

UNCONFIRMED MINUTES

Special Council Meeting 2 March 2023

SHIRE OF BROOMEHILL-TAMBELLUP

Minutes of a Special Council Meeting of the Shire of Broomehill-Tambellup held in the Tambellup Council Chambers 46-48 Norrish Street, Tambellup on 2 March 2023 commencing at 5.00pm.

Anthony Middleton Chief Executive Officer

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Strategic Community Plan 2023-2033

'People Power'



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Minutes of a Special Council Meeting held on 2 March 2023 in the Tambellup Council Chambers, 46-46 Norrish Street, Tambellup.

1. DECLARATION OF OPENING AND ANNOUNCEMENT OF GUESTS

The Presiding Member, Cr White declared the meeting open at 5.00pm.

2. ATTENDANCE

Councillors

Cr ME White President

Cr CM Dewar Cr MC Paganoni Cr JL Wills Cr SH Penny

Staff

AP Middleton Chief Executive Officer

KP O'Neill Manager of Finance & Administration
PA Hull Strategic Support & Projects Officer

Apologies

Cr DT Barritt Deputy President

Cr CJ Letter

DISCLOSURE OF INTEREST

Cr White, Cr Paganoni and Cr Dewar declared a Financial Interest in Item 11.1.

In order to maintain a quorum for the meeting, the declarations were forwarded to the Department of Local Government, Sport and Cultural Industries to gain Ministerial approval, in accordance with section 5.69 (3) of the *Local Government Act 1995*, for affected Councillors to participate in discussion and decision making.

Approval was given on 28 February 2023 for Cr White and Cr Paganoni to 'fully participate in the discussion and decision making' for this item.

4. RESPONSE TO PREVIOUS PUBLIC QUESTIONS TAKEN ON NOTICE

Nil

5. PUBLIC QUESTION TIME

Nil

6. PRESENTATIONS/PETITIONS/DEPUTATIONS

Nil

7. APPLICATION FOR LEAVE OF ABSENCE

Nil

8. ANNOUNCEMENTS FROM THE PRESIDING MEMBER

Nil

9. CONFIRMATION OF MINUTES

Nil

10. KEY PILLAR 1: BROOMEHILL-TAMBELLUP POINT OF DIFFERENCE

Nil.

11. KEY PILLAR 2: BROOMEHILL-TAMBELLUP ECONOMY

11.1 PROPOSED RAIL LOADING INFRASTRUCTURE AND RAIL SIDING WITHIN RAILWAY CORRIDOR, BROOMEHILL

ATTACHMENT(S)	11.1.1 DAP Approval 2022 Determination Letter and
	Notice
	11.1.2 Current Application Plans
	11.1.3 Plan showing objectors' properties from 2021
	consultation
FILE NO	ADM0582
APPLICANT	Co-operative Bulk Handling [CBH]
AUTHOR	Liz Bushby, Town Planning Innovations
DATE	2 February 2023
DISCLOSURE OF INTEREST	Nil

STRATEGIC IMPLICATIONS			
Strategic Community Plan	Corporate Business Plan		
2023-2033	2023 -2027		
Community Outcomes	Corporate Actions		
5.Healthy existing Businesses	Corporate Business Plan is in		
5.3 Business Support	development		
This is a program of work to stimulate			
business interaction through events,			
education, sharing and celebrating. This is			
the Shire supporting a 'shop local'			
philosophy. (such as stimulating Shire			
purchases at local store).			

SUMMARY

In 2021, CBH lodged an application seeking planning approval for a Rural Industry on Lots 2 and 535 Nardlah Road in Broomehill. A rail siding was also proposed on Lot 553 which forms part of railway reserve.

The application was determined by a Development Assessment Panel ([DAP), and conditional approval was issued on the 21 January 2022 – see Attachment 11.1.1.

The plans and all of the supporting reports (on traffic, noise etc) included loading facilities proposed to be constructed within railway corridor to the immediate west of Lot 2, Lot 535 and Lot 536. All of the abovementioned plans and reports were included in the public advertising for the DAP application.

