



Council Plan 2025-29



Acknowledgement

Moira Shire Council acknowledges the Yorta Yorta Nation as the Traditional Owners of this land. We recognise the deep spiritual connection to land, waterways and community of the eight clan groups of Yorta Yorta Nation.

We pay our respects to Elders past and present and extend that respect to all Aboriginal and Torres Strait Islander Peoples.

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Introduction

We are pleased to present the Council Plan 2025-2029 — a clear and strategic roadmap to guide Moira Shire over the next four years.

This Plan is grounded in the *Moira2045* Community Vision, which reflects the long-term hopes, values and aspirations of our community. The Vision sees Moira Shire as a thriving, connected regional area, centred around four key themes: Community, Environment, Liveability and Prosperity—the things that matter most to our people.

The Council Plan is our blueprint for action. It lays the foundation for a stronger future by outlining how we'll deliver on the Vision over the next four years.

Structured around five strategic pillars the Plan also sets out our key infrastructure priorities and areas of focus.

Moira Shire is changing. Our population is growing. We're facing new challenges and adapting to social, environmental, and economic shifts.

That's why this Plan puts strong leadership, collaboration, and resilience at the centre of our approach. It balances the need to meet today's priorities while preparing for tomorrow's opportunities.

Over the next four years, we are committed to strengthening the relationship between Council and our community. We'll do this by listening, learning, and earning your trust—building meaningful partnerships with residents, businesses, and community groups.

We'll work hand in hand with the community and other levels of government to secure funding to deliver better services and infrastructure. Our strong advocacy will ensure that Moira's voice is heard.

We understand the importance of financial responsibility. We also see this Plan as an opportunity—to think creatively, work collaboratively, and deliver smart, sustainable solutions that make a real difference.

This Council Plan is more than just a document—it's our commitment to thoughtful leadership, long-term planning, and putting our community first.

Together, let's shape a Moira Shire that is resilient, sustainable, and connected—now and into the future.



Dr Graeme Emonson PSM,
Chair Administrator



Susan Benedyka,
Administrator

Our Community

Moira Shire spans 4,045 square kilometres across northern Victoria, extending from Bundalong in the east to Barmah in the west. Our northern boundary is defined by the Murray River, while our south-western, southern, and south-eastern edges border the municipalities of Campaspe, Greater Shepparton, Benalla, Wangaratta, and Indigo.



OUR PLACE

4,045 km²

Area size



3,813 km

Roads



226 km

Pathways



6

Pools



80

Playgrounds



29

Netball/tennis courts



123

Public parks



18,947

Rateable properties



14,907

Private dwellings





OUR PEOPLE

30,522

Population,
rising to 35,888
by 2046



50.1%

Female



2.1%

Aboriginal and/or
Torres Strait Islander



49.9%

Male



81.9%

Born in
Australia



12.5%

Speak a language
other than English
at home



48 years

Median age



10.3%

People with a
tertiary qualification



\$43,724

Median household
income



2.3 people

Average
household
size



14.6%

People who
volunteer



7.8%

People needing
assistance with
core activities



15.4%

People who
care for
someone with
a disability





OUR ECONOMY

3,293

Businesses



11,976

Jobs



Top job sectors



Agriculture, Forestry and Fishing



Health Care and Social Assistance



Manufacturing



Construction



Retail Trade

\$2.28 B

Gross regional product



Top economic outputs



\$1.25 B
Manufacturing



\$1.01 B
Agriculture, Forestry and Fishing



\$0.70 B
Construction

\$4.99 B

Economic output



1,843,958

Visitor nights



712,000

Visitors



\$1.79 B

Regional exports



Top exports



\$840 million
Manufacturing



\$590 million
Agriculture, Forestry and Fishing



\$140 million
Construction

\$269 M

Total visitor spend



moira2045

Community Vision

By 2045 we will be a thriving,
connected regional community.

The *Moira2045* Community Vision is built around four key themes — Community, Environment, Liveability, and Prosperity — which reflect the priorities and aspirations of our region. These pillars will guide Moira Shire's future, ensuring a thriving, sustainable, and connected community for all.



Community

**By 2045,
we will have:**

Welcoming, connected, informed and engaged communities.

