

minutes

Policy Committee

MEETING HELD ON **MONDAY 9 MARCH 2015**

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CITY OF JOONDALUP

MINUTES OF THE POLICY COMMITTEE MEETING HELD IN CONFERENCE ROOM 2, JOONDALUP CIVIC CENTRE, BOAS AVENUE, JOONDALUP ON MONDAY 9 MARCH 2015.

ATTENDANCE

Committee Members

Cr Liam Gobbert	<i>Presiding Member</i>	
Mayor Troy Pickard		<i>from 6.04pm</i>
Cr John Chester	<i>Deputy Presiding Member</i>	
Cr Kerry Hollywood		
Cr Mike Norman		<i>from 6.01pm</i>
Cr Teresa Ritchie, JP		
Cr Sam Thomas	<i>Deputising for Cr Philippa Taylor</i>	

Observers

Cr Russ Fishwick, JP		<i>to 7.06pm</i>
Cr Tom McLean, JP		
Cr Geoff Amphlett, JP		<i>from 7.02pm; Absent from 7.08pm to 7.09pm</i>

Officers

Mr Garry Hunt	Chief Executive Officer	<i>from 6.03pm; Absent from 7.08pm to 7.09pm</i>
Mr Jamie Parry	Director Governance and Strategy	
Mr Nico Claassen	Director Infrastructure Services	
Mr Brad Sillence	Manager Governance	
Mr John Byrne	Governance Coordinator	
Mrs Lesley Taylor	Governance Officer	

DECLARATION OF OPENING

The Presiding Member declared the meeting open at 6.00pm.

DECLARATIONS OF INTEREST

Nil.

APOLOGIES/LEAVE OF ABSENCE**Apology:**

Cr Philippa Taylor.

Leave of Absence Previously Approved:

Cr Sam Thomas	23 February to 9 March 2015 inclusive;
Cr Liam Gobbert	14 March to 22 March 2015 inclusive;
Cr Mike Norman	21 March to 28 March 2015 inclusive;
Cr Geoff Amphlett, JP	2 May to 10 May 2015 inclusive;
Cr Brian Corr	26 May to 26 June 2015 inclusive.

Cr Norman entered the room at 6.01pm.

CONFIRMATION OF MINUTES**MINUTES OF THE POLICY COMMITTEE HELD 1 DECEMBER 2014**

MOVED Cr Chester, **SECONDED** Cr Hollywood that the minutes of the meeting of the Policy Committee held on 1 December 2014 be confirmed as a true and correct record.

The Motion was Put and

CARRIED (6/0)

In favour of the Motion: Crs Gobbert, Chester, Hollywood, Norman, Ritchie and Thomas.

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 ADOPTION OF MEETING DATES FOR 2015 -
POLICY COMMITTEE**

WARD	All
RESPONSIBLE DIRECTOR	Mr Jamie Parry Governance and Strategy
FILE NUMBER	103963
ATTACHMENT	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 Policy Committee to consider the proposed schedule of committee meeting dates for 2015.

EXECUTIVE SUMMARY

In order to assist with forward planning for all Elected Members, management and staff, a schedule of meeting dates has been prepared for the Policy Committee, ensuring synergy between meeting dates and the flow of information and decision-making.

It is therefore recommended that the Policy Committee adopts the following proposed meeting dates and times for the Policy Committee of the City of Joondalup to be held at the Joondalup Civic Centre, Boas Avenue, Joondalup:

<i>Policy Committee meetings to be held in Conference Room 2</i>
<i>6.00pm on Monday 10 August 2015</i>
<i>6.00pm on Monday 30 November 2015</i>

BACKGROUND

The Policy Committee was established at the Ordinary Council Meeting held on 26 April 2005 (CJ064 - 04/05 refers). The purpose of the committee is to:

- Make recommendations to Council on the development and review of Council and City policies to identify the direction of Council.
- Initiate and request the formulation and drafting of both Council and City policies.
- Devise and oversee the method of development (level and manner of community consultation) for the development of Council and City policies.

- Review the Council Policy Framework in order to ensure compliance with the provisions of the *Local Government Act 1995*.

At its meeting held on 21 October 2014 (CJ177-10/14 refers), Council adopted the meeting dates for its Strategy and Briefing sessions, and ordinary Council meetings for 2015.

The schedule of Council meeting dates was based on the format used in recent years; a monthly meeting format with Strategy Sessions held on the first Tuesday of each month; Briefing Sessions held on the second Tuesday and Council meetings on the third Tuesday.

This enables committee meetings to be scheduled on the Monday, Tuesday or Wednesday of weeks one, two and three so as to minimise potential conflicts with other Council activities and provide a 'meeting-free' week in the fourth week of each month.

DETAILS

The proposed meeting dates have been determined to align with the existing Council meeting structure, and enable adequate consideration and consultation where necessary on policy issues between meetings.

Issues and options considered

The Policy Committee can either:

- adopt the meeting dates as proposed in this Report
or
- amend the meeting dates.

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

Should forward planning of committee meetings not be identified, then there is a risk for meetings to be held on an ad-hoc basis; lacking coordination with other key meetings and corporate planning processes.

Financial/budget implications

Not applicable.

Regional significance

Not applicable.

Sustainability implications

Not applicable.

Consultation

Not applicable.

COMMENT

The dates proposed are intended to provide Council, committee members and staff with an indicative meeting timeline for the Policy Committee. This will assist in ensuring adequate consultation and review of policies are undertaken prior to reporting recommended outcomes to the committee and Council.

VOTING REQUIREMENTS

Simple Majority.

MOVED Cr Chester, SECONDED Cr Hollywood that the Policy Committee ADOPTS the following meeting dates and times for the Policy Committee of the City of Joondalup to be held at the Joondalup Civic Centre, Boas Avenue, Joondalup:

Policy Committee meetings to be held in Conference Room 2
6.00pm on Monday 10 August 2015
6.00pm on Monday 30 November 2015

The Motion was Put and

CARRIED (6/0)

In favour of the Motion: Crs Gobbert, Chester, Hollywood, Norman, Ritchie and Thomas.