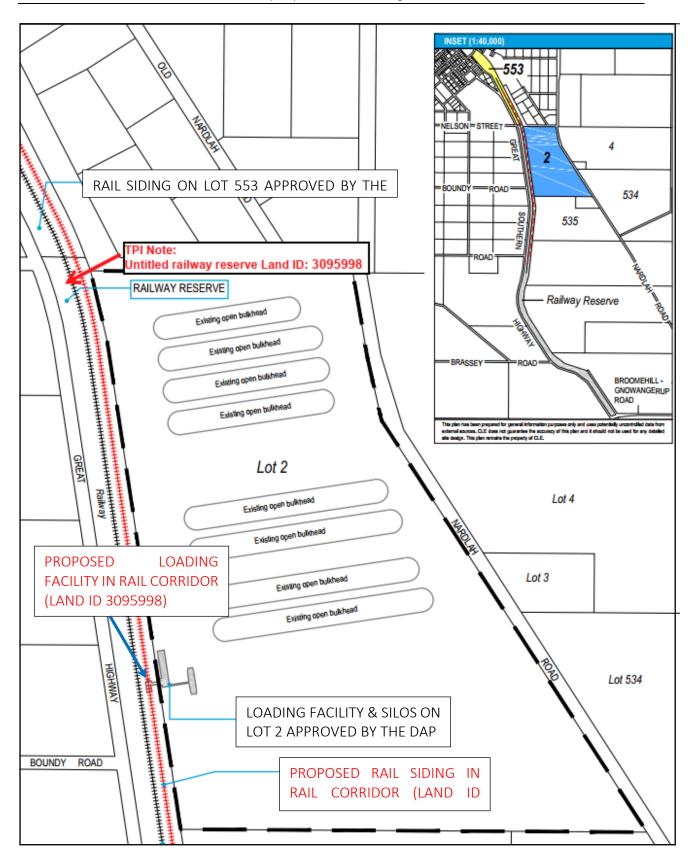
The railway reserve (west of Lot 2) does not have a Certificate of Title, but has an ID number in Landgate (ID 3095998).

At the time, CBH did not include the railway reserve (ID 3095998) on the DAP application form, or provide any owners consent. Consequently, the railway corridor development did not form part of that 2021 DAP application or the DAP approval.

The DAP approval (included as Attachment 11.1.1) was specifically issued for the 'property location' of Lot 2, Lot 533 and Lot 535. The approval includes conditions (No 1, 2 and 3) which specifically limit the approved development to Lot 2, Lot 533 and Lot 535.

CBH have now lodged an application for development proposed within the railway corridor (ID 3095998). The purpose of this report is for Council to determine the application.

See plan over page:

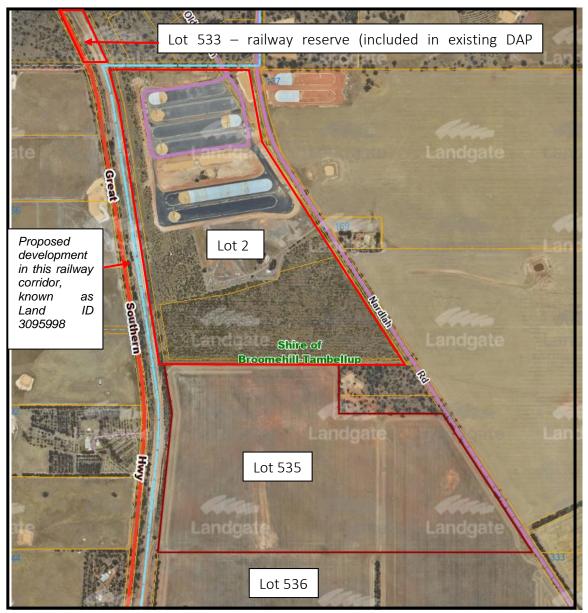


Note: The proposed railway siding extends further south than shown on this site plan extract. It has an approximate length of 1.6 kilometres.

