Special Meeting of Council

Agenda

to be held on Tuesday 21 February 2017 at 6.45pm
Fitzroy Town Hall

Disability - Access and Inclusion to Committee and Council Meetings:

Facilities/services provided at the Richmond and Fitzroy Town Halls:

- Entrance ramps and lifts (off Moor Street at Fitzroy, entry foyer at Richmond)
- Hearing loop (Richmond only), the receiver accessory may be accessed by request to either the Chairperson or the Governance Officer at the commencement of the meeting, proposed resolutions are displayed on large screen and Auslan interpreting \textit{(by arrangement, tel. 9205 5110)}
- Electronic sound system amplifies Councillors’ debate
- Interpreting assistance \textit{(by arrangement, tel. 9205 5110)}
- Disability accessible toilet facilities

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Order of business

1. Statement of recognition of Wurundjeri Land
2. Attendance, apologies and requests for leave of absence
3. Declarations of conflict of interest (Councillors and staff)
4. Council business reports
1. **Statement of Recognition of Wurundjeri Land**

"Welcome to the City of Yarra."

"Yarra City Council acknowledges the Wurundjeri as the Traditional Owners of this country, pays tribute to all Aboriginal and Torres Strait Islander people in Yarra and gives respect to the Elders past and present."

2. **Attendance, apologies and requests for leave of absence**

Anticipated attendees:

**Councillors**
- Cr Amanda Stone (Mayor)
- Cr Danae Bosler
- Cr Mi-Lin Chen Yi Mei
- Cr Misha Coleman
- Cr Jackie Fristacky
- Cr Stephen Jolly
- Cr Mike McEvoy
- Cr Daniel Nguyen
- Cr James Searle

**Council officers**
- Vijaya Vaidyanath (Chief Executive Officer)
- Ivan Gilbert (Group Manager - CEO's Office)
- Andrew Day (Director - Corporate, Business and Finance)
- Chris Leivers (Director - Community Wellbeing)
- Bruce Phillips (Director - Planning and Place Making)
- Jane Waldock (Assistant Director - Planning and Place making)
- Guy Wilson-Browne (Director - City Works and Assets)
- Joanne Murdoch (Group Manager - Advocacy and Engagement)
- Fred Warner (Group Manager – People, Culture and Community)
- Rhys Thomas (Senior Governance Advisor)

3. **Declarations of conflict of interest (Councillors and staff)**

4. **Council business reports**

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4.1 Review of the Councillor Code of Conduct

Trim Record Number: D17/16598
Responsible Officer: Group Manager Chief Executive’s Office

Purpose

1. To review the Councillor Code of Conduct as required by section 76C (2) (a) of the Local Government Act 1989.

Background

Legislative Framework


3. One of the changes made was to codify the requirements of the Councillor Code of Conduct in a more detailed manner than had been in place in the past.

4. In summary, the Local Government Act now requires that:
   
   (a) Councils conduct a first review of the Councillor Code of Conduct following the passage of the Local Government Amendment (Improved Governance) Act 2015;

   (b) following this first review, Councils call a special meeting solely for the purpose of reviewing the Councillor Code of Conduct within four months after each general election;

   (c) the Councillor Code of Conduct include an internal resolution procedure for dealing with an alleged contravention of the Councillor Code of Conduct by a Councillor;

   (d) the internal resolution procedure must, among other matters, provide for the selection of an arbiter who is suitably independent and able to carry out the role of arbiter fairly; and specify the role an arbiter is expected to undertake in the conduct of any internal resolution procedure;

   (e) following its adoption, a copy of the Code of Conduct be given to each Councillor, made available for inspection by the public and published on Council’s website; and

   (f) within one month of its adoption, each Councillor must make a declaration stating that they will abide by the Councillor Code of Conduct.

The first review

5. In May 2016, Council conducted its first review of the Councillor Code of Conduct as required. In conducting this review, Council focussed only on those changes that are required to Council’s existing policy framework to ensure compliance with the changes to the Local Government Act.

