5.4.2 AMENDMENT 5 OF THE WAKOOL LOCAL ENVIRONMENTAL PLAN 2013 - PLANNING PROPOSAL FOR THE RECLASSIFICATION OF LAND FROM 'COMMUNITY' TO 'OPERATIONAL' AT LOT 1 DP1267277, GONN ROAD, BARHAM

File Number:	-
Author:	Llyan Smith, Senior Town Planner
Authoriser:	Rod Croft, Director Planning & Environment

RECOMMENDATION

That Council

1. Endorse staff to finalise proposed Amendment 5 of the Wakool Local Environmental Plan 2013 including any alteration to the Planning Proposal which may be required throughout the course of the LEP amendment process

BACKGROUND

On 27 October 2020, Item 8.1 of the agenda titled "Barham Micro Abattoir – Update report" noted the following in relation the Lot 1 DP1267277, Gonn Road, Barham (the land):

The Murray Plains Meat Cooperative was formed for the purpose of pursuing the development of a Micro-abattoir in Barham to meet the processing needs of local artisan meat producers.

The organisation sought council's assistance to identify suitable funding programs and assistance to write applications.

The various funding bodies reported to NSW Regional Development that whilst they were impressed by the application and believed that the project was worthy of funding, they had concerns about providing funding to an organisation with no trading or operating history.

Murray Plains Meat Cooperative board and a representative of NSW Regional Development approached Council to ask if Council would consider assisting the group by agreeing to be lead funding applicant, project manager and initial owner of the facility. Council, at its monthly meeting held on 28 January 2020 resolved as follows:

- 1. Confidential motion titled Proposed Barham Micro-Abattoir Update (Item 17.5 of the Confidential Reports) that was lost at the meeting of 26 November 2019 be rescinded.
- 2. Council agrees to act as the lead applicant for funding for the proposed Barham Micro-Abattoir project through the Growing Local Economies Program, the Drought Communities Program and the Murray Darling Basin Economic Development Program.
- 3. Council agrees to act as the project manager for the Barham Micro-Abattoir project.
- 4. Council agrees to accept ownership of the Barham Micro-Abattoir upon completion.
- 5. The Barham Micro-Abattoir project be fully funded from grant funding and lease fees; and that no ratepayer funds be committed to the project.

6. Council receive a further report, including a feasibility study, business case and details of the draft lease agreed between Murray Plains Meat Cooperative (Barham Micro-Abattoir) and Murray River Council for its consideration before proceeding to construction.

As a result of Item 4, the land was transferred to Council's ownership, with settlement occurring on 1 April 2021.

In accordance with various sections of the Local Government Act 1993 the following points are noted:

- All land vested in a Council (except a road or land to which the *Crown Land Management Act* 2016 applies) must be classified as either "community" or "operational".
- The purpose of these classifications is to clearly identify the Council land which should be kept for use by the general public (community) and land which is to be used for other purposes (operational).
- Community land would ordinarily comprise land such as a public park.
- Operational land would ordinarily comprise:
 - o land held as a temporary asset or as an investment
 - o land which facilitates the carrying out the functions of Council, or
 - land which may not be open to the general public, such as a works depot or a Council garage.
- The use and management of community land is to be regulated by a plan of management. Until a plan of management is adopted, the nature and use of the land must not change.
- Except in the limited circumstances referred to in section 45(4) of the *Local Government Act* 1993, 'community' classified land must not be sold.

In accordance with Section 31(2A) of the Local Government Act 1993:

(2) Before a council acquires land, or within 3 months after it acquires land, a council may resolve (in accordance with this Part) that the land be classified as community land or operational land.

(2A) Any land acquired by a council that is not classified under subsection (2) is, at the end of the period of 3 months referred to in that subsection, taken to have been classified under a local environmental plan as community land. [emphasis added]

Unfortunately, due to an internal Council error the land was not classified as 'operational' within the three-month period from settlement and the land has automatically reverted to a 'community' land classification. As noted above, the land cannot currently be utilised for its intended use as a Council owned micro abattoir until the land is reclassified from 'community' to 'operational'.

