

SHIRE OF DENMARK

Ordinary Council Meeting

MINUTES

26 August 2025

HELD IN COUNCIL CHAMBERS, 953 SOUTH COAST HIGHWAY,
DENMARK, ON TUESDAY, 26 AUGUST 2025.



953 South Coast Highway, Denmark WA 6333

Correspondence to:

Post Office Box 183, DENMARK WA 6333

Phone: (08) 9848 0300 | Email: enquiries@denmark.wa.gov.au

Website: www.denmark.wa.gov.au | Facebook: shireofdenmark

Your Denmark: www.yourdenmark.wa.gov.au

1. DECLARATION OF OPENING/ANNOUNCEMENT OF VISITORS.....	4
2. RECORD OF ATTENDANCE/APOLOGIES/APPROVED LEAVE OF ABSENCE	4
3. DECLARATIONS OF INTEREST	4
4. ANNOUNCEMENTS BY THE PERSON PRESIDING	4
5. PUBLIC QUESTION TIME	4
5.1 RESPONSE TO PREVIOUS PUBLIC QUESTIONS TAKEN ON NOTICE	4
5.2 PUBLIC QUESTIONS	4
5.3 QUESTIONS BY MEMBERS OF WHICH DUE NOTICE HAS BEEN GIVEN	6
5.4 PRESENTATIONS, DEPUTATIONS & PETITIONS	6
6. APPLICATIONS FOR FUTURE LEAVE OF ABSENCE	6
6.1 CR DEVENPORT	6
6.2 CR DEVENPORT	6
6.3 CR ORMSBY	7
7. CONFIRMATION OF MINUTES	7
7.1 ORDINARY COUNCIL MEETING – 29 JULY 2025	7
7.2 SPECIAL COUNCIL MEETING – 12 AUGUST 2025	7
7.3 SPECIAL COUNCIL MEETING – 29 JULY 2025	8
8. ELECTED MEMBERS MOTIONS OF WHICH PREVIOUS NOTICE HAS BEEN GIVEN	8
9. REPORTS OF OFFICERS.....	8
9.1 DEVELOPMENT SERVICES.....	8
9.2 CORPORATE SERVICES	8
9.2.1 PAYMENT OF ACCOUNTS FOR THE PERIOD ENDING 31 JULY 2025	8
9.2.2 FINANCIAL STATEMENTS FOR THE PERIOD ENDED 31 JULY 2025.....	10
9.3 GOVERNANCE	14
9.3.1 COUNCIL PLAN OUR FUTURE 2035	14
9.3.2 CARBON REDUCTION POLICY.....	18
9.3.3 POLICY REVIEW - ENVIRONMENT RELATED POLICIES	22
9.4 COMMUNITY SERVICES.....	26
9.5 INFRASTRUCTURE SERVICES	26
10. MATTERS BEHIND CLOSED DOORS	26
11. NEW BUSINESS OF AN URGENT NATURE	26
12. CLOSURE OF MEETING.....	26

DISCLAIMER

These minutes and resolutions are subject to confirmation by Council and therefore prior to relying on them, one should refer to the subsequent meeting of Council with respect to their accuracy.

No responsibility whatsoever is implied or accepted by the Shire of Denmark for any act, omission or statement or intimation occurring during Council/Committee meetings or during formal/informal conversations with staff.

The Shire of Denmark disclaims any liability for any loss whatsoever and howsoever caused arising out of reliance by any person or legal entity on any such act, omission or statement or intimation occurring during Council/Committee meetings or discussions. Any person or legal entity who acts or fails to act in reliance upon any statement does so at that person's or legal entity's own risk.

In particular and without derogating in any way from the broad disclaimer above, in any discussion regarding any planning application or application for a license, any statement or limitation or approval made by a member or officer of the Shire of Denmark during the course of any meeting is not intended to be and is not taken as notice of approval from the Shire of Denmark. The Shire of Denmark warns that anyone who has an application lodged with the Shire of Denmark must obtain and should only rely on WRITTEN CONFIRMATION of the outcome of the application, and any conditions attaching to the decision made by the Shire of Denmark in respect of the application.

1. DECLARATION OF OPENING/ANNOUNCEMENT OF VISITORS

4.00pm - The Shire President, Cr Gibson, declared the meeting open and acknowledged the Bibbulmun and Minang people as the traditional custodians of the land on which the meeting was being held. Cr Gibson paid his respects to Elders past, present and emerging.

2. RECORD OF ATTENDANCE/APOLOGIES/APPROVED LEAVE OF ABSENCE**MEMBERS:**

Cr Kingsley Gibson (Shire President)
Cr Jan Lewis (Deputy Shire President)
Cr Clare Campbell
Cr Donna Carman
Cr Nathan Devenport
Cr Jackie Ormsby
Cr Janine Phillips
Cr Aaron Wiggins
Cr Dominic Youel

STAFF:

Rob Westerberg (A/CEO and Director Infrastructure & Assets)
Kellie Jenkins (Executive Manager Corporate Services)
Claire Thompson (Governance Coordinator)

ON APPROVED LEAVE(S) OF ABSENCE

Nil

ABSENT WITHOUT LEAVE

Nil

VISITORS

Nil

3. DECLARATIONS OF INTEREST

Nil

4. ANNOUNCEMENTS BY THE PERSON PRESIDING

Nil

5. PUBLIC QUESTION TIME**5.1 RESPONSE TO PREVIOUS PUBLIC QUESTIONS TAKEN ON NOTICE**

Nil

5.2 PUBLIC QUESTIONS

In accordance with Section 5.24 of the Local Government Act 1995, Council conducts a public question time to enable members of the public to address Council or ask questions of Council. The procedure for public question time can be found

on the wall near the entrance to the Council Chambers or can be downloaded from our website at <http://www.denmark.wa.gov.au/council-meetings>.

Questions from the public are invited and welcomed at this point of the Agenda.

In accordance with clauses 3.2 (2) & (3) of the Shire of Denmark Standing Orders Local Law, a second Public Question Time will be held, if required, and the meeting is not concluded prior, at approximately 6.00pm.

