

SHIRE OF YORK

# NOTICE OF MEETING

Dear Councillors

I respectfully advise that a SPECIAL COUNCIL MEETING will be held in the Lesser Hall, York Town Hall, on Thursday, 21 September, 2017, commencing at 5.00pm.

MEETING AGENDA ATTACHED

Paul Martín

PAUL MARTIN CHIEF EXECUTIVE OFFICER Date: 18 September 2017

PLEASE READ THE FOLLOWING IMPORTANT DISCLAIMER BEFORE PROCEEDING

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Any statement, comment or decision made at a Council meeting regarding any application for an approval, consent or licence, including a resolution of approval, is not effective as an approval of any application and must not be relied upon as such.

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## MISSION STATEMENT

"Building on our history to create our future"

## Local Government Act 1995 (as amended)

## Part 1 Introductory Matters

## 1.3. Content and intent

- (1) This Act provides for a system of local government by
  - (a) providing for the constitution of elected local governments in the State;
  - (b) describing the functions of local governments;
  - (c) providing for the conduct of elections and other polls; and
  - (d) providing a framework for the administration and financial management of local governments and for the scrutiny of their affairs.
- (2) This Act is intended to result in
  - (a) better decision-making by local governments;
  - (b) greater community participation in the decisions and affairs of local governments;
  - (c) greater accountability of local governments to their communities; and
  - (d) more efficient and effective local government.
- (3) In carrying out its functions a local government is to use its best endeavours to meet the needs of the current and future generations through an integration of environmental protection, social advancement and economic prosperity.

## Part 2 Constitution of Local Government

## Division 2 Local Governments and Councils of Local Governments

- 2.7 The Role of Council
- (1) The Council
  - (a) directs and controls the Local Government's affairs; and
  - (b) is responsible for the performance of the Local Government's functions.
- (2) Without limiting subsection (1), the Council is to
  - (a) oversee the allocation of the Local Government's finances and resources;

and

(b) determine the Local Government's policies.

## Meetings generally open to the public

- 5.1. (1) Subject to subsection (2), the following are to be open to members of the public
  - (a) all council meetings; and
    - (b) all meetings of any committee to which a local government power or duty has been delegated.
    - (2) If a meeting is being held by a council or by a committee referred to in subsection (1) (b), the council or committee may close to members of the public the meeting, or part of the meeting, if the meeting or the part of the meeting deals with any of the following —
    - (a) a matter affecting an employee or employees;
    - (b) the personal affairs of any person;
    - (c) a contract entered into, or which may be entered into, by the local government and which relates to a matter to be discussed at the meeting;
    - (d) legal advice obtained, or which may be obtained, by the local government and which relates to a matter to be discussed at the meeting;
    - (e) a matter that if disclosed, would reveal
      - (i) a trade secret;
      - (ii) information that has a commercial value to a person; or
      - (iii) information about the business, professional, commercial or financial affairs of a person, where the trade secret or information is held by, or is about, a person other than the local government;

- (f) a matter that if disclosed, could be reasonably expected to
  - (i) impair the effectiveness of any lawful method or procedure for preventing, detecting, investigating or dealing with any contravention or possible contravention of the law;
  - (ii) endanger the security of the local government's property; or
  - (iii) prejudice the maintenance or enforcement of a lawful measure for protecting public safety;
- (g) information which is the subject of a direction given under section 23 (1a) of the *Parliamentary Commissioner Act 1971*; and
- (h) such other matters as may be prescribed.
- (3) A decision to close a meeting or part of a meeting and the reason for the decision are to be recorded in the minutes of the meeting.



Shire of York

# **G 2.6 PUBLIC QUESTION TIME**

## **Policy Statement**

1.0 "Public Question Time" will be limited to 15 minutes\*. The Council may exercise a discretion to extend the time by resolution if required. If there are questions remaining unasked at the expiration of the time allotted members of the public will be asked to submit their questions in writing to the Chief Executive Officer who will provide a written reply with the response placed in the Agenda of the next Ordinary Meeting of the Council.

