Shire of Cocos (Keeling) Islands

AGENDA

Ordinary Meeting of Council

Wednesday, 28 October 2026

I hereby give notice that an Ordinary Meeting of Council will be held on

Date: Wednesday, 28 October 2026

Time: 4:00 PM

Location: Community Resource Centre Meeting Room
Administration Building
West Island

Matthew Scott
Chief Executive Officer

Disclaimer

Members of the public should note that in any discussion regarding any planning or other application that any statement or intimation of approval made by any member or officer of the Shire during the course of any meeting is not intended to be and is not to be taken as notice of approval from the Shire. No action should be taken on any item discussed at a Council meeting prior to written advice on the resolution of the Council being received. Any plans or documents contained in this document may be subject to copyright law provisions (Copyright Act 1968, as amended) and the express permission of the copyright owner(s) should be sought prior to the reproduction.

OUR VALUES

Service

Provide the best service we can.

We serve the community and each other.

Accountability

We take responsibility for our own actions.

We do what we say we will do.

Mistakes are an opportunity to learn.

Support

We support our team and our community.

Look for opportunities to help each other.

Respect

We respect and value others.

Our interactions are always respectful towards others.

Integrity

We will be honest and transparent with all our dealings.

Maintain confidentiality.

Trust each other.

Achievement

Being proactive and enabling the outcomes.

Be creative and think outside the square.

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1 OPENING/ANNOUNCEMENTS OF VISITORS

2 ATTENDANCE/APOLOGIES/LEAVE OF ABSENCE

3 RESPONSES TO PREVIOUS PUBLIC QUESTIONS TAKEN ON NOTICE

4 PUBLIC QUESTION TIME

In accordance with section 5.24(1) (a) of the Local Government Act 1995, time is allocated for questions to be raised by members of the public, as follows:

(1) The minimum time to be allocated for the asking of and responding to questions raised by members of the public at ordinary meetings of councils and meetings referred to in regulation 5 is 15 minutes.

(2) Once all the questions raised by members of the public have been asked and responded to at a meeting referred to in sub regulation (1), nothing in these regulations prevents the unused part of the minimum question time period from being used for other matters.

Pursuant to regulation 7(4) (a) of the Local Government (Administration) Regulations 1996, questions from the public must relate to a matter affecting the local government.

In accordance with section 5.25 (1)(f) of the Local Government Act 1995 and the Local Government (Administration) Regulations 1996 regulation 11(e) a summary of each question raised by members of the public at the meeting and a summary of the response to the question will be included in the minutes of the meeting.

Where a question is taken on notice at the meeting, a summary of the response to the question will be included in the agenda for the following Council meeting.

5 LEAVE OF ABSENCE

The Local Government Act 1995 (Section 2.25) provides that a Council may, by resolution, grant leave of absence to a member for Ordinary Council Meetings. A member who is absent, without first obtaining leave of the Council, throughout three consecutive Ordinary meetings of the Council is disqualified from continuing his or her membership of the Council. Disqualification from membership of the Council for failure to attend Ordinary Meetings of the Council will be avoided so long as the Council grants leave prior to the member being absent. The leave cannot be granted retrospectively. An apology for non-attendance at a meeting is not an application for leave of absence.

5.1 APPROVED LEAVE OF ABSENCE

Councillor	Date of Leave	Approved by Council

5.2 APPLICATION FOR LEAVE OF ABSENCE

6 PETITIONS, DEPUTATIONS AND PRESENTATIONS

7 CONFIRMATION OF MINUTES OF PREVIOUS MEETINGS

7.1 Ordinary Council Meeting - 23 September 2026

OFFICER RECOMMENDATION – ITEM 7.1

THAT COUNCIL BY SIMPLE MAJORITY, PURSUANT TO SECTIONS 5.22(2) AND 3.18 OF THE *LOCAL GOVERNMENT ACT 1995 (WA)(CKI),* RESOLVES THAT THE MINUTES OF THE ORDINARY COUNCIL MEETING HELD ON 23 SEPTEMBER 2026 AS PRESENTED IN ATTACHMENT 7.1 BE CONFIRMED AS A TRUE AND CORRECT RECORD OF PROCEEDINGS.

8 ANNOUNCEMENTS BY THE PRESIDING MEMBER AND COUNCILLORS

9 DECLARATION OF INTEREST

Councillors are to complete a Disclosure of Interest Form for each item they are required to disclose an interest in. The Form should be given to the Presiding Member before the meeting commences. After the meeting, the Form is to be provided to the Governance and Risk Coordinator for inclusion in the Disclosures Register.

10 REPORTS FROM COMMITTEES AND OFFICERS

10.1 CHIEF EXECUTIVE OFFICER

10.1.1 REVIEW OF STRATEGIC COMMUNITY PLAN AND CORPORATE BUSINESS PLAN - DEVELOPMENT OF COUNCIL PLAN

FILE NUMBER:

AUTHOR: Matthew Scott, Chief Executive Officer

AUTHORISER: Matthew Scott, Chief Executive Officer

DISCLOSURE(S) OF INTEREST: Author - Nil

Authoriser - Nil

ISLAND: Shire Wide

ATTACHMENTS: Nil

AUTHORITY/DISCRETION

Definition

☐	Advocacy	*When Council advocates on its own behalf or on behalf of its community to another level of government/body/agency.*
☒	Executive	*The substantial direction setting and oversight role of the Council. E.g., adopting plans and reports, accepting tenders, directing*

		operations, setting and amending budgets.
☒	Legislative	*Includes adopting local laws, town planning schemes and policies. Review when Council reviews decisions made by officers.*
☐	Quasi-Judicial	*When Council determines an application / matter that directly affects a person's right and interest. The judicial character arises from the obligations to abide by the principles of natural justice. Examples of Quasi-Judicial authority include town planning applications, building licenses, applications for other permits / licenses.*
☐	Information	*Includes items provides to Council for information purposes only that do not require a decision of Council (i.e. – for noting).*

REPORT PURPOSE

For Council to authorise a comprehensive review of the Shire's Strategic Community Plan and Corporate Business Plan, approve the development of a new integrated Council Plan, and approve a budget allocation of $31,200 funded from the 2025/26 cash surplus carried forward into the 2026/27 financial year.

BACKGROUND

The Shire is required to maintain an effective framework for planning for the future of the district. Under the current Integrated Planning and Reporting framework, the principal strategic documents are the Strategic Community Plan and Corporate Business Plan.

Regulation 19C of the *Local Government (Administration) Regulations 1996* requires a Strategic Community Plan to cover a period of at least 10 financial years and to be reviewed at least once every four years. Regulation 19DA requires a Corporate Business Plan to cover at least four financial years and to be reviewed every year.

The Shire's current Strategic Community Plan 2022–2037 was adopted by Council in December 2022. It was subsequently reviewed as part of the Shire's integrated planning review considered by Council on 26 June 2024. On that basis, the Shire has met the statutory four-year review requirement applying to the Strategic Community Plan, with the next review required no later than four years from the 2024 review.

The Shire's Corporate Business Plan 2022–2026 was also adopted in December 2022. An updated version was considered by Council on 30 August 2023, and the Plan was again reviewed as part of the integrated planning review considered by Council on 26 June 2024.

However, the Corporate Business Plan is required to be reviewed annually. The Shire's available Council records do not identify a subsequent formal review during 2025, and this deficiency was identified through the recent Compliance Audit Return process.

Accordingly, while the Strategic Community Plan remains within its prescribed review cycle, the annual review requirement applying to the Corporate Business Plan has not been consistently met.

In addition, the current Corporate Business Plan covers the period 2022–2026 and has reached the end of its stated planning horizon.

Rather than undertake a limited review solely to address the Corporate Business Plan compliance issue, it is considered appropriate to undertake a comprehensive review of both strategic planning documents.

This will allow Council to reconsider its longer-term priorities, undertake renewed community engagement and establish a contemporary planning framework that reflects the current and future needs of the Cocos (Keeling) Islands community.

A proposal has therefore been obtained from Moore Australia for the provision of Integrated Strategic Planning Services.

The proposed approach provides for the Strategic Community Plan and Corporate Business Plan to be combined into a single Council Plan, while retaining the planning elements required under the current legislative framework.

The review will be limited to the preparation of the Council Plan. The Shire's Long-Term Financial Plan, Asset Management Plan and Workforce Plan will not form part of the proposed consultancy review.

COMMENT

Development of Council Plan

It is proposed that the review result in the development of a new Council Plan rather than retaining separate Strategic Community Plan and Corporate Business Plan documents.

The proposed approach combines the two planning components while maintaining the strategic and corporate planning requirements applying to each.

The Council Plan would identify the community's longer-term aspirations and strategic objectives, together with the actions, projects and priorities necessary to achieve those objectives over the shorter term.

This approach should provide a clearer connection between:

Community aspirations → Council priorities → actions and projects → resource requirements → annual budgets → performance reporting.

The review will provide Council with an opportunity to reconsider its strategic priorities having regard to changes that have occurred since the existing plans were prepared.

It will also allow the Shire to establish a more practical planning document that can be used to guide annual budgets, service delivery, project planning and organisational performance reporting.

Community Engagement

A major component of the project will be renewed engagement with the Cocos (Keeling) Islands community.

The proposed methodology includes informing the community about the review, obtaining broad input regarding aspirations and priorities, seeking feedback regarding the importance of and satisfaction

with Shire services, and working with Council and key stakeholders to develop the future vision and strategic priorities.

The proposed scope includes a community survey and community visioning workshops.

The Shire will work with the consultant to ensure the engagement methodology provides appropriate opportunities for participation by both Home Island and West Island communities.

Particular consideration will be given to the cultural and language needs of the community to encourage meaningful participation.

The Shire will also support the engagement process through promotion, distribution and collection of surveys, translation where required, provision of workshop facilities and review of draft documents.

The outcomes of community engagement will inform the preparation of the Council Plan and subsequent workshops involving Council Members and the Administration.

Corporate Business Planning

The corporate business planning component will convert the strategic objectives identified through the community engagement process into practical actions and priorities.

The proposed work includes:

- Reviewing existing actions associated with each strategic objective.
- Identifying new actions and initiatives necessary to achieve Council's priorities.
- Establishing priorities and indicative delivery timeframes over a four-year period.
- Identifying potential costs and resource requirements.
- Considering the Shire's existing financial, asset and workforce planning information.
- Establishing appropriate performance indicators to measure progress.

The corporate business planning process will involve workshops with the Administration and, where appropriate, Council Members.

This will assist in ensuring that the Council Plan is not simply aspirational but provides a realistic programme of activities aligned with the Shire's available resources and organisational capacity.

Organisational Planning and Future Priorities

The review will also be valuable given the relatively recent changes within the Shire's Administration and senior management team.

The planning process will provide a structured opportunity for Council Members, management and employees to develop a shared understanding of the Shire's current service requirements, emerging community needs, infrastructure priorities and longer-term organisational challenges.

In particular, the review will assist the Administration to:

- Clarify Council's longer-term strategic priorities.
- Identify future service and infrastructure requirements.

- Assess the organisation's capacity to deliver proposed initiatives.
- Identify service delivery gaps and opportunities for improvement.
- Establish clearer priorities where financial and organisational resources are constrained.
- Develop practical actions and performance measures to guide future budgets and operational activities.

The process will also provide an appropriate framework within which other priorities identified by Council over recent months can be considered.

These include tourism and local business development, renewable energy opportunities, transport and accessibility, workforce capability, infrastructure resilience and improvements to service delivery.

These matters should not be considered in isolation. The Council Plan will provide an opportunity to determine whether they represent strategic priorities for the community and Council and establish appropriate actions for their future consideration and implementation.

Relationship with Existing Resource Planning Documents

Although the Council Plan will identify future priorities and actions, its implementation will need to be informed by the Shire's available financial, asset and workforce resources.

The Shire's existing Long-Term Financial Plan, Asset Management Plan and Workforce Plan will therefore be considered as supporting information during the development of the Council Plan.

However, a formal review or redevelopment of these resource planning documents is not proposed as part of this project.

Any future review of the resource planning documents can be considered separately, having regard to the strategic priorities and actions identified through the new Council Plan.

This approach will allow Council to first establish its strategic direction before considering whether changes to existing resource planning documents are necessary.

It will also provide an opportunity for subsequent resource planning reviews to be undertaken internally or with external assistance, depending on organisational capacity and the nature of the work required.

Consultant Proposal

A proposal has been obtained from Moore Australia for the review of the Shire's Strategic Community Plan and Corporate Business Plan and preparation of a new integrated Council Plan.

The proposed consultancy fee for this component is $26,000.

Moore Australia has significant experience in Integrated Planning and Reporting services for Western Australian local governments, including previous work for the Shire of Cocos (Keeling) Islands.

The proposal provides for:

- Development of a community engagement methodology.
- Preparation and distribution of a community survey.
- Facilitation of community visioning workshops.
- Analysis of community feedback and preparation of a community perception report.
- Strategic planning workshops with Council Members and the Administration.
- Review of strategic objectives, priorities and desired outcomes.
- Development of corporate business planning actions, indicative timeframes and performance indicators.
- Preparation of a new integrated Council Plan.

The consultant's original proposal also included optional services for reviewing the Long-Term Financial Plan, Asset Management Plan and Workforce Plan.

These additional services are not proposed to be undertaken under the current project.

The full consultancy proposal contains commercially sensitive information, including detailed methodology, personnel information and commercial terms, and has therefore not been included as an attachment to the public Council agenda.

The proposal will remain available to Council Members through the Administration should further information be required.

Consultation

The project is expected to involve consultation with:

- Council Members;
- Shire employees;
- Home Island and West Island communities;
- Community organisations;
- Businesses and service providers;
- Relevant Australian Government agencies; and
- Other key stakeholders.

The detailed community engagement methodology will be agreed with the consultant at the commencement of the project.

POLICY AND LEGISLATION IMPLICATIONS

Local Government Act 1995

Section 5.56 requires a local government to plan for the future of its district.

The *Local Government (Administration) Regulations 1996* establish the requirements applying to the Strategic Community Plan and Corporate Business Plan, including the applicable review periods.

Regulation 19C requires the Strategic Community Plan to cover at least 10 financial years and to be reviewed at least once every four years.

Regulation 19DA requires the Corporate Business Plan to cover at least four financial years and to be reviewed every year.

Although the proposed Council Plan will combine the two planning components into a single document, it will be necessary to ensure that each component satisfies the applicable legislative requirements.

Section 6.8 of the *Local Government Act 1995* provides that expenditure not included in the annual budget is not to be incurred unless authorised in advance by Council by absolute majority, subject to the exceptions contained within that section.

As the proposed expenditure was not included within the adopted 2026/27 Annual Budget, Council approval by absolute majority is required.

Council Policies

Procurement of consulting services will be undertaken in accordance with the Shire's Purchasing Policy and applicable procurement requirements.

The Chief Executive Officer will ensure that any engagement arising from Council's approval is undertaken through an appropriate procurement process.

FINANCIAL IMPLICATIONS

The proposed consultancy fee for the review and preparation of the Council Plan is $26,000.

It is recommended that Council approve a total project budget of $31,200, providing a contingency of $5,200, equivalent to 20% of the proposed consultancy fee.

The contingency will provide capacity to meet additional project-related costs not included in the base consultancy fee, including travel and accommodation associated with onsite workshops, translation, optional document production and other requirements that may arise during delivery.