Questions from the Public

5.2.1 Linda Eaton – Aquatic Facility

Linda informed Council that she had a PhD in maths and had worked in statistics for many years. Linda stated that after reviewing the figures in the report relating to a proposed aquatic facility, she was not convinced that the income amount was realistic.

The Shire President advised that the figures had been agreed to by officers and the Denmark Aquatic Centre Committee.

5.2.2 Dr Cyril Edwards – Aquatic Facility

Dr Edwards referred to the Officers report on the 12 August 2025 Council Agenda regarding a proposed aquatic facility and stated that he believed it was narrow and flawed. Dr Edwards said that he believed the report overlooked the broader community benefits of a public aquatic facility, such as health, wellbeing, safety, social connection, economic value, and equitable access for families, older residents, and those without transport.

Dr Edwards stated that he believed the report had misinterpreted the Parks and Leisure Australia (PLAWA) guidelines, by concluding that planning for an aquatic facility should only begin when the population reaches 10,000 (projected for 2045). Dr Edwards clarified that the PLAWA guidelines are not mandatory standards and emphasised the need for case-by-case assessment in rural areas, not strict population thresholds.

At a recent Leisure Institute of WA conference, Dr Edwards said he had been told that if such population-based guidelines were strictly applied, rural Western Australia would have no pools.

As an example, Dr Edwards stated that the Narrogin Regional Recreational Complex had been planned and built when the town's population was under 5,000, demonstrating that significant community facilities could be justified in smaller communities.

Dr Edwards advised that the aquatic facility plan in the report, was 12 years old and the basis for the costings in the report were on a revised layout that allowed for future expansion, including a third basketball court and a larger gym.

5.3 QUESTIONS BY MEMBERS OF WHICH DUE NOTICE HAS BEEN GIVEN

Nil

5.4 PRESENTATIONS, DEPUTATIONS & PETITIONS

In accordance with Section 5.24 of the Local Government Act 1995, Sections 5, 6 and 7 of the Local Government (Administration) Regulations and section 3.3 and 3.13 of the Shire of Denmark Standing Orders Local Law, the procedure for persons seeking a deputation and for the Presiding Officer of a Council Meeting dealing with Presentations, Deputations and Petitions shall be as per Council Policy P040118 which can be downloaded from the Shire's website at <http://www.denmark.wa.gov.au/council-meetings>.

In summary, however, prior approval of the Presiding Person is required, and deputations should be for no longer than 15 minutes and by a maximum of two persons addressing the Council.

Nil

6. APPLICATIONS FOR FUTURE LEAVE OF ABSENCE

6.1 CR DEVENPORT

COUNCIL RESOLUTION

ITEM 6.1

MOVED: CR YOUEL

SECONDED: CR CARMAN

That Cr Devenport be granted leave of absence from 9 – 19 September 2025, inclusive.

CARRIED: 9/0

Res: 030825

TOTAL VOTES FOR: 9

Cr Campbell, Cr Wiggins, Cr Youel, Cr Gibson, Cr Devenport, Cr Ormsby, Cr Carman, Cr Lewis and Cr Phillips.

TOTAL VOTES AGAINST: 0

6.2 CR DEVENPORT

COUNCIL RESOLUTION

ITEM 6.2

MOVED: CR CARMAN

SECONDED: CR ORMSBY

That Cr Devenport be granted leave of absence from 21 – 28 October 2025, inclusive.

CARRIED: 9/0

Res: 040825

TOTAL VOTES FOR: 9

Cr Campbell, Cr Wiggins, Cr Youel, Cr Gibson, Cr Devenport, Cr Ormsby, Cr Carman, Cr Lewis and Cr Phillips.

TOTAL VOTES AGAINST: 0

6.3 CR ORMSBY

COUNCIL RESOLUTION

ITEM 6.3

MOVED: CR WIGGINS

SECONDED: CR PHILLIPS

That Cr Ormsby be granted leave of absence from 15 – 19 September 2025, inclusive.

CARRIED: 9/0

Res: 050825

TOTAL VOTES FOR: 9

Cr Campbell, Cr Wiggins, Cr Youel, Cr Gibson, Cr Devenport, Cr Ormsby, Cr Carman, Cr Lewis and Cr Phillips.

TOTAL VOTES AGAINST: 0

7. CONFIRMATION OF MINUTES

7.1 ORDINARY COUNCIL MEETING – 29 JULY 2025

COUNCIL RESOLUTION & OFFICER RECOMMENDATION

ITEM 7.1

MOVED: CR ORMSBY

SECONDED: CR CAMPBELL

That the minutes of the Ordinary Meeting of Council held on the 29 July 2025 be CONFIRMED as a true and correct record of the proceedings.

CARRIED: 9/0

Res: 060825

TOTAL VOTES FOR: 9

Cr Campbell, Cr Wiggins, Cr Youel, Cr Gibson, Cr Devenport, Cr Ormsby, Cr Carman, Cr Lewis and Cr Phillips.

TOTAL VOTES AGAINST: 0

7.2 SPECIAL COUNCIL MEETING – 12 AUGUST 2025

COUNCIL RESOLUTION & OFFICER RECOMMENDATION

ITEM 7.2

MOVED: CR PHILLIPS

SECONDED: CR WIGGINS

That the minutes of the Special Meeting of Council held on the 12 August 2025 be CONFIRMED as a true and correct record of the proceedings.

CARRIED: 9/0

Res: 070825

TOTAL VOTES FOR: 9

Cr Campbell, Cr Wiggins, Cr Youel, Cr Gibson, Cr Devenport, Cr Ormsby, Cr Carman, Cr Lewis and Cr Phillips.