ITEM 2 REGIONAL COUNCIL REPRESENTATION POLICY

WARD	All
RESPONSIBLE DIRECTOR	Mr Jamie Parry Governance and Strategy
FILE NUMBER	03149, 41196, 101515
ATTACHMENT	Attachment 1 <i>Regional Council Representation Policy</i>
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 adoption of the *Regional Council Representation Policy*.

EXECUTIVE SUMMARY

Appointments to regional councils, external bodies and groups, as well as Council formed committees generally occurs following each ordinary local government election, held every two years.

At the Policy Committee meeting held on 1 December 2014, a report was requested on the possibility of developing a policy restricting the timeframe an Elected Member serves on a regional council, to a maximum of four consecutive years, and that any changes in representation should align with each election cycle.

The City of Joondalup is represented by two Elected Members on both the Mindarie Regional Council (MRC) and the Tamala Park Regional Council (TPRC). Based on the request at the Policy Committee, a policy has been developed for Council's consideration.

It is therefore recommended that Council CONSIDERS the Regional Council Representation Policy, as detailed in Attachment 1 to this Report.

BACKGROUND

Following local government elections, held every two years, appointments are made by Council to various external boards, groups and bodies, where the City of Joondalup has representation. Appointments are made to two regional councils, namely the MRC and the TPRC.

The purpose of the Mindarie Regional Council is to perform designated functions in connection with waste treatment and disposal.

The MRC manages the disposal of about 315,000 tonnes of waste generated each year by people living in its seven government localities, being the Cities of Joondalup, Perth, Stirling, Wanneroo and Vincent, and the Towns of Cambridge and Victoria Park.

The MRC's vision is to '*set and achieve the standard for minimising the impact of waste on the environment, for the benefit of the regional community.*'

The Tamala Park Regional Council was established for the development of approximately 165 hectares of Lot 118, Mindarie, and represents the interests of seven local governments in the urban development of land south of Somerley, in Perth's northern suburbs. The seven local governments represented by the TPRC are the Cities of Joondalup, Perth, Stirling, Wanneroo and Vincent, and the Towns of Cambridge and Victoria Park.

The regional purpose for which the TPRC is established is:

- a to undertake, in accordance with the objectives, the rezoning, subdivision, development, marketing and sale of the land
- b to carry out and do all other acts and things which are reasonably necessary for the bringing into effect of the matters referred to in paragraph (a) of this clause.

The objectives of the TPRC are:

- a to develop and improve the value of the land
- b to maximise, with prudent risk parameters, the financial return to the participants
- c to balance economic, social and environmental issues
- d to produce a quality development demonstrating the best urban design and development practice.

At its meeting held on 5 April 2005 (CJ050-04/05 refers), Council resolved in part that:

"in the interests of good governance, AGREES that the City of Joondalup nominated representative on the Tamala Park Regional Council shall not be a member of the Mindarie Regional Council."

At the Council meeting held on 20 September 2005, during discussion on the appointment of representatives to the TPRC (CJ202-09/05 refers), it was recommended that when a report is presented to a future incoming Council, consideration be given to the TPRC and MRC each being represented by either the Mayor or Deputy Mayor, in order that a senior level of representation be maintained.

For this reason it is considered appropriate that representatives to both Regional Councils be appointed simultaneously. However, it should be noted that this is a recommendation of Council, and not a formal resolution (CJ202-09/05 refers).

DETAILS

In view of the request at the Policy Committee meeting held on 1 December 2014, a *Regional Council Representation Policy* has been developed for Council's consideration (Attachment 1 refers).

Regional significance

Members of both the MRC and TPRC make decisions on behalf of their member local governments in regard to the role and responsibilities for which they are established.

Sustainability implications

Not applicable.

Consultation

Not applicable.

COMMENT

There is no legislative provision or restriction on how long an Elected Member can serve on a regional council. Therefore it is for Council to consider whether the adoption of the policy as presented, would serve the best interests of the City.

VOTING REQUIREMENTS

Simple Majority.

The Chief Executive Officer entered the room at 6.03pm.

Mayor Pickard entered the room at 6.04pm.

OFFICER'S RECOMMENDATION

That Council CONSIDERS the *Regional Council Representation Policy*, as detailed in Attachment 1 to this Report.

MOVED Mayor Pickard, **SECONDED** Cr Chester that Council **ADOPTS** the *Regional Council Representation Policy*, as detailed in Attachment 1 to this Report, subject to the following amendments:

- 1 that the preferred scenario in relation to Part 2.2 – Membership of the Mindarie Regional Council and Part 3.2 – Membership of the Tamala Park Regional Council ensures that two new Elected Members are not appointed at the same time to the Mindarie Regional Council or the Tamala Park Regional Council;
- 2 that the policy be amended to incorporate similar membership rotation of the Development Assessment Panel.

The Motion was Put and

CARRIED (5/2)

In favour of the Motion: Cr Gobbert, Mayor Pickard, Crs Chester, Norman and Thomas.

Against the Motion: Crs Hollywood and Ritchie.

Appendix 1 refers

To access this attachment on electronic document, click here: [Attach1agnPOLICY090315.pdf](#)

ITEM 3 REVISED ELECTED MEMBERS' ENTITLEMENTS POLICY

WARD	All
RESPONSIBLE DIRECTOR	Mr Jamie Parry Governance and Strategy
FILE NUMBER	00428, 18058, 101515
ATTACHMENT	Attachment 1 Revised <i>Elected Members' Entitlements Policy</i> (marked up).
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 a revised *Elected Members' Entitlements Policy*.

