

# minutes

## Policy Committee

MEETING HELD ON **TUESDAY 5 FEBRUARY 2018**

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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  
5 FEBRUARY 2018.

### ATTENDANCE

#### Committee Members

Cr Sophie Dwyer	<i>Presiding Member</i>	
Mayor Hon. Albert Jacob, JP		<i>from 5.47pm</i>
Cr Mike Norman		
Cr Russell Poliwka		
Cr Nige Jones	<i>Deputy Presiding Member</i>	
Cr Kerry Hollywood		
Cr John Chester		

#### Officers

Mr Mike Tidy	Director Corporate Services	
Mr Jamie Parry	Director Governance and Strategy	
Ms Dale Page	Director Planning and Community Development	
Mr Mike Smith	Manager Leisure and Cultural Services	
Ms Helen Mathie	Visual Arts Officer	
Mr Brad Sillence	Manager Governance	
Mr John Byrne	Governance Coordinator	
Mrs Sinead McCarthy	Governance Officer	<i>absent from 6.43pm to 6.45pm</i>

### DECLARATION OF OPENING

The Presiding Member declared the meeting open at 5.45pm.

**DECLARATIONS OF INTEREST**

Nil.

**APOLOGIES/LEAVE OF ABSENCE****Leave of Absence Previously Approved:**

Cr Russ Fishwick, JP	25 January to 18 February 2018 inclusive;
Cr Sophie Dwyer	21 February to 31 March 2018 inclusive;
Cr Mike Norman	22 February to 3 March 2018 inclusive;
Cr Mike Norman	6 April to 13 April 2018 inclusive.

**CONFIRMATION OF MINUTES****MINUTES OF THE POLICY COMMITTEE HELD ON 2 OCTOBER 2017**

**MOVED Cr Hollywood SECONDED Cr Chester that the minutes of the meeting of the Policy Committee held on 2 October 2017 be confirmed as a true and correct record.**

**The Motion was Put and**

**CARRIED (6/0)**

**In favour of the Motion:** Crs Dwyer, Chester, Hollywood, Jones, Norman and Poliwka.

**MINUTES OF THE POLICY COMMITTEE HELD ON 6 NOVEMBER 2017**

**MOVED Cr Dwyer SECONDED Cr Jones that the minutes of the meeting of the Policy Committee held on 6 November 2017 be confirmed as a true and correct record.**

**The Motion was Put and**

**CARRIED (6/0)**

**In favour of the Motion:** Crs Dwyer, Chester, Hollywood, Jones, Norman and Poliwka.

**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**

*Mayor Jacob entered the room at 5.47pm.*

**ITEM 1                    CASH-IN-LIEU OF CAR PARKING LOCAL PLANNING POLICY – CONSIDERATION FOLLOWING ADVERTISING**

<b>WARD</b>	All
<b>RESPONSIBLE DIRECTOR</b>	Ms Dale Page Planning and Community Development
<b>FILE NUMBER</b>	72020, 101515
<b>ATTACHMENTS</b>	Attachment 1    Draft <i>Cash-in-lieu of Car Parking Local Planning Policy</i> - as advertised Attachment 2    Draft <i>Cash-in-lieu of Car Parking Local Planning Policy</i> - modified post advertising
<b>AUTHORITY / DISCRETION</b>	Legislative - includes the adoption of local laws, planning schemes and policies.

**PURPOSE**

For Council to consider the draft *Cash-in-Lieu of Car Parking Local Planning Policy*, following advertising, for the purpose of final adoption.

**EXECUTIVE SUMMARY**

At its meeting held on 10 October 2017 (CJ171-10/17 refers), Council considered the draft *Cash-in-Lieu of Car Parking Local Planning Policy* and resolved that it be advertised for public comment.

The draft policy was advertised from 9 November 2017 to 29 November 2017. Five submissions were received, all being objections to the policy generally and not supportive of allowing developers to provide less than the required number of car parking bays on site and the policy not being specific enough.

As the provisions of the City's *District Planning Scheme No. 2* (DPS2) and draft *Local Planning Scheme No. 3* (LPS3) are the mechanism to allow cash-in-lieu of car parking to be considered, the updates proposed to the existing policy do not negate the need to provide parking. Rather, the modifications clarify the circumstances in which cash-in-lieu may be considered by way of new definitions, align the policy with the provisions of draft LPS3, including the application for non-residential developments only and providing clarification on how the cash-in-lieu sum will be calculated.

It is recommended that Council endorses the draft *Cash-in-Lieu of Car Parking Local Planning Policy*, with modifications.

## BACKGROUND

The City's *Cash-in-Lieu of Car Parking Policy* has been in operation since 1999 and has been reviewed on a number of occasions including most recently in 2012 (CJ160-08/12 refers) as part of a review of the City's Policy Manual. The car parking fees applied per bay were last reviewed in 2009.

Clause 4.11 of DPS2 allows Council to consider accepting a cash payment in-lieu of car parking bays provided onsite. Cash-in-lieu of car parking provides a potential alternative to the development of onsite car parking should there be a shortfall in the provision of bays outlined under Table 2 – Car Parking Standards of DPS2. Clause 4.11 does not replace the developer's responsibility to provide onsite parking, but rather serves as a mechanism to enable otherwise desirable developments, for which the full amount of parking cannot be provided on site, to proceed. However, in accordance with Clause 4.11, there must be an adequate provision or a reasonable expectation that in the immediate future, there will be adequate provision for public car parking in the proximity of the proposed development.

The payment of cash-in-lieu is applied in accordance with the City's current *Cash-in-Lieu of Car Parking Policy* and DPS2. Cash-in-lieu is only accepted where the terms outlined in the policy and DPS2 can be met.

Where the cash-in-lieu is unable to be spent on appropriate public parking within the vicinity of the proposed development, Council would need to consider whether it is appropriate to accept cash-in-lieu or if the car parking shortfall is acceptable without the provision of cash-in-lieu to provide for additional off-site parking.

At its meeting held on 10 October 2017 (CJ171-10/17 refers), Council resolved to proceed with the draft *Cash-in-Lieu of Car Parking Local Planning Policy* for the purpose of advertising.

## DETAILS

The policy has been updated to include definitions to clarify new terms, ensure consistency with the provisions of LPS3 and provide clarification as to how the cash-in-lieu sum will be calculated. The updates as outlined below were advertised for public comment.

### Definitions

To provide certainty to developers and the community in regard to how the funds will be spent and where that infrastructure may be provided, it is appropriate to include definitions for the terms 'transport infrastructure' and 'vicinity'.

The draft policy defines 'transport infrastructure' as follows:

*“the works and undertakings described below for the purpose of providing public transport infrastructure, walking and cycling infrastructure, parking infrastructure and demand management:*

- (a) public transport stops, shelters and station, signs, public transport lanes, vehicles track and catenary, priority signals and associated works / designs;*
- (b) paths, signs, bikes, end of trip facilities (showers and lockers), pedestrian and cycling crossings and any associated works and designs;*
- (c) on and off street parking bays, parking machines, parking signs, shelters and any associated works / design and technologies.”*

Currently, under DPS2, funds acquired by the City through cash-in-lieu payments for car parking can only be used to provide public car parks in the locality of the development that generated the need for the car parking.

As the availability of land for the development of public car parking is limited and the shift to other modes of transport (for example, cycling or public transport) is occurring, the opportunity to upgrade existing facilities and accommodate public transport options is increasing. It is accepted that cash-in-lieu may be used for transport infrastructure such as shelters, paths, signs, bicycle lanes, end of trip facilities and pedestrian crossings. This is consistent with the definition of transport infrastructure provided in draft LPS3. Such improvements must be provided in the vicinity of the development that generates the parking demand.

To provide clarification as to what ‘vicinity’ means in the context of cash-in-lieu, a definition has been included in the policy. The draft policy defines ‘vicinity’ as follows:

*“The area within sufficient proximity to the site of the proposed development for which parking bays or transport infrastructure may be provided to address the parking demand.”*

Based on the proposed definition the infrastructure or upgrades need to be provided within sufficient proximity to the development that generates the parking demand and to be of benefit to those accessing the development.

#### Parking bay valuation

Currently the fee per bay is calculated based on an area of 30m<sup>2</sup> (the area of a standard bay plus manoeuvring and landscaping area) plus a fixed fee based on whether the land is service industrial, commercial or beachfront commercial. It is proposed that the fee per bay will be based on the same minimum area plus a land valuation of that specific site. This makes the fee relative to the site specifically rather than a flat rate. It is considered this will provide a more accurate and appropriate valuation for an individual site.