BACKGROUND

Location

The development is proposed within an existing railway corridor, to the west of Lot 2, Lot 535 and Lot 536 (further south). An aerial plan is provided by TPI below.



Note: The railway corridor known as Land ID 3095998 extends further south than shown on this aerial. The full length of the railway corridor has not been included as otherwise the aerial is difficult to read.

Existing Development

The Shire has granted a number of planning approvals dating back to 2009/2010 for CBH to develop Lot 2 Nardlah Road as a receival site with several open bulkheads. Adjacent Lot 535 to the south is vacant land.

As outlined in the summary section of this report, CBH was issued with a DAP approval in 2022.

OFFICER COMMENT

Description of Application

The application proposes the following infrastructure:

- a) A rail siding in the untitled rail corridor west of Lot 2, 535 and 536.
- b) A rail bulk weigher and over rail loading facility which allows loading to occur from development approved on Lot 2 (including conveyor belts) onto the trains within the railway corridor.

The intention is to transition away from existing rail loadout facility and sidings which are approximately 1.4 kilometres north of the subject site, known as the 'Broomehill North site'.

When the complete siding works are constructed, CBH will be able to store and load 60 wagon trains without blocking the main line, as opposed to the current 30 wagon capacity at the Broomehill North site. The grain will be transported by train to Albany Port (4-hour train journey from Broomehill to Albany Port).

At this stage, the operating hours are proposed to be between 6.00am and 6.00pm. CBH would like the flexibility to operate at night in some instances, outside of the 6am-6pm timeframe.

Development plans are included as Attachment 11.1.2.

Noise

The existing CBH rail loading facilities at the Broomehill North site provides storage and transport of grain from the local grain agriculture industry in the wheatbelt region. CBH is proposing to implement new and upgraded infrastructure at Lots 2, 535 and 533 to provide additional permanent storage and increase capacity for the handling and transport of grain.

This development application will allow an extension of the rail siding already approved by the DAP for Lot 533 to the north.

To support the approved DAP application and this proposal, a Noise Impact Assessment Report has been prepared by SLR Consulting Australia Pty Ltd (SLR). The report details an assessment of noise for the proposed operation of each site.

The regulatory framework in WA requires the potential noise emissions, and noise related impacts, associated with the site operations to be managed as follows:

- a) The noise associated with fixed plant and machinery and road vehicle movements within the site is administered under the *Western Australia Environmental Protection (Noise) Regulations 1997* (the Noise Regulations).
- b) The airborne noise from rail freight operations within the site is administered under the *Western Australian Planning Commission* (WAPC) *State Planning Policy 5.4 Road and Rail Noise* (SPP5.4).

The Noise Impact Assessment Report identifies that:

a) There would be a net improvement in terms of residences affected, as key noise sources move south and away from the main Broomehill townsite;

- b) Railway noise levels are expected to comply with State Planning Policy 5.4 criteria at all residences; and
- c) Environmental noise emissions associated with all development is expected to be compliant at all existing residences.

The Noise Impact Assessment report states that the proposed development can meet applicable noise and vibration assessment criteria. The assessment outcome is contingent on aspects such as the adopted source noise emissions, and loadout operations being typically four hours.

Conditions would need to be imposed on any development approval to ensure that additional treatments be implemented if the hours of operation change and any future after hours or night loading occurs.

The noise report was referred to the Department of Water and Environmental Protection and the Department of Planning, Lands and Heritage for comment as part of the 2021/2022 DAP process.

The Environmental Noise Branch (ENB) of the Department of Water and Environmental Regulation advised that they would expect that the noise and vibration impact on sensitive receivers in the town of Broomehill Village would be reduced by the CBH proposals.

The Noise Impact Assessment Report was accepted as part of the 2021 DAP application, and is referenced in Conditions 5 and 7 of the 2022 DAP approval.