EXECUTIVE SUMMARY

The *Elected Members' Entitlements Policy* sets out the support and allowances available to the City's Elected Members and is consistent with the provisions set out in the *Local Government Act 1995* and supporting regulations. As part of the policy, Elected Members are encouraged to attend suitable conferences and training activities to enable them to be more informed and better able to fulfil their duties of office. A written report is to be provided to the City on an Elected Member's return from any interstate or overseas conference.

At the Policy Committee meeting held on 1 December 2014, a report was requested to amend the existing policy, specifically in relation to conference attendances and the requirement for Elected Members to submit a verbal report at the conclusion of the conference. Based on the request at the Policy Committee, the existing policy has been revised for Council's consideration.

It is therefore recommended that Council CONSIDERS the revised Elected Members' Entitlements Policy, as detailed in Attachment 1 to this Report.

BACKGROUND

A new *Elected Members' Entitlements Policy* was adopted by Council at its meeting held on 20 March 2012 (CJ032-03/12 refers) and was subsequently amended by Council, at its meeting held on 24 September 2013, following changes to the *Local Government Act 1995* and associated regulations around the role of the Salaries and Allowances Tribunal regarding the setting of Elected Member allowances and meeting fees (CJ185-09/13 refers).

Included within the policy are provisions around the attendance of Elected Members at conferences and training throughout Australia and overseas. Elected Member attendance at conferences, training programs and seminars are seen as an important mechanism for an Elected Member to develop and maintain skills and knowledge relevant to the role and to enable them to be more informed and better able to fulfil their duties of office. Currently the policy provides an allocation of \$6,900 per year for Elected Members and \$15,100 per year for the Mayor, with any unused allocation being carried forward at the completion of each annual period, however forfeited at the biennial local government elections.

As part of the policy, Elected Members attending an interstate or overseas conference are required to prepare a report on their return on their attendance and benefits to them and the City in general.

DETAILS

In view of the request at the Policy Committee meeting held on 1 December 2014, the *Elected Members' Entitlements Policy* has been amended in section 8, for Council's consideration (Attachment 1 refers).

The policy has been amended to reflect that on return from an interstate or overseas conference, an Elected Member is to give a verbal presentation to other Elected Members at a subsequent strategy session.

Issues and options considered

Council can either:

- adopt the policy as presented
- amend the policy as presented
or
- decline to adopt the policy and maintain the current process.

Legislation / Strategic Community Plan / policy implications

Legislation

Local Government Act 1995.
Local Government (Administration) Regulations 1996.
Salaries and Allowances Tribunal Determinations.

Strategic Community Plan

Key theme

Governance and Leadership.

Objective

Effective representation.

Strategic initiative

Ensure the elected body has a comprehensive understanding of its roles and responsibilities.

Policy

Elected Members' Entitlements Policy.

Risk management considerations

Not applicable.

Financial / budget implications

Provision of Elected Member attendance at conferences and seminars is made in the City's annual budget and in line with the levels set within the policy.

Regional significance

Not applicable.

Sustainability implications

Not applicable.

Consultation

In reviewing the provisions of other local governments relating to Elected Member travel, the need for conference reporting vary with some local governments requiring a written report (such as the Cities of Stirling and Fremantle); both a written and a verbal report (such as the City of Wanneroo), a written report or a verbal report (such as the Cities of Gosnells and Mandurah); or no reporting at all (such as the Cities of Perth, South Perth and Subiaco).

State Government Ministers as well as parliamentary secretaries and government officers are required to provide written reports for overseas travel to either the Premier or Parliament, as the case may be (within two months of the travel occurring).

COMMENT

The revised policy is presented for Council's consideration.

VOTING REQUIREMENTS

Simple Majority.

OFFICER'S RECOMMENDATION

That Council CONSIDERS the *Elected Members' Entitlements Policy*, as detailed in Attachment 1 to this Report .

MOVED Mayor Pickard, SECONDED Cr Chester that Council ADOPTS the *Elected Members' Entitlements Policy*, as detailed in Attachment 1 to this Report.

AMENDMENT MOVED Cr Ritchie, SECONDED Cr Thomas that the following words be added to the motion after “Report”:

“subject to Part 8 being amended to read as follows:

“8 **Report:**

Upon return from any interstate or overseas Conference and Training event as detailed within this policy, where registration and other associated costs are met by the City of Joondalup, the attending Elected Member is required to:

(a) prepare a written report on their attendance and benefits to them and the City, to be circulated to all Elected Members within one month;

or

(b) present a verbal report on their attendance and benefits to them and the City, at the next available Strategy Session.””

The Amendment was Put and

CARRIED (6/1)

In favour of the Amendment: Cr Gobbert, Mayor Pickard, Crs Chester, Norman, Ritchie and Thomas.

Against the Amendment: Cr Hollywood.

AMENDMENT MOVED Mayor Pickard, SECONDED Cr Ritchie that the following words be added, to the motion after “Report”:

“subject to Clause 6.3 (a) (i) and (ii) – Annual Conference and Training Expenses Allocation being amended as follows:

(i) \$15,100 be replaced with \$7,500;

(ii) \$6,900 be replaced with \$3,500.”.

The Amendment was Put and

LOST (0/7)

Against the Amendment: Cr Gobbert, Mayor Pickard, Crs Chester, Hollywood, Norman, Ritchie and Thomas.

THE Original Motion as amended, being:

That Council ADOPTS the revised *Elected Members' Entitlements Policy*, as detailed in Attachment 1 to this Report, subject to Part 8 being amended to read as follows:

“8 Report:

Upon return from any interstate or overseas Conference and Training event as detailed within this policy, where registration and other associated costs are met by the City of Joondalup, the attending Elected Member is required to:

(a) prepare a written report on their attendance and benefits to them and the City, to be circulated to all Elected Members within one month;

or

(b) present a verbal report on their attendance and benefits to them and the City, at the next available Strategy Session.”.

was Put and

CARRIED (6/1)

In favour of the Motion: Cr Gobbert, Mayor Pickard, Crs Chester, Norman, Ritchie and Thomas.