#### Deletion of provisions for Royce Court

The provisions applicable to the lots that abut Royce Court, Lot 65 Winton Road, Joondalup have been deleted from the policy. The City’s *Cash-in-Lieu of Car Parking Policy* applies throughout the City, with the exception of the Joondalup Activity Centre (of which Royce Court is located within).

A separate cash-in-lieu of car parking policy will be prepared for the Joondalup Activity Centre. As part of this separate policy, the special concessions available to lots abutting Royce Court included in the current policy will be considered whether it is appropriate to retain them in the future policy.

#### Minor formatting modifications

Minor modifications are proposed to improve the formatting and consistency of the policy with the City’s suite of local planning policies. These modifications are minor and do not materially change the intent of the policy.

#### Proposed amendments following consultation

In anticipation of LPS3 being endorsed, there is a need for the policy to be consistent with the scheme provisions. This requires a minor wording change to the policy to clarify that the application of cash-in-lieu of car parking will only apply to non-residential development, as noted in Attachment 2. This change does not materially change the intent of the policy.

**Issues and options considered**

Council has the option to:

- proceed with the policy, with or without modification or
- not proceed with the policy.

**Legislation / Strategic Community Plan / policy implications**

**Legislation** *Planning and Development (Local Planning Schemes) Regulations 2015.  
Draft Local Planning Scheme No. 3.*

**Strategic Community Plan**

**Key theme** Quality Urban Environment.

**Objective** Quality built outcomes.

**Strategic initiative** Building and landscaping is suitable for the immediate environment and reflect community values.

**Policy** *Cash-in-Lieu of Car Parking Policy.*

**Risk management considerations**

As Council has the ability to accept cash-in-lieu of the provision of car parking, the dollar amount accepted must reflect the cost to the City of providing that car parking. There is a risk that the City would not be able to fund the provision of car parking should the amount accepted not reflect the costs involved. There is also the risk that if the scope of works which can be provided through the funds received for cash-in-lieu are not clearly outlined then the City would be unable to upgrade existing public parking areas or provide improved facilities to support other modes of transport.

**Financial / budget implications**

The costs associated with any public advertising and notice of any final adoption will be approximately \$1,000.

**Regional significance**

Not applicable.

**Sustainability implications**

Cash-in-lieu of car parking enables public car parking and transport infrastructure to be provided in appropriate locations and assist in reducing the amount of private land that is utilised for car parking which could be used for other development.

**Consultation**

The draft policy was advertised for public comment in accordance with the *Planning and Development (Local Planning Schemes) Regulations 2015* from 9 November 2017, closing on 29 November 2017, by way of:

- a notice published in the local newspaper
- a notice and documents placed on the City's website.

Five submissions of objection were received during the public consultation period. The submitters stated they opposed the policy as a whole as they believe it allows the developer to over develop a site which will result in parking issues. Concern was also raised that the policy was not specific enough and should not relate to residential development.

## COMMENT

Three key themes were identified throughout the five submissions received, being as follows:

- Opposition to the intent of the policy in its entirety.

Submissions were received objecting to the draft policy on the basis that the submitters believe that developers should, without exception, be required to provide all the applicable parking on site to ensure the development does not result in parking problems in the area.

There are existing provisions of DPS2 that allow for cash-in-lieu to be considered and the existing policy that supports these provisions has generally been operating without any problems. Draft LPS3 also includes provisions for cash-in-lieu and it is therefore appropriate to adopt a policy to support the scheme in this regard. The policy is needed to provide guidance to landowners and developers on how cash-in-lieu is to be calculated should it be appropriate to apply. The application of cash-in-lieu can also be beneficial where a locality may benefit from a coordinated approach to the provision of infrastructure such as car parking. Where appropriate, it allows for shared facilities to be provided to holistically address a need rather than it being addressed on an ad-hoc basis.

It is also noted that a cash-in-lieu payment cannot automatically be applied to a development and if such a payment is considered, it needs to be demonstrated there is a reasonable expectation that a cash-in-lieu payment can be utilised to provide car parking or transport infrastructure in the vicinity of the site.

- Application of the policy to residential development.

Comment was made in the submissions objecting to the application of the policy to residential development. It was not the intent of the draft policy to allow car parking for residential development not to be provided, but allow, in very specific situations, the coordinated provision of car parking in some residential areas that would enable the minimisation of parking impacts on the community. Notwithstanding, in anticipation of the new provisions likely to be applied to LPS3, the policy has been modified to clarify that cash-in-lieu of car parking will only be applied to non-residential developments. Car parking required for residential development will be assessed and considered in accordance with the *Residential Design Codes (R-Codes)* and the City's *Residential Development Local Planning Policy*.

- Belief that references in the policy are too vague.

Comment was also made about the draft policy being too vague, particularly the terms 'sufficient proximity' and 'vicinity'. However, given that the policy is to be read in conjunction with the provisions of LPS3, it is considered that adequate guidance is provided. The definition of the term 'vicinity' is considered to be appropriate in the context of the policy and it is not proposed that there be a specific definition for 'sufficient proximity' as this will be determined on a case by case basis depending on the type of development proposed and context in which it is proposed for example local centre, neighbourhood centre. What is appropriate in one locality may not be appropriate in another and therefore specific parameters are not appropriate.

### Conclusion

It is considered that the minor formatting changes, the inclusion of definitions and updates to the parking bay valuation provides sufficient clarity and will ensure the policy is consistent with the provisions of draft LPS3 and cash-in-lieu can be considered and applied where appropriate in lieu of the provision of onsite car parking bays for non-residential developments.

The modifications recommended following public consultation are considered minor and do not require the policy to be re-advertised.

It is therefore recommended that Council proceed with the draft *Cash-in-Lieu of Car Parking Local Planning Policy*. It is noted that the policy will come into effect when a notice is published in the local newspaper, however this will not occur until after LPS3 has been approved by the Minister for Planning and published in the *Government Gazette*.

### **VOTING REQUIREMENTS**

Simple Majority.

**MOVED Cr Jones, SECONDED Cr Hollywood that Council:**

- 1 In accordance with subclauses 4(3)(b)(ii) and 5(1) of Schedule 2 of the *Planning and Development (Local Planning Schemes) Regulations 2015*, PROCEEDS with the modified *Cash-In-Lieu of Car Parking Local Planning Policy*, as included in Attachment 2 to this Report;**
- 2 NOTES that the policy will come into effect when published in the local newspaper which will occur once *Local Planning Scheme No. 3* comes into effect.**

**The Motion was Put and**

**CARRIED (7/0)**

**In favour of the Motion:** Cr Dwyer, Mayor Jacob, Crs Chester, Hollywood, Jones, Norman and Poliwka.

*Appendix 1 refers*

To access this attachment on electronic document, click here: [Attach1agnPOLICY180205.pdf](#)

## ITEM 2                      POLICY MANUAL REVIEW

<b>WARD</b>	All
<b>RESPONSIBLE DIRECTOR</b>	Mr Jamie Parry Governance and Strategy
<b>FILE NUMBER</b>	26176, 101515
<b>ATTACHMENTS</b>	Attachment 1    Table of Policies including recommended action and comments Attachment 2 <i>Dedicated Car Parking for Seniors and Parents with Prams Policy</i> Attachment 3 <i>Payment of Rates and Charges Policy</i> Attachment 4 <i>Recovery of Costs Awarded to the City Policy</i> Attachment 5 <i>Revised Development Proposals before the State Administrative Tribunal Policy</i> Attachment 6 <i>Revised Naming of Public Facilities Policy</i> Attachment 7 <i>Revised Parking Schemes Policy</i> Attachment 8 <i>Revised Payments to Employees in Addition to a Contract or Award Policy</i> Attachment 9 <i>Revised Sustainability Policy</i> Attachment 10 <i>Revised Vandalism to Vegetation on City Land Policy</i>
<b>AUTHORITY / DISCRETION</b>	Legislative – includes the adoption of local laws, planning schemes and policies.

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### PURPOSE

For Council to adopt the revised policies as a result of the Policy Manual review process.

### EXECUTIVE SUMMARY

In accordance with good governance practices, regular reviews of the City's policies are required to ensure their continued relevance and applicability. A major review of the City's Policy Manual has not been conducted since 2012 and as such, it was considered timely that a thorough review process be pursued. The Policy Manual review has resulted in the identification of various minor and major amendments to existing City and Council policies.

