

# **TOWN OF COTTESLOE**



## **ORDINARY COUNCIL MEETING**

# **AGENDA**

**ORDINARY COUNCIL MEETING  
TO BE HELD IN THE  
Council Chambers, Cottesloe Civic Centre  
109 Broome Street, Cottesloe  
6:00 PM Tuesday, 25 August 2026**

# Town of Cottesloe

## ORDINARY COUNCIL MEETING

Notice is hereby given that the next Ordinary Council Meeting will be held in the Council Chambers, Cottesloe Civic Centre 109 Broome Street, Cottesloe on **25 August 2026** commencing at **6:00 PM**.

The business to be transacted is shown on the Agenda hereunder.

Yours faithfully,

A handwritten signature in black ink, appearing to read 'Mark Newman', with a long horizontal flourish extending to the right.

Mark Newman  
Chief Executive Officer

21 August 2026

## DISCLAIMER

No responsibility whatsoever is implied or accepted by the Town for any act, omission, statement or intimation occurring during council meetings.

The Town of Cottesloe disclaims any liability for any loss whatsoever and howsoever caused arising out of reliance by any person or legal entity on any such act, omission, statement or intimation occurring during council meetings.

Any person or legal entity who acts or fails to act in reliance upon any statement, act or omission made in a council meeting does so at that person's or legal entity's own risk.

In particular and without derogating in any way from the broad disclaimer above, in any discussion regarding any planning application or application for a licence, any statement or intimation of approval made by any member or officer of the Town of Cottesloe during the course of any meeting is not intended to be and is not taken as notice of approval from the Town.

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Members of the public should note that no action should be taken on any application or item discussed at a council meeting prior to written advice on the resolution of Council being received.

All formal Council Meetings will be audio visual recorded and livestreamed and will be publicly available via the Town of Cottesloe's website or social media platform.

Agenda and minutes are available on the Town's website [www.cottesloe.wa.gov.au](http://www.cottesloe.wa.gov.au)



## ***DISCLOSURE OF INTERESTS***

Agenda Forum ☐

Ordinary Council Meeting ☐

Special Council Meeting ☐

*Name of Person Declaring an interest*

*Position*

*Date of Meeting*

This form is provided to enable members and officers to disclose an Interest in the matter in accordance with the regulations of Section 5.65, 5.70 and 5.71 of the Local Government Act 1995 and Local Government (Administration) Regulations 1996 34C.

### **INTEREST DISCLOSED**

*Item No*

*Item Title*

*Nature of Interest*

*Type of Interest*

*Financial* ☐

*Proximity* ☐

*Impartiality* ☐

### **INTEREST DISCLOSED**

*Item No*

*Item Title*

*Nature of Interest*

*Type of Interest*

*Financial* ☐

*Proximity* ☐

*Impartiality* ☐

### **INTEREST DISCLOSED**

*Item No*

*Item Title*

*Nature of Interest*

*Type of Interest*

*Financial* ☐

*Proximity* ☐

*Impartiality* ☐

### **DECLARATION**

*I understand that the above information will be recorded in the Minutes of the meeting and recorded by the Chief Executive Officer in an appropriate Register.*

# DISCLOSURE OF INTERESTS

## Notes for Your Guidance

### IMPACT OF A FINANCIAL INTEREST (s. 5.65. & s. 67. Local Government Act 1995)

A member who has a **Financial Interest** in any matter to be discussed at a Council or Committee Meeting, which will be attended by the member, must disclose the nature of the interest:

- a. In a written notice given to the Chief Executive Officer before the Meeting or;
- b. At the Meeting immediately before the matter is discussed.

A member, who makes a disclosure in respect to an interest, must not:

- a. Preside at the part of the Meeting relating to the matter or;
- b. Participate in, or be present during, any discussion or decision making procedure relative to the matter, unless and to the extent that, the disclosing member is allowed to do so under *Section 5.68* or *Section 5.69* of the *Local Government Act 1995*.

### INTERESTS AFFECTING FINANCIAL INTEREST

The following notes are a basic guide for Councillors when they are considering whether they have a **Financial Interest in a matter**.

1. A Financial Interest, pursuant to s. 5.60A or 5.61 of the *Local Government Act 1995*, requiring disclosure occurs when a Council decision might advantageously or detrimentally affect the Councillor or a person closely associated with the Councillor and is capable of being measured in money terms. There are expectations in the *Local Government Act 1995* but they should not be relied on without advice, unless the situation is very clear.
2. If a Councillor is a member of an Association (which is a Body Corporate) with not less than 10 members i.e sporting, social, religious etc, and the Councillor is not a holder of office of profit or a guarantor, and has not leased land to or from the club, i.e, if the Councillor is an ordinary member of the Association, the Councillor has a common and not a financial interest in any matter to that Association.
3. If an interest is shared in common with a significant number of electors and ratepayers, then the obligation to disclose that interest does not arise. Each case needs to be considered.
4. If in doubt declare.
5. As stated if written notice disclosing the interest has not been given to the Chief Executive Officer before the meeting, then it **must** be given when the matter arises in the Agenda, and immediately before the matter is discussed. Under s. 5.65 of the *Local Government Act 1995* failure to notify carries a penalty of \$10 000 or imprisonment for 2 years.
6. Ordinarily the disclosing Councillor must leave the meeting room before discussion commences. The **only** exceptions are:
  - 6.1 Where the Councillor discloses the **extent** of the interest, and Council carries a motion under s.5.68(1)(b)(ii) of the *Local Government Act 1995*; or
  - 6.2 Where the Minister allows the Councillor to participate under s.5.69(3) of the *Local Government Act 1995*, with or without conditions.

### **INTERESTS AFFECTING PROXIMITY (s. 5.60b Local Government Act 1995)**

1. For the purposes of this subdivision, a person has a proximity interest, pursuant to s.5.60B of the Local Government Act 1995, in a matter if the matter concerns;
  - a. a proposed change to a planning scheme affecting land that adjoins the person's land; or
  - b. a proposed change to the zoning or use of land that adjoins the person's land; or
  - c. a proposed development (as defined in section 5.63(5)) of land that adjoins the person's land.
2. In this section, land (the proposal land) adjoins a person's land if;
  - a. The proposal land, not being a thoroughfare, has a common boundary with the person's land; or
  - b. The proposal land, or any part of it, is directly across a thoroughfare from, the person's land; or
  - c. The proposal land is that part of a thoroughfare that has a common boundary with the person's land.
3. In this section a reference to a person's land is a reference to any land owned by the person or in which the person has any estate or interest.

### **INTERESTS AFFECTING IMPARTIALITY**

Definition: An interest, pursuant to Regulation 11 of the Local Government (Rules of Conduct) Regulations 2007, that would give rise to a reasonable belief that the impartiality of the person having the interest would be adversely affected, but does not include an interest as referred to in Section 5.60 of the 'Act'.

A member who has an **Interest Affecting Impartiality** in any matter to be discussed at a Council or Committee Meeting, which will be attended by the member, must disclose the nature of the interest;

- a. In a written notice given to the Chief Executive Officers before the Meeting or;
- b. At the Meeting, immediately before the matter is discussed.

### **IMPACT OF AN IMPARTIALITY DISCLOSURE**

There are very different outcomes resulting from disclosing an interest affecting impartiality compared to that of a financial interest. With the declaration of a financial interest, an elected member leaves the room and does not vote.

With the declaration of this type of interest, the elected member stays in the room, participates in the debate and votes. In effect then, following disclosure of an interest affecting impartiality, the member's involvement in the Meeting continues as if no interest exist.

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**1 DECLARATION OF MEETING OPENING/ANNOUNCEMENT OF VISITORS**

I would like to begin by acknowledging the Whadjuk Nyoongar people, Traditional Custodians of the land on which we meet today, and pay my respects to their Elders past and present. I extend that respect to Aboriginal and Torres Strait Islander peoples here today.

**2 DISCLAIMER**

The Presiding Member directed the public's attention to the Disclaimer and the paragraph that advises that formal meetings of Council will be audio/visually recorded.

**3 ATTENDANCE****Elected Members**

Mayor Melissa Harkins  
Deputy Mayor Sonja Heath  
Cr Lorraine Young  
Cr Chilla Bulbeck  
Cr Jeffrey Irvine  
Cr Michael Thomas  
Cr Kirsty Barrett

**Officers**

|                          |                                                |
|--------------------------|------------------------------------------------|
| Mr Mark Newman           | Chief Executive Officer                        |
| Mrs Vicki Cobby          | Director Corporate and Community Services      |
| Mr Shaun Kan             | Director Engineering Services                  |
| Mr Paul Neilson          | A/Director Development and Regulatory Services |
| Ms Jacquelyne Pilkington | Governance and Executive Office Coordinator    |

**3.1 APOLOGIES****3.2 APPROVED LEAVE OF ABSENCE**

Cr Helen Sadler  
Cr Brad Wylynko

**3.3 APPLICATIONS FOR LEAVE OF ABSENCE****4 DECLARATION OF INTERESTS****5 ANNOUNCEMENTS BY PRESIDING MEMBER WITHOUT DISCUSSION****6 PUBLIC QUESTION TIME****6.1 RESPONSE TO PREVIOUS PUBLIC QUESTIONS TAKEN ON NOTICE****6.2 PUBLIC QUESTIONS****7 PUBLIC STATEMENT TIME****8 CONFIRMATION OF MINUTES**

That the Minutes of the Ordinary Meeting of Council held on Tuesday 28 July 2026 be confirmed as a true and accurate record.

**9 PRESENTATIONS****9.1 PETITIONS**

***Procedure of Petitions – Local Government (Meetings Procedure) Local Law 2021, Clause 6.11***

*(3) The only question which shall be considered by the council on the presentation of any petition shall be:*

- a) that the petition shall be accepted;*
- b) that the petition shall not be accepted;*
- c) that the petition be accepted and referred to the CEO for consideration and report; or*
- d) that the petition be accepted and dealt with by the full council.*

**9.2 PRESENTATIONS****9.3 DEPUTATIONS**

**10        REPORTS**

**10.1     REPORTS OF OFFICERS**

**COUNCIL RESOLUTION**

**That Council adopts the following en-bloc Officer Recommendations contained in the Agenda for the Ordinary Meeting of Council 25 August 2026:**

\_\_\_\_, \_\_\_\_, \_\_\_\_, \_\_\_\_, \_\_\_\_, \_\_\_\_, \_\_\_\_

**CORPORATE AND COMMUNITY SERVICES****10.1.1 LIST OF PAYMENTS 1 TO 31 JULY 2026**

**Directorate:** Corporate and Community Services  
**Author(s):** Vicki Cobby, Director Corporate and Community Services  
**Authoriser(s):** Mark Newman, Chief Executive Officer  
**File Reference:** D26/94955  
**Applicant(s):** Internal  
**Author Disclosure of Interest:** Nil

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**SUMMARY**

It is a requirement of the *Local Government (Financial Management) Regulations 1996*, Regulation 13 that if a Local Government has delegated to the CEO the exercise of its power to make payments from the municipal or trust funds, a list of payments must be prepared each month and are presented to Council.

**OFFICER RECOMMENDATION IN BRIEF**

That Council RECEIVES the List of Payments 1 to 31 July 2026.

**BACKGROUND**

Section 6.10 of the *Local Government Act 1995* requires the keeping of financial records and general management of payments, which is further specified in Regulation 13 of the *Local Government (Financial Management) Regulations 1996*. A list of payments is to be prepared each month and presented to Council at the next Ordinary Meeting of Council after this list is prepared. This report is to show the payee's name, the amount of payment, the date of the payment and sufficient information to identify the transaction.

**OFFICER COMMENT**

The list of payments made during July 2026 is included in the attachment and totals \$1,965,428.13. This includes purchases made via electronic fund transfers and cheque payments, credit card payments, and direct debits.

The following material payments are brought to the Council's attention (excludes internal investment transfers):

- \$259,223.97, \$251,794.60 and \$244,624.35 to the Town of Cottesloe staff for fortnightly payroll (includes ATO payments),
- \$206,839.69 to The Trustee for Rico Family Trust for waste collection services,
- \$100,908.78 to Roads 2000 Pty Ltd for the Low Cost Urban Road Safety Project,
- \$93,596.46 and \$25,205.07 to Western Metropolitan Regional Council for Waste Disposal Charges,
- \$63,210.35 to Landgate for the Town's triennial Gross Rental revaluations,

- \$52,077.04, \$51,715.82 and \$49,110.35 to SuperChoice Services Pty Ltd for Superannuation Payments,
- \$52,670.65 to Orikan Australia P/L for parking sensor software licensing,
- \$44,776.83 to Kercheval Engineering Australia P/L for Marine Parade Shared Path project consultancy,
- \$26,881.80 to Stantec Australia P/L for Low Cost Urban Road Safety Program consultancy, and
- \$26,061.16 to WA Bus and Coachlines P/L for Cott Cat shuttle bus services.

**ATTACHMENTS****10.1.1(a) Monthly Payment Listing - July 2026 [under separate cover]****CONSULTATION**

Internal

**STATUTORY IMPLICATIONS**

*Local Government Act 1995*

Section 6.10

*Local Government (Financial Management) Regulations 1996*

Regulation 13

**POLICY IMPLICATIONS**

There are no perceived policy implications arising from the Officer's Recommendation.

**STRATEGIC IMPLICATIONS**

This report is consistent with the Town's *Council Plan 2023-2033*.

Priority Area 4: Our Leadership and Governance - Strategic leadership providing open and accountable governance.

Major Strategy 4.3: Deliver open, accountable and transparent governance.

**RESOURCE IMPLICATIONS**

Resource requirements are in accordance with the existing budgetary allocation.

**ENVIRONMENTAL SUSTAINABILITY IMPLICATIONS**

There are no perceived sustainability implications arising from the officer's recommendation.

**RISK MANAGEMENT IMPLICATIONS**

Regulation 13 of the *Local Government (Financial Management) Regulations 1996* requires that a list of payments be presented at the next Ordinary Council Meeting after the list is prepared. Failure to accept this report may result in the Town not meeting its legislative obligations.

Presenting the list of payments in a public meeting carries an inherent risk that the information could be misused to facilitate fraudulent activity, including attempts to impersonate payees or solicit additional information. To mitigate this, payment descriptions are intentionally kept at a high level to ensure transparency while limiting detail available to potential bad actors. In addition, the Town employs rigorous internal processes to verify the legitimacy of any requests to update personal or financial information, particularly where the source is unconfirmed, further reducing the risk of fraudulent manipulation.