A growing and supported population of residents, workers and visitors.

Inclusive, safe and sustainable spaces.

A strong and proud connection to place, culture and history.



Environment

**By 2045,
we will have:**

Sustainable agriculture and well-managed water entitlements.

Healthy, accessible waterways and natural environments that protect and increase local flora and fauna.

An urban forestry system that increases liveability of communities.

A progressive local circular economy with renewable energy sources and minimal emissions.



Liveability

**By 2045,
we will have:**

Digitally connected and capable communities.

Safe and accessible transport and roads that connect the region.

Access for all to services that support healthy living.

Community facilities and assets that enable community activity, the arts and recreation.



Prosperity

**By 2045,
we will have:**

Strong and innovative agriculture, commercial and manufacturing enterprises.

Sustainable year-round visitor experiences that embrace Moira's diversity and assets.

Growing education opportunities and local employment pathways.

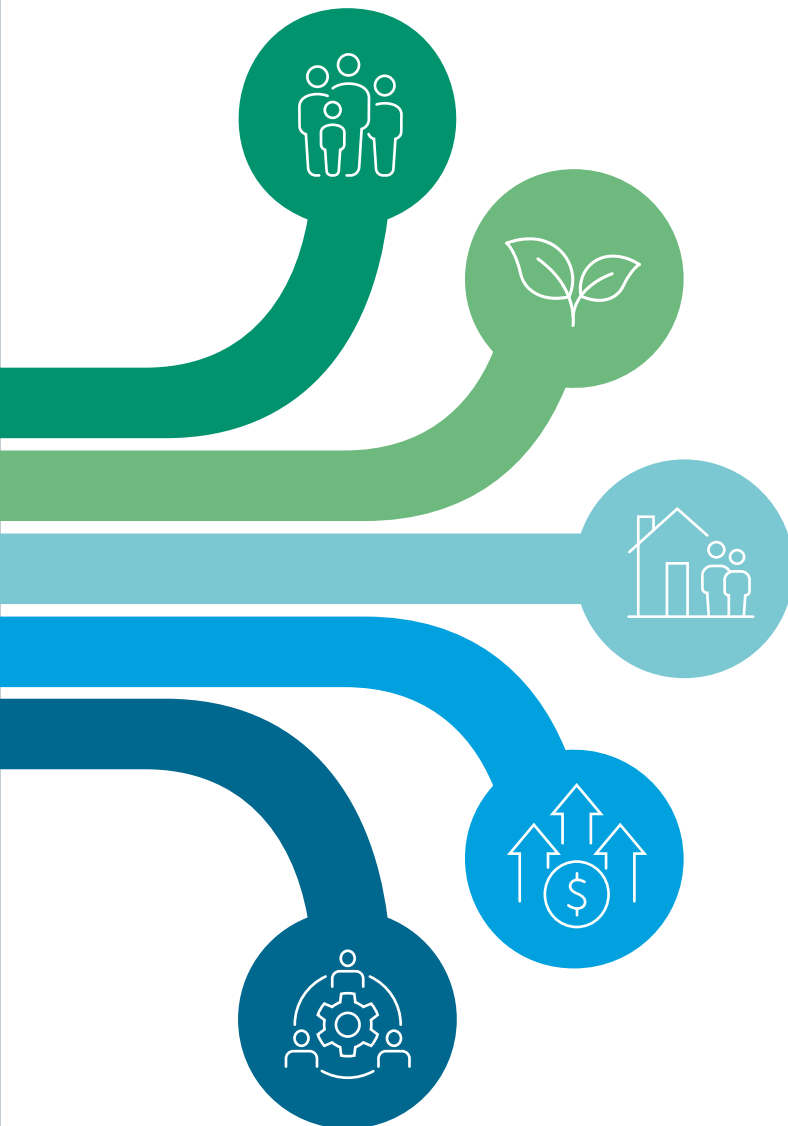
A growing, productive and forward-thinking economy.

Our Mission

We will be a leading Council, taking intentional action to support the realisation of the *Moira2045* Community Vision.

We will embrace new ways of thinking, demonstrate financial responsibility, cultivate strong partnerships and seek external investment to strengthen our region.