The proposed budget is summarised below:

Description	Amount
Council Plan consultancy	$26,000
Contingency (20%)	$5,200
Total project budget	**$31,200**

The expenditure was not included in the adopted 2026/27 Annual Budget.

The Shire's unaudited 2025/26 Annual Financial Statements currently identify a cash surplus of $5,467,050 to be carried forward into the 2026/27 financial year.

It is proposed that the $31,200 allocation be funded from this carried-forward cash surplus.

The allocation represents approximately 0.57% of the currently estimated surplus and would leave approximately $5,435,850, before consideration of any other allocations against the surplus.

The final 2025/26 surplus remains subject to completion of the annual audit.

Funding the project from the carried-forward surplus will enable the Shire to address the identified strategic planning and compliance matters without reducing existing 2026/27 budget allocations for other services or projects.

No expenditure is proposed under this project for the review or preparation of the Long-Term Financial Plan, Asset Management Plan or Workforce Plan.

STRATEGIC IMPLICATIONS

Theme

L Leadership

Goal

L2 To ensure that Shire resources are utilised in a manner that represents the best interest of the whole community

Strategy

L2.2 Finalise and publicly release the 'Long Term Financial Plan (LTFP)'

L2.1 Responsible financial management utilizing resources to meet legislative requirements and community expectations

RISK IMPLICATIONS

Risk Category	Description	Rating (consequence x likelihood)	Mitigation Action
Financial	Risk that the project exceeds the approved budget due to travel, accommodation or additional project requirements.	Moderate	Approve a total budget of $31,200, including a 20% contingency. Require additional services to be authorised in advance and managed within the approved budget.
Reputation	Risk to the Shire's reputation if strategic planning documents are not kept current, community priorities are not adequately reflected or identified planning deficiencies are not addressed.	Moderate	Undertake the comprehensive review, incorporate structured community engagement, and establish a contemporary Council Plan and Strategic Resource Plan aligned with Council and community priorities.
Compliance	Risk of continued non-compliance with Integrated Planning and Reporting requirements, particularly the annual	High	Commence the comprehensive review, ensure the resulting planning framework satisfies current statutory

	review requirement for the Corporate Business Plan.		requirements, and establish clear future review and reporting timeframes.
Fraud	Limited direct fraud risk associated with the project; however, procurement and expenditure must remain transparent and properly authorised.	Low	Undertake procurement in accordance with the Shire's Purchasing Policy, document the procurement decision, ensure appropriate authorisation of expenditure and maintain normal financial controls.

Risk Matrix

Consequence / Likelihood	Insignificant (1)	Minor (2)	Medium (3)	Major (4)	Extreme (5)
Almost Certain (5)	Moderate (5)	High (10)	High (15)	Extreme (20)	Extreme (25)
Likely (4)	Low (4)	Moderate (8)	High (12)	High (16)	Extreme (20)
Possible (3)	Low (3)	Moderate (6)	Moderate (9)	High (12)	High (15)
Unlikely (2)	Low (2)	Low (4)	Moderate (6)	Moderate (8)	High (10)
Rare (1)	Low (1)	Low (2)	Low (3)	Low (4)	Moderate (5)

VOTING REQUIREMENT

Absolute Majority

CONCLUSION

The Shire's Strategic Community Plan 2022–2037 was adopted in December 2022 and reviewed on 26 June 2024, meaning it remains within the statutory four-year review cycle.

The Corporate Business Plan 2022–2026 was also adopted in December 2022, subsequently updated in August 2023 and reviewed again on 26 June 2024. However, the annual review requirement applying to the Corporate Business Plan has not been consistently met, and the current Plan has reached the end of its stated planning period.

Council has the option of undertaking a limited review of the Corporate Business Plan to address the immediate compliance requirements or proceeding with a comprehensive review of both strategic planning documents.

A limited review would address the immediate compliance issue but would not provide the broader opportunity to reconsider the Shire's strategic direction and emerging community priorities.

The preferred approach is to undertake a comprehensive review of the Strategic Community Plan and Corporate Business Plan and combine these into a new Council Plan.

This approach will allow Council, the community and the relatively new Administration to establish a shared understanding of the Shire's future needs and priorities.

It will also provide a structured framework within which broader priorities identified by Council over recent months, including tourism and business development, renewable energy, workforce capability, transport and infrastructure resilience, can be considered.

The Long-Term Financial Plan, Asset Management Plan and Workforce Plan will remain outside the scope of the proposed review. Any future review of these documents can be considered separately, informed by the priorities identified in the new Council Plan.

The proposed consultancy cost is $26,000, with a total project budget of $31,200 recommended to provide appropriate contingency for project-related expenses.

The project would be funded from the 2025/26 cash surplus currently estimated at $5,467,050, enabling the Shire to address the identified planning and compliance matters and establish a contemporary Council Plan to guide future decision-making.

OFFICER RECOMMENDATION – ITEM NO 10.1.1

THAT COUNCIL, BY ABSOLUTE MAJORITY:

1. **NOTES THAT THE SHIRE'S CURRENT STRATEGIC COMMUNITY PLAN AND CORPORATE BUSINESS PLAN REQUIRE REVIEW AND UPDATING, INCLUDING MATTERS IDENTIFIED THROUGH THE RECENT COMPLIANCE AUDIT RETURN PROCESS.**
2. **AUTHORISES A COMPREHENSIVE REVIEW OF THE SHIRE'S:**
   - **A. STRATEGIC COMMUNITY PLAN; AND**
   - **B. CORPORATE BUSINESS PLAN.**
3. **ENDORSES THE DEVELOPMENT OF A NEW COUNCIL PLAN, INTEGRATING THE STRATEGIC COMMUNITY PLAN AND CORPORATE BUSINESS PLAN REQUIREMENTS.**
4. **PURSUANT TO SECTION 6.8(1)(B) OF THE *LOCAL GOVERNMENT ACT 1995 (WA)*, AUTHORISES THE FOLLOWING AMENDMENTS TO THE 2026/27 ANNUAL BUDGET:**
   - **A. INCREASE OPERATING EXPENDITURE BUDGET FOR CONSULTANCY BY $31,200 FOR THE REVIEW AND PREPARATION OF THE COUNCIL PLAN; AND**
   - **B. DECREASE THE BUDGETED CLOSING CASH BALANCE CARRIED FORWARDED FOR 2026/27 BY $31,200.**
5. **AUTHORISES THE CHIEF EXECUTIVE OFFICER TO FINALISE THE SCOPE AND ENGAGE A SUITABLY QUALIFIED CONSULTANT IN ACCORDANCE WITH THE SHIRE'S PURCHASING POLICY AND APPLICABLE PROCUREMENT REQUIREMENTS, WITHIN THE APPROVED PROJECT BUDGET.**

10.1.2 HOME ISLAND HOUSING STRATEGY PROJECT - STAGE 1 FUNDING

FILE NUMBER:

AUTHOR: Matthew Scott, Chief Executive Officer

AUTHORISER: Matthew Scott, Chief Executive Officer

DISCLOSURE(S) OF INTEREST: Author - Nil

Authoriser - Nil

ISLAND: Home Island

ATTACHMENTS: 10.1.2.1 - HI Housing Strategy Project Plan - *Under Separate Cover* ⇨

AUTHORITY/DISCRETION

Definition

☐	Advocacy	*When Council advocates on its own behalf or on behalf of its community to another level of government/body/agency.*
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☐	Quasi-Judicial	*When Council determines an application / matter that directly affects a person's right and interest. The judicial character arises from the obligations to abide by the principles of natural justice. Examples of Quasi-Judicial authority include town planning applications, building licenses, applications for other permits / licenses.*
☐	Information	*Includes items provides to Council for information purposes only that do not require a decision of Council (i.e. – for noting).*

REPORT PURPOSE

To seek Council approval to commence Stage 1 – Housing Evidence and Risk Assessment of the Home Island Housing Strategy Project and amend the 2026/27 Annual Budget to provide funding of up to $300,000 from the IT & Communications Reserve.

Approval of Stage 1 does not constitute approval of Stage 2 or Stage 3, which will each require separate Council consideration and approval.

BACKGROUND

Administration has developed a proposed Home Island Housing Strategy Project comprising three stages:

1. Stage 1 – Housing Evidence and Risk Assessment
2. Stage 2 – Strategy Development and Implementation Planning
3. Stage 3 – Funding Plan and Business Case Development

The detailed Home Island Housing Strategy Project Plan is included as an attachment to this report and outlines the proposed scope, governance, delivery approach, staging and intended outcomes of the overall project.

The project has deliberately been structured in stages so that Council is not required to commit to the full project before the underlying evidence is established.

A number of assessments, inspections and reviews relating to Home Island housing have been undertaken previously. Considerable information is already held by the Shire, including individual property records, photographs, correspondence, maintenance information and an existing housing inspection checklist.

However, this information has generally been developed for specific purposes and has not been consolidated through a coordinated, portfolio-wide assessment covering housing demand, dwelling condition, tenure, planning, infrastructure and coastal risk.

The proposed project will therefore build on existing Shire knowledge and information rather than recreate work already undertaken.

The Shire is trustee of the Land Trust, which holds the 102 Home Island houses. The project will therefore need to recognise that some decisions may be made by Council in its local government capacity, while other matters may require consideration by the Shire in its capacity as trustee.

This report seeks approval for Stage 1 only.

COMMENTS

The Shire already holds a significant amount of information relating to the Home Island housing portfolio, including property records, lease and tenancy information, maintenance history, photographs, correspondence, previous assessments and an existing inspection checklist. However, this information has been developed over time for different purposes and has not been consolidated into a coordinated, portfolio-wide evidence base.

Stage 1 – Housing Evidence and Risk Assessment is intended to consolidate and verify this existing information, identify gaps and obtain targeted external specialist input where professional or technical expertise is required.

Stage 1 needs to provide the Shire and Council with a reliable understanding of:

- current and future housing demand;
- the condition, safety and indicative remaining useful life of the 102 Home Island houses;
- occupancy, lease, tenancy, maintenance and modification information;
- immediate safety, maintenance and further-investigation priorities;
- planning, land and redevelopment opportunities;
- infrastructure constraints;
- CHRMAP, flood and coastal-risk implications; and
- the further work required to develop the long-term Housing Strategy.

The principal outcome of Stage 1 will be a coordinated and reliable evidence base, supported by a reconciled housing register, professional condition assessments, housing-needs information and improved property records aligned with the Shire's developing ERMS.

Stage 1 is proposed to be delivered through an internally led, externally supported model. A nominated Shire Project Lead will coordinate the project, supported by the CEO as Project Sponsor, a Project Steering Committee, temporary or casual administrative support and specialist consultants. External expertise will be used where professional assessment, technical advice or independent review is required.

Temporary or casual support will principally backfill routine leasing and administrative duties, including commercial leasing administration, lease applications, maintenance requests, lease notices, invoicing and rent-review administration, allowing the Project Lead to dedicate sufficient time to the project.

The Project Plan also establishes appropriate controls for governance, trustee responsibilities, procurement, conflicts of interest, privacy, inspection limitations and escalation of urgent safety or property issues. In particular, sensitive household information will be restricted and reported in aggregated or de-identified form, while any immediate health, safety or significant property risk identified during Stage 1 will be escalated and addressed separately where necessary.

Subject to the findings of Stage 1 and separate Council approval, Stage 2 – Strategy Development and Implementation Planning would use the evidence collected to determine the preferred long-term housing response for Home Island. This would include determining future housing requirements, identifying houses to be maintained, refurbished or replaced, considering infill and future residential land, developing future housing design principles, identifying infrastructure requirements and preparing a prioritised 5-, 10- and 20-year implementation programme. The principal outcome of Stage 2 would be the Home Island Housing Strategy.

Following adoption of the strategy, Stage 3 – Funding Plan and Business Case Development would, subject to separate Council approval, focus on financial modelling, funding sources, business cases and the implementation funding pathway.

Importantly, approval of Stage 1 does not commit Council to Stage 2 or Stage 3. At completion of Stage 1, Council may proceed, amend the proposed Stage 2 scope, require further investigations, address urgent matters first, seek funding, defer further work or determine not to proceed.

Given the strategic importance of housing to the long-term sustainability of Home Island, it is recommended that Council proceed with Stage 1.

POLICY AND LEGISLATION IMPLICATIONS

Legislation

Section 6.8 of the *Local Government Act 1995* provides that expenditure for an additional purpose that was not included in the adopted Annual Budget is to be authorised in advance by an absolute majority resolution of Council.

The Shire has established an IT & Communications Reserve with the following purpose:

“To be used to restrict .cc income to fund Shire ICT costs and other community improvement initiatives.”

The Home Island Housing Strategy Project is considered consistent with the community improvement initiatives component of the adopted reserve purpose, as the project is intended to support the long-term improvement and sustainability of housing and the Home Island community.

It is therefore proposed that Stage 1 be funded from the IT & Communications Reserve.

Policy

There are no specific policy implications arising from approval to undertake Stage 1.

Stage 1 may identify matters requiring future development or review of policies relating to:

- housing allocation;
- rental housing;
- maintenance responsibilities;
- lease arrangements;
- property modifications;
- asset management; and
- future development of Land Trust property.

Any such policy matters would be considered separately at the appropriate stage.

FINANCIAL IMPLICATIONS

The revised delivery model makes greater use of existing Shire staff, local knowledge and existing housing information, with external consultants engaged primarily for specialist professional and technical work.

Administration has prepared a preliminary Stage 1 base estimate of $250,000, with a 20% contingency of $50,000, resulting in a proposed total project allocation of $300,000.

The Stage 1 allocation is expected to support:

- temporary or casual administrative and leasing support;
- professional building inspections;
- specialist planning, coastal, infrastructure and other technical advice;
- targeted investigations where required;
- independent review and quality assurance;
- limited travel and mobilisation; and
- project contingency.

The detailed estimate by individual workstream has not been included in the public report, as publication of those estimates prior to procurement may influence future quotation or tender pricing and reduce the Shire's ability to achieve value for money.

The actual project cost will be determined through the Shire's procurement processes and market testing.

Funding is proposed from the IT & Communications Reserve.

Account	Amendment
Home Island Housing Strategy – Stage 1	+$300,000
Transfer from IT & Communications Reserve	+$300,000

Approval of the $300,000 allocation does not require the full amount to be expended. Expenditure will be limited to that necessary to complete the approved Stage 1 scope and will be subject to the Shire's normal procurement and financial controls.

Any urgent repair or safety works identified during Stage 1 are not included in the project allocation and would be considered separately if required.

No funding for Stage 2 or Stage 3 is sought through this report.

STRATEGIC IMPLICATIONS

Nil

RISK IMPLICATIONS

Risk Category	Description	Rating (consequence x likelihood)	Mitigation Action
Financial	Stage 1 costs may exceed the preliminary estimate due to the extent of specialist investigations required or unforeseen housing issues.	Medium	Defined Stage 1 scope, competitive procurement, regular budget monitoring, CEO oversight and inclusion of a 20% contingency. Any significant variation outside the approved budget would require further consideration.
Reputation	Community members may perceive that Stage 1 predetermines future housing, redevelopment, lease or relocation decisions.	High	Clearly communicate that Stage 1 is evidence gathering only, undertake confidential and targeted engagement, and ensure no future housing option is predetermined.
Compliance	Existing alterations, additions or building conditions may raise planning, building or	Medium	Record identified issues, obtain specialist advice where required and

	other compliance matters that cannot be fully determined through the Stage 1 condition assessment.		undertake further investigation separately where the Stage 1 inspection cannot provide a definitive conclusion.
Fraud	There is a risk of inappropriate procurement, conflicts of interest, misuse of confidential information, manipulation of project findings, or unauthorised expenditure associated with the project.	Medium	Apply the Shire's procurement, financial management, delegation, conflict-of-interest and records-management controls; require declarations of interest from relevant officers, Steering Committee members and consultants; maintain appropriate separation of duties and approval processes; and ensure expenditure and consultant engagements are subject to normal financial oversight and audit controls.