Against the Motion: Cr Hollywood.

Cr Amphlett entered the room at 7.02pm.

Cr Fishwick left the room at 7.06pm.

Appendix 2 refers

To access this attachment on electronic document, click here: [Attach2agnPOLICY090315.pdf](#)

ITEM 4 **REVOCAION OF THE LEISURE POLICY AND COMMUNITY DEVELOPMENT POLICY**

WARD	All
RESPONSIBLE DIRECTOR	Mr Jamie Parry Governance and Strategy
FILE NUMBER	101263, 101515, 101284
ATTACHMENT	Attachment 1 <i>Leisure Policy</i> Attachment 2 <i>Community Development Policy</i>
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 revoke the *Leisure Policy* and *Community Development Policy* as part of the ongoing policy manual review process.

EXECUTIVE SUMMARY

The *Leisure Policy* and *Community Development Policy* are documents still outstanding in the policy manual review process. Their consideration was deferred, pending the finalisation of a new *Community Development Plan* in 2014-15. The *Community Development Plan 2015-2020* was adopted by Council at its meeting held on 17 February 2015 (CJ002-02/15 refers) and as such, the policies have been viewed within the context of the new strategic direction provided by this plan, *Joondalup 2022* and other relevant planning and policy documents.

The *Leisure Policy* was first introduced by the City of Wanneroo prior to the establishment of the City of Joondalup and has remained unchanged since 1999. It currently outlines the values, roles and outcomes that are to inform the provision of leisure services and facilities within the City. During the 2005 Policy Manual review process, the policy was recommended for consideration as part of a larger issue in the future by the Policy Committee. This review process did not progress, with the Policy Committee instead focusing on the development of higher-level sustainability-based policies relating to community development, economic development, financial planning and public participation in 2005-06.

The *Community Development Policy* was first adopted in 2006 (CJ156-09/06 refers) following the identification of a strategic gap within the City's Policy Framework during the 2005 policy manual review process. In consultation with residents, the policy established the basis upon which community development strategies would be framed, namely, across the broad areas of leisure, youth, families with children, culture, seniors and access and inclusion.

In 2006, Council adopted a *Community Development Strategy 2006-2011*, which incorporated several issue-specific plans relating to the areas outlined above (CJ169-09/06 refers). Council also established in 2008 a strategic position statement pertaining to leisure centre operations, ensuring these facilities are managed in a way that meets all operating costs and achieves self-sufficiency (CJ120-07/08 refers).

In addition to these plans and statements, the City's *Strategic Community Plan 2012-2022: Joondalup 2022* has also provided the strategic context to guide the delivery of services and projects to the community since 2012. Many aspects of *Joondalup 2022* broadly replicate the values and outcomes articulated in the current *Leisure Policy* and have directly informed the current structure and objectives of the *Community Development Plan 2015-2020*, both of which were developed through significant community engagement.

Due to more recent strategic documents superseding the relevance of many unreviewed policies and the imbedding of activities and services into 'business as usual' practices at the City, it is recommended that the current *Leisure Policy* and *Community Development Policy* are revoked by Council to further consolidate the current Policy Manual and reduce duplication across the City's policy and planning frameworks.

It is therefore recommended that Council:

- 1 *NOTES that the objectives and the strategic intent of the Leisure Policy and Community Development Policy have been superseded by other documents within the City's policy and planning framework;*
- 2 *REVOKES the Leisure Policy and Community Development Policy as shown in Attachments 1 and 2 to this Report.*

BACKGROUND

As part of the ongoing review of the City's Policy Manual, the current *Leisure Policy* (Attachment 1 refers) and *Community Development Policy* (Attachment 2 refers) have been reviewed against the following criteria:

- 1 Consistency – with regard to language, style and format.
- 2 Relevance – in terms of new plans and strategies that now supersede previously endorsed positions with existing policies.
- 3 Duplication – identified sections of policies that duplicate other policies, City plans and strategies, local laws, and/or state legislation.
- 4 Operational content – identified sections of policies deemed as being 'too operational' and therefore more appropriate to be incorporated into a City protocol or operational plan.

In recent years, several policies have been revoked by Council in response to the adoption of *Joondalup 2022* in 2012 and any subsequent strategic planning reviews that have superseded their relevance. These include the following:

- *Reserves, Parks and Recreation Grounds Policy* – revoked in March 2013.
- *Centres Strategy Policy* – revoked in June 2013.
- *Sustainability Policy* – revoked in June 2013.
- *Economic Development Policy* – revoked in July 2014.
- *Tennis Court Lighting Standards Policy* – revoked in December 2014.

A review of the *Leisure Policy* and *Community Development Policy* was originally scheduled to occur in alignment with the policies outlined above, however, a delay in the finalisation of a new *Community Development Plan* required a deferral from the schedule. In February 2015, the City's new *Community Development Plan 2015-2020* was adopted by Council and as such, a review of these policies was able to proceed (CJ002-02/15 refers). This Report outlines the outcome of this review process.

DETAILS

Leisure Policy

The *Leisure Policy* (Attachment 1 refers) was first introduced by the City of Wanneroo prior to the creation of the City of Joondalup in 1999. As part of the City's establishment process, the Commissioners adopted all continuing policies at its first meeting held in July 1999 (CJ213-06/99 refers), including the former City of Wanneroo *Leisure Policy*. The intention of the policy was to outline the City's commitment to delivering a broad range of leisure services, facilities and programs that were underpinned by several value statements. In addition, the policy identifies some of the major roles of the City and the outcomes to be achieved in relation to affording leisure opportunities to the community.

In 2005 a major review of the City's Policy Manual was conducted, which recommended deleting, combining or retaining existing policies or introducing new policies where strategic gaps were identified. The *Leisure Policy* was recommended for retention with further commentary indicating that it would be considered as part of "a larger issue" by the Policy Committee and community consultation in the future (CJ206-10/05 refers). The policy has remained unchanged since it was first adopted by the City during its establishment in 1999.