Our Strategic Pillars



PILLAR ONE

Community

Healthy, safe, well serviced and connected communities.

PILLAR TWO

Environment

Enhanced natural environments.

PILLAR THREE

Liveability

Well planned and maintained places and spaces.

PILLAR FOUR

Prosperity

A strong and diversified regional economy.

PILLAR FIVE

Leading Organisation

A community-centered organisation focused on best practice.



PILLAR ONE Community

STRATEGIC GOAL

Healthy, safe, well serviced and connected communities.

FOCUS AREAS

STRATEGIC FOCUS AREA	STRATEGIC INDICATORS
Enhance the health and wellbeing of our communities	<ul style="list-style-type: none"> ● Average life expectancy of the population. ● Childhood immunisation rates. ● Percentage of population with chronic disease.
Support community preparedness and planning for emergencies and natural disasters	<ul style="list-style-type: none"> ● Number of community led preparation activities and plans developed.
Strengthen community leadership and volunteer participation	<ul style="list-style-type: none"> ● Number of Community Leadership Program graduates. ● Volunteering rates across the community.
Enhance community safety awareness	<ul style="list-style-type: none"> ● Number of events / programs delivered with partner agencies. ● Number of community education activities / events supported.
Responsible Pet Ownership	<ul style="list-style-type: none"> ● Number of registered animals. ● Number of surrendered animals.
Digitally connected and capable citizens	<ul style="list-style-type: none"> ● Number of identified digital black spots. ● Number of participants at Digital Literacy Programs offered throughout the shire. ● Australia Digital Inclusion Index for Moira.
Community-led Community Development	<ul style="list-style-type: none"> ● Number of Community Plans developed. ● Number of Community Projects completed.

MAJOR INITIATIVES

	25/26	26/27	27/28	28/29
Develop and implement a Municipal Health and Wellbeing Plan 2025-2029	✓	✓	✓	✓
Implement the All-Abilities Access and Inclusion Plan 2023-2026	✓	✓		
Develop the All Abilities and Inclusion Plan 2027-2031	✓	✓	✓	✓
Develop and implement a Reconciliation Action Plan 2025-2027	✓	✓	✓	✓
Deliver the Moira Youth Council and youth events programs	✓	✓	✓	✓
Deliver an annual Community Leadership Program	✓	✓	✓	
Review and update the Community Safety Strategy		✓		
Review and implement the Domestic Animal Management Plan	✓	✓	✓	✓
Develop and implement a Digital Inclusion Strategy		✓	✓	✓
Develop and implement a Community Planning Program		✓	✓	✓

SUPPORTING STRATEGIES AND PLANS

- All Abilities Access and Inclusion Plan 2023-2026
- Arts and Culture Strategy 2020-2026
- Community Safety Strategy 2016-2021
- Heatwave Plan 2019
- Municipal Emergency Management Plan 2024
- Recreation Strategy 2016-2026
- Wellbeing for the Ages Strategy 2018-2027
- Domestic Animal Management Plan 2021-2025
- Community Amenity Local Law 2023

SUPPORTING SERVICES

- Local Laws and Animal Management
- Community Development (Youth, Arts, Culture, Disability and Ageing)
- Community Event Support
- Community Grants
- Emergency Preparedness, Response and Recovery
- Environmental Health
- Immunisation
- Libraries
- Maternal and Child Health
- Mosquito Management
- Regulation and enforcement of Local Laws
- School Crossing Supervision
- Sport and Recreation Planning



PILLAR TWO

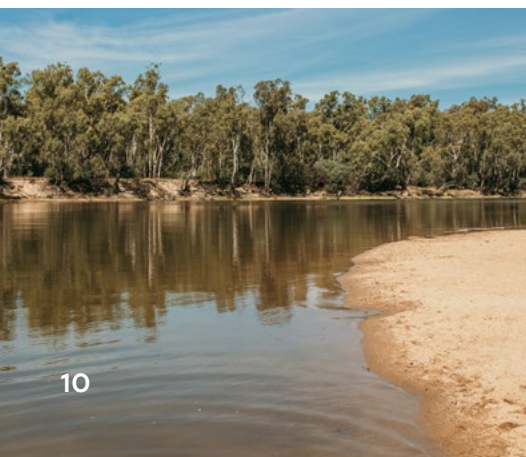
Environment

STRATEGIC GOAL

Enhanced natural environments.