To facilitate this reclassification, a Planning Proposal has been drafted by Habitat Planning (Attachment 1) to amend Schedule 4, Part 1 of the Wakool Local Environmental Plan 2013 (WLEP 2013) to reclassify this land from "community" to "operational". The zoning of the land is not proposed to be amended as part of this proposal, and no Local Environmental Plan Mapping is required to be amended.

DISCUSSION

Site characteristics

Lot 1 DP1267277 is zoned RU1 Primary Production and has an area of 4 hectares. The land is unencumbered by any easements or restrictions however is benefited by easements for water supply burdening the adjoining Lot 2. The site has vehicle access from Gonn Road and is currently (and has historically) been used as private farmland. The site is relatively flat with an irrigation supply channel located along the southern boundary of the lot. With the exception of 1 tree within the lot, the land does not contain any planted or remnant vegetation. The land is not covered by Council's biodiversity mapping, is not mapped as bushfire prone or flood prone, and is not known to contain any items local heritage significance or of Aboriginal heritage significance. The subject land is shown below in Figure 1 and Figure 2. The land is afforded a deferred commencement development

consent issued on 26 August 2021 for a "Livestock processing industry (Abattoir with processing/slaughtering capacity of 723 tonnes live weight of animals per year)".



Figure 1 – Locality map



Figure 2 – Aerial photography of the site

Planning Proposal adequacy assessment

The Planning Proposal has been assessed against all relevant provisions and is consistent with the following:

- Murray River Council Local Strategic Planning Statement 2020-2040
- Wakool Land Use Strategy Report 2009
- Riverina Murray Regional Plan 2036
- Applicable State Environmental Planning Polices
- Applicable Section 9.1 Ministerial Directions
- Practice Note "PN 16-001 Classification and reclassification of public land through a local environmental plan" and associated "Attachment 1 Information checklist for proposals to classify or reclassify public land through an LEP".

The comments and assessment contained within the Planning Proposal align with Council's evaluation of the Proposal. The transfer of the land to Council ownership was initiated purely to support a grants application process for development of a micro-abattoir onsite with no intent to ever utilise the land as a 'community' use. As the land has never been previously utilised for a public use or public reserve, there is no effectual loss of active or passive community space associated with the subject reclassification to operation land.

It is noted that the references within the Planning Proposal and Council reports relating to resolutions passed on '26 October 2020' are administrative errors and should instead refer to '27 October 2020'.

Strategic and site-specific merits of the reclassification

The eventual development of the site as a micro abattoir has been subject to the following reports and analysis:

- Growing Local Economies Fund Business Case
- Murray Plains Meat Cooperative Business Case
- Remplan Impact Report Confidential

The micro-abattoir proposed for this site (upon conclusion of this Planning Proposal) is directly related to the agricultural output of the area and will provide an opportunity for co-location of compatible rural industry (a livestock processing facility) at this site. This outcome is considered to provide significant economic benefit to the community and supports the agricultural drivers which operate within Barham and the Murray River Council area.

The land is not positioned to provide public benefit as a traditional community space and should the Planning Proposal not be supported, significant reassessment of the strategic and economic viability of this land as community space would be required. In addition, funding awarded under the *Growing Local Economies Program*, the *Drought Communities Program*, and the *Murray Darling Basin Economic Development Program* will likely be lost for this development.

It is noted that the business cases and reports referenced above have not been released in a public forum and are considered to be confidential under Section 10A(2) - c, d(i) and d(ii) of the *Local Government Act* 1993. Should copies of these reports be requested to assist DPIE in their assessment of Gateway Determination, such reports are not to be disclosed as public documents. Similarly, a copy of the Lease associated with the use of this site can also be supplied on request for confidential reference. Copies of all available public agenda items have also been included as part of this report.

Timeline for completion

It is noted that the submission of this Planning Proposal to the DPIE will overlap with the Local Government election period and therefore associated operational delays should be factored into the proposed timeline set out in the Planning proposal. All required consultation (including Public Hearing requirements) and administrative tasks will nonetheless be carried out as close the proposed timeline as possible.