Risk Matrix

Consequence / Likelihood	Insignificant (1)	Minor (2)	Medium (3)	Major (4)	Extreme (5)
Almost Certain (5)	Moderate (5)	High (10)	High (15)	Extreme (20)	Extreme (25)
Likely (4)	Low (4)	Moderate (8)	High (12)	High (16)	Extreme (20)
Possible (3)	Low (3)	Moderate (6)	Moderate (9)	High (12)	High (15)
Unlikely (2)	Low (2)	Low (4)	Moderate (6)	Moderate (8)	High (10)
Rare (1)	Low (1)	Low (2)	Low (3)	Low (4)	Moderate (5)

VOTING REQUIREMENT

Absolute Majority

CONCLUSION

A substantial body of information relating to Home Island housing already exists within the Shire. However, this information has developed over time for different purposes and has not been consolidated into a coordinated, portfolio-wide evidence base.

The revised Stage 1 approach recognises the value of this existing information and the Shire's local knowledge by adopting an internally led project model, supported by targeted external professional expertise.

Stage 1 will consolidate and validate the available information; address identified gaps and establish the evidence required for Council to determine the appropriate long-term response through Stage 2.

The project will also provide an opportunity to strengthen internal project-management and housing-management capability and improve the way housing records are structured and maintained through implementation of the new ERMS.

The attached Project Plan sets out the broader three-stage pathway. Approval of this report relates only to Stage 1 and does not commit Council to Stage 2 or Stage 3.

It is therefore recommended that Council approve Stage 1 and provide funding of up to $300,000 from the IT & Communications Reserve.

OFFICER RECOMMENDATION – ITEM NO 10.1.2

THAT COUNCIL, BY ABSOLUTE MAJORITY:

1. **ENDORSES THE HOME ISLAND HOUSING STRATEGY PROJECT PLAN, AS ATTACHED TO THIS REPORT, AS THE FRAMEWORK FOR THE PROPOSED THREE-STAGE PROJECT COMPRISING:**

    A. **STAGE 1 – HOUSING EVIDENCE AND RISK ASSESSMENT;**
    B. **STAGE 2 – STRATEGY DEVELOPMENT AND IMPLEMENTATION PLANNING; AND**
    C. **STAGE 3 – FUNDING PLAN AND BUSINESS CASE DEVELOPMENT.**

2. **APPROVES PROCEEDING WITH STAGE 1 – HOUSING EVIDENCE AND RISK ASSESSMENT ONLY, SUBSTANTIALLY IN ACCORDANCE WITH THE SCOPE OUTLINED IN THIS REPORT AND THE ATTACHED PROJECT PLAN.**
3. **APPROVES AN ALLOCATION OF UP TO $300,000 FOR STAGE 1, COMPRISING AN ESTIMATED BASE COST OF $250,000 PLUS A 20% CONTINGENCY.**
4. **PURSUANT TO SECTION 6.8(1)(B) OF THE LOCAL GOVERNMENT ACT 1995, AUTHORISES THE FOLLOWING AMENDMENTS TO THE 2026/27 ANNUAL BUDGET:**

    A. **INCREASE OPERATING EXPENDITURE FOR CONTRACTS AND MATERIALS BY $300,000 FOR THE HOME ISLAND HOUSING STRATEGY PROJECT – STAGE 1; AND**
    B. **INCREASE THE TRANSFER FROM THE IT & COMMUNICATIONS RESERVE BY $300,000 TO FUND THE HOME ISLAND HOUSING STRATEGY PROJECT – STAGE 1.**

5. **NOTES THAT THE IT & COMMUNICATIONS RESERVE HAS THE ADOPTED PURPOSE "TO BE USED TO RESTRICT .CC INCOME TO FUND SHIRE ICT COSTS AND OTHER COMMUNITY IMPROVEMENT INITIATIVES" AND THAT THE HOME ISLAND HOUSING STRATEGY PROJECT IS CONSIDERED A COMMUNITY IMPROVEMENT INITIATIVE FOR THE PURPOSES OF THE RESERVE.**
6. **APPROVES AN INTERNALLY LED DELIVERY MODEL FOR STAGE 1, WITH A NOMINATED SHIRE PROJECT LEAD SUPPORTED BY THE CHIEF EXECUTIVE OFFICER, PROJECT STEERING**

COMMITTEE, TEMPORARY OR CASUAL ADMINISTRATIVE SUPPORT AND TARGETED EXTERNAL SPECIALIST ADVISERS.

7. **REQUIRES THE STAGE 1 FINDINGS, TOGETHER WITH A PROPOSED SCOPE, PROGRAMME AND ESTIMATED BUDGET FOR STAGE 2, TO BE REPORTED TO COUNCIL BEFORE STAGE 2 IS COMMENCED.**

8. **8. CONFIRMS THAT COMMENCEMENT OF STAGE 2 OR STAGE 3 WILL REQUIRE SEPARATE COUNCIL CONSIDERATION AND APPROVAL OF THE ASSOCIATED SCOPE AND FUNDING.**

10.1.3 COMMUNITY INTERNET CONNECTIVITY OPTIONS AND BUSINESS CASE - REVISED SCOPE BUDGET AMENDMENT

FILE NUMBER:

AUTHOR: Matthew Scott, Chief Executive Officer

AUTHORISER: Matthew Scott, Chief Executive Officer

DISCLOSURE(S) OF INTEREST: Author - Nil

Authoriser - Nil

ISLAND: Shire Wide

ATTACHMENTS: Nil

AUTHORITY/DISCRETION

Definition

☐	Advocacy	*When Council advocates on its own behalf or on behalf of its community to another level of government/body/agency.*
☒	Executive	*The substantial direction setting and oversight role of the Council. E.g., adopting plans and reports, accepting tenders, directing operations, setting and amending budgets.*
☐	Legislative	*Includes adopting local laws, town planning schemes and policies. Review when Council reviews decisions made by officers.*
☐	Quasi-Judicial	*When Council determines an application / matter that directly affects a person's right and interest. The judicial character arises from the obligations to abide by the principles of natural justice. Examples of Quasi-Judicial authority include town planning applications, building licenses, applications for other permits / licenses.*
☐	Information	*Includes items provides to Council for information purposes only that do not require a decision of Council (i.e. – for noting).*

REPORT PURPOSE

For Council's endorsement of the revised scope of the Telecommunications and Digital Connectivity Strategy 2045 project, now titled *Community Internet Connectivity Options and Business Case*, and approval to increase the total project budget allocation from $150,000 to $200,000, with the additional $50,000 to be funded from the Information Technology and Communications Reserve.

BACKGROUND

At its Ordinary Meeting held on 17 June 2026, Council considered a report regarding the development of a Telecommunications and Digital Connectivity Strategy 2045 and Universal Community Connectivity Business Case.

Council subsequently resolved (Resolution OCM/26/056) to:

- Approve the development of the Telecommunications and Digital Connectivity Strategy 2045 and Universal Community Connectivity Business Case.
- Approve an allocation of $150,000 from the Information Technology and Communications Reserve to fund the project.
- Authorise the Chief Executive Officer to undertake the necessary procurement processes.
- Receive periodic progress reports and a final report on the findings and recommendations.

The project was intended to investigate opportunities to utilise revenue generated through the .CC Top Level Domain to deliver tangible and enduring benefits to the Cocos (Keeling) Islands community, particularly through improved access to affordable and reliable internet services.

The original scope proposed a comprehensive telecommunications strategy covering a 10–20-year planning period, including an assessment of existing infrastructure, future technologies, service delivery opportunities and long-term investment requirements.

A Request for Quotation (RFQ) was issued through the WALGA Preferred Supplier Program, closing in August 2026. The procurement process did not result in a compliant quotation. However, one prospective consultant indicated that the original scope could cost approximately $550,000, substantially exceeding the approved budget.

In response, Administration reviewed the project objectives and revised the scope to focus on the development of a Community Internet Connectivity Options and Business Case.

The revised scope retains the original objective of investigating opportunities to improve community internet access but places greater emphasis on practical service delivery options, affordability and financial sustainability over a five-year planning period.

A revised RFQ was subsequently issued through the WALGA Preferred Supplier Program. Four quotations were received and evaluated, resulting in the identification of a preferred respondent.

The preferred respondent submitted a quotation of $171,600. Allowing for a contingency of $28,400, the proposed total project budget is $200,000.

Council approval is now sought to endorse the revised project scope and increase the existing budget allocation by $50,000, funded from the Information Technology and Communications Reserve.

COMMENTS

The original project was intended to provide Council with a comprehensive long-term telecommunications strategy while investigating opportunities to improve community internet connectivity through the use of .CC Top Level Domain revenue.

However, the initial procurement process demonstrated that the scope was considerably broader and more costly than anticipated.

Administration subsequently reviewed the project requirements to identify a more focused approach that would address Council's immediate objectives while providing a practical basis for future decisions.

Revised Project Scope

The revised project, titled *Community Internet Connectivity Options and Business Case*, focuses on identifying and assessing options to improve access to affordable, reliable and equitable internet services across Home Island and West Island.

The project will examine opportunities for the Shire to support community connectivity, including the potential provision of free or substantially subsidised baseline internet services, without predetermining the preferred technology, provider or service delivery model.

The revised scope comprises five principal work packages:

1. **Current State Assessment:** Review existing internet services, infrastructure, providers, service performance and costs to establish the current connectivity environment.

2. **Community Needs Assessment:** Identify community internet requirements, affordability challenges, service gaps and future demand, including consultation with residents, businesses and relevant stakeholders.

3. **Community Internet Options Assessment:** Identify and evaluate practical service delivery options, including potential partnerships, subsidies and alternative delivery arrangements.

4. **Financial Sustainability and Funding Assessment:** Assess the capital and operating costs, potential funding sources, financial risks and ongoing sustainability of shortlisted options over a five-year period.

5. **Business Case and Preferred Option:** Prepare a business case identifying the preferred option, its anticipated community benefits, financial implications, implementation requirements and associated risks.

The project will also include the presentation of findings and recommendations to Council.

Importantly, the revised scope does not commit the Shire to providing internet services or investing in telecommunications infrastructure. Its purpose is to provide Council with sufficient independent information to determine whether a future community internet initiative is practical, affordable and financially sustainable.

Procurement Process

Following the revision of the project scope, the Shire issued a further RFQ through the WALGA Preferred Supplier Program.

Four quotations were received and evaluated against the following criteria:

Evaluation Criterion	Weighting
Relevant Experience and Capability	35%
Proposed Methodology	30%
Project Team	10%
Quoted Price	25%
Total	**100%**

The evaluation considered the respondents demonstrated experience, proposed approach, personnel and overall value for money.

The evaluation process identified a preferred respondent with a quoted price of $171,600.

The use of the WALGA Preferred Supplier Program has enabled the Shire to undertake a competitive procurement process without the need for a separate public tender process, subject to compliance with the applicable procurement requirements.

No contract has been awarded pending Council's consideration of the revised project scope and additional funding.

Proposed Budget Increase

The original project allocation of $150,000 was based on preliminary estimates prepared before the Shire tested the market.

Although the revised scope is considerably more focused than the original proposal, the subsequent procurement process demonstrated that the cost of obtaining the necessary specialist advice remains higher than anticipated.

The preferred respondent's quotation is $171,600. Administration proposes a total project budget of $200,000, including a contingency allowance of $28,400, representing approximately 16.6% of the quoted price.

This requires an additional allocation of $50,000 from the Information Technology and Communications Reserve.

The contingency will provide flexibility to address unforeseen project requirements, subject to appropriate approval and contract management. It does not form part of the preferred respondent's quoted contract price.

Administration has also considered undertaking a further public tender process. However, this would require additional time to prepare, advertise and evaluate submissions, with no guarantee that a lower price or better value for money would be achieved.

Having received and evaluated four quotations through the WALGA Preferred Supplier Program, Administration considers that the current procurement process provides an appropriate basis for proceeding, subject to the necessary approvals.

Project Benefits and Outcomes

The revised project will provide Council with an independent assessment of the opportunities, costs and risks associated with improving community internet connectivity.

The principal anticipated outcomes include:

- A clearer understanding of existing internet services, costs and community needs.
- Identification of practical options to improve the affordability, reliability and accessibility of internet services.
- Assessment of potential partnerships and service delivery arrangements.

- A five-year financial assessment identifying capital costs, ongoing operating costs and potential funding requirements.
- A preferred option and business case to support Council's future decision-making.

The project will also assist Council in determining whether revenue from the .CC Top Level Domain can be used to provide an enduring community benefit through improved internet connectivity.

Any subsequent implementation proposal, including the provision of subsidised internet services or investment in infrastructure, will be presented to Council separately for consideration.

Recommended Approach

Administration considers that the revised project scope provides a more practical and achievable approach to addressing Council's original objectives.

While the proposed budget exceeds the initial allocation, the revised procurement process has established a clearer market price for the specialist advice required.

The proposed $200,000 project budget, including contingency, is therefore considered an appropriate allocation to progress the assessment and business case.

Accordingly, it is recommended that Council endorse the revised scope and approve an additional $50,000 from the Information Technology and Communications Reserve, increasing the total project budget to $200,000.

POLICY AND LEGISLATION IMPLICATIONS

The following provisions of the *Local Government Act 1995 (WA) (CKI)* and associated regulations are relevant to the proposed project.

Section 6.8 – Expenditure from municipal funds

Provides for Council to authorise expenditure for a purpose not included in the adopted annual budget, subject to the applicable statutory requirements, including an absolute majority decision where required.

Section 6.11 – Reserve accounts

Provides for the establishment and use of reserve accounts for specified purposes.

The proposed additional allocation of $50,000 from the Information Technology and Communications Reserve is considered consistent with the Reserve's existing purpose of supporting information technology, communications and community improvement initiatives. Accordingly, no change to the Reserve's purpose is proposed.

Regulation 11 – Local Government (Functions and General) Regulations 1996 (WA) (CKI)

Regulation 11(1) generally requires public tenders to be invited where the anticipated contract consideration exceeds $250,000.

The preferred respondent's quotation of $171,600 is below this threshold. In addition, regulation 11(2)(b) provides an exemption from public tender requirements for goods and services obtained through the WALGA Preferred Supplier Program.

The Shire has undertaken a competitive quotation process through the WALGA Preferred Supplier Program, receiving and evaluating four quotations against established criteria.

Regulation 11A – Purchasing policies

Requires local governments to adopt and implement purchasing policies for contracts valued at $250,000 or less.

The proposed engagement remains subject to compliance with the Shire's Purchasing Policy, applicable delegations, procurement requirements and the demonstration of value for money.

Council approval is sought for the revised project scope and additional budget allocation before the Shire proceeds with the proposed engagement.

FINANCIAL IMPLICATIONS

At its Ordinary Meeting held on 17 June 2026, Council approved an allocation of $150,000 from the Information Technology and Communications Reserve for the development of the Telecommunications and Digital Connectivity Strategy 2045 and Universal Community Connectivity Business Case (Resolution OCM/26/056).

