



Agenda

Ordinary Council Meeting

Thursday 23 July 2026

at 5.30pm

Question Time Rules

Please note that the following rules apply to Question Time:

Questions asked verbally

1. *Members of the public are invited to ask questions at Council Meetings.*
2. *Questions asked at an Ordinary Council meeting must relate to a matter that affects the Shire of Murray. Questions asked at a Special Council meeting must relate to the purpose for which the meeting has been called.*
3. *A register will be provided for those persons wanting to ask questions to enter their name. The Presiding Member may call persons registered to come forward in an order that allows the maximum opportunity for as many people as possible to address the meeting of matters that are listed on the agenda. Persons that come forward are to state their name and locality.*
4. *Public question time will be limited to two verbal questions per person to allow for others to also have the opportunity to participate. If there is remaining time the Presiding Member will then revert to any person that requested more than two (2) questions be asked within the allotted 15 minutes of Question Time.*
5. *All questions should be succinct and to the point and not extend beyond 2 (two) minutes.*
6. *Statements are not permitted unless it is part of the Deputation section of the meeting. Deputations must relate to an item on the Council agenda for that meeting and should be requested in advance to the Chief Executive Officer in writing of the Council Meeting at least 48 hours prior to the meeting. Any decision outside of this procedure is to be decided by the Council.*
7. *Members of the public are encouraged to keep their questions brief to enable everyone who desires to ask a question to have the opportunity to do so.*
8. *Public question time will be allocated a minimum of 15 minutes and may be extended in intervals of up to 10 minutes by resolution of Council, but the total time allocated for public questions to be asked and responses given is not to exceed 35 minutes in total.*
9. *Questions are to be directed to the Presiding Member and shall be asked politely, in good faith, and are not to be framed in such a way as to reflect adversely or be defamatory on a particular Elected Member or Shire employee. The Presiding Member shall decide to:*
 - i. *Accept or reject any question and their decision is final;*
 - ii. *Nominate a Shire employee to respond to the question;*

Or

 - iii. *Take a question on notice. In this case a written response will be provided as soon as possible, and included in the agenda of the next Council meeting.*
10. *Questions and any response will be summarised and included in the minutes of the Council meeting.*
11. *It is not intended that question time should be used as a means to obtain information that would not be available if it was sought from the Shire's records under Section 5.94*

of the Local Government Act 1995 or the Freedom of Information Act 1992 (FOI Act). Where the response to a question/s would require a substantial commitment of Shire's resources, the Chief Executive Officer (CEO) will determine that it is an unreasonable impost upon the Shire and refuse it. The CEO will advise the member of the public that the information may be sought in accordance with the FOI Act.

Questions in Writing – (Residents and/or ratepayers of the Shire of Murray only)

- 1. Only Shire of Murray residents and/or ratepayers may submit questions to the Shire in writing.*
- 2. Questions asked at an Ordinary Council meeting must relate to a matter that affects the Shire of Murray. Questions asked at a Special Council meeting must relate to the purpose for which the meeting has been called.*
- 3. The Shire will accept a maximum of five (5) written questions per Shire of Murray resident/ratepayer. To ensure equity and consistency, each part of a multi-part question will be treated as a question in its own right.*
- 4. Questions lodged by 4.00pm on the day immediately prior to the scheduled Council meeting will be responded to, where possible, at the Council meeting. These questions, and their responses, will be distributed to Elected Members and made available to the public in written form at the meeting.*
- 5. The Presiding Member shall decide to accept or reject any written question and their decision is final. Where there is any concern about a question being offensive, defamatory or the like, the Presiding Member will make a determination in relation to the question. Questions determined as offensive, defamatory or the like will not be published.*
- 6. The Presiding Member may rule questions out of order where they are substantially the same as questions previously submitted and responded to.*
- 7. Written questions unable to be responded to at a Council meeting will be taken on notice. In this case, a written response will be provided as soon as possible and included on the agenda of the next Council meeting.*
- 8. A person who submits written questions may also ask questions at a Council meeting and questions asked verbally may be different to those submitted in writing.*
- 9. Questions and any response will be summarised and included in the minutes of the Council meeting.*
- 10. It is not intended that question time should be used as a means to obtain information that would not be available if it was sought from the Shire's records under Section 5.94 of the Local Government Act 1995 or the Freedom of Information Act 1992 (FOI Act). Where the response to a question/s would require a substantial commitment of Shire's resources, the Chief Executive Officer (CEO) will determine that it is an unreasonable impost upon the Shire and refuse it. The CEO will advise the member of the public that the information may be sought in accordance with the FOI Act.*

DISCLAIMER

Responses to questions asked verbally are provided in good faith and as such, should not be relied upon as being either complete or comprehensive.

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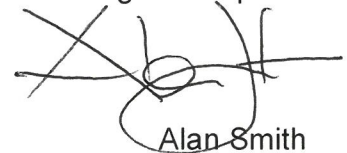
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Notice of Meeting

Notice is hereby given that the Ordinary Meeting of Council will be held at the Murray Shire Council, 1915 Pinjarra Road, Pinjarra on Thursday, 23 July 2026 commencing at 5:30pm.



Acting Chief Executive Officer

- 1 DECLARATION OF OPENING/ANNOUNCEMENT OF VISITORS**
- 2 ATTENDANCES/APOLOGIES/LEAVE OF ABSENCE**
- 3 RESPONSE TO PREVIOUS PUBLIC QUESTIONS TAKEN ON NOTICE**
- 4 PUBLIC QUESTION TIME**
- 5 PETITIONS AND APPROVED DEPUTATIONS**
- 6 CONFIRMATION OF MINUTES**
- 6.1 Ordinary Council Meeting – 18 June 2026**

Recommendation

That the Minutes of the Ordinary Council Meeting held on Thursday 18 June 2026 be confirmed as a true and correct record.

[Ordinary Council Meeting - Unconfirmed Minutes - Thursday 18 June 2026](#)

- 6.2 Bush Fire Advisory Committee Meeting – 8 July 2026**

Recommendation

That the Minutes of the Bush Fire Advisory Committee Meeting held on Wednesday 8 July 2026 be confirmed as a true and correct record.

[Bush Fire Advisory Committee - Unconfirmed Minutes - Wednesday 8 July 2026](#)

- 7 ANNOUNCEMENTS BY THE PRESIDING MEMBER**

The Shire President's announcements will be provided as part of the Minutes.

- 8 ANNOUNCEMENTS BY ELECTED MEMBERS**

The Elected Members' announcements will be provided as part of the Minutes.

**9 ACKNOWLEDGEMENT OF RECEIPT OF DISCLOSURE OF INTERESTS (BY
PRESIDING MEMBER)**

10 RECEPTION OF MINUTES AND RECOMMENDATIONS OF COMMITTEES HELD SINCE PREVIOUS MEETING OF COUNCIL

10.1 Nomination of Bush Fire Control Officers for the 2026/2027 Fire Season

File Ref: D26/32522
Previous Items: Nil.
Applicant: Nil.
Author and Title: Donna Walker, Manager Ranger and Community Safety
Declaration of Interest: Nil.
Voting Requirements: Simple Majority
Appendices: Nil.

Committee Recommendation

That Council:

- 1. Appoints Robert Wilson to the position of Chief Bush Fire Control Officer for the 2026/2027 fire season.**
- 2. Appoints the following persons to the position of Deputy Chief Bush Fire Control Officer for the 2026/2027 fire season:**
 - **Justyn Bennett**
 - **Jarron Vanelst**
 - **Brendan Webster**
- 3. Appoints the following persons to the position of Bush Fire Control Officer and to the position of Bush Fire Control Officer – Permit Issuing Only for the 2026/2027 fire season:**

Bush Fire Control Officers

- **Douglas McLarty – Coolup VBFB**
- **Anthony Cocivera – Dwellingup VBFB**
- **Michael Webster - North Dandalup VBFB**
- **Lawrie Caffin – South Yunderup/Ravenswood VBFB**
- **Justin Crotty – West Murray VBFB**
- **Kevin Jones – Pinjarra VFRS**

Bush Fire Control Officers – Permit Issuing Only:

- **Chris Sattler – Coolup VBFB**
- **Stuart Kirkham – Coolup VBFB**
- **Dave Turner – Dwellingup VBFB**
- **Lorraine Webster – North Dandalup VBFB**
- **Brendan Webster – North Dandalup VBFB**
- **Andrew Taylor – West Murray VBFB**
- **Rachael Hinton – West Murray VBFB**

In Brief

At the Bush Fire Advisory Committee (**BFAC**) meeting held on 8 July 2026, BFAC considered and made a recommendation for Council to appoint the abovementioned persons to the following positions in accordance with the *Bush Fires Act 1954* (**Act**):

- Chief Bush Fire Control Officer (**CBFCO**)
- Deputy Chief Bush Fire Control Officer (**DCBFCO**)
- Bush Fire Control Officers (**FCO**)
- Bush Fire Control Officers - Permit Issuing Only (**FCO-PIO**)

Background

The Shire of Murray Bush Fire Brigades Standard Operating Procedures (**SOP's**) clause 8.2 sets out the nomination process for the FCO and FCO-PIO and the CBFCO and DCBFCO.

Each of the Shire Bush Fire Brigades have undertaken their respective Annual General Meetings (**AGM**) and provided the recommended FCO and FCO-PIO's officers for BFAC consideration in accordance with the SOP's. The Shire has undertaken the Expression of Interest process for the CBFCO and DCBFCO roles and this report provides the outcomes to the BFAC for consideration.

Report Detail

Following Council endorsement of the Volunteer Chief Bush Fire Control Officer Model for the Shire of Murray at the Ordinary Council Meeting held on 18 June 2026 (OCM26/062), the Shire called for Expression of Interest (**EOI**) on 2 June 2026, seeking nominations for the positions of CBFCO and DCBFCO. The initial closing date for nominations for CBFCO and DCBFCO was 16 June 2026.

On 16 June 2026, the Shire advised all Brigades of the proposed support arrangements for CBFCO and DCBFCO that will be considered by Council at the July Ordinary Council Meeting. To allow time for this information to be shared amongst volunteers, the closing date for the EOI was extended until 9:00am on 22 June 2026.

The proposed Support arrangements that were provided were:

Position	Proposed Support Arrangements
Chief Bush Fire Control Officer	A fit for purpose vehicle, including the following usage arrangements: During the Limited Burning Times • Permitted Private Use, limited to travel within adjoining local governments only. • Where use is for Chief Bush Fire Control Officer related activities, travel is not limited to adjoining local governments (eg. attending training in Perth). • When CBFCO is unavailable (eg. on leave), the vehicle will be transferred to the Deputy delegated as Chief for the defined period. During Unrestricted Burning Times (open season) • Vehicle will be kept at a central location (to be determined) and used as required by the Chief and Deputies.
Deputy Chief Bush Fire Control Officer	Honorarium - \$1,500 each (limited to up to 3 Deputies).

At the closing of the EOI, the following nominations were received:

Chief Bush Fire Control Officer

- Robert Wilson

Deputy Chief Bush Fire Control Officer

- Justyn Bennett

- Brendan Webster
- Jarron Vanelst

In accordance with the SOP a panel, consisting of the Manager Ranger and Community Safety and Department of Fire and Emergency Services District Officer Wellington, undertook a review of the EOI nominations and while it is recognised that the number of nominations met the minimum requirement, the panel assessed the suitability of each nomination against the assessment criteria, which is reflective of the nomination form and the position descriptions for both roles.

As a result of the evaluation of the nominations, the panel determined that all nominations satisfied the criteria as described in the Position Description for both roles.

It was noted that an election by secret ballot is normally carried out to determine the preferred CBFCO and DCBFCO, however as a result of the EOI for the roles an election was not required as no other nominations were received. BFAC was only required to endorse the nomination for CBFCO in the recommendation. An election for the DCBFCO would have only been required if the BFAC determined that three DBFCO's was no longer preferred, ultimately three DCBFCO were endorsed..

The nominations for FCO and FCO-PIO were determined by the following brigades at their respective AGM's:

- Coolup VBFB
- Dwellingup VBFB
- North Dandalup VBFB
- South Yunderup/Ravenswood VBFB
- West Murray VBFB

The nominations for all positions were considered and endorsed at the BFAC meeting held on 8 July and are put to Council for consideration. The minutes of the BFAC meeting are provided with this Agenda.

Council Plan

Focus Area	Planet
Outcome 6	A resilient community equipped to respond to natural disasters and other emergencies.
Objectives 6.1	Minimise risks and impacts from fires, floods and natural disasters.
Actions 6.1.1 and 6.1.2	Implement bushfire mitigation works. Implement the Local Emergency Risk Management Plan to raise community awareness, understanding and confidence in what the Shire is doing to address bushfire risks.

Other Strategic Links

Nil.

Statutory Environment

Local Government Act (1995)

5.21 Voting

(3) If the votes of members present are equally divided, the person presiding is to cast a second vote.

Sustainability & Risk Considerations

Economic – (Impact on the Economy of the Shire and Region)

Nil.

Social – (Quality of life to community and/or affected landowners)

Nil.

Environment – (Impact on environment's sustainability)

Nil.

Policy Implications

There are no policy implications, and the level of risk is considered to be low if the recommendation is endorsed. The proposed appointments under delegated authority are in accordance with the provisions of the Act.

Risk Management Implications

<i>Risk Level</i>	<i>Comment</i>
Low	The appointment of the Fire Control Officer roles are necessary for the upcoming Bush Fire season.

Consultation

In accordance with previously established procedures, all brigades are cognizant of the process for each brigade to nominate an FCO and FCO-PIO.

All brigades were also contacted to ensure that they forwarded their AGM minutes to the Shire. This was to ensure that Shire had a record of each brigade's AGM minutes and a copy of each brigade's respective nominations for FCO's and FCO-PIO's.

Resource Implications

Financial

The cost of advertising the appointments in accordance with 38(2A) of the Act is accommodated within the annual operating budget.

Workforce

Nil.

Options

1. Support the recommendation by the Bush Fire Advisory Committee.
2. Amend the recommendation and determine an alternative position of Council.

Conclusion

The BFAC recommendations are for the consideration of Council. Should Council endorse the BFAC recommendations the persons will be formally appointed in accordance with the provisions of the Act for the following positions:

- Chief Bush Fire Control Officer
- Deputy Chief Bush Fire Control Officer

- Fire Control Officers
- Fire Control Officers - Bush Fire Permit Issuing Only.

REPORTS OF CHIEF EXECUTIVE OFFICER AND OFFICERS**11 PLANNING AND SUSTAINABILITY****11.1 Consideration of Submissions - Amendment No. 336 to Local Planning Scheme No.4 and Structure Plan - Lot A39 Lakes Road, North Dandalup**

File Ref:	D26/28564
Previous Items:	OCM 23 Oct 25 Item 12.2 (OCM25/127)
Applicant:	Harley Dykstra
Author and Title:	Eric Anderson, Senior Planning Officer
Declaration of Interest:	Nil.
Voting Requirements:	Simple Majority
Appendices:	Item 11.1 Appendix 1 - Advertised Structure Plan (Page 4-11) Item 11.1 Appendix 2 - Advertised Scheme Amendment (Page 45-74) Item 11.1 Appendix 3 - Schedule of Submissions (Page 75-121) Item 11.1 Appendix 4 - Schedule of Modifications (Page 122-128)

Recommendation**That Council:**

1. **Considers the submissions received in relation to proposed Amendment No. 336 to the *Shire of Murray Local Planning Scheme No. 4* and the proposed Structure Plan for Lot A39 Lakes Road, North Dandalup and endorses the officer comments on the submissions contained in the Schedule of Submissions at Appendix 3.**
2. **Pursuant to Regulation 50(3) of the *Planning and Development (Local Planning Schemes) Regulations 2015* supports the advertised version of Amendment No. 336 to the *Shire of Murray Local Planning Scheme No. 4* at Appendix 2, with modifications to address the submissions as recommended in the Schedule of Modifications contained at Appendix 4.**
3. **Pursuant to Regulation 53 of the *Planning and Development (Local Planning Schemes) Regulations 2015* provides the advertised version of Amendment No 336 (Appendix 2) and associated documentation to the Western Australian Planning Commission for its consideration and recommendations to the Minister for Planning.**
4. **Recommends to the Western Australian Planning Commission that the proposed Structure Plan for Lot A39 Lakes Road, North Dandalup in Appendix 1 be approved, subject to the changes recommended in the Schedule of Modifications at Appendix 4.**

