

minutes

Major Projects and Finance Committee

MEETING HELD ON

TUESDAY 26 JULY 2022

Acknowledgement of Traditional Custodians

The City of Joondalup acknowledges the traditional custodians of the land, the Whadjuk people of the Noongar nation, and recognises the culture of the Noongar people and the unique contribution they make to the Joondalup region and Australia. The City of Joondalup pays its respects to their Elders past and present and extends that respect to all Aboriginal and Torres Strait Islander peoples.

This document is available in alternate formats upon request

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Note:

Clause 15.10 of the City's *Meeting Procedures Local Law 2013* states:

This local law applies generally to committee meetings except for clause 7.1 in respect of members seating and clause 7.8 in respect of limitation on members speaking.

CITY OF JOONDALUP

MINUTES OF THE MAJOR PROJECTS AND FINANCE COMMITTEE MEETING HELD IN CONFERENCE ROOM 1, JOONDALUP CIVIC CENTRE, BOAS AVENUE, JOONDALUP ON TUESDAY 26 JULY 2022.

ATTENDANCE

Committee Members

Cr John Logan	<i>Presiding Member</i>	
Mayor Hon. Albert Jacob, JP		
Cr Adrian Hill	<i>Deputy Presiding Member</i>	<i>(via electronic means)</i>
Cr Nige Jones		
Cr Christopher May		<i>from 5.46pm</i>
Cr Russ Fishwick, JP		
Cr Christine Hamilton-Prime, JP		

Observers:

Cr John Chester
Cr Tom McLean, JP

Officers:

Mr James Pearson	Chief Executive Officer	<i>absent from 6.55pm to 7.02pm</i>
Mr Nico Claassen	Director Infrastructure Services	
Mr Mat Humfrey	Director Corporate Services	
Mr Jamie Parry	Director Governance and Strategy	
Mr Blignault Olivier	Manager City Projects	
Mrs Vivienne Stampalija	Governance Coordinator	
Mrs Wendy Cowley	Governance Officer	

DECLARATION OF OPENING

The Presiding Member declared the meeting open at 5.45pm.

DECLARATIONS OF FINANCIAL INTEREST / PROXIMITY INTEREST / INTEREST THAT MAY AFFECT IMPARTIALITY

Nil.

Cr May entered the room at 5.46pm.

APOLOGIES AND LEAVE OF ABSENCE

Leave of Absence Previously Approved

Cr Russell Poliwka	13 to 28 July 2022 inclusive.
Cr Daniel Kingston	26 to 31 July 2022 inclusive.
Cr John Raftis	17 to 31 August 2022 inclusive.
Cr John Logan	29 August to 2 September 2022 inclusive.

CONFIRMATION OF MINUTES

MINUTES OF THE MAJOR PROJECTS AND FINANCE COMMITTEE HELD ON 2 MAY 2022

MOVED Cr Fishwick, **SECONDED** Cr Jones that the Minutes of the Major Projects and Finance Committee Meeting held on 2 May 2022 be confirmed as a true and correct record.

The Motion was Put and

CARRIED (7/0)

In favour of the Motion: Cr Logan, Mayor Jacob, Crs Fishwick, Hamilton-Prime, Hill, Jones and May.

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.

REPORTS

ITEM 1 EDgewater Quarry Contamination Investigations Status Report

WARD	North-Central
RESPONSIBLE DIRECTOR	Mr Mat Humfrey Corporate Services
FILE NUMBERS	37544, 101515
ATTACHMENTS	Nil
AUTHORITY / DISCRETION	Information - includes items provided to Council for information purposes only that do not require a decision of Council (that is for 'noting').

PURPOSE

For the Major Projects and Finance Committee to note the status of the Edgewater Quarry contamination investigations.

EXECUTIVE SUMMARY

The Edgewater Quarry is comprised of land that has been classified by the Department of Water and Environmental Regulation (DWER) as: 'Possibly contaminated - investigation required'. The City has been liaising with DWER to confirm the scope of the required contamination investigations.

DWER has indicated that a Site Management Plan (SMP) is the likely longer-term mechanism to manage contamination issues at the site in a pragmatic manner whilst it continues to be used as passive public open space. Given that it could take some time for the required contamination assessments to be completed to inform preparation of a SMP, it was recommended that a preliminary assessment of Asbestos Containing Materials (ACM) be undertaken and an interim SMP developed to assist the City in managing the risks associated with any ACM present at the surface of the site.

The City engaged environmental consultants GHD to assist with a preliminary assessment of ACM and the preparation of an interim SMP. The first draft of the interim SMP was received by the City on 15 June 2022 and the document is currently being assessed by city officers before it is referred to the DWER for comment.

The interim SMP confirms the presence of surface ACM on site, however the risk is considered to be low and capable of management through the implementation of measures including further visual inspections of the site, removal of visible ACM, periodic inspections, training in asbestos awareness and signage posted on site.

It is proposed that once the internal review of the interim SMP is complete, it will be provided to the DWER for feedback and advice on any requirements for further site investigations.

Following that advice, a further report will be provided to the Major Projects and Finance Committee.

It is therefore recommended that the Major Projects and Finance Committee NOTES the Edgewater Quarry Status Report.

BACKGROUND

Edgewater Quarry is a large undeveloped Crown land site covering approximately 17 hectares. The City has a management order over most of the 17 hectares. The site is bound by Regatta Drive, Treetop Avenue and Joondalup Drive, Edgewater.

In 2017 Council decided to establish the Edgewater Quarry Community Reference Group (EQCRG). The EQCRG met on several occasions to consider and agree to the aspirations for the Edgewater Quarry development, identify potential inclusions and exclusions and develop option plans. The option plans were subsequently translated into three draft preliminary concept plans and associated financial feasibility analyses. A preferred draft concept plan was identified by the group and presented to Council as a basis for community consultation.

Following endorsement by Council the preferred draft concept plan went out to community consultation in late 2020 and the results were considered by Council at its meeting held on 16 March 2021 (CJ040-03/21 refers). It was noted by Council in part that the concept plan was not supported by the majority of respondents to the community consultation and that a contamination investigation was required for the site. Council resolved as follows:

- “1 *NOTES the Community Consultation Outcomes Report – Edgewater Quarry Draft Preferred Concept Plan forming Attachment 1 to Report CJ040-03/21;*
- 2 *NOTES that the Edgewater Quarry Draft Preferred Concept Plan was not supported by the majority of respondents to the community consultation;*
- 3 *NOTES the Chief Executive Officer will undertake the required investigation to determine the presence and level of contamination of the site as required by the Department of Water and Environmental Regulation;*
- 4 *AGREES that a report be presented on the results of the contamination investigation and its impact on the future of the Edgewater Quarry.”*

DETAILS

The Edgewater Quarry is comprised of land that has been classified by the Department of Water and Environmental Regulation (DWER) as: ‘Possibly contaminated investigation required’.

The City has been liaising with DWER to confirm the scope of the required contamination investigations. In view of the opposition to the development proposal from the majority of the respondents to the proposed concept plan, Council noted that any further progress on development of the site be subject to the results of the contamination investigation. (CJ040-03/21 refers).

DWER has indicated that if the City is no longer considering progressing the draft concept plan for Edgewater Quarry and therefore there is no longer an intended change in use of the land, the biggest immediate issue should be the presence of ACM.

During a previous contamination assessment undertaken by the City in 2014, fill material was found to be present at the site which included potential and confirmed ACM. Soil samples collected from test pits at the site were submitted for laboratory analysis and analysed for a range of contaminants associated with filling activities. No soil contamination was found to be present above the relevant assessment criteria.

DWER has indicated that a SMP is the likely longer-term mechanism to manage contamination issues at the site in a pragmatic manner whilst it continues to be used as passive public open space. Given that it could take some time for the required contamination assessments to be completed to inform preparation of a SMP, it is recommended that a preliminary assessment of asbestos be undertaken so that short term site management measures can be implemented if required such as targeted removal of surficial ACM, fencing and/or signage.

The City engaged environmental consultants GHD to assist with a preliminary assessment of ACM and the preparation of an interim SMP. The first draft of the interim SMP was received by the City on 15 June 2022 and the document is current being assessed by City officers before it is referred to DWER for comment.

The interim SMP confirms the presence of surface ACM however the risk is considered to be low and capable of management through the implementation of measures including further visual inspections of the site, removal of visible ACM, periodic inspections, training in asbestos awareness and signage posted on site.

Issues and options considered

The Edgewater Quarry land is managed by the City on behalf of the Crown. The City is obliged to undertake the necessary contamination investigations as directed by the DWER.

Legislation / Strategic Community Plan / Policy implications

Legislation In relation to the Edgewater Quarry the City is governed by the requirements of the following legislation:

- *Planning and Development Act 2005.*
- *Environmental Protection Act 1986.*
- *Land Administration Act 1997.*
- *Environmental Protection and Biodiversity Conservation Act 1999 (Cwlth).*
- *Biodiversity Conservation Act 2016.*
- *Contaminated Sites Act 2003.*
- *Work Health and Safety Act 2020.*
- *Environmental Protection (Controlled Waste) Regulations 2004.*

Strategic Community Plan

Key theme Financial Sustainability.

Objective Major project delivery.

Strategic initiative Support new projects that balance identified financial risks against effective management approaches.

