



MEETING HELD ON WEDNESDAY 1 FEBRUARY 2017

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TABLE OF CONTENTS

Item No.	Title	Page No.
	Declaration of Opening	3
	Declarations of Interest	4
	Apologies/Leave of absence	4
	Announcements by the Presiding Member without discussion	4
	Identification of matters for which the meeting may be closed to the public	4
	Petitions and deputations	4
	Report	5
1	Joondalup Performing Arts and Cultural Facility Business Case	5
	Closure	17

CITY OF JOONDALUP

MINUTES OF THE SPECIAL MAJOR PROJECTS COMMITTEE MEETING HELD IN CONFERENCE ROOM 1, JOONDALUP CIVIC CENTRE, BOAS AVENUE, JOONDALUP ON WEDNESDAY 1 FEBRUARY 2017.

ATTENDANCE

Committee Members

Mayor Troy Pickard	Presiding Member	Absent from 9.28pm to 9.31pm
Cr Kerry Hollywood	Deputy Presiding Member	
Cr Nige Jones		Absent from 9.29pm to 9.30pm
Cr Liam Gobbert		Absent from 9.28pm to 9.30pm
Cr Mike Norman		
Cr John Chester		Absent from 9.28pm to 9.30pm.
Cr Russ Fishwick, JP		

Observers

Cr Tom McLean, JP	
Cr Philippa Taylor	from 9.05pm
Cr Russell Poliwka	Absent from 9.28pm to 9.29pm and from 9.30pm to 9.32pm
Cr Christine Hamilton-Prime	
Cr John Logan	Absent from 9.11pm to 9.14pm
Cr Sophie Dwyer	

Officers

Mr Garry Hunt Mr Mike Tidy	Chief Executive Officer Director Corporate Services	
Mr Jamie Parry	Director Governance and Strategy	from 8.05pm; Absent from 8.14pm to 8.15pm; and from 9.28pm to 9.29pm
Ms Dale Page	Director Planning and Community	
	Development	Absent from 9.30pm to 9.31pm
Mr Nico Claassen	Director Infrastructure Services	
Mr Brad Sillence	Manager Governance	from 8.02pm;
	-	Absent from 9.28pm to 9.31pm;
		and from 9.32pm to 9.33pm
Mr Blignault Olivier	Manager City Projects	
Mr John Byrne Mr Scott Collins Mrs Lesley Taylor	Governance Coordinator Senior Projects Officer Governance Officer	to 8.56pm

DECLARATION OF OPENING

The Presiding Member declared the meeting open at 8.01pm.

The Manager Governance entered the room at 8.02pm.

DECLARATIONS OF INTEREST

Nil.

APOLOGIES/LEAVE OF ABSENCE

Leave of Absence previously approved

Cr Russ Fishwick, JP	21 February to 24 February 2017 inclusive;
Cr Mike Norman	21 February to 24 February 2017 inclusive;
Cr Mike Norman	2 March to 11 March 2017 inclusive;
Cr Russ Fishwick, JP	2 March to 16 March 2017 inclusive.

ANNOUNCEMENTS BY THE PRESIDING MEMBER WITHOUT DISCUSSION

Nil.

IDENTIFICATION OF MATTERS FOR WHICH THE MEETING MAY BE CLOSED TO THE PUBLIC

In accordance with Clause 5.2 of the City's *Meeting Procedures Local Law 2013*, this meeting was not open to the public.

PETITIONS AND DEPUTATIONS

Nil.

REPORT

ITEM 1 JOONDALUP PERFORMING ARTS AND CULTURAL FACILITY BUSINESS CASE

WARD	North		
RESPONSIBLE DIRECTOR	Mr Garry Hunt Office of the CEO		
FILE NUMBER	75577, 101515		
ATTACHMENTS	Attachment 1	Joondalup Performing Arts and Cultural Facility Business Case	
	Attachment 2	Joondalup Performing Arts and Cultural Facility Business Case - Part Two (Appendix 4 - JPACF Financial and Scenarios Evaluation)	
	Attachment 3	Draft Communications Plan and Communication Materials	
AUTHORITY / DISCRETION	Executive - The substantial direction setting and oversight role of Council, such as adopting plans and reports, accepting tenders, directing operations, setting and amending budgets.		

PURPOSE

For Council to endorse the refined Joondalup Performing Arts and Cultural Facility (JPACF) Business Case and the draft communications plan and communication materials for the purpose of advertising for public comment.