STRATEGIC IMPLICATIONS

5 - Strategic Theme 5: Leadership and Governance

5.1 - An effective, efficient and progressive Council that provides leadership to the community

5.1.1 - Council decision making takes into account the needs and priorities of our local communities and the longer term social, cultural, economic and environmental viability and sustainability of our region

BUDGETARY IMPLICATIONS

There are no budgetary implications as a result of the Planning Proposal for reclassification. Budgetary consideration for the eventual use of the site as a micro abattoir facility is to be considered separately to the subject Planning Proposal to correct an operational error.

POLICY IMPLICATIONS

Murray River Council Asset Management Policy (POL305).

LEGISLATIVE IMPLICATIONS

Local Government Act 1993.

Environmental Planning & Assessment Act 1979.

Wakool Local Environmental Plan 2013

RISK ANALYSIS

• What can happen?

The land remains classified as community land and the site is not usable for the intended purpose.

• How can it happen?

The subject Planning Proposal is not supported by Council and/or the State Government

• What are the consequences of the event happening?

Council will be burdened with additional community land which will serve no immediate public purpose. Funding awarded for the micro abattoir project in Barham will likely be lost.

• What is the likelihood of the event happening?

Low

• Adequacy of existing controls?

The Planning Proposal is considered the only means of achieving the reclassification. The *Local Government Act* 1993 governing the use of community land restricts the intended eventual use of the site as a micro abattoir.

• Treatment options to mitigate the risk?

Support the Planning Proposal ad resolutions of this report.

CONCLUSION

The subject Planning Proposal has been assessed against all necessary frameworks and is considered adequate to proceed to lodgement for Gateway Determination with Department of Planning, Infrastructure and Environment. The current 'community' classification of the land does not reflect the intended use of the site as a micro abattoir, nor does it provide any community benefit as a traditional public use area. As the land has never been used or intended for a public access/community area, the Proposal will act purely to correct an administrative error associated with the initial transfer of land to Council. The Planning Proposal will facilitate an opportunity for colocation of compatible rural industry (a livestock processing facility) and is considered to present a positive economic opportunity for Barham and Murray River Council.

ATTACHMENTS

- 1. Planning Proposal Reclassification of land PP_2021_6050 (under separate cover)
- 2. Certificate of Title Lot 1 DP1267277 😃 🛣
- 3. Agenda excerpt 27 Oct 2020 meeting 🕹 🛣
- 4. Agenda excerpt 23 March 2021 meeting 🗓 🛣
- 5. Agenda excerpt 12 August 2021 meeting 🗓 🛣

NSW LAND REGISTRY SERVICES - INTEGRATED TITLING SYSTEM

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Dealing Certificate(s) of Title Lodging Party Reference Invoice AQ930420 T 1/1267277 HM:Murray River D1537242

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MURRAY RIVER COUNCIL Ordinary Council Meeting Agenda		27 October 2020
8 DIREC SUPP	TOR COMMUNITY AND ECONOMIC EMENTARY MATTERS	DEVELOPMENT AND
8.1 BARH	M MICRO ABATTOIR - UPDATE REPORT	
File Number:	-	
Author:	John Harvie, Director Community and Econor	mic Development
Authoriser:	Des Bilske, Chief Executive Officer	

RECOMMENDATION

That council;

- 1. Accept the \$2,209,000 total funding offered through the Growing Local Economies Program, the Drought Communities Program and the Murray Darling Basin Economic Development Program and authorise the CEO and Mayor to sign the funding agreements and apply the council seal where required.
- 2. Approve proceeding with the Barham Micro-Abattoir Project.

BACKGROUND

The Murray Plains Meat Cooperative was formed for the purpose of pursuing the development of a Micro-abattoir in Barham to meet the processing needs of local artisan meat producers.

The organisation sought council's assistance to identify suitable funding programs and assistance to write applications.

The various funding bodies reported to NSW Regional Development that whilst they were impressed by the application and believed that the project was worthy of funding, they had concerns about providing funding to an organisation with no trading or operating history.