FOCUS AREAS

STRATEGIC FOCUS AREA	STRATEGIC INDICATORS
Plan and prepare for climate adaptation	<ul style="list-style-type: none">Percentage of Council projects with Water Sensitive Urban Design initiatives.Volume of Council water use and reuse.
Reduce Council's environmental impact	<ul style="list-style-type: none">Electricity consumption from non-renewable sources.Emissions from Council's fleet of plant, heavy and passenger vehicles.Number of Environmental Sensitive Urban Design elements in all new Council building projects.
Support a circular economy	<ul style="list-style-type: none">Percentage of waste diverted from landfill (food and garden organics, commingled recycling and glass).
Enhanced natural environments, ecosystem and biodiversity management	<ul style="list-style-type: none">Number of new trees planted by Council.Number of roadside kilometres treated for pests and weeds.Area of urban tree canopy cover.



MAJOR INITIATIVES

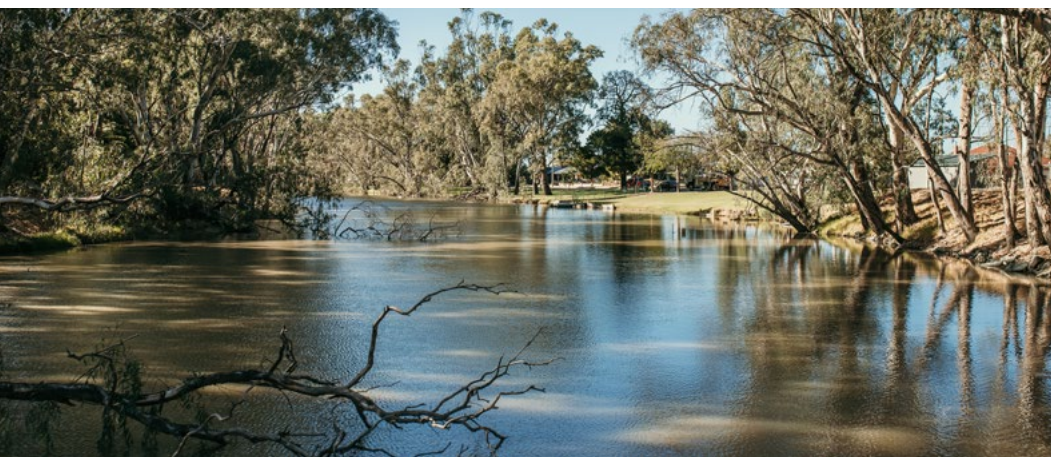
	25/26	26/27	27/28	28/29
Review and implement an Environmental Sustainability Strategy	✓	✓	✓	✓
Develop a masterplan for Lake Numurkah in consultation with the community		✓	✓	
Review the Domestic Wastewater Management Plan (DWMP)		✓		
Develop and implement an Urban Canopy Strategy		✓	✓	✓
Develop a community Electric Vehicle Network Strategy		✓	✓	

SUPPORTING STRATEGIES AND PLANS

- Corporate Emissions Reduction Plan 2018-2021
- Domestic Wastewater Management Plan 2007
- Environmental Sustainability Strategy 2022-2026
- Preparing for Climate Change – Adaption Plan 2010
- Roadside Weed and Pest Animal Control Management Plan 2020-2027
- Waste Management Strategy 2018-2027

SUPPORTING SERVICES

- Community Wastewater Schemes
- Kerbside Waste Collection
- Sustainability and Biodiversity Programs
- Resource Recovery Centres and Landfill Operations
- Cobram and Numurkah Resale Sheds





PILLAR THREE Liveability

STRATEGIC GOAL

Well planned and maintained places and spaces.