EXECUTIVE SUMMARY

At its meeting held on 28 November 2016 the Major Projects Committee resolved in part that it:

- *"4 REQUESTS the Chief Executive Officer to amend the Joondalup Performing Arts and Cultural Facility Business Case to include all proceeds from the sale of the Tamala Park Regional Council land being allocated to the Joondalup Performing Arts and Cultural Facility;*
- 5 REQUESTS the draft communications plan and communication material for the Joondalup Performing Arts and Cultural Facility be submitted to the Major Projects Committee for endorsement;
- 6 REQUESTS the Chief Executive Officer to include as part of the City's Economic Development Strategy a new pillar of creativity and innovation".

The JPACF Business Case has now been refined to include all proceeds from the sale of the City's share of the Tamala Park Regional Council land being allocated to the Joondalup Performing Arts and Cultural Facility. Other refinements include:

- updating the presentation of the project total cash flows to reflect the inclusion of Tamala Park proceeds
- inclusion of project 'cost per ratepayer' details
- updating Appendix 4 (Financial and Options Evaluation) of the Business Case (Attachment 2 refers) to reflect the changes outlined above
- updating the project timelines.

The refinements are outlined in the Details section of this report and are highlighted in the attached JPACF Business Case (Attachment 1 refers).

As a due diligence measure, since the meeting of the Major Projects Committee held on 28 November 2016, the City has investigated the consistency of the JPACF Business Case with previous City business cases and also sought external advice from Deloitte regarding the definition of a business case and the consistency of the JPACF Business Case with this definition. Deloitte did not highlight any issues requiring further amendments to the JPACF Business Case. A summary of the comparison to the City's 2012 Multi Storey Car Park (MSCP) Business Case and comments on the current JPACF Business Case from Deloitte are outlined in this Report.

The draft communications plan and communication materials have now been prepared for the community consultation process. It is proposed that, if approved by Council, the community consultation process will commence on Thursday 16 February 2017 and run for 42 days. Details of the proposed community consultation process are provided in Attachment 3 and below in the Consultation section of this Report.

The City's *Economic Development Strategy* has been reviewed and amended to include a new pillar of creativity and innovation. A separate report has been prepared for adoption by the Council.

It is therefore recommended that Council:

- 1 ENDORSES the refined Joondalup Performing Arts and Cultural Facility Business Case, dated January 2017, for the purpose of advertising for public comment;
- 2 ENDORSES the draft communications plan and communication materials for the Joondalup Performing Arts and Cultural Facility project as outlined in Attachment 3 to this Report and the Consultation section of this Report;
- 3 NOTES that the public comment period will run for 42 days commencing on 16 February 2017 and closing on 30 March 2017;
- 4 NOTES that the Joondalup Performing Arts and Cultural Facility Business Case is predicated on the full utilisation of Tamala Park land sale proceeds;
- 5 NOTES that a further report will be provided to Council detailing the results of the community consultation process.

BACKGROUND

At its meeting held on 28 November 2016 the Major Projects Committee resolved that it:

- "1 NOTES the review of the refined Joondalup Performing Arts and Cultural Facility Business Case by consultants Deloitte and corresponding responses from the City Management and Pracsys as detailed in Attachments 1, 2 and 3 to this Report;
- 2 NOTES the City was not successful in its grant application to round three of the Federal Government's National Stronger Regions Fund;
- 3 NOTES the three Joondalup Performing Arts and Cultural Facility Business Case review reports from consultants Pracsys, Paxon Group and Rudi Gracias provided in Attachment 5 to this Report;
- 4 REQUESTS the Chief Executive Officer to amend the Joondalup Performing Arts and Cultural Facility Business Case to include all proceeds from the sale of the Tamala Park Regional Council land being allocated to the Joondalup Performing Arts and Cultural Facility;
- 5 REQUESTS the draft communications plan and communication material for the Joondalup Performing Arts and Cultural Facility be submitted to the Major Projects Committee for endorsement;
- 6 REQUESTS the Chief Executive Officer to include as part of the City's Economic Development Strategy a new pillar of creativity and innovation."