Policy Not applicable.

Risk management considerations

Based on the limited assessment undertaken, the presence of ACM at the site surface poses a potential risk to relevant receptors. The risk is considered to be low and capable of management at this time through implementation of simple, practical measures that can be implemented by the City to address visible ACM at the site surface. Appropriate management action should be implemented in order to mitigate potential risks posed to human receptors and for risk reassurance purposes; particularly during any ground disturbing works such as maintenance works, the presence of waste will also require management action.

Financial / budget implications

Current financial year impact

Account no.	220-A2201.
Budget Item	Edgewater Quarry Masterplan.
Budget amount	\$ 71,200
Amount spent to date	\$ 0
Proposed cost	\$ 0
Balance	\$ 71,200

Regional significance

Not applicable.

Sustainability implications

Not applicable.

Consultation

Not applicable.

COMMENT

It is proposed that once the internal review of the interim SMP is completed it will be provided to the DWER for feedback and advice on any requirements for further site assessment. Following that advice, a further report will be provided to the Major Projects and Finance Committee.

VOTING REQUIREMENTS

Simple Majority.

MOVED Cr Jones, SECONDED Cr Fishwick that the Major Projects and Finance Committee NOTES the Edgewater Quarry Status Report.

The Motion was Put and

CARRIED (7/0)

In favour of the Motion: Cr Logan, Mayor Jacob, Crs Fishwick, Hamilton-Prime, Hill, Jones and May.

ITEM 2 **BURNS BEACH CAFÉ/RESTAURANT FACILITY PROJECT STATUS REPORT**

WARD	North
RESPONSIBLE DIRECTOR	Mr Mat Humfrey Corporate Services
FILE NUMBERS	101515, 108335
ATTACHMENTS	Attachment 1 Burns Beach Coastal Node Concept Plan Attachment 2 Burns Beach Updated Coastal Hazard Risk Management & Adaptation Planning Attachment 3 Confidential - Draft Request for Expressions of Interest Burns Beach Food and Beverage Opportunity <i>(Please Note: Attachment 3 is Confidential and will appear in the official Minute Book only).</i>
AUTHORITY / DISCRETION	Information - includes items provided to Council for information purposes only that do not require a decision of Council (that is for 'noting').

PURPOSE

For the Major Projects and Finance Committee to note the progress of the Burns Beach Café / Restaurant Facility project.

EXECUTIVE SUMMARY

The City has been negotiating with the Department of Planning, Lands and Heritage (DPLH) to secure a lease of Crown land for the proposed café /restaurant facility at Burns Beach. In December 2021 the DPLH advised that they support the proposed lease 'in principle' subject to further investigations and referral processes and subject to the City moving the facility back further from the coastline, based on wave overtopping data in a CHRMAP (dated 2016) that was provided to the DPLH as part of the request for the lease of Crown land.

The relocation of the building would result in an inconsistency with the coastal setback in the Burns Beach Coastal Node Concept Plan (Attachment 1 refers) and given the time that has passed since the original CHRMAP was prepared the City requested a coastal engineer to review the 2016 CHRMAP. The updated CHRMAP was received in June 2022 (Attachment 2 refers) and the main outcome of the review is that, due to revised State Government guidelines for acceptable wave overtopping limits, the hazard zone for wave overtopping has been reduced from the 2016 assessment.

This means that the location for the proposed café / restaurant building, as per the Burns Beach Coastal Node Concept Plan, sits outside the wave overtopping and erosion hazard lines and is therefore acceptable.

While the review of the CHRMAP was underway, the DPLH advised the City that it is willing to lease the Crown Land to the City, subject to Ministerial Approval.

However, this 'in principle' approval relates to the lease area being setback from the coast as per their request in December 2021 (based on data in the 2016 CHRMAP). Therefore, the City is now liaising with the DPLH to seek approval for the original location for the facility as shown in the Burns Beach Coastal Node Concept Plan.

On 31 May 2022 the DPLH advised the City of the valuation and key terms for the proposed Crown Lease. These are provided in the Details section of this report.

Now that 'in principle' approval has been given to the proposed Crown Land lease it is proposed that an Expression of Interest (EOI) process to identify potential commercial operators for the food and beverage facility will commence in the first quarter of 2022-23. A draft EOI document is provided in Attachment 3 to this report for noting by the Major Projects and Finance Committee. Given the certainty provided by the 'in principle' Crown Lease approval the City will also continue to progress the detailed design and approvals required for the food and beverage facility.

Further updates on the land tenure, EOI and design processes will be provided to future meetings of the Major Projects and Finance Committee.

BACKGROUND

The City owns and manages several strategically located land parcels that in terms of accommodating cafés, kiosks and restaurants have the potential to increase the enjoyment of popular recreational locations, provide food and beverage options to the community and provide the City with a level of commercial gain.

At its meeting held on 22 June 2010 (CJ103-06/10 refers), Council endorsed the philosophy and parameters for the cafés / kiosks / restaurants project to articulate, for historical purposes, its intent to progress the project and to address the project objectives. The *Cafés / Kiosks / Restaurants Project Vision* recognises the provision of facilities which will:

- advance the City's ability to attract visitors / tourists for entertainment and socialising
- provide more employment, increase business opportunities, a greater awareness of the City's natural assets and a greater social and economic contribution by tourists
- provide equitable community based facilities that acknowledges and provides for the lifestyle and alfresco culture of Western Australia.

The fiscal responsibility and commerciality development parameters of the project aims to provide the following:

- Assurance of commercial viability.
- Due diligence and financial / cost benefit analysis.
- Future financial and social benefit for City residents and visitors.
- High quality, appropriate commercial operations.
- Consideration of co-location opportunities.
- Creation of an asset/s that maintains its capital value throughout its economic life cycle.

A report was presented to the former Finance Committee at its meeting held on 7 August 2017 (Item 11 refers), outlining various options for the City to deliver a café / restaurant development at Burns Beach. After due consideration it was decided in part that the former Finance Committee NOTES:

"2 the Chief Executive Officer will further investigate options for the City to build a café / restaurant facility at Burns Beach, with a view of leasing the facility to a commercial operator and to present options and opportunities to Council for consideration".

At its meeting held on 12 March 2018 (Item 8 refers), the Major Projects and Finance Committee considered a status report on options for the implementation of the project and noted in part that the Chief Executive Officer will engage an architect to design a facility.

Several confidential reports were provided to the Major Projects and Finance Committee during 2018 and 2019 and at its meeting held on 9 March 2020 (Item 5 refers), the Major Projects and Finance Committee considered progress of the design development phase of the project, as well as an update on the City's request to the Department of Planning, Lands and Heritage (DPLH) to purchase Crown Land for the development - the DPLH indicated that a Crown Land purchase would not be considered and that a Crown Land lease was the preferred land tenure arrangement. The report also noted that the City was in the process of identifying a consultant landscape architect to review the 2016 *Burns Beach Master Plan – Coastal Node Concept Plan*.

At its meeting held on 15 September 2020 (CJ137-09/20 refers) Council considered a report on options to progress the project and resolved as follows:

- 1 *ENDORSES the refined Burns Beach Coastal Node Concept Plan forming Attachment 2 to this Report for the purpose of community consultation;*
- 2 *REQUESTS the Chief Executive Officer to commence community consultation on the refined Burns Beach Coastal Node Concept Plan as shown in Attachment 2 to this Report;*
- 3 *NOTES the proposed artist impressions for the City's Burns Beach café / restaurant Project forming Attachment 3 to this Report.*

At its meeting held on 21 July 2021 (CJ108-07/21 refers) Council considered a status report on the outcomes of community consultation on the Burns Beach Coastal Node Concept Plan and resolved as follows:

- “1 *NOTES the Community Consultation Outcomes Report (Attachment 1 refers) on the Burns Beach Coastal Node Concept Plan (Attachment 2 refers);*
- 2 *APPROVES the Burns Beach Café / Restaurant and Coastal Node Redevelopment Business Case (Attachment 3) as the basis for continuing to progress the project;*
- 3 *REQUESTS the Chief Executive Officer to continue to progress the Burns Beach Café / Restaurant and Burns Beach Coastal Node Redevelopment projects in line with the actions outlined in this report and the indicative project schedule outlined in Attachment 3 to this report;*
- 4 *REQUESTS the Chief Executive Officer to initiate an Expression of Interest (EOI) process to identify potential commercial operators for the proposed café / restaurant facility;*
- 5 *NOTES that the project will not commence to construction until the relevant land tenure arrangements and required approvals have been secured and a commercial operator for the café / restaurant identified for consideration by Council. A further status report will be presented to the Major Projects and Finance Committee detailing the outcomes of these actions, to inform Council in making a final decision on whether to proceed with the development”.*

DETAILS

Updates on the tasks undertaken since the previous project update provided to Council, and proposed future actions, are provided below:

CHRMAP Review

In November 2021 the City wrote to the DPLH requesting a lease of Crown land for the proposed food and beverage facility. The DPLH advised that they support the proposed lease 'in principle' subject to further investigations and referral processes. However, the DPLH requested that the City consider setting the facility back further from the coastline based on data in a 2016 CHRMAP provided to DPLH as part of the request for a lease of Crown Land. The current proposed location for the building is as per the coastal node concept plan (Attachment 1 refers). The coastal node concept plan was prepared by consultant architects and was adopted by Council for the purposes of community consultation which took place in 2021.