Following the review of the project scope and subsequent procurement process, the preferred respondent submitted a quotation of $171,600.

It is proposed to establish a total project budget of $200,000, including a contingency allowance of $28,400 (approximately 16.6% of the quoted price).

Description	Amount
Preferred respondent quotation	$171,600
Contingency allowance (16.6%)	$28,400
Total proposed project budget	**$200,000**
Less: Existing approved allocation	($150,000)
Additional funding required	**$50,000**

The additional funding of $50,000 is proposed to be transferred from the Information Technology and Communications Reserve, consistent with the funding source previously approved by Council.

The contingency allowance will provide for unforeseen project requirements, subject to appropriate authorisation and contract management.

The proposed expenditure relates solely to the preparation of the Community Internet Connectivity Options and Business Case. Any future investment in telecommunications infrastructure or community internet subsidies will require separate Council consideration and approval.

STRATEGIC IMPLICATIONS

Theme

E Economic

L Leadership

Goal

E5 To encourage low-impact tourism

L2 To ensure that Shire resources are utilised in a manner that represents the best interest of the whole community

Strategy

E5.3 Within budget constraints, provide and maintain facilities that enhance the visitor experience (e.g. BBQs, parks, shelters, signage, ablutions, RIP platform)

L2.1 Responsible financial management utilizing resources to meet legislative requirements and community expectations

Risk Implications

Risk Category	Description	Rating (consequence x likelihood)	Mitigation Action
Financial	Increased consultancy costs exceed the original budget allocation.	Moderate	Seek Council approval for the additional $50,000 allocation before committing expenditure.
Reputation	Community expectations regarding free or subsidised internet services may exceed what is financially achievable.	Moderate	Undertake community consultation and ensure the business case independently assesses practical and financially sustainable options without predetermining an outcome.
Compliance	Procurement or expenditure may not comply with applicable legislative requirements or the Shire's Purchasing Policy.	Moderate	Utilise the WALGA Preferred Supplier Program exemption, confirm compliance with applicable procurement requirements and obtain the necessary budget and contractual approvals.
Fraud	Potential conflicts of interest or inappropriate	Moderate	Require consultant independence and conflict-of-interest

	influence in the assessment of telecommunications providers and future service delivery options.		declarations, document procurement decisions and ensure appropriate governance and oversight throughout the project.

Risk Matrix

Consequence / Likelihood	Insignificant (1)	Minor (2)	Medium (3)	Major (4)	Extreme (5)
Almost Certain (5)	Moderate (5)	High (10)	High (15)	Extreme (20)	Extreme (25)
Likely (4)	Low (4)	Moderate (8)	High (12)	High (16)	Extreme (20)
Possible (3)	Low (3)	Moderate (6)	Moderate (9)	High (12)	High (15)
Unlikely (2)	Low (2)	Low (4)	Moderate (6)	Moderate (8)	High (10)
Rare (1)	Low (1)	Low (2)	Low (3)	Low (4)	Moderate (5)

VOTING REQUIREMENT

Absolute Majority

CONCLUSION

Council's original decision to develop a Telecommunications and Digital Connectivity Strategy was intended to investigate opportunities to utilise revenue generated through the .CC Top Level Domain to deliver tangible and enduring benefits to the Cocos (Keeling) Islands community, particularly through improved access to affordable and reliable internet services.

The initial procurement process demonstrated that the original project scope was considerably broader and more costly than anticipated. In response, Administration revised the scope to focus on identifying practical community internet connectivity options and assessing their financial sustainability over a five-year period.

The revised procurement process attracted four quotations, with the preferred respondent submitting a price of $171,600. Including a contingency allowance of $28,400, the proposed total project budget is $200,000, requiring an additional allocation of $50,000 from the Information Technology and Communications Reserve.

Council has several options available:

Option 1 – Approve the revised project scope and additional funding (Recommended)

This option would allow the Shire to proceed with the preferred respondent, subject to the necessary procurement and contractual requirements, and complete an independent assessment of community internet connectivity options.

While this requires an additional $50,000, it would enable Council to progress its original objective of investigating opportunities to deliver improved community internet services through the use of .CC Top Level Domain revenue.

The revised scope provides a more focused and practical approach, with the resulting business case intended to identify the costs, benefits, risks and financial sustainability of potential service delivery arrangements.

Option 2 – Undertake a further procurement process

Council could direct Administration to undertake a further procurement process, including a public tender, in an attempt to obtain a lower price.

However, the Shire has already undertaken a competitive quotation process through the WALGA Preferred Supplier Program, receiving and evaluating four submissions.

A further procurement process would delay the project and require additional administrative resources, with no guarantee of achieving a lower price or better value for money.

Option 3 – Further reduce the project scope

Council could request that Administration further reduce the project scope to remain within the original $150,000 allocation.

While this would avoid the need for additional funding, it would likely require the removal or reduction of important components of the assessment, potentially limiting the reliability and usefulness of the resulting business case.

In particular, reducing the community needs assessment, evaluation of service delivery options or financial analysis could compromise Council's ability to make informed decisions regarding future investment.

Option 4 – Defer or discontinue the project

Council could defer or discontinue the project, avoiding the proposed additional expenditure.

However, this would delay the development of an independent assessment of community internet connectivity opportunities and limit Council's ability to determine whether .CC Top Level Domain revenue could support affordable and sustainable internet services for the community.

Preferred Option

Administration recommends Option 1, as it provides the most practical means of progressing Council's original objectives while maintaining an appropriate level of financial and project oversight.

The revised scope concentrates on the key question of whether the Shire can facilitate improved community internet connectivity through an affordable and financially sustainable service delivery model.

The competitive procurement process has provided a clearer understanding of the market cost of obtaining the necessary specialist advice, and the preferred respondent has been identified following an assessment of capability, methodology, project personnel and price.

Although the proposed allocation exceeds the original budget, the additional $50,000 is considered justified to obtain a comprehensive and independent business case that will support Council's future decision-making.

Importantly, approval of the revised project does not commit Council to implementing any telecommunications infrastructure or providing subsidised internet services. Any future implementation proposal would be subject to separate consideration, including its financial implications, funding requirements and long-term sustainability.

Accordingly, Administration recommends that Council endorse the revised project scope and approve an additional allocation of $50,000 from the Information Technology and Communications Reserve, increasing the total project budget to $200,000.

OFFICER RECOMMENDATION – ITEM NO 10.1.3

THAT COUNCIL, BY ABSOLUTE MAJORITY:

1. **NOTES ITS PREVIOUS DECISION AT THE ORDINARY MEETING HELD ON 17 JUNE 2026 (RESOLUTION OCM/26/056) APPROVING THE DEVELOPMENT OF A TELECOMMUNICATIONS AND DIGITAL CONNECTIVITY STRATEGY 2045 AND UNIVERSAL COMMUNITY CONNECTIVITY BUSINESS CASE, TOGETHER WITH AN ALLOCATION OF $150,000 FROM THE INFORMATION TECHNOLOGY AND COMMUNICATIONS RESERVE.**
2. **ENDORSES THE REVISED PROJECT SCOPE, NOW TITLED *COMMUNITY INTERNET CONNECTIVITY OPTIONS AND BUSINESS CASE*, FOCUSING ON THE ASSESSMENT OF PRACTICAL AND FINANCIALLY SUSTAINABLE OPTIONS FOR PROVIDING AFFORDABLE, RELIABLE AND EQUITABLE INTERNET ACCESS TO THE COCOS (KEELING) ISLANDS COMMUNITY OVER A FIVE-YEAR PLANNING PERIOD.**
3. **PURSUANT TO SECTION 6.8(1)(B) OF THE LOCAL GOVERNMENT ACT 1995, AUTHORISES THE FOLLOWING AMENDMENTS TO THE 2026/27 ANNUAL BUDGET:**
    A. **INCREASE OPERATING EXPENDITURE FOR CONSULTANCY BY $50,000 FOR THE PURPOSE OF REVISED PROJECT SCOPE; AND**
    B. **INCREASE TRANSFERS FROM THE INFORMATION TECHNOLOGY AND COMMUNICATIONS RESERVE BY $50,000 TO FUND THE REVISED PROJECT SCOPE.**
4. **NOTES THAT THE REVISED PROJECT AND ASSOCIATED FUNDING ALLOCATION RELATE TO THE PREPARATION OF AN INDEPENDENT OPTIONS ASSESSMENT AND BUSINESS CASE AND DO NOT CONSTITUTE APPROVAL TO IMPLEMENT ANY FUTURE TELECOMMUNICATIONS INFRASTRUCTURE, INTERNET SERVICE DELIVERY OR SUBSIDY ARRANGEMENT.**
5. **REQUESTS THE CHIEF EXECUTIVE OFFICER TO PRESENT THE COMPLETED COMMUNITY INTERNET CONNECTIVITY OPTIONS AND BUSINESS CASE TO COUNCIL FOR CONSIDERATION, INCLUDING THE CONSULTANT'S FINDINGS, RECOMMENDATIONS, FINANCIAL IMPLICATIONS AND POTENTIAL IMPLEMENTATION OPTIONS.**

10.1.4 NEW LEASE APPLICATION - PART LOT 225 & 227 HOME ISLAND, COMMUNITY RESOURCE CENTRE, TENANCY 8 CAFE

FILE NUMBER:

AUTHOR: Suzie Bulka, Leasing and Policy Development Officer

AUTHORISER: Matthew Scott, Chief Executive Officer

DISCLOSURE(S) OF INTEREST: Author - Nil

Authoriser - Nil

ISLAND: Home Island

ATTACHMENTS: 10.1.4.1 - EOI Submission O Macrae - Tenancy 8, Part Lot 225 and 227 HI CRC ⇨

AUTHORITY/DISCRETION

Definition

☐	Advocacy	*When Council advocates on its own behalf or on behalf of its community to another level of government/body/agency.*
☒	Executive	*The substantial direction setting and oversight role of the Council. E.g., adopting plans and reports, accepting tenders, directing operations, setting and amending budgets.*
☐	Legislative	*Includes adopting local laws, town planning schemes and policies. Review when Council reviews decisions made by officers.*
☐	Quasi-Judicial	*When Council determines an application / matter that directly affects a person's right and interest. The judicial character arises from the obligations to abide by the principles of natural justice. Examples of Quasi-Judicial authority include town planning applications, building licenses, applications for other permits / licenses.*
☐	Information	*Includes items provides to Council for information purposes only that do not require a decision of Council (i.e. – for noting).*

REPORT PURPOSE

To seek Council approval to give local public notice of Council's intention to dispose of property by way of lease for Tenancy 8 located at Part Lot 225 and 227 Home Island Community Resource Centre, for the purpose of operating a Café to Osman Macrae, and invite public submissions in accordance with section 3.58 of the *Local Government Act 1995 (WA) (CKI)*.

BACKGROUND

The lease agreement between the Shire of Cocos (Keeling) Islands and Osman Macrae expired on 31 August 2026 and includes a further option of two (2) years. In the interest of both parties and to improve the lease terms, it is recommended a new lease is executed. This will also provide an opportunity to review and update the lease provisions to ensure compliance with current legislation and Shire requirements.

COMMENTS

Osman Macrae operated a Café at Tenancy 8 providing a service that is already very limited on Home Island. The continuation of this service will help maintain the availability of another hospitality option on Home Island for the wider community and the tourism industry. This will increase and encourage tourism engagement as well as contributing a positive impact to the Island's economic growth.

The Café has previously operated on limited hours, which have restricted the availability of this service to the community. To support the ongoing viability of the business and to ensure that the benefits of the tenancy are utilised, the Shire will continue to engage with the applicant regarding the maintenance of regular and reliable operating hours.

In line with the *Commercial Tenancy (Retail Shops) Agreements Act 1985*, the applicant has requested an initial lease term of two (2) years, with a further option period of three (3) years.

POLICY AND LEGISLATION IMPLICATIONS

- Section 3.58 of the *Local Government Act 1995 (WA),* which governs the disposition of property by local governments.
- The Shire is acting as Trustee under the 1984 Land Trust Deed and must ensure that all decisions align with the objectives of the Trust.
- The retail lease terms are in accordance with the *Commercial Tenancy (Retail Shops) Agreements Act 1985*.

FINANCIAL IMPLICATIONS

Approval of the proposed lease will generate an ongoing revenue for the Shire. The lease conditions include:

- Current annual lease payment subject to an updated valuation.
- Annual CPI review
- Market review at the commencement of any further lease term
- One-off lease preparation fee of $275.00 per lease.

STRATEGIC IMPLICATIONS

Theme

E Economic

Goal

E2 To work alongside local businesses to facilitate employment, growth and development

Strategy

E2.1 Work with community members / businesses to overcome barriers in accessing grant funding, discuss options and provide appropriate assistance (if possible)

RISK IMPLICATIONS

Risk Category	Description	Rating (consequence x likelihood)	Mitigation Action
Reputation	Delays may cause uncertainty for key stakeholders.	Moderate (8)	Progressing as quickly as possible while ensuring compliance.
Compliance	Leasing process may not align with legislative requirements.	Low (3)	Report follows legislative guidelines.
Service Interruption	Without a lease, demand for this service on Home Island may be unmet.	Moderate (6)	Process is being expedited while ensuring compliance.
Property use	Misuse of property for unintended purposes.	Low (3)	Annual property inspections to be conducted.

Risk Matrix

Consequence / Likelihood	Insignificant (1)	Minor (2)	Medium (3)	Major (4)	Extreme (5)
Almost Certain (5)	Moderate (5)	High (10)	High (15)	Extreme (20)	Extreme (25)
Likely (4)	Low (4)	Moderate (8)	High (12)	High (16)	Extreme (20)
Possible (3)	Low (3)	Moderate (6)	Moderate (9)	High (12)	High (15)
Unlikely (2)	Low (2)	Low (4)	Moderate (6)	Moderate (8)	High (10)
Rare (1)	Low (1)	Low (2)	Low (3)	Low (4)	Moderate (5)

Identified risks relating to compliance, service continuity, and property use can be mitigated through appropriate lease conditions and inspections.

VOTING REQUIREMENT

Simple Majority

CONCLUSION

As Trustee of the 1979 Land Trust Deed, Council must ensure that land is managed in a manner that benefits the Home Island community.

Administration recommends progressing the lease proposal for Tenancy 8, Part Lot 225 and 227 Home Island Community Resource Centre, to Osman Macrae for the purpose of operating a Café, subject to the statutory public notice process required under section 3.58 of the *Local Government Act 1995 (WA) (CKI)* prior to entering into the lease.