TOTAL VOTES AGAINST: 0

7.3 SPECIAL COUNCIL MEETING – 29 JULY 2025

COUNCIL RESOLUTION & OFFICER RECOMMENDATION	ITEM 7.3
MOVED: CR ORMSBY	SECONDED: CR YOUEL
That the minutes of the Special Meeting of Council held on the 29 July 2025 be CONFIRMED as a true and correct record of the proceedings.	
CARRIED: 9/0	Res: 080825
TOTAL VOTES FOR: 9	
Cr Campbell, Cr Wiggins, Cr Youel, Cr Gibson, Cr Devenport, Cr Ormsby, Cr Carman, Cr Lewis and Cr Phillips.	
TOTAL VOTES AGAINST: 0	

8. ELECTED MEMBERS MOTIONS OF WHICH PREVIOUS NOTICE HAS BEEN GIVEN

Nil

9. REPORTS OF OFFICERS

9.1 DEVELOPMENT SERVICES

Nil

9.2 CORPORATE SERVICES

9.2.1 PAYMENT OF ACCOUNTS FOR THE PERIOD ENDING 31 JULY 2025

File Ref:	FIN.66.2025/26
Applicant / Proponent:	Not applicable
Subject Land / Locality:	Not applicable
Disclosure of Officer Interest:	Nil
Date:	13 August 2025
Author:	Nikki Westerberg, Senior Finance Officer
Authorising Officer:	Kellie Jenkins, Executive Manager Corporate Services
Attachments:	9.2.1 – Payment of Accounts – July 2025

IN BRIEF

- To advise Council of payments made for the period 1 July to 31 July 2025.

VOTING REQUIREMENTS

- Simple majority.

COUNCIL RESOLUTION & OFFICER RECOMMENDATION	ITEM 9.2.1
MOVED: CR CAMPBELL	SECONDED: CR WIGGINS
That Council RECEIVE the payment of accounts totalling \$1,903,687.59 for the month of July 2025, as per Attachment 9.2.1	
CARRIED: 9/0	Res: 090825
TOTAL VOTES FOR: 9 Cr Campbell, Cr Wiggins, Cr Youel, Cr Gibson, Cr Devenport, Cr Ormsby, Cr Carman, Cr Lewis and Cr Phillips.	
TOTAL VOTES AGAINST: 0	

LOCATION

2. Not Applicable

BACKGROUND

3. Nil.

DISCUSSION / OFFICER COMMENTS

4. Nil.

CONSULTATION AND EXTERNAL ADVICE

5. The Officer has considered the requirement for consultation and/or engagement with persons or organisations that may be unduly affected by the proposal and considered Council's Community Engagement Policy P040123 and the associated Framework and believes that no additional external/internal engagement or consultation is required.

STATUTORY / LEGAL IMPLICATIONS

Local Government (Financial Management) Regulations 1996

6. Regulation 13 – list of accounts to be prepared each month and presented to Council.

STRATEGIC / POLICY IMPLICATIONS

7. Nil

FINANCIAL IMPLICATIONS

8. Nil.

OTHER IMPLICATIONS

Environmental

9. There are no known significant environmental implications relating to the report or officer recommendation.

Economic

10. There are no known significant economic implications relating to the report or officer recommendation.

Social

11. There are no known significant social considerations relating to the report or officer recommendation.

RISK MANAGEMENT

12. A risk assessment has been undertaken per the Shire's Risk Management Governance Framework, and no risks have been identified in relation to the officer recommendation or the report.

9.2.2 FINANCIAL STATEMENTS FOR THE PERIOD ENDED 31 JULY 2025

File Ref:	FIN.66.2025/26
Applicant / Proponent:	Not applicable
Subject Land / Locality:	Not applicable
Disclosure of Officer Interest:	Nil
Date:	13 August 2025
Author:	Scott Sewell, Financial Accountant
Authorising Officer:	Kellie Jenkins, Executive Manager Corporate Services
Attachments:	9.2.2 – July 2025 Monthly Financial Report

IN BRIEF

- In accordance with the Local Government Financial Management Regulations, local governments are required to prepare a monthly statement of financial activity that reports on the Shire’s financial performance relative to its adopted budget.
- The Shire of Denmark has prepared and attached its Statement of Financial Activity for the period ending 31 July 2025.
- Additionally, the Shire provides the Council with a monthly investment register to ensure that the investment portfolio complies with the Shire’s Investment Policy.

VOTING REQUIREMENTS

1. Simple majority.

COUNCIL RESOLUTION & OFFICER RECOMMENDATION	ITEM 9.2.2
MOVED: CR PHILLIPS	SECONDED: CR DEVENPORT
That Council RECEIVE the Financial Activity Statements for the period ending 31 July 2025, incorporating the Statement of Financial Activity and other supporting documentation, as per Attachment 9.2.2.	
CARRIED: 9/0	Res: 100825
TOTAL VOTES FOR: 9 Cr Campbell, Cr Wiggins, Cr Youel, Cr Gibson, Cr Devenport, Cr Ormsby, Cr Carman, Cr Lewis and Cr Phillips.	
TOTAL VOTES AGAINST: 0	

LOCATION

2. Nil.

BACKGROUND

3. To meet statutory reporting obligations, the Monthly Financial Report provides a snapshot of the Shire's year-to-date financial performance. The report includes the following:
 - Statement of Financial Activity by Nature or Type;
 - Explanation of Material Variances;
 - Net Current Funding Position;
 - Receivables;
 - Capital Acquisitions;
 - Cash Backed Reserve Balances;
 - Loan Schedule;
 - Investment Register; and
 - Cash and Investments Summary.
4. Each year, local governments are required to adopt a materiality threshold – either a percentage or a dollar value - for reporting variances in the Statement of Financial Activity. For the 2025/2026 financial year, under Resolution 080725, Council endorsed a threshold of variances of 10% or more, or \$50,000 or more. Any variance meeting or exceeding either of these thresholds must be accompanied by an explanation or report.
5. Pursuant to the Shire's Investment Policy, an investment report and investment register are to be provided to Council monthly, detailing the investment portfolio in terms of performance and counterparty percentage exposure of total portfolio.