\* A minimum of 15 minutes is provided by Regulation 6(1) of the Local Government (Administration) Regulations 1996 (S.5.24 of the Local Government Act 1995)

- 2.0 Questions may be asked at the Ordinary Council Meeting and any Committee meeting on any matter affecting the Council and the Shire's operations. Questions submitted to Special Meetings of the Council will be restricted to the subject matter of the meeting.
- 3.0 Each questioner will be limited to two (2) questions. Statements or long preamble are not permitted.
- 4.0 People wishing to ask questions will be encouraged to put their questions in writing or in a prescribed form and submit them to the Chief Executive Officer prior to 10 am on the day of the meeting. This allows for an informed response to be given at the meeting. Oral questions are permitted.
- 5.0 Priority will be given to questions about matters on the agenda for the meeting and which are submitted in accordance with 4.0 above.
- 6.0 Every person who wishes to ask a question must identify themselves and register with a Council Officer immediately prior to the meeting. Subject to 5.0 above questions will be taken in the order in which people register.
- 7.0 Questions containing offensive remarks, reference to the personal affairs or actions of Elected Members or staff, or which relate to confidential matters or legal action will not be accepted. Questions that the Presiding Member considers have been answered by earlier questions at the meeting or earlier meetings may not be accepted.
- 8.0 On receipt of a question the Presiding Member may answer the question or direct it to the Chief Executive Officer to answer. If the question is of a technical nature the Chief Executive Officer may direct the question to a senior technical officer present. If the question requires research it will be taken on notice.
- 9.0 There will be no debate on the answers to questions.

- 10.0 A summary of the question and the answer will be recorded in the minutes of the Council meeting at which the question was asked.
- 11.0 Public Question Time guidelines incorporating this policy are being prepared and will include information on the other methods of enquiry that are available to members of the public to obtain information from the Shire.

Adopted 21 October 2013 Amended 17 September 2015 Amended 23 November 2015 **PUBLIC QUESTION TIME PROFORMA** 

CONTINUED

# Question(s)

Please ensure that your question complies with the Public Question Time Policy Statement as published in the Council Agenda and stated as per the attached

Name:

Write your question(s) as clearly and concisely as possible – lengthy questions may be paraphrased.

Note: To provide equal opportunity for all in attendance to ask questions, a limit of two (2) questions at a time from any one person is imposed.

Signature:	Date:
OFFICE USE ONLY	
Presented Meeting Date:	Item No:
- resented meeting Date	IGHT NU

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## SHIRE OF YORK

#### A SPECIAL MEETING OF THE COUNCIL WILL BE HELD ON THURSDAY, 21 SEPTEMBER, 2017, COMMENCING AT 5.00PM IN THE LESSER HALL, YORK TOWN HALL, YORK

The York Shire Council acknowledges the traditional owners of the land on which this meeting will be held.

## 1 OPENING

#### 1.1 Declaration of Opening

#### 1.2 Disclaimer

The Shire President advised the following:

"I wish to draw attention to the Disclaimer Notice contained within the agenda document and advise members of the public that any decisions made at the meeting today, can be revoked, pursuant to the Local Government Act 1995.

Therefore members of the public should not rely on any decisions until formal notification in writing by Council has been received. Any plans or documents in agendas and minutes may be subject to copyright. The express permission of the copyright owner must be obtained before copying any copyright material."

- 1.3 Standing Orders
- 1.4 Announcement of Visitors

#### 1.5 Declarations of Interest that Might Cause a Conflict

Councillors/Staff are reminded of the requirements of s5.65 of the Local Government Act 1995, to disclose any interest during the meeting when the matter is discussed and also of the requirement to disclose an interest affecting impartiality under the Shire of York's Code of Conduct.

Name	Item No & title	Nature of Interest (and extent, where appropriate)

#### 1.6 Declarations of Financial Interests

A declaration under this section requires that the nature of the interest must be disclosed. Consequently a member who has made a declaration must not preside, participate in, or be present during any discussion or decision making procedure relating to the matter the subject of the declaration

Other members may allow participation of the declarant if the member further discloses the extent of the interest and the other members decide that the interest is trivial or insignificant or is common to a significant number of electors or ratepayers.