Over this period the City has:

- developed and implemented a *Leisure Plan* (contained within the former *Community Development Strategy 2006-2011*) containing actions on how to achieve the outcomes of the *Leisure Policy*
- adopted a *Strategic Community Plan 2012-2022: 'Joondalup 2022'* to provide overall strategic direction on City activities, services and projects relating to community wellbeing, financial sustainability and quality urban environments
- endorsed a strategic position statement on the management of leisure centres, to ensure these facilities meet operating costs and remain self-sufficient
- implemented a *Property Management Framework* and supporting policies to maintain the affordability of facilities to the community
- developed a Master Planning Process and Principles to facilitate sustainable project outcomes for recreational facility developments
- recently adopted a *Community Development Plan 2015-2020* that outlines the City's commitment to improving the health and wellbeing of its community in alignment with the long term aspirations contained within *Joondalup 2022*.

As a result of developing the City's strategic planning documents, much of the outcomes contained within the current *Leisure Policy* have been incorporated into the City's general policy and planning framework and form part of "business-as-usual" services delivered to the community. For example, the current policy broadly covers matters pertaining to:

- community health and wellbeing
- access and inclusion
- community spirit
- financial sustainability
- advocacy
- reporting and evaluation
- promotion and awareness
- partnership and stakeholder development
- grant funding.

All of these principles have since been embedded within the City's current strategic planning framework either through asset management, grant funding, marketing, community development or community engagement policies and plans.

As such, the current *Leisure Policy* is considered to be a duplication of existing documents across the City and is recommended for revocation.

Community Development Policy

The *Community Development Policy* (Attachment 2 refers) was first adopted in 2006 by the Joint Commissioners (CJ156-09/06 refers). It was identified during the 2005 policy manual review process as a strategic gap within the manual and was recommended for development alongside other high-level sustainability-based policies, including, economic development, financial planning and public participation.

The policy aimed to provide a strategic focus for community development activities and services by the City that were framed around several broad areas, including:

- Youth
- Families with children
- Leisure
- Culture
- Seniors
- Access and inclusion.

As identified in the current policy, a *Community Development Strategy 2006-2011* was subsequently adopted in 2006 (CJ169-09/06 refers), containing various sub-plans in alignment with the broad areas outlined above.

Many of the initiatives implemented through the strategy have since become ongoing and permanent features of the City's annual planning process which includes, but is not limited to, community events, youth, recreation and seniors programs and community subsidy initiatives.

The strategic intent and objectives of both policies are now communicated through the objectives of the City's *Strategic Community Plan: 'Joondalup 2022'* and more thoroughly the recently adopted *Community Development Plan 2015-2020* (CJ002-02/15 refers). A contemporary approach was taken in the development of the new plan by creating four issue based themes that address the challenges and drive improvements across the entire community. The four themes are:

- Community Participation
- Leadership
- Assets and Infrastructure
- Community Capacity Building.

As many elements of the existing policies are embedded in the City's annual planning process and the recent development of a more detailed and relevant plan, the current *Community Development Policy* is recommended for revocation.

Issues and options considered

Council may choose to:

- support the revocation of the *Leisure Policy* and the *Community Development Policy*
- support the revocation of either the *Leisure Policy* or the *Community Development Policy*
or
- not support the revocation of either the *Leisure Policy* or the *Community Development Policy*.

As there are no significant risks identified in revoking either policy, option one is the preferred option in order to reduce duplication across the City's policy and planning frameworks.

Legislation / Strategic Community Plan / policy implications

Legislation Not applicable.

Strategic Community Plan

Key themes Community Wellbeing, Quality Urban Environment and Financial Sustainability.

Objective Community spirit, Quality facilities, Cultural development, Quality built outcomes, Quality open spaces and Active democracy.

Strategic initiative The *Leisure Policy* and *Community Development Policy* align to many strategic initiatives contained across the *Strategic Community Plan*.

Policy *Community Development Policy* and *Leisure Policy*.

Risk management considerations

There are no significant risks associated with revoking the *Leisure Policy* and *Community Development Policy*, given the adoption of the *Community Development Plan 2015-2020*, which outlines the City's position, initiatives and actions relating to community development, sport and recreation, leisure, and arts and culture activities. The plan aligns more effectively with the City's overarching strategic document, *Joondalup 2022*.

Financial / budget implications

There are no financial implications associated with revoking these policies.

Regional significance

The *Leisure Policy* and *Community Development Policy* promoted regional approaches through partnership development and engagement activities. The new *Community Development Plan 2015-2020* includes a number of regional initiatives that support local and neighbouring community challenges.

Sustainability implications

Not applicable.

Consultation

The *Community Development Plan 2015 – 2020* has been heavily informed through multiple forms of engagement including the Strategic Community Reference Group, key stakeholder groups through two facilitated forums and feedback from the general community on the draft plan. Responses during these engagement activities have led to the development of the plan and the significant support for the themes and strategies. As such it is recommended that consultation is not required to revoke the *Leisure Policy* and *Community Development Policy*.

COMMENT

The on-going review of the policy manual has been comprehensive in addressing the issues of consistency, relevance, duplication and the operational nature of some policies. When the *Leisure Policy* and *Community Development Policy* were introduced, they were either inherited or sought to fill a policy and/or strategic gap across the City's policy and planning framework. Since their introduction, the City has further developed and entrenched the services and activities pertaining to sport and recreation, leisure, arts and culture and community development. As such both policies are considered surplus to the City's needs as the recently adopted *Community Development Plan 2015-2020* addresses the existing and emerging challenges in the community relating to these matters.

VOTING REQUIREMENTS

Simple Majority.

MOVED Mayor Pickard, SECONDED Cr Chester that Council:

- 1** NOTES that the objectives and the strategic intent of the *Leisure Policy* and *Community Development Policy* have been superseded by the *Community Development Plan 2015-2020*;
- 2** REVOKES the *Leisure and Community Development Policies* as shown in Attachments 1 and 2 to this Report.