6. At that time, Council determined that the existing Councillor Code of Conduct had served Council well, and that the only change that was required was to formally incorporate the Councillors Grievance Resolution Procedure in to the Policy, as it was a standalone document at that time. This change was made to satisfy the legislative obligation to include such a procedure in the Councillor Code of Conduct.

7. In incorporating the Councillors Grievance Resolution Procedure, a change was made to the documents, to include provisions for the appointment and role of an independent arbiter to assist Council with addressing an alleged contravention of the Councillor Code of Conduct by a Councillor as required by sections 81AA (2)(c) to (f).
The current review

8. A review has been conducted of the Councillor Code of Conduct as adopted in May 2016, and the following changes incorporated in the draft document provided at Attachment One to this report:

(a) combining of the Councillor Code of Conduct and Councillors Grievance Resolution Procedure into a single document, and reformatting into the current Yarra City Council policy template;

(b) removal of the provision to permit Councillors to use Council communication services for election related expenditure (subject to reimbursement), to ensure consistency with the Yarra City Council Election Period Policy adopted on 23 May 2016; and

(c) removal of the provision for the formation of a committee comprising three Councillors to address complaints where the Mayor is a party, and replacement with a more informal dispute resolution process at the first stage of a dispute. This change has been made in recognition of the May 2016 introduction of an additional step involving an external arbiter.

9. The Local Government Act requires that the Councillor Code of Conduct be formally reviewed at a Special Meeting convened for this purpose. This report is presented at this Special Meeting to support Council in undertaking that review.

Next Steps

10. Following Council’s completion of the review and adoption of a revised Councillor Code of Conduct, copies of the document will be made available in accordance with the requirements of the Local Government Act.

11. Section 76C (6A) requires that within one month of the adoption of the revised Councillor Code of Conduct, Councillors are required to sign a declaration that they will abide by the Councillor Code of Conduct. It is recommended that following the resolution to adopt the new Code, standing orders be suspended to enable Councillors to sign such a declaration.

External Consultation

12. The Municipal Association of Victoria has produced a draft Model Councillor Code of Conduct for the Local Government sector. While this Councillor Code of Conduct provides a useful comparison and an opportunity to double check that no matters have been overlooked, the MAV model is designed as a minimalist policy that covers the basic legislative requirements. A comparison of the model MAV policy with the Yarra City Council policies did not reveal any shortcomings in Council’s policy framework.

Internal Consultation (One Yarra)

13. The attached draft Councillor Code of Conduct was presented to Councillors at the Councillor Briefing on Monday 6 February 2017 with an opportunity for discussion.

Financial Implications

14. If it were required, the engagement of an independent arbiter would result in an unbudgeted cost to Council. It is not possible to determine the likely cost, but it could be expected to be in the range of $5,000 to $10,000, depending on the degree of complexity.

Economic Implications

15. There are no economic implications arising from this report.

Sustainability Implications

16. There are no sustainability implications arising from this report.

Social Implications

17. There are no social implications arising from this report.
Human Rights Implications

18. The Councillor Code of Conduct establishes a process which could ultimately trigger the suspension of a Councillor from their elected role. While this action would limit the enumerated right to *taking part in public life* (which includes the right to be elected at municipal elections), the Councillor Code of Conduct does not extend the provisions in the Local Government Act.

19. These provisions were the subject of a statement of compatibility in accordance with *Charter of Human Rights and Responsibilities Act 2006* and found to be compatible with human rights as set out in the charter.

20. No further human rights implications have been identified in the preparation of this report.

Communications with CALD Communities Implications

21. There are no implications for communication with CALD communities directly arising from this report. In the event that a Councillor is elected that speaks little or no English, arrangements would be made to ensure they had appropriate access to the document.

Council Plan, Strategy and Policy Implications

22. The City of Yarra Council Plan 2013-2017 includes the Strategic Objective of “Leading Local Government”. This objective requires leadership across a range of areas, and by ensuring that its governance policy framework complies with the requirements of the Local Government Act as well as providing an example of best practice for the sector, Council demonstrates its commitment to the achievement of this objective.