**VOTING REQUIREMENT**

Simple Majority

**OFFICER RECOMMENDATION**

**THAT Council RECEIVES the List of Payments 1 to 31 July 2026, as detailed in Attachment (a).**

**10.1.2 MONTHLY FINANCIAL STATEMENTS FOR THE PERIOD ENDING 30 JUNE 2026**

**Directorate:** Corporate and Community Services  
**Author(s):** Gabriel Wani, Coordinator Finance  
Vicki Cobby, Director Corporate and Community Services  
**Authoriser(s):** Mark Newman, Chief Executive Officer  
**File Reference:** D26/94971  
**Applicant(s):** N/A  
**Author Disclosure of Interest:** Nil

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**SUMMARY**

It is a requirement of the *Local Government (Financial Management) Regulations 1996*, Regulation 34, that monthly financial statements are presented to Council, in order to allow for proper control of the Town's finances and to ensure that income and expenditure are compared to budget forecasts.

**OFFICER RECOMMENDATION IN BRIEF**

Council is requested to receive the Monthly Financial Statements for the period ended 30 June 2026 and approve the allocation of a portion of the projected 2025/26 surplus to reserve funds, including \$250,000 to support the Town Centre Paid Parking project and \$300,000 to the Foreshore Redevelopment Reserve. A corresponding budget amendment is also recommended to the 2026/27 annual budget to replace loan funding for the Paid Parking project with reserve funding.

**OFFICER COMMENT**

The Monthly Financial Report presented to Council has been prepared in accordance with the requirements of the *Local Government (Financial Management) Regulations 1996*. Consistent with Regulation 34, this report includes an explanation of material variances, while Attachment A contains the Statement of Financial Activity, Statement of Financial Position, and a note detailing the composition of net current assets. Together with the additional information provided on Capital Acquisitions, Borrowings, Lease Liabilities, and Budget Amendments, the report provides Council with an overview of the Town's financial position and performance for the reporting period.

The information presented in this report is current at the time of writing and reflects the most up-to-date financial information available. As the Town's year-end financial processes and external audit are yet to be finalised, the reported figures remain subject to amendment. The final audited financial position as at 30 June 2026 will be reflected in the Town's Annual Financial Statements and included in the Annual Report.

The net current funding position, reported as the surplus after the imposition of general rates in the Statement of Financial Activity and reflected in the final line of that report, is \$1,673,532. This position reflects the Town's net current assets and the cumulative difference between budgeted and actual revenues and expenditures as at 30 June 2026.

Council's adopted 2026-27 Annual Budget includes the use of \$720,000 of this amount as the opening financial position. After accounting for this allocation, the remaining balance is

\$953,532. While this amount remains subject to completion of year-end financial processes and external audit, it currently represents the Town's available surplus position.

Officers are recommending that Council approve the partial allocation of the 2025/26 surplus to reserve funds. As part of this approach, \$250,000 is proposed to be transferred to the Infrastructure Reserve and allocated to the Town Centre Paid Parking Meter project. A corresponding 2026/27 budget amendment is also recommended to remove the \$250,000 loan borrowing originally included in the adopted budget and replace it with funding from the Infrastructure Reserve. This will reduce the Town's reliance on debt funding while maintaining delivery of the project.

It is further recommended that Council approve the transfer of \$300,000 to the Foreshore Redevelopment Reserve to ensure there is sufficient funds to support the Town's required contributions to the Foreshore Redevelopment.

The following commentary provides an explanation of material variances between the year-to-date actual results and the year-to-date budget as presented in the Statement of Financial Activity. This satisfies the requirements of Regulation 34(1)(d) of the Local Government (Financial Management) Regulations 1996.

As outlined in Note 2 of Attachment A, a number of capital works projects are reporting expenditure below budget. In some cases, additional invoices are expected to be received. Where works were undertaken prior to 30 June 2026, any outstanding costs will be recognised as part of the year-end financial processes. Where works are scheduled to be completed after 30 June 2026, the associated expenditure will be carried forward into the 2026/27 financial year.

Budget amendments will be required to incorporate these carry-forward projects into the 2026/27 budget and are anticipated to be presented to Council in October 2026. The associated funding sources, including grants, contributions and other capital revenue, will also be carried forward where applicable. Corresponding amendments will be made to the capital expenditure budget, capital revenue budget and/or opening balance to reflect the revised timing of the projects. As these adjustments recognise the deferral of both project expenditure and the associated funding, they will have no impact on the budgeted surplus for 2026/27.

In accordance with Council's adopted materiality thresholds, variances exceeding both 15% and \$25,000 have been identified in the Statement of Financial Activity (Attachment A) by a blue triangle. An upward-pointing triangle indicates a variance that has a favourable impact on the operating result by increasing the surplus or reducing a deficit. A downward-pointing triangle indicates a variance that has an unfavourable impact on the operating result by reducing the surplus or increasing a deficit.

- Rates excluding general rates are currently reported as \$125,337 (100%) under budget, as minimum rates have not yet been separately reflected in actuals. When considered together with General Rates, total rates revenue is \$32,930 above budget, representing a variance of less than 1%.
- Grants, subsidies, and contributions are over budget by \$150,127. The surplus is due to the Town receiving \$165,348 more in Financial Assistance Grants than budgeted.

Included in this is an advance payment for 2026/27 received in advance on 23 June 2026.

- Other revenue is over budget by \$100,362 due to the receipt of Work Cover reimbursements that were not budgeted.
- Profit on asset disposals has a variance of \$36,000, asset disposal transactions have not yet been processed. These transactions will be completed as part of the year-end financial processes prior to the preparation of the Annual Financial Report.
- Depreciation has a reported variance of \$3,254,179 because depreciation has not yet been fully recognised. During June, depreciation expense of \$66,808 was recorded, representing the commencement of year-end accounting processes and the recognition of depreciation on the Town's right-of-use assets.
- Finance costs are \$94,438 under budget, this is expected to reduce to approximately \$40,000 after end of financial year movements are complete, the remaining variance is primarily attributable to merchant fees being budgeted in Finance costs instead of materials and contracts.
- Capital Grants, Subsidies and Contributions are showing an under budget variance of \$2,002,239. This is reflective of the timing of grant claims rather than any anticipated shortfall in funding. The Town expects to receive all budgeted capital grant funding in accordance with the relevant funding agreements as project milestones are achieved. Where projects are carried forward into 2026/27, the associated capital revenue and capital expenditure budgets will also be carried forward.
- Proceeds from disposal of assets has an unfavourable variance of \$47,543 because asset disposal transactions have not yet been processed. These transactions will be completed as part of the year-end financial processes.
- Payments for construction of infrastructure is under budget by \$2,106,781. This reflects a combination of realised budget savings, minor overspends and capital works projects that are yet to be completed. Further detail by category and project is provided in Note 2 of Attachment A. Only three projects are reporting budget overruns, the largest being the Groyne Access Ramp project, which is \$13,099 above its approved budget of \$121,337.
- Contributions from Trust shows a variance of \$200,000 because the transfer of funds from the trust will be done with year-end processes.
- Transfer from Reserves and Transfer to Reserves are both showing material variances. These are primarily attributable to reserve transfers not yet being processed. While transfers to reserves are expected to be fully recognised through the year-end financial processes, some budgeted transfers from reserves may not be required. This would result in higher reserve balances and a corresponding reduction in the 2025/26 surplus.

### **ATTACHMENTS**

**10.1.2(a) Monthly Financial Report - June 2026 (Interim) [under separate cover]**

### **CONSULTATION**

Internal

**STATUTORY IMPLICATIONS**

*Local Government Act 1995*

Section 6.4

*Local Government (Financial Management) Regulations 1996*

Regulation 34

**POLICY IMPLICATIONS**

There are no perceived policy implications arising from the officer's recommendation.

**STRATEGIC IMPLICATIONS**

This report is consistent with the Town's *Council Plan 2023-2033*.

Priority Area 4: Our Leadership and Governance - Strategic leadership providing open and accountable governance.

Major Strategy 4.3: Deliver open, accountable and transparent governance.

**RESOURCE IMPLICATIONS**

The preliminary financial results for the year ended 30 June 2026 indicate that the Town is likely to achieve a larger surplus than budgeted once all year-end financial processes have been completed. The officer recommendations contained within this report propose allocating this surplus to reserve funds and utilising a portion of those funds to replace loan borrowings included in the 2026/27 Annual Budget. This approach will strengthen the Town's financial position, reduce reliance on debt funding, and enhance the Town's capacity to fund future initiatives and infrastructure improvements.

Cash flow remains stable and, based on current projections, no adverse impacts are anticipated prior to receipt of the first rates instalment. Existing funding and operational capacity are sufficient to meet ongoing service delivery requirements and financial obligations. Resource requirements can be accommodated within existing budget allocations.

**ENVIRONMENTAL SUSTAINABILITY IMPLICATIONS**

There are no perceived sustainability implications arising from the officer's recommendation.

**RISK MANAGEMENT IMPLICATIONS**

Compliance Risk - Regulation 34 of the *Local Government (Financial Management) Regulations 1996* requires that monthly financial reports be presented at an ordinary council meeting within two months of the end of the relevant month. Failure to accept this report may result in the Town not meeting its legislative obligations.

**VOTING REQUIREMENT**

Absolute Majority

**OFFICER RECOMMENDATION**

**THAT Council by ABSOLUTE MAJORITY;**

- 1. RECEIVES the Monthly Financial Statements for the period 1 July 2025 to 30 June 2026,**
- 2. APPROVES a budget amendment to the 2026/27 Annual Budget to reduce loan borrowings by \$250,000 and increase funding from the Infrastructure Reserve by \$250,000, for the Town Centre Paid Parking project,**
- 3. APPROVES the transfer of \$250,000 to the Infrastructure Reserve for the purpose of funding the Town Centre Paid Parking project, and**
- 4. APPROVES the transfer of \$300,000 to the Foreshore Redevelopment Reserve.**

**DEVELOPMENT AND REGULATORY SERVICES****10.1.3 PROPOSED ALCHEMY SAUNA ON THE NORTH COTTESLOE SURF LIFE SAVING CLUB  
SKI SHED ROOF - CONSIDERATION OF A RECOMMENDATION TO THE WESTERN  
AUSTRALIAN PLANNING COMMISSION**

**Directorate:** Development and Regulatory Services  
**Author(s):** Paul Neilson, Manager Planning Services  
**Authoriser(s):** Mark Newman, Chief Executive Officer  
**File Reference:** D26/95076  
**Applicant(s):** Alchemy Sauna  
**Author Disclosure of Interest:** Nil

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**SUMMARY**

The purpose of this report is for Council to determine its position on a proposal for the establishment of an Alchemy Sauna and associated public realm improvements on a portion of the roof of the existing North Cottesloe Surf Life Saving Club (**NCSLC**) ski shed roof.

This follows from extensive community consultation which demonstrated majority support. Town Officers consider the proposal consistent with Council's Guiding Principles, as it is limited to the northern third of the rooftop, retains and improves the remaining public area, and preserves the view corridor. The proposal provides recreational and community benefits. While concerns regarding the loss of community gathering and public space are acknowledged, the Guiding Principles had anticipated and sought to address the impact. Parking, traffic and amenity impacts are factors, and Town Officers consider these impacts are manageable through planning and lease conditions, including an Operational Management Plan. The public realm should be managed to a high standard as the Town wishes to encourage the community to continue to use and enjoy an improved public realm. Having regard to the objectives and intent of the Town's Beach Policy 2004, the proposal presents an opportunity to enhance the foreshore experience while maintaining public access and delivering public realm improvements. The temporary and reversible nature of the sauna provides a sound basis for Council to recommend conditional support to the Western Australian Planning Commission (**WAPC**), the determining authority.

**OFFICER RECOMMENDATION IN BRIEF**

In its capacity as land manager and lessor, that Council conditionally supports the Alchemy Sauna facility and associated public realm enhancements on the NCSLSC ski shed roof. The Chief Executive Officer (**CEO**) be authorised to endorse and forward the development application to the WAPC with a recommendation for approval, subject to conditions. Council also authorises, should the WAPC issue approval, the CEO to proceed to finalise lease arrangements in accordance with Council's previous determinations on the matter.

**BACKGROUND**

At its Ordinary Council Meeting (**OCM**) held on 28 June 2022, Council considered a petition relating to the use of the NCSLSC ski shed roof and resolved that it was *'keen to see the*

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*space activated in a positive community manner and would take proactive steps with the NCSLSC to facilitate this'. Subsequently, Council considered the proposal from the NCSLSC for the use of a portion of the ski shed roof for a sauna at its OCM held on 25 March 2025.*

At the OCM held on 22 April 2025, Council adopted five Guiding Principles for activation and development on the ski shed roof. These are as follows:

- 1. Development is to be single storey, located on the northern boundary, limited to no more than 33% of the total site area, with an east-west orientation designed to preserve the existing ocean view corridor from the corner of Eric Street and Marine Parade.*
- 2. Any structures must be compatible with the character of the surrounding built form.*
- 3. All improvements at the conclusion of the lease term are to be removed at the proponent's cost, and the site returned to its original condition.*
- 4. The proposal must include secure locker facilities.*
- 5. The Club and/or operator is to assume all risks and costs associated with the development and indemnify the Town against liabilities arising from installation and operation of the structure."*

Council also noted:

- 6. That financial arrangements relating to the use of the space, and possible financial contribution towards beautification and maintenance of the ski shed roof area, are to be separately discussed and agreed with the proponent of any redevelopment and activation, and*
- 7. Community consultation and consultation with neighbouring businesses will be carried out before approval is given to any proposal for activation and redevelopment of the ski shed roof, other than changes not involving built form or commercial use.*

Regarding (7) above, Council's intention to ensure appropriate consultation with stakeholders and the broader community is to establish if there is support for a proposal before approval is given.

At its OCM held in April 2026, Council considered proposed commercial terms for the lease of the ski shed roof and resolved that the decision remain open subject to the outcome of development approval and community consultation. It noted that the Town will consult the community on the proposal and will bring the outcome of consultation back to Council for its consideration in determining whether to approve the proposed changes to the existing lease of the site.

### **OFFICER COMMENT**

#### **Description of Proposal**

The proposed development application seeks approval for an Alchemy Sauna facility on the existing NCSLSC ski shed roof. The drawings, visuals and landscape drawings which were the subject of community consultation are shown on Attachments A, B and C respectively.