Name	Item No & title	Nature of Interest (and extent, where appropriate)

#### 1.7 Disclosure of Interest that May Affect Impartiality

Councillors and staff are required (Code of Conduct), in addition to declaring any financial interest, to declare any interest that might cause a conflict. The member/employee is also encouraged to disclose the nature of the interest. The member/employee must consider the nature and extent of the interest and whether it will affect their impartiality. If the member/employee declares that their impartiality will not be affected then they may participate in the decision making process.

Name	Item No & Title	

#### 2 ATTENDANCE

- 2.1 Members
- 2.2 Staff
- 2.3 Apologies
- 2.4 Leave of Absence Previously Approved
- 2.5 Number of People in the Gallery at Commencement of the Meeting

#### **3 PUBLIC QUESTION TIME**

Public Question Time is conducted in accordance with the Act and Regulations. In addition to this the Shire's Council Meetings Local Law 2016 states –

#### 6.7 Other procedures for question time for the public

(1) A member of the public who wishes to ask a question during question time must identify themselves and register with a Council Officer immediately prior to the meeting.

- (2) A question may be taken on notice by the Council for later response.
- (3) When a question is taken on notice the CEO is to ensure that—
  - (a) a response is given to the member of the public in writing; and

(b) a summary of the response is included in the agenda of the next meeting of the Council.

(4) Where a question relating to a matter in which a relevant person has an interest is directed to the relevant person, the relevant person is to—

- (a) declare that he or she has an interest in the matter; and
- (b) allow another person to respond to the question.

(5) Each member of the public with a question is entitled to ask up to 2 questions before other members of the public will be invited to ask their questions.

(6) Where a member of the public provides written questions then the Presiding Member may elect for the questions to be responded to as normal business correspondence.

(7) The Presiding Member may decide that a public question shall not be responded to where—

(a) the same or similar question was asked at a previous meeting, a response was provided and the member of the public is directed to the minutes of the meeting at which the response was provided;

(b) the member of the public uses public question time to make a statement, provided that the Presiding Member has taken all reasonable steps to assist the member of the public to phrase the statement as a question; or

(c) the member of the public asks a question that is offensive or defamatory in nature, provided that the Presiding Member has taken all reasonable steps to assist the member of the public to phrase the question in a manner that is not offensive or defamatory.

(8) A member of the public shall have 2 minutes to submit a question.

(9) The Council, by resolution, may agree to extend public question time.

(10) Where any questions remain unasked at the end of public question time they may be submitted to the CEO who will reply in writing and include the questions and answers in the agenda for the next ordinary Council meeting.

(11) Where an answer to a question is given at a meeting, a summary of the question and the answer is to be included in the minutes.

3.1 Written Questions – Current Agenda

3.2 Public Question Time

#### **4** APPLICATIONS FOR LEAVE OF ABSENCE

#### **5 PRESENTATIONS**

5.1 Petitions

- 5.2 Presentations
- 5.3 Deputations
- 5.4 Delegates reports

#### 6 ANNOUNCEMENTS BY PRESIDING MEMBER WITHOUT DISCUSSION

#### 7 OFFICER'S REPORTS

## SY120-09/17 – Submission to DWER on the Application for Works Approval – Great Southern Landfill (Allawuna Farm)

FILE REFERENCE: APPLICANT OR PROPONENT(S): AUTHORS NAME & POSITION: RESPONSIBLE OFFICER:	Gr2.290 Alkina Holdings Pty Ltd Colleen Thompson, Consultant Planner Paul Crewe, Executive Manager Infrastructure and Development Services	
PREVIOUSLY BEFORE COUNCIL: DISCLOSURE OF INTEREST: APPENDICES:		

## Nature of Council's Role in the Matter:

Advocative

#### Purpose of the Report:

To seek Council endorsement of a formal submission on an application for a works approval by Alkina Holdings Pty Ltd for a landfill facility on Lot 4869, Great Southern Highway, Saint Ronans.