OFFICER RECOMMENDATION – ITEM NO 10.1.4

THAT COUNCIL, BY SIMPLE MAJORITY, ACTING IN ITS CAPACITY AS TRUSTEE OF THE 1979 LAND TRUST DEED:

1. **AUTHORISES THE CHIEF EXECUTIVE OFFICER, PURSUANT TO SECTION 3.58 OF THE *LOCAL GOVERNMENT ACT 1995 (WA) (CKI),* TO GIVE LOCAL PUBLIC NOTICE OF COUNCIL'S INTENTION TO DISPOSE OF PROPERTY BY WAY OF LEASE FOR TENANCY 8 AT THE HOME ISLAND COMMUNITY RESOURCE CENTRE TO OSMAN MACRAE AND INVITE PUBLIC SUBMISSIONS.**
2. **NOTES THAT THE PROPOSED LEASE IS INTENDED TO INCLUDE THE FOLLOWING KEY CONDITIONS:**
    - I. **LEASE TERM OF TWO (2) YEARS WITH A FURTHER OPTION PERIOD OF THREE (3) YEARS.**
    - II. **LEASE RENT TO BE DETERMINED PRIOR TO EXECUTION OF THE LEASE HAVING REGARD TO MARKET CONSIDERATIONS.**
    - III. **ANNUAL CONSUMER PRICE INDEX (CPI) REVIEW.**
    - IV. **MARKET REVIEW AT THE COMMENCEMENT OF ANY FURTHER LEASE TERM V. ONE-OFF LEASE PREPARATION FEE OF $275.**
3. **AUTHORISES THE CHIEF EXECUTIVE OFFICER, FOLLOWING COMPLETION OF THE PUBLIC NOTICE PERIOD AND PROVIDED NO SUBMISSIONS ARE RECEIVED, TO ENTER INTO THE LEASE WITH OSMAN MACRAE TO FINALISE THE DETAILED TERMS OF THE LEASE, PROVIDED THEY ARE SUBSTANTIALLY CONSISTENT WITH THE KEY CONDITIONS OUTLINED ABOVE.**
4. **RESOLVES THAT IF SUBMISSIONS ARE RECEIVED DURING THE PUBLIC NOTICE PERIOD, THE MATTER BE RETURNED TO COUNCIL FOR CONSIDERATION.**
5. **RESOLVES THAT SHOULD THE PROPONENT WITHDRAW FROM THE PROPOSED LEASE PRIOR TO EXECUTION OF THE RELEVANT LEASE AGREEMENT; THE CHIEF EXECUTIVE OFFICER IS AUTHORISED TO NEGOTIATE WITH ANOTHER SUITABLE PROPONENT FROM THE EXPRESSION OF INTEREST PROCESS OR DISCONTINUE THE PROPOSED DISPOSAL AND REPORT BACK TO COUNCIL.**
6. **NOTES THE OSMAN MACRAE MEETS ALL APPLICABLE FOOD BUSINESS REGISTRATION REQUIREMENTS PRIOR TO EXECUTING THE NEW AGREEMENT.**
7. **AUTHORISES THE CHIEF EXECUTIVE OFFICER AND THE SHIRE PRESIDENT TO SIGN AND AFFIX THE COMMON SEAL OF THE SHIRE OF COCOS (KEELING) ISLANDS TO THE RELEVANT LEASE AGREEMENT.**

10.2 GOVERNANCE, RISK AND PLANNING

10.2.1 MEETING SCHEDULE FOR ORDINARY MEETINGS OF COUNCIL FOR 2027

FILE NUMBER:

AUTHOR: Amallia Alim, Governance Administration Officer

AUTHORISER: Matthew Scott, Chief Executive Officer

DISCLOSURE(S) OF INTEREST: Author - Nil

Authoriser - Nil

ISLAND: Shire Wide

ATTACHMENTS: 10.2.1.1 - 2027 Public Holiday - Cocos (Keeling) Islands ⇨
10.2.1.2 - Draft - 2027 Ordinary Meeting of Council Date ⇨

AUTHORITY/DISCRETION

Definition

☐	Advocacy	*When Council advocates on its own behalf or on behalf of its community to another level of government/body/agency.*
☒	Executive	*The substantial direction setting and oversight role of the Council. E.g., adopting plans and reports, accepting tenders, directing operations, setting and amending budgets.*
☐	Legislative	*Includes adopting local laws, town planning schemes and policies. Review when Council reviews decisions made by officers.*
☐	Quasi-Judicial	*When Council determines an application / matter that directly affects a person's right and interest. The judicial character arises from the obligations to abide by the principles of natural justice. Examples of Quasi-Judicial authority include town planning applications, building licenses, applications for other permits / licenses.*
☐	Information	*Includes items provides to Council for information purposes only that do not require a decision of Council (i.e. – for noting).*

REPORT PURPOSE

To determine and adopt the schedule for Ordinary Meetings of Council for 2027.

BACKGROUND

Section 5.3 of the *Local Government Act 1995 (WA)(CKI)* requires Council to hold Ordinary Meetings at least once every three months. The Shire generally holds Ordinary Meetings monthly.

Due to the anticipated absence of staff and Councillors in January 2027, it is recommended that no Ordinary Meetings of Council be scheduled for January.

Regulation 12 of the *Local Government (Administration) Regulations 1996* requires the local government to give local public notice of the date, time and place of Ordinary and Special Council Meetings.

COMMENTS

The proposed meeting schedule has been developed having regard to public holidays, school holidays, significant community events and other relevant community considerations in the Cocos (Keeling) Islands.

The proposed schedule includes an earlier meeting time of 1:00 pm for the 24 February 2027 Ordinary Meeting of Council to accommodate community and Councillor considerations during Ramadan.

The schedule also provides for three Ordinary Meetings to be held on West Island, with the remaining meetings held on Home Island. This provides opportunities for community members on both islands to attend Council meetings and supports the Shire's commitment to accessibility, inclusion and community engagement.

The proposed schedule is as follows:

Time	Date	Venue
1:00 pm	Wednesday, 24 February 2027	Council Chambers, Home Island
4:00 pm	Wednesday, 31 March 2027	Council Chambers, Home Island
4:00 pm	Wednesday, 28 April 2027	CRC Meeting Room, West Island
4:00 pm	Wednesday, 26 May 2027	Council Chambers, Home Island
4:00 pm	Wednesday, 30 June 2027	Council Chambers, Home Island
4:00 pm	Wednesday, 28 July 2027	CRC Meeting Room, West Island
4:00 pm	Wednesday, 25 August 2027	Council Chambers, Home Island
4:00 pm	Wednesday, 29 September 2027	Council Chambers, Home Island
4:00 pm	Wednesday, 27 October 2027	CRC Meeting Room, West Island
4:00 pm	Wednesday, 24 November 2027	Council Chambers, Home Island
4:00 pm	Wednesday, 15 December 2027	Council Chambers, Home Island

POLICY AND LEGISTLATION IMPLICATIONS

- *Local Government Act 1995 (WA)(CKI)* – Section 5.3: Requirement for regular Ordinary Meetings of Council.

- *Local Government (Administration) Regulations 1996* – Regulation 12: Requirement to give local public notice of the date, time and place of Council Meetings.

The proposed schedule has been developed to comply with the applicable statutory requirements.

FINANCIAL IMPLICATIONS

Nil – there are no direct financial impacts associated with adopting this schedule.

STRATEGIC IMPLICATIONS

Theme

L Leadership

Goal

L1 To be involve, respectful and inclusive and to facilitate diversity and representation within the decision-making process.

Strategy

L1.3 Shire representatives (Councillors and Shire Leadership team) to pro-actively engage, communicate with, and increase visibility within the community.

RISK IMPLICATIONS

Risk Category	Description	Rating (consequence x likelihood)	Mitigation Action
Community / Engagement	The meeting schedule may limit opportunities for community members on Home Island and West Island to attend Council Meetings.	Moderate	Schedule selected meetings on both Home Island and West Island to provide more accessible opportunities for community participation.
Compliance	Failure to adopt and publicly advertise the meeting schedule in accordance with legislative requirements may result in non-compliance.	Low	Adopt the schedule by Council resolution and provide local public notice in accordance with the applicable legislative requirements.

Risk Matrix

Consequence / Likelihood	Insignificant (1)	Minor (2)	Medium (3)	Major (4)	Extreme (5)
Almost Certain (5)	Moderate (5)	High (10)	High (15)	Extreme (20)	Extreme (25)
Likely (4)	Low (4)	Moderate (8)	High (12)	High (16)	Extreme (20)
Possible (3)	Low (3)	Moderate (6)	Moderate (9)	High (12)	High (15)
Unlikely (2)	Low (2)	Low (4)	Moderate (6)	Moderate (8)	High (10)
Rare (1)	Low (1)	Low (2)	Low (3)	Low (4)	Moderate (5)

VOTING REQUIREMENT

Simple Majority

CONCLUSION

The proposed schedule provides for regular Ordinary Meetings of Council throughout 2027 while taking into consideration public holidays, school holidays, significant community events and relevant community considerations.

The schedule also provides opportunities for meetings to be held on both Home Island and West Island, supporting accessibility, inclusion and community participation.

Adoption of the schedule will provide certainty for Council, staff and the community and ensure the Shire meets the applicable statutory requirements for Ordinary Meetings and public notice.

OFFICER RECOMMENDATION – ITEM NO 10.2.1

THAT COUNCIL, BY SIMPLE MAJORITY, PURSUANT TO SECTION 5.3 OF THE *LOCAL GOVERNMENT ACT 1995 (WA)(CKI)*, RESOLVES TO:

1. **ADOPT THE FOLLOWING SCHEDULE OF ORDINARY MEETINGS OF COUNCIL FOR 2027:**

TIME	DATE	VENUE
1:00 PM	WEDNESDAY, 24 FEBRUARY 2027	COUNCIL CHAMBERS, HOME ISLAND
4:00 PM	WEDNESDAY, 31 MARCH 2027	COUNCIL CHAMBERS, HOME ISLAND
4:00 PM	WEDNESDAY, 28 APRIL 2027	CRC MEETING ROOM, WEST ISLAND
4:00 PM	WEDNESDAY, 26 MAY 2027	COUNCIL CHAMBERS, HOME ISLAND
4:00 PM	WEDNESDAY, 30 JUNE 2027	COUNCIL CHAMBERS, HOME ISLAND
4:00 PM	WEDNESDAY, 28 JULY 2027	CRC MEETING ROOM, WEST ISLAND
4:00 PM	WEDNESDAY, 25 AUGUST 2027	COUNCIL CHAMBERS, HOME ISLAND
4:00 PM	WEDNESDAY, 29 SEPTEMBER 2027	COUNCIL CHAMBERS, HOME ISLAND
4:00 PM	WEDNESDAY, 27 OCTOBER 2027	CRC MEETING ROOM, WEST ISLAND
4:00 PM	WEDNESDAY, 24 NOVEMBER 2027	COUNCIL CHAMBERS, HOME ISLAND
4:00 PM	WEDNESDAY, 15 DECEMBER 2027	COUNCIL CHAMBERS, HOME ISLAND

2. **AUTHORISE THE CHIEF EXECUTIVE OFFICER TO GIVE LOCAL PUBLIC NOTICE OF THE ADOPTED MEETING SCHEDULE IN ACCORDANCE WITH THE APPLICABLE LEGISLATIVE REQUIREMENTS, INCLUDING PUBLICATION IN THE ATOLL AND ON THE SHIRE'S WEBSITE.**

10.3 FINANCE AND CORPORATE SERVICES

10.3.1 MONTHLY FINANCIAL REPORT - SEPTEMBER 2026

FILE NUMBER:

AUTHOR: David Tombs, Manager Finance and Corporate Services

AUTHORISER: Matthew Scott, Chief Executive Officer

DISCLOSURE(S) OF INTEREST: Author - Nil

Authoriser - Nil

ISLAND: Shire Wide

ATTACHMENTS: 10.3.1.1 - September 2026 Budget Report ⇨

AUTHORITY/DISCRETION

Definition

☐	Advocacy	*When Council advocates on its own behalf or on behalf of its community to another level of government/body/agency.*
☒	Executive	*The substantial direction setting and oversight role of the Council. E.g., adopting plans and reports, accepting tenders, directing operations, setting and amending budgets.*
☐	Legislative	*Includes adopting local laws, town planning schemes and policies. Review when Council reviews decisions made by officers.*
☐	Quasi-Judicial	*When Council determines an application / matter that directly affects a person's right and interest. The judicial character arises from the obligations to abide by the principles of natural justice. Examples of Quasi-Judicial authority include town planning applications, building licenses, applications for other permits / licenses.*
☐	Information	*Includes items provides to Council for information purposes only that do not require a decision of Council (i.e. – for noting).*

REPORT PURPOSE

The purpose of this report is to provide the monthly and year-to-date financial report for September 2026, which includes rating, investment, reserve, debtor, and general financial information to Elected Members in accordance with Section 6.4 of the *Local Government Act 1995 (WA) (CKI)*.

BACKGROUND

The reporting of monthly financial information is a requirement under section 6.4 of the *Local Government Act 1995 (WA) (CKI)*, and Regulation 34 of the *Local Government (Financial Management) Regulations 1996* and provides oversight of the Shire's finances to Council.

COMMENTS

The period of review is the 3 months ended 30 September 2026.

General Commentary

As advised in prior years, it is generally regarded that monthly financial reporting for the first 3 months of a financial year is not particularly useful (compared to the other months) unless, of course, something significant and unforeseen has occurred:

- The first 3 months of a financial year can be heavily influenced by timing differences of, for example, suppliers providing their invoices to the Shire.
- Further, as the 2025/2026 financial year figures are still being finalised several 'opening figures' are still being updated (this is especially relevant when considering Reserves and Opening Surplus figures).
- Also, monthly Depreciation for 2026/2027 cannot be processed until the 2025/2026 financial figures are finalised.

Year To Date Figures Commentary

Income for the year to date is:

• Operating Revenues	$4.4m	(budget $4.5m)
• Capital Revenues	$0.0m	(budget $0.0m)
• Total	$4.4m	(budget $4.5m)

(cash receipts were significantly higher due to .CC revenue being received in July – but this is either recorded in the 2025/26 financial year or offset against debtors)

Council's expenditure for the year to date is:

• Operating Expenditure	$1.7m	(budget $2.9m)

Details of all material variances against the current budget are provided in the notes to the Monthly Financial Report contained within attachment 10.3.1.1. Such variances are primarily timing differences that are expected to reduce during the financial year.

The September Bank Balance is unusually high due to a large Financial Assistance Grant instalment being received in September. Other large receipts are expected to be received in October (related to the .CC Program) at which time the surplus funds will be placed in a term deposit.

POLICY AND LEGISLATION IMPLICATIONS

Regulation 34 of the *Local Government (Financial Management) Regulations 1996* requires all Local Governments to prepare each month a Statement of Financial Activity reporting on the revenue and expenditure for the month.

Financial Management Regulation 34 also requires this statement to be accompanied by:

a. An explanation of the composition of the net current assets, less committal assets and restricted assets;
b. An explanation of material variances; and
c. Such supporting information that is relevant to the Local Government

FINANCIAL IMPLICATIONS

As discussed within the Report and attachments.

STRATEGIC IMPLICATIONS

Theme

L Leadership

Goal

L2 To ensure that Shire resources are utilised in a manner that represents the best interest of the whole community

Strategy

L2.1 Responsible financial management utilizing resources to meet legislative requirements and community expectations

RISK IMPLICATIONS

Risk Category	Description	Rating (consequence x likelihood)	Mitigation Action
Financial	That budget allocations are significantly exceeded.	Moderate (6)	Variances are monitored and highlighted to Council on a monthly basis for corrective action.
Reputation	The monthly financial statements are open to public scrutiny.	Low (3)	Procedures in place to ensure all expenditure is justifiable.
Compliance	The report is to be presented to Council within two months in order to comply with relevant legislation.	Low (3)	There are processes in place to ensure compliance with legislation.
Fraud	That the report is manipulated.	Low (3)	Interim and end of year audits.