In Brief

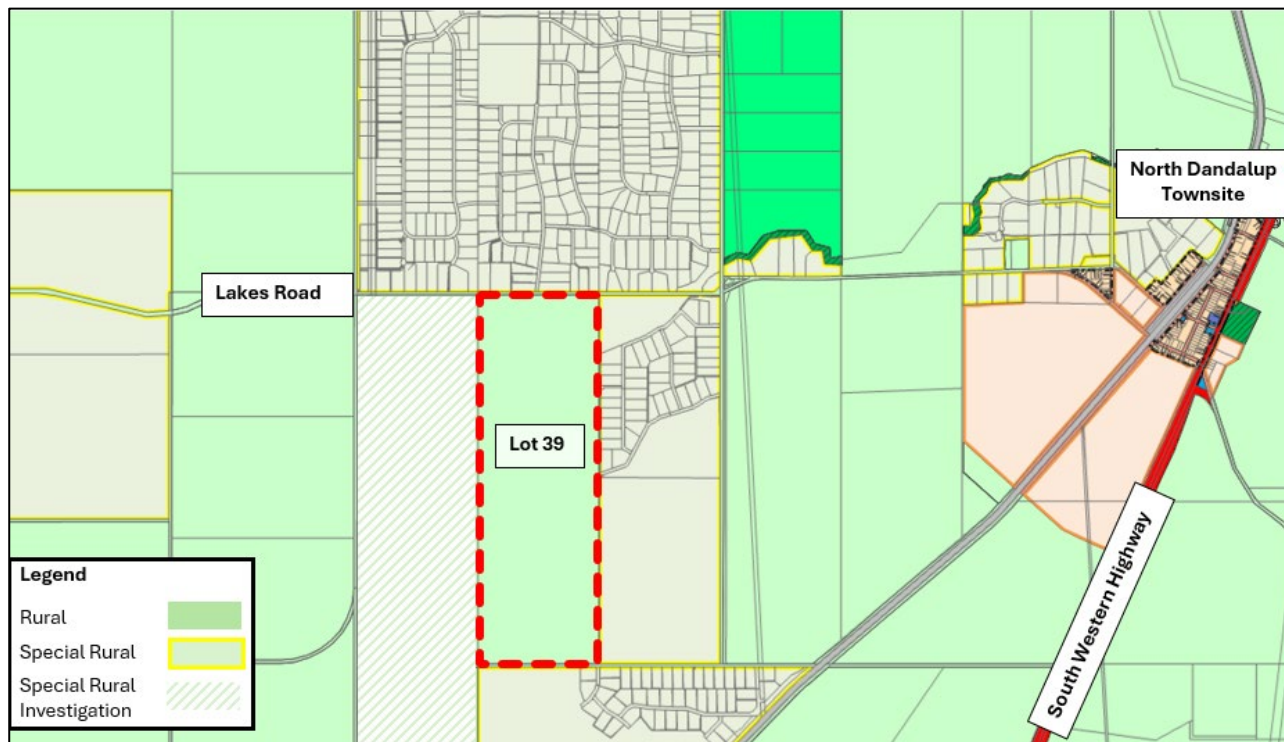
- Council is requested to consider submissions on Amendment No. 336 to the *Shire of Murray Local Planning Scheme No. 4* (**Scheme Amendment**) which seeks to rezone Lot A39 (1818) Lakes Road, North Dandalup (**Subject land**) from 'Rural' to 'Special Rural' together with an associated Structure Plan for the Subject land following the conclusion of public advertising.
- The proposed zoning is consistent with the South Metropolitan Peel Sub-Regional Planning Framework (**Framework**) and the Shire's draft Local Planning Strategy (**LPS**).
- Advertising was undertaken for seven (7) weeks and 16 public submissions and responses from eight (8) government agencies were received.
- It is recommended that Council support the proposed Scheme Amendment and Structure Plan subject to modifications and refer them to the Western Australian Planning Commission (**WAPC**) to consider approval.

Background

The proposed Scheme Amendment was endorsed for public advertising at the Ordinary Council Meeting held on 23 October 2025, subject to the preparation of a suitable set of special provisions and the lodgement of a satisfactory structure plan.

The WAPC granted consent to advertise the proposed Scheme Amendment on 18 February 2026.

Advertising of both the Scheme Amendment and Structure Plan took place from 18 March 2026 to 6 May 2026.



1. Context Plan

Report Detail

Proposed Scheme Amendment

The proposed Scheme Amendment seeks to rezone the subject land from 'Rural' to 'Special Rural' and to introduce a number of special provisions relating to the subdivision and development of the land in Schedule 4 of the Scheme, including provisions relating to:

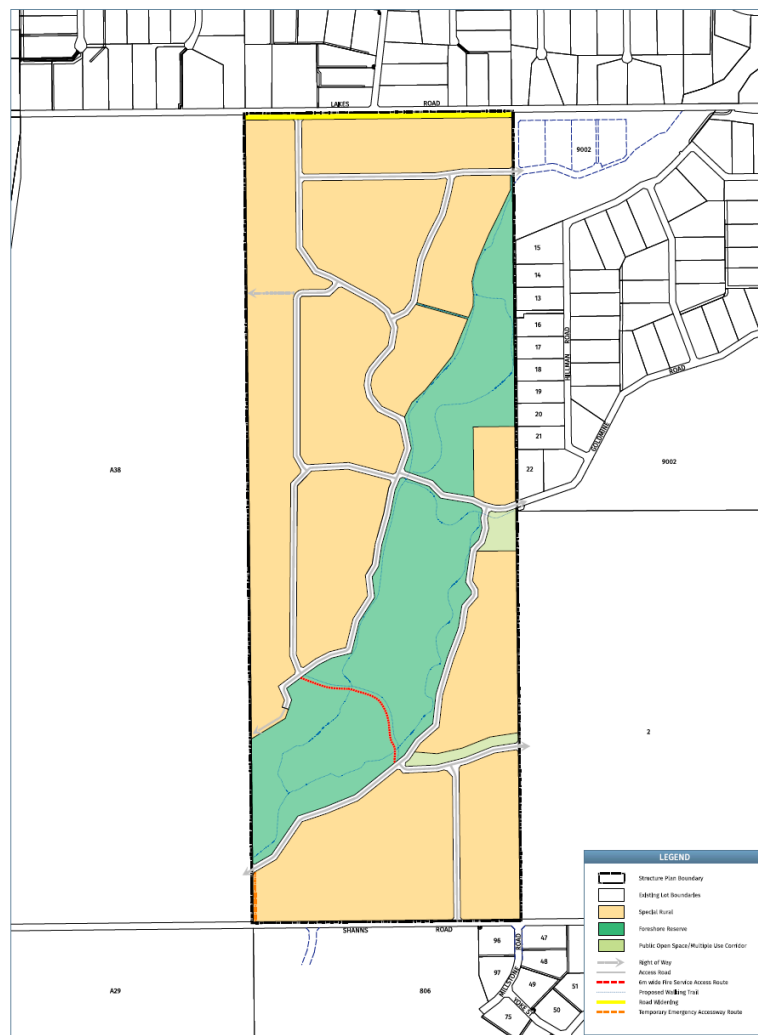
- A minimum lot size of one hectare;
- Land use permissibility;
- Requirements for a structure plan and building envelopes;
- Keeping of livestock;
- Fencing;
- Foreshore management; and
- Environmental management plans.

Proposed Structure Plan

The proposed Structure Plan provides guidance for the future subdivision of the land. Key elements of the Structure Plan include:

- An internal road network which includes links to adjoining land and a new intersection to Lakes Road.
- Land for the future widening of Lakes Road;
- A foreshore reserve to the North Dandalup River, including substantial road interfaces to this reserve;
- Two areas of public open space that protect environmental features; and
- Land for approximately 120 Special Rural lots with an average lot size between 1-2 hectares.

A copy of the advertised version of the Scheme Amendment documents and Structure Plan are included in **Appendix 1** and **Appendix 2**. A copy of the Structure Plan map is shown on Figure 2 below. The Scheme Amendment and Structure Plan need to be in place to facilitate the orderly subdivision and development of the land for Special Rural purposes.



2. Structure Plan

Council Plan

Focus Area	Place
Outcome 7	Population growth is being managed responsibly and sustainably.
Objective 7.1	Manage urban growth effectively.

Other Strategic Links

South Metropolitan Peel Sub-Regional Planning Framework

The proposal is consistent with the Framework which identifies Lot A39 as Rural Residential i.e. Special Rural.

The Framework also identifies land to the north, south and east of Lot A39 as Rural Residential and land to the west as Rural Residential Investigation. Consequently, a key deliverable for the Structure Plan was to provide suitable integration with all surrounding land.

Shire of Murray Draft Local Planning Strategy

The Shire's draft LPS was endorsed by Council in August 2025 and subsequently referred to the WAPC for consent to advertise. While the draft LPS has not yet been advertised and therefore carries limited statutory weight, it remains the Shire's most contemporary strategic planning document and provides a relevant indication of Council's intended long term planning direction.

The draft LPS is consistent with the Framework in identifying the subject land as Future Rural Residential, with surrounding land identified as either Existing Rural Living Footprint, Future Rural Residential or Rural Residential Investigation.

Shire of Murray Nambeelup North Dandalup Local Rural Strategy (LRS)

The LRS was endorsed by the WAPC in 2012 and identified the subject land as part of Rural Residential Precinct 1. The proposed Scheme Amendment is consistent with this designation.

State Planning Policy 2.5 Rural Planning Guidelines (Guidelines)

These Guidelines recognise that many rural living estates have developed in an ad-hoc manner and the preparation of structure plans to connect rural living estates may be required.

The Structure Plan is consistent with the desired rural residential nature of the area. There are some connectivity issues which have been identified and are recommended to be modified prior to final approval.

Statutory Environment

Planning and Development (Local Planning Schemes) Regulations 2015 (Regulations)

Under the Planning Regulations the Shire was required to advertise both the Scheme Amendment and Structure Plan for a minimum of 42 days. Council is to consider the results of the advertising and in respect to the Scheme Amendment, pass a resolution to either support the amendment without modification; support the amendment with modification to address the submissions; or not support the amendment. In respect to the Structure Plan Council is to decide its recommendation on whether it should be approved by the WAPC, including its recommendation on any proposed modifications.

Peel Region Scheme (PRS)

The subject land is zoned 'Rural' under the PRS and adjoins other properties also zoned 'Rural'. The proposal is consistent with the PRS Rural zoning.

Sustainability & Risk Considerations

Economic - (Impact on the Economy of the Shire and Region)

The proposal will facilitate the development of approximately 120 special rural lots. This will increase the supply and diversity of residential land within the Shire, providing additional lifestyle housing opportunities and supporting population growth. The development is also expected to generate economic benefits through construction activity, demand for local goods and services, and increased rate revenue to support the provision and maintenance of community infrastructure and services.

Social – (Quality of life to community and/or affected landowners)

The proposal will expand the range of housing and lifestyle opportunities available within the Shire. The development will support housing choice and enable future residents to enjoy a rural living environment while maintaining access to the services, facilities and employment opportunities of North Dandalup, Pinjarra and the broader region. The provision of public open space and foreshore reserves will also contribute to community amenity and access to environmental assets.

Environment – (Impact on environment's sustainability)

The proposal will facilitate the transfer of environmental assets such as the North Dandalup River foreshore to public ownership. The Structure Plan incorporates foreshore reserves, public open space and environmental management measures intended to protect ecological values of the land.

While a number of environmental matters require further refinement, including foreshore management, wetland buffers and black cockatoo habitat protection, these issues can be addressed through the recommended modifications, together with subsequent subdivision and environmental approval processes.

*Policy Implications*State Planning Policy 3.7 – Planning in Bushfire Prone Areas (SPP3.7)

The central portion of the subject land along the North Dandalup River and the area to the south is designated as bushfire prone and therefore the requirements of SPP3.7 are applicable. A Bushfire Management Plan has been prepared in support the proposal. As noted by the Department of Fire and Emergency Services there are additional requirements for Structure Plans compared to Scheme Amendments. This is discussed further below.

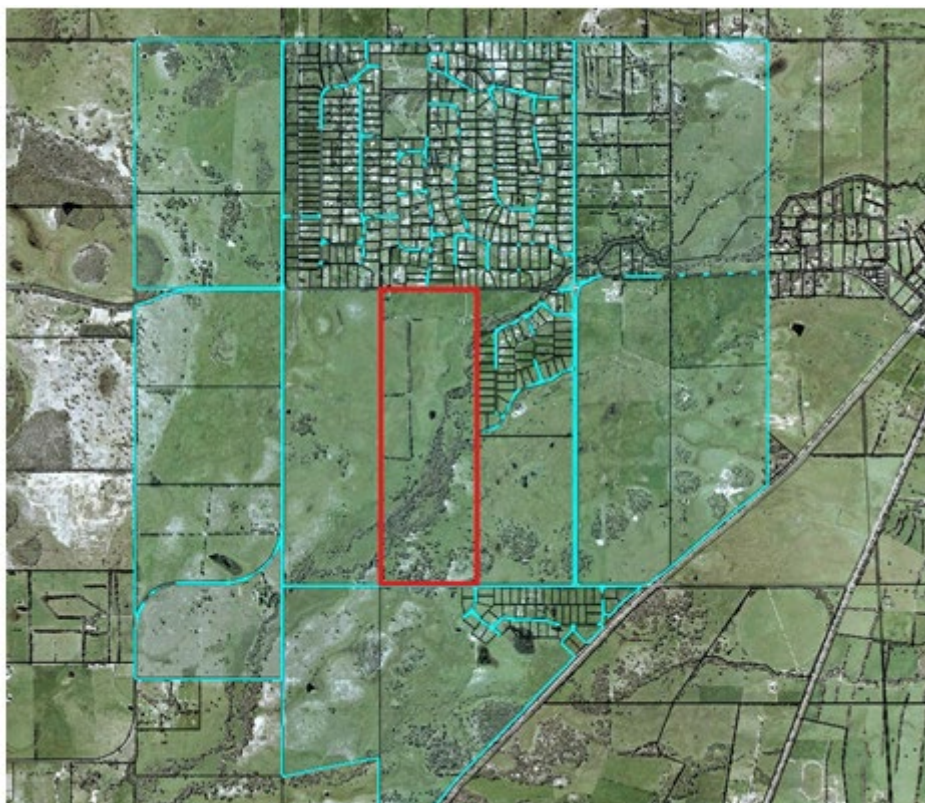
Risk Management Implications

<i>Risk Level</i>	<i>Comment</i>
Moderate	While the proposal is generally consistent with State and local strategic planning frameworks, it involves a range of unresolved technical matters. These matters are considered capable of being managed through the recommended Scheme and Structure Plan modifications and subsequent subdivision approval processes.

Consultation

The Scheme Amendment was considered a 'Standard Amendment' and advertised in accordance with the Regulations for a period of 49 days (42 days plus an additional 7 days as the advertising period extended over Easter) from 18 March 2026 to 6 May 2026, as follows:

- Notice on the Shire's website and the Shire Office noticeboard;
- Notice in Murray News;
- Letters to the landowners of properties highlighted in Figure 3, below;
- An onsite sign; and
- Letters to relevant government agencies.



3. Consultation Area

At the close of the submission period, 16 public submissions had been received. Each submission and an associated officer comment is included in the Schedule of Submission at **Appendix 3**. Modifications to the Structure Plan are recommended as a result of the submissions.

A summary of the key issues raised in the submissions and an officer response is provided below:

Issue	Response
Water Pressure	In addition to public submissions, the Water Corporation has highlighted this issue in their submission (refer to Consultation with Government Agencies section below). The applicant has advised that the water pressure mains will be upgraded via a planned booster pump installation which is anticipated by Water Corporation to be delivered in November 2027. Titles of the first stage is not anticipated until mid-2028. Based on the information provided this infrastructure should be in place by the time this development is delivered.
Environmental Impact	<u>Fauna</u> A biological survey has been provided which includes a targeted Black Cockatoo habitat assessment. The survey excludes the foreshore reserve which is proposed for protection. It was acknowledged that the report was not undertaken during the breeding season for the Carnaby's black cockatoo and Baudin's black cockatoo (Aug – Jan). Follow-up targeted breeding surveys need to be undertaken prior to the lodgement of a subdivision application part of the subdivision. This will allow the Shire to assess building envelope placement and lot boundary alignments to avoid nesting trees. It is recommended that the Structure Plan be updated to reflect this.

	The applicant has indicated that 2ha lots may be required in the southern portion of the site to ensure that black cockatoo foraging and breeding areas can be protected. <u>Wetland</u> The North Dandalup River is mapped as a Conservation Category Wetland (CCW). The Shire's principal position is to not support the proposed extension of Goldmine Road through the wetland. It is therefore recommended that the Structure Plan be modified to delete this road connection and to provide a new connection to align with the endorsed Lot 1 Lakes Road and Lot 2 Shann's Road structure plan (below). The Department of Water and Environment Regulation and Department of Biodiversity Conservation and Attractions position is that a 50m buffer should be provided from the CCW. However it is noted that the adjoining development (SR39) had a much reduced buffer to the same river (North Dandalup River). A Foreshore Study was undertaken by the applicant and references Development Control Policy 2.3 which recommends a minimum 30m setback. This policy has since been rescinded. The applicant also assessed the foreshore reserve using the 2001 and 2002 guidelines prepared by the then Waters and Rivers Commission. This is not the relevant guideline stated in the current State Planning Policy 2.9 which is <i>Operational Policy: Identifying and Establishing Waterway Foreshore Areas</i> (DoW, 2012). At this stage the Shire recommends that Part 1 of the Structure Plan and the Scheme Provisions be modified to require an updated Water Management Report which addresses the methodology contained in <i>Operational Policy: Identifying and Establishing Waterway Foreshore Areas</i>, with the Structure Plan reflected the recommendations of the endorsed Water Management Report.
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Soils

There is a portion of the site which has Bassendean soils which are not suitable for keeping livestock.

The Shire recommends amending both Part 1 of the Structure Plan and the Scheme Provisions to include restrictions on livestock in these areas.

Vegetation

The majority of the significant vegetation outside of the CCW is located on the southern side of the CCW. The endorsed Lot 1 Lakes Road and Lot 2 Shann's Road Structure Plan to the east dealt with this by having large lots that encompass the pockets of vegetation into single ownership, negating the need for fire breaks or Bushfire Asset Protection Zones resulting in clearing of significant vegetation.

Road Safety

The intersection to Lakes Road will require auxiliary right and left turn treatments with street lighting to the Australian Standards. The intent of this upgraded specification is to maintain the design speed at 100km/h along Lakes Road.