This report focuses on the City's current policies that, following the review, are recommended for amendment, namely:

- *Development Proposals before the State Administrative Tribunal Policy.*
- *Naming of Public Facilities Policy.*
- *Parking Schemes Policy.*
- *Payments to Employees in Addition to a Contract or Award Policy.*
- *Sustainability Policy.*
- *Vandalism to Vegetation on City Land Policy.*

Policies that have been identified for major review and / or require advertising will be presented to the Policy Committee and Council individually at a later date.

*It is therefore recommended that Council ADOPTS the following amended policies:*

- *Development Proposals before the State Administrative Tribunal Policy provided as Attachment 5 to this Report.*
- *Naming of Public Facilities Policy provided as Attachment 6 to this Report.*
- *Parking Schemes Policy provided as Attachment 7 to this Report.*
- *Payments to Employees in Addition to a Contract or Award Policy provided as Attachment 8 to this Report.*
- *Sustainability Policy provided as Attachment 9 to this Report.*
- *Vandalism to Vegetation City Land Policy provided as Attachment 10 to this Report.*

## **BACKGROUND**

The City has recently undertaken a comprehensive review of the City of Joondalup Policy Manual. A complete review of the manual was last carried out in 2012 (CJ032-03/12 refers) while ongoing reviews are undertaken on an as needed basis.

The City's Policy Manual categorises policies into City and Council. City policies are those developed for administrative and operational purposes with an internal focus, while Council policies are those that set governing principles and guide the direction of the organisation to align with community values and aspirations.

All policies that have been identified for review and amendment will be brought before the Policy Committee for deliberation and subsequent consideration by Council.

## **DETAILS**

The intent of this report is for Council to consider a number of policies which require minor amendment into one consolidated report. The review assessed the policies against the following broad areas:

- Consistency – with regard to language, style, format and policy template.
- Relevance – new plans and strategies that may supersede previously endorsed positions within existing policies.
- Duplication — identified sections of policies that duplicate other policies, City plans and strategies, local laws, and/or State legislation.
- Outdated content – identified references to outdated legislation, policies or plans.

In addressing these areas, the City has identified a number of City and Council policies (including local planning policies) that are recommended for minor amendments (language, style, formatting, legislation and the like) or no change as presented in Attachment 1.

A number of policies were identified as requiring no changes. The review indicated that current legislative requirements remained relevant and no formatting, language or style changes were suggested. The policies within this category have been listed below and have been provided as Attachments 2 – 4:

- *Dedicated Car Parking for Seniors and Parents with Prams Policy.*
- *Payment of Rates and Charges Policy.*
- *Recovery of Costs Awarded to the City Policy.*

The policies recommended for minor amendment reflect legislative and / or minor language or formatting changes. The policies within this category have been listed below and are provided as Attachments 5 – 10:

- *Development Proposals before the State Administrative Tribunal Policy.*
- *Naming of Public Facilities Policy.*
- *Parking Schemes Policy.*
- *Payments to Employees in Addition to a Contract or Award Policy.*
- *Sustainability Policy.*
- *Vandalism to Vegetation on City Land Policy.*

### **Issues and options considered**

Council may either:

- note or adopt each proposed policy as shown at Attachment 2–10
- suggest further modifications to each proposed policy  
or
- retain each proposed policy in its current format.

Option 1 is the recommended option.

### **Legislation / Strategic Community Plan / policy implications**

#### **Legislation**

This report refers to various City and Council policies, some of which relate to State and Federal legislation. Details of the relevant legislation are outlined on each individual policy in the 'Related Documentation' section.

#### **Strategic Community Plan**

##### **Key theme**

Governance and Leadership.

##### **Objective**

- Corporate capacity.
- Strong leadership.

##### **Strategic initiative**

- Continuously strive to improve performance and service delivery across all corporate functions.
- Advocate and influence political direction to achieve local and regional development.

##### **Policy**

This report relates directly to a number of existing policies within the City of Joondalup Policy Manual. See Attachments 2 – 10 for the specific policy names.

### **Risk management considerations**

In order to maintain transparency and to facilitate appropriate decision-making processes, it is imperative that policies reflect the current positions of Council and work practices at the City as well as contemporary best practice approaches.

### **Financial / budget implications**

Not applicable.

**Regional significance**

Not applicable.

**Sustainability implications**

A number of Council and City policies have been developed to provide policy direction for the sustainable management of the City's activities and services. It is important to ensure that these policies remain relevant and consistent with best practice through regular review processes.

**Consultation**

No consultation was undertaken with the community given the nature of the amendments being minor and related to language, style and formatting. All policies which are the subject of this report have been reviewed by City officers to ensure they remain relevant to operational requirements.

**COMMENT**

The review of the Policy Manual is a comprehensive ongoing process, which addresses issues in terms of consistency, relevance and outdated material of all policies. The policies shown at Attachments 2 – 4 are not recommended for amendment. Minor amendments are proposed for the policies shown at Attachments 5 – 10 and are recommended for adoption by Council.

**VOTING REQUIREMENTS**

Simple Majority.

**OFFICER'S RECOMMENDATION**

That Council ADOPTS the following amended policies:

- 1 Development Proposals before the State Administrative Tribunal Policy provided as Attachment 5 to this Report;
- 2 Naming of Public Facilities Policy provided as Attachment 6 to this Report;
- 3 Parking Schemes Policy provided as Attachment 7 to this Report;
- 4 Payments to Employees in Addition to a Contract or Award Policy provided as Attachment 8 to this Report;
- 5 Sustainability Policy provided as Attachment 9 to this Report;
- 6 Vandalism to Vegetation City Land Policy provided as Attachment 10 to this Report.

The committee's subsequent recommendation to Council is as follows:

**MOVED Cr Jones, SECONDED Cr Norman that:**

- 1 Council ADOPTS the following amended policies:**
  - 1.1 *Development Proposals before the State Administrative Tribunal Policy* provided as Attachment 5 to this Report;**
  - 1.2 *Naming of Public Facilities Policy* provided as Attachment 6 to this Report;**
  - 1.3 *Parking Schemes Policy* provided as Attachment 7 to this Report;**
  - 1.4 *Sustainability Policy* provided as Attachment 9 to this Report;**
  - 1.5 *Dedicated Car Parking for Seniors and Parents with Prams Policy* provided as Attachment 2 to this Report, with the inclusion of the words "*non-residential*" before the words "*privately owned*" throughout the Policy;**
- 2 The following policies be REFERRED BACK to the Chief Executive Officer for further clarity around aspects of the policies:**
  - 2.1 *Payments to Employees in Addition to a Contract or Award Policy* provided as Attachment 8 to this Report;**
  - 2.2 *Vandalism to Vegetation City Land Policy* provided as Attachment 10 to this Report.**

**The Motion was Put and**

**CARRIED (7/0)**

**In favour of the Motion:** Cr Dwyer, Mayor Jacob, Crs Chester, Hollywood, Jones, Norman and Poliwka.

*Appendix 2 refers*

To access this attachment on electronic document, click here: [Attach2agnPOLICY180205.pdf](#)

### ITEM 3 BEACH MANAGEMENT PLAN FINALISATION

<b>WARD</b>	All
<b>RESPONSIBLE DIRECTOR</b>	Mr Jamie Parry Governance and Strategy
<b>FILE NUMBER</b>	100932, 101515
<b>ATTACHMENT</b>	Attachment 1 <i>Beach Management Plan</i> Progress Report Attachment 2 <i>Current Beach Management Plan</i> Attachment 3 <i>Proposed Beach Management Activities Policy</i>
<b>AUTHORITY / DISCRETION</b>	Executive – The substantial direction setting and oversight role of Council, such as adopting plans and reports, accepting tenders, directing operations, setting and amending budgets.

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#### PURPOSE

For Council to receive the final progress report against the *Beach Management Plan* and adopt the *Beach Management Activities Policy*.

#### EXECUTIVE SUMMARY

In September 2010, Council endorsed a *Beach Management Plan* in response to several coastal-related petitions received by the City in 2009 (CJ158-09/10 refers). Since its inception, three status reports have been requested by and provided to Council on the following matters:

- Review of the 2010-2011 summer implementation measures (CJ108-06/11 refers).
- Winter review of kitesurfing implementation measures (CJ219-11/11 refers).
- Status on the implementation of the *Beach Management Plan* (CJ207-10/12 refers).

Since the introduction of the *Beach Management Plan*, many of its current initiatives such as the permanent establishment of dedicated summer beach patrols, beach activity restrictions, incident reporting systems and major infrastructure improvements have been embedded into operational business-as-usual services delivered by the City.