The Motion was Put and

CARRIED (7/0)

In favour of the Motion: Cr Gobbert, Mayor Pickard, Crs Chester, Hollywood, Norman, Ritchie and Thomas.

Appendix 3 refers

To access this attachment on electronic document, click here: [Attach3agnPOLICY090315.pdf](#)

The Chief Executive Officer left the room at 7.08pm.

Cr Amphlett left the room at 7.08pm.

ITEM 5 ARTIFICIAL SHADE IN CITY PLAYGROUNDS

WARD	All
RESPONSIBLE DIRECTOR	Mr Nico Claassen Infrastructure Services
FILE NUMBER	41676, 101515
ATTACHMENT	Attachment 1 Draft City Playground Shade Policy
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 a draft policy for guiding the provision of artificial shade over playgrounds within the City of Joondalup.

EXECUTIVE SUMMARY

The City has maintained a preference for natural shade over built shade structures and has been proactive in providing natural shade (tree planting) to existing playgrounds since 2010. In addition all replacement playgrounds are relocated under existing shade where possible and supplementary tree planting undertaken as required.

A petition was received by Council at its meeting held on 20 May 2014 (C19-05/14 refers) requesting that the City erect shade sails over the larger of the two playground areas at Mawson Park, Hillarys.

A report to Council was prepared and at its meeting held on 18 November 2014 (CJ221-11/14 refers) Council resolved that it:

- 1 *REQUESTS the Policy Committee consider the adoption of a City Playground Shade Policy;*
- 2 *ADVISES the lead petitioner that a decision in relation to the provision of shade sails at Mawson Park, Hillarys will not be made until such time that Council has made a decision based on the Policy Committee's recommendation on part 1 above.*

The provision of shade to playgrounds will remain a significant focus with Perth experiencing high ultraviolet (UV) radiation readings throughout most of the year. Predicted climate change indicates increases in adverse weather conditions into the future.

A draft policy has been developed, taking into consideration ongoing asset management costs to the City, individual duty of care requirements and acknowledgement of the need to provide safe and enjoyable opportunities for play.

The criteria proposed for assessment and selection of parks for a built shade structure considers:

- parks with high patronage by the local and wider community
- existing infrastructure encouraging long stay visits
- exposed locations and soil conditions where trees are difficult to establish
- the option to relocate the new playground under existing shade is not available
- large playgrounds that cannot be effectively shaded by trees.

The short list of parks, as presented at the 7 October 2014 briefing of Elected Members has been reviewed by applying the proposed policy criteria. The following three parks are deemed to meet all the criteria:

- Burns Beach Park, Burns Beach (cost estimate \$45,000 to \$50,000).
- Delamere Park, Currambine (cost estimate \$100,000 to \$120,000).
- Tom Simpson Park, Mullaloo - southern playground (cost estimate \$40,000 to \$45,000).

Mawson Park does not meet all the criteria as modifications can be made to the play space by relocating play items under existing natural shade. Relocating play items reduces the large expanse of rubber soft fall and presents an opportunity to plant strategically placed trees for future natural shade.

If a policy is adopted, a commitment from Council will be required to establish a program with an allocation of funding in the *Capital Works Program*.

The installation of built shade structures on the parks as listed is a substantial financial commitment for the City and no additional parks are recommended for listing in the near future. All future requests for built shade structure installations will be assessed on application in line with the mechanism adopted by Council.

It is therefore recommended that Council:

- 1 *ADOPTS the City Playground Shade Policy, as shown in Attachment 1 of this Report;*
- 2 *APPROVES the introduction of a built shade structure program in the draft Capital Works Program to accommodate the short listed shade structure installations commencing in 2020-21.*

BACKGROUND

The City has maintained a preference for natural shade over built shade structures and in 2010-11 implemented the playground tree planting City wide program to provide shade to existing playgrounds. An internal design guideline was also implemented stipulating that all new and replacement playgrounds are to be located under existing shade trees where possible and the existing shade supplemented with additional trees as required.

During 2014 a Natural Shade Audit (NSA) of playground areas for the City of Joondalup was undertaken by consultants and an action plan drawn up to manage, monitor and maintain the provision of natural shade on parks into the future.

As part of the *Climate Change Strategy 2014 - 2019*, adopted by Council in May 2014, the *Urban Planting Program* stipulates the City undertake '*planting of at least 500 trees in 2014-15, cumulatively increasing by 100 trees per year from 2015-16 to 2018-19, within residential verges, City open spaces, parks, verges and medians*'.

In 2014-15 the tree planting program was included in the *Five Year Capital Works Program* to meet the Urban Planting Program requirements and support implementation of the NSA action plan. The existing playground tree planting City wide program was amalgamated with the new program.

The current PPOSCF does not consider artificial shade installation. The revised PPOSCF, used as a management guideline to assist in the planning and provision of park and public open space assets, provides a draft position statement to prefer natural shade over artificial options. It lists them as optional and the circumstances in which artificial shade structures should be considered within parks is to cover large play spaces that cannot be effectively shaded naturally, or are spaces which experience frequent, ongoing use from community groups and organisations.

There have been approximately 70 recorded requests received by the City for shade sails on various parks over the past three years.

A petition was received by Council at its meeting held on 20 May 2014 (C19-05/14 refers) requesting that the City erect shade sails over the larger of the two playground areas at Mawson Park, Hillarys.

A report to Council was prepared and at its meeting held on 18 November 2014 (CJ221-11/14 refers) Council resolved that it:

- 1 *REQUESTS the Policy Committee consider the adoption of a City Playground Shade Policy;*
- 2 *ADVISES the lead petitioner that a decision in relation to the provision of shade sails at Mawson Park, Hillarys will not be made until such time that Council has made a decision based on the Policy Committee's recommendation on part 1 above.*

DETAILS

Sun protection is not required if the UV Index is less than three. June and July are the only months where Perth, Western Australia, has an average UV Index of two (at noon on a particular day) and in December, January and February the UV Index ranges between 10 and 11.