	The future road widening for the upgrading of Lakes Road has been shown on the Structure Plan. It is anticipated that this will be ceded as part of the subdivision. The indicative road widening was based on a previous study by the Department of Planning Lands and Heritage (DPLH). The Shire notes that an attempt has been made to move the proposed access to Lakes Road further west to provide a greater separation to the nearby Avoca Retreat intersection.
Community Services	<u>Schools</u> There is an urban expansion area to the south-west of the North Dandalup townsite. It is more appropriate for Schools to be located within urban areas where there are utilities and services. The Department of Education was consulted but did not provide any comments.  <u>Post Office</u> Post Offices are generally located in urban areas such as the Dandalup Townsite. The proposed Scheme Amendment does not aim to increase the supply of commercial zoned land. <u>Telecommunications</u> A recent Scheme Amendment has been progressed (DSA 332) to include 'Telecommunications Infrastructure' as an 'A' use (discretionary following advertising) in all zones. This is consistent with <i>State Planning Policy – Telecommunications Infrastructure</i> (SPP5.2).
Safety (Crime)	The Shire cannot dictate what people will occupy a residential dwelling as is the case in any residential estate.
Amenity	South Metropolitan Peel Sub-Regional Planning Framework identifies the site as 'Rural Residential' which is consistent with the proposed development. This lot typology is consistent with the estates to the north, east and south.

Consultation with Government Agencies

The following Government Agencies were consulted during the consultation period:

- Department of Fire and Emergency Services (**DFES**);
- Department of Biodiversity, Conservation and Attractions (**DBCA**);

- Department of Education (**DoE**);
- Department of Water and Environmental Regulation (**DWER**);
- Water Corporation;
- ATCO Gas Australia;
- Western Power; and
- Main Roads WA.

Eight submissions were received from State Agencies. Each submission and an associated officer comment is included in the submission schedule at **Appendix 3**. As bushfire, water pressure and environmental values were the key issues a response to the key issues is outlined below.

Department of Fire and Emergency Services
DFES highlighted concerns with the following: • Vegetation classification. • Sought the Emergency Access Way (EAW) across the CCW to be upgraded to a public road. • Bushfire Protection Criteria 5 was not addressed. • Sought temporary EAW to be a public road.
<u>Shire Comment</u> • The vegetation classifications are supported by photos in the BMP. The Shire supports the applicant's classifications. • The EAW being upgraded to a public road is not supported as it is a CCW. • It is a requirement for Bushfire Protection Criteria 5 to be addressed during the structure planning process. The Shire notes that the BMP was originally prepared for just the Scheme Amendment. The Shire recommend that the BMP be updated through the Schedule of Modifications (Appendix 4). • The changes from a temporary EAW to a public road are supported. The Shire recommend that the Structure Plan be updated through the Schedule of Modifications (Appendix 4).
Water Corporation
Parts of North Dandalup water zone are currently noted to experience water pressures below that of our licensed water supply limit (13m). In field pressure monitoring data has recorded pressures as low as 2m during fire incidents during which water is drawn from hydrants.
<u>Shire Comment</u> Water Corporation have indicated that an interim booster pumpstation and associated mains upgrades are anticipated to be delivered in November 2027. The applicant has indicated that the client is not expecting the titles of the first stage until mid-2028. However, conceded that this may be optimistic. Based on the information provided this infrastructure should be in place by the time this development is delivered.

Department of Environment, Water and Regulation
DWER highlighted the following: • Noted that the Foreshore Study which identified the appropriate buffers for the CCW was based on Development Control Policy 2.3 and the 2001 and 2002 guidelines prepared by the Waters and Rivers Commission (WRC) which has been repealed and not consistent with SPP 2.9. • Noted that there was no subdivision concept plan within the Local Water Management Strategy (LWMS). • Did not support the proposed buffer around the CCW. • Outlined a number of updates required to the LWMS.
<u>Shire Comment</u> The Shire notes that at the time of lodgement of the Scheme Amendment SPP 2.9 had not been formally endorsed. There is a subdivision concept plan shown in the Structure Plan. Acknowledging individual lots are not shown. This is consistent with the information required at the Structure Planning stage of development. DWER's comments have been included as recommended modifications.
Main Roads WA
Main Roads did not object to the proposal in general, but provided the following advice: • Previous advice has been given recommending a 60m road reserve for Lakes Road; • The documentation does not contain any reference to the upgrading of the level crossing on South Street (Lakes Road) to the east of the site near Railway Ave. Main Roads was of the understanding general moratorium was placed on rural residential development west of North Dandalup pending resolution of the existing at-grade/level rail crossing to the west of the town. • Noted that the traffic counts have only been done based on Southwestern Highway data not specific to the site. It is recommended data for Lakes Road be used. It is noted that the data available is to the west of Paterson Road.
<u>Shire Comment</u> • It is noted that the previous advice related to the portion of Lakes Road to the west of Paterson Road which is a different standard as it serves as the connection from the Peel Business Park to the Forrest Highway. • The level crossing issues was raised with DPLH. No response was received. It is noted that the Scheme Amendment and Structure Plan will be referred to DPLH if supported by Council. • It is noted that more detailed traffic counts will be required as part of the subdivision process.

Resource Implications

Financial

An administrative fee was paid by the applicant to cover the Shire's administrative and advertising costs for both the Scheme Amendment and Structure Plan.

Workforce

The assessment of both proposals has been accommodated within the Shire's existing workforce level.

Options

1. Adopt the proposed amendment and structure plan with modifications.
2. Adopt the proposed amendment and structure plan without modifications.
3. Not adopt the proposed amendment and structure plan.

Conclusion

The proposal will ultimately make the zoning of the land consistent with the local and state planning framework. To achieve the desired environmental outcomes the modifications as outlined in **Appendix 4** are required. If endorsed by Council, the proposals will be referred to the WAPC for consideration. It is recommended that Council support the proposed Scheme Amendment and Structure Plan, subject to the Schedule of Modifications listed in **Appendix 4**.

11.2 Proposed Agri-Tech Development - Lot 9503 Gull Road, Keralup

File Ref:	D26/28733
Previous Items:	Nil.
Applicant:	Planning Solutions
Author and Title:	Gregory Delahunty, Manager Planning and Environmental Services
Declaration of Interest:	Nil.
Voting Requirements:	Simple Majority
Appendices:	Item 11.2 Appendix 1 – Plans (Page 129-141) Item 11.2 Appendix 2 - Planning Report (Page 142-208)

Recommendation**That Council:**

- 1. Supports the application for an Agri-Tech development on Lot 9503 Gull Road, Keralup, in principle, however notes that in its current form, critical information is outstanding to enable a complete and proper planning assessment of the proposal.**
- 2. Recommends that the Western Australian Planning Commission does not determine the application until the following documents are submitted, peer reviewed where necessary, and confirmed to demonstrate the suitability of the development:**
 - a. An odour assessment prepared by a suitably qualified specialist consultant to the satisfaction of the Western Australian Planning Commission, in consultation with the Shire of Murray. The assessment must model fugitive emissions and demonstrate that there will be no offsite odour impacts.**
 - b. A revised visual impact assessment prepared by a suitably qualified specialist consultant to the satisfaction of the Western Australian Planning Commission, in consultation with the Shire of Murray. The assessment must amongst other relevant considerations include view shed analysis from:**
 - i. The Serpentine River; and**
 - ii. The Darling Scarp.**
 - c. A revised acoustic assessment prepared by a suitably qualified acoustic consultant to the satisfaction of the Western Australian Planning Commission, in consultation with the Shire of Murray. The assessment must:**
 - i. Reflect the final or most likely equipment and site layout;**
 - ii. Assess noise emissions at all existing and potential future sensitive receptors, including currently undeveloped lots and the sensitive receptor on the subject lot;**
 - iii. Clarify expected fan operating profiles and potential for 100% capacity use at night;**
 - iv. Apply noise character penalties where impulsive noise is likely;**
 - v. Address audibility and amenity impacts in a rural context; and**
 - vi. Recommend any further mitigation measures necessary to ensure minimal amenity impact.**
 - d. A Water Management Report to the satisfaction of the Western Australian Planning Commission, on advice from the Department of Water and Environmental Regulation and Shire of Murray. The plan must incorporate Water Sensitive Urban Design principles and include a catchment and drainage plan, suitable development finished ground levels, pollution control infrastructure such as hydrocarbon traps, demonstrate suitability for onsite effluent disposal systems, vegetated swales and**

sediment filtration to protect the Conservation Category Wetlands and Peel-Harvey Estuary catchment.

- e. **Updates to the plans and information that respond to the environmental attributes of the site including:**
 - i. **A 50m buffer to Conservation Category Wetlands;**
 - ii. **Removal of vehicular access tracks from Conservation Category Wetlands and Resource Enhancement Wetlands.**
 - iii. **Response to the wetland requirements of *State Planning Policy 2.9 Water*.**
 - f. **A revised traffic report and revised plans that considers:**
 - i. **The future extension of Mandjoogoordap Drive;**
 - ii. **A maximum of two access points Gull Road to lease area 6; and**
 - iii. **Shared access to Gull Road for Lease areas 1 and 2.**
 - g. **A Hazard Assessment and Fire, Hazard and Emergency Management Plan prepared by a suitably qualified specialist consultant to the satisfaction of the Western Australian Planning Commission, on advice from the Department of Fire and Emergency Services and the Shire of Murray that:**
 - i. **Demonstrates compliance with international best practice standards, such as the United States based NFPA 855 - Standard for the Installation of Stationary Energy Storage Systems and UL 9540A - Test Method for Battery Energy Storage Systems;**
 - ii. **Reflects site specific conditions, including flood risk, environmental sensitivity, layout, firewater containment, unit separation and emergency access;**
 - iii. **Includes detailed modelling of thermal runaway, explosion, toxic gas release and fire spread;**
 - iv. **Addresses the interaction between flood events and emergency response capacity; and**
 - v. **Confirms water supply, usage rates and refill capacity for the fire suppression system.**
 - h. **A revised Bushfire Management Plan and Bushfire Risk Assessment prepared by a suitably qualified specialist consultant to the satisfaction of the Western Australian Planning Commission, on advice from the Department of Fire and Emergency Services and the Shire of Murray that:**
 - i. **Considers the CFA Design Guidelines and Model Requirements: Renewable Energy Facilities;**
 - ii. **Confirms suitable two-way secondary will be provided;**
 - iii. **Identifies bushfire risk exposure to the facility and the surrounding landscape;**
 - iv. **Considers the storage of hazardous or flammable material;**
 - v. **Details mitigation strategies for ember attack, radiant heat and flame contact; and**
 - vi. **Demonstrates how emergency response to external bushfire events will be coordinated, including for a remotely managed site.**
3. **Upon confirmation that satisfactory revised technical information has been provided, authorises the Director Planning and Sustainability to prepare a set of suitable conditions for the Western Australian Planning Commission's consideration.**

In Brief

- A Significant Development Application has been lodged with the Western Australian Planning Commission (**WAPC**) for an Agri Tech development at Lot 9503 Gull Road, Keralup.
- The site is located within the State Government owned Keralup land holding where the draft Local Planning Strategy (**LPS**) seeks to facilitate large scale, low-intensity, self-sufficient employment uses that are compatible with the site's rural and environmental context, complement nearby industrial and agri-food activities, and contribute to long-term regional economic diversification.
- Key concerns include odour, emergency hazard risks, bushfire risk, acoustic emissions, water and environmental management, traffic and visual amenity.
- Several technical reports have not been prepared by relevant specialists, require further detail or peer review to demonstrate suitability.
- Whilst the proposal is consistent with the Planning Direction for the Keralup land under the Shire's draft LPS, it is recommended the application not be supported at this stage and until additional information has been provided and confirmed to demonstrate the suitability of the development on this site.

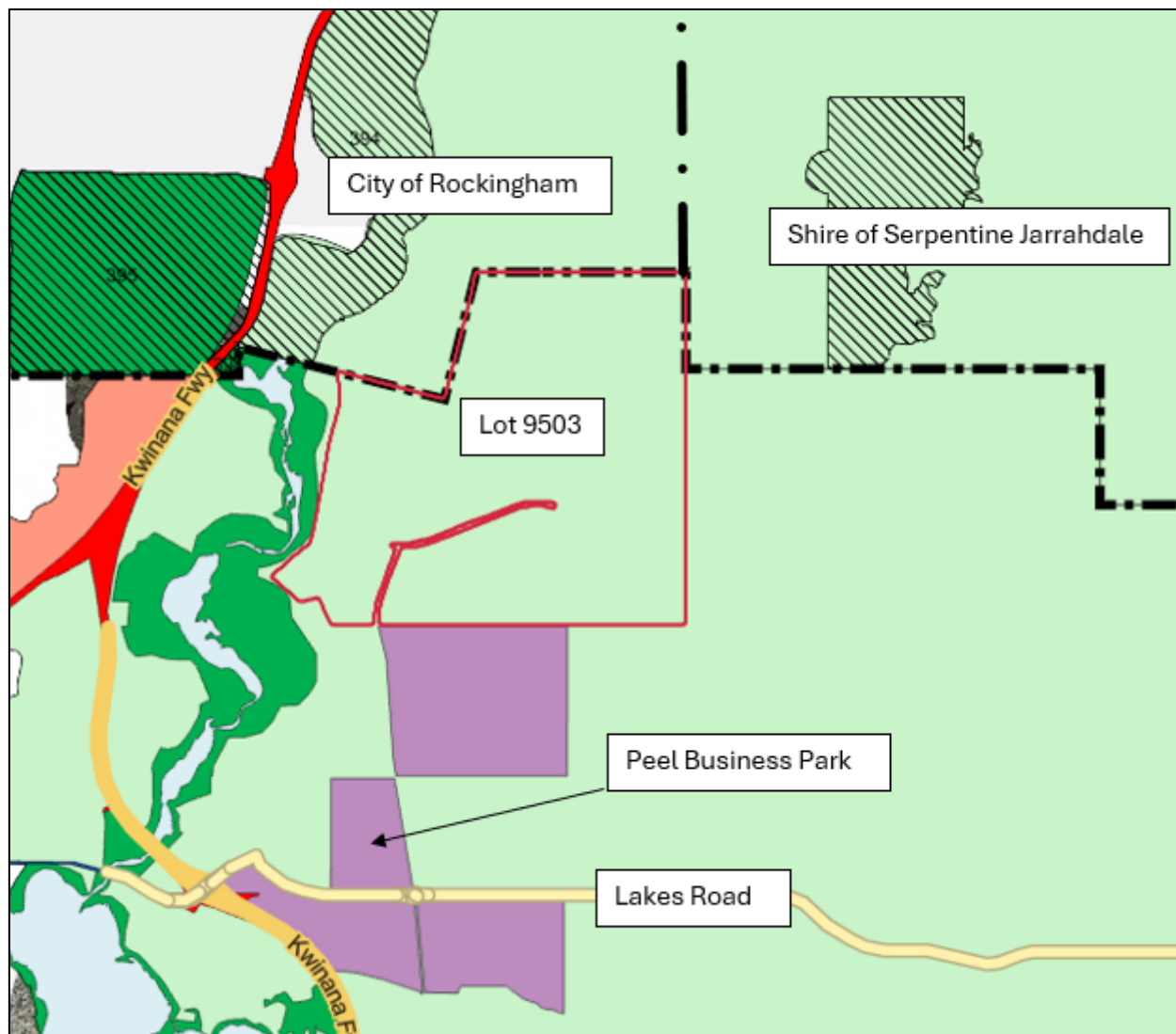
Background

The development application has been submitted to the WAPC under the Significant Development Pathway, an opt-in assessment process generally available to proposals valued at \$20 million or more (this application has a development value of \$400M). Under this process, the WAPC is the sole decision maker and retains responsibility for planning decisions at all stages of the development's life, including any future amendments to the approval.

The site is largely surrounded by rural land to the north and east, with Industrial zoned land to the south. The Serpentine River and surrounding foreshore reserve runs along the western edge of the site. The site is in close proximity to Kwinana Freeway (west), Lakes Road (south) and Hopeland Road (east), connecting the site to the wider region. Main access to the site is provided from Gull Road.

The site has historically been used for agricultural uses, including grazing and contains significant environmental features, including wetlands and native vegetation.

The land forms part of the State government owned Keralup landholding that is currently managed by DevelopmentWA, the statutory land development authority of the State of Western Australia. DevelopmentWA has offered to lease portions of its Keralup landholding within the Shire of Murray via a registration of interest process. Of the seven available lease areas, this proposal relates to lease areas one and six. The only other lease area to obtain development approval to date is lease area four, via the Development Assessment Panel for a C-Wise composting facility.



Context Plan

Report Detail

Proposal

The proposed development is broadly described as an integrated agri-tech development. That is, a commercially scaled operation, comprising climate controlled greenhouse horticulture, biological soil amendment manufacturing, and energy generation facilities of solar and heat. Together, these facilities, once fully developed, constitute a functionally integrated development in which energy, water, nutrients and organic carbon flows are continuously recycled within the overall development. Ultimately it will result in the following outputs or products:

- Vegetables and fruits (Greenhouses);
- Fertiliser (Mycrolizer);
- Biochar (C-Twelve); and
- Energy (Solar Farm).

The development is made up of the following elements and is described in detail in the following sections:

- Mycrolizer Bio-fertiliser Facility;
- Closed loop greenhouse horticulture;
- C-Twelve heat energy and biochar facility;

- Solar farm and rooftop PV; and
- Battery Energy Storage System (**BESS**).

