
  4. shade (30 responses)
  5. fitness equipment (26 responses)
  6. tennis courts (18 responses)
  7. lighting (17 responses)
  8. dog park (16 responses)
  9. public toilets (16 responses).



### Public Exhibition of Draft Masterplan

Further to the initial consultation, the *draft* Masterplan was publicly exhibited on Shape Monash from 6 September – 22 October 2023.

At the close of consultation on 22 November, a total of 34 on-line contributions and 2 written submissions from Tectura Architects and Gladeswood Reserve Tennis Club (tennis coach) were received and have been included in the Consultation Report (Attachment B).

Feedback from the tenant clubs indicated their disappointment at the low priority given to funding improvements for organised sport in the masterplan i.e. tennis and baseball club facilities. Given the primary strategic focus identified for the Reserve (i.e. active and family/social recreation) and Council's broader plans and strategic commitments, sport facility improvements were not considered a high priority for Council funding unless significant external funding was secured from the State/Federal government, tenant club/s or other sources.

Overall, 82% of on-line survey respondents supported the key directions of the draft Masterplan with satisfaction ranking highest for the following elements of the masterplan:

1. Landscape and vegetation (70% approved)
2. Mulgrave Primary School car park (69% approved)
3. Transmission easement pathway (69% approved)
4. Community play and recreation elements (60% approved)
5. Access improvements (60% approved)
6. Organised sport (57% approved)
7. Traffic management (55% approved).

All community feedback received as part of the consultation and public exhibition of the draft Masterplan has been captured, and included in an updated Consultation Report as presented in Attachment B.

### Changes made to the draft masterplan.

Following the review of feedback received on the draft masterplan, the following key changes have been made and incorporated in the final Masterplan presented in Attachment A for Council endorsement:

1. Mulgrave Primary School Car Park
  - (a) Removal of the initial two concept options for the Mulgrave Primary School Stage 2 works and replacement with the Victorian School Building Authority's (VSBA) endorsed concept layout for the construction of the school car park, drop off/pick up zone and turning circle as depicted in Attachment C - Mulgrave Primary School Masterplan 2018.
  - (b) Upgrade of Council-owned access road off Maygrove Way to the school car park/turning circle entry (i.e. sealing, 2 way access, signage pedestrian connections etc)
2. Access and safety improvements

- (a) The inclusion of safety signage for pedestrians and drivers in the reserve car parks given volume of usage by children (i.e. additional signage for car parks relating to presence of children)
  - (b) Repair or renew paths with tripping hazards/damaged brick edges
  - (c) Inclusion of a pathway from Gladeswood Drive car park entrance to the pavilion
  - (d) Note suggestion for an accessible drinking fountain.
3. Note that Gladeswood Reserve is subject to the Monash Dog Off Leash Policy and Monash Dog Control Order No. 6 and inclusion of additional supporting infrastructure for dog walkers such as dog drinking bowl and poo bag dispenser.
4. Reclassification of the playspace from neighbourhood to district-scale playground classification.
5. Updated scope and cost estimate for the baseball batting cage to include provision for a covered facility with lighting (to be externally funded).

## **SOCIAL IMPLICATIONS**

The recommendations in the Masterplan provided in Attachment A to this report, when implemented, will enhance social connectiveness and community wellbeing by focusing on the development of active recreation, family/social recreation and accessible opportunities and amenities for all.

Other features of the Masterplan including the consideration of new lighting in the School car park, safety signage and improved pedestrian accessibility throughout the Reserve. Crime Prevention Through Environmental Design (CPTED) principles have also been considered and are important for improving perceptions of safety, which can be a barrier for women wanting to get physically active outdoors.

The Masterplan acknowledges that different people have different needs and access the Reserve for different reasons, not just because of gender but also intersecting characteristics. For example, through the provision of an upgraded district-scale playspace, all gender public toilets, and accessible pathways, the Reserve will be more accessible to children and their parents and carers, as well as people with mobility issues or a disability.