Murray Plains Meat Cooperative board and a representative of NSW Regional Development approach council to ask if council would consider assisting the group by agreeing to be lead funding applicant, project manager and initial owner of the facility.

Council, at its monthly meeting held on 28 January 2020 resolved as follows;

- 1. Confidential motion titled Proposed Barham Micro-Abattoir Update (Item 17.5 of the Confidential Reports) that was lost at the meeting of 26 November 2019 be rescinded.
- 2. Council agrees to act as the lead applicant for funding for the proposed Barham Micro- Abattoir project through the Growing Local Economies Program, the Drought Communities Program and the Murray Darling Basin Economic Development Program.
- 3. Council agrees to act as the project manager for the Barham Micro-Abattoir project.
- 4. Council agrees to accept ownership of the Barham Micro-Abattoir upon completion.
- 5. The Barham Micro-Abattoir project be fully funded from grant funding and lease fees; and that no ratepayer funds be committed to the project.
- 6. Council receive a further report, including a feasibility study, business case and details of the draft lease agreed between Murray Plains Meat Cooperative (Barham Micro-Abattoir) and Murray River Council for its consideration before proceeding to construction.

This report has been prepared in accordance with item 6 of council's resolution.

Item 8.1

MURRAY RIVER COUNCIL Ordinary Council Meeting Agenda	27 October 2020
DISCUSSION	
Applications for funding through several funding programs have all been suc	ccessful. They are;

Drought Communities Program	\$375,000
Murray Darling Basin Economic Development Program	\$450,000 and
Growing Local Economies Program	\$1,384,000

Total funding of \$2,209,000 has been allocated to the project.

Copies of the Murray Plains Meat Cooperative Business Case and the Growing Local Economies Business Case together with a copy of the draft lease agreement are attached to this report in accordance with council's resolution.

Please note the Draft Lease Agreement has only just been drafted and as a result has not yet been reviewed at the time of writing.

STRATEGIC IMPLICATIONS

4 - Strategic Theme 4: Economic Growth

4.1 - Encourage and support economic development across a range of sectors

4.1.3 - Identify new opportunities and actively encourage investment in agriculture, agribusiness, value added manufacturing, alternate and renewable energy, health, wellbeing, aged care, and education

BUDGETARY IMPLICATIONS

Nil

POLICY IMPLICATIONS

Nil.

LEGISLATIVE IMPLICATIONS

RISK ANALYSIS

• What can happen?

Murray Plains Meat Cooperative may be unsuccessful in operating the meat processing business.

• How can it happen?

Poor Management.

• What are the consequences of the event happening?

Murray River Council would have to offer the facility for lease to another party or offer the modular facility for sale.

What is the likelihood of the event happening?

Low

Adequacy of existing controls?

Adequate

Treatment options to mitigate the risk?

Manage

Item 8.1

MURRAY RIVER COUNCIL Ordinary Council Meeting Agenda

27 October 2020

CONCLUSION

Applications for funding have been successful and council may now resolve to proceed to tender for the Design, Development approvals, construction and installation of the Barham Micro-abattoir facility.

By doing so 29 artisan producers will be able to continue to supply high quality, sustainable, locally grown meats to their markets and create 21 direct and indirect jobs in an area significantly impacted by drought and Murray Darling Basin Plan implementation.

ATTACHMENTS

- 1. Growing Local Economies Fund Business Case Confidential
- 2. Murray Plains Meat Cooperative Business Case Confidential
- 3. Remplan Impact Report Confidential
- 4. Site Plan Confidential
- 5. Draft Lease Agreement Confidential
- 6. Contract Special Conditions Confidential
- 7. Lease Annexure A & B Confidential

Item 8.1

MURRAY RIVER COUNCIL Ordinary Council Meeting Agenda

23 March 2021

9.5.3 BARHAM MICRO ABATTOIR UPDATE

File Number:

Author:	John Harvie, Director Community and Economic Development
Authoriser:	Terry Dodds, Chief Executive Officer

RECOMMENDATION

That Council

1. Approve the lease document and delegate authority to the Mayor and Chief Executive Officer to sign and apply the council seal.