DISCUSSION / OFFICER COMMENTS

6. The Statement of Financial Activity for July 2025 shows a closing funding surplus of \$11,350,271. The adopted budget for the year ended 30 June 2026 is premised on a zero year end closing funding position. Overall, operating income exceeds the budget by \$35,302, while operating expenses are \$519,755 lower than budget. The primary factors contributing to these variances are detailed in Note 1 – Major Variances within the attachment.
7. A summary of the financial position for July 2025 is provided in the table below:

	Adopted Annual Budget	YTD Budget (a)	YTD Actual (b)	Var. \$ (b)-(a)	Var. % (b)- (a)/(a)
	\$	\$	\$	\$	%
Opening Funding Surplus	663,707	663,707	656,644	-7,063	-1%
<u>Revenue</u>					
Operating revenue	15,548,597	11,620,487	11,655,790	35,303	0%
Capital revenue, grants and contributions	11,031,320	617,333	617,332	-1	0%
	26,579,917	12,237,820	12,273,122	35,302	
<u>Expenditure</u>					
Operating Expenditure	-20,261,015	-1,800,927	-1,281,172	519,755	29%
Capital Expenditure	-12,632,504	-354,100	-337,453	16,647	5%
	-32,893,519	- 2,155,027	-1,618,625	536,402	
Funding balance adjustments	5,649,894	476,488	39,580	-436,908	-92%
Closing Funding Surplus	0	11,222,988	11,350,721	127,733	1.14%

OTHER INFORMATION

8. Depreciation expense for all asset classes has not been calculated for this reporting period. It will be applied for the 2025/2026 financial year after the annual audit of the financial accounts for the year ended 30 June 2025 is completed.

INVESTMENT REPORT

9. Pursuant to the Shire's Investment Policy, an investment report and investment register are to be provided to Council monthly, detailing the investment portfolio in terms of performance and counterparty percentage exposure of total portfolio. The investment register provides details of investment income earned against budget, whilst confirming compliance of the portfolio with legislative and policy limits.
10. As at 31 July 2025, total cash funds held (including trust funds) totals \$7,032,832.
11. Summary – Cash and Investments
- Municipal Funds total \$951,487
 - Shire Trust Funds total \$850
 - Reserve Funds (restricted) invested, total \$6,080,494
 - Municipal Funds (unrestricted) invested, total \$0
12. The Reserve Bank of Australia's (RBA) official cash rate currently sits at 3.60% which was reduced by 0.25% from 3.85% at the Reserve Bank Board meeting held on 12 August 2025. No further adjustments to the official cash rate have occurred at the time of writing this report.

CONSULTATION AND EXTERNAL ADVICE

13. The Officer has considered the requirement for consultation and/or engagement with persons or organisations that may be unduly affected by the proposal and considered Council's Community Engagement Policy P040123 and the associated Framework and believes that no additional external/internal engagement or consultation is required.

STATUTORY / LEGAL IMPLICATIONS**Local Government (Financial Management) Regulations 1996**

14. Regulation 34 (1-5) outlines the requirements for financial activity statements.
15. Regulation 19, 28 and 49; and The Australian Accounting Standards, sets out the statutory conditions under which Council funds may be invested.

The Local Government Act 1995

16. Section 6.8 relates to a local government is not to incur expenditure from its municipal fund for an additional purpose except where the expenditure is authorised in advance by Council resolution.
17. Section 6.14 outlines the power to invest for local governments.

The Trustees Act 1962

18. Part III Investments covers the investment powers and responsibilities of trustees.

STRATEGIC / POLICY IMPLICATIONS

19. Nil.

FINANCIAL IMPLICATIONS

20. The Shire's 2025/2026 Annual Budget provides a set of parameters that guides the Shire's financial practices.
21. Any financial implications or trends are detailed within the context of this report.

OTHER IMPLICATIONS**Environmental**

22. There are no known significant environmental implications relating to the report or officer recommendation.

Economic

23. There are no known significant economic implications relating to the report or officer recommendation.

Social

24. There are no known significant social considerations relating to the report or officer recommendation.

RISK MANAGEMENT

25. A risk assessment has been undertaken per the Shire's Risk Management Governance Framework, and no risks have been identified in relation to the officer recommendation or the report.

9.3 GOVERNANCE

9.3.1 COUNCIL PLAN OUR FUTURE 2035

File Ref:	ADMIN.32
Applicant / Proponent	Not applicable
Subject Land / Locality:	Not applicable
Disclosure of Officer Interest:	Nil
Date:	13 August 2025
Author:	Angela Simpson, Corporate Planning and Policy Officer
Authorising Officer:	Rob Westerberg, Acting Chief Executive Officer
Attachments:	9.3.1 - Council Plan Our Future 2035

IN BRIEF

- The Council Plan *Our Future 2035* (Council Plan) is a minor update to the Strategic Community Plan, designed to meet Integrated Planning & Reporting (IPR) requirements and reflect emerging local government reforms. It brings together the Strategic Community Plan, Corporate Business Plan and Sustainability Strategy into a single, unified document. This integration improves transparency, aligns community aspirations with sustainability goals, and enhances strategic decision-making. The Plan includes updated community scorecard results and directly addresses feedback and priorities identified by the community. Its adoption ensures compliance with IPR standards, supports long-term financial planning, and provides a clear framework for delivering sustainable service over the next five years.

VOTING REQUIREMENTS

1. Absolute majority.

COUNCIL RESOLUTION & OFFICER RECOMMENDATION	ITEM 9.3.1
MOVED: CR WIGGINS	SECONDED: CR YOUEL
That Council ADOPT the Council Plan Our Future 2035, as per Attachment 9.3.1.	
AMENDMENT	
MOVED: CR CARMAN	SECONDED: CR GIBSON
After the words “Attachment 9.3.1”, add the words, subject to the following amendments:	
1. On page 9, under the heading of “But There’s More Work to Do...”:	
a) In paragraph two, remove the word “concrete”; and	
b) In paragraph three, replace “ <i>Sports and senior services need attention, with demands on playing fields rising</i> ”, with “ <i>Sports and recreation need attention, with demands on playing fields rising. Senior services are an area for improvement with our community seeking expanded access to health, recreation, and social programs</i> ”.	

CARRIED: 9/0

Res: 110825

AMENDED MOTION

That Council ADOPT the Council Plan Our Future 2035, as per Attachment 9.3.1, subject to the following amendments:

1. On page 9, under the heading of “But There’s More Work to Do...”:
 - a) In paragraph two, remove the word “concrete”; and
 - b) In paragraph three, replace “*Sports and senior services need attention, with demands on playing fields rising*”, with “*Sports and recreation need attention, with demands on playing fields rising. Senior services are an area for improvement with our community seeking expanded access to health, recreation, and social programs*”.