Risk Matrix

Consequence / Likelihood	Insignificant (1)	Minor (2)	Medium (3)	Major (4)	Extreme (5)
Almost Certain (5)	Moderate (5)	High (10)	High (15)	Extreme (20)	Extreme (25)
Likely (4)	Low (4)	Moderate (8)	High (12)	High (16)	Extreme (20)
Possible (3)	Low (3)	Moderate (6)	Moderate (9)	High (12)	High (15)
Unlikely (2)	Low (2)	Low (4)	Moderate (6)	Moderate (8)	High (10)
Rare (1)	Low (1)	Low (2)	Low (3)	Low (4)	Moderate (5)

VOTING REQUIREMENT

Simple Majority

CONCLUSION

That the Monthly Financial Report for the period ending 30 September 2026, including explanations of material variances, be received.

OFFICER RECOMMENDATION – ITEM NO 10.3.1

THAT COUNCIL, BY SIMPLE MAJORITY, PURSUANT TO THE *LOCAL GOVERNMENT (FINANCIAL MANAGEMENT) REGULATIONS 1996:*

1. **RECEIVES THE MONTHLY FINANCIAL REPORT FOR THE PERIOD ENDING 30 SEPTEMBER 2026, AS CONTAINED IN ATTACHMENT 10.3.1.1 AND**
2. **ACCEPTS THE EXPLANATIONS FOR MATERIAL VARIANCES FOR THE PERIOD ENDING 30 SEPTEMBER 2026, AS CONTAINED IN ATTACHMENT 10.3.1.1.**

10.3.2 LAND TRUST FINANCIAL STATEMENTS JUNE 2026

FILE NUMBER:

AUTHOR: David Tombs, Manager Finance and Corporate Services

AUTHORISER: Matthew Scott, Chief Executive Officer

DISCLOSURE(S) OF INTEREST: Author - Nil

Authoriser - Nil

ISLAND: Shire Wide

ATTACHMENTS: 10.3.2.1 - Land Trust 1984 Audited Financial Statements 30 June 2026 ⇨
10.3.2.2 - Land Trust 1979 Audited Financial Statements 30 June 2026 ⇨

AUTHORITY/DISCRETION

Definition

☐	Advocacy	*When Council advocates on its own behalf or on behalf of its community to another level of government/body/agency.*
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☐	Information	*Includes items provides to Council for information purposes only that do not require a decision of Council (i.e. – for noting).*

REPORT PURPOSE

To provide Council with copies of the audited financial statements of the two Land Trusts for the year ended 30 June 2026.

BACKGROUND

The Council is Trustee of two Land Trusts:

- 1979 Land Trust
- 1984 Land Trust

The audit of the annual financial statements of the two Land Trusts have recently concluded and the audited annual financial statements are attached for Council's information.

POLICY AND LEGISLATION IMPLICATIONS

The Council, as Trustee of the two Land Trusts, has various legal obligations (financial and non-financial) relating to the management of the Land Trusts.

FINANCIAL IMPLICATIONS

The Council is essentially responsible for the financial performance of the two Land Trusts.

STRATEGIC IMPLICATIONS

Nil

RISK IMPLICATIONS

Risk Category	Description	Rating (consequence x likelihood)	Mitigation Action
Financial	Poor financial management of the Land Trusts could have significant repercussions for the Shire.	High	Regular financial reporting and oversight.
Reputation			

Risk Matrix

Consequence / Likelihood	Insignificant (1)	Minor (2)	Medium (3)	Major (4)	Extreme (5)
Almost Certain (5)	Moderate (5)	High (10)	High (15)	Extreme (20)	Extreme (25)
Likely (4)	Low (4)	Moderate (8)	High (12)	High (16)	Extreme (20)
Possible (3)	Low (3)	Moderate (6)	Moderate (9)	High (12)	High (15)
Unlikely (2)	Low (2)	Low (4)	Moderate (6)	Moderate (8)	High (10)
Rare (1)	Low (1)	Low (2)	Low (3)	Low (4)	Moderate (5)

VOTING REQUIREMENT

Simple Majority

CONCLUSION

Council is encouraged to review the attached financial statements and request further information from staff as necessary.

OFFICER RECOMMENDATION – ITEM NO 10.3.2

THAT COUNCIL, BY SIMPLE MAJORITY, REVIEWS AND NOTES THE AUDITED FINANCIAL STATEMENTS OF THE LAND TRUST 1979 AND LAND TRUST 1984 FOR THE YEAR ENDED 30 JUNE 2026.

10.3.3 SCHEDULE OF ACCOUNTS PAID - SEPTEMBER 2026

FILE NUMBER:

AUTHOR: Sally Badlu, Senior Finance Officer

AUTHORISER: David Tombs, Manager Finance and Corporate Services

DISCLOSURE(S) OF INTEREST: Author - Nil

Authoriser - Nil

ISLAND: Shire Wide

ATTACHMENTS: 10.3.3.1 - Credit Card Transactions September 2026 ⇨
10.3.3.2 - Fuel Transactions September 2026 ⇨
10.3.3.3 - List of Accounts Paid September 2026 ⇨

AUTHORITY/DISCRETION

Definition

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☐	Information	*Includes items provides to Council for information purposes only that do not require a decision of Council (i.e. – for noting).*

REPORT PURPOSE

The purpose of this report is to present to Council a list of accounts paid under delegated authority for the month of September 2026, as required by the *Local Government (Financial Management) Regulations 1996*.

BACKGROUND

The exercise of its power to make payments from the Shire's Municipal and Trust funds. In accordance with Regulation 13 of the *Local Government (Financial Management) Regulations 1996* a list of accounts paid is to be provided to Council, where such delegation is made.

COMMENTS

The following table summarises the payments for the period by payment type, with further details of the accounts paid contained within attachment 10.3.3.1.

Payment Type	Amount ($)
EFT # 12619 – # 12705	$353,343.73
Cheque # 11796	$1583.25
Direct Payment	$84,893.37
Total	**$439,820.35**

Contained within attachment 10.3.3.1, 10.3.3.2 and 10.3.3.3 is a detailed transaction listing of payments, including credit card expenditure and fuel card expenditure as per the Summary table above.

POLICY AND LEGISTLATION IMPLICATIONS

The schedule of accounts paid is submitted in accordance with regulation 13(1) of the *Local Government (Financial Management) Regulations 1996*.

STRATEGIC IMPLICATIONS

Theme

L Leadership

Goal

L2 To ensure that Shire resources are utilised in a manner that represents the best interest of the whole community

Strategy

L2.1 Responsible financial management utilizing resources to meet legislative requirements and community expectations

RISK IMPLICATIONS

Risk Category	Description	Rating (consequence x likelihood)	Mitigation Action
Financial	There is a risk that payments may be made for unauthorised purposes or exceed approved budget allocations.	Moderate (8)	All payments are subject to established internal controls, including officer verification, delegated approval, and review against the adopted budget and procurement requirements prior to processing.

Reputation	As the Accounts Paid report is presented to Council and forms part of the public record, any inappropriate expenditure may adversely impact public confidence in the Shire's governance and financial management.	Moderate (8)	Due to above Mitigation Action all payments should be bona-fide and accordingly not generate any reputational damage.
Compliance	Failure to present the Accounts Paid report to Council may result in non-compliance with applicable legislative and governance requirements.	Moderate (8)	The report is prepared and presented to Council in accordance with the Local Government (Financial Management) Regulations 1996 and the Shire's established monthly financial reporting processes.
Fraud	There is a risk that payment records or reporting may be manipulated.	Moderate (8	Fraud risk is mitigated through segregation of duties, system access controls, payment authorisation limits, reconciliations, and management review prior to presentation to Council.

Risk Matrix

Consequence / Likelihood	Insignificant (1)	Minor (2)	Medium (3)	Major (4)	Extreme (5)
Almost Certain (5)	Moderate (5)	High (10)	High (15)	Extreme (20)	Extreme (25)
Likely (4)	Low (4)	Moderate (8)	High (12)	High (16)	Extreme (20)
Possible (3)	Low (3)	Moderate (6)	Moderate (9)	High (12)	High (15)
Unlikely (2)	Low (2)	Low (4)	Moderate (6)	Moderate (8)	High (10)
Rare (1)	Low (1)	Low (2)	Low (3)	Low (4)	Moderate (5)

VOTING REQUIREMENT

Simple Majority

CONCLUSION

It is recommended that Council receives the reports provided for the period July 2026.

OFFICER RECOMMENDATION – ITEM NO 10.3.3

THAT COUNCIL, BY SIMPLE MAJORITY, PURSUANT TO REGULATION 13(1) OF THE LOCAL GOVERNMENT (FINANCIAL MANAGEMENT) REGULATIONS 1996:

1. **RECEIVES THE REPORT FROM THE CHIEF EXECUTIVE OFFICER ON THE EXERCISE OF DELEGATED AUTHORITY IN RELATION TO PAYMENTS MADE FROM MUNICIPAL OR TRUST FUNDS FOR THE MONTH OF SEPTEMBER 2026 TOTALLING $439,820.35 AS CONTAINED IN ATTACHMENT 10.3.3.1 AND;**
2. **RECEIVES THE DETAILED TRANSACTION LISTING OF CREDIT CARD AND FUEL CARD EXPENDITURE FOR THE PERIOD SEPTEMBER 2026, AS CONTAINED IN ATTACHMENT 10.3.3.2 AND 10.3.3.3.**

10.4 INFRASTRUCTURE

10.4.1 INFRASTRUCTURE MONTHLY REPORT - SEPTEMBER 2026

FILE NUMBER:

AUTHOR: Lululilmaknun Sloan, Coordinator Infrastructure

AUTHORISER: Matthew Scott, Chief Executive Officer

DISCLOSURE(S) OF INTEREST: Author - Nil

Authoriser - Nil

ISLAND: Shire Wide

ATTACHMENTS: Nil

AUTHORITY/DISCRETION

Definition

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☐	Executive	*The substantial direction setting and oversight role of the Council. E.g., adopting plans and reports, accepting tenders, directing operations, setting and amending budgets.*
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☒	Information	*Includes items provides to Council for information purposes only that do not require a decision of Council (i.e. – for noting).*

REPORT PURPOSE

The purpose of this report is to update Council on maintenance and construction activities undertaken in September 2026 by the Infrastructure department.

RELEVANT DOCUMENTS

Nil

BACKGROUND

Infrastructure department continued the delivery of routine and reactive maintenance activities across the Shire's civil, building, parks and reserves and waste management throughout September. Works focused on maintaining serviceability, safety, and operational functionality of community assets while responding to operational maintenance requirements as they arose.

1. Routine Operations

During the month, parks and reserve staff continued to undertake routine maintenance activities across the Shire's open spaces to ensure parks, ovals, and reserve areas remain safe, accessible, and well presented for the community. Key activities completed during the reporting period included:

- Mowing, slashing and removal of felled trees and shrubs at LOT 14 to maintain the site and improve its overall appearance
- Regular mowing of ovals and reserve areas along Jalan Kampong Atas to ensure grassed areas remained neat, functional, and suitable for community use




Figure 1: Mowing reserve areas along Jalan Kampong Atas. (above)




Figure 2: Mowing, slashing and clearing of felled LOT 14. (above)

2. Building & Plumbing Maintenance

The building team has been productive throughout September, with a strong focus on responding to and completing reported maintenance requests for Kampong houses. The team has continued to address a range of maintenance matters in a timely manner, ensuring Shire housing assets remain safe, functional, and well maintained for residents which includes;

- Repair of damaged veranda posts for house 50, 39, 27,19
- Repair roof valley to house 88, 07, 77, 74, 84
- Replace damaged ridge capping and roof sheets at house 85



Figure 3: extensive damage to roof valley causing leak and failure to gutter systems

The maintenance and repair of leaking roofs across residential dwellings remains a high priority, as many properties are experiencing significant water ingress. Prolonged roof leaks have resulted in extensive damage to internal building components, including ceilings, electrical fittings, light fixtures, and associated wiring infrastructure.

Timely rectification of these defects is essential to prevent further deterioration of housing assets, minimise safety risks associated with electrical systems, and reduce overall cost of future repairs. Addressing roof leaks promptly will help preserve the integrity of the dwellings and improve living condition for residents.

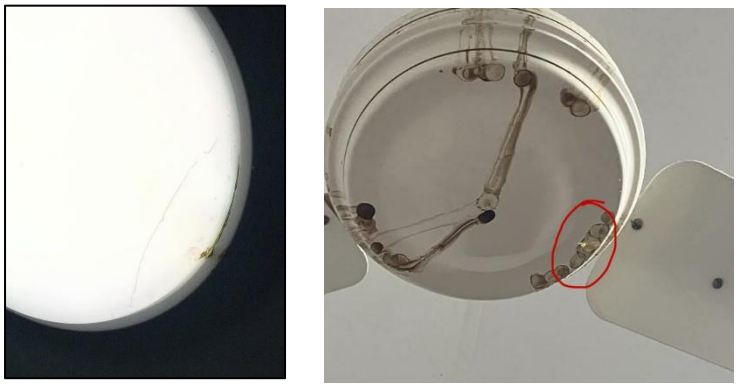


Figure 4: water from leaking roof collected inside light fixture as well as dripping down fan fixtures inside bedrooms

The plumbing maintenance team continue to respond to both routine and reactive maintenance requests across residential properties and community facilities during the month of September. Key activities included repair of leaking taps and pipework, replacement of defective plumbing fixtures and clearing of blocked drains. The team also undertook inspections of water supply systems to ensure reliable service delivery and leak investigations.

3. Waste Services

Works were undertaken at the Home Island Transfer Station to improve storage and operational capacity for waste management activities. This included the compaction and levelling of a temporary laydown area for the placement of shipping containers for off island disposal processes. The prepared surface provides a stable and accessible location for container storage, supports ongoing waste handling operations, and improves site efficiency while loner-term infrastructure solutions are considered.





Figure 5: compacted container laydown and packing of battery for off island disposal

POLICY AND LEGISLATION IMPLICATIONS

Nil

FINANCIAL IMPLICATIONS

Nil

STRATEGIC IMPLICATIONS

Theme

L Leadership

Goal

L1 To be involve, respectful and inclusive and to facilitate diversity and representation within the decision-making process.

L2 To ensure that Shire resources are utilised in a manner that represents the best interest of the whole community

Strategy

L1.3 Shire representatives (Councillors and Shire Leadership team) to pro-actively engage, communicate with, and increase visibility within the community.

L2.1 Responsible financial management utilizing resources to meet legislative requirements and community expectations

VOTING REQUIREMENT

Simple Majority

CONCLUSION

The Infrastructure team remains committed to delivering effective maintenance service, responding to community needs, and preserving the Shire's assets through proactive and planned maintenance programs. Continues investment in asset maintenance will be critical to ensuring the long-term sustainability, safety, and functionality of infrastructure across the islands.

OFFICER RECOMMENDATION – ITEM NO 10.4.1 SIMPLE MAJORITY

THAT COUNCIL, BY SIMPLE MAJORITY, NOTE AND RECEIVE THE SHIRE'S INFRASTRUCTURE MONTHLY UPDATE FOR SEPTEMBER 2026.

10.4.2 10-YEAR WASTE AND RESOURCE RECOVERY STRATEGY FOR THE SHIRE OF COCOS (KEELING) ISLANDS

FILE NUMBER:

AUTHOR: Brian Keith Wall, Manager Infrastructure

AUTHORISER: Matthew Scott, Chief Executive Officer

DISCLOSURE(S) OF INTEREST: Author - Nil

Authoriser - Nil

ISLAND: Shire Wide

ATTACHMENTS: 10.4.2.1 - Waste and Resource Recovery Strategy - *Under Separate Cover* ⇨

AUTHORITY/DISCRETION

Definition

☐	Advocacy	*When Council advocates on its own behalf or on behalf of its community to another level of government/body/agency.*
☒	Executive	*The substantial direction setting and oversight role of the Council. E.g., adopting plans and reports, accepting tenders, directing operations, setting and amending budgets.*
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☐	Information	*Includes items provides to Council for information purposes only that do not require a decision of Council (i.e. – for noting).*

REPORT PURPOSE

The purpose of this report is to seek funding approval to engage a consultant to develop a Waste and resource recovery Strategy for the Shire. The strategy will establish long term priorities, actions, and resources for managing waste and waste resources.