BACKGROUND

At councils monthly meeting held on 26 October 2020 council resolved to:

- 1. Accept the \$2,209,000 total funding offered through the Growing Local Economies Program, the Drought Communities Program and the Murray Darling Basin Economic Development Program and authorise the CEO and Mayor to sign the funding agreements and apply the council seal where required.
- 2. Approve proceeding with the Barham Micro-Abattoir Project.

At that same meeting council were provided with a copy of the proposed draft lease agreement between MRC and Murray Plains Meat Cooperative.

DISCUSSION

In the intervening time council solicitors have completed purchase of the 4Ha abattoir site on Lot 1 DP1267277 at 123 Gonn Road Barham NSW 2732 and finalised the lease agreement with Murray Plains Meat Cooperative.

A copy of the lease is an attachment to this report.

Tender documentation for design and construction has been prepared and issued and acceptance of tenders close on 23 March 2021.

On the ground, the site has been fenced and quotes for the site access road construction, electricity supply and water supply have been sought.

STRATEGIC IMPLICATIONS

4 - Strategic Theme 4: Economic Growth

4.1 - Encourage and support economic development across a range of sectors

4.1.3 - Identify new opportunities and actively encourage investment in agriculture, agribusiness, value added manufacturing, alternate and renewable energy, health, wellbeing, aged care, and education

BUDGETARY IMPLICATIONS

The project is fully funded by grant funds through the following programs:

Drought Communities Program

Murray Darling Basin Economic Development Program and

Growing local Economies Program

Item 9.5.3 - Director Community and Economic Development - 23 March 2021

MURRAY RIVER COUNCIL Ordinary Council Meeting Agenda	
	-

23 March 2021

POLICY IMPLICATIONS

Nil.

LEGISLATIVE IMPLICATIONS

RISK ANALYSIS

- What can happen?
 Insufficient funds
- How can it happen? Tendered costs greater than funds available.
- What are the consequences of the event happening?
 Murray Plains Meat Cooperative will have to source additional funds
- What is the likelihood of the event happening? Possible
- Adequacy of existing controls?

Adequate

Treatment options to mitigate the risk?

Manage

CONCLUSION

Murray Plains Meat Cooperative (MPMC) have provided council with freehold title to the proposed micro abattoir site at 123 Gonn Road Barham 2732. To conclude the contractual arrangements between Council and MPMC council is required to approve and sign the lease agreement.

ATTACHMENTS

1. Murray Plains Meat Cooperative Draft Lease Agreement - Confidential

MUR	RAY RIVER COU	NCIL Extraordinar	y Counc	il Meeting Ageno	la 12 Augu	st 2021
5		COMMUNITY	AND S	ECONOMIC	DEVELOPMENT	AND

5.1 CLASSIFICATION OF LAND - LOT 1 DP1267277 GONN ROAD BARHAM

File Number:	-
Author:	John Harvie, Director Community and Economic Development
Authoriser:	Terry Dodds, Chief Executive Officer

RECOMMENDATION

That Council resolve:

- 1. In accordance with s31 (2) of the NSW Local Government Act 1993, to classify Lot 1 DP1267277 Gonn Road Barham as Operational Land and
- 2. Record these details into Murray River Council Land Register.

BACKGROUND

At its monthly meeting held on 26th October 2020, Council resolved to accept funding through the Drought Communities Program, the Murray Darling Basin Economic Development Program, and the Growing Local Economies Program and to proceed with the Barham Micro-abattoir project.

Council at its monthly meeting held on 23rd March Council resolved to sign and apply the council seal to the Lease Agreement with Murray Plains Meat Cooperative to lease the Micro-abattoir when completed.

On 18th May 2021, Council's solicitor wrote to inform council that the purchase of Lot 1 DP1267277 had been finalised and that the Transfer of Land had now been registered in the name of Murray River Council.