Legal Implications


Other Issues

24. No other issues have been identified in the preparation of this report.

Options

25. In order to satisfy the requirements of the Local Government Act, Council must review the Councillor Code of Conduct.

26. It is open to Council to depart from the officer’s recommendation and make amendments to the Councillor Code of Conduct by alternate resolution.

Conclusion

27. The Councillor Code of Conduct is presented for Council’s review as required by section 76C of the Local Government Act.
RECOMMENDATION

1. That:
   (a) Council note the completion of the review of Council’s Councillor Code of Conduct as required by section 76C(2) of the Local Government Act 1989;
   (b) Council adopt the Councillor Code of Conduct (Attachment One) as the Councillor Code of Conduct required by section 76C(1) of the Local Government Act 1989;
   (c) the Chief Executive Officer arrange for a copy of the Councillor Code of Conduct to be given to each Councillor, made available for inspection by the public at the Council offices and published on Council's website.

FURTHER RECOMMENDATION

That in accordance with the Yarra City Council Meeting Procedures Local Law 2011, standing orders be suspended to enable Councillors to sign a declaration that they will abide by the Councillor Code of Conduct as required by section 76C(6A) of the Local Government Act 1989 (Attachment Two).

CONTACT OFFICER:    Rhys Thomas  
TITLE:               Senior Governance Advisor  
TEL:                 9205 5302

Attachments
1    Draft Councillor Code of Conduct
2    Councillor Code of Conduct Declaration
The text contains a Councillor Code of Conduct, which includes sections on Preamble, Policy, Primary Principles of Councillor Conduct, and General Principles of Conduct. The text is structured with numbered paragraphs and bullet points.
**Councillor Code of Conduct**

3) treat all persons with respect and have due regard to the opinions, beliefs, rights and responsibilities of other Councillors, council officers and other persons; (this includes the manner in which I communicate with and/or about Councillors or others, whether verbally, by electronic or any other medium);

4) exercise reasonable care and diligence and submit myself to the lawful scrutiny that is appropriate to my office;

5) endeavour to ensure that public resources are used prudently and solely in the public interest;

6) act lawfully and in accordance with the trust placed in me as an elected representative; and

7) support and promote these principles by leadership and example and act in a way that secures and preserves public confidence in the office of Councillor.

2.3. **Misuse of Position**

I will not misuse my position:

1) to gain or attempt to gain, directly or indirectly, an advantage for myself or another person; or

2) to cause, or attempt to cause, detriment to the Council or another person. (This includes the manner in which I communicate with and/or about Councillors or others, whether verbally, by electronic or any other medium)

Misuse of position includes:

1) making improper use of information acquired as a result of the position he or she held or holds; or

2) disclosing information that is confidential information within the meaning of section 77(2); or

3) directing or improperly influencing, or seeking to direct or improperly influence, a member of Council staff in contravention of section 76E; or

4) exercising or performing, or purporting to exercise or perform, a power, duty or function that he or she is not authorised to exercise or perform; or

5) using public funds or resources in a manner that is improper or unauthorised; or

6) failing to disclose a conflict of interest as required under this Division.

2.4. **Relationship With Staff**

I will not seek to improperly direct or influence a member of Council staff in the exercise of any power or in the performance of any duty or function.

As a collective, Councillors appoint and instruct the Chief Executive Officer, who in turn is responsible for the day to day operations of the organisation. I acknowledge that as an individual Councillor, I cannot direct staff members to undertake specific duties.

I recognise that a resolution of Council is the appropriate mechanism to establish or amend Council policy. In the case of routine inquiries, however, I may contact the relevant member of the Executive Team (or the appropriate Executive Assistant) for clarification.

I agree that workplace bullying can and should be prevented. As a collective, Council will collaborate with staff and unions to institute and uphold policies to facilitate an environment free from physical and psychological violence.
Councillor Code of Conduct

2.5. Access to files

If I wish to inspect a Council file, I will lodge a request with the Executive Manager Governance. I acknowledge that:

1) I will only be able to view the material in the presence of a Council officer;
2) I will not be permitted to take the file ‘off-site’; and
3) I will not be permitted to copy any part of the file.