THE AMENDED MOTON BECAME THE SUBSTANTIVE MOTION WHICH WAS PUT AND CARRIED BY AN ABSOLUTE MAJORITY: 8/1

Res: 120825

TOTAL VOTES FOR: 8

Cr Campbell, Cr Wiggins, Cr Youel, Cr Gibson, Cr Devenport, Cr Ormsby, Cr Carman and Cr Phillips.

TOTAL VOTES AGAINST: 1

Cr Lewis.

REASONS FOR CHANGE

To separate sports and recreation from senior services and clarify the areas for improvement for each, and remove the word “concrete” as it is superfluous.

LOCATION

2. Nil.

BACKGROUND

3. Council is required to conduct a minor review of its Strategic Community Plan two years into its four-year cycle. As Denmark 2033 was adopted in 2023, this current Council Plan *Our Future 2035* (Council Plan) serves as that scheduled review. It also provides an opportunity to incorporate anticipated changes arising from the ongoing local government reforms, ensuring the Plan remains relevant and responsive to evolving governance requirements.

DISCUSSION / OFFICER COMMENTS

4. The integration of the Strategic Community Plan, Corporate Business Plan, and Sustainability Strategy into a single Council Plan has preserved the original vision and aspirations of Denmark 2033. This consolidated approach ensures that strategic goals remain closely aligned with both long-term sustainability objectives and Shire’s day-to-day operations.
5. Officers see significant value in this unified document, as it enables the organisation to.
 - Stay focused on what the community really wants.
 - Work smarter, by using money and resources wisely.
 - Make informed decisions that balance immediate needs with long-term goals.

- Safeguard the future ensuring that growth and development do not compromise environmental or community wellbeing.
 - Enhance transparency, allowing the community to see how their input is shaping actions and tracking progress.
6. Over recent months, Shire teams have actively developed key actions in response to community feedback and guidance from existing strategies and plans. These efforts have helped shape the five-year business plan component of the Council Plan. Referenced strategies and plans within the Council Plan guide how we manage vital assets such as reserves, parks, roads, paths and other infrastructure. By implementing these well developed plans, we are committing to best-practice management that balances community needs with environmental care.
7. The Council Plan also presents the 2025 Community Scorecard results alongside those from 2022, enabling comparison across key service areas. It includes average scores from other participating local governments across Western Australia. This comparison helps us assess our performance over time, identify areas for improvement, and understand it measures up against broader benchmarks. While we're proud to exceed average performance in several service areas, we remain committed to continuous improvement and responsiveness to community expectations.

CONSULTATION AND EXTERNAL ADVICE

8. The Shire of Denmark engaged independent research company Catalyse to conduct its biennial Community Scorecard Survey, which gathers feedback on the Shire's performance across a broad range of service areas. These include leadership and communication, community wellbeing, the built and natural environment, and economic development. The 2025 survey received over 500 responses, along with a substantial collection of open-ended comments, providing rich insights into community sentiment.
9. The results of the Scorecard allow the Shire to track progress since the previous survey in 2022, highlighting areas where the community has observed improvements, or where further attention is needed. The survey also benchmarks the Shire's performance against other local governments across Western Australia, offering valuable context and helping to identify sector-wide challenges that may also affect Denmark.
10. To maintain transparency and community engagement, the Shire will launch a four-week social media campaign to promote key elements of the Council Plan. Each week will focus on a different theme:
- Week 1: Introduction to the 10-year key projects that set the strategic direction.
 - Weeks 2–4: Highlights of specific initiatives planned for 2025/26, including road upgrades, community programs, and infrastructure improvements.

This staged communication approach aims to provide accessible, relevant information and foster ongoing community connection with the Council's priorities and progress.

STATUTORY / LEGAL IMPLICATIONS

11. In 2010, the IPR Framework and Guidelines were introduced into Western Australia as a way to ensure that there were strategic planning systems in place that deliver

accountable and measurable linkages between community aspirations, financial capacity and practical service delivery.

12. Council adopted *Our Future 2033*, as its Strategic Community Plan in 2023. In line with the IPR framework, a review is undertaken every two years, alternating between a major review every four years and a minor review at the midpoint of this term.
13. In line with pending local government reforms, Council has made the decision to commence the transition from having a number of separate strategic documents, to one. As such, this Council Plan is the culmination of the Strategic Community Plan and the Corporate Business Plan. Council also sought to ensure that its sustainability agenda was at the centre of decision making, so it had incorporated the Sustainability Strategy into this document as a central tenet of decision making.

STRATEGIC / POLICY IMPLICATIONS

14. Adoption of the Council Plan *Our Future 2035* means that we have met the 'achieving' advisor standard within the IPR framework, for a minor review of the Strategic Community Plan. This standard requires that:
 - A Council has adopted a Strategic Community Plan that meets all of the regulatory requirements,
 - The local government has a community engagement policy or strategy,
 - Community engagement involves at least 500 or 10% of community members, whichever is fewer, and is conducted by at least 2 documented mechanisms, and
 - A strategic Review is undertaken every two years, alternating between a minor strategic review and a major strategic review.
15. Similarly, the regulatory requirements for the Corporate Business Plan component of the Council Plan requires that the plan:
 - Is for a minimum of four years,
 - Identifies and prioritises the principle strategies and activities the Council will undertake in response to the aspirations and objectives stated in the Strategic Community Plan,
 - States the services, operations and projects that a local government will deliver over the period of the plan, the method for delivering these and the associated cost,
 - References resourcing considerations such as Asset Management Plans, finances and workforce plans and
 - Is adopted by Council by an absolute majority.

FINANCIAL IMPLICATIONS

16. All activities outlined in the Council Plan for the 2025/2026 financial year are aligned with the adopted budget. Financial commitments in the subsequent years (2026-2030) are incorporated into the long-term financial plan (LTFP), which is reviewed and updated biannually. This regular update process ensures the LTFP remains responsive to

emerging projects, shifting community priorities, and changing economic conditions, supporting sustainable and responsible financial management.

OTHER IMPLICATIONS

Environmental

17. There are no known significant environmental implications relating to the report or officer recommendation.

Economic

18. There are no known significant economic implications relating to the report or officer recommendation.

Social

19. There are no known significant negative social implications relating to the report or officer recommendation. This Council Plan aims to ensure the community has a good understanding of what Council has planned for the next five years. This should provide a level of confidence and understanding of our areas of focus.