DISCUSSION

This piece of correspondence was placed into councils' records on 25th May 2021, and in accordance with s31(2) of the NSW Local Government Act 1993,council is now required to resolve that Lot 1 DP1267277 be classified as Operational Land.

STRATEGIC IMPLICATIONS

- 4 Strategic Theme 4: Economic Growth
- 4.1 Encourage and support economic development across a range of sectors

4.1.2 - Support the local business sector to grow, adapt and respond to new opportunities

BUDGETARY IMPLICATIONS

Nil

POLICY IMPLICATIONS

Nil.

LEGISLATIVE IMPLICATIONS

Item 5.1 - Director Community and Economic Development - 12 August 2021

MURRAY RIVER COUNCIL Extraordinary Council Meeting Agenda 12 August 2021

RISK ANALYSIS

- What can happen?
 - NA
- How can it happen?
 NA
- What are the consequences of the event happening? NA
- What is the likelihood of the event happening?
 NA
- Adequacy of existing controls? NA
- Treatment options to mitigate the risk?
 NA

CONCLUSION

The land was purchased for the sole purpose of construction of a Micro-Abattoir and should be classified as Operational Land.

ATTACHMENTS

1. Dawes & Vary Riordan Letter 😃 🛣

Item 5.1 - Director Community and Economic Development - 12 August 2021

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MORNAT NIVER COUNCIL EXILAUTURIALY COUNCIL MEETING AGENUA

ECHUCA Telephone: 03 5483 0200 Facsimile: 03 5831 5377 Post: PO Box 378, Echuca, VIC 3564 Address: 201 Hare Street, Echuca www.dvrlawyers.com.au DAWES & VARY RIORDAN

LAWYERS Incorporating Felthams Lawyers

18 May 2021

Our Ref: HJSM:CJP:20205615

Murray River Council PO Box 906 MOAMA NSW 2731

Dear Sir/Madam

Purchase from Mathers Property: Gonn Road, Barham

We advise that the above matter was settled on 1 April 2021.

Registration of Transfers

We confirm the Transfer of Land has now been registered in the name of Murray River Council and enclose a copy of the Certificate of Title for your records. We will hold the Certificate of Title in safe custody unless instructed otherwise by you.

Water Transfer

We have sent the transfer of the 1ML water right within the Eagle Creek Pumping Scheme to the water registry for registration. There is no title to this water entitlement as the water entitlement is contained on a jointly held water access licence with other members of the Eagle Creek Water Syndicate.

Please now find enclosed:

- 1. Distribution Statement;
- Statement of Adjustments;
- 3. Mathers GST Tax Invoice;
- DVR Tax Invoice (PAID);
- Copy Contract of Sale;
- 6. Copy Agreement to Lease;

Statement of Adjustments

The Murray River Council rates have been paid by the Vendor to 30 June 2021 and an adjustment was made against you.

We have advised the rate authorities of the change in the ownership of the property to ensure that future rate assessment notices issue to you.

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Itam E.1. Attachment 1. Director Community and Economic Development. 12 August 2021

MUNNAT NIVEN COUNCIL EXHAUTHINALY COUNCIL MEETING AGENUA

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Murray River Council - 2 - 6 August 2021

Contract of Sale

We enclose copy signed Contract of Sale for you to retain in your records. Please note that we hold an electronic copy of the signed Contract on file.

Agreement to Lease

The Agreement to lease was dated 1 April 2021 where the lease will be entered into once the MRC procures a certificate of occupancy for the construction of the abattoirs on the premises. It would be useful if you could provide some advanced notice as to when you believe the certificate of occupancy will be issued so we can make arrangements for the lease to be updated to have commencement dates inserted and be signed by the parties. The lease should then be registered on the title.

Whilst we are waiting for the construction of the abattoirs to be completed, please find enclosed our tax invoice for our fees in having the ownership of the land conveyed to Council and the Agreement to Lease being entered into with the Murray Plains Meat Co-Operative.

If there are any queries, please contact our office.

Yours faithfully DAWES & VARY RIORDAN PTY LTD

Hugh Melville IB Director Email: HMelville@dvrlawyers.com.au

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