Attachment 1 highlights progress achieved over the life of the *Beach Management Plan*. Most of the actions in the plan are completed or embedded within City operations, therefore it is recommended that the *Beach Management Plan* is finalised. To support the ongoing consideration of beach activity requests, it is proposed that policy statements within the plan pertaining to the management of recreational beach activities be converted into a *Beach Management Activities Policy* (Attachment 3 refers).

It is recommended that Council finalise the *Beach Management Plan* (Attachment 2 refers) and adopt the proposed *Beach Management Activities Policy* to manage ongoing beach activities as per Attachment 3 of this Report.

## BACKGROUND

In 2009, the City received community petitions requesting that kitesurfing activities be banned at North Mullaloo Beach and the City consider extending the current Hillarys Dog Beach further north. The *Beach Management Plan* was developed in response to these petitions.

The purpose of the plan was to provide a management framework for the use, enjoyment, maintenance, protection, preservation and appropriate development of the lands covered by the *Beach Management Plan* within available resources. The plan is guided by the following principles:

- 1 To maintain the natural integrity of the City's coastline.
- 2 To facilitate high quality experiences for visitors to coastal locations within the City through the provision of quality infrastructure and services.
- 3 To enable a safe environment for beach users to undertake a variety of coastal activities.
- 4 To support activity diversity and growth with the Joondalup coastal region.

Divided into three key focus areas (infrastructure, management and development), the *Beach Management Plan* identified issues and corresponding statements to articulate the City's position on how these issues should be resolved or managed. These statements provided guidance to decision-making processes on the provision of coastal services and infrastructure.

A variety of initiatives were undertaken to operationalise the issue statements which have been reported to Council through the City's *Corporate Business Plan Quarterly Progress Reports* from 2010 – 2017. In addition to the general reporting requirements, three reports have also been presented to Council to provide information about the success of implementation measures for newly established beach activity restrictions as follows:

- Review of the 2010-2011 summer implementation measures (CJ108-06/11 refers).
- Winter review of kitesurfing implementation measures (CJ219-11/11 refers).
- Status on the implementation of the *Beach Management Plan* (CJ207-10/12 refers).

Council has also received reports in relation to the *Beach Management Plan* on the following:

- *Animals Amendment Local Law 2016* – Adoption (CJ208-12/16 refers), which removed the ability for horses to be exercised at Hillarys Beach.

*Note: On August 2017, the Hon Martin Pritchard moved a motion in the Legislative Council to disallow the City's Animals Amendment Local Law 2016. The Legislative Council considered the motion and subsequently disallowed the local law amendment in November 2017. As a result, the horse beach area has now been re-instated. Signage and car park line marking have been updated accordingly.*

- Petitions in relation to Animal Exercise Areas on the Foreshore (CJ137-08/17 refers), which closed the final petitions relating to the *Beach Management Plan* in relation to animal exercise areas.

Details on all initiatives undertaken since the adoption of the *Beach Management Plan* in 2010 are provided at Attachment 1 to this Report.

## DETAILS

### Major Achievements

Major achievements against the three key focus areas within the *Beach Management Plan* include, but are not limited to the following:

#### *Key Focus Area 1: Infrastructure*

- Coastal shared path upgrades in Sorrento, Hillarys, Mullaloo and Burns Beach-Iluka.
- Development and implementation of a *Coastal Foreshore Fencing Renewal Program* through the *Five Year Capital Works Program*.
- Development of a new way-finding signage guide.
- Commencement of roll-out of new Australian Standard safety signage.
- Car parking improvements at Tom Simpson Park, Sacred Heart College and the construction of the Marmion Foreshore Parking Facility.
- Connection of the Sorrento Surf Lifesaving Club and Animal Beach Toilets to deep sewerage.
- Sorrento Beach enclosure and associated parking improvements completed in 2016.

#### *Key Focus Area 2: Management*

- Establishment of kitesurfing restrictions at Mullaloo, Kallaroo and Sorrento Beaches.
- Closure of the Hillarys Horse Beach in January 2017 and finalisation of petitions for extended dog beaches in Hillarys and Burns Beach.

*Note: On August 2017, the Hon Martin Pritchard moved a motion in the Legislative Council to disallow the City's Animals Amendment Local Law 2016. The Legislative Council considered the motion and subsequently disallowed the local law amendment in November 2017. As a result, the horse beach area has now been re-instated. Signage and car park line marking have been updated accordingly.*

- Roll-out of new compliance and information signage along the coastline to demarcate permitted beach activity locations.
- Permanent establishment of Beach Ranger positions to provide a dedicated, daily coastal enforcement regime over the summer period for all new *Beach Management Plan* activity changes.
- Establishment of a "Coastal Incident Reporting Hotline" to enable requests and incidences to be effectively captured and reported.
- Delivery of a significant awareness campaign over the 2010-11 summer period to communicate the new beach use changes across the City's coastline. This included the distribution of beach activity flyers, posters and website materials.

#### *Key Focus Area 3: Commercial Development*

- Endorsement of Rock (WA) Pty Ltd (trading as White Salt) as the preferred respondent for the development of a café / kiosk at Pinnaroo Point, Hillarys.
- Endorsement of a modified concept design proposed by White Salt with land lease negotiations underway and environmental investigations undertaken.

### Compliance Statistics

Following the adoption of the *Beach Management Plan* in 2010, an Incident Reporting Hotline was established to receive requests and manage data relating to new beach activity restrictions. Overall compliance with beach activity guidelines is illustrated by the following statistics:

<b>Beach Activity – Reported Incidences</b>	<b>2010 -11</b>	<b>2011 -12</b>	<b>2012 -13</b>	<b>2013 -14</b>	<b>2014 -15</b>	<b>2015 -16</b>	<b>2016 -17</b>	<b>Total</b>
Horse being exercised outside designated hours	0	8	3	2	4	4	2	<b>23</b>
Dog being exercised outside designated area	147	163	149	63	78	116	51	<b>767</b>
Kitesurfing incident inside designated area	1	1	3	1	1	2	1	<b>10</b>
Kitesurfing incident outside designated area	8	4	2	1	1	1	0	<b>17</b>

<b>Beach Activity – Infringements Issued</b>	<b>2010 -11</b>	<b>2011 -12</b>	<b>2012 -13</b>	<b>2013 -14</b>	<b>2014 -15</b>	<b>2015 -16</b>	<b>2016 -17</b>	<b>Total</b>
Animals	46	126	73	42	36	62	31	<b>416</b>
Kitesurfing	0	0	0	0	0	0	0	<b>0</b>
Parking	252	130	97	47	53	250	499	<b>1,328</b>

The City noted increasing levels of beach activity compliance between 2010-11 and 2016-17, except for parking infringements which saw a marked increase in 2015-16 and 2016-17. This increase coincided with the amalgamation of the City's Rangers and City Watch function, which resulted in increased ranger patrols in coastal areas. The number of infringements issued by rangers for coastal parking is expected to remain consistent now that the service has matured.

Increased beach patrols have also enabled higher levels of community awareness and improved enforcement of permitted and restricted beach activities. Daily monitoring of City facilities with portable reporting devices has also improved the proactive identification and efficiency of operational maintenance issues.

### Kitesurfing

Since the *Beach Management Plan's* implementation and the subsequent introduction of kitesurfing exclusion zones at Mullaloo, Kallaroo and Sorrento Beaches, the City has received fewer complaints and reported incidences in relation to this activity. Furthermore, no infringements have been issued for non-compliant kitesurfing activities since the introduction of the restrictions. While cautions were initially applied in the first few years of implementation, improved education and awareness of the activity has resulted in reduced incidents and conflict with other beach users.

### Dog Beach Requests

Since the inception of the *Beach Management Plan*, the City received several enquiries requesting an additional dog beach or extension of the existing dog beach. This has also been a regular discussion on the City's social media platforms campaigning for more beach space within the City to exercise dogs.

To date, the City has referred all members of the public to its website for information on permissible dog exercise areas and has indicated that the matter was considered in the development of the City's *Beach Management Plan* in 2010.

In February 2016, the City received two petitions requesting the consideration of:

- an additional dog beach within Burns Beach, containing 178 signatures (C03-02/16 refers);
- an amendment to the *Beach Management Plan* to reduce congestion at the existing dog beach, containing 110 signatures (C04-02/16 refers). This petition requested that consideration be given to extending the existing dog beach north to the Kallaroo / Mullaloo foreshore boundary from 6.00am to 10.00am.