STRATEGIC FOCUS AREAS

STRATEGIC FOCUS AREA	STRATEGIC INDICATORS
Meeting the needs of growing communities	<ul style="list-style-type: none"> Percentage of planning permit applications decided within 60 days. Number of new housing approvals. Future supply of industrial and commercial land.
Safer road and transport network	<ul style="list-style-type: none"> Number of fatal and serious injury crashes.
Inclusive and accessible public places and spaces that encourage active lifestyles, recreation and social connections	<ul style="list-style-type: none"> Total area of passive and active recreation spaces. Number of capital projects in reserves, facilities and public parks.
Vibrant Art and Cultural Precincts and Experiences	<ul style="list-style-type: none"> Number of Council supported community art installations. Number of Council supported art and culture events.



MAJOR INITIATIVES

	25/26	26/27	27/28	28/29
Conduct a review of the Moira Planning Scheme	✓	✓		
Complete the Bundalong Structure Plan	✓			
Streamline planning and development assessment processes	✓	✓	✓	✓
Establish a process for monitoring land supply by land use category		✓		
Develop urban character and design plans for Yarrawonga and Cobram			✓	✓
Develop and implement Council's Open Space Strategy	✓	✓	✓	✓
Develop and implement Council's Road Safety Strategy	✓	✓	✓	✓
Conduct shire wide School Zone traffic and pedestrian safety assessments	✓	✓		
Review Council's Asset Management Framework	✓			
Develop a strategy to maximise utilisation of community assets and infrastructure			✓	
Develop a strategy prioritising essential infrastructure links for upgrade consideration in the asset categories of roads, drainage, kerb and footpaths	✓	✓	✓	
Finalise Yarrawonga Aerodrome Masterplan and operating model	✓	✓		
Endorse the draft Small Town Sports Strategy and seek external funding to deliver the identified recreation facility upgrades	✓	✓	✓	✓
Develop and implement Moira Shire Arts and Culture Strategy 2027-2031		✓	✓	✓
Review Moira Creative Arts Hub model and sustainable funding for arts programs in Moira Shire	✓			

SUPPORTING STRATEGIES AND PLANS

- Aquatic Facilities Strategy 2018-2027
- Asset Management Plan 2021-2031
- Asset Management Strategy
- Domestic Animal Management Plan 2021-2025
- Electric Line Clearance Management Plan 2025-2026
- Moira Shire Play Strategy 2023
- Moira Planning Scheme
- Road Management Plan
- Draft Small Town Sports Strategy
- Various Recreation Reserve and Facility Masterplans
- Major Towns Strategy
- Yarrawonga Framework Plan

SUPPORTING SERVICES

- Aerodrome
- Aquatic Facilities
- Asset Management
- Building Services
- Buildings and Facilities Maintenance
- Capital Project Delivery
- Design Engineering Services
- Management of reserves, playgrounds and skateparks
- Open Space Maintenance
- Statutory Planning
- Strategic Planning



PILLAR FOUR Prosperity

STRATEGIC GOAL

A strong and diversified regional economy.

STRATEGIC FOCUS AREAS

STRATEGIC FOCUS AREA	STRATEGIC INDICATORS
Supporting the development of a more diverse local economy	<ul style="list-style-type: none"> Number of registered businesses in Moira. Diversity of manufacturing industry businesses. Local spend with retail and service businesses.
Attracting more visitors all year round	<ul style="list-style-type: none"> Visitor rates in peak and off-peak periods. Council's investment in Regional and Local Tourism Organisations.
Stronger linkages and pathways between students, educational institutions, and employers	<ul style="list-style-type: none"> Percentage of population with post secondary school qualifications. Number of partnerships developed with employers and training organisation.



MAJOR INITIATIVES

	25/26	26/27	27/28	28/29
Develop and implement a new Economic Development Strategy	✓	✓	✓	✓
Finalise the Numurkah, Katunga and Strathmerton Growth Corridor Strategy	✓			
Deliver and implement a Tourism Destination Management Plan	✓	✓	✓	✓
Develop and implement an events attraction strategy			✓	✓
Develop and implement a business plan for the Barmah Heritage and Education Centre	✓	✓	✓	✓

SUPPORTING STRATEGIES AND PLANS

- Economic Development Strategy 2019-2023
- Recreational Vehicle (RV) Friendly Strategy 2020
- Tourism Plan 2022-2026

SUPPORTING SERVICES

- Business support
- Tourism marketing, product development and support
- Visitor services





PILLAR FIVE

Leading Organisation

STRATEGIC GOAL

A community-centered organisation focused on best practice.