Mycrolizer Bio-fertiliser Facility

The Mycolizer bio-fertiliser facility is an enclosed, bio-secure mycelium propagation and fungus farming production facility, with an integrated research centre. All activities will take place within the building. Operations will include:

- Locally sourced clay and bio-char (from C-Twelve) form the substrate within which the fungus grows. This is deposited in the receival hall and prepared for cleaning and biological processing.
- Growing occurs in temperature and humidity controlled growing rooms.
- Mycelium is harvested, processed and packaged for distribution.
- The product is a pellet form of fertiliser to be used primarily for commercial farming purposes.
- It will employ 40 staff and operate 24/7.
- All effluent and trade waste will be dealt with on-site. Solid waste from effluent will be removed by a licensed contractor, with all liquid waste treated to a high standard for re-use on site.

The works component of the development is summarised as follows:

- The building will front Gull Road with a setback of 60m and have a height of approximately 14m.
- Gross building floor area of 33,315m² and be constructed in concrete tilt up panels.
- Internal floor spaces dedicated to receival of goods, growing rooms, product processing and packing, storage and dispatch, research centre, and staff amenities.
- Four crossovers proposed to Gull Road, separating heavy vehicle traffic from staff and visitor traffic.
- Vehicle circulation areas in and around the building to accommodate vehicle access.
- 64 car parking bays.
- 13 external water storage tanks supplied from roof rainfall (building and firefighting supply).
- Fire tracks.
- Areas of proposed and retained landscaping.
- Approximately 14,000m² of the roof area will be covered by photo voltaic (PV) solar panels for energy production. This will be supplemented by a solar farm.
- Significant portions of the lease area, including wetlands and their buffers, and existing vegetation will be retained on-site.

C-Twelve Heat Energy and Biochar Facility

The facility will receive agricultural biomass residue (from within the site and from outside the locality) and through a series of processes, will generate heat which is recovered and used for temperature control in the greenhouse and steam in the Mycolizer. Bio-char is a useable by-product.

- The facility will process 27,000 - 30,000 tonnes per annum, diverting this waste from land fill.
- Feedstock (in the form of grain residue and mulched crop biomass) from the site and outside the locality will be received in a covered area and prepared for pyrolysis.
- There will be sufficient covered storage capacity for 14 days product (approximately 1,150 tonnes).
- The heat energy facility produces bio-char as a by-product.

- A Waste Heat Recovery system will be in place and enable the reuse of heat for other purposes onsite.
- The by-product of biochar is discharged into sealed bags for use.
- The facility will employ 22 staff and operate 24/7.

The works component of the development is summarised as follows:

- The building will be setback from Gull Road by approximately 669m with a setback of approximately 172m from the southern boundary of the site.
- The building will have an overall maximum height of approximately 15.2m.
- Gross building floor area is 6,405m². The primary production facility building will be metal clad, with administration and laboratory services building in a concrete tilt up panelling.
- Internal floor spaces dedicated to receipt of goods and material handling, a separate processing area where biomass is processed by pyrolysis to produce biochar together with dedicated areas for administration and a laboratory, storage and dispatch of product.
- One crossover to Gull Road is proposed to service the development via an internal driveway. An access road circulates around the building and provides access for heavy vehicles, and staff/customer parking.
- Three external water storage tanks supplied from roof rainfall (building and firefighting supply).
- Two external biochar storage tanks.
- Areas of proposed and retained landscaping.
- Approximately 2,150m² of the roof area will be covered by photo voltaic (PV) solar panels for energy production. This will be supplemented by the solar farm and a grid connection as back up.
- All effluent and trade waste will be dealt with on-site. Solid waste from effluent will be removed by a licensed contractor, with all liquid waste treated to a high standard for re-use on site.
- Significant areas of the site, including wetlands and their buffers, and existing vegetation will be retained.
- 41 car bays.

Closed-Loop greenhouse horticulture

The greenhouse buildings will be used to produce vegetables and fruits for consumption, within a controlled environment with activities summarised as follows:

- The greenhouses will provide a controlled growing environment to provide for year-round growing.
- The substrate (soil/growing medium) is in an elevated gutter system, with a drip irrigated hydroponic system.
- Service buildings for packing, loading and cold storage. Staff amenity and laboratory buildings for quality assurance.
- Heating will be sourced from the C-Twelve operations as part of the closed loop system of operation. Water for the operation will be harvested on-site from surface runoff and stored throughout the site in tanks and reservoirs.
- Renewable energy will be the primary power source for the development; a grid connection is also proposed as a contingency.
- It will employ 140 staff and operate 24/7.

The works component of the development is summarised as follows:

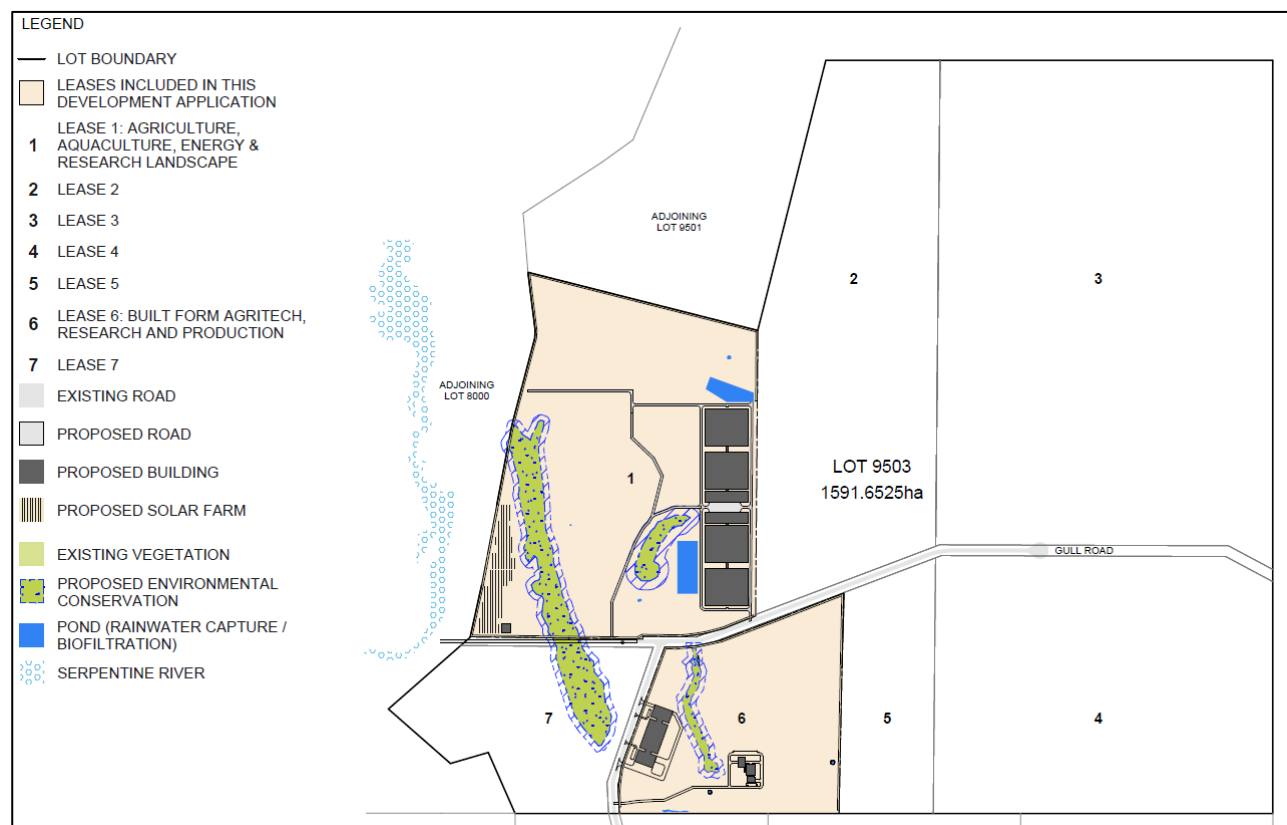
- The building will be setback from Gull Road by approximately 68m, with a side setback to the lease boundary of 40m.
- The building will have a maximum height of approximately 7.95m.
- Access is via two crossovers to Gull Road (a third will service the solar farm).
- The greenhouses will be built in 5ha modules with each pair of modules being supported by a covered services and support area (washing, sorting, packing, storing) adjacent to the services area will be goods loading and dispatch.
- The total built form area will be approximately 21.2ha. The supporting roads and accessway will service the activity.
- Two covered water storage areas to the north and southwest of the greenhouses are proposed to capture and store water runoff from the greenhouse roofs.
- The development will be outside of wetland buffers depicted on the site plan.
- 140 car parking bays

Solar farm and rooftop PV and BESS

The solar farm will produce up to 6.4 Megawatts of energy and be paired to a BESS to provide power to the overall development outside peak energy generation times. The solar farm will primarily support activities on the site, however energy can be exported to the grid if required. Grid connection is proposed to be physically routed underground from the existing Western Power asset at the Gull Road / Lakes Road intersection.

The solar farm will occupy a development envelope of approximately 8.9ha of land to the western edge of the site. The solar array is fixed and ground mounted with heights of approximately 2.0m - 2.5m in height. The BESS will be housed in a covered and fenced compound.

A copy of the plans are included at **Appendix 1** and the Planning Report is included at **Appendix 2**. Given the extent of technical reports provided in support of the proposal, they are best accessed from the Department of Planning, Lands and Heritage's website, where they are found under the 'Key Documents' tab: <https://haveyoursay.dplh.wa.gov.au/keralupagriindustry>. The site plan is shown below.



Site Plan

Zoning and land use permissibility

The site is zoned 'Rural' under the Shire of Murray Local Planning Scheme No. 4 (**LPS4**). When considering land use permissibility, it is pertinent to consider each component individually. Whilst there a high degree of integration between the specific elements, they are capable of operating independently. The solar array and BESS are intended primarily to provide power to remaining portions of the development.

Mycrolizer Bio-fertiliser Facility

The proposed Mycrolizer facility comprises two distinct but interdependent components:

1. The growing and harvesting of fungus and mycelium, which aligns with Intensive Agriculture (AA); and
2. The processing of mycelium into fertiliser pellets and packaging for distribution, which aligns with Industry - General (X).

These components function as an integrated production system and are mutually reliant in delivering a single end product. When considered collectively, the proposal cannot be meaningfully separated into discrete agricultural or industrial uses.

The development also incorporates a 1,627 m² research centre. This facility is functionally integrated with both the growing and processing operations and is ancillary to the core production activity. Its inclusion further reinforces that the proposal does not comfortably align with any single listed land use classification under LPS4.

Given the interdependence of its components, the use is most appropriately treated as an unlisted use pursuant to clause 5.2.4 of LPS4, which enables the decision maker to consider such uses on their merits. Importantly, the proposal maintains a direct relationship with agricultural production and may be capable of operating in a manner consistent with rural character and amenity. The suitability of this use is ultimately resultant on the resolution of all relevant technical matters discussed in this report.

C-Twelve Heat Energy and Biochar Facility

Having regard to the nature, scale and outputs of the activity, the C-Twelve facility is most appropriately classified as Industry – General, a prohibited (X) use within the Rural Zone under LPS4.

Notwithstanding this classification, it is acknowledged that the WAPC retains discretion under section 171R(1)(b) of Part 11B of the *Planning and Development Act 2005* to approve development that would otherwise be inconsistent with LPS4.

Closed-Loop Greenhouse Horticulture

This is classified as Intensive Agriculture which is discretionary (AA) use in the zone.

Solar Farm and Rooftop PV and BESS

This cannot be considered an *Alternative Energy Facility* pursuant to the LPS4 definition, as the energy produced is primarily being used on site. Given the nature of the use, it is considered to be incidental to the overall operations.

Appropriateness of the Development

Whilst elements of the proposal are either prohibited or unlisted uses within the Rural Zone, the WAPC retains the discretion to approve the development provided it gives due regard to the principles of orderly and proper planning and the preservation of the amenity of the locality. Broadly speaking this involves a consideration of all relevant elements of the planning framework, having regard to its potential effects on key amenity and environmental factors, including odour, noise, traffic generation and visual impact.

Draft Local Planning Strategy

In August 2025 Council supported the draft LPS for the purposes of public advertising, subject to the consent of the WAPC.

The draft LPS identifies the subject site within the Keralup Planning Area, a significant State-owned landholding of approximately 1,600 hectares located north of the Nambeelup Industrial Area and within the Peel Food Zone area. The area is recognised for its strategic advantages, including strong access to regional transport infrastructure, physical separation from sensitive land uses, and potential integration with surrounding initiatives such as the Nambeelup Industrial Area expansion, the Transform Peel initiative, and the Peel Integrated Water Initiative.

The draft LPS proposes a planning direction of the Planning Area that facilitates large scale, low intensity, self-sufficient employment uses that are not otherwise suitable for an industrial area and are compatible with the site's rural and environmental context, complementing nearby industrial and agri-food activities, and contributing to long-term regional economic diversification.

On this basis, the proposal demonstrates clear and positive strategic alignment with the intent and direction of the draft LPS, particularly in its support for emerging agri-industrial and circular economy land uses within a strategically located precinct.

Odour

The development is located in close proximity to an existing composting facility and piggery, which, despite holding valid planning and environmental approvals, have generated recurring odour impacts extending to the coastal areas of Mandurah and Rockingham. This demonstrates that separation distance alone is not a reliable proxy for amenity impact in this context.

The application is therefore supported by an odour risk assessment (**ORA**) prepared by a suitably qualified technical expert. The assessment indicates that the only two elements of the operations that may have an odour impact are the Mycrolizer and C-Twelve facilities. The ORA includes an

operational odour analysis that concludes that both operations present a low odour impact risk based on a number of factors including:

- The separation distance between the Mycrolizer and C-Twelve facilities and the nearest sensitive receptor (approximately 1 km);
- The Mycrolizer will operate within a completely sealed environment with all discharged air directed to a single controlled point of discharge. Any air which may carry a higher odour load is substantially diluted by the combined bulk airstreams from all other rooms prior to discharge to atmosphere. This dilution effect significantly reduces the odour concentration of the final combined emission at the point of discharge.
- The odour emission of the received material is low due to the intrinsic nature of the product (dry grain residues and mulched crop biomass); and
- A number of management controls have been suggested which will ensure that potentially odour generating activities are mitigated.

The Shire acknowledges that the WAPC will rely on technical advice from odour specialists within the Department of Water and Environmental Regulation (**DWER**) to assess and validate the findings of the ORA. It is noted that there has been no modelling of fugitive emission to demonstrate that there will be no offsite impacts, including to the developing Nambeelup Industrial Area. It is also unclear at this stage if there will be a separate environmental approval process that would consider odour impacts. Accordingly, the Shire considers that the WAPC should not grant development approval until it is satisfied, based on robust technical evidence, that the proposal will not result in unacceptable off-site odour impacts.

Noise

The proposed development will generate noise associated with plant and equipment operation, mechanical processes and delivery vehicles. The Applicant asserts that compliance with applicable noise regulations will be achieved due to the separation distance of approximately 2,000m to the nearest sensitive receptor.

This assessment, however, does not appear to consider potential noise impacts on the community of Stake Hill, located approximately 380 m from the proposed BESS.

While an Acoustic Report / Noise Management Plan has been submitted, it does not include predicted noise levels, modelling outputs, decibel contours or assessment of cumulative and tonal noise characteristics or an amenity assessment.

In the absence of a detailed acoustic assessment, the Shire cannot conclude that noise impacts will be acceptable.

To address this deficiency, a revised acoustic assessment prepared by a suitably qualified expert is required prior to determination. This assessment should:

- Be based on final equipment specifications, layout and operating characteristics;
- Include noise modelling and predicted compliance with applicable criteria;
- Assess impacts on all relevant sensitive receptors, including Stake Hill; and
- Consider night-time audibility, impulsive or tonal characteristics and amenity implications.

Visual amenity

A Visual Impact Assessment (**VIA**) has been submitted in support of the application, concluding that the proposal will have low to negligible visual impact due to existing vegetation and separation distances. The Applicant has acknowledged that this assessment was not prepared by a technical expert.

Upon review, the VIA does not assess several potentially significant viewpoints, including views from the Serpentine River corridor and elevated locations on the scarp. Given the scale and industrial character of the proposed infrastructure within a Rural zone, these omissions are material. It is also noted that the associated landscape plans and site plan do not reflect the visual buffers recommended by the VIA.

A revised VIA, prepared by a suitably qualified landscape or visual impact specialist, is required to enable an informed assessment of visual amenity impacts. The associated plans will need to be updated to reflect this.

Emergency Hazards

The proposed BESS introduces a range of emergency hazards, including thermal runaway, toxic gas release, battery fires, explosions and the escape of contaminated firewater. These risks are heightened by the site's location within a bushfire-prone area, proximity to conservation category wetlands and the Serpentine River, and its position within the Peel–Harvey coastal catchment (**PHCC**).

The application indicates that thermal runaway detection, flammable gas detection and an Emergency Response Plan will be provided in accordance with National Fire Protection Association (**NFPA**) 855, however, these are not presented as part of the public advertising material.

Whilst a Bushfire Management Plan (**BMP**) has been submitted, it does not address:

- Vulnerability of the BESS to radiant heat or ember attack;
- Mitigation measures to prevent the BESS becoming a bushfire ignition source; or
- Interaction between bushfire, flooding and emergency response logistics.