RISK MANAGEMENT

20. While not adopting the Council Plan doesn't present a major legislative risk, it would mean falling short of the IPR 'achieving standard' for the Strategic Community Plan, which is met through regular two-year reviews. There is, however, a regulatory risk tied to the Corporate Business Plan component. Under IPR requirements, this part of the Council Plan must cover at least four years and be reviewed annually, as it plays a key role in shaping the annual budget.

9.3.2 CARBON REDUCTION POLICY

File Ref:	REM.42
Applicant / Proponent:	Not applicable
Subject Land / Locality:	Not applicable
Disclosure of Officer Interest:	Nil
Date:	14 August 2025
Author:	Angela Simpson, Corporate Planner and Policy Officer
Authorising Officer:	Rob Westerberg, Acting Chief Executive Officer
Attachments:	9.3.2 - Carbon Reduction Policy

IN BRIEF

- The proposed Carbon Reduction Policy establishes a comprehensive framework for minimising greenhouse gas emissions within Shire operations and enhancing climate resilience across the community. While the Shire faces a significant carbon challenge, it also has the opportunity to take informed and effective measures. This policy outlines the necessary structure, ambition, and accountability to reduce emissions, safeguard community wellbeing, and build a resilient future.

- The Council is encouraged to adopt the Carbon Reduction Policy, thereby supporting the creation of a Carbon Action Plan with biennial reviews and committing to transparent reporting every five years.

VOTING REQUIREMENTS

1. Simple majority.

COUNCIL RESOLUTION & OFFICER RECOMMENDATION		ITEM 9.3.2
MOVED: CR ORMSBY		SECONDED: CR CARMAN
That Council ADOPT the Carbon Reduction Policy, as per Attachment 9.3.2.		
AMENDMENT		
MOVED: CR GIBSON		SECONDED: CR CARMAN
After the words, "Attachment 9.3.2", include the words, "subject to point 4 under Policy Commitment heading be amended to read, <i>"Reducing the overall carbon emissions of Shire assets when undertaking asset upgrades, new builds or the replacement of plant and equipment by prioritising efficient electric alternatives, renewable energy., thermal energy efficiency and other energy-efficient measures."</i>		
CARRIED: 9/0		Res: 130825
TOTAL VOTES FOR: 9		
Cr Campbell, Cr Wiggins, Cr Youel, Cr Gibson, Cr Devenport, Cr Ormsby, Cr Carman, Cr Lewis and Cr Phillips.		
TOTAL VOTES AGAINST: 0		
AMENDED MOTION		
That Council ADOPT the Carbon Reduction Policy, as per Attachment 9.3.2, subject to point 4 under Policy Commitment heading be amended to read, <i>"Reducing the overall carbon emissions of Shire assets when undertaking asset upgrades, new builds or the replacement of plant and equipment by prioritising efficient electric alternatives, renewable energy., thermal energy efficiency and other energy-efficient measures."</i>		
THE AMENDED MOTION BECAME THE SUBSTANTIVE MOTION WHICH WAS THEN PUT AND CARRIED: 9/0		Res: 140825
TOTAL VOTES FOR: 9		
Cr Campbell, Cr Wiggins, Cr Youel, Cr Gibson, Cr Devenport, Cr Ormsby, Cr Carman, Cr Lewis and Cr Phillips.		
TOTAL VOTES AGAINST: 0		

REASONS FOR CHANGE

Council wished to change the wording to be less ambiguous as to whether the Shire were aiming to increase or decrease emissions and to make it clear that the Shire is aiming to work towards stopping the burning of fossil fuels wherever possible.

LOCATION

2. Nil

BACKGROUND

3. In 2010, the Council signed the WALGA Climate Change Declaration, committing to take action on climate change and work towards a low-carbon future. Since then, the Shire of Denmark (Shire) has implemented various initiatives to reduce its carbon footprint. These initiatives include installing solar and battery systems at key facilities, upgrading LED lighting across multiple sites, purchasing five electric vehicles, installing EV chargers, and increasing the procurement of renewable electricity.
4. While these actions represent meaningful progress, they have not been consistently measured or reported in terms of emissions reductions. Consequently, the Shire has lacked a clear understanding of how these efforts contribute to its overall performance in relation to its net-zero roadmap.
5. Recent data from the Shire's Carbon Footprint Reports for the 2019 and 2024 financial years highlight a concerning trend.
 - Total emissions increased by 15.5%, from 2256.85 t CO₂-e in 2019 to 2607.38 t CO₂-e in 2024.
 - Scope 1 emissions, which are direct emissions from fuel and waste, accounted for 95.79% of our total greenhouse gas emissions in 2024, largely due to emissions from the open burning of green waste.
 - Scope 2 emissions, which are indirect emissions from electricity use, accounted for 4.21% of our total greenhouse gas emissions, down from 6.34% in 2019, reflecting gains from energy efficiency and renewable energy uptake.
6. The overall upward trend in total emissions is unsustainable and places the Shire at odds with its stated climate commitments. It is now critical to establish a robust framework for tracking, evaluating, and accelerating carbon reduction efforts. This will enable the Shire to identify its highest-emitting activities, assess the effectiveness of current measures, and set future actions to align with its climate goals.

DISCUSSION / OFFICER COMMENTS

7. The proposed Carbon Reduction Policy outlines ambitious yet achievable targets for the Shire, including a 50% reduction in emissions by 2030 and achieving net zero emissions by 2050. The policy aims to embed carbon reduction into planning, development, procurement, and service delivery, upgrade Shire assets with energy-efficient and renewable technologies, transition the vehicle fleet to electric vehicles, enhance carbon sequestration through urban greening and land management, and support community adaptation and education initiatives.
8. The next step is for the Chief Executive Officer (CEO) to develop a targeted Carbon Action Plan, informed by the findings of the 2019 and 2024 Carbon Footprint Report, to reduce both Scope 1 and 2 emissions in line with meeting the targets.
9. Scope 1 emissions, which are generated directly from Shire-controlled operations, are a key area of concern. The open burning of green waste is the largest contributor, accounting for 74% of our 2024 Scope 1 emissions and 71% of our 2024 combined Scope 1 and 2 emissions. Improving green waste management through changes to waste

treatment is therefore central to reducing the overall carbon footprint and will be a key focus in the Carbon Action Plan.