#### Background:

On 14 April 2014, the Wheatbelt Joint Development Assessment Panel (JDAP) refused a development application to construct and use a portion of Lots 4869, 5931, 9926 and 26932 Great Southern Highway, Saint Ronans (the subject land) for a Class II landfill facility. The applicant subsequently filed an Application for Review with the State Administrative Tribunal (SAT) on 24 April 2014. As part of this SAT review process, the applicant submitted an amended application to the JDAP, which was refused by the JDAP on 31 August 2015.

On 8 March 2016; the SAT upheld the appeal and approved the application subject to conditions. The SAT decision replaces the decision of the JDAP, made on 31 August 2015.

The applicant has since acquired Perthwaste, a waste management operation, including an operating landfill at North Bannister. As a result, Suez Environment has not progressed its plans to develop the Allawuna landfill site, and a works approval for the operation was revoked at the request of the applicant. However, as development approval runs with the land and not ownership, the development approval remained valid.

Alkina Holdings is now proposing to develop a landfill facility on the site, in accordance with the previous development approval. The proponent has applied for a concurrent works approval and licence, which is currently being advertised for public comment with the submission period closing on the 28 September 2017.

## Comments and details:

The following comments are offered in relation to the works approval:

#### Ad hoc nature of the proposal

Numerous state government documents, including the *State Planning Strategy 2050* and the *Waste Strategy 2012* recognise the need for government to undertake strategic planning for the location of waste facilities.

The State Planning Strategy, released by the Western Australian Planning Commission, establishes a framework of planning principles, strategic goals and state strategic directions. The State Planning Strategy relevantly identifies the need to secure strategic sites and infrastructure corridors for waste facilities to ensure that they are appropriately sited, designed, operated and managed. Specifically, in terms of identifying strategic sites, the State Planning Strategy states:

"Planning for strategic waste sites involves the assessment of buffers, transport access, relationships to existing waste facilities producers and the degree of risk of air, soil, groundwater and surface water pollution."

This is mirrored in the *Waste Strategy 2012* which includes as a strategic objective the need to undertake long term planning for waste facilities to enable access to suitably located land to cater for the State's waste management needs. Importantly, it stresses the need to identify the number and types of facilities likely to be required, their optimum location and access to transport networks.

Clearly waste facilities, including landfill sites, should not be approved in the absence of strategic planning. The ad hoc nature of the proposal has removed the ability of the community to engage with government on the appropriate identification of a range of potential landfill sites, and to prioritise the most appropriate sites on the basis of environmental, social, and economic performance. Whilst it is unlikely that any proposed landfill site will be supported by nearby residents, the lack of any strategic planning makes it impossible to demonstrate that the potential impacts are justified by broader social and community benefit.

The community has not been able to contribute to a broader planning process that enables the most appropriate location to be debated, tested and considered in a collaborative, transparent manner. In the absence of a meaningful, strategic and engaging process, the Shire cannot support a development that has drawn so much concern and opposition from the community.

## Consistency with Local Planning Scheme and development approval

The Shire is currently progressing an omnibus amendment (Amendment No. 50) to Local Planning Scheme No. 2, which includes two amendments of relevance to this proposal:

- The use class 'Waste Disposal Facility' (which includes landfill activities) will become an 'X' or 'not permitted' use in the General Agriculture Zone; and
- The insertion into Schedule 3 of the Scheme of a Special Use Zone No. 8 (SU8), identifying a waste disposal facility on Lot 4869 subject to various conditions that require the development to be undertaken in accordance with the 8 March 2016 decision of the SAT.

The introduction of Special Use Zone No. 8 was subject of a separate report to the Ordinary Council Meeting held on 28 August 2017, where it was resolved:

## "That Council:

- 1. Requests the CEO to write to the Minister for Planning advising that:
- (a) Council's preferred position is that the Special Use Zone No. 8 be removed and Lots 9926, 26934, 4869 & 5931 Great Southern Highway, St Ronans remain zoned General Agriculture;
- (b) Should the Minister choose not to remove the Special Use zone No. 8, Council supports the inclusion of the 'sunset clause' into the Special Use Zone No. 8 to read as follows:

