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# AGENDA

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**WORKS AND SERVICES COMMITTEE**

**11 February 2015**

5.30pm

City of Albany Council Chambers

**CITY OF ALBANY  
COMMUNITY STRATEGIC PLAN (ALBANY 2023)**

**VISION**

Western Australia's most sought after and unique regional city to live, work and visit.

**VALUES**

All Councillors, Staff and Volunteers at the City of Albany will be...

**Focused: on community outcomes**

This means we will listen and pay attention to our community. We will consult widely and set clear direction for action. We will do what we say we will do to ensure that if it's good for Albany, we get it done.

**United: by working and learning together**

This means we will work as a team, sharing knowledge and skills. We will build strong relationships internally and externally through effective communication. We will support people to help them reach their full potential by encouraging loyalty, trust, innovation and high performance.

**Accountable: for our actions**

This means we will act professionally using resources responsibly; (people, skills and physical assets as well as money). We will be fair and consistent when allocating these resources and look for opportunities to work jointly with other directorates and with our partners. We will commit to a culture of continuous improvement.

**Proud: of our people and our community**

This means we will earn respect and build trust between ourselves, and the residents of Albany through the honesty of what we say and do and in what we achieve together. We will be transparent in our decision making and committed to serving the diverse needs of the community while recognising we can't be all things to all people.

**TERMS OF REFERENCE**

**(1) Function:**

The Works & Services Committee will be responsible for the delivery of the following Clean and Green Objectives contained in the City of Albany Strategic Plan:

- (a) To protect and enhance our pristine natural environment;
- (b) To promote environmental sustainability;
- (c) To promote our region as clean and green.

**(2) It will achieve this by:**

- (a) Developing policies and strategies;
- (b) Establishing ways to measure progress;
- (c) Receiving progress reports;
- (d) Considering officer advice;
- (e) Debating topical issues;
- (f) Providing advice on effective ways to engage and report progress to the Community ; and
- (g) Making recommendations to Council.

**(3) Chairperson:** Cr Alan Hortin JP

**(4) Membership:** Minimum of 4 and a maximum of 7 elected members.

*Current Membership: Mayor Wellington, Councillor Hortin JP, Councillor Gregson, Councillor Dowling, Councillor Bowles, Councillor Hollingworth*

**(5) Meeting Schedule:** Monthly

**(6) Meeting Location:** City of Albany Council Chambers

**(7) Executive Officer:** CEO or Executive Director Works and Services

**(8) Delegated Authority:** None

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**1. DECLARATION OF OPENING**

**2. PRAYER AND ACKNOWLEDGEMENT OF TRADITIONAL LAND OWNERS**

*“Heavenly Father, we thank you for the peace and beauty of this area. Direct and prosper the deliberations of this Council for the advancement of the City and the welfare of its people. Amen.”*

*“We would like to acknowledge the Noongar people who are the Traditional Custodians of the Land.*

*We would also like to pay respect to Elders both past and present”.*

**3. RECORD OF APOLOGIES AND LEAVE OF ABSENCE**

**Mayor**

Mayor D Wellington (Member)

**Councillors:**

Member

A Hortin JP (Chair)

Member

S Bowles (Deputy Chair)

Member

C Dowling

Member

G Gregson

Member

B Hollingworth

**Staff:**

Executive Director Works and Service

M Thomson

Minutes

B Ohle

**Apologies:**

**4. DISCLOSURES OF INTEREST**

<b>Name</b>	<b>Committee/Report Item Number</b>	<b>Nature of Interest</b>

**5. REPORTS OF MEMBERS**

**6. RESPONSE TO PREVIOUS PUBLIC QUESTIONS TAKEN ON NOTICE**

**7. PUBLIC QUESTION TIME**

**8. APPLICATIONS FOR LEAVE OF ABSENCE**

**9. PETITIONS AND DEPUTATIONS**

**10. CONFIRMATION OF MINUTES**

**DRAFT MOTION**

**VOTING REQUIREMENT: SIMPLE MAJORITY**

**THAT the minutes of the Works and Services Committee Meeting held on 10 December 2014, as previously distributed, be CONFIRMED as a true and accurate record of proceedings.**