DETAILS

Business Case

Refinements

Financials

As requested by the Major Projects Committee at its meeting held on 28 November 2016 the JPACF Business Case has now been amended to include all proceeds from the sale of the Tamala Park land being allocated to the JPACF. This and other refinements are highlighted in the attached Business Case document (Attachment 1 refers) and are summarised as follows:

- A new Section "6.2 Funding" has been added which explains in more detail the assumptions regarding the funding of the JPACF. This includes an explanation of how the future Tamala Park proceeds is assumed to assist with the repayment of the borrowings. All of the values included in Section 6.2 were included in the previous version of the Business Case however the changes now provide more information such as the purpose of each of the reserves and when they were established.
- A clarification statement has been added to Section 6.2 explaining that the 20 Year Strategic Financial Plan is a planning tool only and the City is not bound by the assumptions. There are some significant assumptions made for the JPACF regarding the use of the reserves and the Tamala Park proceeds. While these assumptions are also included in the adopted 20 Year Strategic Financial Plan, this is only a planning tool and the City is not bound by these assumptions.

- The existing section "6.6 Total Cash Flows" has been expanded as follows:
 - Separated into two tables, the first table deals with the incremental cash flows caused by the JPACF, the second table then includes the funding assumptions, both pre-construction and post-construction.
 - Each line of the tables now has an explanation of the source.

The overall net impact for the recommended scenario (Scenario 3) is now shown as \$170.8 million; the impact shown in the previous business case was \$217.5 million. The difference of \$46.7 million is due to the inclusion of the Tamala Park proceeds received after construction. It is worth noting that the previous Business Case did mention the use of the \$46.7 million Tamala Park proceeds (within Section 6.1) however did not include it in the overall cash flow tables in Section 6.6.

• A new section "6.8 – Costs per Rateable Property" has been added to provide more clarity on the impacts of the JPACF per rateable property. The previous Business Case included some limited details on the impacts per ratepayer, but as recommended in the Deloitte review this section now provides further details.

Appendix 4 "Financial and Scenarios Evaluation" of the JPACF Business Case (Attachment 2 refers) has also been amended in line with the issues outlined above.

The revised Business Case has also evaluated the timing of the Tamala Park proceeds and compared this to the timings of the loan repayments to consider if there is a reduction in interest costs that can be directly attributed to the JPACF Business Case. This comparison is included in the supporting Financial and Scenarios Evaluation document (Appendix 4 refers) and indicates that there is no benefit that can be directly attributed to the JPACF Business Case.

While the JPACF Business Case and the *20 Year Strategic Financial Plan* have made an assumption that all of the Tamala Park proceeds are used towards the funding of the JPACF there has been no formal Council resolution to this effect. If the Business Case for the JPACF is accepted on this basis then there would need to be a resolution to apply the Tamala Park proceeds in this way.

Timelines

The project timelines have been refined in Section "5.7 – Project Plan and Key Milestones" of the JPACF Business Case to reflect the progress on the project to date and the indicative timelines for future key milestones have been refined.

Definition of a Business Case and Consistency with Previous Business Cases

The City has investigated the consistency of the JPACF Business Case to previous business cases prepared by the City and also sought external advice from Deloitte regarding the definition of a Business Case. The findings are as follows:

Advice Provided by Deloitte

Deloitte were asked to provide a clear definition of a business case. Deloitte did not highlight any issues which required any other changes to the JPACF Business Case. The key issues from Deloitte and their supporting information are as follows:

- A business case should clearly demonstrate the incremental impacts of a decision, irrespective of funding options: The changes made since the 28 November meeting of the Major Projects Committee to the tables in Section 6.6 where there is a table showing the incremental impacts only and a separate table to deal with the funding issues, provide greater clarity regarding the incremental impacts.
- Whole of life costs must be included: The JPACF Business Case has always fully addressed whole of life costs.
- Options evaluated: These are included in Appendix 4 of the Business Case and have been considered in previous versions of the Business Case and in previous reports to the Major Projects Committee.
- Delivery model evaluated (such as scheduling, procurement, management model): Where possible to do so, the implementation issues are subject to comment in the JPACF Business Case but many of these would only be covered in detail (such as tenders) with subsequent reports to the Major Projects Committee as the project progresses.
- Value for money: Assessing whether value for money is being achieved considering the available options and investment proposal rationale. This is covered extensively in the JPACF Business Case, in explaining the rationale for the development of the project so far and then providing details of the social and economic benefits.
- Risk identification and mitigation: These issues are already included in the JPACF Business Case.