As the relocation of the building is inconsistent with the coastal setback in the Burns Beach Coastal Node Concept Plan (Attachment 1 refers) and given the time that has passed since the original CHRMAP was prepared the City requested a coastal engineer to review the 2016 CHRMAP. The updated CHRMAP was received in June 2022 (Attachment 2 refers) and the main outcome of the review is that, due to revised State Government guidelines for acceptable wave overtopping limits, the hazard zone for wave overtopping has been reduced from the 2016 assessment.

This means that the location of the proposed café / restaurant building, as per the Burns Beach Coastal Node Concept Plan, sits outside the wave overtopping and erosion hazard lines and is therefore acceptable.

The 'in principle' approval for the Crown land lease relates to the lease area being setback from the coast as per their request in December 2021 (based on data in the 2016 CHRMAP). Therefore, the City is now liaising with the DPLH to seek approval for the original location for the facility as shown in the Burns Beach Coastal Node Concept Plan.

Crown Land Lease

On 31 May 2022 the DPLH advised that they had received a Landgate Valuation Report for the proposed Crown Land lease of portion of Reserve 42219. The market rental value of the subject Lease is \$38,000 per annum plus outgoings plus GST. The proposed land lease term is 21 years with an option for a further term of 21 years, subject to a new CHRMAP being approved before the commencement of the second 21 year term.

Subject to Ministerial approval the DPLH is willing to consider a rent free period for the first 21 year term of the lease. Subject to an audit and review of the rental valuation at 21 years the DPLH may consider charging no more than 50% of the rental value for the second 21 year term, with rent reviews every 3 years.

In addition, the DPLH proposes to include conditions in the lease regarding:

- further Coastal Hazard Risk Assessment and provision for termination due to coastal erosion
- development milestones/plans (similar to the Pinnaroo Point Crown Lease) to ensure the development proceeds

- the City is to remain the head lessee and not able to transfer the lease to another party however, may sub-lease/licence subject to the Minister for Lands approval under section 18 of the LAA
- the Department may re-consider terms and review rental upon lease renewal.

The proposed rental and terms are in line with the assumptions in the City's Burns Beach Café / Restaurant and Coastal Node Business Case, which was approved by Council at its meeting held on 20 July 2021 (CJ108-07/21 refers).

It is proposed that the City will continue to progress the Crown Lease process based on the terms proposed by the DPLH above and that final details of the Lease will be provided to Council for approval at a later date.

Expression of Interest for Commercial Operators

The Expression of Interest (EOI) process has been on hold while the City addresses the issues of the building setback and the Crown Lease arrangements. Council has previously requested the Chief Executive Officer to initiate an EOI process to identify potential commercial operators for the proposed food and beverage facility. However, it was considered necessary that before the commencement of the EOI, greater certainty was gained with regards to the Crown Land lease and the location of the facility so that the relevant details could be provided in the EOI documentation.

Given that the matter of the Crown Lease and coastal setbacks have now been addressed it is proposed that an EOI process to identify potential commercial operators for the proposed food and beverage facility will commence following consideration of this report by the Major Projects and Finance Committee, in the first quarter of 2022-23.

The City will seek legal and hospitality consultant advice on the EOI process and proposed leasing documents. A draft EOI document is provided in Attachment 3 to this report for noting by the Major Projects and Finance Committee. The Final EOI document will be subject to legal advice, further refinement and marketing. Updates on the EOI process will be provided to future meetings of the Major Projects and Finance Committee.

Issues and options considered

Not applicable.

Legislation / Strategic Community Plan / Policy implications

Legislation Besides the legislation that covers the planning, environmental and building requirements, with regard to the land related matters the *Land Administration Act 1997* and the Department of Planning, Lands and Heritage relevant policies deal with the administration of Crown land. The *Local Government Act 1995* and the *Local Government (Functions and General) Regulations 1996* deal with local governments' dealings with property, which includes purchase and leasing.

Strategic Community Plan

Key theme Economic Prosperity, Vibrancy and Growth.

Objective Destination city.

Strategic initiative Facilitate the establishment of major tourism infrastructure.

Policy Not applicable.

Risk management considerations

The DPLH's *State Coastal Planning Policy No. 2.6* applies to development along the City's coastline, particularly with regard to potential long-term risks from severe storm erosion and sea level rise. In accordance with this legislation the City undertook a *Coastal Hazard Risk Management and Adaptation Plan (CHRMAP)* in 2016. As indicated in this report the CHRMAP was recently reviewed and will be assessed by the DPLH as part of the Crown Land lease assessment and development application processes.

The DPLH's *State Planning Policy No. 3.7: Planning in Bushfire Prone Areas* also applies to this site. In accordance with the legislation the City has undertaken a *Bushfire Attack Level (BAL)* assessment and a *Bushfire Management Plan* for the project.

Other potential risks to the successful progression of the project include:

- inability to obtain support and approvals from the statutory approval authorities
- negative community reaction to the project
- lack of suitable respondents to the City's EOI to identify commercial business operators
- failure of negotiations on lease agreements with commercial operators
- a proponent, or the City, may opt not to proceed with the development.

Financial / budget implications

Project costs for the food and beverage facility and the overall Burns Beach coastal node redevelopment are currently listed in the *Five-Year Capital Works Program*. A majority of the construction works are proposed to occur in 2023-24. It should be noted that the proposed project costs are based on a Quantity Surveyor cost estimate which was current in April 2021. The cost estimates will be further developed as the design process progresses.

It is envisaged that the Burns Beach Café/Restaurant project will provide an additional long-term income stream to the City.

Current financial year impact

Account no.	1-220-C1060
Budget Item	Cafés/Kiosks/Restaurants (Burns Beach).
Budget amount	\$ 240,000
Amount spent to date	\$ 0
Proposed cost	\$ 36,000
Balance	\$ 204,000

Future financial year impact

Annual operating cost In the event the City is successful in leasing the Crown Land required for the facility and the City constructs its own building, it will be responsible for paying Crown Land rent and the cost of structural maintenance, depreciation and insurance of the building.

All other annual operating costs including rates and consumption of services would be borne by the commercial operator. There will also be a level of operating costs associated with the other improvements to the coastal node.

Estimated annual income The City will receive the market rent negotiated with an operator of the café / restaurant building. Rates will also be payable by the operator to the City.

Capital replacement A capital replacement component has been included in the financial evaluations for the project and will be further developed through the detailed design process.

20 Year Strategic Financial Plan impact The capital costs / funding for the coastal node redevelopment (including the café / restaurant) is currently included in the City's *5-Year Capital Works Program*.

Impact year 2022-23.

All amounts quoted in this report are exclusive of GST.

Regional significance

The redevelopment of the Burns Beach coastal node including the provision of the food and beverage facility will provide significant resident / visitor / tourist benefit by enhancing the City's existing natural assets and amenities.

Sustainability implications

The project philosophy and parameters (CJ103-06/10 refers) outlines the intent of Council in progressing the project and addresses the following sustainability implications:

- Project Vision.
- Land Use and Built Form.
- Environmental Strategy.
- Liaison Protocol.
- Fiscal Responsibility and Commerciality.
- Governance.

Consultation

The results of the community consultation on the Burns Beach coastal node concept plan were presented in a report to Council in July 2021.

The City will be required to further advertise the proposed café / restaurant development in accordance with the *Local Government Act 1995* (public notice to dispose of property).

The café / restaurant will require approval of a development application, building permit and a clearing permit prior to being constructed. Further community consultation may be required as part of these approvals processes.

COMMENT

Recent additions and upgrades to parking areas and footpaths within the Burns Beach Coastal Node, as visioned within the Burns Beach Masterplan (2016), proactively address the anticipated demand for parking and confirms the City's commitment towards the activation and establishment of a well-functioning coastal node. These actions should attract the interest of food and beverage operators as it provides confidence in the City's long-term support.

It is proposed that an EOI process to identify potential commercial operators for the proposed café / restaurant will commence in the first quarter of 2022-23 following consideration of this report by the Major Projects and Finance Committee. The City will also progress detailed design and approvals including a development application, which will consider the proposed Café / Restaurant building and traffic and parking impacts on the surrounding area.

Further project updates will be provided to future meetings of the Major Projects and Finance Committee.

VOTING REQUIREMENTS

Simple Majority.

MOVED Cr Hill, SECONDED Cr Fishwick that the Major Projects and Finance Committee NOTES the Burns Beach Café / Restaurant Facility Project Status Report.

The Motion was Put and

CARRIED (7/0)

In favour of the Motion: Cr Logan, Mayor Jacob, Crs Fishwick, Hamilton-Prime, Hill, Jones and May.