**11. PRESENTATIONS**

**12. UNRESOLVED BUSINESS FROM PREVIOUS MEETINGS**

**WS061: COASTWEST FUNDING – EMU POINT COASTAL PARKS – OCEAN SIDE REVEGETATION**

**Land Description** : Emu Beach – R22698  
**Proponent** : City of Albany  
**Owner** : Crown land – Management Order City of Albany  
**Report Prepared by** : Co-ordinator Developed Reserves (J Purvis)  
**Responsible Officer(s):** : Executive Director Works & Services (M Thomson)

**Responsible Officer's Signature:**



**STRATEGIC IMPLICATIONS**

1. This item relates to the following elements of the [City of Albany Strategic Community Plan 2023](#) and [Corporate Business Plan 2014-2018](#):
  - a. **Key Theme:** 2. Clean, Green & Sustainable.
  - b. **Strategic Objective:** 2.1. To protect and enhance our natural environment.
  - c. **Strategic Initiative:** 2.1.2. Erosion protection and adaption

**In Brief:**

- Council has received an offer of funding from WAPC Coastwest Grants totalling \$19,000 for revegetation of the coastal dunes at Emu Beach.
- Council is requested to approve the creation of a budget line for the project.

**RECOMMENDATION**

**WS061: RESPONSIBLE OFFICER RECOMMENDATION**

**THAT Council:**

- (1) NOTE the offer of funding totalling \$19,000 from WAPC Coastwest Grants for revegetation of the coastal dunes at Emu Beach, and;**
- (2) APPROVES the creation of an appropriate budget line item for this purpose.**

**BACKGROUND**

2. The City of Albany submitted an application to the West Australian Planning Commission for their Coast West Grants in June 2014 for revegetation of the coastal dunes at Emu Beach as part of the Coastal Parks Enhancement Plan (CPEP).
3. This application was successful.

## DISCUSSION

4. One of the short term goals within the CPEP is the consolidation of access tracks and revegetation to protect dune vegetation at Emu Beach which will reduce informal access, and address erosion in that location.
5. This project will add value to the CPEP and provide good environmental outcomes as the coastal dune system requires erosion and wind barriers to the Regional Open Space. Higher visitation to these areas is envisaged in the future.
6. The Friends of Emu Point, other community members and local schools will be given opportunities to be involved in planting days and manual weed control. These will be undertaken on significant days such as World Environment Day and National Tree Day.
7. The project is to be completed by February 2016.

## GOVERNMENT & PUBLIC CONSULTATION

8. This project was included as part of the consultation undertaken as part of the CPEP.
9. The project has also been referred to the South West Aboriginal Land and Sea Council for consideration and no concerns were raised.

## STATUTORY IMPLICATIONS

10. Under the *Local Government Act 1995*, Section 6.8, a local government is not to incur expenditure from its municipal fund for an additional purpose except where the expenditure:
  - a. Is incurred in a financial year before the adoption of the annual budget by the local government
  - b. Is authorised in advance by a resolution (absolute majority required) or
  - c. Is authorised in advance by the Mayor in an emergency.

## POLICY IMPLICATIONS

11. There are no policy implications relating to this matter.

## RISK IDENTIFICATION & MITIGATION

12. The risk identification and categorisation relies on the City's [Enterprise Risk Management Framework](#).

Risk	Likelihood	Consequence	Risk Analysis	Mitigation
<b>Environment:</b> <i>Revegetation work is not undertaken resulting in further degradation of the dunal systems</i>	<i>Possible</i>	<i>Moderate</i>	<i>Medium</i>	<i>City continues to maintain access tracks within current maintenance resources.</i>

**FINANCIAL IMPLICATIONS**

- 13. The City's contribution to this project compromises in-kind staff time as project manager, chemicals for weed control, as well as \$16,400 monetary component from Reserves Planning 15/16 budget.
- 14. The amendments to the budget will occur during the budget review process.

**LEGAL IMPLICATIONS**

- 15. There are no legal implications relating to this matter.