10. Another major source of Scope 1 emissions is the use of fossil fuels, particularly in fleet operations such as road maintenance, waste management, and parks and reserves. Given the nature of these activities, reliance on heavy equipment powered by fossil fuels is likely to continue until suitable non-fossil fuel alternatives become more widely available and affordable. Officers remain committed to transitioning to non-fossil fuel vehicles where feasible. However, the lack of authority for local governments to actively drive this transition means we are currently more dependent on reducing other Scope 1 emissions, such as those from burning green waste, in order to meet our carbon reduction targets.
11. Scope 2 emissions are indirect greenhouse gas emissions resulting from the Shire's use of electricity generated from fossil fuels. As of 2024, emissions from electricity purchased from the grid account for just 4% of the Shire's combined Scope 1 and 2 emissions. This reduction is largely due to the installation of solar systems on Shire facilities and the increased purchase of 100% renewable electricity. Further significant reductions in Scope 2 emissions will depend on upgrading individual assets with low-emission technologies as they reach the end of their lifecycle or further purchases of 100% renewable power sources.

CONSULTATION AND EXTERNAL ADVICE

12. The Shire of Denmark sought the expertise of Carbon Neutral Pty Ltd in measuring our emissions and building the 2019 and 2024 Carbon Footprint Report.

STATUTORY / LEGAL IMPLICATIONS

13. There are currently no statutory or legal requirements that mandate local governments in Western Australia to develop a Carbon Reduction Policy.

STRATEGIC / POLICY IMPLICATIONS

14. Adopting a Carbon Reduction Policy aligns the Shire with state and national climate goals, strengthens climate risk management, and enhances its reputation as a sustainable community. It encourages the integration of carbon reduction across all operations and supports long-term resilience planning.
15. The adoption of the Carbon Reduction Policy will require reviews of several key documents to ensure alignment with carbon reduction objectives. This includes the Strategic Asset Management Plan (scheduled for review in 2025/2026), the Long-Term Financial Plan (scheduled for review in 2025/2026), and the Bushfire Risk Management Plan (currently under review), for consideration of carbon emissions from prescribed burning activities. The Purchasing Policy, last reviewed in 2020, will also be reviewed to ensure it reflects adequate measures for sustainability and emissions reduction considerations in procurement decisions.

FINANCIAL IMPLICATIONS

16. Investments in renewable energy and energy-efficient infrastructure are expected to deliver long-term financial benefits for the organisation, including reduced operational costs, lower energy bills, and decreased exposure to climate-related risks such as

infrastructure damage or emergency response costs. However, these benefits may take time to materialise. In the short term, the upfront costs associated with infrastructure upgrades, fleet transitions, and planning resources may place pressure on the budget, particularly in the absence of external funding. To ensure financial sustainability, the Long-Term Financial Plan will need to incorporate and prioritise the funding of carbon reduction initiatives in line with those identified in the Carbon Action Plan. Strong performance tracking will also be essential to demonstrate the value of these investments and support ongoing funding decisions.

OTHER IMPLICATIONS

Environmental

17. There are no known significant negative environmental implications relating to the report or officer recommendation.

Economic

18. There are no known significant economic implications relating to the report or officer recommendation.

Social

19. There are no known significant negative social implications relating to the report or officer recommendation.

RISK MANAGEMENT

20. There are no significant negative risks associated with adopting the Carbon Reduction Policy. While there may be some low-level risks—such as implementation challenges or stakeholder concerns—these can be effectively managed through thoughtful planning, stakeholder engagement, and regular review. The potential benefits, including environmental leadership, long-term cost savings, and alignment with state and federal priorities, significantly outweigh any minor risks, making the adoption of the plan a sound and strategic decision.

9.3.3 POLICY REVIEW - ENVIRONMENT RELATED POLICIES

File Ref:	ADMIN.2
Applicant / Proponent:	Not applicable
Subject Land / Locality:	Not applicable
Disclosure of Officer Interest:	Nil
Date:	14 August 2025
Author:	Angela Simpson, Corporate Planning Officer
Authorising Officer:	Rob Westerberg, Acting Chief Executive Officer
Attachments:	Nil

IN BRIEF

- Council is asked to consider repealing a number of Council policies that Officers regard as operational in nature, regulated by state or federal governments, or no longer required.

VOTING REQUIREMENTS

1. Simple majority.

COUNCIL RESOLUTION & OFFICER RECOMMENDATION		ITEM 9.3.3
MOVED: CR YOUEL		SECONDED: CR DEVENPORT
That Council REPEAL the following Policies:		
<ol style="list-style-type: none"> 1. P050301 – Graffiti Policy 2. P050302 – Mayors for Peace 3. P070601 – Genetically Modified Organisms 4. P100503 – Environment Policy 5. P100504 – Picking of Native Vegetation 6. P100506 – Wilson Inlet Foreshore 7. P100511 – Litter Prevention Policy 8. P100512 – WALGA Declaration on Climate Change 		
CARRIED: 9/0		Res: 150825
TOTAL VOTES FOR: 9		
Cr Campbell, Cr Wiggins, Cr Youel, Cr Gibson, Cr Devenport, Cr Ormsby, Cr Carman, Cr Lewis and Cr Phillips.		
TOTAL VOTES AGAINST: 0		

Cr Carman asked that the following statement be recorded in the Minutes.

"In relation to repealing the Environment Policy, the adoption of the Carbon Reduction Policy is just one of the many steps we've taken to reflect our commitment to the environment. Through our recent community survey, it was made clear that environmental conservation is the number one concern for our residents. Our principle guiding document, the Council Plan – Our Future 2035, has references to this shared vision."

LOCATION

2. Not applicable.

BACKGROUND

3. Officers review local government policies to ensure they remain relevant and effective. Many existing policies are outdated, operational rather than strategic, or no longer meet the criteria for being formal Council policies.
4. A Council policy should:
 - i. Set the strategic direction and high-level guidelines for the organisation.
 - ii. Provide a framework for decision-making, ensuring consistency and alignment with the Council's goals.
 - iii. Typically, be broad in scope and less detailed, focusing on the "what" and "why" rather than the "how".
 - iv. Be designed to be enduring and not frequently changed.