STRATEGIC FOCUS AREAS

STRATEGIC FOCUS AREA	STRATEGIC INDICATORS
Advocate strongly for our community	<ul style="list-style-type: none"> Number of meetings with state and federal government representatives. Number of successful advocacy outcomes.
Foster community connection and trust in Council	<ul style="list-style-type: none"> Number of community engagement activities and events. Community satisfaction with decisions made in the interest of the community.
Align council services to community need	<ul style="list-style-type: none"> Number of service profiles developed.
Streamline Council operations and services	<ul style="list-style-type: none"> Customer request response times completed within standards. Number of digital enablement projects completed.
Provide a safe and inclusive workplace	<ul style="list-style-type: none"> Percentage of employees who would recommend Moira as a place to work. Number of completed OHS improvement initiatives.
Council decision making is informed by diverse community views	<ul style="list-style-type: none"> Participation rates in community consultation including diversity of responses. Number of matters referred from Council to the Youth Council and the All Abilities Committee.

MAJOR INITIATIVES

	25/26	26/27	27/28	28/29
Revise and implement Council's Advocacy Plan	✓	✓	✓	✓
Implement Council's Customer Experience Strategy	✓	✓	✓	✓
Develop Service Profiles for Council services	✓	✓	✓	✓
Implement the Competency Framework and Leadership Development Program	✓	✓	✓	✓
Maintain an active role in regional collaboration opportunities with cross border planning, other councils and regional bodies.	✓	✓	✓	✓
Implement Council's OHS Improvement Plan	✓	✓	✓	✓
Finalise the Electoral Representation Review in advance of the 2028 local government elections		✓		
Develop and implement a Digital Transformation Strategy	✓	✓	✓	
Renew Council's Gender Equality Action Plan	✓	✓	✓	✓

SUPPORTING STRATEGIES AND PLANS

- Annual Budget
- Customer Experience Strategy 2025-2028
- *Moirra2045* Community Vision
- Good Governance Framework 2024
- Gender Equality Action Plan 2021-2025
- Financial Plan 2025-2035
- Revenue and Rating Plan 2025-2029
- Service Planning Framework 2024
- Workforce Action Plan 2021-2025
- Advocacy Plan

SUPPORTING SERVICES

- Customer Service and Complaints Handling
- FOI and Privacy
- Communications and Engagement



Our Major Infrastructure Commitments

Over the life of this Council Plan, we are committed to planning and delivering a number of major infrastructure projects that will create lasting benefits for our community.

We have highlighted key projects that are expected to have the most significant impact on Moira Shire's future.

Our focus will increasingly shift toward renewing and upgrading existing infrastructure, ensuring it continues to meet the needs of our growing and changing community. We will be able to pursue additional large-scale infrastructure projects beyond those identified in this plan if we secure significant external funding for those projects.

DELIVER

Projects that we aim to plan and deliver within the next four years.

YARRAWONGA LIBRARY, EVENTS AND PERFORMANCE PRECINCT		
Stage 1 Library, multi-purpose rooms, cafe	Estimated completion March 2026	\$11.2m
Stage 2 Upgrades to Yarrawonga Shire Hall including accessibility	Estimated completion June 2028	\$1.5m
YARRAWONGA MULTISPORT STADIUM		
Stage 1 Indoor courts and supporting facilities	Estimated completion December 2026	\$16.2m
NUMURKAH FLOOD LEVEE		
Stage 1 Northern Levee Bank	Estimated completion March 2026	\$4.7m
Stage 2 Southern Levee Bank – Planning	Estimated completion June 2026	\$225k
Stage 2 Southern Levee Bank – Construction	Estimated completion To be determined	\$8m to \$12m (pending final design, subject to securing external funding)
COBRAM SCOTT RESERVE PAVILION		
Stage 1 Detailed Design	Estimated completion February 2026	\$250k
Stage 2 Construction	Estimated completion To be determined	\$7m (pending final design, subject to securing external funding)
COBRAM, NUMURKAH AND YARRAWONGA DRAINAGE PLANS		
Prioritisation of projects identified in the Cobram, Numurkah and Yarrawonga Drainage Plans.	Progressively completed over the 10 year period.	\$20m (nominal allocation of \$2m per year for each year of the 10 year financial plan)



PLAN

We aim to complete planning on the following projects within the next four years. It should be noted that the funding for these projects needs to be resolved and has not been factored into Council's 10 year Financial Plan.