## **HUMAN RIGHTS CONSIDERATIONS**

No human rights implications inform this proposal.

## **GENDER IMPACT ASSESSMENT**

Gender has been considered as part of the development of the Masterplan. De-segregated gender data is included in the Consultation Report (Attachment B).

The analysis of engagement outcomes and gender preferences for physical activity was undertaken during the development of the draft Masterplan and Active Recreation Opportunities Strategy 2021. The priorities and recommendations of the Masterplan aim to reduce barriers to active and social/family recreation and provide access to more physical activity options for women and girls at the Reserve.

Key considerations for increasing access to active recreation for women and girls:

- Female participation is generally higher than male participation in activities such as walking, fitness/exercise activities and yoga/pilates
- 2019-2020 Ausplay data for Victoria found that 58.4% of women participate in walking (men 36%) and 42.7% participate in fitness/gym activities (men 33.8%)
- Participation of women and girls in club sport is lower than that of men and boys.

Based on current participation trends, there should be a greater uptake of female participation in non-organised sport activities at the Reserve through the development of an active recreation hub, trail improvements, upgraded playspace (including supporting infrastructure such as public toilets) and social/family recreation (barbeques, picnic area and community amphitheatre).

The Masterplan also seeks to address the issue of female participation in club sport by recommending upgraded 'female friendly' facilities in the baseball pavilion.

## FINANCIAL IMPLICATIONS

The development opportunities aim to create a balanced approach to development of the reserve by considering the needs of clubs and user groups, community groups and the broader community. Each recommendation includes proposed staging of delivery into Priority 1, 2 and 3 works where Priority 1 works should be undertaken first, followed by Priority 2 works and then Priority 3 works.

Development Packages have been established to provide facility development options:

1. Community play and active recreation
2. Organised sport
3. Transmission easement pathway
4. Mulgrave Primary School car park
5. Access improvements
6. Traffic management
7. Landscaping and vegetation.

Recommendations within each Development Package have been costed by a Quantity Surveyor (QS) and a Cost and Staging Summary is outlined in detail on p. 12-17 of the final masterplan.

### Cost and Staging Summary

Stage	QS Estimated Cost
Priority 1	\$1,945,688
Priority 2	\$3,507,750
Priority 3	\$1,279,687

<b>TOTAL BUILDING WORKS</b>	<b>\$6,733,125</b>
Contingencies & Fees	\$2,289,260
<b>TOTAL COST</b>	<b>\$9,022,385</b>

Notes:

1. Mulgrave Primary School car park and turning circle works to be fully funded by the Department of Education (cost to be advised by DEECD).
2. Baseball batting cage redevelopment (enclosed batting cage with training standard lighting) to be funded by the Monash University Baseball Club (\$250k).

The Cost and Staging Summary includes rates for preliminaries and overheads (12.5%), design contingency (10%), construction contingency (10%), consultant fees (10%), project management costs (2.5%), and authority, permits and headworks costs (1.5%). The Cost and Staging Summary does not include cost escalations over time and construction cost estimates are based on current quantities and rates.

## CONCLUSION

The *draft* Gladeswood Reserve Masterplan was publicly exhibited on Shape Monash from 6 September – 22 October 2023. At the close of consultation on 22 November, a total of 34 on-line contributions and 2 written submissions were received. A detailed overview of the consultation findings is presented in *Attachment B – Consultation Report*.

Following the review of feedback received on the draft Masterplan, changes have been made to the draft (as outlined earlier in this report) and a final Masterplan is presented in Attachment A for Council consideration.

## ATTACHMENT LIST

1. Attachment A - Gladeswood Reserve Master Plan [**7.2.2.1** - 18 pages]
2. Attachment B - Consultation Report [**7.2.2.2** - 43 pages]
3. Attachment C - Mulgrave Primary School Masterplan 2018 Stage 2 Works [**7.2.2.3** - 3 pages]