Appendix 1 refers

To access this attachment on electronic document, click here: [Attach1MPFC220726.pdf](#)

ITEM 3 CRAIGIE LEISURE CENTRE REFURBISHMENT PROJECT – PHASE TWO

WARD	Central
RESPONSIBLE DIRECTOR	Mr Mat Humfrey Corporate Services
FILE NUMBERS	101515, 109484
ATTACHMENTS	Attachment 1 Craigie Leisure Centre Aerial Plan Attachment 2 Craigie Leisure Centre Refurbishment Option One Concept Plan Attachment 3 Craigie Leisure Centre Refurbishment Option Two Concept Plan Attachment 4 Craigie Leisure Centre Refurbishment Retail Needs Assessment Attachment 5 Craigie Leisure Centre Refurbishment Financial Evaluation Report Attachment 6 Craigie Leisure Centre Refurbishment Business Case Attachment 7 Craigie Leisure Centre Refurbishment Indoor Sports Courts Competitor Analysis
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 consider the concept designs and estimated financial projections for the proposed phase 2 refurbishment works for Craigie Leisure Centre, Craigie.

EXECUTIVE SUMMARY

In February 2015, the City engaged a consultant to undertake an operational review of the health and fitness operations of Craigie Leisure Centre. One of the outcomes of the review included considering a facility redevelopment to capitalise on industry trends and maximise income opportunities as the existing facility did not meet the growing needs of the local community and the significant changes within the health and fitness industry.

In August 2015, the City engaged a consultant to undertake a needs and feasibility study that would then be used to consider a long-term masterplan for Craigie Leisure Centre. The needs and feasibility study considered redevelopment works that could be undertaken and provided staging options for the project.

The City then engaged a consultant to develop preliminary concept plans for the proposed refurbishment works. The recommended works were divided into potential construction staging options and these were presented to Council at its meeting held on 20 March 2018 (CJ051-03/18 refers). Council approved phase one of the refurbishment project to proceed to the detailed design stage.

At its meeting held on 10 December 2019 (CJ177-12/19 refers), Council considered the detailed designs and estimated capital costs for the project and approved phase one works to proceed to construction tender stage. Council also noted that the remaining proposed refurbishment phases would be re-estimated and considered as part of a future review of the *Strategic Financial Plan (SFP)*.

In early 2021, the City tendered for construction of the phase one refurbishment project including extension of the gym; relocation and extension of the creche, group fitness, wellness and cycle studios; relocation of the staff room; and additional car parking works. Construction for phase one refurbishment works commenced in August 2021 and is expected to be completed in early 2023.

For the remaining proposed refurbishment works to be considered as part of a future review of the City's SFP, concept plans, capital cost estimates, financial evaluation and a business case have been prepared.

Two concept plan options have been developed to create a more welcoming facility reception and café to resolve noise / acoustic issues; create additional office space; improve / provide additional facilities and services available; with alternatives to expand the sports program offered to centre member and customers.

Option one includes new outdoor synthetic playing fields with floodlighting for night use and is estimated at \$5,434,000. Option two includes two new indoor sports courts and is estimated at \$8,295,000.

Option two with the two new indoor sports courts, is the recommended option. This option also includes improvement works to the reception; pro-shop; café; sports court change room facilities; staff office / meeting areas; and new health services area. Option two is estimated to generate an additional annual income of \$217,800. The financial analysis undertaken indicated that option two would generate an operating surplus both before and after depreciation. However, the operating results are small in terms of the investment costs and will not pay back the net establishment within a short timeframe.

The two new indoor sports courts will allow the centre to expand the current bookings and sporting competitions. The demand for indoor sports courts is high and there is currently a waiting list for user groups wanting to book the space. The indoor sports courts will also provide an opportunity for the centre to expand internal programs such as holidays / kids activities and the ability to hold large events such as state netball, basketball and badminton competitions.

The social and economic return on investment report indicated that for every one dollar invested as part of the project there would be over three dollar's value of benefits generated for the community.

The business case undertaken for the proposed works indicated that option two ranked higher than option one with a score of 7.8 out of 10 and demonstrates a high achievement against the project objectives.

If the recommended works for option two are supported, the proposed phase two refurbishment project will be considered for inclusion as part of a future review of the SFP.

It is therefore recommended that Council:

- 1 *SUPPORTS the proposed phase two refurbishment works at Craigie Leisure Centre as detailed as option two in this Report at a project cost estimate of \$8,295,000;*
- 2 *subject to support of Part 1 above, NOTES that the proposed phase two refurbishment works will be considered as part of a future review of the Strategic Financial Plan with the preferred dates for the project to commence in 2025-26, concluding 2028-29.*

BACKGROUND

Suburb/Location	Craigie Leisure Centre, 751 Whitfords Avenue, Craigie, WA, 6025.
Applicant	City of Joondalup.
Owner	Crown Land – City of Joondalup Management Order.
Zoning	LPS Not applicable. MRS Parks and Recreation.
Site area	50,941m ² .
Structure plan	Not applicable.

Craigie Leisure Centre is located on Whitford Avenue, Craigie and was constructed in 1988 (Attachment 1 refers). The indoor stadium facilities and fitness components were added to the aquatic areas in 1992. Additional improvements and extensions to the health and fitness areas were undertaken in 1995-96. In 2006, the facility was redeveloped with an indoor 25 metre lap pool; indoor leisure pool; spa, sauna, steam room; gym; group fitness room; crèche; cycle room; function room; offices; toilets and change rooms; cafe; pro-shop and four sports courts. In February 2010, a second phase of the redevelopment was opened which included an outdoor 50 metre lap pool; zero depth water playground and meeting room. The centre has approximately 4,000 members and approximately 1,500,000 visitors in 2020-21.

In February 2015, the City engaged a consultant to undertake an operational review of the health and fitness operations at the City's leisure centres in response to a shortfall of projected income during the 2014-15 budget review process. One of the outcomes of the review included considering a facility redevelopment to capitalise on industry trends and maximise income opportunities as the existing facility did not meet the growing needs of the local community and the significant changes within the health and fitness industry.

Following the operational review, an action plan was developed and a number of the recommendations were agreed to be implemented, one of which was to undertake a needs and feasibility study including consideration of a long-term masterplan for Craigie Leisure Centre.

In August 2015, the City engaged a consultant to undertake a needs and feasibility study that would then be used to develop concept plans and capital cost estimates for the project. The needs and feasibility study considered redevelopment works that could be undertaken and provided staging options for the project.

The City then engaged a consultant to develop preliminary concept plans for the proposed refurbishment works based on the outcomes and recommendations of the needs and feasibility study. The recommended works were divided into potential construction staging options and these were presented to Council at its meeting held on 20 March 2018 (CJ051-03/18 refers). Council approved phase one of the refurbishment project to proceed to the detailed design stage.

At its meeting held on 10 December 2019 (CJ177-12/19 refers), Council considered the detailed designs and estimated capital costs for the project and approved phase one works to proceed to construction tender stage. At the meeting, Council also noted, in part:

“6 that the remaining proposed refurbishment phases will be re-estimated and considered as part of a future review of the 20 Year Strategic Financial Plan.”

In early 2021, the City tendered for construction of the phase one refurbishment project including extension of the gym; relocation and extension of the creche, group fitness, wellness and cycle studios; relocation of the staff room; and additional car parking works. Construction for phase one refurbishment works commenced in August 2021 and is expected to be completed in early 2023.

DETAILS

For the remaining proposed refurbishment works to be considered as part of a future review of the City's SFP, concept plans, capital cost estimates, financial evaluation and a business case have been prepared.

The design objectives of the phase two refurbishment works include the following:

- Create a more welcoming facility reception and café to resolve noise / acoustic issues.
- Create additional office space.
- Improve / provide additional facilities and services available to members and customers of the centre.

Two concept plan options have been developed with alternatives to expand the sports program offered to centre member and customers.

Option one

Option one (Attachment 2 refers) has been estimated at \$5,434,000 and includes the following proposed works:

- New reception area – to improve noise / acoustics issues.
- New pro-shop area – to improve visibility and sales.
- Improved internal café eating area - to improve noise / acoustics issues.
- New outdoor café eating area – to improve member and customer experience.
- Refurbished sports court change room facilities – to improve the quality and access of the facilities.
- Additional office and meeting space – to ensure adequate office and meeting space for staff.
- New health services area such as physiotherapy, massage and so forth (to be leased) – to expand the services offered to members and customers.
- New outdoor synthetic playing fields with floodlighting for night use – to expand the centre's sports program.

Option two

Option two (Attachment 3 refers) has been estimated at \$8,295,000 and includes the same works as option one, except instead of a new outdoor synthetic playing fields, this option proposes two new indoor sports courts to expand the centres sports program.

Social and economic return on investment / benefits cost ratio

In 2018, a consultant was engaged to identify the various social and economic impacts of the proposed refurbishment works. This analysis is still relevant and provides a good indication of the social and economic benefits of the proposed works.

The social and economic return on investment report determined that the overall benefits-cost ratio (BCR) of the proposed project was estimated at 3.47 which indicates that for every one dollar invested there would be over three dollar's value of benefits generated for the community. The City has identified that a BCR over three is recognised as providing a high or very high social and economic benefit. Both option one and two would rank as having a high social and economic benefit.

Retail needs assessment

In 2021, a consultant was engaged to evaluate the need and income opportunity of the proposed new health services area such as physiotherapy, massage and so forth (Attachment 4 refers).