Dust Management

A Dust Management Plan has been lodged as part of the application. In the Dust Management Plan CBH makes the following commitments:

- a) Rail wagon design incorporates dust minimisation aspects via higher side walls and narrow openings for product loading to ensure grain flow is protection from wind disturbance.
- b) Rail wagon design incorporates angled surfaces to reduce dust build up.
- c) On-going hygiene practices during operations designed to limit the build up of dust and chaff on site.
- d) Large grain spills are to be immediately cleaned up and removed.
- e) An ongoing review of weather conditions is undertaken during operational periods with the appropriate site management activities taken to eliminate, as far as is practicable, any causal factors.
- f) Loads are to be kept within designated load limits and rail wagon lids always used.
- g) Environmental issues including dust management are and will continue to be included as part of CBH induction programs for all CBH employees and contractors.
- h) If required, the identification and implementation of containment lines where appropriate for fugitive dust sources will be undertaken.
- i) A complaints management system, including investigation, action, and feedback, will be implemented. The Plan includes an Incident report template. The Shire will be advised of any moderate complaint.

The Dust Management Plan includes contact details for CBH managers and the on site manager.

The Dust Management Plan was accepted as part of the 2021 DAP application, and is referenced in Condition 4 of the 2022 DAP approval.

EPA's Separation Distances between Industrial and Sensitive Land Uses (the Guidance Statement)

The EPA's 'Separation Distances between Industrial and Sensitive Land Uses' provides guidance on generic buffer distances between industrial uses and sensitive land uses (such as dwellings). It recommends a 500 metre buffer between any grain elevator (conveyor belt) and dwelling.

There are rural residential lots to the west of the proposed development within the 500 metre buffer area.

As the separation distance is less than the generic buffer, the Guidance Statement recommends that a scientific study based on site- and industry-specific information be presented to demonstrate that a lesser distance will not result in unacceptable impacts. CBH has provided a site specific acoustic assessment and dust management plan to address the Guidance Statement.

CONSULTATION

Extensive consultation was undertaken in 2021 for the previous DAP application. Shire Administration wrote to nearby landowners, and consulted with the :

- Department of Planning, Lands and Heritage (Aboriginal Heritage)
- Department of Planning, Lands and Heritage (Perth and Albany office)
- Department of Water and Environmental Regulation
- Main Roads WA

There were 3 objections from local landowners at the time, relating to dust, noise, and construction impacts. A map showing the objectors lot locations (from 2021) is included as Attachment 11.1.3 for reference.

All of the issues raised in submissions were addressed in the application and associated reports. A summary of the issues raised and comments from the 2021 advertising is included below.

Issue Raised	Officer comments
Complaints that existing CBH operations at Broomehill South have impacted on existing residents through noise, light, dust and vibration during construction	

	Noise from construction sites is exempt from the Environmental Protection Act between 7am and 7pm Monday to Saturday (excluding public holidays) if the works are being carried out in accordance with Australian Standards. CBH has confirmed that they will operate in accordance with the applicable Australian Standard (AS 2436:2010) that applies to construction noise. The applicant has advised that construction is likely to occur for approximately 9 months.
Objection to the scale of the development and associated dust, smell, noise from train shunting, extra vehicles and machinery	Substantially addressed. The scale of the proposed development is commensurate with transport and loading requirements associated with rail infrastructure. Use of rail facilities for grain transport will substantially reduce loading times, truck movements, and result in improvements to the existing situation. The application includes a Dust Management Plan, Noise Impact Assessment, Traffic Impact Statement and Lighting Report that address these issues. The houses on the two objectors lots are more than 500 metres from the proposed grain elevators which meets the recommended nominal buffer under the EPA 'Guidance Statement on Separation distances between industrial and sensitive land uses'.
Objection to negative impacts of noise, dust and vibration during construction Negative impact on property values	Substantially Addressed. There may be impacts associated with any construction which is unavoidable when any new development occurs. In the longer term the development will result in improvements to the existing CBH operation, less truck movements, and less loading times. This is not a relevant planning consideration. Property values are not listed as a matter than can be considered under Regulation 67(2) of the Deemed Provisions of the Planning and Development (Local Planning Schemes) Regulations 2015.