Given these deficiencies and risks, it is recommended that a revised, independently peer reviewed hazard and emergency management assessment be prepared prior to the application being determined. This should:

- Be based on international best practice standards such as NFPA 855 and the UL 9540A test method for evaluating thermal runaway fire propagation in BESS;
- Be undertaken in consultation with the Department of Fire and Emergency Services and the Shire;
- Confirm battery spacing and emergency design features through quantitative modelling;
- Include updated Fire Hazard and Emergency Management and Bushfire Management Plans that address response logistics and access for emergency services.

Bushfire Risk

Portions of the subject site are identified as 'bushfire prone area' under the Department of Fire and Emergency Service's Map of Bushfire Prone Areas and subject to the requirements of State Planning Policy 3.7. A BMP has been prepared in support of the proposal.

Pertinent to the consideration of bushfire risk, the following is observed:

- The CFA Design Guidelines and Model Requirements for Renewable Energy Facilities v4.4 (REF guidelines) are considered best practice for the development of renewable energy facilities. Although they sit outside of the WA planning framework, they are often commonly utilised in planning for renewable energy facilities to ensure that the unique bushfire risks associated with these developments are duly considered.
- No Bushfire Risk Assessment has been provided in support of the proposal, despite this being best practice for renewable energy facilities and as required by Section 3 of the REF Guidelines

- The Planning for Bushfire Guidelines do not require two-way access to be demonstrated in support of a development application for a commercial or industrial land use. This is on the basis that suitable access should be resolved at an earlier stage in the planning process such as structure planning. Given that this proposal essentially seeks to proceed ahead of the intended strategic planning for the site, and it proposes land uses that are particularly intense for a Rural zone, it is pertinent to consider this broader issue as part of a revised BMP.
- The BMP asserts that the proposed land use does not include the storage of hazardous, flammable and/or combustible materials as part of its ongoing day to day operations, this is inconsistent with accepted characterisation of BESS facilities.

In light of the above, a revised BMP and bushfire risk assessments are required to demonstrate that the proposal is suitable from a bushfire risk perspective.

Environmental Impacts

The site is environmentally constrained, with the presence of Conservation Category Wetlands (CCW), Resource Enhancement Wetlands (REW), native vegetation and its location within the PHCC.

The proposal demonstrates positive responses to these constraints, including wetland retention, buffer provision, revegetation and closed-loop infrastructure systems. However, several matters require further resolution, including:

- Proposed fire access tracks and future road alignments dissecting wetlands and buffers;
- Reduced wetland buffers; and
- Inconsistencies between environmental mapping and development layout.

It is noted that *State Planning Policy 2.9 Water*, places significant emphasis on protecting and enhancing wetlands, with transfer to public ownership recommended where appropriate.

It is therefore recommended that updated plans be provided that respond to these matters.

Servicing

The proposed development intends to be completely self-sufficient in terms of public utility services.

- Water is sourced from rainwater capture;
- Power is generated from the solar array and rooftop solar panels; and
- Heat is captured from the C-Twelve process.

The development also commits to water treatment initiatives, ensuring that the sites predevelopment water balance is maintained and water quality is improved. This includes treating liquid effluent for reuse and disposal of solid effluent off-site.

Traffic and Access

The proposed development obtains access from Gull Road which is identified in the South Metropolitan Peel Sub-Regional Planning Framework for future upgrade and eastward extension of Mandjoogordap Drive, as an integrator arterial road linking the Kwinana Freeway to the future Tonkin Highway extension. Consequently, efforts should be made to reduce access points and conflicts with this future major road including:

- The lease area 6 (Mycrolizer and C-twelve) currently proposes four access points onto Gull Road, these should be consolidated to a maximum of two;
- Investigate shared access between lease area 1 and future lease area 2; and

- There appears to be insufficient space to accommodate this future extension within lease area 1, due to the siting of the solar farm and the associated BESS.

Once fully operational, the development is expected to generate relatively modest traffic, dispersed over the full 24 hours of the day. This will, however, necessitate the upgrade of Gull Road to accommodate street lighting.

It is recommended that the applicant's Traffic Impact Assessment (**TIA**) and plans be updated to respond to these considerations.

Water Management

An integrated water management report has been provided in support of the proposal outlining that:

- The proposal operates entirely on captured rainwater;
- Treated stormwater is returned to the same aquifer that received rainfall under the pre-development pasture surface, maintaining recharge above the pre-development median and at higher quality;
- Process water and hydroponic drain water stay inside closed-loop systems;
- No industrial wastewater leaves the site; and
- Fire water is held in dedicated tank storage with regulatory reserves ringfenced from operational supply.

Whilst there is merit to this approach it is noted that the report has not been prepared by a hydrologist. Significantly, the water management report lacks a catchment and drainage plan, demonstrating that the proposed drainage solution is achievable. Additionally:

- Development within Lease Area 1 (greenhouse and BESS) is located in a floodplain.
- Further information is required regarding groundwater and stormwater management for Lease Area 1.
- Rainwater capture appears insufficient to service the proposed development.
- Applicant has proposed Water Corporation as a contingency water supply but has not provided evidence of an agreement.
- Groundwater extraction is likely to be required, including the need for a groundwater licence.
- Suitability of the land for onsite effluent disposal has not been adequately demonstrated.

Given the presence of CCWs and the site's location within the PHCC, is recommended that a revised water management report, prepared by a technical expert, be submitted in support of the proposal.

Council Plan

Focus Area	Planet
Outcome 5	Shared responsibility for combatting climate change.
Objectives 5.1	Reduce greenhouse gas emissions.
Focus Area	Place
Outcome 7	Population growth is being managed responsibly and sustainably.
Objectives 7.1	Manage urban growth effectively.
Focus Area	Prosperity
Outcome 11	Sustainable economic growth with decent work for all.
Objectives 11.1	Maximise inherent regional economic opportunities.

Other Strategic Links

Shire of Murray Draft Local Planning Strategy

The site is located within Planning Area N of the draft LPS where the planning direction is to:

Facilitate large scale, low intensity, self-sufficient employment uses that are compatible with the site's rural and environmental context, complement nearby industrial and agri-food activities, and contribute to long-term regional economic diversification.

The LPS requires the Shire to zone the land appropriately, define objectives, land use permissibility and provisions tailored to the planning direction.

Statutory Environment

Planning and Development Act 2005 (PD Act)

Part 11B of the PD Act currently enables the WAPC to accept applications for significant developments that have an estimated value of over \$20 million.

In accordance with s.171P and s.171R, the WAPC must determine Part 11B applications in accordance with the provisions of the 'applicable planning instrument' (i.e. the Shire's Local Planning Scheme No.4). However, it may determine an application in a manner that conflicts with provisions of the 'applicable planning instrument' if the local planning scheme is more than five years old or has not been comprehensively reviewed in more than 5 years.

When making a decision that would conflict with the 'applicable planning instrument', the WAPC must have due regard to the principles of orderly and proper planning and the preservation of the amenity of the locality.

Sustainability & Risk Considerations

Economic – (Impact on the Economy of the Shire and Region)

The proposed development is supported by an Economic Impact Statement (EIS), albeit it doesn't appear to have been prepared by an economist. The EIS documents the direct and indirect economic benefits of the project to the locality and broader region with a gross economic output of \$652 million by year 5 of operation.

Social – (Quality of life to community and/or affected landowners)

The proposal may affect the quality of life for nearby landowners due to potential impacts such as mechanical noise, changes to rural character and concerns about fire and environmental risk. These impacts are particularly relevant in a quiet rural setting where amenity expectations are high.

Environment – (Impact on environment's sustainability)

Discussed earlier in this report.

Policy Implications

State Planning Policy 2.5 Rural Planning

This WAPC policy has as its stated purpose to protect and preserve rural land assets due to the importance of their economic, natural resource, food production, environmental and landscape values. Clause 5.5 acknowledges that the WAPC's decisions will be guided by the need to provide economic opportunities for rural communities and to protect primary production and natural resources.

Position Statement: Renewable Energy Facilities

This WAPC Position Statement provides guidance for the consistent assessment of renewable energy proposals, supporting the State's Energy Transformation Strategy. While it does not

specifically address BESS, its principles remain relevant to such infrastructure. Key considerations include appropriate siting and design, minimising environmental and visual impacts, ensuring compliance with noise standards, recognising Aboriginal cultural heritage and promoting early public engagement to ensure land use compatibility.

Risk Management Implications

<i>Risk Level</i>	<i>Comment</i>
High	In the absence of a range of technical reports prepared relevant specialist experts the proposal presents a moderate to high risk due to its environmentally sensitive location and proximity to rural, rural residential and future industrial areas.

Consultation

The Department of Planning, Lands and Heritage (**DPLH**) has undertaken consultation on this application involving:

- A notice published in the Mandurah Times on 24 June;
- A notice published on DPLH's website;
- Letters sent to landowners within 200m of the site; and
- A sign was place on Gull Road.

The outcomes of the consultation will be considered by the WAPC in its determination of the application.

Resource Implications

Financial

As the application is made to the WAPC, the Shire cannot levy the normal application fee.

Workforce

The assessment and reporting of the proposal have been accommodated within the existing workforce level.

Options

1. Recommending to the WAPC that Council does not support the application at this time for the reasons specified or other relevant reasons.
2. Recommending to the WAPC that Council supports the application and provides suitable conditions of approval.

Conclusion

The proposal represents a significant infrastructure project with potential benefits for the local economy and is aligned with the vision for the area in the draft LPS. However, its location on environmentally sensitive rural land within the PHCC and in proximity to rural residences and future industrial areas necessitates a precautionary approach.

Critical matters relating to odour, noise, visual amenity, bushfire risk, emergency management and environmental impacts remain unresolved, largely due to the absence of specialist technical assessments. In the absence of this information, the Shire cannot be satisfied that potential impacts on amenity, safety and the environment can be appropriately managed and accordingly an informed planning recommendation cannot be made at this stage.

Given the elevated risk profile and technical complexity of the development, it is recommended that the WAPC require further information prior to determination. This would enable a proper consideration of the suitability of the proposal and whether it ought to be approved.

11.3 Proposed Extension to Existing Extractive Industry - Lot 521 Corio Road, Ravenswood

File Ref:	D26/29860
Previous Items:	OCM 26 Mar 26 Item 11.3 (OCM26/017)
Applicant:	Urban Resources Pty Ltd
Author and Title:	Rod Peake, Director Planning & Sustainability
Declaration of Interest:	Nil.
Voting Requirements:	Simple Majority
Appendices:	Item 11.3 Appendix 1 - Application Report (Page 208-314) Item 11.3 Appendix 2 - Site Plan (Page 315) Item 11.3 Appendix 3 - Operational Management Plan (Page 316-330) Item 11.3 Appendix 4 - March 2026 Council Minutes (Item 11.3) (Page 331-340) Item 11.3 Appendix 5 - Original Submissions Schedule (Page 341-351)

Recommendation

That Council, pursuant to section 31 of the *State Administrative Tribunal Act 2004* in respect of State Administrative Tribunal Matter No DR 34 of 2026:

- 1. Reconsiders its decision of 26 March 2026 (Resolution OCM26/017) to refuse the Development Application for an extension to an existing Extractive Industry on Lot 521 Corio Road, Ravenswood; and**
- 2. Resolves to set aside that decision to refuse the Development Application and substitute that decision with a new decision to approve the Development Application, subject to the following conditions:**
 - a) Excavation works must be completed by no later than 30 September 2027 (which does not include rehabilitation and related activities), unless otherwise agreed in writing by the Shire.**
 - b) The development shall be carried out in accordance with the Application Report (Appendix 1), Site Plan (Appendix 2), and the Operational Management Plan (Appendix 3), as modified by the conditions of this approval, to the satisfaction of the Local Government.**
 - c) No excavation shall occur within 0.5 metres of the highest known groundwater level to the satisfaction of the Local Government.**
 - d) No extraction activities are to occur between 1 October and 31 March in each year.**
 - e) No extraction operations are to occur within 40 metres of the northern boundary of Lot 521, unless otherwise agreed in writing by the Local Government.**
 - f) Hours of operation and movement of heavy vehicles and/or machinery in or out of the property shall be limited to 7.00 am to 5.00 pm, Monday to Friday only (excluding public holidays). No extraction operations or associated heavy haulage are to occur on Saturdays, Sundays or public holidays.**
 - g) The Operational Management Plan is to detail appropriate arrangements to ensure that haulage vehicles do not arrive at the site prior to 7.00 am to the satisfaction of the Local Government.**
 - h) Prior to the issue of an Extractive Industry Licence, a plan showing finished levels is to be prepared by the landowner/applicant and approved by the Local Government. The approved plan is to be adhered to at all times and no extraction is to occur below the lowest level of extraction shown on the approved plan.**
 - i) Prior to the issue of an Extractive Industry Licence, a Landscaping Plan incorporating the landscaping and rehabilitation generally consistent with that described in the**

Application Report and associated appendices shall be submitted to and approved by the Local Government. The approved plan shall be implemented to the satisfaction of the Local Government.

- j) Prior to extraction activities commencing, wind fencing is to be installed as close as practicable to the northern and eastern boundaries of the approved excavation areas to assist in minimising offsite dust impacts. The wind fencing shall be maintained for the duration of the works to the satisfaction of the Local Government.**
- k) Stabilisation of completed excavation areas are to be progressively undertaken as operations progress with all disturbed areas being stabilised by 30 September in the relevant year so that the site is stable and ready for seeding of pasture and landscaping as relevant in the following autumn.**
- l) Groundwater monitoring reports shall be submitted to the Local Government and Department of Water and Environment Regulation on a quarterly basis. Groundwater monitoring shall include plans and details on groundwater levels, upstream and downstream from the extraction site, from multiple monitoring points on the property, to the satisfaction of the Local Government.**
- m) A contingency plan is to be prepared prior to the commencement of operations to the satisfaction of the Local Government, with the approved plan subsequently implemented should the Local Government consider that the works are adversely affecting the water regime.**
- n) A Complaints Management System must be established prior to the commencement of extraction activities to the satisfaction of the Local Government and implemented for the duration of the development. The system must:**
 - i. Nominate the Site Manager and Director of Urban Resources as the primary points of contact for complaints, with their direct phone and email contact details made publicly available;**
 - ii. Commit to acknowledging all complaints the same business day; to implementing corrective action where appropriate with a substantive response to the complainant as soon as possible and in any case within two business days of the complaint being received, with that response to advise the complainant that if they remain unsatisfied with the resolution, the complaint may be escalated to the Shire for review. A copy of each complaint and response is to be provided to the Shire within two business days of receipt;**
 - iii. Maintain a complaints register recording the date, nature and resolution of all complaints received, with this register being made available to the Shire upon request; and**
 - iv. Provide a written report to the Local Government detailing all complaints received and their resolution, on an annual basis and at the conclusion of extraction works.**
- o) A compliance assessment report for the approved Operational Management Plan must be lodged by 31 October each year during the term of approval, or at such other time as agreed by the Local Government. The compliance assessment report shall:**
 - v. Be in a format acceptable to the Local Government;**
 - vi. Assess whether the development has complied with each action required by the approved Plan, and report on any potential non-compliance and corrective actions taken;**
 - vii. Be endorsed by the Applicant's Managing Director or a person delegated to sign on their behalf; and**
 - i. Be made publicly available, upon request.**

- p) **The site is to be kept in a neat and tidy condition at all times. When vehicles and equipment associated with the Extractive Industry are not in use, they shall be located as far as practicable out of view of neighbouring properties and adjacent public roads.**
- q) **Heavy haulage vehicles associated with the development travelling to and from the site shall only use a dedicated route approved in writing by the Local Government prior to the commencement of works, to ensure these vehicles travel on roads designed and maintained for that function, to the satisfaction of the Local Government.**
- r) **The applicant shall be responsible for the cost of maintaining and repairing damage to roads controlled by the Local Government that are used by heavy haulage traffic associated with the development, to the extent that such traffic contributes to the need for that maintenance and repair, to the satisfaction of the Local Government.**

Advice Notes:

- a) **Prior to extraction activities commencing, an Extractive Industry Licence under the Shire of Murray Extractive Industries Local Law 2021 must be obtained and maintained for the duration of the extraction works.**
- b) **The use may involve activities that constitute 'prescribed premises' and require works approval under the Environmental Protection Act 1986.**

In Brief

- At its meeting on 26 March 2026 Council resolved to refuse a Development Application for an extension to an existing approved Extractive Industry (Stage 6) at Lot 521 Corio Road, Ravenswood.
- The Applicant, Urban Resources Pty Ltd, subsequently applied to the State Administrative Tribunal (**SAT**) for a review of that decision. A SAT facilitated mediation was held on 25 June 2026.
- A number of changes to the proposal were agreed by the applicant at the mediation to address Council's reasons for refusal. As a result, the SAT has invited the Shire, pursuant to section 31 of the *State Administrative Tribunal Act 2004*, to reconsider its earlier decision.
- The key changes include the deletion of Saturday operations; bringing forward the approval term date to 30 September 2027 to align with the seasonal operation condition; introduction of an Operational Management Plan to better manage haulage vehicles from arriving prior to 7.00am, and the implementation of a strengthened complaints management system.
- The revised proposal has been readvertised and one submission, generally supporting the proposal has been received.
- Having regard to the changes to the proposal which were intended to address the reasons for Council's decision, the results of the most recent advertising process, the planning merits of the proposal, and the applicable planning framework, in particular State Planning Policy 2.4 Basic Raw Materials (**SPP 2.4**), approval of the revised application is recommended, subject to conditions.