BACKGROUND

The Shire does not currently have a landfill facility due to the physical nature of the Island, thus limiting effective and compliant waste disposal practices. Due to the lack of a landfill facility, the current transfer stations are effectively being used for the long-term storage of waste, and are experiencing capacity and compliance pressures, inconsistent with the facilities' original design and may not meet current requirements. Legacy waste is a compounding issue and continues to grow. Effective disposal methods to reduce waste are limited and current machinery is outdated and less suitable for current waste practices. Compliance is a growing concern as legacy waste accumulates

and the waste-reduction machinery and disposal practices remains unsuitable for its intended purpose.

The Shire's isolation, limited landfill capacity, the high cost of transporting waste off-island, and legacy waste occupying valuable site space create significant challenges.

OFFICER COMMENT

Council's waste management services and responsibilities are affected by a lack of landfill resources, changing community needs, service costs, environmental expectations, compliance and legislation and other applicable requirements. Vehicles, boats, liquid waste, Direction Island waste, legacy waste, facility licensing and future opportunities including the coordination of waste removal for the Commonwealth's runway project are all areas to be considered in the development of the strategy.

A coordinated Waste and resource recovery Strategy would provide a framework for assessing current services, identifying potential income sources, waste avoidance and resource recovery, and planning future service improvements.

The strategy is expected to consider, as relevant:

- current waste services, contracts, facilities and performance;
- waste reduction, reuse, recycling and recovery opportunities;
- community and stakeholder needs;
- legislative and policy requirements;
- implementation priorities, risks and performance measures; and
- estimated costs, funding options and a staged delivery plan.

As internal staff capacity and expertise in waste management is limited funding is sought to undertake the necessary research, engagement and strategy development. A proposed scope has been attached, for information.

Innovative waste-management approaches and appropriate resources are needed to address these constraints and establish a sustainable, long-term solution for managing waste on the Island.

A Shire-wide Waste Strategy would provide a coordinated framework for developing and implementing compliant waste management practices across the Shire.

POLICY AND LEGISLATION IMPLICATIONS

The Waste Strategy will be developed in accordance with applicable Commonwealth, State/Territory and local waste, environmental, planning and procurement requirements, together with relevant Council policies and plans.

The strategy will identify any policy or legislative changes affecting Council's waste services and recommend actions to support compliance. Specific requirements will be confirmed during project scoping.

The Shire intends to utilise the WALGA preferred supplier program to seek quotations from suitably qualified consultants, thus allowing the Shire to avoid separate public tender process, provided the relevant exemptions are met, whilst ensuring compliance with Shire purchasing policy and value for money principles.

FINANCIAL IMPLICATIONS

An increase of $200,000.00 to the Waste Operations budget is sought for the engagement of a consultant to develop the waste strategy. The proposed expenditure is consistent with the purpose of the IT and Communications Reserve (used for other Island initiatives)

The scope will include reviewing the full cost of providing waste services, future fees and charges, and the potential establishment of a dedicated waste reserve to fund future waste management requirements.

Any costs associated with implementing the strategy are not included in this request and would be identified for Council's consideration through future budget processes.

STRATEGIC IMPLICATIONS

Nil

RISK IMPLICATIONS

Risk Category	Description	Rating (consequence x likelihood)	Mitigation Action
Financial	Unavailable funding	low	Amend budget
Reputation	Community Expectations	low	Effective communications
Compliance	Non -compliance	High	Strategy to improve waste services to enable full compliance
Fraud	Procurement Risk	Insignificant	WALGA procurement process

Risk Matrix

Consequence / Likelihood	Insignificant (1)	Minor (2)	Medium (3)	Major (4)	Extreme (5)
Almost Certain (5)	Moderate (5)	High (10)	High (15)	Extreme (20)	Extreme (25)
Likely (4)	Low (4)	Moderate (8)	High (12)	High (16)	Extreme (20)
Possible (3)	Low (3)	Moderate (6)	Moderate (9)	High (12)	High (15)
Unlikely (2)	Low (2)	Low (4)	Moderate (6)	Moderate (8)	High (10)
Rare (1)	Low (1)	Low (2)	Low (3)	Low (4)	Moderate (5)

VOTING REQUIREMENT

Absolute Majority

CONCLUSION

A Shire-wide Waste and Resource Recovery Strategy is recommended to address current capacity and compliance challenges at the transfer stations and to establish a coordinated, sustainable approach to waste management. The Strategy will help Council identify practical options suited to the Shire's isolation, limited landfill capacity, high costs of transporting waste off-island and the space occupied by legacy waste. It will also provide a framework for prioritising actions, resources and future investment.

If Council chooses not to proceed, existing pressures will continue and worsen. Transfer stations will face further capacity constraints, Council will remain exposed to ongoing non-compliance risks, and the costs and difficulty of managing accumulated and future waste will increase. Without a long-term plan, Council will continue to respond to problems and non-compliance through more costly or urgent measures.

OFFICER RECOMMENDATION – ITEM NO 10.4.2

THAT COUNCIL, BY ABSOLUTE MAJORITY:

1. **APPROVES THE PREPARATION OF A 10-YEAR WASTE AND RESOURCE RECOVERY STRATEGY FOR THE SHIRE OF COCOS (KEELING) ISLANDS GENERALLY IN ACCORDANCE WITH THE PROPOSED SCOPE OUTLINED IN THIS REPORT;**
2. **PURSUANT TO SECTION 6.8(1)(B) OF THE LOCAL GOVERNMENT ACT 1995, AUTHORISES THE FOLLOWING AMENDMENTS TO THE 2026/27 ANNUAL BUDGET:**
    A. **INCREASE THE OPERATIONAL EXPENDITURE BUDGET FOR CONTRACTS AND MATERIALS OF $200,000 FOR THE PREPARATION OF THE WASTE AND RESOURCE RECOVERY STRATEGY, INCLUDING CONSULTANT COSTS, TRAVEL, DISBURSEMENTS AND AN APPROPRIATE PROJECT CONTINGENCY;**
    B. **INCREASE THE TRANSFERS FROM THE INFORMATION TECHNOLOGY AND COMMUNICATIONS RESERVE TO FUND THE PROJECT OF $200,000 TO FUND THE STRATEGY DEVELOPMENT;**
3. **AUTHORISES THE CHIEF EXECUTIVE OFFICER TO FINALISE THE SCOPE OF WORKS AND UNDERTAKE THE PROCUREMENT PROCESS IN ACCORDANCE WITH THE SHIRE'S PURCHASING POLICY AND APPLICABLE LEGISLATIVE REQUIREMENTS.**

10.5 COMMUNITY DEVELOPMENT

10.5.1 COMMUNITY DEVELOPMENT REPORT - OCTOBER 2026

FILE NUMBER:

AUTHOR: Niamh Swingler, Community Development Officer - Culture and Heritage

AUTHORISER: Matthew Scott, Chief Executive Officer

DISCLOSURE(S) OF INTEREST: Author - Nil

Authoriser - Nil

ISLAND: Shire Wide

ATTACHMENTS: Nil

AUTHORITY/DISCRETION

Definition

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REPORT PURPOSE

The purpose of this report is to provide Council an update on activities conducted in September/October 2026.

BACKGROUND

Community Development Officer – Culture and Heritage

Wayang Kulit

- After a day-delay to their connecting flight from Christmas Island, Sumardi and Demetrius arrived on Cocos to deliver a Wayang Kulit Performance.

- The performance on Home Island was well attended, with over 70 people coming to watch at the Cyclone Shelter - Home Island and West Island residents, along with a number of tourists and visitors.
- Most common feedback was that it would be wonderful to do this again, with the performance taking place in Indonesian rather than English. Perhaps two performances could take place, telling different stories.
- In collaboration with Cultural Infusion, the Community Development Team will look into further opportunities.
- Niamh, Tim and community seniors met on Thursday to speak about the Pulu Cocos Museum's collection.
- Amy Rossbach at the ABC has written an article, accompanied by a short radio piece. https://www.abc.net.au/news/2026-10-17/forgotten-tradition-of-shadow-puppetry-returns-cocos-isalnd/107247234

Cerita Seni Pulu Cocos // Cocos Art Stories

- Freight delays and uncertainty causing some difficulty in getting materials and tools to island.
- Jacky Cheng and Abdul-Rahman Abdullah coming to Cocos on Monday 26th October to run initial factfinding and research opportunity through CITS Strategic Initiatives Grant program.

Indian Ocean Territories – Arts Activities in Regional Communities Funding

- Submitted our collaborative application with Suka Dan Duka to AARC Funding Round for *Preserving Cocos Islands Cultural Music and Dance*.
- Approximately 12 weeks until we hear back.

Youth and Recreation Officer

IOT Sports Visit

Unfortunately, Kylie our IOT Co-Ordinator from the CITS (Dept of Creative Industries Tourism and Sport WA) have advised there won't be any Sport Coaches till the end of the year. The coaches that were planned and schedule to visit this Term were unable to commit and don't fit in with their working schedule, also due to the situation with flights and accommodation on Cocos.

CITS are working their best to re-schedule as much at the beginning of School 2027 before Ramadhan and after Eid.

Market Day

- 7th October 2026 – a twilight market was run by 2 stall holders ONLY (and yet, still successful) during the Wayang Kulit Puppeteer visit at the Cyclone Shelter.
- Planning for a trial run of a Wednesday Market Nights from the HI Cyclone Shelter soon.

After School Activities/Programs

Due to unavailable Sport Coach this term, I will try to work on some after school sports and activities for the students.

POLICY AND LEGISLATION IMPLICATIONS

Nil

FINANCIAL IMPLICATIONS

Nil

STRATEGIC IMPLICATIONS

Theme

S Social

C Cultural

Goal

S3 To provide access to services, support and activities for young people.

S4 To support and encourage community events that bring us together.

C1 To support the community to improve understanding and celebration of the Cocos Malay history and culture.

Strategy

S3.3 Support and encourage local community groups to deliver youth events and programs

S4.1 Support major festive events e.g. New Years Eve, Hari Raya, Christmas, Act of Self-Determination Day

S4.2 Support and advocate for existing events (including sport / community group activities) that encourage inter-island participation. Annual community event supporting integration and inter-island participation include – Australia Day, Act of Self Determination Day, RU Ok Day.

S3.1 Provide a range of coordinated activities specifically aimed at youth e.g. holiday program, youth week

C1.2 Working with Museum WA, support and encourage local heritage projects such as oral histories, photographic collections, publications and Jukong restorations.

RISK IMPLICATIONS

Risk Category	Description	Rating (consequence x likelihood)	Mitigation Action
Financial	Budget allocations may be exceeded.	Moderate (6)	Monitor variances and report them to Council for corrective action.
Reputation	Monthly financial statements are open to public scrutiny.	Low (3)	Ensure all expenditures are justifiable.
Compliance	Report to be presented to Council within two months to comply with legislation.	Low (3)	Processes in place to ensure compliance.
Fraud	Risk of report manipulation.	Low (3)	Interim and end – of – year audits.

Risk Matrix

Consequence / Likelihood	Insignificant (1)	Minor (2)	Medium (3)	Major (4)	Extreme (5)
Almost Certain (5)	Moderate (5)	High (10)	High (15)	Extreme (20)	Extreme (25)
Likely (4)	Low (4)	Moderate (8)	High (12)	High (16)	Extreme (20)
Possible (3)	Low (3)	Moderate (6)	Moderate (9)	High (12)	High (15)
Unlikely (2)	Low (2)	Low (4)	Moderate (6)	Moderate (8)	High (10)
Rare (1)	Low (1)	Low (2)	Low (3)	Low (4)	Moderate (5)

VOTING REQUIREMENT

Simple Majority

CONCLUSION

That Council receives and notes this report for information and updating purposes only, noting that no formal Council decision is required.

OFFICER RECOMMENDATION – ITEM NO 10.5.1

THAT COUNCIL, BY SIMPLE MAJORITY, NOTES AND RECEIVES THE COMMUNITY DEVELOPMENT COORDINATOR'S REPORT FOR OCTOBER 2026.

11 MINUTES TO BE RECEIVED

Nil

12 ELECTED MEMBERS MOTIONS OF WHICH PREVIOUS NOTICE HAS BEEN GIVEN

Nil

13 MOTIONS WITHOUT NOTICE WITH LEAVE OF COUNCIL

14 MATTERS BEHIND CLOSED DOORS

OFFICER RECOMMENDATION

THAT COUNCIL CONSIDERS THE CONFIDENTIAL REPORT(S) LISTED BELOW IN A MEETING CLOSED TO THE PUBLIC IN ACCORDANCE WITH SECTION 5.23 OF THE LOCAL GOVERNMENT ACT 1995:

14.1 Provision of Project Management Services for Seawall Remediation and Construction Work (West Island) - RFT No. SOKI-T-2026-001

THIS MATTER IS CONSIDERED TO BE CONFIDENTIAL UNDER SECTION 5.23 - (4)(C) OF THE LOCAL GOVERNMENT ACT, AND THE COUNCIL IS SATISFIED THAT DISCUSSION OF THIS MATTER IN AN OPEN MEETING WOULD, ON BALANCE, BE CONTRARY TO THE PUBLIC INTEREST AS IT DEALS WITH (INFORMATION CONTAINED IN A TENDER RECEIVED BY THE LOCAL GOVERNMENT FOR A CONTRACT TO THE EXTENT THAT THE INFORMATION — (I) IS A TENDERED PRICE; OR (II) A TENDERED METHODOLOGY FOR CALCULATING A PRICE;).

14.1 PROVISION OF PROJECT MANAGEMENT SERVICES FOR SEAWALL REMEDIATION AND CONSTRUCTION WORK (WEST ISLAND) - RFT NO. SOKI-T-2026-001

FILE NUMBER:

AUTHOR: Brian Keith Wall, Manager Infrastructure

AUTHORISER: Matthew Scott, Chief Executive Officer

DISCLOSURE(S) OF INTEREST: Author - Nil

Authoriser - Nil

ISLAND: West Island

ATTACHMENTS: 14.1.1 - Evaluation Report

The Council is satisfied that, pursuant to Section 5.23 of the *Local Government Act 1995*, the information to be received, discussed or considered in relation to this agenda item is:

(4)(c) Information contained in a tender received by the local government for a contract to the extent that the information — (i) is a tendered price; or (ii) a tendered methodology for calculating a price;

AUTHORITY/DISCRETION

Definition

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REPORT PURPOSE

The purpose of this report is to present to Council the evaluation findings for Request for Tender SOKI-T-2026-001 and seek approval to award the contract for Project Management Services for Seawall Remediation and Construction Work (West Island) to the preferred tenderer.