	No.	Particulars of Land	Special Use	Conditions
SU 8	8	Lots 9926,	1. Waste	1. The waste
		26934,	Disposal	disposal facility
		4869 and	Facility and	shall only accept
		5931 Great Southern	associated	waste types
		Highway, St. Ronans	infrastructure	permitted for
			on Lot 4869	disposal at a
			(AA)	Class I and Class
			2. Caretaker's	II landfill (DER,
			dwelling on	Landfill Waste
			Lot 4869 (AA)	Classification
			3. Single House	and Waste
			on Lot 9926 (P)	Definitions 1996
			and on the	(as amended)).
			other three lots	2. The development
			in the event	is to be
			that the waste	undertaken in
			disposal	accordance with
			facility is not	the 8 March 2016
			developed on	decision of the
			Lot 4869.	State
			Agriculture -	Administrative
			extensive (P)	Tribunal
				([2016]WASAT22)
				and a
				development
				approval issued
				by the local
				government.
				3. If the
				development of
				the waste
				disposal facility
				is not
				substantially
				commenced
				prior to the
				expiration of 2
				years from the
				date the SAT
				approval is taken
				to have had
				effect, the SU8
				provisions other
				than this
				condition and
				condition 4 will
				cease to have
				effect, and use
				and development
				of the site shall
				be only in

	the 'General Agriculture' zone and use permissibility's for the General Agriculture zone in the Zoning Table.
	4. If, a development approval is sought following expiry of the approval mentioned in point 2, the application is to be assessed under the requirements applicable to the 'General Agriculture' zone.

#### 2. In the event that the Minister for Planning modifies the Special Use No. 8 zone, authorises the CEO to send the modified Scheme Amendment No. 50 documents to the Western Australian Planning Commission."

Amendment 50 is currently before the Minister for Planning for final determination, after which it will be confirmed whether the land will be:

- a. Retained as General Agriculture,
- b. Rezoned to Special Use with a sunset clause, or
- c. Rezoned to Special Use with no sunset clause.

Until Amendment 50 is finalised and it is known whether the land use will be permitted by the scheme, a works approval and licence should not be issued.

Notwithstanding the above, there are a number of conditions of the development approval which have not, as yet, been complied with. This includes:

- A fire management plan to be approved by the Shire of York;
- A revegetation plan for the Thirteen Mile Brook;
- Upgrading the site access road junction onto Great Southern Highway; and
- Establishment of a community reference group

While Section 14 of the landfill management plan provided with the works approval application describes community communication, it does not acknowledge the requirement to establish a community reference group, as required by the development approval.

The design of the operation presents minor inconsistencies with the approved development plans. This includes a slight reduction in the scale of the landfill, which of itself is unlikely to require an amendment to the development application as the minor changes to scale and layout would not substantially change the development approved. However, the inclusion of an additional proposed sediment management structure, which is not included in the approved development plans, may require additional development approval.

It is proposed that the Shire recommends that no works approval or license be issued until the applicant can demonstrate it has complied with the relevant conditions of the development approval.

#### Modifications from previous proposal and environmental management plan

The Shire notes that the new application by Alkina Pty Ltd proposes several minor modifications from the previously approved proposal, for which works approval had been granted by the Department of Water and Environmental Regulation and was subsequently withdrawn by the original applicant. These include:

- Slight reduction in the scale of the operation, with resultant modification to the layout of the proposed landfill cells;
- Minor reduction in truck movements associated with the lesser scale of the operation; and
- Recommended modifications to various environmental management plans as a result of the review undertaken by the applicant's consultants to determine their suitability for the new operator, including:
  - Surface water management (including water monitoring and sampling, and Rivercare project stakeholder engagement)
  - Updating of the 2015 odour management plan
  - Updating of the 2015 dust management plan
  - Updating of the 2015 noise management plan.

The Responsible Authority Report prepared by the Shire of York, and adopted by Council on 10 August 2015, considered the various environmental and nuisance management plans prepared to support the previously issued works approval. The report concluded that:

*"With environmental risks managed through Works Approvals processes, the proposed development is consistent with planning policy measures regarding the protection of land, surface and groundwater resources."* 

It is noted that the recommendations for upgrading of environmental management plans to comply with conditions of the previous works approval will likely result in plans that provide for better management of environmental risk. It is recommended that these reviews are required prior to the issuing of a works approval and license for the new proposal.