The proposal includes:

- A demountable sauna building located on the northern portion of the ski shed roof.
- Occupation of not more than 33% of the total rooftop area with the balance open for public use.
- Durable, coastal appropriate materials and secure locker facilities.
- Public realm improvements to the balance of the roof deck. This includes permanent and loose seating, shade, landscaping and improved surfacing.
- Drainage improvements and lighting.
- A public water bottle filling station on the public realm area of the roof deck.

The sauna is proposed to operate from 5.00am to 9.00pm, seven days a week, including public holidays, with a maximum capacity of 22 patrons per hour and one staff member present at all times. Peak use is anticipated during the cooler months, particularly between 6.00am–8.00am and 4.00pm–7.00pm.

### **Community Consultation - Methodology**

The Town has undertaken comprehensive community consultation between 29 May and 2 July 2026. Full details of the proposal were provided on the Town's 'Engage' website. This included a set of 'Frequently Asked Questions' which referred to many elements of the proposal relating to operation and usage.

Letters were sent to nearby businesses and landowners/occupiers advising of the consultation (including those to the eastern side of Hamersley and Gadsdon Streets and to Eileen Street). Signage was placed on site, and a drop in information session was held in June 2026, attended by Alchemy Sauna and Town staff.

Also detailed on the Town's website was the nature of the Town's existing lease with the NCSLSC for the ski shed roof and proposed future leasing arrangements in the event Council supports the proposed sauna. It was also highlighted that as the proposed sauna is located in Regional Open Space, the approval authority is the WAPC, not the Town.

### **Outcomes of Community Consultation**

The proposal generated substantial interest, with 4626 page views made to the Town's 'Engage' website. The Town received 316 submissions via email and through the survey on the website. All are listed in the 'Schedule of Submissions' shown on Attachment D.

Overall, there was strong support expressed from approximately 72% of the submissions.

In terms of locations of submitters, 136 were from Cottesloe residents, 66 from outside the Town and 114 submitters didn't provide addresses. Of the 136 Cottesloe submitters, the majority, 92 were in support (68%), and, 44 (32%) were objecting. When these 136 Cottesloe residents were mapped out, it was evident that the spatial variation was mixed across the Town evenly, excepting a cluster of several objections from objectors in apartments within immediate proximity of the ski shed roof. No submissions were received from local businesses.

#### Key Themes– Support for the proposal.

The matters raised in the submissions can be classified into some key themes as detailed below.

| <b>Support for the proposed Sauna</b>                                                                                                                                                                                                                                                                                                 | <b>Approx. no support submitters</b> |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------|
| Overall support for the sauna as an appropriate addition to North Cottesloe                                                                                                                                                                                                                                                           | 224                                  |
| Character, Design and Visual Amenity - Improvement to the Public Realm: the proposal as an improvement over the existing rooftop, noting it would remain low profile and retain important public views. Supporters generally consider the building to be well designed, appropriately scaled and sympathetic to the coastal character | 150                                  |
| Landscaping and Shade - Improvement to the Public Realm: support for the proposed landscaping, considering it would soften the existing rooftop and improve public amenity. Views differed regarding shade treatment, with support expressed for both umbrellas and shade sails.                                                      | 145                                  |
| Operating hours and patronage; the proposed operating hours appropriate for a wellness facility and unlikely to generate unreasonable impacts. Many also consider the anticipated patron numbers appropriate and unlikely to adversely affect surrounding amenity.                                                                    | 145                                  |
| Improvement to Public Amenity; the proposal would significantly improve an existing underutilised concrete rooftop through better landscaping, seating, shade and activation while retaining substantial public access.                                                                                                               | 110                                  |
| Economic and community activation benefits; support for increased activity and community benefits, including improved health and wellbeing, increased opportunities for social interaction.                                                                                                                                           | 50                                   |
| Prior positive experience with Alchemy Sauna                                                                                                                                                                                                                                                                                          | 50                                   |

A number of otherwise supportive submissions raised specific matters requiring further consideration. These related to operating hours, patron management, parking, noise, lighting, privacy, retention of public access and seating, and the maintenance of the rooftop and associated public facilities. Other submissions suggested changes to the building design, siting, landscaping or shade treatment, or requested discounted or priority access for local residents.

Officer Comment on Submissions of Support

The high percentage of submitters supporting the proposal is noted as is the support for the design and scale, and, improvements to public realm.

In respect to the more specific matters above, the following points are made;-

- A limited number of supporting submissions commented that the sauna should have a later opening, earlier closing, or daylight-focused operation. In this respect, the proponent seeks approval for a 5am to 9pm, seven days a week operation.
- Town Officers are not recommending an amendment to the opening hours proposed as it is considered that the amenity impacts are manageable. (See Operational Management Plan below.) Similarly, patron management, noise, lighting, retention of public access and seating, and the maintenance of the rooftops are also considered manageable. As is detailed further below, Town Officers have considered parking implications and believe there is sufficient parking capacity in the locality.

Key Themes– Objection to the proposal.

The key themes expressed in the objecting submissions can be grouped as follows.

| <b>Opposition to the proposed Sauna</b>                                                                                                                                                                                                                                                                               | <b>Approx. No of opposing submissions</b> |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------|
| Loss of public open space/community gathering area; reduce the availability of a valued public gathering space and viewing area that is currently freely accessible to the wider community. Many submitters considered the rooftop should remain as open public space for informal recreation and social interaction. | 44                                        |
| Character & visual amenity (scale, bulk, visual intrusion):- Submissions raised concerns that the building, landscaping and shade structures would alter the open coastal character of the rooftop, obstruct public views and detract from the visual amenity of the foreshore.                                       | 40                                        |
| Linked to the above, an alternative location was preferred for the sauna; while acceptable in principle, the proposed ski shed rooftop is not considered an appropriate location. Some submitters suggested alternative locations adjacent to the NCSLSC, or elsewhere along the Cottesloe foreshore.                 | 35                                        |
| Traffic, parking, pedestrian safety objections; an increase traffic, parking demand and pedestrian activity in an area that already experiences congestion.                                                                                                                                                           | 30                                        |
| Building Design and Suitability: Some submitters considered the proposed building too large or unsuitable for the rooftop, raising concerns regarding its scale, footprint, functionality and the amount of public space remaining.                                                                                   | 23                                        |

|                                                                                 |              |
|---------------------------------------------------------------------------------|--------------|
| Commercialisation or privatisation of public land.                              | 23           |
| Operating hours and patronage concerns                                          | 18           |
| Contrary to the Town of Cottesloe Beach Policy/ separately, Residential Amenity | Less than 10 |

#### Officer Comment on Submissions Objecting.

##### Loss of public open space/community gathering area

The principal objection raised was that the proposal would reduce the availability of a valued public gathering space - open space currently used informally by the wider community. Often, particularly weekends, the space is occupied by people enjoying a beverage or food from adjacent business.

In this respect, Town Officers acknowledge that the rooftop is valued by many members of the community and the proposal would end the existing informal arrangement.

Council's adopted Guiding Principles however, expressly contemplated development over up to 33% of the rooftop area. The proposal is consistent with that limitation and retains the majority of the roof deck for public access and use. The proposal also includes improvements to the remaining public portion of the roof deck, including seating, shade, improved surfaces, drainage, lighting, landscaping and a water bottle filling station. These improvements would be available to the broader community and not only sauna patrons.

A number of supportive submission's expressed their support for the proposed improvements to public amenity and the public realm. It was noted that while the proposal would reduce the amount of unrestricted public space, it would also improve the quality, functionality and amenity of the remaining space.

##### Loss of open character and visual amenity

Some objecting submissions expressed concern about the loss of the open coastal character and public views / visual amenity at the ski shed roof. Town Officers acknowledge that there will be a loss of open space at the ski shed roof given the development of the proposed sauna and views would be affected. Council has however, as part of its Guiding Principles allowed up to 33% of the rooftop area to be developed and that development occur on the northern side of the roof to single storey. The intent was to minimise the loss of ocean views and maintain an east-west view corridor across the majority of the roof deck for public access enjoyment.

##### Inappropriate location/alternative location preferred for the sauna

A number of submissions objected to the proposed location while broadly supporting the concept of a sauna in principle. In this regard, while alternative locations may be possible in a general sense, the current assessment is considering the merits and impacts of the proposal as submitted. Council is assessing the proposal presently before it.

The application relates specifically to the existing ski shed roof and has been designed for that location due to its unique context, relationship to the coast, relationship to the NCSLSC and the Club's financial sustainability. The site also forms part of the lease by the NCSLSC from the Town, and this is material to this proposal.

### Traffic and Parking Concerns

The proponent advises that the sauna capacity is proposed to be capped at 22 patrons per hour, with actual use expected to be lower based on comparable Alchemy venues. The proponent also indicates that patrons tend to arrive and depart at staggered times rather than as a single group.

Town Officers identified approximately 127 parking bays within 250 metres of the site, excluding Ocean Beach Hotel Parking. There is also additional parking available in Carpark No. 2 approximately 250 to 300 metres from the site. Based on the Town's parking sensor data, during the peak period (6am to 1pm Sat/Sun in January) occupancy rates were 85% at the Magic Apple carpark and 83% at the Eric Street carpark. During off peak months from October to March, occupancy rates dropped to 53% and 51% respectively (see Figure 1 below).



Figure 1: Numbers of bays and occupancy rates for car parking

These occupancy numbers suggest the parking spaces near to the proposed sauna are well used without being overcrowded, and additional parking is available on Marine Parade or at Car Park No 2.

While the proposal will generate some additional parking demand, Town Officers consider that the booking system, staggered arrival and departure patterns, and available parking supply mean the proposal is unlikely to result in unacceptable parking impacts.

While there may be occasional 'event-based' congestion (eg surf club event), it is considered that the number of bays and occupancy rates are satisfactory to support the sauna and adjacent café/restaurant uses without undue congestion.

Likewise, it is not considered that the relatively small numbers of additional vehicle traffic will adversely impact the locality. In terms of pedestrian movement, the sauna would generate additional movement to and from the beach from patrons, and additional numbers will be brought to the site. However, the site is already frequented by many pedestrians using the beach, café/restaurants and the addition of the sauna, with limited patronage, is not seen as inconsistent with these uses.

#### Building Design and Suitability:

As noted previously, Council's Guiding Principles did consider appropriate scale, height and location of development at the ski shed roof, effectively selecting a built form 'envelope' for the site. The guidelines also required that any structures must be compatible with the character of the surrounding built form. The proposed sauna addresses these guidelines and the proposal has sought to be sensitive to the adjoining built form and the adjoining public realm through its design.

#### Commercial Use of Public Land

A number of submissions objected to the commercial use of public land and raised concern regarding commercialisation or privatisation of the foreshore.

While Town officers acknowledge the concern, commercial uses on public land may be appropriate where they are consistent with the purpose of the reserve, compatible with the locality and provide broader public benefit. WAPC Operational Policy 5.3 contemplates private business activity on Regional Open Space in appropriate circumstances, and existing café/restaurants already exist adjacent to the site.

In this case, the WAPC has been supportive of similar saunas along the Perth Metropolitan coastline in multiple locations.

#### Operating hours and patronage concerns / residential amenity

Unlike supporting submitters who raised concerns about the timing of operating hours, objecting submitters simply opposed the use and associated operating hours, commenting that it will lead to increased activity throughout the day and evening and adversely affect the surrounding area.

Other submissions raised concern about local amenity impacts from increased patron activity, noise, lighting and evening operation as well as parking and traffic. In particular, several submissions from residential apartments adjacent to the ski shed roof raised concern about amenity impacts.

While parking and traffic movement have already been addressed, Town Officers do believe that amenity impacts at the site require careful consideration and that it is important that the impact and operations of the sauna and its implications for nearby residents are explored.

In this respect, the sauna use is to occur within an enclosed building. The proposal does not involve outdoor classes, amplified music or outdoor entertainment. Patron numbers would be limited by the booking system and operational conditions. However, there is the need for clarity around how the proposed sauna and surrounding public realm will be managed day to day to ensure that a high standard of local amenity is achieved. There is a desire on the Town's part that the community continue to gather and enjoy the public realm.

Town Officers recommend that an Operational Management Plan be provided by the applicant to address the following matters

- lighting and noise management;
- cleaning, waste management and the general presentation of the public realm area;
- the maintenance of landscaping, furniture, shade structures and other public realm infrastructure;
- the maintenance of paving, drainage, lighting and other surface treatments;
- the management and securing of loose furniture and other movable items;
- the maintenance of safe, unobstructed pedestrian access and universal access;
- the management of patron activity where it interfaces with the public realm to ensure efficient arriving and departure process for patrons of the sauna;
- procedures for inspection, maintenance, repair, and response to identified issues and complaints; and
- management of customer and staff parking.

The Operational Management Plan should apply to the life of the development. It is also recommended that the Town's lease with the NCSLSC include a requirement for the Operational Management Plan to be prepared and to operate for the life of the development to the Town's satisfaction. This would provide added confidence to the community that effective operational management will occur to minimise amenity impacts.

### **Survey Feedback**

The feedback received for the survey questions relating to the sauna detailed on the Engage Website are detailed in Attachment E.

Approximately 76% of respondents supported the appearance, height and width of the proposed sauna building. Approximately 76% supported the proposed landscaping approach to the public space. There was no clear preference emerged between shade sail or

umbrellas. The survey results identified 33% preference for umbrellas, 35% preference for shade sail and 32% support for both.

Approximately 70% of respondents were broadly supportive of the proposed operating hours, although feedback was mixed some preferring later opening times, shorter hours or some preferred longer hours.

Town Officers are recommending the shade sail as opposed to umbrellas for shade for the public realm as it will provide more consistent shade and is considered more robust in the exposed foreshore environment. The shade sail is shown on the revised final Development Application Plans and Landscape Plans provided by the applicant as shown on Attachments F and G.