A summary of the report states that the following:

- The primary catchment's population is expected to increase by 4,400 residents over the 2021 to 2036 period (equivalent to 0.4% per annum). The proposed health services area will predominantly cater to current needs.
- The site benefits from high exposure and accessibility. In combination with the colocation with aquatic and recreation uses, the site can support a wide catchment.
- The study area is an established area, and it is well supplied in terms of health service uses. However, there is an opportunity to allow existing practices to deliver health services from Craigie Leisure Centre and their existing location.
- Catchment residents have relatively higher incomes and expenditure levels compared to Perth averages. Residents in the catchment are also slightly older. This supports higher levels of demand for health services.
- An analysis of key health service types identified physiotherapy, chiropractors and other allied health such as massage therapists, clinical pilates, nutritionists, clinical psychologist and / or occupational therapists as the most viable uses for the proposed health services area.
- Based on a review of rental comparisons, the proposed 82m² of health services area is expected to attract rental returns of \$375 -\$525 per square metre plus outgoings (with base forecast of \$450 per square metre).
- There is strong economic and social merit in co-locating health services at Craigie Leisure Centre. Key benefits include: on-site employment; expanded health service amenities in the local area; increased visitor attraction; and increased local economic activity.

Expected additional income

It is anticipated that the proposed new pro-shop area; new health services area; and new outdoor synthetic playing fields / indoor sports courts would generate additional income for the centre.

Taking into consideration the additional income and expenditure of the new areas, the anticipated operating result for each has been estimated as additional annual income of the following:

- Pro-shop: \$15,000.
- Health services area: \$32,800.
- Outdoor synthetic playing fields: \$102,000.
- Indoor sports courts: \$170,000.

This would result in an estimated additional annual income of:

- \$149,800 for option one (outdoor synthetic playing fields).
- \$217,800 for option two (indoor sports courts).

Further information on the estimated additional income and expenditure of the project components is outlined in the financial evaluation report (Attachment 5 refers).

Financial evaluation

In early 2022, a financial evaluation was undertaken for the project (Attachment 5 refers). The evaluation considered three options for the project – do nothing; refurbishment option one; and refurbishment option two.

The financial evaluation assessed the three options by measuring four financial criteria. A score from one to 10 of how each criteria rated was completed, and a weighting applied to each criteria.

The following table summarises the financial evaluation scoring. The criteria used included:

- Financial capacity – the ability of the City to afford the net establishment costs. Both options one and two would score low because of the capital costs required which would deplete reserves that could otherwise be used for other projects; and the operating results are insufficient to pay back to the reserve.
- Operating results – option two scores highest because it is estimated to provide a minor operating surplus after depreciation. Option one generates a deficit after depreciation.
- Cashflow / payback within 20 years – both option one and two score low because the operating impacts have little impact on repaying the net establishment costs.
- Risks / opportunities – option two is more likely to achieve the income target due to current demand / waiting lists plus more opportunity to increase the income. Option one financials have been assumed and are therefore less likely to achieve the income.

Financial criteria		Do Nothing	Option1 Outdoor synthetic playing fields	Option2 Indoor courts	Weighting
1	Financial capacity	10	5	3	25%
2	Operating results	6	5	8	25%
3	Cashflow / payback within 20 years	10	3	1	30%
4	Risks/opportunities	10	1	5	20%
Total score before weighting		36	14	17	100%
Weighted score		9.0	3.6	4.1	

From a purely financial perspective, both option one and two have merit and are financially credible, however would deplete reserves without paying it back within a reasonable timeframe. Option two scores higher than option one because it has a better operating result and more certainty with the income.

Business case

In early 2022, a business case was undertaken for the project (Attachment 6 refers). The business case considered the three options for the project.

The business case evaluated the three options by assessing against both financial and non-financial objectives. A score from one to 10 of how each option meets the project objectives was completed, and an equal weighting of 25% was applied to each objective.

The following table summarises the scores for each option. The objectives included:

- Financial sustainability – these scores are from the financial evaluation report undertaken for the project.
- Social and economic return on investment – Option two scores higher than option one because it is estimated to have higher utilisation and therefore greater social / health benefits.
- Enhanced customer experience – option two is assumed to provide a greater customer experience than option one due to the demand for indoor sports courts over outdoor playing fields based on the current waiting list and customers survey feedback.
- Employee satisfaction – both options one and two score the same as they both include the same proposals for improved staff areas.

OBJECTIVES		Do Nothing	Option1 Outdoor synthetic playing fields	Option2 Indoor courts	Weighting
1	Financial sustainability	9.0	3.6	4.1	25%
2	Social & Economic return on Investment	1	7	8	25%
3	Enhanced customer experience	1	5	9	25%
4	Employee satisfaction	1	10	10	25%
Total score before weighting		22	36	41	
Weighted score		3.0	6.4	7.8	
Rank		3	2	1	

The business case indicated that option two ranks first, with a score of 7.8 out of 10. The analysis shows the differences between the options, with the do nothing option ranking higher in financial terms but scoring low in the other project objectives. The project demonstrates a high achievement against the objectives for both option one and option two. However, it should be considered if the financial impacts are acceptable, as both options will not pay back the initial investment.

Issues and options considered

It is considered that there are three options for the project as were identified and assessed in the financial evaluation and business case:

- do nothing – do not proceed with any refurbishment works
- option one (all proposed refurbishment works and outdoor synthetic playing fields) estimated at \$5,434,000
or
- option two (all proposed refurbishment works and two new indoor sports courts) estimated at \$8,295,000.

The advantages and disadvantages of each option have been summarised in the following table.

Option	Advantages	Disadvantages
Do nothing	<ul style="list-style-type: none"> • No capital cost to the City. • Does not disrupt the operations of the centre with further refurbishment works. 	<ul style="list-style-type: none"> • Does not resolve the reception and café noise / acoustic issues. • Does not increase the size and improve the visibility and access to the pro-shop. • Does not provide an outdoor eating area to café for members and customers. • Does not improve the change room facilities for members and customers.

Option	Advantages	Disadvantages
		<ul style="list-style-type: none"> • Does not provide additional office and meeting space for staff. • Does not provide new health services for members and customers. • Does not provide the opportunity for new health services lease fees to increase facility income. • Does not allow the centre to expand the sports program offered to members and customers.
<p>Option one - all proposed refurbishment works and outdoor synthetic playing fields.</p>	<ul style="list-style-type: none"> • The social and economic return on investment ranks this option as having a high social and economic benefit. • Create a more welcoming facility reception and café to resolve noise / acoustic issues, may enhance staff and member satisfaction and potentially increase membership sales and retention. • Improved quality of facilities may enhance member satisfaction and potentially increase membership sales and retention and pro-shop sales. • New café outdoor eating area may attract new members, enhance existing member satisfaction and potentially increase membership sales and retention. • Additional office and meeting space will ensure all staff have adequate work space (office space has not been increased since the 2005 refurbishment project. Staff numbers have increased and will increase further with the expected additional patrons following phase one works). • New health services may attract new members, enhance existing member satisfaction and potentially 	<ul style="list-style-type: none"> • Capital cost to the City estimated at \$5,434,000. • Additional ongoing operating costs compared to the do nothing option. • In terms of operating impacts, would have an operating deficit after depreciation. • Would disrupt the operations of the centre with further refurbishment works. • Use of outdoor playing fields will be limited due to weather such as rain / heat.

Option	Advantages	Disadvantages
	<p>increase membership sales and retention.</p> <ul style="list-style-type: none"> • New health services lease fees will increase facility income. • Additional / expanded sports program may attract new customers, enhance customer satisfaction and potentially increase sports program income. 	
<p>Option two - all proposed refurbishment works and two new indoor sports courts.</p>	<ul style="list-style-type: none"> • The social and economic return on investment ranks this option as having a high social and economic benefit. • Create a more welcoming facility reception and café to resolve noise / acoustic issues, may enhance staff and member satisfaction and potentially increase membership sales and retention. • Improved quality of facilities may enhance member satisfaction and potentially increase membership sales and retention and pro-shop sales. • New café outdoor eating area may attract new members, enhance existing member satisfaction and potentially increase membership sales and retention. • Additional office and meeting space will ensure all staff have adequate work space (office space has not been increased since the 2005 refurbishment project. Staff numbers have increased and will increase further with the expected additional patrons following phase one works). • New health services may attract new members, enhance existing member satisfaction and potentially increase membership sales and retention. 	<ul style="list-style-type: none"> • Capital cost to the City estimated at \$8,295,000. • Additional ongoing operating costs compared to the do nothing option. • Would disrupt the operations of the centre with further refurbishment works.

Option	Advantages	Disadvantages
	<ul style="list-style-type: none"> • New health services lease fees will increase facility income. • Additional / expanded sports program may attract new customers, enhance customer satisfaction and potentially increase sports program income. • Indoor sports courts provide more sporting options and variety for the community versus outdoor playing fields. • Indoor sports courts can be used all year and are not limited due to weather such as rain / heat. • In terms of operating impacts, would generate an operating surplus both before and after depreciation. 	

Based on the advantages outlined in the previous table, refurbishment option two is recommended. Option two will provide the following:

- New reception area – to improve noise / acoustics issues.
- New pro-shop area – to improve visibility and sales.
- Improved internal café eating area - to improve noise / acoustics issues.
- New outdoor café eating area – to improve member and customer experience.
- Refurbished sports court change room facilities – to improve the quality and access of the facilities.
- Additional office and meeting space – to ensure adequate office and meeting space for staff.
- New health services area such as physiotherapy, massage and so forth (to be leased) – to expand the services offered to members and customers.