The effects of climate change predict hotter, drier and windier summers with the number of days over 35°C increasing. Natural shade and the planting of trees can reduce exposure to UV radiation, lowers the ambient air temperatures, reduce evaporation and wind speed. Other attributes of tree planting are the prevention of soil erosion and providing habitat for wildlife.

The provision of trees throughout the City of Joondalup is an important climate change mitigation strategy with shade over playgrounds one of the highest priorities.

Tree planting program

The tree planting program is intended as a continuous program progressively increasing the tree canopy coverage throughout the City.

The NSA action plan advocates the appropriate placement of trees to augment existing shade around playgrounds. Newly planted trees have a limited impact for approximately the first ten years and the management and nurturing of those trees through to maturity is imperative.

All new and replacement playgrounds are relocated under existing shade where possible. As part of any park improvements, an assessment of the existing trees is undertaken to identify supplementary tree planting opportunities to ensure continuity of shade canopy into the future.

Park playgrounds identified for built shade structures will also integrate shade tree planting. It is anticipated that the mature shade trees will supersede the need for renewal of the built shade structure at the end of its lifespan.

Existing built shade structures

The City has a total of 231 playgrounds and there are currently 19 locations within the City of Joondalup which have built shade structures over play spaces. Four built shade structures are on parks and the remainder are at community facilities such as kindergartens. Many of the community facilities require built shade structures to meet legislative requirements.

The four parks in the City of Joondalup with existing built shade structures over play spaces are as follows:

- Tom Simpson Park, Mullaloo (northern play space). Shade sails were installed by the City in 2012 as part of the Tom Simpson Park upgrade. This is a regional park in an exposed coastal location with no existing natural shade available.
- Harbour View Park, Hillarys. Shade sails were installed by the Developer in 2000 as part of the initial development of the park. The sail components were replaced by the City in 2005.
- Blackall Park, Greenwood. Shade sails were installed by the City in 2009 in response to requests to Council by residents. BBQ facilities were installed at the same time. At the end of life of the shade sails in Blackall Park, natural shade could be reassessed for removal of the shade sails.
- McIntyre Park, Burns Beach. Shade sails were approved for installation by the City and installed by the developer in 2014-15.

While the City has set a precedent in the past of installing artificial shade over playgrounds, the structures have proven to be costly investments. If rolled out on a larger scale in alignment with the significant number of requests received from the community, the costs would be unaffordable to the community. The capital cost for the installation of shade sails ranges from \$40,000 for an average size play space (Burns Beach Park, Burns Beach) up to \$120,000 for a larger play space (Delamere Park, Currambine). With 231 playgrounds within the City of Joondalup, it is important that effective criteria are developed to determine the circumstances in which artificial shade may be considered.

Draft Policy

A draft *City Playground Shade Policy* has been developed (Attachment 1 refers). The general position and criteria outlined within the draft policy is as follows:

“The City is committed to support well-utilised, accessible, open space facilities providing safe opportunities for outdoor activity.

Notwithstanding the high capital cost and ongoing management implications of built shade structures, there are some circumstances in the provision of shade, where built shade is a practical solution.”

In order to guide decision making for shade options over City playgrounds, it is proposed the City’s position be as follows:

Natural shade is preferred over artificial shade options to maintain the natural amenity of parks and public open spaces.

In the development of new playgrounds and renewal of existing playgrounds:

- *location and design features of the playground should take advantage of existing and appropriate natural shade*
- *if no suitable natural shade exists, appropriate species of trees should be planted in a suitable location that will provide shade*
- *design should take into account materials that are less conducive to heat conduction while maintaining economic whole of life costs benefits.*

In the management of existing natural shade around playgrounds and planning for tree canopy succession:

- *undertake infill tree planting around existing playgrounds in strategic locations*
- *identification of trees in decline and undertake tree planting for continuation of tree canopy into the future.*

If artificial shade is provided over playgrounds within parks and public open spaces, it will be recognised only as an interim solution until a time where natural shade is suitable.

Built shade structures will only be considered if all of the following criteria can be satisfied:

- (a) *The playground is known to be subject to regular use; high patronage by the local and wider community attending social, community and sporting events and activities. Included may be smaller parks within areas of high housing density.*
- (b) *The playground is located nearby other park amenities that encourages long stay; supporting infrastructure such as BBQ and picnic facilities, sporting facilities and toilets.*
- (c) *In locations where the establishment of natural shade is difficult or impossible; insufficient space for healthy development, rocky or poor soil condition and exposed coastal locations.*
- (d) *The relocation of new playgrounds under existing natural shade is not possible.*
- (e) *Large playgrounds that cannot be effectively shaded by trees; playgrounds with several play items grouped in a large expanse of soft fall.*

In the instance where the criteria (a - e) are met and artificial shade is provided; at the time of renewal of the artificial shade an assessment is to be completed. If the assessment deems that the natural shade is sufficient, the artificial shade is to be removed from the site.”

The proposed position has been informed by the draft revised PPOSCF, asset management principles and previous positions of Council.

Proposed built shade structures

On completion of the NSA of playgrounds, a report and presentation was made at the 7 October 2014 briefing of Elected Members which included a short listing of high priority parks to be considered for built shade structure installations as follows:

- Burns Beach Park, Burns Beach (cost estimate \$45,000 to \$50,000).
- Delamere Park, Currambine (cost estimate \$100,000 to \$120,000).
- Mawson Park, Hillarys (cost estimate \$100,000 to \$120,000).
- Tom Simpson Park, Mullaloo - southern playground (cost estimate \$40,000 to \$45,000).