#### **Consideration against the Town's Beach Policy 2004.**

The Town's Beach Policy is a relevant consideration and must be given due regard by Council. Town Officers have responded to the Primary Objectives under Part 5 of the Policy and more specific policy provisions under Part 6 relevant to the proposal. See below:

| <b>Beach Policy Requirements</b>                                                                                                                                                                                                                                                        | <b>Officer Comment</b>                                                                                                                                                                                         |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Primary Objective (5b); Avoid irreversible use of beach reserves that reduce the options for the future.                                                                                                                                                                                | The proposal is proposed as a temporary approval and a demountable structure, controlled through the planning approval and lease/sub-lease arrangement. Public realm upgrades are longer term considerations.  |
| Primary Objective (5c); primary consideration against which all uses are measured in the public interest, particularly for residents of Cottesloe, and safety having regard to the environmental parameters and limits of capacity of the beach reserve.                                | Community feedback indicates support for the proposal and upgrades to the public realm. The proposal is a commercial enterprise but provides support and financial sustainability to the NCSLSC.               |
| Policy (6a); No use will be permitted within the area west of Marine Parade unless it contributes directly to the amenity of the recreational users of the beach reserves and is designed, constructed and operated in a way that protects and enhances the natural coastal environment | Community feedback indicates support for the sauna and improvement to public amenity/public realm. It is located in a 'built-up' part of the foreshore with limited impact on the natural coastal environment. |
| Building Control (7.2); - shall be to limit the construction of any enclosed and roofed structures west of Marine Parade to replacement only without significant expansion of the footprint, height or mass of the structure.                                                           | The proposal is not a replacement building so does not meet this provision. Nonetheless, it is a temporary structure designed to be demountable.                                                               |

While not fully consistent, particularly the provision seeking to limit enclosed and roofed structures west of Marine Parade to replacement buildings only, the proposal addresses primary objectives and other relevant policy provisions.

On balance, Town officers consider that the identified community benefits and the temporary, reversible nature of the proposal provide a sound basis for support. The Policy does not determine the application in isolation, and the weight given to the Policy, the identified departure and the broader public benefits should all be given due regard by Council.

### **Other Planning Considerations**

#### Metropolitan Region Scheme and Western Australian Planning Commission (WAPC)

The land is reserved for Regional Open Space under the Metropolitan Region Scheme and the WAPC is the determining authority for the development application. The Town's role is to consider the proposal and provide a recommendation to the WAPC.

As noted above, WAPC Operational Policy 5.3 contemplates private business activity on Regional Open Space in appropriate circumstances and existing café/restaurants already exist adjacent the site. In this case, the WAPC has been supportive of similar saunas along the Perth Metropolitan coastline.

#### State Coastal Planning Policy 2.6

The proposal is located on an existing built structure and does not involve new development on undeveloped coastal land. It is a temporary use, demountable, provides community benefit and does not appear to prejudice future coastal management outcomes.

#### Local Planning Scheme No 3.

The proposal is considered generally compatible with the recreational and community functions of the locality, subject to conditions managing operation, amenity, built form, public access and removal obligations. This report seeks to address the relevant provisions of the scheme pertinent to considerations of development applications.

### **Lease and Commercial Arrangements**

At its April 2026 OCM, Council considered commercial terms relating to the North Cottesloe Surf Life Saving Club lease over portions of Reserve 28199 and Reserve 13718, in the event planning approval for the sauna is granted.

Council also noted that the commercial operation would be rateable and that the Town would receive rates income in addition to the commercial lease terms. The lease and

sublease arrangements provide a mechanism to address operational matters, risk, maintenance, indemnity, removal obligations and cost responsibilities.

**Management Order purpose**

The existing lease may require amendment by deed of variation to expressly permit the proposed sauna use and enable the NCSLSC to grant a sublease or licence to the sauna operator. As the premises are located on Crown reserve land, the variation and associated sublease or licence would be subject to any required consent of the Minister for Lands.

Town Officers consider that there is a reasonable basis for the sauna to be treated as an ancillary recreational use that is subsidiary to the reserve's Recreation purpose, having regard to its scale, relationship with coastal recreation and the proposed financial and public-realm benefits. On this basis, an amendment to the Management Order may not be required.

Should the Department of Planning Lands and Heritage (DPLH) determine that the proposed commercial use is not authorised by the existing reserve purpose or the Town's leasing powers, an amendment to the Management Order would be required. The Department would advise on and arrange the necessary documentation, and no lease variation or sublease would take effect until all required State approvals had been obtained.

This process would not occur however until following a decision by the WAPC to approve the proposed sauna.

**Conclusion**

Council has sought to activate the ski shed roof for a number of years and established Guiding Principles to ensure any development appropriately addresses building height, scale, open space, coastal character, surrounding development and the retention of ocean views.

The Alchemy Sauna proposal is considered to satisfy these principles. It is limited to the northern third of the rooftop, retains public access to the remaining area and includes improvements such as seating, shade, lighting, drainage and drinking water facilities. Community consultation demonstrated significantly greater support than opposition, although concerns were raised regarding the loss of public space, suitability of the location, traffic, parking and residential amenity.

Town Officers acknowledge that the character and use of the rooftop will change. However, the proposal retains and improves the majority of the public area, preserves the principal ocean view corridor and is not expected to result in unacceptable traffic or parking impacts. Potential amenity impacts can be managed through an Operational Management Plan addressing matters including noise, lighting, waste, maintenance, access, patron behaviour and complaints.

While the proposal is not fully consistent with one provision of the Town's Beach Policy, its community and recreational benefits, continued public access, public realm improvements and temporary, reversible nature provide a reasonable basis for conditional support.

The lease should be finalised should the WAPC issue its support

**ATTACHMENTS**

- 10.1.3(a) ATTACHMENT A - Alchemy Sauna Proposed Plans used for Community Consultation [under separate cover]
- 10.1.3(b) ATTACHMENT B - Alchemy Sauna Proposed Visualisations used for Community Consultation [under separate cover]
- 10.1.3(c) ATTACHMENT C - Alchemy Sauna Proposed Landscape Drawings used for Community Consultation [under separate cover]
- 10.1.3(d) ATTACHMENT D - Schedule of Submissions [under separate cover]
- 10.1.3(e) ATTACHMENT E - Survey Results [under separate cover]
- 10.1.3(f) ATTACHMENT F - Alchemy Sauna Final Development Application Plans [under separate cover]
- 10.1.3(g) ATTACHMENT G - Alchemy Sauna Final Landscape Concept Plan [under separate cover]

**CONSULTATION**

Community consultation was undertaken over five weeks between 29 May and 2 July 2026. The Town wrote to nearby businesses and surrounding residents, placed signage on site, provided information through the Town's Engage website and held a drop-in information session. Some 316 submissions were received.

**STATUTORY IMPLICATIONS**

The following statutory matters are relevant:

- *Planning and Development Act 2005.*
- *Metropolitan Region Scheme.*
- *Local Government Act 1995.*
- *Town of Cottesloe Local Planning Scheme No. 3.*
- *WAPC Development Control Policy 5.3.*
- *State Planning Policy 2.6 Coastal Planning.*
- *Land Administration Act 1997.*

**POLICY IMPLICATIONS**

The following policies and Council decisions are relevant:

- Town of Cottesloe Beach Policy 2004.
- Council's adopted Guiding Principles for activation and development on the North Cottesloe Surf Life Saving Club ski shed roof.
- Council's previous resolutions relating to commercial lease terms.

Having regard to the objectives of the Town's Beach Policy 2004, the proposal supports continued public access to the foreshore, provides complementary recreational opportunities, and includes improvements to the surrounding public realm.

**STRATEGIC IMPLICATIONS**

This report is consistent with the Town's *Council Plan 2023-2033*.

Priority Area 2: Our Town - Healthy natural environs and infrastructure meeting the needs of our community.

Major Strategy 2.1: Town infrastructure is well planned, effectively managed and supports our community, whilst protecting and promoting our unique heritage and character

**RESOURCE IMPLICATIONS**

The proposal is intended to be funded, constructed and operated by the proponent.

Public realm improvements, maintenance obligations, risk and removal requirements are intended to be addressed through lease and sublease arrangements, with costs borne by the Club and/or operator rather than the broader community.

The Town would receive lease income and rates income from the commercial operation, subject to final lease arrangements and approvals

**ENVIRONMENTAL SUSTAINABILITY IMPLICATIONS**

The proposal involves the adaptive use of an existing built structure rather than development on undeveloped foreshore land.

Landscape, drainage and public realm improvements are proposed as part of the development. Final details can be addressed through conditions requiring suitable coastal planting, drainage design, maintenance arrangements and materials appropriate to the exposed coastal environment

Risk Management IMPLICATIONS The Town has sought to activate the NCSLSC ski shed roof for some years. The proposal for the Alchemy Sauna and associated public realm upgrades is an opportunity to realise this outcome. In the event that Council does not support the proposal, the Town would then need to consider other means to seek to realise its broader aims for the locality.

**VOTING REQUIREMENT**

Simple Majority

**OFFICER RECOMMENDATION**

**THAT Council:**

1. PROVIDES support to the proposed Alchemy Sauna facility and associated public realm enhancements on the North Cottesloe Surf Life Saving Club (NCSLSC) ski shed roof at 151 Marine Parade, Cottesloe, in its capacity as both land manager and lessor.
2. AUTHORISES, as land manager, the Chief Executive Officer (CEO) to sign an MRS Form 1 Application for Development Approval and forward the endorsed application to the Western Australian Planning Commission (WAPC) with a recommendation of support, subject to the following conditions:
  - a) The development shall be carried out in accordance with the Development Plans dated 12/3/2026, 14/8/2026 and [21/8/2026](#) (Attachment F) and the Landscape Concept Plans dated 25/5/2026 (Attachment G).
  - b) The opening hours of the business on the site (ie: hours during which the business is open to the public) shall be limited to 5.00am to 9.00pm Monday to Sunday, including public holidays.
  - c) The number of patrons shall not exceed 22 people per hour.
  - d) Approval for the sauna facility shall be granted for a period of 10 years only. Upon expiry of this period, the use shall cease and the development shall be removed unless a further planning application has been approved by the Town and WAPC.
  - e) The operator of the approved use shall be responsible for the ongoing management, maintenance and presentation of ski shed roof as delineated on the site and ground floor plans dated [21/8/2026](#).
  - f) Prior to the submission of a Building Permit, colours and materials for all exterior parts of the development as shown on the approved plans shall be submitted to and approved by the Town.
  - g) Plant and equipment, including air conditioning units, shall be designed, positioned, and screened so as to not be visually obtrusive, to the satisfaction of the Town.
  - h) Prior to the submission of a Building Permit application, an Operational Management Plan shall be submitted to and approved by the Town. The Plan shall address, to the satisfaction of the Town:
    - i. lighting and noise management;
    - ii. cleaning, waste management and the general presentation of the public realm area;
    - iii. the maintenance of landscaping, furniture, shade structures and other public realm infrastructure;

- iv. the maintenance of paving, drainage, lighting and other surface treatments;
- v. the management and securing of loose furniture and other movable items;
- vi. the maintenance of safe, unobstructed pedestrian access and universal access;
- vii. the management of patron activity where it interfaces with the public realm to ensure efficient arriving and departure process for patrons of the sauna;
- viii. procedures for inspection, maintenance, repair, and response to identified issues and complaints; and
- ix. the management of customer and staff parking.

The approved Operational Management Plan shall thereafter be implemented and maintained to the satisfaction of the Town for the life of the development.

- i) The public realm area shall remain available for use by the general public and shall not be reserved for the exclusive use of patrons of the approved development.
  - j) Any proposed external signage shall be submitted to and approved by the Town prior to the occupation of the development. All signage shall be installed in accordance with the approved strategy.
3. **AUTHORISES** the CEO, upon approval of the WAPC, to negotiate with the NCSLSC to modify the lease, at the lessees cost, to incorporate the proposed sauna use and associated public realm enhancements, for Council's future consideration as per previous Council determinations on the matter.
- 4 **REQUIRES** that the CEO, upon approval of the WAPC, to also ensure that any required approvals in respect to the reserve management orders be finalised to facilitate the finalisation of the lease and development.

#### **Q1 How many submissions sought earlier opening hours for the Sauna ?**

In response to the Survey Question about the hours of the operation of the proposed Sauna, 214 submissions expressed no concern with the operating time, 21 sought a later opening time or shorter hours of operation, and 13 expressed support for more opening hours.

In respect to the hours of operation of adjacent commercial uses, Magic Apple's opening times are 7.30 am seven days a week. 'Kiosk by Longview' is 5.30am Monday to Saturday and 6am Sunday, and 'Longview Restaurant' is 6.30am except Sundays which is 7am.

It should be noted that the lease for the operation of the Magic Apple requires that "Unless otherwise agreed with the Lessor in writing, the lessee must not operate the Premises between the hours of midnight to 6am'.

**Q2 With reference to the ramp shown in the plans, is it higher than entry level? If so, why?**

The proponent advises that 'The ramp rises from plaza level up 330 mm approx. This ramp provides space required beneath for drainage etc. in the sauna areas. The ramp itself is likely to be fibre cement sheeting on framing with epoxy or vinyl floor covering. It will be 1:20 gradient or shallower'.

**Q3 What is the intent of the reference on the Site and Ground Floor Plans (14/8/26) in Attachment F to 'Plaza to be developed in conjunction with the Town of Cottesloe' and associated dotted red line ?**

The proponent advises that these annotations were placed on the plan to indicate that it would seek to engage and meet the Towns' requirements for the public realm. It was not referring to the responsibilities or costs associated with the provision of improvements. In this regard, it is intended that all improvement costs on the public realm would be borne by the proponent. For clarity, new revised Site and Ground Floor Plan drawings, which remove the annotation and dotted red line for the public realm, have been included in Attachment F of the Council Report (replacing those included in Attachment F for the Agenda Forum Report).

**10.1.4 CREATION OF COTTESLOE TOWN CENTRE METERED ZONE AND REVISED PARKING RESTRICTIONS**

**Directorate:** Development and Regulatory Services  
**Author(s):** Corey Parkinson, Coordinator Ranger Services  
**Authoriser(s):** Paul Neilson, Manager Planning Services  
**File Reference:** D26/67856  
**Applicant(s):** Nil  
**Author Disclosure of Interest:** Nil

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**SUMMARY**

For Council to consider and implement, in accordance with its adopted Parking Strategy 2026-2029, Paid Parking Metered Zones and the associated installation of time restricted parking signage within the Cottesloe Town Centre (Town Centre).

**OFFICER RECOMMENDATION IN BRIEF**

In accordance with the Town's Parking and Parking Facilities Consolidated Local Law 2024 (Local Law), introduce Paid Parking Metered Zones and associated time-restricted parking signage in the Town Centre in accordance with Attachments A and C. The Paid Parking Metered Zones and associated time-restricted parking signage will not apply until such time as the parking meters and signage are in place, which is anticipated to be late 2026.