It should be noted that it was compulsory to advertise the DAP application in 2021, due to the Rural Industry development proposed in the Rural zone. There is no statutory requirement for this new application to be advertised, although the Shire has discretion to advertise any application for public comment.

STATUTORY ENVIRONMENT

Planning and Development (Local Planning Schemes) Regulations 2015 - The *Regulations* were gazetted on 25 August 2015, and became effective on 19 October 2015.

The Regulations include 'Deemed Provisions' that automatically apply and override parts of the Shire of Broomehill Town Planning Scheme No 1.

Regulations 34 outlines discretion to vary a site or development requirement.

Regulation 67 outlines application considerations including and not limited to the aims and provisions of the Scheme, orderly and proper planning, any approved state policy, the compatibility of the development with its setting including to development on adjoining land, the objectives of a reserve, the likely effect on the natural environment, amenity, loading, access, traffic and any submissions received on a proposal.

Shire of Broomehill Town Planning Scheme No 1 (the Scheme) -

The development is proposed in a Local Scheme Reserve for Railway.

Under Clause 2.2 'Matters to be considered by Council' it states that 'Where an application for planning consent is made with respect to land within a reserve, the Council shall have regard to the ultimate purpose intended for the reserve and the Council shall, in the case of land reserved for the purposes of a public authority, confer with that authority before granting its consent.'

In this case the Public Transport Authority has consented to lodgement of the application.

POLICY IMPLICATIONS

There are no Local Planning Policy Implications. The table below summarises State Planning Policy No 3.7 – Planning in Bushfire Prone Areas.

Document summary

The Western Australian Planning Commission released SPP3.7 and associated Guidelines for Planning in Bushfire Prone Areas ('the Guidelines') in December 2015. These documents apply to all land identified as Bushfire Prone.

Under Clause 5.4 of the Guidelines all planning applications in Bushfire Prone Areas are to be accompanied by a BAL (Bushfire Attack Level) assessment. There is no specific exemption for the proposed development.

However, the WAPC has Planning Bulletin 111/2016 that clarifies some of the requirements under the deemed provisions of the Planning and Development (Local Planning Scheme) Regulations 2015 and SPP3.7.

Whilst SPP 3.7 does not specify exemptions, there is discretion to vary the SPP3.7 requirements.

TPI comment

Planning Bulletin No 111/2016 clarifies that the DAP has discretion over this matter and states that 'Exemptions from the requirements of SPP 3.7 and the deemed provisions should be applied pragmatically by the decision maker.'

The applicant has advised that the proposed land use does not involve the occupation of employees for any significant amount of time, and grain loading is seasonal.

TPI recommends that the development be supported without any Bushfire Attack Level assessment.

RISK MANAGEMENT IMPLICATIONS

This item has been evaluated against the Shire's Risk Assessment and Acceptance Criteria. The perceived level of risk is considered to be "Low" risk and can be managed by routine procedures and with current resources.

FINANCIAL IMPLICATIONS

Nil

VOTING REQUIREMENTS

Simple Majority

Cr White, Cr Paganoni & Cr Dewar declared a Financial Interest in Item 11.1 declared a Financial Interest in Item 11.1

In order to maintain a quorum the declarations were forwarded to the Department of Local Government, Sport and Cultural Indistries for Ministerial approval to participate in discussion and decision making. Approval was given for Cr White and Cr Paganoni to fully participate in the discussion and decision making.