BackgroundSubject Site and Existing Operations

Lot 521 Corio Road, Ravenswood is a 109 hectare rural property located approximately 7.3 kilometres north of the Pinjarra townsite. The property is zoned 'Rural' under both the Peel Region Scheme and the Shire of Murray Local Planning Scheme No. 4 (**LPS4**). The site has a long history of extractive industry activity dating to the 1990's, and currently contains an artificial lake, which is the legacy of earlier extraction operations, along with small areas of remnant vegetation.

The property is owned by members of the Galati family. Urban Resources Pty Ltd operates the current sand extraction activities on the land under a separate development approval covering Stages 1 to 5, which has been in operation since July 2023. To the north of the site is a rural property operated as a commercial market garden. To the east is a rural zoned lot (Lot 51) which contains the closest dwelling to the proposed new stage of extraction, at approximately 105 metres at the closest point. Corio Road forms the western boundary of the site and on the western side of Corio Road is a small 'Farmlet' zoned precinct, comprising nine rural living lots ranging in size between approximately 10 - 14 hectares. A context plan of the site is shown below.



Context Plan

History of Approvals

The Galati family acquired the site in April 2014 and subsequently sought planning approval for intensive agriculture. That application was deemed refused and the matter was referred to the SAT. During those proceedings, a revised application was submitted for intensive agriculture, rural industry and extractive industry. Council approved that application in February 2016 for a period of five years. The SAT application was subsequently withdrawn.

In June 2022, Council approved an amendment to extend the extractive industry approval by a further five years and to amend the commencement date. Active extraction of sand under that approval commenced in July 2023 and is now nearing completion.

Current Application

The subject Development Application was lodged with the Shire in December 2025. The application sought approval to extend the extractive industry into a further 6.7 hectare area (Stage 6) in the north eastern corner of the site, enabling the extraction of an additional estimated 75,000 cubic metres of sand over approximately one to two years. The Application Report, Site Plan, and Operational Management Plan are included at **Appendices 1 – 3**.

The application was originally advertised between 8 and 29 January 2026 with notification to all properties within three kilometres of the proposed extraction area. Five submissions were received, with key issues relating to dust, noise, impacts of traffic movements and road safety, potential groundwater impacts, regulatory compliance and decision making consistency. The application was also referred to the Department of Water and Environment Regulation, which provided a response that was considered in the officer's assessment.

The application was recommended for approval, subject to a range of conditions aimed at managing the amenity and environmental impacts of the works. The report identified that impacts from dust, noise and heavy vehicle movements could be appropriately managed through conditions, and that the proposed extraction was generally consistent with the applicable planning framework, including SPP 2.4.

At its meeting on 26 March 2026, Council resolved to refuse the application, with the following stated reasons:

- The adverse impacts of heavy vehicle movements on the local road network.
- The unacceptable adverse impacts on the amenity of the locality.
- The residual risk of dust nuisance and 'sand blasting' damage to commercial crops on an adjoining property.
- The inappropriate proximity of the proposed extension to existing residential premises.

A copy of the Council meeting minutes relating to this item are included as **Appendix 4**.

SAT Review

Following Council's decision to refuse the application, Urban Resources Pty Ltd lodged an application for review with the SAT. A SAT facilitated mediation was conducted on 25 June 2026. The mediation was attended by representatives of the Applicant and Shire.

As a result of the mediation, the SAT has issued orders pursuant to section 31(1) of the *State Administrative Tribunal Act 2004* inviting the Shire to reconsider its decision, having regard to the following modifications to the proposal:

- Removal of Saturday operations - extraction activities and associated haulage are proposed to occur only Monday to Friday, with no operations on weekends or public holidays.
- A strengthened complaints management system - this will include publicly available direct phone and email contact details for both the Site Manager and the Director of Urban Resources; acknowledgement of complaints by the operator on the same business day; a substantive response within 48 hours, with a copy of both the complaint and the response provided to the Shire; a complaints register maintained and made available to the Shire on request; and a clear escalation pathway directly to the Shire where a complainant is not satisfied with the response received.
- An operational management plan addressing haulage vehicle arrival times - this plan will set out the specific procedures to be implemented to ensure haulage vehicles do not arrive on site prior to 7.00am, directly addressing concerns raised about early morning truck movements.
- A firm completion date - extraction operations are scheduled to be completed by 30 September 2027, providing certainty as to the overall duration of the operation's impact on the locality. Rehabilitation will follow the completion of the extraction operations.
- Other conditions recommended by officers in the March 2026 report are agreed to by the Applicant.

The SAT's section 31 invitation to reconsider requires Council to make a fresh decision on the application by 30 July 2026. This report sets out the basis upon which approval is recommended.

Report Detail

Proposal

The application proposes the extraction of approximately 75,000 cubic metres of sand from a 6.7 hectare area in the north-eastern corner of Lot 521, designated Stage 6. The Stage 6 area comprises cleared pasture with no native vegetation requiring removal. Extraction depths will range up to 2.3 metres, maintaining a minimum 0.5 metre clearance to the maximum groundwater level. The works can be undertaken over several months dependent on demand.

The proposal involves the same operational methods and management framework as the approved Stages 1 to 5, including dust suppression by water cart, progressive stabilisation and rehabilitation, and groundwater monitoring. Once extraction is complete, the area is to be rehabilitated generally to pasture, with some landscaping.

SAT Process

When a discretionary decision is made by a local government to refuse a development application, the applicant has a right to seek a review of that decision by the SAT. The SAT's role in review proceedings is to examine whether the original decision was the correct and preferable decision on the evidence before it, including any new information that emerges during the review process.

Where, as in this case, mediation results in changes to an application, the SAT often formally invites the original decision maker to reconsider its decision under section 31 of the *State Administrative Tribunal Act 2004*. This gives Council the opportunity to make a fresh decision, informed by the changed circumstances, without the matter needing to proceed to a formal hearing.

It is important that Council approach this reconsideration in the same way as it would any development application, that is by assessing the proposal on its planning merits, having regard to factors including the modified application, the relevant planning framework, and the current state of the submissions.

If Council declines to approve the modified application, the matter will proceed to a full hearing before the SAT. At that hearing, the Tribunal will conduct its own assessment of the application on the planning merits and may substitute its own decision in place of Council's.

Changed Circumstances

The various changes to the application are as set out above and were designed to as far as practical address the stated reasons for Council's refusal. It is also noted that, since the application was advertised for public comment in January 2026, the applicant has separately committed to the following additional measures, which remain part of the proposal under consideration:

- No extraction activities between 1 October and 31 March each year. This limits operations to the cooler, wetter months when sand is naturally more stable and less prone to wind-blown dust.
- No extraction within 40 metres of the northern boundary of the site, providing a buffer to the established market garden.
- Installation of wind fencing as close as practicable to the northern and eastern boundaries of the excavation area, to further reduce the potential for dust and sand drift beyond the site in the direction of the closest adjoining dwelling and the adjoining market garden.
- Stabilisation of completed excavation areas (using Dustex or a similar treatment) progressively as operations progress by 30 September so that the site is stable and ready for seeding of pasture in the following autumn when advantage can be taken of seasonal rainfall to germinate and grow the pasture.

The risk of dust nuisance and sand blasting damage to commercial crops on the adjoining market garden property to the north was one of the specific grounds for refusal. The Applicant has engaged

directly with the operator of the market garden since the original Council decision. The market garden operator has advised that their objection would fall away on the basis of:

- Mining only occurring in the winter months, when there are sufficient rains to stabilise sand;
- Mining to come no closer than 40 metres from their property boundary;
- The 40 metre separation zone is to be planted with trees and shrubs;
- Sand mining is to be ended before October each year to allow time for stabilisation, rehabilitation and direct seeding of exposed areas before the commencement of October.

Conditions regarding the seasonal operations only, concluding excavation prior to October, setback to the northern boundary and landscaping are included in the conditions of approval. The full 40m setback to the northern boundary is not intended to be landscaped, although wind fencing will be installed which will be more effective for dust management given the short term nature of the works and the comparatively long establishment time for landscaping.

The concern about inappropriate proximity to existing residential premises was most applicable to the nearby dwelling on Lot 51 to the east, which is the closest residence to the proposed works. In addition to typical dust management practices, the applicant has agreed not to extract during the drier months and also to install a wind fencing close to the eastern boundary of the works to more effectively manage dust impacts. The occupier of Lot 51 did not lodge a submission in the most recent round of advertising of the modified proposal.

The original proposal resulted in a number of submissions from owners/residents along Corio Road, who reside at approximately one kilometre west of the proposed Stage 6 area. At this distance, the potential for those residents to experience material amenity impacts from proposed extraction works such as dust and noise impacts is negligible. The primary concern for these submitters would relate to the movement of heavy haulage vehicles on Corio Road. With the changes introduced, it is noted that no submissions were received from these residents during the recent readvertising process.

Concern about the adverse impacts of heavy vehicle movements has been addressed through two specific modifications to the proposal, including a commitment that demonstrates how haulage vehicles will be managed to prevent pre 7.00 am arrivals at the site. This directly addresses the specific complaint about trucks arriving and queuing before dawn with the existing approved development. The operator has also agreed to delete Saturday operations, which eliminates one day of haulage activity.

It is noted that Corio Road is constructed and maintained to a Local Distributor standard. The role of this type of road is to connect to other Rural Distributors to Rural Access Roads for the efficient movement of people and goods within regional areas. This is an appropriate road type for a rural road serving the proposed extraction operation. Local Distributor roads are specifically designed to carry traffic, including commercial traffic, between land use areas within a rural locality. The road has been assessed by Shire engineers as meeting relevant engineering and road safety standards for the traffic volumes it carries, including existing heavy vehicle movements.

Corio Road carries an established volume of commercial traffic that exists entirely independently of the current application. The road serves as a significant alternative north-south route approximately midway between the Kwinana Freeway and the South Western Highway, passing through an area that supports a variety of commercial rural land uses. These include other extractive industry operations, a market garden and a poultry farm, a resource recovery facility and the Shire's own waste transfer station. Each of these land uses generate regular heavy vehicle movements.

The additional traffic generated by the Stage 6 extraction, for a relatively short timeframe, Monday to Friday only, by semitrailers within the approved hours represents a marginal increment to existing traffic on the road. It is noted that the Applicant will also be responsible for any road damage attributable to their haulage traffic, together with the existing Extractive Industry Licence haulage contribution regime, which will provide the appropriate asset protections for the Shire.

The concerns raised by the original submitters about driver behaviour such as speeding are matters for police enforcement. Claims over excessive use of exhaust brakes and the like are not matters that can reasonably be managed through the development approval process noting the road type of Corio Road and do not constitute planning grounds on which a development application can reasonably be refused in this case.

An issue raised in the submissions received during the original advertising process was a lack of confidence in the operator's responsiveness to complaints about the existing extraction activities. In particular submitters cited instances where concerns about pre-dawn truck arrivals and driver behaviour had been raised with the Shire and, in their view, had not been resolved to their satisfaction. While officer investigations at the time indicated that complaints had generally been followed up and resolved, the perception that the complaints process was insufficiently transparent or accessible to neighbours represented an outstanding concern.

As part of the mediated outcome, the Applicant has agreed to a strengthened complaints management framework that goes beyond the complaints register required under the original recommended conditions. The agreed revised system requires the publicly available direct phone and email contact details of the Site Manager and Director of Urban Resources; same business day acknowledgement of all complaints; 48 hour substantive response to all complaints with copy of complaint and response forwarded to the Shire; complaints register maintained and made available to Shire on upon request; and an explicit escalation pathway to the Shire if the complaint is not resolved to the complainant's satisfaction.

This framework gives neighbouring residents a clear, accessible avenue for raising concerns directly with the operator, without needing to route every matter through the Shire, while ensuring the Shire retains oversight through reporting and escalation requirements. It represents a meaningful improvement on the previous arrangements and directly responds to an issue raised in the original submissions.

Due to the modifications by the applicant to address the Shire's reasons for refusal and the withdrawal of those primary affected submitters, the Application is recommended for approval.

Council Plan

Focus Area	Planet
Outcome 4	The ecosystem is managed sustainably for the benefit of current and future generations.
Objectives 4.2	Sustainably manage and conserve forests, bushland, trees and reserves.
Focus Area	Prosperity
Outcome 11	Sustainable economic growth with decent work for all.
Objectives 11.1	Maximise inherent regional economic opportunities.

Other Strategic Links

State Planning Policy 2.4 – Basic Raw Materials (SPP 2.4)

SPP 2.4 is the primary State Planning Policy applicable to this proposal. SPP 2.4 establishes the planning considerations to be applied when determining applications for extractive industries.

SPP 2.4 recognises that basic raw materials, including construction sand, are a finite resource, and that their efficient use is required to ensure an ongoing supply to support economic development in Western Australia. The policy states explicitly that a ready supply of basic raw materials in close proximity to developing areas is essential in keeping downward pressure on the cost of land development and the resulting price of housing. This is a matter of current significance given the sustained pressure on housing supply and housing affordability in the Perth and Peel regions.

The objectives of SPP 2.4 include ensuring that basic raw material resources are used efficiently in land use planning and development, and that extraction avoids, minimises or mitigates adverse impacts on the community, water resources and biodiversity values. The policy supports the extraction of basic raw materials where impacts can be managed to acceptable levels through conditions.

The sand resource the subject of this application is Bassendean sand, a resource widely used across the Perth and Peel regions as building sand, concrete aggregate and general engineering fill. It is one of a small number of sand resources in the South Metropolitan/Peel corridor. Extraction of sand from this site reduces transport distances, minimises carbon emissions and keeps downward pressure on construction and development costs in the Peel and southern Perth growth corridors.

SPP 2.4 provides a clear policy presumption in favour of enabling access to identified sand resources where impacts can be appropriately managed. The conditions recommended in this report are designed to ensure that the extraction occurs with minimum detriment to the local amenity and environment.

Statutory Environment

The subject land is zoned 'Rural' under both LPS4 and the Peel Region Scheme. Under LPS4, Extractive Industry is identified as an 'A' use in the Rural zone, meaning that the Shire has the discretion to consider approval of the application following mandatory advertising. The advertising requirements have been fulfilled.

The State Administrative Tribunal Act at section 31(1) provides that at any stage of a proceeding for a matter before the SAT, an invitation may be made to invite the original decision maker to reconsider its decision. Upon being invited by the SAT to reconsider its decision, the Shire may affirm its previous decision; vary its decision; or set aside the decision and substitute a new decision.

Sustainability & Risk Considerations

Economic - (Impact on the Economy of the Shire and Region)

Approval will enable the extraction of an additional 75,000m³ of construction sand, a resource in high demand across Perth's southern growth corridor. The resource supports subdivision, housing and infrastructure development, contributes to housing affordability, and provides direct and indirect employment. Refusal would result in sterilisation of an identified sand resource, inconsistent with the objectives of SPP 2.4.

Social – (Quality of life to community and/or affected landowners)

The modifications agreed through mediation and following the original advertising of the application directly address many of the amenity concerns raised by neighbouring residents/landowners.

Environment – (Impact on environment's sustainability)

Environmental impacts are short-term and localised. Dust, noise and groundwater impacts can be effectively managed through operational conditions and progressive rehabilitation. Seasonal restrictions on mining, which cease before October each year, significantly reduce the risk of dust nuisance during adverse weather periods.

Policy Implications

EPA Guidance Statement No. 3 – Separation Distances

This Guidance Statement recommends a general buffer distance of 300 to 500 metres for sand extraction operations to avoid adverse amenity impacts on sensitive land uses. The proposed Stage 6 area is located more than 300 metres from all residential dwellings, except for the dwelling on Lot 51 to the east, which is approximately 105 metres from the nearest point of the excavation. This separation distance is consistent with that applicable to Stage 5 operations, which has been managed satisfactorily and without complaint from the occupant of the adjacent dwelling.

The applicant has committed to seasonal works to avoid the drier seasons and wind fencing along the eastern boundary adjacent to Lot 51, together with the full range of dust management measures in the application documents. The occupant of Lot 51 has not lodged a submission in the most recent advertising. The Guidance Statement separation distances are a guide, not an absolute prohibition, and are applied alongside site specific management measures.

Risk Management Implications

<i>Risk Level</i>	<i>Comment</i>
Moderate	If Council declines to approve the application, the matter will proceed to a full hearing before the SAT. The Tribunal may grant approval and substitute its own decision, potentially without the benefit of the conditions Council would otherwise impose. There are also legal costs associated with a contested SAT hearing. The risk of an adverse SAT outcome is elevated given the changed circumstances, including the results of the recent advertising process and the applicant's modifications to the proposal.

Consultation

The original development application was advertised between 8 and 29 January 2026, with notice provided to all property owners within three kilometres of the proposed extraction area. Five submissions were received, together with a response from the Department of Water and Environment Regulation. The original submissions schedule is included as **Appendix 5**.

Readvertising of the modified proposal was carried out by way of letters to all those who lodged submissions, providing until 13 July to comment. One submission was received on behalf of the owners of a lot to the north west of the site who have acknowledged and welcomed the additional commitments offered by the applicant through the SAT mediation process. The submission has requested equivalent conditions be imposed as their extractive industry approval where relevant and have specifically raised landscaping and visual screening, a formal Dust Management Plan, and certification of rehabilitation materials as being free from weeds, dieback, disease and rubbish. Suitable matters relating to site landscaping, rehabilitation and screening are either now addressed in the application or included in conditions of approval.