DISCUSSION / OFFICER COMMENTS

5. Council has a history of strong environmental leadership through various policies aimed at preventing harm in areas such as plastics, litter, graffiti, genetically modified

organisms (GMOs), and nuclear weapons. While these policies reflect a genuine commitment, they have become fragmented and overly focused on prohibition over time. This standalone approach can lead to overlaps, gaps, and practical challenges in implementation, especially as new environmental issues like microplastics and emerging biotechnologies continue to evolve. Additionally, this approach risks being seen as reactive and punitive rather than forward-thinking and empowering, which may not align with current community expectations.

6. The officers recommended repealing several environmental related Council Policies and managing them as internal operational standards and procedures under the direction of the Chief Executive Officer (CEO). This recommendation is based on the observation that some of these policies overlap with areas regulated by state or federal governments, creating confusion or duplication of effort. Transitioning these policies to internal standards would allow for more flexible and practical implementation for officers.
7. Repealing policies that are no longer effective or fit-for-purpose is a necessary step in maintaining a relevant and streamlined policy framework. Retaining outdated or symbolic policies without measurable outcomes can create confusion, dilute accountability, and hinder the development of more targeted and impactful strategies. By removing such policies, Council can reduce administrative burden, eliminate duplication, and create space for more integrated, evidence-based approaches that align with current legislation, community expectations, and best practice.
8. Recommended policy changes are explained in the Policy section of this report

CONSULTATION AND EXTERNAL ADVICE

9. In preparing the recommendation to repeal this suite of environment-related policies, officers undertook a comprehensive review process. This included consultation with internal teams and managers responsible for delivering services impacted by these policies, ensuring operational alignment and relevance.
10. External advice was also sought on contemporary policy development practices, focusing on clarity, effectiveness, and alignment with current legislative frameworks.
11. Officers reviewed relevant and up-to-date State and Federal legislation to ensure that any repealed policies were either redundant or better addressed through existing statutory instruments. This approach supports the development of more integrated, measurable, and strategically aligned environmental policies moving forward.

STATUTORY / LEGAL IMPLICATIONS

12. Nil

STRATEGIC / POLICY IMPLICATIONS

P050302 Mayors for Peace

13. This policy represents symbolic support for a global initiative but lacks local implementation, governance, or relevance. It references a 2020 goal that is now outdated. While symbolic support is important, including it in policy form may complicate what is intended to be a simple act of solidarity and could create confusion around implementation expectations. A statement in support would be appropriate on the Shire's website or other community facing documentation.

P070601 Genetically Modified Organisms (GMO)

14. This policy expresses an aspirational stance without legal authority or enforcement mechanisms, which can create unrealistic expectations among residents and confusion about food safety and agricultural practices. It is unclear how officers should apply this policy in areas such as procurement, environmental health, or community development.

P100504 Picking of Native Vegetation

15. This activity is controlled by state legislation. Additionally, the policy fails to incorporate Aboriginal perspectives, traditional ecological knowledge, or cultural uses of native vegetation.

P050301 Graffiti Policy

16. Procedural in nature, this policy lacks strategic framing, performance measures, and integration with youth or community programs. It is more appropriately managed by the CEO as a work instruction or operational standard for relevant officers.

P100506 Wilson Inlet Foreshore

17. This policy is reactive and limited in scope. It uses vague enforcement language and lacks proactive management strategies, climate adaptation measures, or community engagement components. Our Local Law allows officers to install signage and issue infringements for illegal clearing.

P100511 Litter Prevention Policy

18. Procedural in nature, this policy lacks prioritisation, evaluation mechanisms, and strategic alignment with broader waste and sustainability frameworks. It is more appropriately managed by the CEO as work instructions or operational standards.

P100503 Environment Policy

19. While aspirational in nature, this policy lacks specific, measurable targets, clear accountability mechanisms, and integration with climate resilience strategies or Indigenous knowledge systems. The intent of protecting the environment is included in the principle of the Carbon Reduction Policy.

P100512 WALGA Declaration on Climate Change

20. This policy primarily duplicates the WALGA Declaration, which Council has already formally signed. As such, the existence of a standalone policy offers no additional operational or strategic value, particularly in the absence of a local implementation plan, measurable targets, or a reporting framework.
21. The adoption of the Carbon Reduction Policy is intended to address the gaps in policies P100503 and P100512 by providing a more actionable, measurable, and locally relevant framework for environmental and climate-related initiatives.

FINANCIAL IMPLICATIONS

22. The CEO will consider any financial implications related to environmental operational standards and procedures and make relevant recommendations in future budgets.

OTHER IMPLICATIONS

Environmental

23. There are no known significant environmental implications relating to the report or officer recommendation.

Economic

24. There are no known significant economic implications relating to the report or officer recommendation.

Social

25. There are no known significant negative social implications relating to the report or officer recommendation.

RISK MANAGEMENT

26. These policies typically no longer reflect current legislative requirements, operational practices, or strategic priorities. As such, their removal is unlikely to result in service disruption or legal non-compliance. However, if not clearly communicated, there is a low reputational risk that the community or stakeholders may perceive the rescission as a withdrawal of the Council's commitment to environmental or social outcomes. This can be mitigated through transparent communication, providing clear rationale, and developing an updated, fit-for-purpose carbon reduction policy that better reflects current priorities.

9.4 COMMUNITY SERVICES

Nil

9.5 INFRASTRUCTURE SERVICES

Nil

10. MATTERS BEHIND CLOSED DOORS

Nil

11. NEW BUSINESS OF AN URGENT NATURE

Nil

12. CLOSURE OF MEETING

4.57pm – The Shire President, Cr Gibson, declared the meeting closed.

The Chief Executive Officer recommends the endorsement of these minutes at the next meeting.

Signed: _____ Date: _____
David King – Chief Executive Officer

These minutes were confirmed at a meeting on the _____.

Signed: _____
(Presiding Person at the meeting at which the minutes were confirmed)