At its meeting on 15 August 2017, Council resolved to:

*“Decline the petitioners’ requests for a section of the Burns Beach foreshore to be designated as an animal exercise area and for the Hillarys Dog Beach to be extended to the north to the Kallaroo / Mullaloo boundary between the restricted hours of 6.00am to 10.00am in an effort to reduce congestion in terms of parking and area use because it is considered that dogs and their owners are well catered for and there is no requirement at this time to extend the existing dog beach or provide an additional dog beach (CJ137-08/17 refers).”*

The *Beach Management Plan* has no further outstanding petitions following this resolution.

### Emerging Beach Activities

Since 2010, several requests to support emerging beach activities have been received by the City, from which the *Beach Management Plan* has provided the context for their consideration by the City and Council. They include the following:

- Fly-boarding.
- Para-motoring.
- Para-gliding.
- Para-sailing.
- Surfing school.
- Jet-ski hire.
- Helicopter tours.
- Beach lockers.

Of the above requests, para-motoring, para-sailing and a surfing school have all received support from the City as permitted beach activities in accordance with the guiding principles of the *Beach Management Plan*. The plan has provided a useful tool for broadly assessing the appropriateness of coastal activity requests and is often cited by proposed coastal operators in their initial enquiry and application processes.

However, once a decision to support an activity is made, integrating these decisions into the *Beach Management Plan* on an ongoing basis is problematic. As such, the development of a *Beach Management Activities Policy* is considered the most effective mechanism for considering and assessing beach activity proposals on an ongoing basis.

### **Issues and options considered**

Following a progress review against the *Beach Management Plan*, many of the identifiable actions have either been completed, form part of ongoing capitals works programming or have been incorporated into the delivery of issue-specific plans (such as the *Bike Plan*, *Walkability Plan*, *Asset Management Plan* and the like). Response to petitions relating to recreational beach activities within the *Beach Management Plan* have also been finalised, in addition to an established enforcement and reporting regime.

Information about the activity restrictions and permissions along the City's coastline information is updated regularly on the "Beach Activities and Uses" page of the City's website. In addition, information or links to planned capital works, coastal development and approval processes that formed the bulk of the remaining matters addressed within the *Beach Management Plan* will be further developed on the City's website.

To support the ongoing consideration of beach activity requests, it is recommended that Council adopt a *Beach Management Activities Policy* (Attachment 3 refers) for the management of recreational beach activities such as kitesurfing, jet and water skiing, animal beach exercising and para-motoring, and other activities that are likely to emerge in the future.

### **Legislation / Strategic Community Plan / policy implications**

#### **Legislation**

*Local Government and Public Property Local Law 2014.*  
*Western Australian Marine Act 1982.*  
*Environmental Protection Act 1986.*  
*Biodiversity Conservation Act 2016.*

#### **Strategic Community Plan**

##### **Key theme**

- The Natural Environment.
- Economic Prosperity, Vibrancy and Growth.

##### **Objective**

- Accessible environments.
- Destination City.

##### **Strategic initiative**

Build an effective interface between humans and the natural environment.

##### **Policy**

Not applicable.

### **Risk management considerations**

Considering the significant interest received by the City during the development of the *Beach Management Plan*, it is important that ongoing issues identified in this plan continue to be effectively managed over the long term to ensure community expectations are met. If the City fails to manage these issues, it risks criticism from the community on the effectiveness of its beach management practices.

### **Financial / budget implications**

Most of the costs associated with the delivery of the *Beach Management Plan* relate to capital expenditure outlined in the City's *Capital Works Program*. Relevant capital items include coastal fencing projects, path network infrastructure improvements, car parking upgrades and building refurbishments. These are delivered in alignment with existing planned activities.

Operational expenditure linked to the plan relates mainly to the ongoing cost of Beach Ranger positions, which is approximately \$87,000 per annum, inclusive of salaries and vehicle operating costs.

### **Regional significance**

Based on the City's coastal location, the implementation of beach management strategies impact upon regional visitors to the area and should therefore seek to accommodate and consider both regional and local needs.

**Sustainability implications**

The purpose of the *Beach Management Plan* is to provide for the sustainable use and management of the City's coastline.

**Consultation**

Not applicable.

**COMMENT**

The *Beach Management Plan* was originally developed as an umbrella framework to draw together and compare planned coastal management activities to identify potential gaps and conflicts in policy and process. This exercise has resulted in the successful implementation of enforcement, reporting and communication initiatives that have either resolved or significantly reduced conflicts previously present along the City's coastline. These initiatives have been incorporated into the City's normal operational regime.

Other aspects of the plan relating to infrastructure, development activity and general management considerations are now duplicated across the City's planning framework and capital works programming. As such, the *Beach Management Plan* is no longer the planning catalyst used to support and drive these projects and it is recommended that it be finalised and the *Beach Management Activities Policy* is adopted to manage ongoing and emerging beach activities.

**VOTING REQUIREMENTS**

Simple Majority.

**MOVED** Cr Poliwka, **SECONDED** Mayor Jacob that Council:

- 1** **NOTES** the progress achieved against the *Beach Management Plan* in the *Beach Management Plan Progress Report*, as detailed in Attachment 1 of this Report;
- 2** **AGREES** to finalise the *Beach Management Plan*, as detailed in Attachment 2 of this Report;
- 3** **ADOPTS** the proposed *Beach Management Activities Policy*, as detailed in Attachment 3 of this Report.

**The Motion was Put and**

**CARRIED (7/0)**

**In favour of the Motion:** Cr Dwyer, Mayor Jacob, Crs Chester, Hollywood, Jones, Norman and Poliwka.

*Appendix 3 refers*

To access this attachment on electronic document, click here: [Attach3agnPOLICY180205.pdf](#)

## **ITEM 4 CITY OF JOONDALUP ARTIST RESIDENCY PROGRAM 2018-19**

<b>WARD</b>	All
<b>RESPONSIBLE DIRECTOR</b>	Mr Mike Tidy Corporate Services
<b>FILE NUMBER</b>	103932
<b>ATTACHMENTS</b>	Attachment 1 Expressions of Interest from shortlisted artists Attachment 2 Proposals from shortlisted artists  <i>(Please Note: The Attachments are confidential and will appear in the official Minute Book only).</i>
<b>AUTHORITY / DISCRETION</b>	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 appoint the recommended artist to undertake a residency in the City of Joondalup in 2018-2019.

### **EXECUTIVE SUMMARY**

Each year the City of Joondalup invests \$15,000 in the Artist in Residence program. The full program is implemented in a cycle over a period of three years as follows:

- In Year 1 (2017-18), the City initiates a \$15,000 commission for a Western Australian artist for the art collection. Western Australian artist, Nien Schwarz is currently working on her \$15,000 commission to be capitalised early in 2018.
- In Year 2 (2018-19), the City hosts a national or international artist in residence in the City to the value of \$15,000. Discussion of this stage is the purpose of this report.
- In Year 3 (2019-20), the City initiates a \$15,000 commission from the hosted national or international artist for the art collection.

From May to June 2017, a call-out for Expressions of Interest (EOI) was advertised nationally and internationally. Twenty-two artists responded with an EOI comprising of 20 examples of their artworks, a Curriculum Vitae (CV), an artist statement, a biography and a statement outlining their interest in the City's program. A shortlist of four artists were invited to submit a full proposal that detailed their aims for the residency and commission if successful.

*It is therefore recommended that Council APPOINTS artist Helen Pynor from Sydney, Australia, to complete the City of Joondalup artist residency, to liaise with the community and conduct research for a commissioned artwork that documents the landmarks and people who represent the City of Joondalup, with a contract value not to exceed \$15,000, in the 2018-19 financial year.*

## BACKGROUND

At its meeting held on 28 June 2016 (CJ100-06/16 refers), Council approved alternating between commissioning an artwork from a high-profile Western Australian artist one year and offering a national or international artist a residency, followed by a commission, over the next two years (as per Option 2 detailed within Report CJ100-06/16), and agreed to list \$15,000 annually to fund the program.

The aim of the program is that artists will document and capture the iconic landmarks and people who represent the City of Joondalup, either through the social environment (people, community and history), the urban environment or natural environment including flora and fauna.

The inaugural City of Joondalup residency was awarded to New York artist, Brandon Ballengée. Brandon is an environmental activist who uses art and science to engage and educate communities about ecological issues. His area of expertise includes finding novel ways to explore the natural world. Brandon invited the community to participate in artist talks and a 'Bug-Fest' that showcased the local ecosystem in a creative way. As an outcome of the program, Ballengée designed the Emperor Gum Moth, a sculptural 'Love Motel for Insects' that was fabricated and installed on Grand Boulevard, Joondalup in 2015.