The short listing of playgrounds has been reviewed and applied to the draft policy criteria; three of the four playgrounds meet the requirements. Mawson Park does not meet all the criteria as modifications can be made to the play space by relocating play items under existing natural shade. Relocating play items reduces the large expanse of rubber soft fall and presents an opportunity to plant strategically placed trees for future natural shade.

Burns Beach Park, Delamere Park and Tom Simpson Park satisfy all the criteria. Given their high patronage by the community, they are a high priority for the installation of a built shade structures to assist with the provision of shade.

The installation of built shade structures represents a substantial financial commitment for the City and no additional parks are recommended for listing in the near future. All future requests for built shade structure installations will be assessed on application in line with the *City Playground Shade Policy*.

Issues and options considered

Council can either:

- adopt the draft *City Playground Shade Policy*, as shown in Attachment 1
- amend the draft *City Playground Shade Policy*, as shown in Attachment 1
or
- not proceed with a policy.

Option 1 is the preferred option, based on the alignment of policy criteria to existing asset management principles, practices and previous positions of Council on this matter.

Legislation / Strategic Community Plan / policy implications

Legislation Not applicable.

Strategic Community Plan

Key theme Quality Urban Environment.

Objective Quality open spaces.

Strategic initiative Employ quality and enduring infrastructure designs that encourage high utilisation and increased outdoor activity.

Policy Not applicable.

The development of the *City Playground Shade Policy* is underpinned by the *Climate Change Strategy 2014 - 2019, Project 3.4 - Urban Planting Program*, adopted by Council at its meeting held on 20 May 2014 (CJ067-05/14 refers). This program determines the scope of tree planting within the City of Joondalup for the draft *Five Year Capital Works Program* with funding budgeted accordingly.

Risk management considerations

The provision of shade will reduce ultraviolet (UV) radiation exposure and the risk of sunburn and skin cancer to patrons using the park.

Financial / budget implications

There is no budget allocation in the current draft *Five Year Capital Works Program* for the installation of built shade structures on parks within the City of Joondalup.

The introduction of a shade structure program to complete the short listed park playgrounds would require a minimum funding allocation of \$120,000 per annum extended over two years. The current draft *Five Year Capital Works Program* is fully allocated therefore it is proposed that commencement of a shade structure program be listed for 2020-21.

Current financial year impact

There is no impact in the current 2014-15 financial year.

Future financial year impact

Annual operating cost Removal of shade sails occurs during winter months and the annual cost for an average size installation is \$1,500.

Capital replacement Built shade structures end of life is predicted to be 20 years with sails replaced at 7-10 years dependent on location. At the time of renewal of the built shade structure, an assessment is to be completed. If the assessment deems that the natural shade is sufficient, the artificial shade is to be removed from the site.

20 Year Strategic Financial Plan impact A built shade structure program is not included in the current adopted *20 Year Strategic Financial Plan*.

Impact year 2020-21 and 2021-22.

Regional significance

Not applicable.

Sustainability implicationsEnvironmental

A balance is required between avoiding an increase in the risk of skin cancer by excessive sun exposure and achieving enough sun exposure to maintain adequate vitamin D levels for healthy bone development. Outdoor activity is encouraged and the provision of shaded play spaces combined with other sun protection practices contributes to a healthier environment for children. Furthermore, the provision of trees is a climate change mitigation strategy as outlined in the *City's Climate Change Strategy 2014-2019*.

Social

The inclusion of built shade structures in addition to the available natural shade will enhance the amenity of public open space by increasing accessibility of outdoor play equipment for a longer period during daylight hours.

Economic

Capital and ongoing maintenance costs for built shade structures are high and have the potential to be a large financial impact for the City.

Consultation

Not applicable.

COMMENT

As Perth experiences high levels of UV radiation, there is an increasing demand from the community to provide shaded play areas. The provision of natural shade can take eight to 10 years to establish and gain shade value from initial tree planting. However, the provision of built shade structures across all City playgrounds is cost prohibitive and unsustainable and a robust selection process is required.

The adoption of a policy will facilitate the measured delivery of a built shade structure installation program to enhance the existing tree planting program. The provision of natural shade through tree planting remains as the highest priority method for shading the City's playgrounds.

Following Council determination on the draft *City Playground Shade Policy*, a further report will be presented to Council on the request for shade sails for Mawson Park, Hillarys.

VOTING REQUIREMENTS

Simple Majority.

The Chief Executive Officer entered the room at 7.09pm.

Cr Amphlett entered the room at 7.09pm.

MOVED Cr Hollywood, SECONDED Cr Ritchie that Council:

- 1 ADOPTS the City Playground Shade Policy, as shown in Attachment 1 of this Report;**
- 2 APPROVES the introduction of a built shade structure program in the draft Capital Works Program to accommodate the short listed shade structure installations commencing in 2020-21.**

AMENDMENT MOVED Mayor Pickard, SECONDED Cr Norman that words “for the purposes of public advertising” be added to the end of Part 1.

The Amendment was Put and

CARRIED (6/1)

In favour of the Amendment: Cr Gobbert, Mayor Pickard, Crs Chester, Norman, Ritchie and Thomas.

Against the Amendment: Cr Hollywood.

The Original Motion as amended, being:

That Council:

- 1 ADOPTS the *City Playground Shade Policy*, as shown in Attachment 1 of this Report for the purposes of public advertising;**
- 2 APPROVES the introduction of a built shade structure program in the draft *Capital Works Program* to accommodate the short listed shade structure installations commencing in 2020-21.**

was Put and

CARRIED (7/0)

In favour of the Motion: Cr Gobbert, Mayor Pickard, Crs Chester, Hollywood, Norman, Ritchie and Thomas.

Appendix 4 refers

To access this attachment on electronic document, click here: [Attach4agnPOLICY090315.pdf](#)

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 7.18pm; the following Committee Members being present at that time:

Cr Liam Gobbert
Mayor Troy Pickard
Cr John Chester
Cr Kerry Hollywood
Cr Mike Norman
Cr Teresa Ritchie, JP
Cr Sam Thomas