THOMPSONS BEACH MASTERPLAN		
Stage 1 Master planning and Concept Design	Estimated completion March 2027	\$900k
Stage 2 Construction	Estimated completion to be determined upon completion of master plan	\$7m to \$10m (pending final design, note this project is unfunded and construction is currently outside the scope of the 10 year financial plan)
FORMER YARRAWONGA PRIMARY SCHOOL SITE		
Stage 1 Master planning and Investment Plan	Estimated completion January 2026	\$40k
Stage 2 Site acquisition	Estimated completion July 2026	Subject to final negotiation with State Government
Stage 3 Refurbishment/Redevelopment	Estimated completion to be determined upon completion of master plan and consideration of future use / occupation of site and funding sources (likely a staged project with early works completed by December 2027).	\$5m to \$10m (The refurbishment project is unfunded and construction is currently outside the scope of the 10 year financial plan – this project will require a funding plan and significant external funding contributions)

Our Organisation

The delivery of this Council Plan and its strategic objectives will be underpinned by the strength of our capable organisation and dedicated workforce — comprising over 250 employees, led by an experienced CEO and Executive Team. United by a shared purpose, we are committed to achieving high-quality outcomes for the Moira Shire community.

Our people work within a clear competency framework that embeds our core values of Integrity, Respect, Honesty, Teamwork, and Accountability. These values guide everything we do, underpinned by a strong focus on safety, wellbeing, and people-focused leadership.