The two new indoor sports courts are recommended over the outdoor synthetic playing fields due to several factors outlined in the following sections.

Participation overview

AusPlay is a large scale national population tracking survey funded and led by Sport Australia and provides statics on participation in sport in Australia. In the 2021 AusPlay report, the data for basketball participation demonstrates the sport as one of the fastest growing in the country (particularly Western Australia):

- 1.13 million participants in Australia and is ranked third highest sport-related physical activity in Western Australia
- in the past two years, participation has risen by over 50% for juniors and 22% for adults
- is the most participated team sport for juniors with 65,000 children playing competitive basketball regularly.

The report also demonstrates the ongoing popularity for Netball participation:

- 919,000 participants in Australia, with 12.5% of those participants in Western Australia.
- Since 2016, participation in netball has remained steady and the sport is ranked fourth highest sport-related physical activity chosen by women in the country.

A further report by AusPlay looking at sport categorisation data from 2019, shows basketball and netball classed as potential sports for medal prospects in the next two cycles of Olympic / Commonwealth Games. As high-performance sports under this categorisation, it is expected that interest in these sports will remain steady, if not increase.

An indoor sports court can accommodate multiple organised sports due to the versatility in line marking configuration. An indoor sports court is generally marked with playing lines for basketball, netball, badminton and volleyball. Other sports that rely on indoor sports courts, rather than an outdoor pitch include: indoor cricket; soccer; pickleball and gymnastics.

Current sports court usage

One of the benefits of an indoor sports court, is the multi-purpose usage for a variety of activities (not just organised sport). Craigie Leisure Centre offers a variety of court-based programming, including social sporting competitions; coaching; children and toddler activities and group fitness classes. External hire groups utilise the sports courts for physiotherapy; older adult activities; school group activities; active community groups; dance; gymnastics and organised sport. The other benefit of an indoor sports court is that they can be used all year round, regardless of weather conditions.

Currently, the peak demand for sports court usage is weekdays after school hours (4.00pm onwards) and Saturday (all day). There are nine basketball clubs that have regular bookings and casual basketball groups that hire on an ad hoc basis. The multiple sports courts are booked for a total of 53 hours per week for basketball activities (19 hours weekdays after school; 33 hours Saturday; one hour Sunday). There are currently 13 basketball clubs on the waiting list for a booking on weekdays after school hours or Saturdays.

There are also five other user groups that have a regular booking for the centres sports courts for 13 hours per week (after school and weekends). Based on the existing sports court usage, there is no capacity to expand internal programming or external hire availability (during peak hours).

Competitor analysis

Leisure centres and sporting facilities in the local surrounding areas and greater Perth Metropolitan area show varying indoor sport court arrangements. From single sports court venues to eight court stadiums, facilities experience similar high demand for indoor sports court use as Craigie Leisure Centre. The peak usage is consistently after school hours (4.00pm onwards) and Saturday (all day) and demand is predominately from basketball groups, and local basketball clubs.

Warwick Stadium, which is also located in the City consists of eight indoor sports courts. With 12 indoor sports courts available across Craigie Leisure Centre and Warwick Stadium, both venues are unable to cater for the high demand for sports courts. In the City of Joondalup area, there are a total of 22 indoor sports courts available (excluding school facilities). Court space in the area is limited with groups unable to be accommodated and put on a waiting list.

A competitor analysis has been undertaken highlighting usage and demand for indoor sports courts across seven similar facilities (Attachment 7 refers). All facilities offer sporting programs / competitions for sports including basketball, netball and futsal (indoor soccer). Internal competitions and programs typically take priority over external user groups however, it is understood that the demand for weekday afternoon and evening sports court space from external user groups continues to grow.

The indoor sports courts at all venues are line marked to allow for a variety of sports including basketball, netball and soccer. Most venues also cater for badminton and volleyball, and in some cases, indoor AFL. The multiple sports court line markings allows facilities to cater for external users and internal programming, while maximising utilisation during peak periods.

Legislation / Strategic Community Plan / Policy implications

Legislation Not applicable.

Strategic Community Plan

Key theme Community Wellbeing.

Objective Quality facilities.

Strategic initiative Support a long-term approach to significant facility upgrades and improvements.

- Understand the demographic context of local communities to support effective facility planning.
- Employ facility design principles that will provide for longevity, diversity, inclusiveness and where appropriate support the decentralising of City Services.

Key theme Financial Sustainability.

Objective To conduct business in a financially sustainable manner.

Strategic initiative Manage liabilities and assets through a planned, long-term approach.

Policy *Requests for New or Capital Upgrades to Existing Buildings Policy.*

Strategic position statements

At its meeting held on 8 December 2020 (CJ185-12/20 refers), Council endorsed the following strategic position statements relevant to the Craigie Leisure Centre refurbishment project:

- Leisure centre operations: Leisure centre operations overall should aim to be self-sufficient and meet all operating costs.
- Sustainable borrowing: The City supports borrowing as an appropriate form of financing capital expenditure in the achievement of objectives contained within the *Strategic Community Plan 2012-2022* and the SFP. Sustainable borrowing parameters should be determined as follows:
 - Long-term borrowing requirements will be identified as part of the City's SFP and specific borrowings will be approved as part of the annual budget process.

- Borrowings should only be considered where the impacts are within the range of the key ratio targets contained within the City's SFP – guiding principles, in particular, the debt service coverage ratio.

The proposed refurbishment work meets the aims of these strategic position statements.

Risk management considerations

There is a risk that the anticipated increase in operating income does not fully materialise due to any number of factors (economic, social and trends) and therefore the project payback period may be longer.

Any capital project brings risks in relation to contingencies and over runs against original design. The capital cost estimate is based on concept designs and may differ once further detailed designs are undertaken for the project.

Financial / budget implications

All amounts quoted in this report are exclusive of GST.

Capital costs

The works for option one are estimated at \$5,434,000. The cost estimate includes preliminaries, design and building contingencies and professional fees. The cost estimate is based on preliminary concept designs and does not include: upgrading any existing services such as electrical / hydraulic; cost escalation; GST and so forth. The cost estimate has been broken down into the following components:

Component	Cost Estimate
Reception, pro-shop, reception and aquatics office areas.	\$622,000
Health services consultation and waiting area	\$505,000
Internal and external café eating areas	\$1,003,000
Refurbished sports court change room facilities and meeting room	\$1,417,000
Mezzanine office area	\$875,000
Outdoor synthetic playing fields	\$962,000
Artwork	\$50,000
TOTAL	\$5,434,000

The works for option two are estimated at \$8,295,000. The cost estimate includes preliminaries, design and building contingencies and professional fees. The cost estimate is based on preliminary concept designs and does not include: upgrading any existing services such as electrical / hydraulic; cost escalation; GST and so forth. The cost estimate has been broken down into the following components:

Component	Cost Estimate
Reception, pro-shop, reception and aquatics office areas.	\$622,000
Health services consultation and waiting area	\$505,000
Internal and external café eating areas	\$1,003,000

Component	Cost Estimate
Refurbished sports court change room facilities and meeting room	\$1,417,000
Mezzanine office area	\$875,000
Two new indoor sports courts	\$3,796,000
Artwork	\$77,000
TOTAL	\$8,295,000

Operating impacts

The following table summarises the operating impacts in today's dollars at steady state. This indicates that option two would generate an operating surplus both before and after depreciation, however option one would have an operating deficit after depreciation. The operating results for both options are small in terms of the investment costs and will not pay back the net establishment within a short timeframe.

Operating impacts 2034-35 (excluding inflation)	Option one (outdoor synthetic playing fields)	Option two (indoors sports courts)
Operating income	\$276,000	\$388,000
<i>Operating expenses</i>		
Operating cash expenses	(\$201,000)	(\$237,000)
Depreciation	(\$107,000)	(\$126,000)
Total operating expenses	(\$308,000)	(\$363,000)
Operating surplus / (deficit)	(\$32,000)	\$25,000

Total 20 year cash flows

The following table summarises the overall 20 year cash flows. The table shows that the overall 20 year cost for option one is over \$8 million deficit and for option two almost \$10 million deficit.

Cash flow summary (including inflation)	Option one (outdoor synthetic playing fields)	Option two (indoors sports courts)
<i>Establishment costs</i>		
One-off costs	(\$6,061,904)	(\$9,253,495)
Net funding required	(\$6,061,904)	(\$9,253,495)
Borrowings	\$6,061,900	\$9,253,500
Repayments	(\$6,062,100)	(\$9,253,600)
Interest earnings lost using reserve	(\$401,833)	(\$613,796)
Total establishment costs	(\$6,463,937)	(\$9,867,391)
<i>Recurring impacts</i>		
Operating cash expenses	(\$6,500,185)	(\$7,480,782)

Cash flow summary (including inflation)	Option one (outdoor synthetic playing fields)	Option two (indoors sports courts)
Operating income	\$8,115,690	\$11,321,212
Asset replacement / depreciation	(\$3,158,057)	(\$3,727,586)
Total recurring impacts	(\$1,542,552)	\$112,844
Cash surplus / (deficit)	(\$8,006,489)	(\$9,754,547)

Regional significance

Craigie Leisure Centre provides services and programs to City of Joondalup residents and is also a destination centre for those within the region (approximately 1.5 million visitations per year). Improving the facilities at the centre will assist with further increasing visitations.