**BACKGROUND**

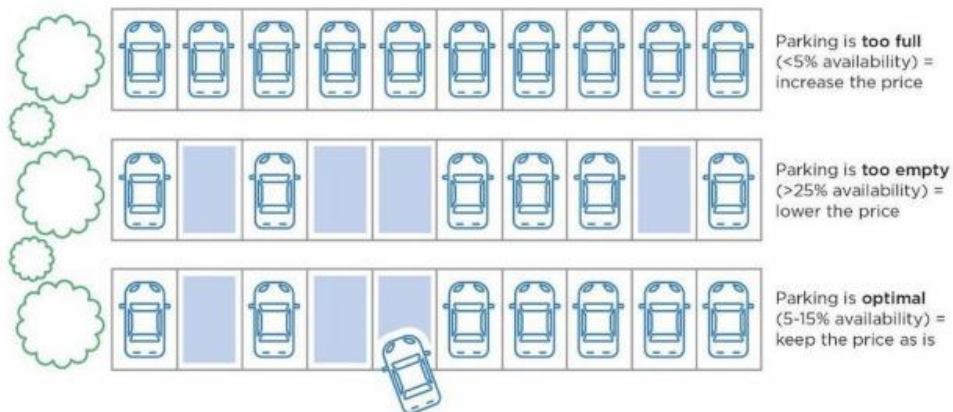
At its Ordinary Council Meeting (OCM) held on 26 May 2026, Council resolved to adopt the Town of Cottesloe Parking Strategy 2026-2029.

The Parking Strategy built on work undertaken during the 2021–2024 Strategy and recent traffic and parking studies which identified peak-time parking congestion in the Town Centre. The final Parking Strategy was the subject of community consultation in the early part of 2026.

The Strategy recommended that the Council introduce paid parking into the Town Centre. Public parking is vitally important to the economic and social wellbeing of the Town and in commercial areas, is closely linked to business prosperity (especially retail). Existing sensors indicate significant congestion and high levels of parking 'overstays' in the Town Centre.

The strategy proposes a demand-based model whereby pricing and time restrictions are adjusted to maintain approximately 5-15% parking availability, as illustrated in Diagram 1 below. Implementation should be monitored to ensure it remains responsive to parking demand, business needs and community expectations.

Diagram 1 -



### **OFFICER COMMENT**

#### **Location and associated parking restrictions of the metered zones**

The methodology for the introduction of paid parking in the Town centre is detailed under Parking and Parking Facilities Consolidated Local Law 2024 (Local Law).

Clause 2.1(1) of the Parking and Parking Facilities Consolidated Local Law (Local Law) provides:

‘The local government may by resolution constitute, determine and vary and also indicate by signs, metered spaces and metered zones.’

A ‘metered zone’ is a ‘road or reserve in respect of which a parking meter regulates the parking of vehicles’.

The Town is then required to establish Paid Parking Metered Zones at which paid parking is to apply and to also detail the various signage changes to reflect the Fee Payable within the zone.

In this respect, Town staff have now identified the location and timing of the new 11 Metered Zones and parking restrictions within the Town Centre, and these are shown on the map and schedule illustrated in Attachment A. More detailed maps illustrating the location of each of the new Metered Zones are shown on Attachment C.

#### **Changes from existing parking restrictions**

The changes from the current parking restrictions for the Town Centre to the new Parking Restrictions for the Metered Zones is shown on Attachment D.

For most of the Metered Zones, the hourly parking restrictions already adopted by Council under the Local Law will remain, but are now subject to paid parking. For instance, at the Jarrad Street Metered Zone (No 9), the ‘2P’ restriction remains as ‘2P’.

The most significant change is that the carpark on Railway Street (No .1) and sealed section on Brixton Street (No 2) are recommended to change from ‘unrestricted’ to a ‘Metered Zone’ eight hour (all day) zone.

It is also intended to apply paid parking restrictions for all Metered Zones from Monday to Sunday from 8am to 6pm which differs from the current parking restrictions which apply from 8am to 6pm Monday to Friday, and, Saturday 8am to 1pm.

### 15 Minute Free Parking

Town Officers propose that, for the purposes of convenience and short term accessibility, the Town provide a small amount of bays (10 bays) as free 15 minute parking bays at strategic locations in the Town Centre. This includes adding new free 15 minute bays on Station, Jarrad and Railway Streets respectively. It also proposes to retain the 15 minute free parking bays on Napoleon Street and change the existing 10 minute free parking bays on Forrest Street to 15 minutes (to ensure a consistent approach across the Town Centre). These amendments are detailed on Attachment B and the locations of the 15 minute free parking bays is shown on Attachment C.

### ACROD Parking

For ACROD Parking, the Town is not proposing to charge for the parking but will still implement timed restrictions. This approach is in keeping with many local governments within the metropolitan area including the City of Vincent, City of Fremantle and City of Subiaco. The location of the ACROD bays are shown on Attachment C.

### Timing for implementation of metered parking zones

In accordance with Council's resolution at its OCM held in May 26, the Town is presently progressing tenders for the implementation of paid parking (installing parking ticket machines and associated software).

The current parking restrictions and signage should remain up until the date at which paid parking associated with the Metered Parking Zone commences. As such, it is recommended that Council's resolution ensure that paid parking only applies from the date all of the new signage for the Metered Zones is installed. It should also be noted that with the exception of the existing free parking at Forrest and Napoleon Streets, the introduction of the new 15 minute free parking at the other locations would not take effect until paid parking is in place and appropriate signage erected.

A cautioning period would take place for the offence of parking without a fee following installation to enable visitors to get familiar with the changes.

The Strategy raises the potential for spillover of parking into nearby residential streets to the north of the Town Centre once paid parking is implemented. In this respect, the Town is considering the introduction of potential parking restrictions in these streets and the potential for residential parking permits to be introduced to manage such impacts. This will be the subject of a further report to Council, and may also consider the potential impacts of workforce parking associated with the construction of the mixed-use development at 7-11 Station Street.

### Paid parking fees

At its Special Council Meeting held on 11 August 2026, Council resolved to adopt its 2026/27 Fees and Charges Schedule. As part of this, Council has adopted an hourly rate of \$2 per hour for parking and up to a maximum of \$8 per day for those parking areas where 8 hours parking (8P) is permitted. ACROD bays will remain free.

**ATTACHMENTS**

- 10.1.4(a) ATTACHMENT A - Proposed Metered Zones for paid parking in the Cottesloe Town Centre - Metered Zones [under separate cover]
- 10.1.4(b) ATTACHMENT B - Amendments to Parking Restrictions to introduce 15 Minute Parking Bays in the Town Centre [under separate cover]
- 10.1.4(c) ATTACHMENT C - Detailed Locations of Metered Zones and 15 minute Parking Bays [under separate cover]
- 10.1.4(d) ATTACHMENT D - Current and Proposed Restrictions(4) - Metered Zones [under separate cover]

**CONSULTATION**

The Parking Strategy was the subject of extensive public consultation prior to adoption.

**STATUTORY IMPLICATIONS*****Local Government Act 1995*****s.3.5. (1) Legislative power of local governments**

*A local government may make local laws under this Act prescribing all matters that are required or permitted to be prescribed by a local law, or are necessary or convenient to be so prescribed, for it to perform any of its functions under this Act.*

**Town of Cottesloe Parking and Parking Facilities Local Law 2024****2.1 Determine of metered zones**

- (1) *The local government may by resolution constitute, determine and vary and also indicate by signs, metered spaces and metered zones.*
- (2) *In respect of metered spaces and metered zones the local government may by resolution determine, and may indicate by signs –*
  - (a) *permitted times and conditions of parking depending on and varying with the locality;*
  - (b) *classes of vehicles which are permitted to park;*
  - (c) *the amount payable for parking; and*
  - (d) *the manner of parking.*

**POLICY IMPLICATIONS**

Council's policy position in respect of its Parking Strategy is that it supports the introduction of paid parking in the Town Centre as a mechanism to improve parking availability, reduce overstays, and support the economic and social vitality of the Centre.

**STRATEGIC IMPLICATIONS**

This report is consistent with the Town's *Council Plan 2023-2033*.

Priority Area 3: Our Prosperity - A vibrant and sustainable place to live, visit and enjoy.

Major Strategy 3.1: Activating Cottesloe and Swanbourne town centres and increasing their appeal, attracting more local business and visitors.

### **RESOURCE IMPLICATIONS**

The tender for implementation of metered parking closed on Wednesday 12 August 2026. A late report is intended to be presented to Council for consideration at the August Ordinary Council Meeting for appointment of a preferred tenderer. The Town has set aside funds in its 2026/27 Budget to implement Paid Parking in the Town Centre.

### **ENVIRONMENTAL SUSTAINABILITY IMPLICATIONS**

The introduction of paid parking will assist with people considering alternative modes of travel such as walking, bicycle riding, ridesharing and use of public transport with the potential to reduce the Town's carbon footprint.

### **RISK MANAGEMENT IMPLICATIONS**

1. The risks associated with introducing paid parking in the Town Centre have been considered through a dedicated project risk assessment. The most significant risks relate to community acceptance, customer experience, parking displacement into surrounding residential streets, equipment reliability, vendor performance, and compliance with legislative requirements. These risks are typical for the implementation of a paid parking scheme and have been assessed as manageable through appropriate mitigation measures.
2. The report's proposed implementation approach aligns with the identified controls, including extensive community consultation, a staged introduction with a cautioning period, provision of free short-stay parking, installation of clear signage, and ongoing monitoring of parking demand and community impacts. The potential for parking spill over into adjacent residential areas has also been recognised, with future consideration of residential parking controls and permit schemes if required.
3. Overall, the residual risk to the Town is considered manageable, provided that implementation is supported by effective communications, staff training, reliable parking technology, ongoing compliance monitoring, and regular review of parking occupancy, customer feedback and business impacts following commencement of paid parking.

### **VOTING REQUIREMENT**

Simple Majority

### **OFFICER RECOMMENDATION**

**THAT Council:**

1. Pursuant to s.3.5(1) of the *Local Government Act 1995* and c.2.1(1) of the *Parking and Parking Facilities Consolidated Local Law 2024*, DETERMINE to constitute and to be indicated by signs, metered zones as detailed on Attachment (a) and as shown in more detail for each of the eleven metered zones in Attachment (c).

2. Pursuant to s.3.5(1) of the *Local Government Act 1995* and c.2.1(2)(a) of the Parking and Parking Facilities Consolidated Local Law 2024, DETERMINE, to be indicated by signs, permitted parking times detailed on Attachment (b) for eight new 15 minute free parking bays in the locations shown on Attachment (c).
3. REQUEST the Chief Executive Officer to install signage to implement Council's Determinations in (1) and (2) above.
4. APPROVES retaining in place the current parking restrictions at the Cottesloe Town Centre until all necessary signage is installed to implement Council's Determinations in (1) and (2) above.

**ENGINEERING SERVICES****10.1.5 FORESHORE MASTERPLAN**

**Directorate:** Engineering Services  
**Author(s):** Shaun Kan, Director Engineering Services  
**Authoriser(s):** Mark Newman, Chief Executive Officer  
**File Reference:** D26/81682  
**Applicant(s):** Internal  
**Author Disclosure of Interest:** Nil

**SUMMARY**

This report provides Council with an update on the progress of the Foreshore Redevelopment Project following the Town's successful Urban Precincts and Partnerships Program (uPPP) funding application.

It also seeks Council's consideration of temporary parking arrangements and proposes separating the Carpark Two (CP2) redevelopment from the broader Foreshore Masterplan to enable a more strategic and flexible approach to its future development.

**OFFICER RECOMMENDATION IN BRIEF**

That Council approves the temporary extension of Carpark Two into John Black Dune Park to provide up to 100 interim parking bays to offset the reduction of Carpark One (CP1) and the separation of the CP2 redevelopment component from the Foreshore Masterplan.

**BACKGROUND**

Following Council's adoption of the Foreshore Redevelopment detailed design in March 2021, officers have actively pursued external funding opportunities to facilitate project delivery.

In May 2026, the Town was successful in securing funding through the uPPP for Stage One of the project (refer to diagram 1), covering the area between Forrest Street and Napier Street. Officers continue to advocate for additional State Government funding to deliver Stage Two, extending from Napier Street to Eric Street.

In June 2023, Council adopted the CP2 Redevelopment Strategy, which proposed changing the land tenure to a Class C Reserve to facilitate the development of short-stay accommodation and ground-floor retail uses (refer to diagram 2). The concept included a multi-deck car park providing approximately 550-600 bays, enabling retention of the existing parking supply within CP2 while offsetting the loss of approximately 130 bays associated with the partial repurposing of CP1. Under this proposal, 20 short term bays would remain within CP1.

The strategy sought to generate long-term lease revenue to assist in funding the Foreshore Redevelopment Project, whilst increased rates revenue would contribute to the ongoing maintenance, renewal and operation of foreshore assets.

Since adoption of the strategy, officers have identified the need to explore a broader range of land tenure options before progressing any formal proposal. Given the complexity of land tenure reform and the significant strategic implications of the CP2 redevelopment, a collaborative approach involving the State Government is considered appropriate.

Additional commentary on these matters is provided below.

### **OFFICER COMMENT**

#### **Foreshore Redevelopment Stage One (uPPP Project)**



***Diagram 1: Foreshore Redevelopment Project Stage One and Two***

Officers are currently pursuing several complementary funding opportunities through Lotterywest and the Metropolitan Regional Roads Group (MRRG). Should these applications be successful, the additional funding would support further enhancements, including upgrades to the playground and Marine Parade.

The future application for the Department of Fire and Emergency Services' Disaster Ready Fund would be suitable for making the lower terrace retaining walls resistant to coastal erosion. This aligns with recommendations contained within the Coastal Hazard Risk Adaptation Management Plan (CHRMAP).

The additional funding has the potential to expand the project beyond the \$15 million uPPP concept. The extent of any scope increase will be determined through updated quantity surveying estimates and future public tender outcomes.

Council should note that the most recent project cost estimate, prepared in August 2024, valued the complete Foreshore Redevelopment Project at approximately \$32 million, comprising:

- \$26 million in construction costs;
- \$3 million in contingencies;
- \$1.5 million in pre-construction professional services; and
- \$1.5 million in market escalation allowances.

Main Roads Western Australia (MRWA) has been appointed as the administrator for the uPPP grant. Subject to execution of the funding agreement, the anticipated project delivery timeframe is as follows:

- |                                                     |                         |
|-----------------------------------------------------|-------------------------|
| • Execution of funding agreement                    | July to August 2026     |
| • Detailed Design update and heritage documentation | August to November 2026 |
| • Public tender and contract award                  | February to March 2027  |
| • Construction                                      | May 2027 to June 2028   |

Officers will continue to provide regular updates to Elected Members through monthly workshops.