Resource Implications

Financial

Costs associated with the assessment of this reconsideration and the preparation of this report have been accommodated within the existing operational budget. Should Council decline to approve the application and the matter proceeds to a contested SAT hearing, the Shire will incur additional costs associated with engagement of legal and technical experts dependent on the reasons for refusal.

Workforce

The assessment and preparation of this report have been accommodated within the existing workforce level.

Options

1. Approve the Development Application, subject to conditions. This resolves the SAT proceedings, avoids the cost and risk of a contested hearing, gives Council control over the conditions of approval, and is consistent with the applicable planning framework.
2. Vary the conditions of the recommended approval. Council may, on proper planning grounds, vary specific conditions provided any such variation is capable of justification in planning terms.
3. Refuse to approve the application (affirming the original refusal). This option carries legal and financial risk. The matter will proceed to a contested SAT hearing. Given the material changes to the proposal and the results of the readvertising, there is a real risk that the SAT would grant

an approval, potentially on less restrictive terms than the conditions before Council. This option is therefore not recommended.

Conclusion

The application before Council has been modified from that considered in March 2026. The Applicant has made modifications to the proposal that seek to address the specific grounds upon which Council based its refusal. The matters raised by the original submissions have been satisfactorily addressed through modifications to the proposal, conditions of approval or do not constitute a sufficient planning basis for refusal.

The applicable planning framework, including SPP 2.4, supports the efficient extraction of identified sand resources in proximity to growing urban areas. Sand extracted from this site directly supports the housing and infrastructure development pipeline in the Peel and southern Perth growth corridors. Approval of this application, on the terms set out in the recommendation, is an appropriate planning outcome and approval is therefore recommended.

12 CORPORATE GOVERNANCE

12.1 Monthly Financial Report - June 2026

File Ref:	D26/29285
Previous Items:	Nil.
Applicant:	Nil.
Author and Title:	Michelle Larkworthy, Executive Manager Corporate Services
Declaration of Interest:	Nil.
Voting Requirements:	Simple Majority
Appendices:	Item 12.1 Appendix 1 - Monthly Financial Report June 2026 (Page 352-372)

Recommendation

That Council receives the June 2026 Monthly Financial Report as presented at Appendix 1.

In Brief

The monthly financial report is presented to Council to outline the Shire of Murray's financial position as at the reporting date, in line with the requirements of the *Local Government Act 1995* and the *Local Government (Financial Management) Regulations 1996*.

Background

The *Local Government Act 1995* in conjunction with regulation 34(1) of the *Local Government (Financial Management) Regulations 1996* requires a monthly Statement of Financial Activity to be presented to Council. This statement is to include:

- a) Annual budget estimates, taking into account any expenditure incurred for an additional purpose under section 6.8(1)(b) or (c) of the *Local Government Act 1995*;
- b) Budget estimates to the end of the month to which the statement relates;
- c) Actual amounts of expenditure, revenue and income to the end of the month to which these statements relate;
- d) The material variances between the comparable amounts referred to in paragraphs (b) and (c); and
- e) The net current assets at the end of the month to which the statement relates.

Regulation 35 of the *Local Government (Financial Management) Regulations 1996* requires a Statement of Financial Position be included in the monthly financial report.

Report Detail

The monthly financial report for June 2026 identifies the financial position of Council as at the reporting date and consists of:

- Statement of Financial Activity
- Statement of Financial Position
- Notes to Statement of Financial Activity
 - Basis of Preparation and Material Accounting Policies
 - Net Current Assets Information
 - Explanation of Material Variances
- Supplementary Information
 - Key Information (Graphical)

- Cash and Financial Assets
- Reserve Accounts
- Capital Acquisitions
- Disposal of Assets
- Receivables
- Borrowings
- Lease Liabilities
- Grants, Subsidies and Contributions
- Capital Grants, Subsidies and Contributions
- Trust Fund
- Budget Amendments

The report as presented is a preliminary report to 30 June 2026 and is subject to change as end-of-year figures are finalised including transfers to and from reserves, final calculation of depreciation, accruals and provisions. Council will receive a final Annual Financial Report for the year ended 30 June 2026 following completion of the annual audit due to commence 12 October 2026.

Council Plan

Focus Area	Performance
Outcome 14	Capable and accountable leadership and governance.
Objectives 14.1	Establish a strong corporate governance framework to ensure high standards of integrity, ethics, and accountability.

Other Strategic Links

Shire of Murray 2025/2026 Annual Budget.

Statutory Environment

Section 6.4(1) of the *Local Government Act 1995* requires the Shire of Murray to prepare financial reports as prescribed.

Regulation 34 of the *Local Government (Financial Management) Regulations 1996* outlines the form, content and timing of the monthly financial reports prepared for presentation to Council.

Regulation 35 of the *Local Government (Financial Management) Regulations 1996* adds a requirement to include a Statement of Financial Position.

Sustainability & Risk Considerations

Economic – (Impact on the Economy of the Shire and Region)

Timely submission of detailed monthly financial reports allows Council to monitor the financial performance of the Shire and review any adverse financial trends that may impact on the Shire's financial sustainability.

Social - (Quality of life to community and/or affected landowners)

Nil.

Environment – (Impact on environment's sustainability)

Nil.

Policy Implications

Nil.

Risk Management Implications

<i>Risk Level</i>	<i>Comment</i>
Moderate	Failure to monitor the Shire's ongoing financial performance would increase the risk of a negative impact on the Shire's financial position.
Low	Non-compliance may result in a breach of legislative requirements.

Consultation

Nil.

Resource Implications***Financial***

Nil.

Workforce

Nil.

Options

1. Receiving the monthly financial report for June 2026.
2. Not receiving the monthly financial report for June 2026.

Conclusion

The monthly financial report has been prepared in accordance with the *Local Government Act 1995* and the *Local Government (Financial Management) Regulations 1996*.

12.2 Payments from Municipal and Trust Funds - June 2026

File Ref:	D26/29283
Previous Items:	Nil.
Applicant:	Nil.
Author and Title:	Michelle Larkworthy, Executive Manager Corporate Services
Declaration of Interest:	Nil.
Voting Requirements:	Simple Majority
Appendices:	Item 12.2 Appendix 1 - List of Accounts Paid in June 2026 (Page 373-400)

Recommendation

That Council receives the Payments from Municipal and Trust Funds Report June 2026 as presented in Appendix 1.

In Brief

This report of payments made from the Shire's Municipal and Trust bank accounts is presented to Council, in accordance with the requirements of the *Local Government (Financial Management) Regulations 1996*.

Background

Regulation 13 of the *Local Government (Financial Management) Regulations 1996* requires that:

- 1) If the local government has delegated to the CEO the exercise of its power to make payments from the municipal fund or the trust fund, a list of accounts paid by the CEO is to be prepared each month showing for each account paid since the last such list was prepared:
 - a) the payee's name; and
 - b) the amount of the payment; and
 - c) the date of the payment; and
 - d) sufficient information to identify the transaction.
- 2) A list of accounts for approval to be paid is to be prepared each month showing:
 - a) for each account which requires council authorisation in that month:
 - (i) the payee's name; and
 - (ii) the amount of the payment; and
 - (iii) sufficient information to identify the transaction; and
 - b) the date of the meeting of the council to which the list is to be presented.
- 3) A list prepared under sub regulation (1) or (2) is to be:
 - a) presented to the Council at the next ordinary meeting of the council after the list is prepared; and
 - b) recorded in the minutes of that meeting.

Report Detail

Council has delegated to the Chief Executive Officer the exercise of its power to make payments from the Shire's Municipal and Trust Funds and, as required, a list of accounts paid by the Chief Executive Officer is provided to Council.

The report contains the list of payments made from the Shire of Murray's Municipal and Trust bank accounts for the month of June 2026.

This list includes details for each payment made, incorporating:

- The payees name
- The description of the payment
- A certificate signed by the Chief Executive Officer, stating that all invoices and vouchers presented to Council have been certified as to the receipt of goods and the rendition of services and as to prices, computations and costing and that the amounts shown were due for payment.

Invoices supporting all payments are available for the inspection of Council.

Council Plan

Focus Area	Performance
Outcome 14	Capable and accountable leadership and governance.

Other Strategic Links

Nil.

Statutory Environment

Section 6.4(1) of the *Local Government Act 1995* requires the Shire of Murray to prepare financial reports as prescribed.

Regulation 13 of the *Local Government (Financial Management) Regulations 1996* governs the requirement to provide to Council a detailed listing of all payments made from the Municipal and Trust bank accounts and outlines the form, content and timing of this report.

Sustainability & Risk Considerations

Economic – (Impact on the Economy of the Shire and Region)

Nil.

Social - (Quality of life to community and/or affected landowners)

Nil.

Environment – (Impact on environment's sustainability)

Nil.

Policy Implications

Nil.

Risk Management Implications

<i>Risk Level</i>	<i>Comment</i>
Low	Failure to present a detailed listing of payments made from the Shire bank accounts in the prescribed form would result in non-compliance with the <i>Local Government (Financial Management) Regulations 1996</i> .

Consultation

Nil.

Resource Implications*Financial*

Nil.

Workforce

Nil.

Options

1. Receiving the Payments from Municipal and Trust Funds report for June 2026.
2. Not receiving the Payments from Municipal and Trust Funds report for June 2026.

Conclusion

The Payments from Municipal and Trust Funds report has been prepared in accordance with the *Local Government (Financial Management) Regulations 1996* and is presented to Council for information. All accounts are for goods and services that have been duly incurred and authorised for payment in accordance with the budget allocation and statutory obligations.

12.3 Plan For The Future - Council Plan 1 July 2023 to 30 June 2033 - Review

File Ref:	D26/28132	
Previous Items:	OCM 22 Jun 23	Item 12.9 (OCM23/076)
	OCM 25 Jul 24	Item 12.1 (OCM24/094)
Applicant:	Nil.	
Author and Title:	Bobbie Walton, Executive Manager Strategy and Engagement	
Declaration of Interest:	Nil.	
Voting Requirements:	Absolute Majority	
Appendices:	Item 12.3 Appendix 1 - Shire of Murray Council Plan - Update June 2026 (Page 401-450)	

Recommendation

That Council adopts the Shire of Murray Plan for the Future – Council Plan 1 July 2023 to 30 June 2033 – Updated July 2026 (Appendix 1).

In Brief

- Council endorsed the Plan for the Future – Council Plan 1 July 2023 to 30 June 2033 (**Plan**) on 22 June 2023. Included in the Plan were the individual Actions to achieve the agreed Outcomes and Objectives for the four-year period 2023/2024 to 2026/2027.
- The Plan has been updated annually since to reflect the individual Actions for the following four-year period. This item provides the Plan, which has been updated for the four-year period 2026/2027 to 2029/2030 and is presented to Council for endorsement.

Background

Following significant public consultation in 2023 Council endorsed the Plan for the Future – Council Plan 1 July 2023 to 30 June 2033. This document is a 10-year blueprint that illustrates the vision, aspirations, objectives and actions that will guide the development of the district and Councils decision making over the ensuing decade.

Report Detail

With the vision “An outstanding place for community, lifestyle and opportunity”, the Council Plan identifies the basis in which the Shire will be built. These pillars focus specifically on five key pillars:

- People
- Planet
- Place
- Prosperity
- Performance.

The Plan has been reviewed to include Actions for the 2029/2030 financial year. These Actions will ensure that the above pillars meet the aspirations of the community and guide decision making and organisational focus over the next decade. Within the revised Plan, supporting the 15 original Outcomes, are 171 Actions.

Statutory Environment***Local Government Act (1995)******5.56 Planning for the future***

(1) A local government is to plan for the future of the district.

(2) A local government is to ensure that plans made under subsection (1) are in accordance with any regulations made about planning for the future of the district.

Local Government (Administration) Regulations (1996) Division 3 — Planning for the future

19C. Strategic community plans, requirements for (Act s. 5.56)

- (1) A local government is to ensure that a strategic community plan is made for its district in accordance with this regulation in respect of each financial year after the financial year ending 30 June 2013.
- (2) A strategic community plan for a district is to cover the period specified in the plan, which is to be at least 10 financial years.
- (3) A strategic community plan for a district is to set out the vision, aspirations and objectives of the community in the district.
- (4) A local government is to review the current strategic community plan for its district at least once every 4 years.
- (5) In making or reviewing a strategic community plan, a local government is to have regard to —
 - (a) the capacity of its current resources and the anticipated capacity of its future resources; and
 - (b) strategic performance indicators and the ways of measuring its strategic performance by the application of those indicators; and
 - (c) demographic trends.
- (6) Subject to subregulation (9), a local government may modify its strategic community plan, including extending the period the plan is made in respect of.
- (7) A council is to consider a strategic community plan, or modifications of such a plan, submitted to it and is to determine* whether or not to adopt the plan or the modifications.

*Absolute majority required.

- (8) If a strategic community plan is, or modifications of a strategic community plan are, adopted by the council, the plan or modified plan applies to the district for the period specified in the plan.
- (9) A local government is to ensure that the electors and ratepayers of its district are consulted during the development of a strategic community plan and when preparing modifications of a strategic community plan.
- (10) A strategic community plan for a district is to contain a description of the involvement of the electors and ratepayers of the district in the development of the plan or the preparation of modifications of the plan.

Sustainability & Risk Considerations

Economic - (Impact on the Economy of the Shire and Region)

Significant economic outcomes are contained within the Plan.

Social - (Quality of life to community and/or affected landowners)

Significant social outcomes are contained within the Plan.

Environment – (Impact on environment's sustainability)

Significant environmental outcomes are contained within the Plan.

Policy Implications

Nil.

Risk Management Implications

<i>Risk Level</i>	<i>Comment</i>
Low	The Council Plan is a long-term document and is in place for ten years. This review simply ensures relevant information in the Council Plan remains on a rolling four-year period. In this case, the four years will be from 2026/2027 to 2029/2030.

Consultation

The original plan was developed following the most comprehensive public consultation the Shire of Murray has ever undertaken. The direction of the Plan was informed by six community workshops, including our first ever youth summit, almost 1,476 responses to our community survey, 90 internal seminar attendees and more than 60,000 words with community ideas, suggestions and recommendations.

For the 2026 review of the Plan, Shire officers and Councillors workshopped current and proposed projects, taking into consideration resources and funding streams, whilst maintaining the integrity of the original Plan.

Resource Implications*Financial*

The cost to produce the Plan was sourced from available funds in the 2025/26 budget. Implementation of the Council Plan is funded via the Long Term Financial Plan.

Workforce

Workforce implications have been considered when reviewing actions contained in the Plan.

Options

1. Endorse the Plan as presented.
2. Not endorse or amend the Plan as presented.

Conclusion

This Plan is a 10-year blueprint that illustrates the vision, aspirations, objectives and actions that will guide the development of the district and Councils decision making over the ensuing decade. The Plan has been reviewed to include Actions for the 2028/2029 financial year. These Actions will ensure that the above pillars meet the aspirations of the community and guide decision making and organisational focus over the next decade.

12.4 Long Term Financial Plan 2026-2036

File Ref:	D26/29498	
Previous Items:	OCM 24 Jul 25	Item 12.5 OCM25/090
Applicant:	Nil.	
Author and Title:	Tracie Unsworth, Special Projects ERP & Finance	
Declaration of Interest:	Nil.	
Voting Requirements:	Simple Majority	
Appendices:	Item 12.4 Appendix 1 - 2026-2036 Long Term Financial Plan (Page 451-475)	

Recommendation

That Council endorses the Long Term Financial Plan 2026-2036 as contained in Appendix 1.

In Brief

The Long Term Financial Plan (**LTFP**) covers the 2026/27 – 2035/36 period and has been prepared in accordance with the Integrated Planning and Reporting framework guidelines. The LTFP is considered an informing document to the Strategic Community Plan and the Corporate Business Plan (**Council Plan**).

The LTFP analyses financial trends over a ten-year period on a range of assumptions and provides the Council with information to assess resourcing requirements to achieve its strategic objectives and to assist in ensuring future financial sustainability.

Background

The LTFP is a ten-year rolling plan that aligns with the Council Plan to activate strategic community priorities. From this process, annual budgets that are aligned with strategic objectives are developed.

The LTFP was last adopted in July 2025 to support the Shire's Council Plan – 1 July 2023 to 30 June 2033. In conjunction with the review of the Council Plan in 2026, the LTFP has been reviewed and aligns with the Council Plan to ensure it reflects the Shire's strategic objectives.

Report Detail

The purpose of a LTFP is to guide the future direction of Council in a financially sustainable manner. It is designed as a 'high-level' summarised document focusing on the future planning of Council's financial operations, particularly in relation to key components such as rate increases, service levels to the community, asset renewal, financial reserves and loans.

The LTFP provides direction for both the Shire's long-term capital investment planning and its operating capacity, indicating long-term financial sustainability and allowing early identification of financial issues and their longer-term impacts. It also shows the linkages between specific plans and strategies and enhances the transparency and accountability of the Council to the community.

Forecasting a long-term financial position helps to quantify the future impacts of current decisions and identify the available options to close the gap between revenues and expenditure. It informs decision-making and priority setting and assists in the management of the local government's response to community growth. It also assists the management of cash flow and funding requirements, community assets and risk.

The LTFP relies on the most current information available for known revenues and expenditures. Future forecasting processes use estimates that are considered to be as accurate, reliable and easily understood as possible. The level of accuracy from assumptions within the LTFP is more likely in the first four years. Later years (5-10) will have higher reliance on assumptions and subjectivity to variables. The ability to accurately forecast over a long period is likely to be hampered by

uncertainties such as the availability of grant funding, fluctuating interest rates, economic trends, as well as demographic and political change.