Sustainability implications

Environmental

The proposed works have been planned to reduce the impact of the carbon footprint and consider environmental sustainability design features where possible within the project budget.

Social

The proposed works considers access and inclusion principles with the aim to enhance the amenity of the public space.

The social and economic return on investment report determined that the overall benefits-cost ratio of the proposed project was estimated at 3.47 which indicates that for every one dollar invested there would be over three dollar's value of benefits generated for the community.

Economic

The economic implications of the proposed works have been outlined in the financial section of this report and the financial evaluation report (Attachment 6 refers).

Consultation

Consultation for the phase one refurbishment project was conducted in accordance with the City's approved *Community Consultation and Engagement Policy and Protocol*. Results of the consultation were considered by Council at its meeting held on 20 March 2018 (CJ051-03/18 refers).

If the proposed phase two refurbishment works are supported, the City will undertake further engagement with centre customers and members as part of the detailed design stage of the project.

COMMENT

The City, through its management of Craigie Leisure Centre, is recognised in Western Australia as an industry leader in the provision of community leisure and aquatic facilities and services. The operating position that the facility achieves each year is above the industry average. To remain competitive and continue to drive financial performance it is recommended that the City undertake the phase two refurbishment works that will address the centre's remaining issues and maximise opportunities for income growth.

The phase one refurbishment works including extension of the gym; relocation and extension of the creche, group fitness, wellness and cycle studios; relocation of the staff room; and additional car parking works are expected to be completed in early 2023. These works will expand and improve the centre's gym and group fitness facilities. However, the reception; pro-shop; café; sports court change room facilities; and staff office / meeting areas will remain in need of improvement, which are proposed as part of phase two works. Phase two works also proposes to increase the centre's opportunity for income growth with a new health services area and new indoor sports courts / outdoor playing fields.

Option two which includes two new indoor sports courts, is the recommended option and is estimated at \$8,295,000. This option also includes improvement works to the reception; pro-shop; café; sports court change room facilities; staff office / meeting areas; and new health services area. Option two is estimated to generate an additional annual income of \$217,800. The financial analysis undertaken indicated that option two would generate an operating surplus both before and after depreciation. However, the operating results are small in terms of the investment costs and will not pay back the net establishment within a short timeframe.

The two new indoor sports courts will allow the centre to expand the current bookings and sporting competitions. The demand for indoor sports courts is high and there is currently a waiting list for user groups wanting to book the space. The indoor sports courts will also provide an opportunity for the centre to expand internal programs such as holidays / kids activities and the ability to hold large events such as state netball, basketball and badminton competitions.

The social and economic return on investment report indicated that for every one dollar invested as part of the project there would be over three dollar's value of benefits generated for the community.

The business case undertaken for the proposed works indicated that option two ranked higher than option one with a score of 7.8 out of 10 and demonstrates a high achievement against the project objectives.

If the recommended works for option two are supported, the proposed phase two refurbishment project will be considered for inclusion as part of a future review of the SFP. The financial analysis undertaken, was based on the project occurring between 2025-26 / 2027-28 with completion due in 2028-29. This would allow the centre to re-establish for a few years after phase one works before commencing any further refurbishment works.

VOTING REQUIREMENTS

Simple Majority.

The Chief Executive Officer left the room at 6.55pm.

OFFICER RECOMMENDATION

That Council:

- 1 SUPPORTS the proposed phase two refurbishment works at Craigie Leisure Centre as detailed as option two in this Report at a project cost estimate of \$8,295,000;
- 2 Subject to support of Part 1 above, NOTES that the proposed phase two refurbishment works will be considered as part of a future review of the *Strategic Financial Plan* with the preferred dates for the project to commence in 2025-26, concluding 2028-29.

MOVED Cr Hamilton-Prime, SECONDED Cr Logan that Item 3 – Craigie Leisure Centre Refurbishment Project – Phase Two BE REFERRED BACK to the Chief Executive Officer for a further report to be presented at the 28 November 2022 Major Projects and Finance Committee meeting to include:

- 1 information on childcare facilities being located within the centre;
- 2 clarity on the catchment area for membership;
- 3 State Governments' position in relation to HBF Arena;
- 4 the future of the café lease;
- 5 the commerciality of health and wellbeing enterprises;
- 6 information relating to financial implications of indoor versus outdoor courts.

The Motion was Put and

CARRIED (7/0)

In favour of the Motion: Cr Logan, Mayor Jacob, Crs Fishwick, Hamilton-Prime, Hill, Jones and May.

Appendix 2 refers

To access this attachment on electronic document, click here: [Attach2MPFC220726.pdf](#)

ITEM 4 CHANGE OF DATE – MAJOR PROJECTS AND FINANCE COMMITTEE MEETING – SEPTEMBER 2022

WARD	All
RESPONSIBLE DIRECTOR	Mr Jamie Parry Governance and Strategy
FILE NUMBERS	101515, 107023
ATTACHMENTS	Nil
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 the Major Projects and Finance Committee (the Committee) to change its meeting date scheduled for Monday 26 September 2022 to Tuesday 27 September 2022.

EXECUTIVE SUMMARY

At the Committee meeting held on 2 May 2022, the Committee agreed to amend the current schedule of meetings to the following:

Current Date	Proposed Date
Monday 2 May 2022	Unchanged
Monday 11 July 2022	Tuesday 26 July 2022
Monday 12 September 2022	Monday 26 September 2022
Monday 28 November 2022	Unchanged

It has since come to the City's attention that Monday 26 September 2022 is a public holiday. Therefore, it is proposed that the Committee meeting scheduled for Monday 26 September 2022, be re-scheduled to Tuesday 27 September 2022, commencing at 5:45pm.

BACKGROUND

In order to assist with forward planning for all Elected Members, management and staff, a schedule of meeting dates for the Major Projects and Finance Committee was presented and adopted by the Committee on 1 November 2021.

Those dates were as follows:

- Monday 29 November 2021, commencing at 6:15pm.
- Monday 14 March 2022, commencing at 5:45pm.

- Monday 2 May 2022, commencing at 5:45pm.
- Monday 11 July 2022, commencing at 5:45pm.
- Monday 12 September 2022, commencing at 5:45pm.
- Monday 28 November 2022, commencing at 6:15pm.

At the Committee meeting on 2 May 2022, the Committee dates were subsequently amended as follows:

Current Date	Proposed Date
Monday 2 May 2022	Unchanged
Monday 11 July 2022	Tuesday 26 July 2022
Monday 12 September 2022	Monday 26 September 2022
Monday 28 November 2022	Unchanged

DETAILS

It has since come to the City's attention that Monday 26 September 2022 is a public holiday. It is therefore proposed that the Committee meeting scheduled for Monday 26 September 2022, be re-scheduled to Tuesday 27 September 2022, commencing at 5:45pm.

Issues and options considered

The Committee can choose to either:

- re-schedule the Committee date for September to Tuesday 27 September 2022
or
- choose an alternative date for the Committee meeting however, consideration will need to be given to the calendar of meetings for all other Council/Committee meetings.

Legislation / Strategic Community Plan / Policy implications

Legislation *Local Government Act 1995.*
 Local Government (Administration) Regulations 1996.
 City of Joondalup Meeting Procedures Local Law 2013.

Strategic Community Plan

Key theme Governance and Leadership.

Objective Corporate capacity.

Strategic initiative Not applicable.

Policy Not applicable.

Risk management considerations

There is currently no other meetings scheduled for Tuesday 27 September 2022.

Financial / budget implications

Not applicable.

Regional significance

Not applicable.

Sustainability implications

Not applicable.

Consultation

Not applicable.

COMMENT

The current committee meeting dates, as adopted by the Major Projects and Finance Committee, can be amended however, consideration needs to be given to the calendar of meetings for all other Council/Committee meetings.

VOTING REQUIREMENTS

Simple Majority.

OFFICER RECOMMENDATION

That the Major Projects and Finance Committee meeting scheduled for Monday 26 September 2022, be AMENDED to Tuesday 27 September 2022, commencing at 5:45pm to be held in Conference Room 1.

AMENDMENT MOVED Cr Logan, SECONDED Cr Hamilton-Prime that the Major Projects and Finance Committee meeting scheduled for:

- 1 Monday 26 September 2022, be AMENDED to Tuesday 27 September 2022, commencing at 6.00pm;**
- 2 thereafter all Major Projects and Finance Committee meeting's commencement times be AMENDED to 6.00pm.**

The Amendment Motion was Put and

CARRIED (7/0)

In favour of the Amendment Motion: Cr Logan, Mayor Jacob, Crs Fishwick, Hamilton-Prime, Hill, Jones and May.