Deloitte summarised that there is no hard and fast rule for what a business case should include. Deloitte provided some useful references such as the *WA Treasury Framework for Business Cases*, known as the SAMF (*Strategic Asset Management Framework*). The City is already aware of the SAMF and uses most of its concepts. Deloitte also added that:

"As noted in our review of the JPACF Business Case, an extensive amount of work has been completed by the City of Joondalup and the JPACF Business Case covers off on most major items identified in the SAMF".

<u>City of Joondalup Multi Storey Car Park (MSCP) 2012 vs. JPACF Business Case November</u> 2016

The MSCP Business Case was approved by Council in December 2012 (CJ283-12/12 refers) and to date is the single largest investment decision the City has made. The Business Case was prepared on the same basis as the JPACF Business Case presented to the Major Projects Committee at its meeting held on 28 November 2016, outlined as follows:

- Reserve funds to assist with the MSCP construction were forecast up to the point of construction. These reserves were assumed to contribute to/reduce the amount of borrowing. This approach is indeed what happened in reality when the MSCP was constructed.
- This approach is exactly how the JPACF Business Case had already been prepared, where the current known reserves for JPACF and Tamala Park have been forecast to 2018-19 and assumed to reduce the amount of borrowings.

• Reserves available after construction of the MSCP were not included in the overall cash flows. A graph was provided in the MSCP Business Case (Section 8.5) which illustrated the impacts of overall parking operations (post-construction) including the MSCP. This was only an information item to demonstrate the overall cash flow leading up to a breakeven point. The primary part of the MSCP Business Case which formed the report to Council (Table 5 of CJ283-12/12 refers) was prepared on the basis explained above where only pre-construction reserves were included in the cashflows.

Amendment of the JPACF Business Case January 2017

The \$46.7 million proceeds from Tamala Park, estimated after construction of the JPACF, were mentioned in the text of Section 6.1 of the JPACF Business Case presented to the Major Projects Committee on 28 November 2016. However the \$46.7 million proceeds were not shown within the overall total cash flows impacts.

While the inclusion of the post-construction reserve proceeds into the total cash flows differs from the approach used in the MSCP business case, the inclusion of these proceeds provides a more complete picture of the overall impacts to the City, including funding. The inclusion does not change the overall position for the City and simply presents the numbers in a different format.

Economic Development Strategy

The City's *Economic Development Strategy* has been reviewed and amended to include a new pillar of creativity and innovation. A separate report has been prepared for adoption by the Council.

Issues and options considered

Council may decide to:

- approve the JPACF Business Case and authorise community consultation on the JPACF project based on the communication materials attached to this report
- not approve the JPACF Business Case and not authorise community consultation on the JPACF project
 - or
- request further amendments to the business case, and/or communication materials prior to proceeding with community consultation on the JPACF Project.

Legislation / Strategic Community Plan / policy implications

Legislation	The	City	is	governed	by	the	requirements	of	the
				<i>ent Act 19</i> 9 dertakings a			on to dealings velopment.	invol	ving

Strategic Community Plan

- Key theme Community Wellbeing.
- **Objective** Cultural development.
- **Strategic initiative** Establish a significant cultural facility with the capacity to attract world-class visual and performing arts events.
- Policy Community Consultation and Engagement Policy.

Risk management considerations

A comprehensive risk management plan outlining the risks apparent to the project has been prepared and is continually updated as the project progresses. The financial risks and sensitivities are outlined in the Business Case.

Financial / budget implications

Current financial year impact

Account no.	1-210-C1002.
Budget Item	Joondalup Performing Arts and Cultural Facility.
Budget amount	\$ 11,300,000
Amount spent to date	\$ 265,373
Balance	\$ 11,034,627

The budget allocated for 2016-17 is for the engagement of expert consultants and other costs associated with project management, site assessment, schematic design fees, design development fees, documentation and tendering. The budget also includes an allowance for the commencement of the construction process however due to recent progress on the project this is now unlikely to occur during 2016-17.

Future financial year impact

The development of the JPACF will require a significant financial contribution towards the capital cost, ongoing costs and an annual subsidy for the facility's operations.

The capital cost of the facility is estimated to be \$99.7 million in today's dollars.

The financial analysis undertaken to date for the JPACF, including the recent financial reviews, has repeatedly indicated an annual operating subsidy of between \$800,000 and \$900,000 (excluding borrowing costs and depreciation). It should be noted that investigations have indicated that annual operating subsidies for comparable facilities in Australia can exceed \$1 million.