**ENVIRONMENTAL CONSIDERATIONS**

- 16. An internal City of Albany environmental assessment will be completed once the project is fully scoped. However, it is anticipated that no major concerns will be raised.

**ALTERNATE OPTIONS**

- 17. The Council may elect to not accept the funding of \$19,000 from WAPC Coastwest.

**SUMMARY CONCLUSION**

- 18. This project will allow for one of the short term goals under the CPEP to be completed within the timeframe set under the plan. It will also add value to the Emu Point Coastal Adaptation Works by protecting the dune system within this location.

<b>Consulted References</b>	:	Nil
<b>File Number (Name of Ward)</b>	:	PR.DEC.9
<b>Previous Reference</b>	:	Nil

**WS062: CONTRACT P14021 - WASTE AND RECYCLING COLLECTION SERVICES**

**Proponent** : City of Albany  
**Attachments** : Evaluation Report - Confidential  
**Report Prepared by** : Manager City Operations (M Richardson)  
**Responsible Officer** : Executive Director Works and Services (M Thomson)

**Responsible Officer's Signature:**



**STRATEGIC IMPLICATIONS**

1. This item relates to the following elements of the City of Albany Strategic Community Plan 2023 and Corporate Business Plan 2014-2018:
  - a. **Key Theme:** 2. Clean, Green and Sustainable
  - b. **Strategic Objective:** 2.3 To advocate for and support “green” initiatives within our region
  - c. **Strategic Initiative:** 2.3.1 Waste Management

**In Brief:**

- Approval is sought to accept a tender award for Waste and Recycling Collection Services.
- Three complying tenders received with Transpacific Cleanaway being the preferred contractor.
- The contract is to commence 1 July 2015.

**RECOMMENDATION**

**WS062: RESPONSIBLE OFFICER RECOMMENDATION**

**THAT Council ACCEPT the Tender from Transpacific Cleanaway for Contract P14021 Waste and Recycling Collection Services, subject to negotiation of final terms and conditions.**

**BACKGROUND**

2. In 2004 the City awarded contract C02061 to Transpacific Cleanaway for the provision of Waste Minimisation Services. The contract has used all options for extension and expires 30 May 2015.
3. Services within the contract include kerbside waste and recycling collection, management of rural transfer station operations, operation of the Materials Recovery Facility, employment of the City's education officer and the cleaning of public toilets.

**DISCUSSION**

4. In line with Councils Strategic Waste Management Plan 2013 the current waste contract has been reviewed and a new contract for waste services prepared for quotation utilising the WALGA panel of suppliers.
5. The review established that the services delivered in the current contract would be better delivered if the waste and cleaning components are separated to attract offers from specialist contractors in these fields in particular local contractors.
6. The cleaning contract will be advertised for tender in mid-February 2015.
7. The review also identified services that are potentially better delivered and more cost efficient to be provided in-house better utilising landfill staff. These services include the management of the Tip Shop and the transfer of hook lift bins from the rural transfer stations.
8. Planning has commenced for the handover of these services to the City. The process of procuring a hook lift truck has commenced, staffing requirements and operational processes are being assessed and consideration given to the immediate recruitment of a Waste Project/Education Officer. The Waste Project/Education Officer will oversee the direction of the contractor's education officer and deliver the actions recommended in Council's regional and strategic waste management plans. This role will also maximise the City's opportunities with respect to funding through the Waste Authority.
9. A request for quotations for Waste and Recycling Collection Services was issued through the WALGA panel of suppliers on 11 November 2014 with quotations closing 2pm, 7 January 2015.
10. A mandatory briefing session was held 17 November 2014 with six waste contractors represented.
11. Three contractors, Transpacific Cleanaway, Warren Blackwood Waste and SITA Australia made submissions. SITA Australia also provided an alternative offer.
12. Due to the complex nature of the contract, quotations were evaluated using the WALGA "Value for Money" model. The "Value for Money" model places importance on the compliance with the contract specification rather than obtaining the lowest price, particularly taking into account user requirements quality standards, sustainability, life cycle costing and service benchmarks.
13. Evaluations were conducted by the Executive Director Works and Services, Manager City Operations, Waste Management Operations Coordinator and waste consultant Talis Consultants.
14. While the contract submission format is largely a schedule of rates that can be directly compared, information regarding tenderers capital investment and the development of the Materials Recovery Facility (MRF) required a deeper analysis to ensure value for money.
15. Tenderers were requested to provide a list of upgrades to the MRF to enable it to improve the recycling rate and also allow for a greater capacity to accept commercial recycling. Improvements proposed by tenderers in their submissions included new sorting equipment, extensions to sheds and the construction of new loading areas.
16. All investment costs in the MRF are reflected in the recycling collection rate. The MRF becomes the City's asset at the end of the contract period.
17. The contract tenure is 5 years with options for extension of 2 + 2 + 1 year periods.