The following assumptions and key items are included within the LTFP:

- Salaries and wages have been modelled with a 4% increase in 2026/27, in line with the Shire's new Enterprise Bargaining Agreements. A 3% indexation has been included for each subsequent year of the LTFP.
- A rate increase of 4.95% is proposed for 2026/27. This increase has been factored in to set the budget framework for major capital projects included in the LTFP, in particular the redevelopment of the civic precinct and construction of a new library. Rating increases are reviewed each year as part of the annual rating strategy review and budget workshops.

In addition to the details of assumptions and indexation on specific income and expenditure categories, the LTFP contains ten-year financial statements, major capital works schedules and the capacity of financial reserves. The LTFP demonstrates that, with prudent financial planning, monitoring of rating capacity and careful assessment of priorities, the Shire of Murray will be able to maintain a sound financial position in the long term.

Council Plan

Focus Area	Performance
Outcome 14	Capable and accountable leadership and governance.
Objectives 14.2	Maintain long-term financial sustainability and asset management.
Actions 14.2.2	Provide an annual review of the Long-Term Financial Plan.

Other Strategic Links

- 2026/27 Annual Budget
- Council Plan | 1 July 2023 to 30 June 2033

Statutory Environment

Section 5.56(1) and (2) of the *Local Government Act 1995* requires that each local government is to plan for the future of the district.

Sustainability & Risk Considerations

Economic - (Impact on the Economy of the Shire and Region)

The LTFP provides funding for infrastructure and major projects that are key to the success of growing the economy of Murray.

Social - (Quality of life to community and/or affected landowners)

The LTFP outlines the services that will be provided to the community to enhance the quality of living. It is crucial that the LTFP aligns with the aspirations of the community to ensure financial strategies are in place to meet future demand.

Environment – (Impact on environment's sustainability)

Nil.

Policy Implications

Nil.

Risk Management Implications

<i>Risk Level</i>	<i>Comment</i>
Moderate	The annual review and update of the Long Term Financial Plan, along with the key underpinning assumptions, addresses the risk associated with changes to the Shire's financial sustainability. This review considers changing external and internal impacts and enables Council to consider any changes necessary.

Consultation

In the development of the LTFP consideration is given to the community consultation undertaken in the establishment of the Shire's Council Plan. The LTFP, as developed, aims to achieve funding which will activate the community's identified aspirations and goals.

Resource Implications*Financial*

The LTFP outlines a clear approach for the delivery of services into the future. Year 1 of the LTFP will provide the basis for the development of the draft 2026/27 annual budget.

Workforce

Nil.

Options

1. Endorsing the Long Term Financial Plan 2026-2036 as presented.
2. Modifying the priorities contained within the draft Long Term Financial Plan 2026-2036.

Conclusion

Long term financial planning is the mechanism that enables local governments to determine their capability to sustainably deliver the assets and services required by the community. It allows the local government to set priorities and, within its resourcing capabilities, to deliver short, medium and long-term community priorities.

The LTFP has been developed based on the historical and projected growth of the Shire, as well as the strategies identified in the Council Plan | 1 July 2023 to 30 June 2033 and other informing documents.

12.5 2026/2027 Budget Adoption

File Ref: D26/29496
 Previous Items: Nil.
 Applicant: Nil.
 Author and Title: Tracie Unsworth, Special Projects ERP & Finance
 Declaration of Interest: Nil.
 Voting Requirements: Absolute Majority

Appendices: Item 12.5 Appendix 1 - Shire of Murray Statutory Budget 2026/2027 (Page 475-573)
 Item 12.5 Appendix 2 - Shire of Murray Rating Concessions 2026/27 - Confidential (under separate cover)

Recommendation

1. That Council adopts the 2026/2027 Budget, consisting of:

1.1 2026/2027 Statutory Budget and Financial Statements

In accordance with the *Local Government Act 1995* and *Local Government (Financial Management) Regulations 1996* and having considered the Shire of Murray Council Plan, adopt the 2026/2027 Budget as presented in Appendix 1.

1.2 Rates

In accordance with Section 6.32(1)(a)(ii) of the *Local Government Act 1995*, imposes the following differential general rates applicable on all rateable properties within the district:

Valuation Type	Minimum Rate	Rate in \$
GRV General	\$1444	0.087738
GRV General Storage Units	\$1087	0.087738
UV General	\$1444	0.005709
UV Industrial / Mining	\$1444	0.011339

1.3 Specified Area Rates

Imposes the following Specified Area Rates:

Specified Area Rate	Rate in \$
Murray Lakes Canal Maintenance	0.005200
Willow Gardens Canal Maintenance	0.005200
Yunderup Canal Maintenance	0.005000
Yunderup Canal Entrance Dredging	0.005300
Austin Lakes Phase 2 Maintenance	0.003490

1.4 Private Swimming Pool Barrier Inspection Fees

Imposes a pro rata annual private pool barrier inspection fee of \$78.00 per year in accordance with Section 53 of the *Building Regulations 2012*.

1.5 Due Dates for Payment of Rates and Instalments

Adopts the due dates for rate instalment payments for the Shire of Murray in the 2026/2027 Budget as follows:

First Instalment	17 September 2026
Second Instalment	19 November 2026
Third Instalment	21 January 2027
Fourth Instalment	25 March 2027

1.6 Interest Rates and Administration Charges for Rate Instalment Payments

Applies an administration charge of \$30.00 and a maximum interest component of 5.5% in the 2026/2027 Budget for rate instalment payments.

1.7 Rate of Interest on Overdue Rates and Service Charges

Imposes a maximum interest rate of eleven percent (11%) on overdue rates for the 2026/2027 Budget.

1.8 Fees and Charges

Adopts the Schedule of Fees and Charges for the 2026/2027 financial year as presented in Appendix 1.

1.9 Reserve Funds

In accordance with Section 6.11 of the *Local Government Act 1995* establishes Reserve Funds and allocates funds to and from the Reserve Funds for the financial year ending 30 June 2027 as specified in the 2026/2027 Budget document as presented in Appendix 1.

1.10 Trust Fund

Adopts the Trust Fund Budget for the financial year ending 30 June 2027 as specified in the 2026/2027 Budget document as presented in Appendix 1.

1.11 Reporting of Variances in Monthly Financial Statements

Adopts the following material variance for reporting purposes:

Any year to date budget to actual variance at reporting level, as shown in the monthly statement of financial activity, exceeding \$75,000 and 10% (excluding GST).

1.12 Councillor Allowances and Expenses

Sets the allowances and expenses to be paid to Members of Council in the 2026/2027 Budget as:

a)	President's Allowance	\$47,509
b)	Deputy President's Allowance	\$11,878
c)	Members' Annual Meeting Allowance (President)	\$18,576
d)	Members' Annual Meeting Allowance (per Councillor)	\$18,576
e)	Information, Communication & Technology Allowance	\$3,500
f)	Members' Travel Allowance	\$100

Superannuation at the rate of 12% to be applied on allowances paid and deposited to each council member's nominated superannuation fund.

1.13 Rating Concessions – Other

In accordance with Section 6.47 of the *Local Government Act 1995* and as presented in Appendix 2 (under confidential cover) grants the following rate concessions:

- a) Riverglades Complex – a concession of \$6.00 per strata title assessment be applied on all strata title lots within the Riverglades Complex.
- b) Pinjarra Paceway – a concession of \$4,311.00 be applied to the property located at 7 Paceway Court, Pinjarra.
- c) Wheeler Airfield – a concession of \$1,867.00 be applied to the property located at Lot 7, 270 Mounsey Road, West Coolup.
- d) Bona-fide Primary Producers – a concession be applied to those properties where an application that meets the set criteria of the Policy F7 – Rating Concession – Bona-Fide Primary Producers has been received and approved.

In Brief

- Local governments are required to adopt an annual budget between 1 June and 31 August each year.
- The draft 2026/2027 budget has been compiled based on the principles contained in the Long-Term Financial Plan 2026-2036 (**LTFP**) and contains provisions to achieve the outcomes detailed in the Strategic Community Plan and the Corporate Business Plan (**Council Plan**).

Background

In accordance with the *Local Government Act 1995* and associated regulations, Council is required to adopt a budget on an annual basis.

Council's long-term planning strategy is aimed at creating a sustainable financial environment to enable the Shire to continue to provide the community with high quality services and infrastructure into the medium and long term. The budget is a continuation of Council's responsible financial program. It is a financial plan aimed at:

- Balancing the community's needs and ensuring that the Shire remains financially sustainable in the long term.
- Maintaining Council's commitment to sustainable asset renewal and maintenance of the community's assets.
- The maintenance of a strong cash position for financial security.
- Achieving efficiencies through targeted savings and an ongoing commitment to contain costs.
- Implementing rate and fee increases that are both manageable and sustainable.
- Providing a framework to deliver balanced budgets including sustainable underlying surpluses.

The draft 2026/2027 budget has been prepared in accordance with presentations made to Councillors at a series of workshops.

Report Detail

The draft budget has been prepared with an emphasis in the coming year on a continuation of service delivery for the community, as well as providing consistency and clear outcomes for residents. The budget funds a range of community services including community safety, youth, recreation, maintenance of community facilities, parks, gardens, playgrounds, waste and recycling collection, maintenance of roads and building and planning services. In addition, the capital works program provides for a sustainable level of funding for the renewal of the community's existing infrastructure and an investment in major community facilities.

The main features of the 2026/2027 budget include:

- Significant investment in capital infrastructure, including:
 - Roads and Kerbing - \$5,486,674
 - Land and Buildings - \$10,394,454
 - Bridges - \$3,739,631
 - Pathways - \$578,674
 - Drainage - \$140,649
 - Parks & Recreation - \$2,661,291
 - Waste Management - \$185,000
 - Waterways - \$539,065
 - Emergency Services - \$235,000
 - Cemetery Upgrades - \$100,150
- Key community projects that are included within the draft budget:
 - Edenvale/Glebe Toilets - \$728,245
 - North Pinjarra Community Spaces - \$800,000
 - South Yunderup Oval Carpark - \$750,000
 - South Yunderup Oval Lights - \$368,565
 - Pinjarra Railway Building Conservation - \$400,289
 - Sir Ross McLarty Precinct Community Storage Shed - \$130,000
 - Bushfire Water Tanks - \$200,000
 - Batavia Quays Boating Facility - \$200,000
 - George Beacham Pavilion Redevelopment – \$1,757,134
 - Dwellingup Oval Pavilion - \$1,450,000
 - Enzo Menara Pavilion Upgrade - \$227,690
 - Edenvale Landscaping - \$215,000

Fees and Charges

Increases to specific fees and charges under the control of Council has been applied in line with increases in costs to provide each service. A number of fees and charges are set by other levels of government regulation (statutory) and are not subject to discretionary change by Council.

Some fees included in the draft 2026/27 budget are proposed to be adjusted from the 2026/2027 fees and charges adopted on 18 June 2026 (OCM26/070). They are:

- Domestic and commercial waste charges. These have been increased to allow for cost recovery of the service.

Rates

An overall rating increase of 4.95% has been applied. This increase has been factored in to set the budget framework for major capital projects included in the revised Council Plan, in particular the upgrade of the Murray Aquatic and Leisure Centre and the redevelopment of the civic precinct and construction of a new library, detailed in Actions 3.2.2 and 8.3.2 of the Council Plan, respectively.

An analysis of rate increases applied over the last seven years (including the 4.95% proposed in this budget) as compared to Perth June CPI for the same period reveals the Shire of Murray has maintained the rates levied to ratepayers at a level below CPI, demonstrating Council's commitment to their community. Since 2020, the total CPI increase has been 28.41%. The Shire's 4.95% rate increase this year brings the total rate increase since 2020 to 23.34%; an increase of around 17.8% lower than CPI over the same period.

Rating Concessions and Lesser Minimums:

Four rating concessions are provided for in 2026/2027 as follows:

1. Riverglades Complex – a concession of \$6.00 per strata title assessment is proposed to be applied to all strata title lots within the Riverglades Complex. This concession is applied in recognition that property owners are required to pay the mandated fee under the Caravan Parks & Camping Regulations. The total provision for the Riverglades concession granted in the 2026/2027 budget is \$1194.
2. Pinjarra Paceway – a concession of \$4311 is applied to reduce rates on the property to a more equitable level in recognition of the importance of the equine industry to the district.
3. Wheeler Airfield – a concession of \$1867 is applied in recognition of the community benefit afforded by the property owner allowing emergency services personnel the use of the private airfield to assist with firefighting activities.
4. Primary Producer Concessions have been included in accordance with Council Policy F7. The total provision for primary producer concessions granted in the 2026/2027 budget is \$189,110.

A lesser minimum of \$1087 is proposed for private storage units in recognition that storage units are additional facilities utilised by existing residents and ratepayers and do not necessarily increase demand for Council services.

Councillor Allowances

Councillor allowances are proposed to increase by 2.5% in 2026/2027. This increase is below the 3.5% increase granted by the Salaries and Allowances Tribunal for the 2026/2027 financial year.

Council Plan

Focus Area	Performance
Outcome 14	Capable and accountable leadership and governance.
Objectives 14.2	Maintain long-term financial sustainability and asset management.

Other Strategic Links

- Council Plan | 1 July 2023 to 30 June 2033
- Long Term Financial Plan 2026 - 2036

Statutory Environment

Section 6.2 of the *Local Government Act 1995* requires that no later than 31 August in each financial year, or such extended time as the Minister allows, each local government is to prepare and adopt (by Absolute Majority) in the form and manner prescribed, a budget for its municipal fund for the financial year ending on the next following 30 June.

Division 5 and 6 of the *Local Government (Financial Management) Regulations 1996* details the form and the content of the budget.

Sustainability & Risk Considerations*Economic - (Impact on the Economy of the Shire and Region)*

The draft 2026/2027 budget has been developed based on sound financial management and accountability principles and is considered to support activities that drive a sustainable economic outcome for the community.

Social - (Quality of life to community and/or affected landowners)

The draft 2026/2027 budget contains financial resourcing for a wide range of programs that deliver important community services to residents of the Murray district. It is based on the principle of maintaining all services that are presently available to the community with an increased focus on efficiency.

Environment – (Impact on environment's sustainability)

The draft 2026/2027 budget recognises the leadership role Council has within the community to actively address the impacts of environmental sustainability and to facilitate other levels of government and the community to act in a similar manner.

Policy Implications

Adoption of an annual budget assists in the sound planning for the prudent allocation of Council resources and is required to meet legislative requirements.

Risk Management Implications

<i>Risk Level</i>	<i>Comment</i>
Moderate	The key risk around budget adoption is community acceptance of the projects within the budget and the overall level of income and expenditure. This risk is reduced through the consultation process during the development of the Council Plan. The annual rates publication will also outline the proposed areas of local government expenditure to ensure the community is aware of the expenditure allocation, including that assigned to major projects.

Consultation

The key strategic priorities of the Shire of Murray have been developed in consultation with the community.

The differential rate proposal was advertised as per statutory requirements, with no submissions being received on the proposed rates.

Resource Implications*Financial*

Nil.

Workforce

Nil.

Options

1. Adopting the budget as presented in Appendix 1.
2. Amending the budget, noting that if there are amendments, the formal adoption of the budget may be delayed, affecting cash flows and the implementation of proposed services and initiatives.

Conclusion

The 2026/2027 budget presented for adoption forms an integral part of Council's overall strategic planning framework and endeavours to resource the aspirations that have been established in the Council Plan | 1 July 2023 to 30 June 2033, and is seen as a responsible balance of an equitable rating structure whilst meeting the requirements to ensure the long-term sustainability of the Shire.

13 RECREATION, ECONOMIC & COMMUNITY DEVELOPMENT

Nil.

14 INFRASTRUCTURE SERVICES

Nil.

15 ITEMS FOR INFORMATION

15.1 Outstanding Council Resolutions July 2026

File Ref: D26/28130

Author and Title: Belinda Brown, Executive Services Coordinator

Appendices: Item 15.1 Appendix 1 - Outstanding Council Resolutions July 2026
(Page 574-587)

In Brief

The Outstanding Council Resolution Register for July 2026 is attached for information.

15.2 Council Plan 2025/26 - Quarterly Progress Report

File Ref: D26/28133

Author and Title: Bobbie Walton, Executive Manager Strategy and Engagement

Appendices: Item 15.2 Appendix 1 - Council Plan Progress Report - Quarter 4 - 2025 / 2026 (Page 588-312)

In Brief

Council Plan progress report as at 30 June 2026.

15.3 Delegated Development Application Decisions - June 2026

File Ref: D26/28305

Author and Title: Michelle Meads, Executive Assistant to Director Planning and Sustainability

Appendices: Item 15.3 Appendix 1 - Delegated Decisions Report for June 2026
(Page 613-616)

In Brief

The Delegated Development Application Decisions for June 2026 are attached for information.

16 BUSINESS LEFT OVER FROM PREVIOUS MEETING

Nil.

17 ELECTED MEMBERS' MOTIONS OF WHICH PREVIOUS NOTICE HAS BEEN GIVEN

Nil.

18 NOTICE OF MOTIONS FOR CONSIDERATION AT THE FOLLOWING MEETING

19 NEW BUSINESS OF AN URGENT NATURE APPROVED BY THE PERSON PRESIDING OR BY DECISION OF THE MEETING

20 MEETING CLOSED TO THE PUBLIC (CONFIDENTIAL BUSINESS)

Nil.

21 CLOSURE OF MEETING