20 Year Strategic \$ 97.4 million. **Financial Plan impact**

Impact year 2018-19.

All amounts quoted in this report are exclusive of GST.

Regional significance

The construction of the JPACF will enhance the City Centre as the major commercial, educational, recreational and arts and culture centre for the northern corridor of the Perth metropolitan area.

Sustainability implications

Sustainability implications have been considered during the schematic design stage and have been incorporated into the Business Case for the facility.

Consultation

From the early stages of the project the City has consulted widely on the JPACF project as follows:

- In the initial scoping and planning phases of the project a comprehensive survey of various schools, community groups and professional cultural and performing arts performers and artists was undertaken by the City.
- In the preparation of the 2012 Market Analysis and Feasibility Study, numerous performing arts managers, performing arts venues, arts producers, local cultural organisations and existing, school, convention, sporting and learning facility representatives were consulted with.
- During the architectural design competition for the concept design, ratepayers, residents and the broader community were given the opportunity to view the four conceptual design submissions and vote and comment on their preferred design. The City received over 450 votes and numerous comments.
- On an ongoing basis the City has consulted with performing arts facility managers, the Department of Culture and the Arts and the Perth Theatre Trust. The City has also liaised with experts in the performing arts, conferencing, events, exhibitions and education sectors.
- From 2011 to 2015 the JPACF project was overseen by the JPACF Steering Committee which included external members from the Joondalup Learning Precinct, specialist performing arts and cultural experts and members from community arts groups.
- The City has briefed government and opposition representatives at both state and federal level highlighting the local, regional, social and economic benefit of this proposed facility, with the intention of obtaining financial support.
- Throughout the various phases of the project consultants specialising in facility operation and management, architecture and social, economic and financial analysis, have been engaged by the City.

Pending a decision on progressing the project by Council the City will provide a further community consultation opportunity in alignment with the *Community Engagement Protocol* which has been established by the City to ensure an open, transparent and accountable approach to all community engagement activities.

It is intended that the methods for the community consultation will include:

- written/email communication to key stakeholders
- project brochure
- website updates
- newspaper advertisements
- FAQ sheet
- social media items
- articles in City publications (such as City News)
- media release
- information/presentation sessions to key stakeholders
- City-wide mail out
- online survey.

The proposed community consultation process for the JPACF is similar to the community consultation process currently being undertaken for the Ocean Reef Marina Project. The draft communications plan and communication materials for the JPACF Project are attached to this report (Attachment 3 refers).

It is intended that an information brochure along with a covering letter is mailed to all City of Joondalup residents, ratepayers, businesses and key stakeholders with an invitation to review the business case and provide comment online. It is proposed that the business case document, including appendices, along with a frequently asked questions document will be available electronically on the City's website during the community consultation period.

It is proposed that, if approved by Council, the community consultation process will run for 42 days commencing on Thursday 16 February 2017.

Future consultation actions

Prior to proceeding with the development, the City will also ensure that the public notice requirements under the *Local Government Act 1995* are met if and when required. Depending on how the project is implemented and how the facility is operated it may be necessary that the City prepares a separate business plan in accordance with section 3.59 of the *Local Government Act 1995*. This requires that statewide public notice is given and that any comments received as a result of the public notice be considered by Council, before proceeding with the development of the facility.

COMMENT

The Business Case for the JPACF responds to the project vision endorsed by Council, which articulates the intent and purpose of progressing the project as follows:

- Provide a world class, state of the art facility; incorporating innovative and sustainable design, symbiotic with the existing natural and built environment that is a place for the pursuit of activities such as performing arts, visual arts and crafts, film and media and cultural events for the community of Perth's northern corridor.
- Provide a facility that can host a mixture of commercial and community activities that creates an inclusive environment that becomes a place to celebrate imagination and creativity, inspiring individuals and the community to take part in culture and the arts and raise the aspirations of all users.
- Reinforce the Joondalup City Centre as the creative and educational centre of the northern corridor.

The JPACF would be a significant piece of cultural infrastructure for the City of Joondalup and the northern corridor of Perth and represents a major investment for the City and its ratepayers.

The City has undertaken a vast amount of research and analysis during the last four years, including several reviews by external expert consultants Pracsys, Rudi Gracias, Paxon Group and Deloitte. At this stage in the project the projections are considered to be robust. It is recognised that there are further improvements that could be made to the projections which will be further refined as the project progresses.