## DETAILS

Residencies are an effective way for the City to contract an artist to create an original artwork as well as engage the community in discussions of shared values and a sense of place. Residencies offer artists the opportunity to develop their practise and access new audiences. A successful residency should be of mutual benefit to both artist and host.

### Issues and options considered

Twenty-two professional artists responded to the call-out for an EOI which was advertised on the National Association of Visual Arts (NAVA) website from May to June 2017. From the EOI's received, 10 were national artists and 12 were international artists.

EOI's were received from:

- Mike Bianco, Perth, WA.
- David Bowen, Minnesota, USA.
- Damien Butler, Sydney, NSW.
- Ash Coates, Melbourne, VIC.
- Aly de Groot, Darwin, NT.
- Cydney Eva, Vancouver, Canada.
- Tessa Farmer, London, UK.
- Terike Haapoja, Finland / New York.
- Heather Hesterman, Melbourne, VIC.
- Annelies Jahn, Sydney, NSW.
- Ella Jane, Melbourne, VIC.
- Kelly King, Sydney, NSW.
- Zora Kreuzer, Berlin, Germany.
- Joan Linder, New York, USA.
- Annee Miron, Seddon, VIC.
- Samantha Penn, London, UK.
- Helen Pynor, Sydney, NSW.
- Robbie Rowlands, Melbourne, VIC.
- Alan Stanners, Glasgow, Scotland.

- James Voller, Melbourne, VIC.
- Amy Youngs, Ohio, USA.
- Pinar Yoldas, Michigan, USA.

Each EOI was evaluated on the following selection criteria:

- The suitability of the artist to the aims of the residency.
- Potential for meaningful community engagement.
- Potential links to the collection, including the capacity of the City to appropriately commission, house, display, conserve and manage an artwork by that artist.
- The artists' professional standing; only professional artists were considered.
- The value of the artist's work in relation to the *City of Joondalup Art Collection* and aims of the residency.
- Long-term investment potential.
- Availability of the artist to complete the residency within the 2018-19 financial year.

From the 22 artists who submitted an EOI, four were shortlisted and invited to submit a more detailed proposal. Two of these were national and two were international.

#### **Shortlisted artists:**

- Amy Youngs, Ohio, USA.
- Joan Linder, New York, USA.
- Aly de Groot, Darwin, NT.
- Helen Pynor, Sydney, NSW.

#### Amy Youngs

Amy Youngs creates biological art, interactive sculptures and digital media works that explore interdependencies between technology, plants and animals. She has created installations that amplify the sounds and movements of living worms, indoor ecosystems that grow edible plants, a multi-channel interactive video sculpture for a science museum, and community-based participatory video, social media and public web-cam projects.

#### Joan Linder

Joan Linder is a highly skilled illustration artist, living and practising in New York, USA, and is currently employed as an Associate Professor at Buffalo University, New York. She works in the traditional medium of quill-pen and ink, as a reaction against mass produced, electronic imagery that is so prevalent in modern life and to allow viewers to experience and understand the value of the artist's hand in mark-making. Her drawings are ambitious in scale and varied in subject matter. Linder is interested in exploring the potential for new developments in her artistic practice, inspired by the urban and natural environments in Joondalup.

#### Aly de Groot

Aly de Groot is an Australian artist, based in Darwin, who is focussed on contemporary weaving, ghost-nets and marine ecology. One of the merits of de Groot's proposal was her willingness to be innovative, and to engage with other organisations and community members. Her recent solo exhibition '*Underwater Basket Weaving*' was a site-specific exhibition that involved transforming a walk-through underwater aquarium into an impromptu gallery space that housed her "strange and whimsical sea creatures" woven from marine debris.

### Helen Pynor

Helen Pynor is primarily interested with the nature of human and non-human bodies, and the boundary between life and non-life. Previous projects have explored the 'living-dead' status of supermarket chickens, reports of near-death experiences, the philosophical and experiential implications of organ transplantation, the flying fox communities in Sydney, and the medicinal remedies of Dharawal people (the Indigenous inhabitants of what is now southern Sydney and the Illawarra). Her research methods have included residencies in Australian and international scientific and clinical institutions, as well as collaborations with community members whose embodied experiences connect with the themes of her work. For previous projects, she has drawn on local history archives to access primary source materials.

The proposals provided by the shortlisted artists were evaluated on the following selection criteria:

- Passport validity, visa eligibility and eligibility for working with children certification.
- The cost of travel, stipend and accommodation requirements of the artist represent value for money for the City.
- Time of year that the artist is available is relevant to the City's cultural program.
- The suitability of the artist's proposal to the City's overall cultural program.
- The suitability of the community engagement aims provided by the artist.
- The nature of the skills and expertise that the artist will bring to the community.
- Requirements of the artist for accessing resources and networks.
- The aims of the residency in relation to the aspirations of the City to be innovative, bold, and global.
- No copyright or legal implications exist and the artist is free to enter contractual agreements with the City.
- No other logistical implications are foreseen.

The preferred candidate is Helen Pynor from Sydney, Australia.

For the City of Joondalup Artist in Residence program, Pynor is proposing to undertake a period of research to identify interesting communities within the City of Joondalup with which she may engage. These may include (but are not limited to) the local hospital community, scientific community, custodians of local archives and collections, biological communities of local flora or fauna, and local Joondalup residents.

Pynor's proposal meets many of the aims of the Artist in Residence program. It offers an innovative approach to community engagement through her intended collaboration with other organisations such as Edith Cowan University and the Joondalup Health Campus to facilitate audience encounters with biomedical research and biological life. The artist also intends to engage local arts groups as well as liaise with other arts organisations such as Disability Arts Disadvantage Arts, Australia (DADAA), the Perth International Arts Festival, SymbioticA at the University of Western Australia. She possesses a range of practical skills that will be of interest to these groups and her methodologies showcase the surprising possibilities to be found at the intersection of art and science.

The exact outcome of the commissioned artwork that Pynor will produce is not explicit at this point. In line with best practice, it should be accepted that when an original artwork is commissioned, the artist's immersion in the process of research and development drives the outcome. The artist is experienced with developing meaningful exchanges with communities and her track record is testimony to her capacity to satisfy the aims of the residency and the commission in a sophisticated and professional manner.

The recommendation to select Pynor is made with careful consideration to ensure the selection complements and adds value to existing projects within the Cultural Development program. There are examples in her portfolio that indicate the suitability of her works for the City's art collection. They are poetic, highlighting the fragility of the human condition in a way that is unsettling yet beautiful. This recommendation is based on Pynor's status as a highly regarded artist within Australia, whose works have been acquired by significant collections such as Artbank (Australian Federal Government Contemporary Art Collecting Agency), the Wellcome Collection, London, and the Royal Bank of Scotland, among others.

The artist expects to stay in the City of Joondalup for up to 12 weeks. She is currently available at any time in the 2018-19 financial year, the dates will be determined once the artist is engaged.

In summary, the recommended artist represents excellent artistic merit and value for money and her proposal is feasible in relation to administrative processes, contractual agreements, timing, and community engagement aims.

A summary of Helen Pynor's proposal is provided in Attachment 2.

### **Legislation / Strategic Community Plan / policy implications**

**Legislation** Not applicable.

#### **Strategic Community Plan**

**Key theme** Community Wellbeing.

**Objective** Cultural development.

**Strategic initiative** Invest in publicly accessible visual art that will present a culturally-enriched environment.

**Policy** *Visual Arts Policy.*

#### **Risk management considerations**

Not applicable.

#### **Financial / budget implications**

In seeking an artist resident, there are variables which may impact on the value of the City's investment. \$15,000 for the artist's residency includes airfares, accommodation and a daily allowance.

#### **Regional significance**

The City's art collection, including its public art, archives and memorabilia, plays an important part in shaping and developing a sense of community.

The ongoing provision of an accessible and high calibre art collection is integral to the cultural development and vibrancy of the City of Joondalup region and to best practice standards for the development of the visual arts in local government.

## Sustainability implications

### Environmental

Art strengthens the public realm by creating points of interest, animating spaces and providing beauty, character and colour to places.

### Social

Art provides a catalyst for public discussion about current social, economic and environmental issues.

### Economic

Art is a driver for cultural tourism.

## Consultation

Not applicable.

## COMMENT

All four shortlisted artists offer a diverse selection of high quality contemporary artists whose work will be a valuable cultural asset for the City and whose practice will be of interest to the local community.

The residency will allow the selected artist to engage meaningfully with the community and to begin to research on a significant commissioned artwork. The residency will be carried out in the 2018-19 financial year under a contractual agreement, to the value of \$15,000. The related commission of an artwork will be a tangible reflection of the shared values and cultural assets of the City of Joondalup and will be acquired by the City for its art collection in the 2019-20 financial year, under a different contractual agreement, to the value of \$15,000.