18. The following table lists the evaluation criteria and their weighting.

<b>Criteria</b>	<b>% Weight</b>
MRF Operations	40
Community Education Planning	5
Relevant Experience	20
Respondent’s Resources	15
Key Personnel Skills and Experience	10
Corporate Social Responsibility	10
<b>TOTAL</b>	<b>100</b>

19. On the basis of the total evaluation score which considers best “value for money” based on price and qualitative criteria Transpacific Cleanaway scored highest and consequently is the preferred contractor.
20. A “Commercial in Confidence” report (Attachment 1) provides further detail to the evaluation process and the individual elements of each submission.
21. Transpacific Cleanaway are the incumbent contractor and have provided a very good service over the life of the current contract.

**GOVERNMENT & PUBLIC CONSULTATION**

22. Not applicable.

**STATUTORY IMPLICATIONS**

23. Regulation 11 of the Local Government (Functions and General) Regulations 1996 (Regulations) requires Council to publicly tender if the contract is, or is expected to be, more, or worth more, than \$100,000.
24. Regulation 18 of the Regulations outlines a number of requirements relating to choice of tender. Council is to decide which of the acceptable tenders is the most advantageous to Council. It may also decline to accept any tender.
25. Regulation 19 of the Regulations requires Council to advise each tenderer in writing the result of Council’s decision.
26. The Waste Avoidance and Resource Recovery (WARR) Act 2007 Part 6 Division 1 requires Local Government to provide a waste management service.
27. Part 4 Division 2 of the City of Albany Health Local Laws 2001 provides for the delivery a waste collection service.

**POLICY IMPLICATIONS**

28. The City of Albany Tender Policy and Regional Price Preference Policy are applicable to this item.
29. The current delegation allows the Chief Executive Officer to accept tenders up to the value of \$1,000,000 if utilising the WALGA panel of suppliers. On this occasion the contract value exceeds \$1,000,000, therefore a Council resolution is required prior to accepting a tender and entering into Contract.

**RISK IDENTIFICATION & MITIGATION**

30. The risk identification and categorisation relies on the City's Enterprise Risk Management Framework.

<b>Risk</b>	<b>Likelihood</b>	<b>Consequence</b>	<b>Risk Analysis</b>	<b>Mitigation</b>
<b>Financial.</b> <i>Significant operational function not providing best value for money outcomes.</i>	<i>Possible</i>	<i>Major</i>	<i>High</i>	<i>Adopt value for money evaluation. Utilise WALGA panel of suppliers under commercially tested contract arrangements.</i>
<b>Business Interruption.</b> <i>Non-compliance with contract or business failure</i>	<i>Possible</i>	<i>Major</i>	<i>High</i>	<i>Evaluate contractor business continuity plans and resources' to ensure implemented through Contract processes.</i>

**FINANCIAL IMPLICATIONS**

31. The Waste and Recycling Collection contract is funded by Council's annual waste levy and from the Waste Reserve.

**LEGAL IMPLICATIONS**

32. Not applicable

**ENVIRONMENTAL CONSIDERATIONS**

33. Not applicable.

**ALTERNATE OPTIONS**

34. Council can accept or reject the quotations submitted.

**SUMMARY CONCLUSION**

35. On reviewing the tender the evaluation team assessed that the Transpacific Cleanaway submission offers Council the most competitive "value for money" service based on cost, MRF investment and qualitative criteria.