Construction of the Foreshore Redevelopment Project will require the reduction of CP1 from approximately 135 bays to 20 **short term** bays. To minimise parking impacts during this period, Council is requested to consider a temporary extension of CP2 into the John Black Dune Park area to provide **up to 100 interim parking bays**. **Any design will aim to protect valuable trees and only where necessary, the removal of declared weed to accommodate these bays.**

The indicative location is shown in Diagram 1, and the associated costs will be funded through the uPPP grant.

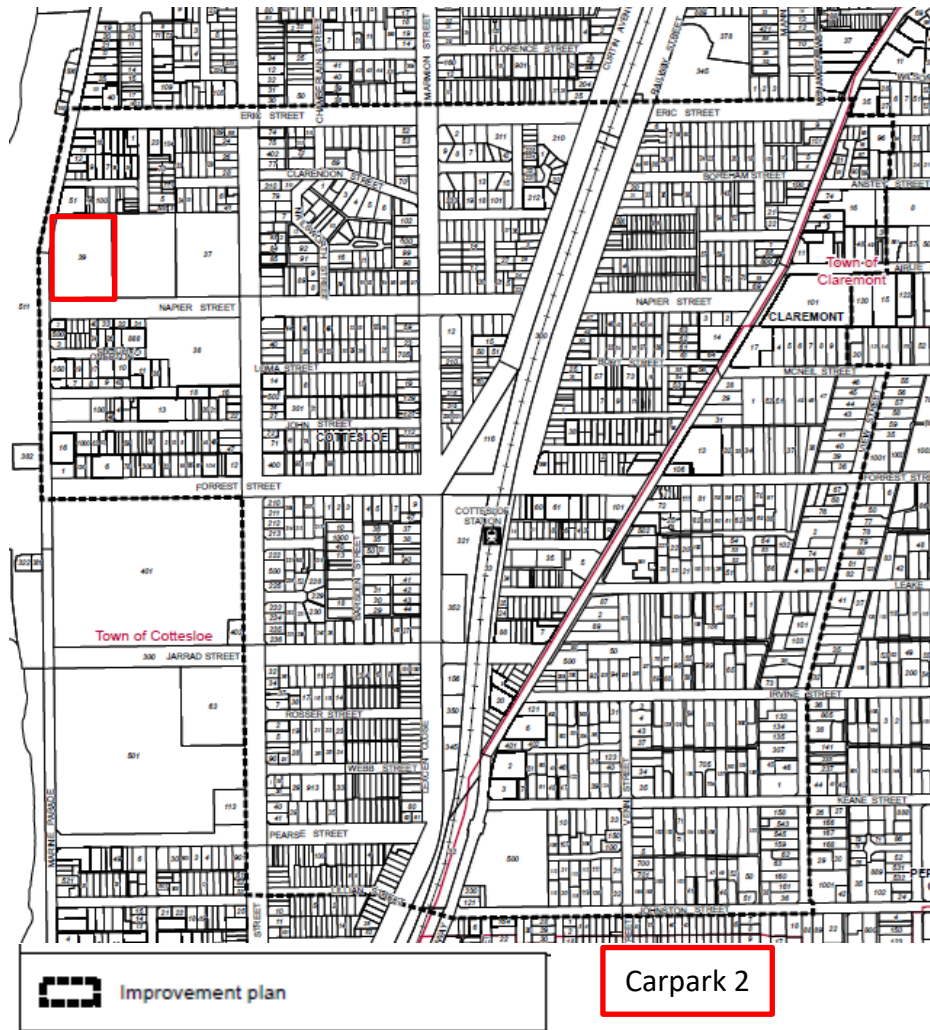
Without the provision of temporary replacement parking, significant parking pressures are expected during peak summer periods, particularly within surrounding residential streets.

### Carpark Two Redevelopment



**Diagram 2: Carpark Two Redevelopment Concept**

The State Government has recently announced the roll out of its Improvement Plan 65 – Station Precincts (**Improvement Plan 65**) across the Perth Metropolitan area with the aim to increase housing density. The CP2 site falls within the Improvement Plan 65 catchment.



While the CP2 Redevelopment Strategy identifies a Class C Reserve as the preferred tenure arrangement, no detailed feasibility assessment has been undertaken and alternative tenure models have not yet been investigated. Any change to Crown land tenure is a complex process requiring State Government approval and, in many circumstances, endorsement by both Houses of Parliament.

To maximise the prospects of success and understand the implications of the Improvement Plan 65, it is suggested that a robust evidence-based assessment of this State Government initiative be undertaken before Council commits to a preferred approach.

Accordingly, officers recommend that Council continue to liaise with relevant State Government agencies to evaluate potential land tenure arrangements and determine the most appropriate path forward.

Given the complexity, longer delivery horizon and distinct development objectives associated with CP2, officers also recommend that the CP2 redevelopment be separated from the Foreshore Masterplan. This will allow both projects to progress independently while ensuring dedicated strategic focus is applied to the CP2 redevelopment.

**ATTACHMENTS****10.1.5(a) Foreshore Redevelopment Project - Diagram 1 [under separate cover]****CONSULTATION**

Council continues to liaise with appropriate State Ministerial offices and the Department of Planning Lands and Heritage.

**STATUTORY IMPLICATIONS**

There are no statutory implications resulting from the officer's recommendation.

**POLICY IMPLICATIONS**

Whilst there may be no policy implications, the officer's recommendation changes the scope of the December 2019 endorsed Foreshore Masterplan and the Carpark Two Strategy approved by Council, now recognising Stage 1 as the approved area under the uPPP funding Agreement with Carpark 2, and the area north of Napier Street to Eric Street as separate stages.

**STRATEGIC IMPLICATIONS**

This report is consistent with the Town's *Council Plan 2023-2033*.

Priority Area 3: Our Prosperity - A vibrant and sustainable place to live, visit and enjoy.

Major Strategy 3.3: Partner with other stakeholders

**RESOURCE IMPLICATIONS**

The uPPP grant makes allowance for the carpark extension in CP2.

\$70,000 has been incorporated in the 2026/2027 budget to implement the officer's recommendation, for consultant support for valuations, design, communications and advocacy.

**ENVIRONMENTAL SUSTAINABILITY IMPLICATIONS**

Any future concept design and development proposal will incorporate environmentally sustainable design principles where practical.

The temporary CP2 extension may require the removal of some vegetation within John Black Dune Park. Impacts will be minimised through detailed design and offset through future landscaping and revegetation works as part of the permanent CP2 redevelopment.

**RISK MANAGEMENT IMPLICATIONS**

- Failure to provide temporary replacement parking may result in increased congestion and parking impacts on surrounding residential streets during peak visitation periods.

*Mitigation:* Investigate and implement suitable temporary parking arrangements, prepare a traffic and parking management plan, and undertake community communication prior to project commencement.

- Progressing a Class C Reserve tenure change without considering alternative options or undertaking detailed feasibility analysis may reduce market interest and result in additional costs if Council is required to revisit its decision.

*Mitigation:* Undertake a comprehensive feasibility assessment, evaluate alternative tenure and delivery models, and seek market feedback before progressing any tenure change proposal.

- Failure to engage the State Government throughout the planning process may reduce the likelihood of obtaining approval for any future land tenure proposal.

*Mitigation:* Maintain ongoing consultation with relevant State Government agencies, seek early guidance on approval requirements, and incorporate agency feedback into project planning and decision-making.

- Excluding the Council's Foreshore Precinct Advisory Committee from the process may limit community representation and reduce access to valuable stakeholder expertise.

*Mitigation:* Provide regular updates to FPAC, seek input at key project milestones, and ensure stakeholder views are considered as part of Council's decision-making process.

- Retaining the CP2 redevelopment within the Foreshore Masterplan may unnecessarily complicate project delivery given the differing objectives, timeframes and governance requirements of the two initiatives.

*Mitigation:* Establish clear project governance arrangements, define the relationship between the two initiatives, and consider progressing CP2 as a separate but coordinated project where appropriate

### **VOTING REQUIREMENT**

Simple Majority

### **OFFICER RECOMMENDATION**

**THAT Council**

1. **APPROVES** the temporary extension of Carpark Two into John Black Dune Park to provide **up to 100** interim bays as shown in the area within diagram 1, **NOTING** that this will be funded by the Urban Precincts and Partnership Program Grant.
2. **NOTES** that any interim car park design will protect valuable vegetation and only where necessary the removal of declared weed to accommodate these bays;
3. **APPROVES** the separation of the Carpark Two element from the December 2019 Foreshore Masterplan for future advocacy purposes.
4. **AUTHORISES** the Chief Executive Officer to collaborate with Council's Foreshore Precinct Advisory Committee and Western Australian State Government to consider

the implications of the State Government “Improvement Plan 65 – State Precincts”, and identify other possible land tenure options for Carpark Two.

5. REQUESTS the Chief Executive Officer to write to the Minister of Planning, Lands and Heritage to advise of this Council direction.

**10.1.6 SEA VIEW GOLF CLUB (SVGC) CLUBHOUSE REDEVELOPMENT**

**Directorate:** Engineering Services  
**Author(s):** Shaun Kan, Director Engineering Services  
**Authoriser(s):** Mark Newman, Chief Executive Officer  
**File Reference:** D26/90971  
**Applicant(s):** Internal  
**Author Disclosure of Interest:** Nil

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**SUMMARY**

The purpose of this report is to seek Council's approval to revoke its previous in-principle support for a 10-year lease renewal for the Sea View Golf Club (**SVGC**), thereby allowing consideration of alternative lease terms that may be required to facilitate private investment in the proposed clubhouse redevelopment. The report also seeks Council's endorsement of a request to the Club to submit a detailed business plan following investor negotiations, and outlines the further approvals and negotiations required before any lease or redevelopment can proceed.

**OFFICER RECOMMENDATION IN BRIEF**

The Administration is recommending revocation of a previous in-principle 10-year lease term for the SVGC to enable the Club to negotiate redevelopment with prospective private investors. It is also recommended that, after negotiations, the Club be requested to provide Council with a business plan to consider. Further actions to progress an outcome from there are also recommended.

**BACKGROUND**

In September 2023, Council resolved (OCM198/2023) that the Class A Reserve occupied by the Sea View Golf Club (Reserves 6613 and 1664) should remain as a golf course, thereby excluding residential redevelopment of the site. As part of what was resolved, Council also provided in-principle support for a ten-year lease renewal, subject to specific redevelopment provisions, as follows:

***"2. PROVIDES in-principle support for a ten (10) year lease renewal (new lease) of the Sea View Golf Course to the Sea View Golf Club, subject to either:***

- a. The inclusion in the new lease of a redevelopment clause exercisable by Council upon a six (6) month notice period; or***
- b. Council resolving that the progress of investigating redevelopment opportunities is sufficient to result in a redevelopment plan being incorporated into the lease."***

In April 2024, Council endorsed the SVGC Clubhouse Redevelopment Strategy, which subsequently led to three redevelopment concepts being approved for further investigation in October 2024.

Economic analysis and market sounding exercises were undertaken to assess the viability of the concepts. In February 2026, Council was presented with the findings, including four

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potential delivery models, one of which involved the Club independently sourcing a private investor to deliver a redevelopment proposal.

In May 2026, Council was advised that the SVGC was pursuing this pathway. Following an independently managed Expression of Interest process, SVGC has now submitted a redevelopment proposal supported by investor interest. This proposal is discussed further in the Officer Comment section of this report.

#### **Status of current lease**

The term of the SVGC lease expired on 30 June 2026, and in August 2025, Council granted a one-year extension to the lease [to 30 June 2027](#).

#### **OFFICER COMMENT**

The concept SVGC has prepared involves the refurbishment and enhancement of the existing clubhouse within its current footprint while addressing key building deficiencies and delivering improvements broadly comparable to the concept of “expand and refurbish” Council has previously endorsed.

Feedback received through the Club’s investor engagement process indicates that potential investment partners require certainty of tenure via a lease term of approximately 21 years to provide sufficient commercial certainty and support project viability.

Council's previous in-principle support for a ten-year lease term in Resolution 2 from OCM198/2023 in September 2023 is inconsistent with a 21-year term potential investors are seeking. This may limit the Club's ability to advance negotiations. It is therefore recommended that Council reconsider the 10-year term previously agreed in principle and revoke Resolution 2 of OCM198/2023 from September 2023.

Officers consider that revocation of Resolution 2 would not undermine the strategic intent of Council's September 2023 decision. Council's determination that the reserve remain in golf course use and not be considered for residential redevelopment would remain unaffected.

Any redevelopment proposal brought forward by the Club would still be required to demonstrate consistency with the reserve purpose, applicable planning and leasing requirements, and any future Council direction. The proposed revocation is limited to the lease tenure position adopted in 2023 and is intended to provide flexibility for further negotiations in response to current market requirements identified through the investor engagement process.

Revoking the previous resolution does not commit Council to a future lease arrangement and does not prejudice Council's ability to revisit or amend its position should circumstances change. Council retains the ability to reinstate its previous position if the Club’s negotiations with potential investors do not proceed as anticipated.

To ensure Council can remain fully informed, officers recommend that the SVGC be requested to submit a comprehensive business plan following negotiations with a preferred investor. At a minimum, the business plan should address:

- the proposed services and core functions of the facility, including food and beverage operations, golfing activities, and associated community uses;

- financial viability, including projected community benefits, investment returns, and the anticipated timeframe for Council to realise benefits from the redevelopment;
- a statutory approvals strategy identifying all planning, leasing and government approvals required to deliver the project;
- sufficient information to enable Council to assess risk and strategic alignment; and
- an implementation program outlining key milestones and next steps.

In addition to the officer's revocation recommendation, further recommendations have been made outlining the next steps to progress the project, including submission of a business plan.

### **ATTACHMENTS**

Nil

### **CONSULTATION**

Since 2023, Council has undertaken an extensive and iterative process in relation to the future of the Sea View Golf Course and clubhouse facilities.

### **STATUTORY IMPLICATIONS**

#### ***Local Government Act 1995***

#### **s.5.25 Regulations about council and committee meetings and committees**

- (1) Without limiting the generality of section 9.59, regulations may make provision in relation to –
  - ...(e) the circumstances and manner in which a decision made at a council or a committee meeting may be revoked or changed (which may differ from the manner in which the decision was made); ...

#### **Local Government (Administration) Regulations 1996**

#### **10. Revoking or changing decisions (Act s.5.25(1)(e))**

- (1) If a decision has been made at a council or committee meeting then any motion to revoke or change the decision must be supported –
  - (a) in the case where an attempt to revoke or change the decision had been made within the previous 3 months but had failed, by an absolute majority; or
  - (b) in any other case, by at least 1/3 of the number of offices (whether vacant or not) of members of the council or committee,Inclusive of the mover.