#### Implications to consider:

#### Consultative

In accordance with the *Environmental Protection Act 1986*, the application for a works approval and licence has been released for public comment by the Department of Water and Environmental Regulation.

All community members have the opportunity to make a submission by the closing date of 28 September 2017.

## Strategic

Providing a submission on the application for a licence and works approval supports delivery of the following outcomes from Council's Strategic Community Plan 2016-2026

- 5.5 There is a strong collective voice on key issues of concern to the community.
- 5.6 There are high levels of community engagement in decision-making

#### Legal and Statutory

Works approvals and licences are issued under the provisions of the *Environmental Protection Act 1986*. These approvals are separate to any approvals administered by the Shire of York under the *Planning and Development Act 2005*, and therefore the Shire may have limited influence over these matters.

#### Risk related

A landfill facility provides a range of environmental risks. The application for works approval includes a range of management plans to address these risks. In considering the application, the Department of Water and Environmental Regulation will review the appropriateness of the management actions.

Voting Requirements: Absolute Majority Required: No

## **OFFICER RECOMMENDATION:**

"That Council advises the Department of Water and Environmental Regulation that it does not support the issue of a works approval for Alkina Holdings Pty Ltd for a Class II landfill facility on Lot 4869, Saint Ronans for the following reasons:

- 1. The proposed landfill facility represents adhoc and unplanned development and is inconsistent with orderly and proper planning. In this respect it is noted that the proposal is inconsistent with the State Planning Strategy 2050 and the Waste Strategy 2012. These documents both stress the importance of strategically planning waste management facilities to ensure:-
  - The number and types of facilities required and their relationship to existing waste facilities can be identified;
  - They are optimally located;
  - That they have appropriate access to transport networks;
  - Buffers are appropriate and adequate; and
  - That the degree risk of air, soil, groundwater and surface water pollution is acceptable.
- 2. The absence of any strategic planning has removed the ability of the community to engage with government on the appropriate identification of a range of potential landfill sites, and to prioritise the most appropriate sites on the basis of environmental, social, and economic performance. The community has not been able to contribute to a broader planning process that enables the most appropriate location to be debated, tested and considered in a collaborative, transparent manner. In the absence of a meaningful, strategic and engaging process, the Shire cannot support a development that has drawn so much concern and opposition from the community.

- 3. The Shire of York is currently progressing Amendment 50 to the Shire of York Local Planning Scheme No. 2, which includes two amendments of relevance to this proposal:
  - The use class 'Waste Disposal Facility' (which includes landfill activities) will become an 'X' or 'not permitted' use in the General Agriculture Zone; and
  - The insertion into Schedule 3 of the Scheme of a Special Use Zone No. 8 (SU8), identifying a waste disposal facility on Lot 4869 subject to various conditions that require the development to be undertaken in accordance with the 8 March 2016 decision of the SAT.

Amendment 50 is currently before the Minister for Planning for final determination. Upon the Minister's determination of the amendment, it will be confirmed whether the subject land will be:

- Retained as General Agriculture;
- Rezoned to Special Use with a sunset clause; or
- Rezoned to Special Use with no sunset clause.

It would be premature to determine and issue a works approval and license until the Minister for Planning has made her decision on Amendment 50 and it is known whether the land use will be permitted by the scheme.

- 4. The proposal submitted for the Works Approval does not align with the approved development application. Specifically, an additional sediment management structure is proposed which does not have development approval; and
- 5. There are a number of conditions of the development approval which have not been complied with. These include:
  - A fire management plan to be approved by the Shire of York;
  - A revegetation plan for the Thirteen Mile Brook;
  - Upgrading of the site access road junction onto Great Southern Highway; and
  - Establishment of a community reference group

While Section 14 of the landfill management plan provided with the works approval application describes community communication, it does not acknowledge the requirement to establish a community reference group, as required by the development approval."

## 8 QUESTIONS FROM MEMBERS WITHOUT NOTICE

9 CLOSURE