It is the selection of the artist for the residency that is the purpose of this report, however the understanding should be that the same artist will be invited to create an original artwork for the art collection, in response to research undertaken during the residency.

Helen Pynor from Sydney, Australia, is the preferred artist due to the strength of her proposal and the links that this proposal has to the City of Joondalup's aims and objectives for the community, as well as the value of the resulting commission.

## VOTING REQUIREMENTS

Simple Majority.

*The Governance Officer left the room at 6.43pm and returned at 6.45pm.*

**MOVED Cr Poliwka, SECONDED Cr Hollywood that Council APPOINTS Artist Helen Pynor from Sydney, Australia, to complete the City of Joondalup artist residency, to liaise with the community and conduct research for a commissioned artwork that documents the landmarks and people who represent the City of Joondalup, with a contract value not to exceed \$15,000, in the 2018-19 financial year.**

**The Motion was Put and**

**CARRIED (5/2)**

**In favour of the Motion:** Cr Dwyer, Mayor Jacob, Crs Chester, Hollywood and Poliwka.  
**Against the Motion:** Crs Jones and Norman.

## **ITEM 5                    TWENTY YEAR RETROSPECTIVE EXHIBITION OF THE COMMUNITY INVITATION ART AWARD WINNERS**

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<b>WARD</b>	All
<b>RESPONSIBLE DIRECTOR</b>	Mr Mike Tidy Corporate Services
<b>FILE NUMBER</b>	1071111, 101515
<b>ATTACHMENTS</b>	Nil
<b>AUTHORITY / DISCRETION</b>	Executive - The substantial direction setting and oversight role of Council, such as adopting plans and reports, accepting tenders, directing operations, setting and amending budgets.

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### **PURPOSE**

For Council to consider recommended changes to the annual acquisitive Community Invitation Art Award (CIAA) in 2018 (only) to celebrate 20 years of investment in the Visual Arts by the City of Joondalup.

### **EXECUTIVE SUMMARY**

This report presents options for the recognition of the CIAA and The City's Art Collection for 2018 in line with the City's *Visual Arts Policy* and the City's *Strategic Community Plan*.

The City of Joondalup's CIAA is an annual acquisitive professional contemporary art award that brings together a diverse selection of Western Australian artists through a competitive Expression of Interest (EOI) process and provides members of the public with access to a high standard of contemporary artworks. It started in 1998 and is approaching its 20 year anniversary in 2018. To date, it has been held at the Lakeside Joondalup Shopping City.

The acquired artworks have formed the cornerstone of the City's art collection. The list of artists included in the collection is an impressive syndicate of promising and mid-career Western Australian artists evidencing the City of Joondalup's commitment to the promotion of high calibre contemporary art.

In acknowledgment of the significance of this cultural asset and as a celebrative and educative opportunity, a one-off 2018 retrospective exhibition is proposed in-lieu of the usual CIAA exhibition format.

#### Additional information

At the Policy Committee meeting held in October 2017, it resolved as follows:

*“That Item 2 – Twenty Year Retrospective Exhibition of the Community Invitation Art Award BE REFERRED BACK to the Chief Executive Officer in order to seek further advice on costs and appropriate venues that could accommodate the exhibit; in addition to the possibility of the exhibition and the Community Invitation Art Award being held in tandem.”*

The report contains additional information addressing the queries raised by the committee relating to costs, venues and timing of a possible retrospective exhibition.

Given that the processes for the 2018 CIAA have already commenced, it is not possible to host a retrospective exhibition in-lieu of the annual CIAA as proposed in October 2017. Due to indicative costings of venue and additional staffing costs, it is suggested that a retrospective exhibition not be progressed.

*It is therefore recommended that Council AGREES not to proceed with a 20 year retrospective exhibition of the Community Invitation Art Award winners.*

## **BACKGROUND**

The City of Joondalup has held an annual acquisitive professional contemporary art award for Western Australian artists since 1998. Initially named the ‘Invitation Art Award’ (IAA), in 2012 Council renamed it to ‘Community Invitation Art Award’ (CIAA). Both the IAA and the CIAA involve a competitive process through EOI and an external selection panel that nominates the exhibiting artists.

In 2013 Council resolved to make the following changes to the IAA. It was renamed the CIAA and the award for the first prize was reduced from \$15,000 to \$7,000, however the overall prize pool remained at \$15,000 as follows:

- |  |         |
|--|---------|
| • The Overall Winner (acquisitive)                     | \$7,000 |
| • The Overall Runner Up Award (non-acquisitive)        | \$2,000 |
| • The Award for Excellence (non-acquisitive)           | \$2,000 |
| • The Celebrating Joondalup Award (voluntary category) | \$2,000 |
| • The People’s Choice Award (all artworks eligible)    | \$2,000 |

Furthermore, from 30 artists exhibiting one artwork each the format changed whereby 15 artists are invited to submit three artworks each. In addition, artists were paid a \$500 fee towards the costs of production of the multiple works.

Council also resolved that to be eligible applicants must be either City of Joondalup residents or members of a Joondalup community art group or association.

The IAA and CIAA judging has been held each year at Lakeside Joondalup Shopping City. Over the years the City has acquired artworks from the CIAA and IAA to add to its art collection. Considerations for these additional acquisitions vary and are dependent upon the selection available from year to year.

## **DETAILS**

To celebrate the 20<sup>th</sup> anniversary of the City’s art collection and award, it is proposed the City of Joondalup produces a retrospective exhibition that showcases investment by the City in a high end cultural asset.

When viewed as a group of artworks, it reveals years of competition and investment has led to a coherent collection. The archival referenced set becomes less about the idea of a single competition and more about the journey the City has taken with an elite group of visual arts professionals. The exhibition and catalogue would speak to and develop the unique cultural narratives from the past 20 years.

The 20 winners of the award are attached (Attachment 1 refers) along with the 14 artworks that the City of Joondalup has acquired via the exhibition.

From the pool of 34 artworks acquired over the past 20 years, a curatorial selection could be made for a one-off exhibition. It is proposed that the exhibition could be installed in a suitable space that allows for best practice in lighting, ambience and viewing over a period of time.

In addition to the exhibition, the City could invite curators, judges, selection panellists, artists and past prize winners to contribute to the exhibition catalogue by writing their reflections on their experiences and associations with the award and its place in Western Australia's history. A full colour catalogue with foreword and essay will accompany the exhibition.

The City of Joondalup retrospective exhibition has the potential to tour regional galleries in Western Australia and it is proposed that the City seeks assistance from 'Art on the Move' to expand the reach of this exhibition across the state.

'Art on the Move' is Western Australia's only organisation dedicated to touring contemporary visual art exhibitions across the regions, interstate and beyond. It tours quality contemporary art with appropriate learning and development opportunities that speak to and develop the unique cultural narratives of communities whatever the cultural practice, age, ability and engagement with culture. Regional galleries across Western Australia would host the exhibition. Locations could include Port Hedland Courthouse Gallery, Bunbury Regional Art Galleries, Goldfields Arts Centre, Geraldton Regional Art Gallery, Katanning Gallery and Vancouver Arts Centre. The catalogue produced by the City of Joondalup for the 2018 CIAA would become an educative tool showcasing the significant investment made by the City in Western Australia's cultural portfolio.

By touring the City's collection with appropriate learning and development opportunities, the educative potential of the combined show could include student arts activities, teaching resources and art theory for higher study.

## **Issues and options considered**

### Option 1

In 2018, the City could move forward in the usual format to host the annual CIAA acquisitive exhibition in the Lakeside Joondalup Shopping City with no changes. Previously there was no charge to exhibit in the shopping centre. In 2017 the City was advised by the management at Lakeside Joondalup Shopping City that a charge would apply for hosting the exhibition. From 2018, the City has been quoted \$10,560 per annum to rent space at Lakeside for a three week period in October.

### Option 2

In 2018, the City could host a curated retrospective exhibition as outlined in this Report. As the City already owns the artworks there would be no EOI marketing costs, no selection panel fees, no judges fees and the \$500 artist fee (to assist in the production of three artworks) would not apply. Although the production costs associated with the catalogue will increase, there would be no \$15,000 prize total offered in 2018. As a result, this option can be delivered under budget.