### **POLICY IMPLICATIONS**

There are no perceived policy implications arising from the officer's recommendation.

**STRATEGIC IMPLICATIONS**

This report is consistent with the Town's *Council Plan 2023 – 2033*.

Priority Area 4: Our Leadership and Governance - Strategic leadership providing open and accountable governance.

Major Strategy 4.2: Work innovatively and collaboratively with government, industry, business and community to deliver positive outcomes.

**RESOURCE IMPLICATIONS**

There are no direct financial implications arising from the recommendation to revoke Resolution 2 of OCM198/2023. The recommendation does not commit Council to a lease renewal, redevelopment project, financial contribution or funding arrangement.

**ENVIRONMENTAL SUSTAINABILITY IMPLICATIONS**

There are no perceived sustainability implications arising from the officer's recommendation.

**RISK MANAGEMENT IMPLICATIONS****Commercial Viability Risk**

There is a risk that potential investors may not proceed with negotiations if Council retains its previous in-principle support for a ten-year lease. A longer term is required to ensure:

- opportunities to renew and improve clubhouse facilities via private investment; and
- commercial viability for a private investor can be achieved.

Conversely, there is a risk that arrangements of such a nature are deviating from Council's strategic intent that the reserve should remain a golf course. The mitigation is that the resolution Council is being asked to consider relates only to revoking the lease tenure of the September 2023 resolution and does not alter Council's commitment to the key principles articulated in that decision regarding purpose and heritage value of the reserve.

**Project Progression Risk**

If Council does not revoke the in-principle 10-year lease decision, potential private investors are not likely to be willing to consider redevelopment of the Club. This significantly hinders SVGC's ability to prepare a detailed business case for Council's consideration.

**Strategic Alignment Risk**

Progressing alternative business models may result in a misalignment between Council's preferred approach and the Club's investor-led proposal, potentially limiting opportunities to secure private sector investment and delaying project implementation.

**Statutory Risk**

Ministerial consent will be required for the new lease. A minor risk exists in that the redevelopment may not accord with the reserve purpose and provisions of the Town's

Management Order. Preliminary discussions with DPLH suggest a redevelopment would be consistent with the reserve purpose.

### **VOTING REQUIREMENT**

Absolute Majority - Recommendation 1 requires a mover and two seconders

Simple Majority – Recommendations 2 and 3.

### **OFFICER RECOMMENDATION**

#### **THAT COUNCIL:**

1. Pursuant to s.5.25(1)(e) of the *Local Government Act 1995* and r.10(1) of the Local Government (Administration) Regulations 1996, resolve by ABSOLUTE MAJORITY to REVOKE Resolution 2 of OCM198/2023 from the 19 September 2023 Ordinary Council Meeting, namely:  
  

***"2. PROVIDES in-principle support for a ten (10) year lease renewal (new lease) of the Sea View Golf Course to the Sea View Golf Club, subject to either:***

  - a. *The inclusion in the new lease of a redevelopment clause exercisable by Council upon a six (6) month notice period; or*
  - b. *Council resolving that the progress of investigating redevelopment opportunities is sufficient to result in a redevelopment plan being incorporated into the lease.*

***" If the revocation is adopted, Officers then recommend the following;***
2. NOTES that the Seaview Golf Club will be required to submit a business plan prior to conclusion of negotiations with a preferred investor(s) showcasing, amongst other things, the redevelopment facilities, financial viability, statutory approvals strategy and an implementation program with timing for delivery of the project.
3. NOTES the remaining process for the project:
  - a. Council endorses a set of commercial terms, lease conditions and term for further negotiations with the Seaview Golf Club;
  - b. The final lease and the concept is endorsed by the State Government; and
  - c. The redevelopment project is implemented.

**10.1.7 MARINE PARADE TREE PLANTING**

**Directorate:** Engineering Services  
**Author(s):** Shaun Kan, Director Engineering Services  
**Authoriser(s):** Mark Newman, Chief Executive Officer  
**File Reference:** D26/97149  
**Applicant(s):** Internal  
**Author Disclosure of Interest:** Nil

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**SUMMARY**

The report concludes that the proposed replanting of Norfolk Island pines at Reserve 16187 is supported by the Town's adopted strategic and policy framework, including the Green Infrastructure Strategy, Street Tree Policy and Street Tree Masterplan. Whilst community feedback identified concerns regarding views, planting density, safety and procedural matters, the report indicates these issues can be appropriately balanced against Council's established commitment to increasing canopy cover and reinforcing the distinctive Norfolk Island pine landscape character of Marine Parade.

The proposal represents an opportunity to address a recognised gap in the existing avenue planting while providing long-term environmental and amenity benefits.

**OFFICER RECOMMENDATION IN BRIEF**

It is recommended that Council support the replanting of **4** Norfolk Island pine trees, in addition to the one tree depicted in the Landscaping Strategy endorsed by Council in March 2026, with planting undertaken at **16 metre** spacing to align with the established pattern of Norfolk Island pines located to the north and south of the site. This approach provides a balanced, policy-consistent outcome that appropriately responds to both community feedback and Council's adopted objectives for urban greening.

**BACKGROUND**

In February 2013, Council first adopted its Street Tree Policy, which was most recently reviewed in February 2021.

In September 2017, Council first adopted its Street Tree Masterplan, which is a policy instrument intended to help implement the Street Tree Policy.

In June 2024, Council adopted its Green Infrastructure Strategy an objective of which was to increase tree canopy cover on public land.

In December 2025, Council approved the Landscaping Strategy for the Marine Parade Shared Path Project (OCM194/2025). The approved landscaping plan identified the planting of one tree within the section of foreshore immediately north of Vera View.

In June 2026, the Town planted seven Norfolk Island pine trees at this location. Six of these trees formed part of the Town's annual tree planting program, while one tree was included as part of the Marine Parade Shared Path (**MPSP**) Project.

Prior to planting the Norfolk Island pines, notification letters were issued to residents opposite the site. As no objections were received within the notification period, the works proceeded as scheduled.

Following the planting, a number of nearby residents contacted the Town requesting that the trees be removed. Officers subsequently met with concerned residents on site to discuss their concerns.

On 31 July 2026, seven Norfolk Island pine trees were carefully removed and placed into temporary storage to allow broader community consultation to occur. Consultation was undertaken between 5 August and 19 August 2026.

Council should note that this decision relates only to the proposed planting location north of Vera View. Future planting proposals elsewhere along the foreshore will be subject to separate consideration and Council's adopted policy direction.

### **OFFICER COMMENT**

#### **Policy framework**

The increase of tree canopy cover on public land within the district of the Town is supported by a number of Council adopted policies. These strategic documents were each subject to district-wide community consultation prior to their adoption by Council and collectively support increasing urban canopy cover through infill planting across the Town.

Objective 1 of the Green Infrastructure Strategy is to "Maintain and increase Tree Canopy Cover on Public Land". The Strategy notes that increased street tree numbers have a number of benefits including addressing effects of climate change, maintaining native bird species habitat, improved aesthetics, provision of overhead shade and heat reduction, mental health benefits and lower urban traffic speeds. The Action Plans adopted under the Strategy include developing "...a long-term tree planting program that targets areas with low canopy cover and high potential for growth".

The Town's Street Trees Policy similarly recognises "the environmental and aesthetic contribution that street trees make to the continuing development and presentation of streetscapes" and adopts the general policy principle that street trees should be established on every street and road in the district of the Town.

The Street Tree Masterplan specifies "*Araucaria heterophylla*" (Norfolk Island pine) as a preferred tree species for planting along Marine Parade. Various policy instruments (including the Street Tree Masterplan and Public Open Space and Playground Strategy) recognise that the Norfolk Island pine tree contributes to a recognisable Cottesloe identity and unique "sense of place".

The Town's Beach Policy provides that the Town will "...seek to provide shaded areas particularly along the beach front, by the use of suitable shade trees...". The Policy additionally provides that no new plantings will be undertaken without prior community consultation, which has now been undertaken. The results of the consultation are discussed below.

Whilst the Landscaping Strategy for the MPSP only depicted one tree node for the proposed location, this was for the purpose of the Shared Path Project only and does not displace other policy instruments applicable to tree planting on public land as discussed above.

In summary, the applicable policy framework is considered to be strongly supportive of the proposed planting of Norfolk Island pine trees in the location proposed.

### Council's consideration of landscaping for the MPSP project

During 2025-26, Council considered the landscaping design for the MPSP:

- |                  |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
|------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 22 April 2025    | <p>Council considered a public consultation report presenting the results of a survey, completed by 219 community respondents, considering various aspects of the MPSP. References were made in the report to the Department of Transport's publication <i>"Planning and Designing for Bike Riding in Western Australia Shared and Separated Paths"</i>.</p> <p>As a point of clarification, officers confirm relevant guidance provided in this publication limited to the path width and surfacing has been considered to inform report commentary and recommendations presented to Council on the MPSP and subsequent implementation of Council decisions.</p> <p>Council endorsed preparation of a Concept Plan and design principles for public consultation regarding the project scope for each of the project stages. Council requested the Community Engagement Plan was to canvass the community on a number of things including "(b) Potential gain or loss of existing green infrastructure". (OCM063/2025)</p> |
| 22 July 2025     | <p>Council endorsed a high-level concept design for consideration by consultants as part of the design process, with a request to rationalise and remove redundant infrastructure to maximise the design outcome and minimise long term asset management issues and restore green space where possible. (OCM107/2025)</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
| 16 December 2025 | <p>Approval was given for a 50 percent design with a request for the 85 percent detailed design to be presented to Council at a workshop before March 2026. (OCM194/2025)</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
| 24 February 2026 | <p>Council endorsed changes to the December 2025 design concept to include <i>"d. Low maintenance ground cover native planting within the 500mm buffer zones at locations where the shared path abuts Marine Parade."</i> (OCM/013/2026)</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
| 24 March 2026    | <p>Officers noted in report commentary:</p> <ul style="list-style-type: none"><li>• of three layout options provided in the Landscaping Strategy, Layout 1 (evenly spaced trees along the path) was, on its own, constrained by maintenance access. Officers went on to say where tree planting was unsuitable, low area vegetation was to be installed only if there is no risk of damage to them;</li><li>• limits to tree planting along Marine Parade to protect views, with the caveat that <b>additional planting opportunities should not be avoided solely to protect views as it would be inconsistent with the Town's Street Tree Policy;</b></li></ul>                                                                                                                                                                                                                                                                                                                                                           |

- Officers identified the risk of a mismatch between increased planting and community expectations. Mitigation to plant lower growing species as a compromise was suggested.

Council went on to approve the 85 percent design which included the Landscaping Strategy, unchanged from what officers presented. (OCM048/2026)

### **Implementation of the Street Tree Masterplan and Street Tree Policy**

The Street Tree Masterplan and Street Trees Policy are implemented through the Town's verge street tree planting programme, which has been running annually since 2018 and aims to increase the tree canopy and address gaps within the urban forest in Cottesloe.

Planting Norfolk Island pines in the proposed location along Marine Parade on Reserve 16187 is entirely consistent with the Street Tree Masterplan and Street Trees Policy. Consultation that was undertaken on the Street Tree Masterplan did not generally dispute its canopy objectives or the suitability of Norfolk Island pines in the Marine Parade streetscape.

The Administration concedes the Landscaping Strategy Council approved in 24 March 2026 depicted only one tree at the proposed location on Reserve 16187. The current objection to seven trees exposes the tension between the weight to be given to canopy expansion objectives when balanced against site-specific considerations as raised by current objectors.

Concerns have been raised regarding the need to maintain low vegetation along Marine Parade to preserve coastal views, sightlines and public safety outcomes. Those considerations should be balanced against Council's established commitment to urban greening as articulated in its Street Tree Masterplan and Street Tree Policy. Those strategic documents reflect a long-term objective to expand and enhance Cottesloe's tree canopy, recognising the environmental, landscape, biodiversity and amenity benefits that appropriately selected street trees provide.

In this context, the proposed site should not be excluded from consideration for tree planting solely because low-growing vegetation has been proposed in a Landscaping Strategy or as a mitigation measure against non-alignment with community expectations. Rather, Council is obliged to give genuine consideration to greening outcomes that align with its adopted policies, including the potential use of Norfolk Island pines where site conditions, view-sharing requirements and safety considerations can be appropriately accommodated. Doing so would be consistent with Council's previous commitments to strengthen the urban forest and maintain the coastal landscape character through the strategic planting of Norfolk Island pines along Marine Parade.

### **Revocation suggestion**

Objectors have questioned whether the Landscaping Strategy approved under OCM048/2026 should be revoked because the proposed Norfolk Island pines differ from the planting shown in Attachment C.

Administration considers Council was made aware that additional tree planting may be considered and that avoiding plantings solely to preserve views would be inconsistent with the Town's Street Tree Policy.

Officers considered whether the Landscaping Strategy could be revoked while retaining the other approved design components. As the project can proceed without the Landscaping Strategy and revoking it would not make the remaining approvals inconsistent, revocation is not necessary.

However, Council's original decision anticipated further review, financial analysis, and a return to Council before tendering, indicating the design was not final. The possibility of alternative plantings was also contemplated when the Landscaping Strategy was approved.

On balance, and having regard to Council's tree canopy policy framework supporting Norfolk Island pine plantings, Administration considers revocation of Resolution 1(c) of OCM048/2026 is unnecessary.

### **Location**

The purpose of the Town's annual tree planning program is to achieve the objective of expanding Cottesloe's tree canopy cover by seeking to identify and address gaps, such as that which exists at the proposed site on Reserve 16187. (Please refer to "Reserve Purpose" below for further information as to why this particular location was selected.)

The established tree-planting practice at the Town is to space new trees 10-15 metres apart. This achieves, in the case at the proposed site for example, a continuous avenue of Norfolk Island pine trees over the long term rather than establishing isolated specimens.

A number of submissions questioned whether the proposed seven Norfolk Island pines represent the most appropriate planting outcome for this section of Marine Parade and suggested fewer trees with wider spacing between plantings. Consultation feedback raised concerns regarding the cumulative impact of seven trees on open recreational space, future canopy extent and the relationship of the plantings to the Landscaping Strategy Council endorsed in March 2026 (OCM048/2026).