15 MATTERS RELATING TO THE LAND TRUSTS

The Australian Government transferred ownership of portions of land on the Cocos (Keeling) Islands, under two separate deeds, to the Territory's local government being the Cocos (Keeling) Islands Council. On 1 July 1992, the Territories Law Reform Act came into effect by which the Commonwealth Government applied Western Australian laws to the Cocos (Keeling) Islands. The Local Government (Transition) Ordinance 1992 established the Shire of the Cocos (Keeling) Islands by absorbing the Cocos (Keeling) Islands Council. By this arrangement, the body corporate called the Shire of Cocos (Keeling) Islands became the Trustee for both Land Trusts. Decisions relating to the Trust are made by Council as the decision-making arm of the body corporate.

The 1979 Deed: The 1979 Trust Deed applies to all of the land above the high-water mark on Home Island, except Lot 13, Lot 14 and Pulu Gangsa (Cemetery Island). The Deed states that the land is to be held 'upon trust for the benefit, advancement and wellbeing of the community formed by the Kampong residents.' No other terms were expressed in the Deed. 'Kampong residents' were described in the 1979 Trust Deed as 'the residents from time to time of the Kampong area'.

The 1984 Deed: The 1984 Trust Deed applies to all parcels of land situated and being above high-water mark within the Cocos (Keeling) Islands, including North Keeling Island, but not including parcels of land as described in the First Schedule of the 1984 Trust Deed. This transferred land was to be held by the Council (and later, by its successor, the Shire) 'upon trust for the benefit, advancement and wellbeing of the Cocos (Keeling) Islander's resident in the Territory on land owned by the Council."

15.1 TRUSTS ADMINISTRATION

15.1.1 CASUAL HIRE OF COMMERCIAL KITCHEN - TENANCY 4, PART LOT 18 HOME ISLAND RETAIL CENTRE

FILE NUMBER:

AUTHOR: Matthew Scott, Chief Executive Officer

AUTHORISER: Matthew Scott, Chief Executive Officer

DISCLOSURE(S) OF INTEREST: Author - Nil

Authoriser - Nil

ISLAND: Home Island

ATTACHMENTS: Nil

AUTHORITY/DISCRETION

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REPORT PURPOSE

For Council to consider introducing a casual hire fee of $25 per hour for the commercial kitchen located at Tenancy 4, Part Lot 18 Home Island Retail Centre for a trial period of six months.
The proposed trial is intended to determine whether there is community or commercial demand for casual access to the facility following an unsuccessful Expression of Interest process to secure a new long-term tenant.

BACKGROUND

Council previously leased Tenancy 4, Part Lot 18 Home Island Retail Centre to Thomas Batcher and Ummerah Dollar, trading as Sweet As Makan, for operation as a restaurant.

Following Council's acceptance of the surrender of the lease, the Shire advertised an Expression of Interest seeking a new tenant to operate from the premises.

No Expressions of Interest were received.

The premises contain an established and fully equipped commercial kitchen suitable for food preparation and catering activities. The kitchen includes commercial cooking facilities, including stoves and ovens, together with refrigeration and other associated food preparation infrastructure.

At present, there are no other registered and certified commercial food premises available for casual use on Home Island.

The absence of a long-term tenant provides an opportunity to consider whether the facility could be made available on a casual basis while the Shire assesses longer-term options for the tenancy.

COMMENTS

With no interest received through the Expression of Interest process, officers consider that leaving a fully equipped commercial kitchen unused for an extended period provides limited benefit to the Home Island community.

There may be demand from residents, small businesses, community organisations, caterers and other food operators who do not require permanent commercial premises but may benefit from access to an appropriately equipped commercial kitchen on an occasional basis.

Potential uses may include food preparation for takeaway sale, community events, private functions, catering activities, markets and other approved purposes.

The casual hire arrangement may also provide an opportunity for individuals to test a food or catering business concept and gain practical experience in operating a small business without the financial commitment associated with establishing their own commercial premises or entering into a long-term lease.

The availability of a casual-use commercial kitchen may also provide a benefit to local tourism. In the absence of readily available food premises on Home Island, the facility could support temporary or small-scale food offerings for visitors, community events and tourism-related activities, improving the overall visitor experience while creating opportunities for local residents and businesses.

The premises include commercial stoves, ovens, refrigeration and associated food preparation infrastructure, together with existing tables and chairs that may be used for on-site consumption. The Shire would not provide crockery, cutlery, glassware, serving utensils or other table-service equipment, with hirers responsible for supplying any such items required for their activities.

It is therefore proposed that Council introduce a casual hire arrangement for an initial six-month trial period at a fee of $25 per hour**.**

The proposed fee has been deliberately set at a relatively modest level to encourage use of the facility and test actual demand rather than achieve full commercial cost recovery during the trial period.

A review of comparable local government charges indicates that the proposed fee is within a reasonable range. While comparable facilities are not directly equivalent to the circumstances of Home Island, they provide some support that a trial rate of $25 per hour is reasonable.

The proposed rate also recognises:

- the unsuccessful EOI process for a permanent tenant;
- the absence of an alternative registered and certified commercial kitchen available for casual use on Home Island;
- the benefit of activating an otherwise vacant Shire facility;
- the potential to support local enterprise development and tourism-related activity;
- the desirability of keeping the cost sufficiently low to encourage residents and small operators to trial the facility; and
- the opportunity for Council to reconsider the fee once actual demand and operating costs are known.

For the six-month trial, a single hourly rate is considered preferable to separate community and commercial rates. This will simplify administration and allow Council to obtain clearer information on overall demand before considering whether a different charging structure is warranted.

While casual hire will not provide the level of revenue that could be achieved through a long-term commercial lease and will involve some ongoing administration and operating costs, it provides an interim opportunity to activate the facility and assess actual community and commercial demand.

The proposed arrangement would be managed as casual, non-exclusive facility hire. It would not provide any hirer with exclusive or ongoing possession of the premises or create any entitlement or expectation regarding a future lease.

Hire would also remain subject to the operational requirements of the Shire. The Shire would retain the right to refuse or vary a booking where all or part of the facility is required for a Shire function, event or operational purpose.

The Shire should also confirm that use of the commercial kitchen by eligible casual hirers is covered by its existing casual hirer insurance arrangements, subject to any conditions, exclusions or limitations applying under that cover.

To ensure the facility is operated appropriately, the Manager Governance, Risk and Planning, on advice from the Shire's Environmental Health Officer consultant, will determine and impose suitable conditions of hire. These conditions will address matters such as food safety, cleaning, waste management, use of equipment and furniture, storage, access, insurance coverage, booking availability and protection of Shire property.

As the proposed fee is being introduced after adoption of the 2026/27 Annual Budget, Council is required to give local public notice before the fee takes effect. The six-month trial would commence from the effective date specified in that notice.

The trial will enable the Shire to assess actual demand, utilisation, revenue, operating costs and any administrative or operational issues before determining the longer-term future of the facility.

The casual hire arrangement would not prevent Council from considering any suitable proposal received during the trial period for the longer-term lease or alternative use of the premises.

POLICY AND LEGISLATION IMPLICATIONS

Relevant legislation includes:

- *Local Government Act 1995*;
- *Food Act 2008*;
- *Food Regulations 2009*; and
- applicable requirements of the Australia New Zealand Food Standards Code.

Section 6.16 of the *Local Government Act 1995* permits a local government to impose and recover a fee or charge for providing the use of property or a facility owned, controlled, managed or maintained by the local government.

As the proposed fee is being introduced after adoption of the 2026/27 Annual Budget, Council is required to give local public notice of the fee before it takes effect. The local public notice is notification of Council's decision and the date from which the fee will apply. It is not proposed that commencement of the trial be conditional upon the receipt or outcome of public submissions.

In determining the fee, Council is required to have regard to the cost of providing the service, the importance of the service to the community and the price at which the service could be provided by an alternative provider.

The proposed $25 per hour fee is intended principally to encourage utilisation and assess demand. It recognises the level of equipment provided within the commercial kitchen, the community benefit of making the facility available and the absence of an equivalent facility on Home Island.

FINANCIAL IMPLICATIONS

The proposed arrangement will generate some revenue from a facility that would otherwise remain vacant.

At $25 per hour, the fee is not intended to achieve full cost recovery, and the Shire will continue to incur costs associated with ownership, utilities, maintenance, equipment, cleaning oversight and applicable insurance arrangements.

The provision of existing stoves, ovens, refrigerators and associated commercial kitchen infrastructure represents a significant benefit to users and supports the proposed hourly charge.

As the purpose of the six-month trial is primarily to determine demand, the financial impact is expected to be minor. Actual income, utilisation and operating costs will be monitored during the trial and reported to Council as part of the review.

Should demand prove sufficient, Council may consider an alternative fee structure or longer-term operating model following completion of the trial.

STRATEGIC IMPLICATIONS

Theme

L Leadership

E Economic

Goal

L2 To ensure that Shire resources are utilised in a manner that represents the best interest of the whole community

E1 To advocate for improved youth education and training and opportunities for local employment on island

E3 To advocate and support training opportunities that create pathways to employment

E2 To work alongside local businesses to facilitate employment, growth and development

Strategy

L2.1 Responsible financial management utilizing resources to meet legislative requirements and community expectations

E1.1 Establish and promote an internal 'work experience', 'job shadow' and / or "upgrade your skills" program

E3.1 Increase employment opportunity with community and liaise with elected members by conducting a Shire wide Expo with all service providers and local businesses attending to showcase their respective organizations.

E2.1 Work with community members / businesses to overcome barriers in accessing grant funding, discuss options and provide appropriate assistance (if possible)

RISK IMPLICATIONS

Risk Category	Description	Rating (consequence x likelihood)	Mitigation Action
Financial	Hire revenue may not fully recover the operating and maintenance costs associated with the facility.	Low	Implement as a six-month trial and monitor utilisation, revenue and operating costs before determining the future charging and operating model.
Reputation	The facility may receive limited use, or community expectations regarding access and availability may not be met.	Low	Clearly communicate the purpose and conditions of the trial, promote availability across the Cocos (Keeling) Islands community and review demand at the end of the trial
Compliance	Food preparation activities may not comply with	Moderate	Manager Governance, Risk and Compliance to

	applicable food safety, registration or operating requirements.		determine and impose appropriate conditions of hire on advice from the Shire's EHO consultant, with users required to comply with all applicable food legislation and standards.
Property/Asset	Casual users may damage equipment, furniture or the premises	Low	Conditions of hire, controlled access, cleaning requirements and recovery of costs associated with damage caused by hirers.

Risk Matrix

Consequence / Likelihood	Insignificant (1)	Minor (2)	Medium (3)	Major (4)	Extreme (5)
Almost Certain (5)	Moderate (5)	High (10)	High (15)	Extreme (20)	Extreme (25)
Likely (4)	Low (4)	Moderate (8)	High (12)	High (16)	Extreme (20)
Possible (3)	Low (3)	Moderate (6)	Moderate (9)	High (12)	High (15)
Unlikely (2)	Low (2)	Low (4)	Moderate (6)	Moderate (8)	High (10)
Rare (1)	Low (1)	Low (2)	Low (3)	Low (4)	Moderate (5)

VOTING REQUIREMENT

Absolute Majority

CONCLUSION

The Expression of Interest process did not identify a prospective long-term tenant for Tenancy 4, Part Lot 18 Home Island Retail Centre.

Rather than leaving a fully equipped commercial kitchen unused, casual hire provides an opportunity to determine whether there is demand from residents, community organisations, caterers and small businesses for access to the facility.

The provision of commercial stoves, ovens, refrigeration and associated kitchen infrastructure makes the facility particularly suitable for casual catering and food preparation activities and removes the need for users to provide major equipment themselves.

A six-month trial at $25 per hour provides a low-cost means of testing demand while retaining Council's ability to reconsider the future use or longer-term leasing of the premises.

The proposed rate is also broadly consistent with community kitchen charges applied by other local governments, while recognising the unique circumstances of Home Island and the absence of an alternative registered and certified commercial kitchen available for casual use.

OFFICER RECOMMENDATION – ITEM NO 15.1.1

THAT COUNCIL, BY ABSOLUTE MAJORITY, ACTING IN ITS CAPACITY AS TRUSTEE OF THE 1979 LAND TRUST DEED:

1. **NOTES THAT NO EXPRESSIONS OF INTEREST WERE RECEIVED FOR THE LEASE OF TENANCY 4, PART LOT 18 HOME ISLAND RETAIL CENTRE.**
2. **APPROVES, PURSUANT TO SECTION 6.16 OF THE *LOCAL GOVERNMENT ACT 1995*, THE INTRODUCTION OF A CASUAL HIRE FEE OF $25 PER HOUR FOR USE OF THE FULLY EQUIPPED COMMERCIAL KITCHEN AT TENANCY 4, PART LOT 18 HOME ISLAND RETAIL CENTRE FOR A TRIAL PERIOD OF SIX MONTHS**
3. **AUTHORISES THE MANAGER GOVERNANCE, RISK AND COMPLIANCE, ON ADVICE FROM THE SHIRE'S ENVIRONMENTAL HEALTH OFFICER CONSULTANT, TO DETERMINE AND IMPOSE APPROPRIATE CONDITIONS FOR USE OF THE COMMERCIAL KITCHEN, INCLUDING REQUIREMENTS RELATING TO FOOD SAFETY, FOOD BUSINESS REGISTRATION OR NOTIFICATION, CLEANING, EQUIPMENT USE, STORAGE, ACCESS, INSURANCE COVERAGE AND PROTECTION OF SHIRE PROPERTY.**
4. **REQUIRES ALL USERS OF THE FACILITY TO COMPLY WITH ALL APPLICABLE LEGISLATIVE, REGULATORY AND SHIRE REQUIREMENTS, INCLUDING ANY CONDITIONS IMPOSED BY THE MANAGER GOVERNANCE, RISK AND COMPLIANCE.**
5. **REQUESTS THE CHIEF EXECUTIVE OFFICER TO CONFIRM THAT ELIGIBLE USERS OF THE FACILITY ARE APPROPRIATELY COVERED BY THE SHIRE'S CASUAL HIRER INSURANCE ARRANGEMENTS PRIOR TO COMMENCEMENT OF THE TRIAL.**
6. **REQUESTS THE CHIEF EXECUTIVE OFFICER TO GIVE LOCAL PUBLIC NOTICE OF THE NEW FEE IN ACCORDANCE WITH THE *LOCAL GOVERNMENT ACT 1995*, WITH THE FEE TO TAKE EFFECT FOLLOWING COMPLETION OF THE REQUIRED PUBLIC NOTICE.**
7. **REQUESTS THE CHIEF EXECUTIVE OFFICER TO PROMOTE THE AVAILABILITY OF THE COMMERCIAL KITCHEN FOR CASUAL HIRE WITHIN THE HOME ISLAND COMMUNITY.**
8. **REQUESTS A FURTHER REPORT BE PRESENTED TO COUNCIL FOLLOWING COMPLETION OF THE SIX-MONTH TRIAL OUTLINING UTILISATION, REVENUE, COSTS AND OPERATIONAL ISSUES AND RECOMMENDING THE FUTURE USE AND CHARGING ARRANGEMENTS FOR THE FACILITY.**
9. **NOTES THAT THE CASUAL HIRE ARRANGEMENT DOES NOT PREVENT COUNCIL FROM CONSIDERING ANY SUITABLE PROPOSAL RECEIVED DURING THE TRIAL PERIOD FOR THE LONGER-TERM LEASE OR USE OF THE PREMISES.**

15.2 TRUSTS LEASES

15.3 TRUSTS FINANCE

16 NEW BUSINESS OF AN URGENT NATURE INTRODUCED BY DECISION OF MEETING

17 CLOSE OF MEETING