BACKGROUND

At its meeting held on 4 November 2019 (JSC03-11/19 refers), Council resolved, in part as follows:

“That Council:

- 1 *BY AN ABSOLUTE MAJORITY ESTABLISHES a Major Projects and Finance Committee, with the role being to:*
 - 1.1 *oversee the progress of the City’s annual capital works program and review of the City’s Five Year Capital Works Program;*
 - 1.2 *make recommendations to Council on modifications of capital works projects and major strategic capital projects;”*

The Major Projects and Finance Committee requested that the following project be reported on in detail:

Project Code	Project Description
BCW2562	Ellersdale Park Clubrooms Refurbishment
BCW2629	Emerald Park Community Facility Upgrade
FNM2054	Whitfords Nodes Park Health & Wellbeing Hub
FPN2240	Burns Beach to Mindarie Dual Use Path
PDP2118	Moolanda Park Landscape Master Plan
MPP2050	Craigie Leisure Centre Upgrades Stage 1
MPP2058	Chichester Park Clubrooms Redevelopment
MPP2069	Percy Doyle Floodlighting Upgrades
SSE2057	Leafy City Program
STL2003	Joondalup City Centre Lighting
STL2051	Emerald Park Floodlighting

The following projects which required a Bi-monthly Project Status Report have been completed and the final reports were presented to a former Major Projects and Finance Committee:

- Burns Beach to Mindarie Dual Use Path.
- Whitfords Nodes Park Health and Wellbeing Hub.
- Moolanda Park Landscape Master Plan.
- Ellersdale Park Clubrooms Refurbishment.
- Leafy City Project.
- Percy Doyle Floodlighting Upgrades.
- Emerald Park Floodlighting.

Following a request at the Major Projects and Finance Committee meeting held on 8 March 2021, Attachment 1 to this Report has been updated to also include the year to date budget and project actuals. Please note that although the construction status might be shown as completed (blue), the project financials might not reflect this as final payments might still be outstanding.

DETAILS

The Capital Works Project Report for the 2021-22 program as at 30 June 2022 is provided as Attachment 1 to this Report. It should be noted that the financials for June 2022 have not been closed off and therefore they may be some minor changes to the project actuals as shown in Attachment 1 to this Report.

A summary of the projects and their current status is detailed in the Bi-monthly Project Status Reports forming Attachments 2 to 5 to this Report.

The following project which required a bi-monthly project report have been completed and no further reports will be presented to the Major Projects and Finance Committee:

- Emerald Park Community Facility Upgrade.

Issues and options considered

Not applicable.

Legislation / Strategic Community Plan / Policy implications

Legislation Sections 5.17 and 6.8 of the *Local Government Act 1995*.

A committee cannot make decisions, on behalf of the Council, that require an absolute majority decision (section 5.17 of the *Local Government Act 1995*), in which case, and in accordance with Section 6.8 of the *Local Government Act 1995*, includes approving expenditure not included in the City's Annual Budget. The Major Projects and Finance Committee may only recommend to Council to approve or modify capital works projects.

Strategic Community Plan

Key theme Financial Sustainability.

Objective Major project delivery.

Strategic initiative Not applicable.

Policy Not applicable.

Risk management considerations

Not applicable.

Financial / budget implications

Not applicable.

Regional significance

Not applicable.

Sustainability implications

Not applicable.

Consultation

Not applicable.

COMMENT

The attached Bi-monthly Project Status Reports provide an update on the activities undertaken.

VOTING REQUIREMENTS

Simple Majority.

The Chief Executive Officer entered the room at 7.02pm.

MOVED Cr Hamilton-Prime, SECONDED Cr Jones that the Major Projects and Finance Committee NOTES:

- 1 the report on the Capital Works Projects for 2021-22 as at 30 June 2022 forming Attachment 1 to this Report;**
- 2 the Bi-monthly Project Status Reports forming Attachments 2 to 5 to this Report.**

The Motion was Put and

CARRIED (7/0)

In favour of the Motion: Cr Logan, Mayor Jacob, Crs Fishwick, Hamilton-Prime, Hill, Jones and May.

Appendix 3 refers

To access this attachment on electronic document, click here: [Attach3MPFC220726.pdf](#)

ITEM 6 CAPITAL WORKS PROJECT REPORTING FOR 2022-23

WARD	All
RESPONSIBLE DIRECTOR	Mr Nico Claassen Infrastructure Services
FILE NUMBERS	101515, 107023
ATTACHMENT	Attachment 1 2022-23 Capital Works Budget
AUTHORITY / DISCRETION	Information - includes items provided to Council for information purposes only that do not require a decision of Council (that is for 'noting').

PURPOSE

For the Major Projects and Finance Committee to approve projects listed in the *2022-23 Capital Works Program* for additional milestone reporting.

EXECUTIVE SUMMARY

At its meeting held on 28 June 2022 (CJ104-06/22 refers), Council adopted the *2022-23 Capital Works Program* as part of its 2022-23 Budget.

To assist the committee in determining which projects they may require additional milestone reporting on, a copy of the 2022-23 Capital Works Budget is provided as Attachment 1 to this Report.

In addition, this Report proposes to align these projects with the list of projects identified for additional milestone reporting in the City's *5-Year Corporate Business Plan*.

BACKGROUND

At its special meeting held on 4 November 2019 (JSC03-11/19 refers), Council resolved, in part as follows:

"That Council:

- "1 BY AN ABSOLUTE MAJORITY ESTABLISHES a Major Projects and Finance Committee, with the role being to:*
- 1.1 oversee the progress of the City's annual capital works program and review of the City's Five Year Capital Works Program;*
 - 1.2 make recommendations to Council on modifications of capital works projects and major strategic capital projects;"*

DETAILS

At its meeting held on 28 June 2022 (CJ104-06/22 refers), Council adopted the *2022-23 Capital Works Program* as part of its 2022-23 Budget.

To assist the committee in determining which projects they may require additional milestone reporting on, a copy of the 2022-23 Capital Works Budget is provided as Attachment 1 to this Report.

At this same meeting, Council adopted the City's *5-Year Corporate Business Plan* (CJ093-06/22 refers) and the following projects have been identified for additional milestone reporting:

Project Code	Project Description
RDC2027	Joondalup Drive/Hodges Drive Intersection Upgrade
FPN2299	Hillarys Cycle Network Expansion
BCW2595	Christchurch Park Changeroom Refurbishment
BCW2625	Ocean Reef Park Toilets and Changerooms
BCW2640	Percy Doyle Football/Teeball Clubrooms
BCW2650	Sorrento Football Club Changeroom Upgrade
BCW2669	Greenwood Scout Hall Refurbishment
MPP2050	Craigie Leisure Centre Refurbishment
MPP2058	Chichester Park Clubroom Redevelopment
MPP2074	Multi-Storey Car Park – 104 McLarty Avenue
MPP2076	Sorrento Surf Life Saving Club Redevelopment
MPP2077	Café/Kiosk/Restaurant Burns Beach
MPP2080	Burns Beach Coastal Node Redevelopment

It is recommended these already identified projects by Council be used for the additional milestone reporting to the Major Projects and Finance Committee.

Issues and options considered

The options available to the Major Projects and Finance Committee are:

- accept the identified projects for project reporting
- not accept the identified projects for project reporting
or
- vary the identified projects for project reporting.

Legislation / Strategic Community Plan / Policy implications

Legislation Sections 5.17 and 6.80 of the *Local Government Act 1995*.

Strategic Community Plan

Goal Leadership.

Outcomes Accountable and financially-sustainable.

You are provided with a range of City services which are delivered in a financially responsible manner.

Policy Not applicable.

Risk management considerations

Not applicable.

Financial / budget implications

Not applicable.

Regional significance

Not applicable.

Sustainability implications

Not applicable.

Consultation

Not applicable.

COMMENT

The detailed milestone reporting on the identified projects will be provided to this Committee using the same reporting template that will be used for the Corporate Business Plan Quarterly Progress Reports.

VOTING REQUIREMENTS

Simple Majority.

MOVED Cr Jones, SECONDED Cr Hamilton-Prime that the Major Projects and Finance Committee REQUESTS that additional milestone reporting on the Capital Works Projects identified in this Report be provided to the Committee.

The Motion was Put and

CARRIED (7/0)

In favour of the Motion: Cr Logan, Mayor Jacob, Crs Fishwick, Hamilton-Prime, Hill, Jones and May.

Appendix 4 refers

To access this attachment on electronic document, click here: [Attach4MPFC220726.pdf](#)

Legislation / Strategic Community Plan / Policy implications

Not applicable.

Risk management considerations

Not applicable.

Financial / budget implications

Not applicable.

Regional significance

Not applicable.

Sustainability implications

Not applicable.

Consultation

Not applicable.

COMMENT

Development of a strategy to cluster the City's major projects will help to improve the coordination of, and allocation of resources to projects.

VOTING REQUIREMENTS

Simple Majority.

MOVED Cr Hamilton-Prime, SECONDED Cr Jones that the Major Projects and Finance Committee NOTES the presentation on the Major Projects Pipeline Review.

The Motion was Put and

CARRIED (7/0)

In favour of the Motion: Cr Logan, Mayor Jacob, Crs Fishwick, Hamilton-Prime, Hill, Jones and May.

URGENT BUSINESS

Nil.

MOTIONS OF WHICH PREVIOUS NOTICE HAS BEEN GIVEN

Nil.

REQUESTS FOR REPORTS FOR FUTURE CONSIDERATION

Nil.

CLOSURE

There being no further business, the Presiding Member declared the meeting closed at 7.30pm the following Committee Members being present at that time:

CR JOHN LOGAN
MAYOR HON. ALBERT JACOB, JP
CR ADRIAN HILL
CR NIGE JONES
CR CHRISTOPHER MAY
CR RUSS FISHWICK, JP
CR CHRISTINE HAMILTON-PRIME, JP