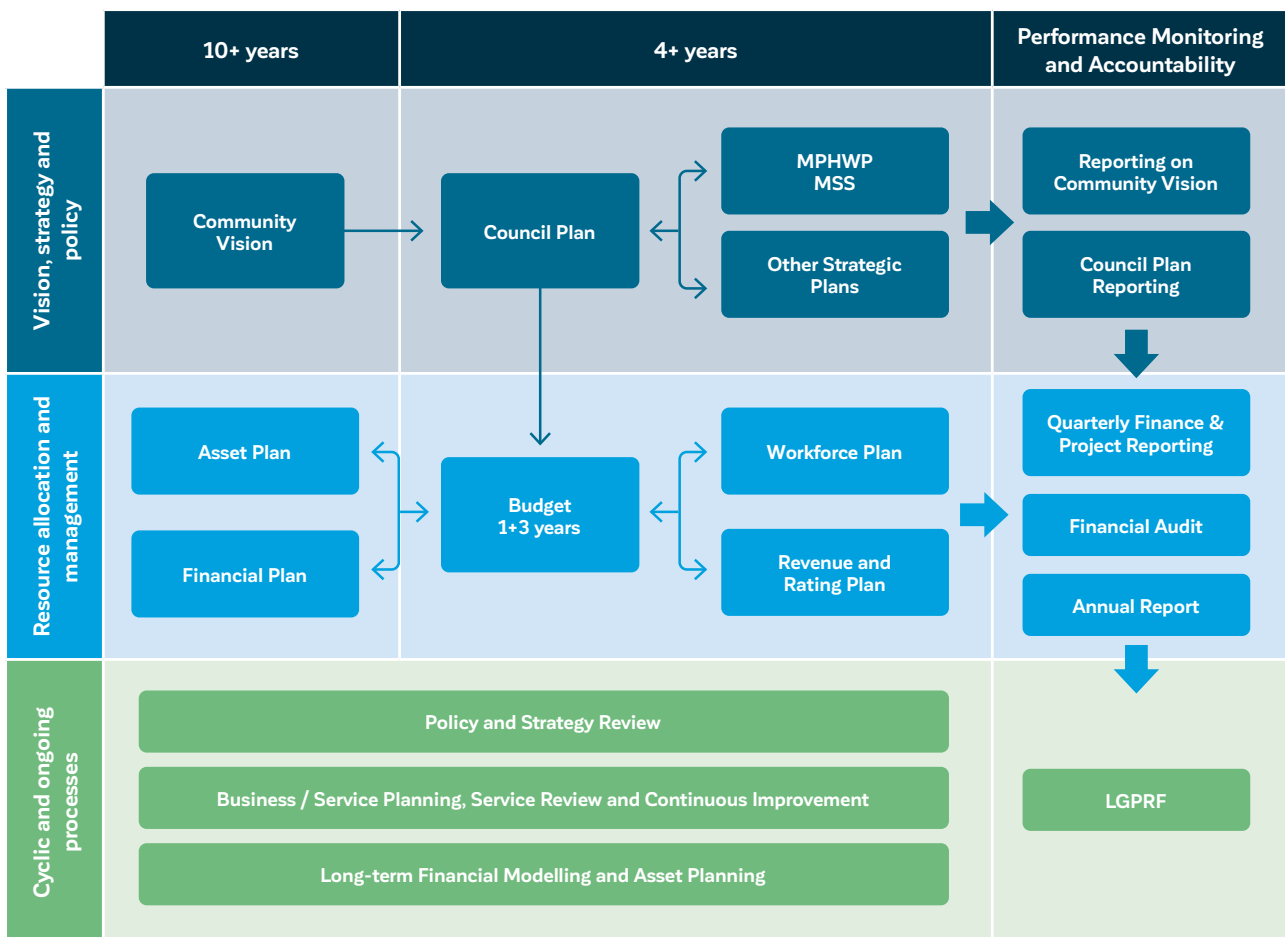


Our Integrated Planning and Reporting Framework

We will continue to strengthen our Integrated Planning and Reporting Framework (IPRF) of which this Council Plan is a major component, as illustrated in the accompanying diagram. It demonstrates how our long-term strategic documents — such as the Community Vision — inform the Council Plan, and how these, in turn, shape the strategic plans and priorities delivered through Council’s annual budget.

Our full suite of strategic documents is available on the Council website.

We will primarily monitor and review our progress through the Council’s Annual Report and the Local Government Performance Reporting Framework.



Informed by Community

This Council Plan is Council's commitment over the coming four years to lay the foundations to successfully realise the long term vision for our community, *Moira2045 Community Vision*. The Council Plan 2025-2029 is structured around the *Moira2045 Community Vision* and was informed by the various community engagement activities undertaken as detailed below.

COMMUNITY PANEL

In November 2024, Moira Shire Council appointed a Community Panel of 19 residents to develop a vision for the future of our shire. The Panel was appointed to represent a broad range of demographics and perspectives, ensuring diverse voices from across the region.

The Panel participated in two workshops, collaborating to identify key priorities, analyse and capture community aspirations, to shape the *Moira2045 Community Vision*. A further workshop with the Panel was undertaken to review the draft Council Plan 2025-2029, to ensure the Plan aligned with the community's longer-term aspirations in the Vision.

Council thanks the members of the Community Panel for the significant contribution of their time, thoughts and experiences which have helped shape Council's strategic direction.

SURVEYS

Two community surveys were undertaken throughout the development of the *Moira2045 Community Vision*. The objective of the first survey, undertaken in late 2024 was to inform the initial review of the Vision that enabled the Community Panel to identify key themes and priorities to inform the development of the *Moira2045 Community Vision*.

The second survey which was undertaken following the development of the draft *Moira2045 Community Vision* was designed to seek community feedback on the draft themes and the central vision statement.

COMMUNITY CONVERSATIONS

Approximately 60 conversations occurred at the community pop ups which were held across Yarrawonga, Cobram, Numurkah and Nathalia during consultation on the draft *Moira2045 Community Vision* in April 2025. Valuable community insights and contributions were received through these pop ups which were used to guide the finalisation of the *Moira2045 Community Vision* and to inform the development of the draft Council Plan 2025-2029.

Further community conversations were held during a second round of community pop ups in Yarrawonga, Cobram, Numurkah and Nathalia during the 'Building our Moira' consultation campaign in May 2025 to seek community feedback on the draft Council Plan 2025-2029 and other significant strategic documents.



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