<b>Consulted References</b>	:	NA
<b>File Number (Name of Ward)</b>	:	NA
<b>Previous Reference</b>	:	OCM 24/9/2013 WS005

**WS063: ALBANY HIGHWAY SHARED PATHWAY**

**Land Description** : Albany Highway Shared Pathway  
**Proponent** : City of Albany  
**Owner** : City of Albany  
**Report Prepared by** : Senior Civil Engineering Officer (A Greenwood)  
**Responsible Officer** : Executive Director Works and Services (M Thomson)

**Responsible Officer's Signature:**



**STRATEGIC IMPLICATIONS**

1. This item relates to the following elements of the City of Albany Strategic Community Plan 2023 and Corporate Business Plan 2014-2018:
  - a. **Key Theme:** 2. Clean Green & Sustainable.
  - b. **Strategic Objective:** 2.2. To maintain and renew City assets in a sustainable manner.
  - c. **Strategic Initiative:** 2.2.1. Asset management.

**In Brief:**

- Through consultation with relevant stakeholders, surface treatment options have been reviewed from that originally proposed for this project resulting in an additional cost.
- The change in surface treatment, in particular the colour, will have a positive impact on the project.

**RECOMMENDATION**

**WS063: RESPONSIBLE OFFICER RECOMMENDATION**

**THAT Council:**

- (1) **ADOPT** the red asphalt surface treatment for the Albany Highway Shared Use Path project,
- (2) **NOTE** the over budget expenditure as detailed in this report.
- (3) **NOTE** the proposed development of a Policy with respect to surface treatments of cycle infrastructure.

## **BACKGROUND**

2. The Albany Highway Share Use Path - Western alignment, involves the construction of an off road shared path from 130 metres northwest of York Street to Chester Pass Roundabout.
3. It has been budgeted for in two parts –
  - a. Job 3387 Albany Highway dual use path – Chester Pass Road to Verdi Street – budget \$460,000, and
  - b. Job 3388 Albany Highway dual use path – Verdi Street to 130m NW of York Street – budget \$220,000;

with funding allocated from both the Regional Bicycle Network (RBN) Program and State Initiatives funding (administered by Main Roads WA) and Council funds.

4. The project has been designed in accordance with the funding requirements as an off road asphalt shared use path with a black surface treatment (similar to an urban road surface treatment).
5. Given the prominence of the project, and through more recent consultation with relevant stakeholders, the preferred surface treatment for this project has been identified as “red’ asphalt.

## **DISCUSSION**

6. The provision of a shared path along Albany Highway from York Street to Hanrahan Road was identified in the recently adopted Cycle City Albany (2014-2019) Strategy and is one of the most prominent and high priority projects.
7. The project is being outsourced and the procurement process is complete. The current scope of work (ie. black asphalt surface treatment) will see the project completed, although it will be over budget by approximately \$75,000 across the two budget line items. Work is scheduled to commence in February 2015.
8. To surface the path with red asphalt will cost an additional \$60,000, therefore increasing the total projected project over spend to \$135,000 (over the two budget line items).
9. From a technical perspective, the current design is adequate and will conform to current standards for this type of infrastructure. It also complies with the funding agreement.
10. Through the issue of a contract variation, the City can change the colour of the surface treatment without impacting on the project schedule.
11. From a cost benefit perspective there is considerable merit in choosing a red asphalt treatment in lieu of black. These are:
  - a. The red asphalt is considered aesthetically a better option;
  - b. Red asphalt clearly identifies the path as a significant link in the network;
  - c. With the surface treatment carrying through driveways and crossovers, the contrasting colour of the red will provide clear delineation to the path through these points of conflict reducing the confusion of who has right of way.
12. Concrete is another alternative treatment although this was not the selected treatment in the Albany Cycle City strategy and would be at odds with the funding agreement. The capital cost difference is not considerable therefore concrete would be the preferred option on less prominent paths due to its longevity properties.

13. The red asphalt option would have no impact on the funding agreement and on the above basis is considered the most appropriate option.