A site inspection conducted on 20 August 2026, reveals that to the north and south of the proposed site, lines of established Norfolk Island pines are planted, spaced, on average, at 16 metres apart. There is no evidence of damage to the path caused by roots from these existing pines. Despite the lack of evidence of damage caused by roots, the Administration's intention is to apply the Department of Transport advice in its publication *"Planning and Designing for Bike Riding in Western Australia Shared and Separated Paths"* to engage an arborist in the early stages of the MPSP project to assess root zones.

The Administration considers a relevant consideration to be whether the proposed planting density appropriately balances canopy enhancement, streetscape consistency, recreational use of the reserve and long-term environmental benefits.

Mirroring the spacing of the pines planted to the north, it is recommended that five (5) Norfolk Island pines be replanted at the proposed site, to the north of the slow point at a spacing of 16 metres.

### **Reserve 16187**

The proposed planting of the Norfolk Island pines is considered to be consistent with the vested purpose of Reserve 16187 for "Recreation", as it would improve amenity and provide shade cover for beachgoers.

While some submitters questioned why this location was selected in preference to other areas of the Town, the Administration notes that the proposal forms part of an ongoing annual planting program and is intended to address an identified gap within an existing avenue planting arrangement.

No comparative assessment of alternative planting locations elsewhere in the Town was provided by community members in the consultation feedback. Accordingly, the Administration's position is based on the suitability of this location to support canopy expansion objectives, rather than a determination that it necessarily represents the highest priority planting location within the district.

### **Safety**

Submitters referred to State guidance recommending consideration of structural root zones and root protection zones when designing shared-paths adjacent to trees. No technical evidence was provided in feedback from the community to suggest the proposed planting locations were susceptible to future infrastructure damage. Rather, the feedback identified matters for further consideration and assessment.

In response to the feedback, the Administration acknowledges that the long-term relationship between mature trees and public infrastructure is an important consideration in the design and management of public open space. It is thought that these matters can be appropriately assessed and managed by the Town engaging a suitably qualified arborist to assess structural root zones, root protection zones and any future interaction with the shared path and to recommend management measures where required.

Subject to further review by an arborist, the Administration considers risks of potential root-related impact on the shared path can be appropriately mitigated as part of the implementation and long-term management of the planting programme.

During the site inspection carried out on 20 August 2026, the established Norfolk Island pines located to the north and south of the proposed planting location were observed. It was noted that these trees exhibit a characteristic growth form comprising a tall, clear trunk with foliage arranged in a conical canopy that progressively broadens with increasing height. Importantly, the lower sections of the trunk were largely free of branches and foliage, with the canopy commencing well above pedestrian and cyclist height. As a result, the risk of foliage encroaching into the path of cyclists or being present at head height is negligible, as the species naturally maintains canopy growth at a significant elevation above the road and shared path environment.

### **Procedural fairness**

Submitters raised concerns regarding procedural fairness which appears to have two main elements:

1. The seven trees were planted before consultation occurred.
2. The submitters required further information before making submissions, such as tree numbers, locations, spacing and the relationship to previous Council decisions.

Consistent with the requirements of the Town's Beach Policy, consultation with residents opposite the site was carried out prior to the seven trees being planted. No responses were

received from recipients of the notification letters in the days following the distribution and objections were only received after the trees were planted.

After the Town became aware of the objections, the seven trees were removed, carefully relocated, and a district-wide public consultation was undertaken. An overwhelming number of submissions have been received. Results of an analysis of the feedback is in the "Consultation" section below.

It is considered that affected persons have been given a reasonable opportunity to be informed, make submissions and have those submissions considered by Council before a final decision is made.

In addition, officers have made considered attempts in this report to provide responses to questions raised by objectors outside of the community engagement submission process running parallel to its preparation.

The Administration considers that any procedural fairness concerns arising from the initial planting have been remedied by the steps subsequently taken by the Town to remove the trees, undertake consultation, respond to and refer submissions to Council for consideration before Council makes a final decision.

### **Conclusion**

Having regard to the Town's adopted policy framework, the consultation undertaken, the characteristics of the proposed site and the information presented in this report, the Administration considers that the replanting of Norfolk Island pines at the proposed site on Reserve 16187 is both justified and consistent with Council's long-standing strategic commitment to increasing tree canopy cover on public land. The Green Infrastructure Strategy, Street Tree Policy and Street Tree Masterplan each support canopy expansion through infill planting and specifically recognise Norfolk Island pines as an appropriate and defining species within the Marine Parade landscape. While concerns raised by submitters regarding views, open space, procedural fairness and safety are acknowledged, the evidence before Council indicates that these matters can be appropriately managed and do not warrant the exclusion of tree planting from the site altogether.

The consultation process has highlighted a legitimate question regarding the Town's planting density rather than the suitability of Norfolk Island pines in principle. In considering this issue, Council should seek an outcome that balances canopy enhancement objectives with community expectations, ongoing recreational use of the reserve and consistency with the established avenue planting character of Marine Parade. The existing Norfolk Island pines to the north and south of the site demonstrate that the species is capable of coexisting with the surrounding road and shared-path environment, with no evidence of foliage encroachment at cyclist height and no identified root-related impacts requiring removal of those established trees. In addition, any future interaction between tree roots and infrastructure can be further assessed and managed through arboricultural advice during implementation.

Accordingly, it is recommended that Council support the replanting of **4** Norfolk Island pine trees, in addition to the one Norfolk Island pine tree already depicted in the Landscaping Strategy at Attachment C, with all trees to be planted at approximately **16 metres** apart. This spacing would maintain consistency with the established line of Norfolk Island pines located

to the north and south of the proposed site on Reserve 16187, reinforce the avenue planting character of Marine Parade, address an identified gap in the Town's urban forest and give practical effect to the canopy expansion objectives contained within Council's adopted strategic plans and policies. Such an outcome represents a balanced and defensible response that appropriately considers the matters raised during consultation by the objectors and other community members while remaining aligned with Council's previously endorsed commitments to urban greening, streetscape enhancement and the preservation of Cottesloe's distinctive coastal identity.

Should Council support this recommendation, the notification process provided in the Street Tree Policy will be followed prior to replanting the 5 trees at the proposed location. Below is a visual summary of the officer's recommendation. It will be important to note though that the trees shown are based on a 10 metre separation due to the limited capability of available technology. In reality, they are further spaced by 6 metres and starting immediately north of the Vera View Slow Point.



Although the preferred planting season is nearing its conclusion, the Administration is satisfied that additional watering, monitoring and maintenance measures can be implemented to maximise tree establishment and survival throughout the warmer months.

### **ATTACHMENTS**

Nil

### **CONSULTATION**

Community consultation was undertaken between 5 August and 19 August 2026.

Consultation included:

- notification letters to residents within a 300-metre radius of the site;
- publication of an online survey;
- advertised through the Town's website; and
- through the Town's social media channels.

Consultation demonstrates strong public support for the proposed planting where 466 of the 632 respondents were in favour, 157 expressed objections and the remaining 9 were unsure. 430 of the respondents have identified themselves as ratepayers.

In summary:

### **Main Reasons for Support**

The most common themes from supporters were:

- More shade and cooling - Many respondents highlighted increasing summer temperatures and the need for shade along Marine Parade. Additionally, trees were seen as improving comfort for walkers, cyclists, beachgoers and families.
- Increasing tree canopy – There was strong support for expanding Cottesloe's canopy cover to address urban heat, climate change and environmental resilience.
- Norfolk pines are iconic to Cottesloe - Many described Norfolk Island pines as a defining feature of the town's character and heritage.
- Environmental and biodiversity benefits - Respondents noted habitat value for birds and wildlife, carbon sequestration, erosion protection and broader environmental benefits.
- Public benefit should outweigh private views - A common sentiment was that public land should be managed for the broader community rather than to preserve ocean views from private properties.

### **Main Reasons for Opposition**

The most common concerns raised by opponents were:

- Loss of open recreational space - Many respondents felt the reserve should remain open for picnics, informal recreation, children's play and passive use.
- Impact on ocean views - Concerns were raised that mature Norfolk Island pines would obstruct views from homes, roads and public spaces.
- Too many trees proposed - Several people supported trees generally but felt that seven trees was excessive or that fewer trees would achieve a better balance.
- Preference for native species - Some respondents opposed Norfolk Island pines specifically and suggested native coastal species such as sheoaks, peppermint trees, banksias or tea trees instead.
- Existing approved landscape plan - A recurring concern was that a landscape plan already exists for the area and should not be altered without further justification.

**Additional Observations**

- Several supporters suggested adjusting spacing or reducing the number of trees from seven to five.
- A number of respondents indicated support for more tree planting generally, even if they preferred a different species.

The consultation demonstrates strong overall support (74%) for planting Norfolk Island pines on Marine Parade. Supporters primarily emphasised shade, canopy cover, environmental benefits and Cottesloe's character, while opponents focused on retaining open recreational space, protecting views, and preferring native species or existing landscape plans.

The narration within the officer's comment section of this report has addressed a large number of the concerns.

**STATUTORY IMPLICATIONS*****Local Government Act 1995******s. 2.7 Role of council***

- (2) *The council's governing role includes the following –*  
*...(c) planning strategically for the future of the district...*

***s.3.1 General function***

*...(1A) Without limiting subsection (1), the general function of a local government must be performed having regard to the following –*

- (a) the need –*  
*i. to promote the economic, social and environmental sustainability of the district...*

**POLICY IMPLICATIONS**

The strongest policy implication is that by Council resolving to re-plant 5 trees, it reinforces the Street Tree Masterplan and canopy expansion objectives.

**STRATEGIC IMPLICATIONS**

This report is consistent with the Town's *Council Plan 2023-2033*.

Priority Area 2: Our Town - Healthy natural environs and infrastructure meeting the needs of our community.

Major Strategy 2.4: Work collaboratively to protect, enhance and increase our natural assets and green canopy.

**RESOURCE IMPLICATIONS**

Resource requirements are in accordance with the existing budgetary allocation.

**ENVIRONMENTAL SUSTAINABILITY IMPLICATIONS**

There are no perceived sustainability implications arising from the officer's recommendation.

**RISK MANAGEMENT IMPLICATIONS****Risks if Council proceeds with replanting**

A decision to proceed with the replanting of Norfolk Island pines at Reserve 16187 carries a number of reputational, legal and operational risks. Some residents and stakeholders may remain opposed to the proposal and perceive the planting as adversely affecting coastal views, visual openness, informal recreation opportunities or the landscape character of the foreshore. This may result in ongoing complaints, criticism of Council's decision-making process, requests for review and negative commentary regarding future tree planting initiatives along Marine Parade.

There is also a potential legal and governance risk that Council's decision could be challenged on administrative law grounds. Any such challenge may allege that Council failed to properly consider relevant considerations, gave disproportionate weight to canopy expansion objectives, or departed from the Landscaping Strategy previously endorsed as part of the Marine Parade Shared Path Project. The risk is mitigated by the removal of the original plantings, the undertaking of a district-wide consultation process, the preparation of this report responding to matters raised during consultation, and Council's consideration of the issue as the ultimate decision-maker.

Operational risks include the possibility of future interactions between tree roots and adjacent infrastructure, including the shared path, kerbing, services or road reserve assets. While no evidence has been identified of existing Norfolk Island pines causing such impacts in the immediate vicinity, these risks cannot be entirely discounted due to the long lifespan of the species. Such risks can be reduced through arboriculture assessment, appropriate planting locations, ongoing monitoring and implementation of any management measures recommended by suitably qualified professionals.

**Risks if Council does not proceed with replanting**

A decision not to proceed with replanting also presents reputational, strategic and legal risks. The most significant risk is that such a decision may be perceived as inconsistent with Council's adopted Green Infrastructure Strategy, Street Tree Policy and Street Tree Masterplan, all of which support increasing canopy cover on public land and identify Norfolk Island pines as a preferred species along Marine Parade. A decision not to replant may create a perception that Council is not prepared to implement its own adopted policies where local opposition is encountered.

There is a corresponding reputational risk that community confidence in Council's strategic planning framework may be diminished if long-standing canopy expansion objectives are not pursued despite the site being identified as suitable for planting and forming part of an existing Norfolk Island pine avenue. Such a decision may also establish an expectation that future urban forest initiatives can be overturned through site-specific objections, potentially making implementation of Council's greening strategies more difficult across the district.

A further governance and legal risk is that a decision not to proceed with planting may be criticised as failing to give proper weight to relevant Council policies and strategies. While Council retains discretion in balancing competing considerations, an outcome that departs from the direction established in its adopted policy framework could be more difficult to justify if there is insufficient evidence demonstrating that the site is unsuitable for planting or that the identified risks cannot be reasonably mitigated.

Finally, there is a long-term environmental and strategic risk that canopy expansion opportunities at this location may be lost. This will continue to leave an identified gap in the established avenue planting of Norfolk Island pines, reduce the contribution the site could make to canopy cover targets, and diminish the opportunity to reinforce the distinctive character of Cottesloe's coastal landscape.

Overall, the Administration considers that both options carry risk. However, provided planting numbers and spacing are determined by Council having regard to the matters raised in this report, and subject to appropriate arboricultural assessment and ongoing management, the risks associated with proceeding with a revised replanting programme are considered manageable and capable of mitigation.

#### **VOTING REQUIREMENT**

Simple Majority

#### **OFFICER RECOMMENDATION**

**THAT Council:**

- 1. APPROVES the replanting of 5 Norfolk Island pine trees to the east of the proposed Marine Parade Shared Path on Reserve 16187;**
- 2. NOTES that the planting is to occur at approximately 16 metre spacing so as to maintain consistency with the established avenue of Norfolk Island pines to the north and south of the site;**
- 3. NOTES that the notification of residents directly opposite the planting site will occur in line with the provisions of the Street Tree Policy before the trees are planted; and**
- 4. REQUESTS the Chief Executive Officer to implement the planting programme, including obtaining any necessary arboriculture advice and undertaking ongoing management of the trees.**

**10.2 RECEIPT OF MINUTES AND RECOMMENDATIONS FROM COMMITTEES**

Nil

**11 ELECTED MEMBERS MOTIONS OF WHICH PREVIOUS NOTICE HAS BEEN GIVEN**

Nil

**12 NEW BUSINESS OF AN URGENT NATURE INTRODUCED BY DECISION OF MEETING BY:**

**12.1 ELECTED MEMBERS**

**12.2 OFFICERS**

**13 MEETING CLOSED TO PUBLIC**

**13.1 MATTERS FOR WHICH THE MEETING MAY BE CLOSED**

**13.2 PUBLIC READING OF RESOLUTIONS THAT MAY BE MADE PUBLIC**

**14 MEETING CLOSURE**