It is considered that providing a further opportunity for the ratepayers of the City of Joondalup and the general public to have their say on the JPACF Business Case, prior to making a decision to proceed to the next stage of design, will further strengthen the robust process undertaken by the City in planning for this major development.

VOTING REQUIREMENTS

Simple Majority.

The Director Governance and Strategy left the room at 8.14pm and returned at 8.15pm.

The Governance Coordinator left the room at 8.56pm.

Cr Taylor entered the room at 9.05pm.

Cr Logan left the room at 9.11pm and returned at 9.14pm.

Mayor Pickard, Crs Chester and Gobbert left the room at 9.28pm.

Cr Poliwka left the room at 9.28pm and returned at 9.29pm.

The Director Governance and Strategy left the room at 9.28pm and returned at 9.29pm.

The Manager Governance left the room at 9.28pm and returned at 9.31pm.

Cr Jones left the room at 9.29pm.

Crs Chester, Jones and Gobbert entered the room at 9.30pm.

Cr Poliwka left the room at 9.30pm and returned at 9.32pm.

The Director Planning and Community Development left the room at 9.30pm and returned at 9.31pm.

Mayor Pickard returned at 9.31pm.

The Manager Governance left the room at 9.32pm and returned at 9.33pm.

OFFICER'S RECOMMENDATION

That Council:

- 1 ENDORSES the refined Joondalup Performing Arts and Cultural Facility Business Case, dated January 2017, for the purpose of advertising for public comment;
- 2 ENDORSES the draft communications plan and communication materials for the Joondalup Performing Arts and Cultural Facility project as outlined in Attachment 3 to this Report and the Consultation section of this Report;
- 3 NOTES that the public comment period will run for 42 days commencing on 16 February 2017 and closing on 30 March 2017;
- 4 NOTES that the Joondalup Performing Arts and Cultural Facility Business Case is predicated on the full utilisation of Tamala Park land sale proceeds;
- 5 NOTES that a further report will be provided to Council detailing the results of the community consultation process.

MOVED Mayor Pickard, SECONDED Cr Gobbert that Council:

- 1 ENDORSES the refined Joondalup Performing Arts and Cultural Facility Business Case, dated January 2017 for the purpose of advertising for public comment, subject to formatting and grammatical changes being made to the business case prior to public comment;
- 2 **REQUESTS** the draft communications plan be modified as follows:
 - 2.1 the inclusion of two community forums;
 - 2.2 the community consultation brochure being modified to reflect:
 - 2.2.1 the purpose of the facility;
 - 2.2.2 a detailed schedule identifying:
 - 2.2.2.1 costs per household;
 - 2.2.2.2 social return on investment;
 - 2.2.2.3 comparative subsidies;
 - 2.2.2.4 economic return on investment;
 - 2.2.2.5 benefit cost ratio;
 - 2.3 the FAQ document including information concerning benefits of the proposal, cost per household, financial impact and how the City has financially planned for this project, including how business model efficiencies have been implemented as part of the preparation of this project;

- 3 NOTES that the public comment period will run for 42 days commencing on 16 February 2017 and closing on 30 March 2017;
- 4 NOTES that the Joondalup Performing Arts and Cultural Facility Business Case is predicated on the full utilisation of Tamala Park land sale proceeds;
- 5 REQUESTS the community consultation material being viewed by Mayor Troy Pickard and the Presiding Member of the Finance Committee, Cr Tom McLean prior to it being released to the public;
- 6 NOTES that a further report will be provided to Council in June 2017 detailing the results of the community consultation process to determine whether or not to proceed with the construction of the Joondalup Performing Arts and Cultural Facility.

The Motion was Put and

CARRIED (7/0)

In favour of the Motion: Mayor Pickard, Crs Chester, Fishwick, Gobbert, Hollywood, Jones and Norman.

Appendix 1 refers

To access this attachment on electronic document, click here: <u>Attach1agnMPC160102.pdf</u>

CLOSURE

There being no further business, the Presiding Member declared the meeting closed at 9.39pm; the following Committee Members being present at that time:

Mayor Troy Pickard Cr Kerry Hollywood Cr Nige Jones Cr Liam Gobbert Cr Mike Norman Cr John Chester Cr Russ Fishwick, JP