Best practice in the arts sector is a quiet, well lit, neutral space in which works can be viewed in a way that is not affected by hustle and bustle. Rather than measuring the success of the exhibition by the amount of foot traffic passing, it is preferred to facilitate engagements with the City's program, rather than encounters. A better suited venue for this one-off exhibition would resolve the issues raised above and enhance the overall experience of the exhibition for both artists and audience.

The City has investigated other venues within the City's boundaries. These include the following:

- Libraries.
- Surf Clubs and Recreation Centres.
- Fleur Freame Pavilion.
- Whitford Shopping Centre.
- Hillarys Boat Harbour.
- AQWA.
- Joondalup Resort - Lakeside Ballroom.
- City of Joondalup Reception Centre.

As the exhibition would impact on the core activities of the above venues, many of these options were not considered viable. Several sites were not considered secure. The Lakeside Ballroom at the Joondalup Resort and the City's Reception Centre are well-maintained spaces, suited to an exhibition and are outside budget.

The Joondalup Art Gallery (JAG) provides a secure environment for artworks and it is central to the civic area and the local arts community. The City holds a Memorandum of Understanding (MOU) with the Joondalup Community Arts Association (JCAA) outlining the City's commitment to activating the gallery for up to 10 weeks of the year. An exhibition of the quality described in this Report would allow for professional development opportunities to the JAG membership and may help to facilitate the inclusion of JAG onto the gallery exhibition circuit.

Although the space is small and dedicated to community driven arts, the exhibition area may include the rear workshop space for a period of up to one month. The cost to hire JAG for one month is approximately \$800 and it is designed to display artworks. The City would blanket book space during this time and the exhibition would be administered and supervised by gallery attendants as it has been at Lakeside for a minimum of one month.

### **Legislation / Strategic Community Plan / policy implications**

**Legislation** Not applicable.

#### **Strategic Community Plan**

**Key theme** Community Wellbeing.

**Objective** Cultural development.

**Strategic initiative**

- Invest in publicly accessible visual art that will present a culturally-enriched environment.
- Promote local opportunities for arts developments.
- Actively engage events promoters to host iconic, cultural and sporting events within the City.

**Policy**

- *Visual Arts Policy.*
- *Strategic Community Plan - Joondalup 2022.*

## **Risk management considerations**

### Financial risks

The available venue for consideration in this Report is under budget. There are no financial risks.

### Physical risks

Hosting exhibitions carries a small degree of risk that is often well mitigated within a professional museum or gallery environment.

## **Financial / budget implications**

<b>Account no.</b>	4006
<b>Budget Item</b>	CIAA Operating Costs.
<b>Budget amount</b>	\$ 60,635
<b>Amount spent to date</b>	\$ 10,000 (2017-18)
<b>Balance</b>	\$ 50,635
<b>Proposed cost</b>	\$ 32,270 (2018-19) – Joondalup Art Gallery as venue.

<b>Account No.</b>	C1020
<b>Budget Item</b>	Community Invitation Art Award Acquisition-Capital Costs.
<b>Budget Amount</b>	\$ 7,000
<b>Amount spent to date</b>	\$ 0 (2017-18)
<b>Proposed cost</b>	\$ 0 (2018-19)
	No acquisition will be made as the City already owns the work.

## **Regional significance**

The CIAA attracts entries from professional artists from across the state and is therefore considered to be a regional event hosted by the City. The on-going provision of an accessible and high-calibre art event is integral to the cultural development and vibrancy of the City of Joondalup and for the development of visual arts within the industry of local government. Such an exhibition will allow the City to showcase its collection not only to its residents, but also to the region, particularly if it tours.

## **Sustainability implications**

### Environmental

Art strengthens the public realm by creating points of interest, animating spaces and providing beauty, character and colour to place.

### Social

The relevance of the City's cultural position increases the value of the City's cultural resources.

### Economic

Art is a driver for cultural tourism.

## Consultation

Not applicable.

## COMMENT

A retrospective event in-lieu of the usual exhibition in 2018 would invite artists and curators from the past 20 years to contribute to a catalogue of works from the City's collection. After display at an agreed venue, this exhibition could potentially tour the state of Western Australia as part of 'Art on The Move', an educative initiative. By changing the venue, the one-off status of the 20 year anniversary event would allow the City to deliver something unique.

In-lieu of a suitable gallery space, the use of the shopping centre for display of the work lessens the impact of the collection. It is recommended to change the venue of the 2018 exhibition from the Lakeside Joondalup Shopping City to the Joondalup Art Gallery.

## ADDITIONAL INFORMATION

The above report was presented to the meeting of the Policy Committee held on 2 October 2017 which contained the following recommendation:

*"That Council AGREES to host the 2018 Community Invitation Art Award as a retrospective exhibition of the past 20 years of art award winners to be held at the Joondalup Art Gallery."*

Following consideration by the committee at that meeting it was resolved as a procedural motion as follows:

*"That Item 2 – Twenty Year Retrospective Exhibition of the Community Invitation Art Award BE REFERRED BACK to the Chief Executive Officer in order to seek further advice on costs and appropriate venues that could accommodate the exhibit; in addition to the possibility of the exhibition and the Community Invitation Art Award being held in tandem."*

## Venues

The initial report presented to the Policy Committee canvassed several options and commented that a majority of those sites were not suitable for such an exhibition. Those that may be suitable are as follows:

- Joondalup Art Gallery – is located within Central Walk, Joondalup and is managed by the Joondalup Community Art Association, with the City of Joondalup meeting all outgoings for the site. The space is small and dedicated to community driven arts. The exhibition area may include the rear workshop space for a period of up to one month. The cost to hire JAG for one month is approximately \$800 and it is designed to display artworks. This site would not be suitable for the annual CIAA and a retrospective exhibition at the same time.
- Lakeside Joondalup Shopping City – is the current location for the City's scheduled art exhibitions. The City is currently charged \$9,680 per exhibition and the site would not be suitable to house both exhibitions at the same time. Therefore, if a retrospective exhibition was to proceed and the shopping centre was the preferred location, then alternate dates would have to be secured and the City would again be charged appropriately. It should be noted that exhibition space available within the centre is challenging to acquire and not best suited to the needs of a contemporary art exhibition.

- Joondalup Resort Ballroom and Joondalup Reception Centre - are both well-maintained spaces suited to an exhibition. The costs for both these spaces for a three-week period would be \$44,100 and \$25,200 respectively. Both spaces would be suitable to co-host the exhibitions however they are unavailable in October.
- Joondalup Library – could be utilised as a display space and could be timed to coincide with a supporting event within the City. No direct costs would be borne by the City, however would be required to hire assorted items of equipment to stage the exhibition.

Please note: the above costs are only the direct costs, the City would still incur supporting costs such as equipment, lighting, gallery attendants and security at a cost of approximately \$26,000.

### Timing

The administrative cycle of planning for the annual 2018 CIAA has already commenced, with expressions of interests due to be advertised for interested artists. The final selection of artists invited to exhibit occurs in May, which leaves each artist sufficient time to prepare the required level of artworks by October. It is therefore no longer possible to host the retrospective exhibition in-lieu of the annual CIAA. Therefore if the retrospective exhibition is to proceed it would have to occur at another time of the year.

### Costs

The costs per venue are detailed above.

In addition to direct venue costs, the City would have to occur additional infrastructure costs to host the exhibition, plus additional staff costs during the event. These costs are estimated at \$26,000.

To host two different art exhibitions in the same year would be beyond the existing staffing volumes. It would be necessary to engage additional staff at approximately \$21,668.

### Comment

The intent of proposing to host a retrospective art exhibition of 20 years of the City CIAA and IAA was to celebrate the journey the award has undertaken since its inception. This was to occur without additional costs to the City.

Given that there are challenges in co-hosting the two exhibitions, the costs associated in conducting an additional exhibition to the annual CIAA and that the process has already commenced for the 2018 CIAA, it is therefore recommended that the proposed 20 year retrospective exhibition of the Community Invitation Art Award winners not be progressed.

## **VOTING REQUIREMENTS**

Simple Majority.

**MOVED Cr Poliwka, SECONDED Cr Norman that Council AGREES not to proceed with a 20 year retrospective exhibition of the Community Invitation Art Award winners.**

**The Motion was Put and**

**CARRIED (7/0)**

**In favour of the Motion:** Cr Dwyer, Mayor Jacob, Crs Chester, Hollywood, Jones, Norman and Poliwka.

**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 7.04pm; the following Committee Members being present at that time:

Mayor Hon. Albert Jacob, JP  
Cr Sophie Dwyer  
Cr Michael Norman  
Cr Russell Poliwka  
Cr Nige Jones  
Cr Kerry Hollywood  
Cr John Chester