Conditions of the approval:

- 1. The approval is only valid for the 2 March 2023 Special Council Meeting when agenda item 11.1 is considered;
- 2. The above-mentioned Councillors must declare the nature and extent of their interests at the abovementioned meeting when the matter is considered, together with the approval provided;

- 3. The Chief Executive Officer (CEO) is to provide a copy of the Department of Local Government, Sport and Cultural Industries (DLGSC's) letter of approval to the abovementioned councillors:
- 4. The CEO is to ensure that the declarations, including the approval given and any conditions imposed, are recorded in the minutes of the abovementioned meeting, when the item is considered;
- 5. The CEO is to provide a copy of the confirmed minutes of the abovementioned meeting to DLGSC, to allow DLGSC to verify compliance with the conditions of this approval; and
- 6. The approval granted is based solely on the interests disclosed by the abovementioned councillors, made in accordance with the application. Should other interests be identified, these interests will not be included in this approval and the financial interest provisions of the Act will apply.

Cr Dewar, having declared an interest in this item, left the room at 5.01pm.

OFFICER RECOMMENDATION/COUNCIL DECISION

Moved Cr Penny, seconded Cr Paganoni that Council:

- A. Note that development within the rail corridor known as Land ID 3095998 was included on the plans and supporting documentation for the previous DAP application for CBH in 2021, however it was not formally included in the application form or approval (Attachment 11.1.1).
- B. Approve the application for railway infrastructure (siding) and over rail loading facility within the rail corridor known as Land ID 3095998 subject to the following conditions:

Substantial commencement

1. This decision constitutes planning approval for railway infrastructure (siding) and over rail loading facility within land identified in Landgate as Land ID 3095998 and is valid for a period of 2 years from the date of approval. If the subject development is not substantially commenced within the specified period, the approval shall lapse and be of no further effect.

Approved documents and plans

- 2. All development subject of this approval shall be contained within land identified through Landgate as Land ID 3095998.
- 3. The proposed development within land identified in Landgate as Land ID 3095998 shall be in accordance with the following plans:
 - (i) The Broomehill Site Plan dated 4 November 2021 (Plan No 3244-41-01);
 - (ii) Sheet 1 of 1 (Drawing Number 558-ENG-C1-DCO-0007), Revision F dated 08.09.21;
 - (iii) Sheets 1 to 6 (Drawing Number 558-ENG-ST-DGA-001) Revision A dated 06.09.21.

This approval excludes development on adjacent Lots 2, 535 and 553.

- 4. The accompanying documentation (as amended) lodged with this application including;
 - (i) Dust Management Plan prepared by CBH;
 - (ii) Clearing Plan prepared by CBH

together with any requirements and recommendations detailed thereon, are the approved as part of this application and shall form part of the development approval issued. The operator, CBH, shall implement the approved plans as they relate to the operational phase of the development, during the life of the development.

Noise

- 5. The operator (CBH) shall ensure at all times that the operation of the development (subject of this approval) in the railway corridor (Land ID 3095998) complies with and will not exceed with the following average assigned noise level targets for (outdoor) railway noise at noise sensitive premises:
 - (i) LAeq, day 60dB during day period average hours; and
 - (ii) LAeq, night 55dB during night period average hours;

in accordance with Table 3 of the Noise Impact Assessment Report (SLR Ref: 675.30030-R01 Version 3.3 dated November 2021).

The noise targets in this condition are to be measured at one metre from the most exposed, habitable façade of a dwelling being exposed to the noise source.

- 6. Noise mitigation measures are to be implemented to the satisfaction of the local government where required to demonstrate compliance with Condition 5 including and not limited to:
 - (i) Future short-term noise monitoring of activities operational at night hours during major peak harvest seasons; and/or
 - (ii) Review activities that can be undertaken during day hours and minimise noise generating operations during night or evening hours; and /or
 - (iii) Implement a system to record, manage and report on complaints during the life of the development.
- 7. The operator shall implement the recommendations of the Noise Impact Assessment Report (SLR Ref: 675.30030-R01 Version 3.3 dated November 2021) including:
 - (i) Undertake, complete and lodge a separate short term noise monitoring survey to the local government. The survey of noise levels emitting from the development site shall be completed within 6 months of commencement of operations to determine post-operation noise levels at nearby sensitive receivers;
 - (ii) (Monitoring should include any operations, loading and activities within the railway corridor that occur during the day, evening and night hours; and

(iii) Vibration levels to comply with Australian Standard 2670.2:1990.