**GOVERNMENT & PUBLIC CONSULTATION**

14. Widespread community consultation was undertaken as part of the Cycle City Albany (2014-2019) Strategy with many respondents suggesting that coloured surface treatments be used to enhance the visual impact of cycle infrastructure.
15. City of Albany recently hosted a Project Control Group meeting with representation from the cycling community with the aim of developing a preferred position on the use of coloured surface treatments for cycle infrastructure.
16. It was recommended that Primary Distributor paths (such as Albany Highway), are surfaced with red asphalt to increase their prominence and safety especially as they cross conflict points where there is interaction with motor vehicles. Asphalt surfacing on prominent routes is preferred due to its ride-ability properties.
17. City staff propose to introduce better consistency over the network in this regard and will prepare a policy document for consideration in due course. This will outline the surface treatment options and how they will be applied across the path network.

**STATUTORY IMPLICATIONS**

18. Local Government Act 1995, Section 33A – projected over budget expenditure will be addressed in the next budget review.

**POLICY IMPLICATIONS**

19. There is currently no policy with regard to surface treatments of this infrastructure. A policy which will introduce a consistent approach is being prepared by City staff and will be presented for consideration in due course.

**RISK IDENTIFICATION & MITIGATION**

20. The risk identification and categorisation relies on the City’s Enterprise Risk Management Framework.

Risk	Likelihood	Consequence	Risk Analysis	Mitigation
<b>Community.</b> <i>A constructed path in black asphalt is poorly received by the some sectors of the community.</i>	<i>Likely</i>	<i>Minor</i>	<i>Medium</i>	<i>Re iterate that coloured surface treatments are cost prohibitive and detail the inherent benefits of the path as proposed.</i>  <i>Council approves construction in red asphalt.</i>
<b>Financial.</b> <i>Budget overruns impacting on delivery of other projects.</i>	<i>Possible</i>	<i>Minor</i>	<i>Medium</i>	<i>Budget overruns occur as well as budget underspends which are addressed during the budget review process.</i>

**FINANCIAL IMPLICATIONS**

- 21. If approved, the over spend of approximately \$135,000 will be covered by savings in other projects which will be detailed in the next budget review.
- 22. The next budget review is due for presentation to Council in March 2015.

**LEGAL IMPLICATIONS**

- 23. The City has signed an agreement with Department of Transport which details timelines, acquittal conditions, construction materials and standards. Any variation to this requires prior written approval.

**ENVIRONMENTAL CONSIDERATIONS**

- 24. There are no clearing permits required for the works.

**ALTERNATE OPTIONS**

- 25. Council may have a preference for one of the following:
  - a. Using the current design (black asphalt) scale the project back through the issue of a contract variation to meet the current budget. This will require approval from the funding agency and may impact on funding provided.
  - b. Using the red asphalt design scale the project back (as above) to meet the current budget. This would mean a more significant reduction in the length of work completed. Again approval from the funding agency will be required.
  - c. Progress the project as per the current scope (black asphalt) and the \$75,000 projected overspend be addressed during the normal budget review process.
  - d. Proceed with the full extent of works with the red asphalt surface treatment and the \$135,000 project budget overspent be addressed as per above. This is the recommended option.

**SUMMARY CONCLUSION**

- 26. There is a preference to increase the scope of the current Albany Highway Shared Use Path project to include a coloured (red) asphalt treatment resulting in additional cost. While not critical to the project, there are considerable benefits in Council adopting this approach.
- 27. This report recommends that the project scope be amended to include red asphalt in lieu of black.

<b>Consulted References</b>	:	Adopted Budget 2014-15 <a href="#"><u>Local Government Act 1995</u></a>
<b>File Number (Name of Ward)</b>	:	GS.PR.G.16 (All Wards)
<b>Previous Reference</b>	:	OCM 22.07.14 item CSF101; OCM 26.08.14 item CSF112

14. **NEW BUSINESS OF AN URGENT NATURE INTRODUCED BY DECISION OF COUNCIL**
15. **MOTIONS OF WHICH PREVIOUS NOTICE HAS BEEN GIVEN Nil.**
16. **REPORTS OF CITY OFFICERS**
17. **MEETING CLOSED TO PUBLIC Nil.**
18. **CLOSURE:**