Construction

- 8. The operator (CBH) shall ensure at all times that construction noise is limited to between 7am and 7pm Monday to Saturday (excluding public holidays) and that the works are carried out in accordance with Australian Standard 2436:2010.
- 9. The Operator (CBH) is to lodge a Construction Management Plan for approval by the local government. The Construction Management Plan must include the following:
 - (a) Adequate areas for the parking of construction vehicles, workers vehicles, loading areas, and for the delivery and storage of building materials:
 - (b) The location of any required hardstand areas or areas for specific construction activities;
 - (c) Temporary buildings;
 - (d) The location of any fenced construction compounds and materials storage / laydown areas;
 - (e) A general timetable for construction phases and the removal of temporary development after completion of the construction phase;
 - (f) The management of dust and other construction impacts;
 - (g) Watering capabilities and practices for dust management during/after clearing; and
 - (h) Limited hours for construction noise to ensure compliance with Condition 9:
 - (i) Haulage routes;
 - (j) A Pre-Construction Road Condition Report along the proposed haulage routes, and the obligation to prepare a Post-Construction Road Condition Report once construction is complete.

The Construction Management Plan is to be submitted to and approved by the local government prior to the commencement of any development, clearing or site works within the railway corridor.

- 10. The Applicant is to implement the approved Construction Management Plan required by condition 10.
- 11. Any damage caused to the roads attributable to the construction phase of the development is to be rectified by the Operator to the standard identified in the Pre-Construction Road Condition Report.
- 12. The development approval also grants temporary development approval for the following
 - (i) a construction workshop;
 - (ii) asphalt batching plant
 - (iii) any other construction related infrastructure

shown on the Construction Management Plan required by condition 10.

Lighting

13. Any lighting within or overspilling into the railway corridor shall be designed in accordance with the Australian Standards for the Control of Obtrusive Effects of Outdoor Lighting (AS4282) and shall be internally directed to the development. All floodlights shall be oriented to eliminate disturbance to occupants on the surrounding properties.

Footnotes:

- a. The plans lodged with this application show development outside of the land identified as Land ID 3095998, however development on Lots 2, 535 and 553 does not form part of this approval. It is noted that there is an existing approval for development on Lots 2, 535 and 553 issued by a Development Assessment Panel (DAP) on the 21 January 2022.
- b. In regards to Condition 5, a habitable room has the same meaning as defined in State Planning Policy 7.3 Residential Design Codes.
- c. In regards to Condition 9, the Construction Management Plan can be prepared for construction of this development in the railway reserve and related construction approved separately by the DAP on the 21 January 2022. The Shire considers it practical that one consolidated Construction Management Plan be prepared, and notes that construction areas for development within the railway corridor may be provided off site within adjacent Lots 2 and 535.

CARRIED 4/0 Motion No. 15/23

Cr Dewar re-entered the meeting at 5.10pm.

12. KEY PILLAR 3: BROOMEHILL-TAMBELLUP LIFESTYLE

Nil.

13. KEY PILLAR 4: BROOMEHILL-TAMBELLUP SHIRE SUPPORT

Nil.

14. MATTERS FOR WHICH THE MEETING MAY BE CLOSED

Nil

15. ELECTED MEMBERS' MOTIONS OF WHICH PREVIOUS NOTICE HAS BEEN GIVEN

Nil

16. QUESTIONS FROM MEMBERS WITHOUT NOTICE

Nil

17. NEW BUSINESS OF AN URGENT NATURE INTRODUCED BY DECISION OF MEETING

Nil

18. CLOSURE

There being no further business to discuss, the Presiding Member, Cr White, declared the meeting closed at 5.10pm.