2.6. Conflict of Interest

When I have (or may be perceived to have) an interest that prevents me from acting impartially, I will as soon as possible inform the Chief Executive Officer and my fellow Councillors that I am declaring a conflict of interest and state the nature of the interest.

When I have a conflict, I will ensure that I neither move nor second a motion at a Council or Special Committee meeting and exit the room prior to and remain outside during any discussion of the issue in question and for any vote on the matter. In the case of Assemblies of Councillors, I will vacate the room prior to and during any discussion of the issue in question.

While I may seek advice, I recognise that the legal onus rests with me. If I cannot confidently say that I do not have a conflict, I will declare a possible conflict and comply with the relevant requirements as if I do have a conflict.

2.7. An Open Mind

Notwithstanding my broader policy positions, I will keep an open mind when researching, hearing submissions on, considering and finally, making a decision regarding a specific matter.

In the event that I am not capable of being persuaded from a pre-determined viewpoint, I will declare a conflict of interest and excuse myself from consideration of the matter.

2.8. Gifts and Hospitality

I will not accept any gifts or hospitality (including loans or discounts) where there may be a real or perceived conflict of interest with my past, present or future duties as a Councillor.

In particular, I will not accept gifts from individuals or bodies:

1) participating in a competitive tendering processes conducted by Council;
2) engaged in seeking an approval from Council in respect to planning, building, local laws, health registration or any statutory or other process; and
3) with any party responding to Council in undertaking its statutory enforcement responsibilities in respect to planning, building, health registration or any statutory or other process.

Under no circumstances will I accept cash or other money as a gift.

Council recognises the cultural sensitivities around gift giving. In circumstances where:

1) there is no potential for a real or perceived conflict of interest; and
2) refusal of the gift is likely to cause offence;
Councillor Code of Conduct

I may, pending the approval of the Executive Manager Governance, accept the gift on behalf of Council.

If I do accept a gift, I will declare it by submitting both a Gifts and Hospitality Form and the item itself to the Executive Manager Governance.

The Executive Manager Governance will, in accordance with any Council policy then applicable, determine the manner in which accepted gifts will be employed for the benefit of Council as a whole. If the gift is valued at over $500, the Executive Manager Governance will make the decision in consultation with the Chief Executive Officer.

2.9. Confidentiality and privacy

I will:

1) ensure that I do not release information that has been declared confidential by the Chief Executive Officer;
2) exercise due diligence in my management of private and/or personal information provided to Council by third parties; and
3) refrain from using information gained by virtue of being a Councillor for any purpose other than to exercise my role as Councillor.

2.10. Council Resources

I will:

1) exercise prudence in the use of public resources and maintain separation between Council property and my own;
2) ensure that I do not use Council resources (including staff time) for personal purposes; and
3) ensure that claims for out of pocket expenses are accurate and relate strictly to Council business.

2.11. Caretaker Period

Council is committed to upholding the highest standards of governance during election periods. I therefore agree:

1) to refrain from using Council resources (including facilities and staff) to promote any candidate or position;
2) to ensure that my electoral material is not present at any Council location or Council sponsored event;
3) refrain from seeking access to Council’s databases and mailing lists for electoral purposes;
4) to ensure that my electoral material does not feature Council’s logo or imply Council’s endorsement in any way whatsoever;
5) to avoid unfairly binding the incoming Council by making significant decisions or major policy decisions unnecessarily;
6) that ward meetings will not be conducted during the caretaker period;
7) that civic functions will only be organised if they are part of the normal services of the Council; and
Councillor Code of Conduct

8. that no information other than my photograph and contact details will appear in Council publications (including Council's public website) during the caretaker period.

Where it is impractical for me to cease using a Council-funded service (e.g. mobile telephone, fax machine, laptop computer, internet connection), I agree to reimburse the Council for election related expenditure.

3. Grievance Resolution Procedure

In response to grievances raised, whether by another Councillor or by a Council officer or another person, against a Councillor or Councillors, Council will follow the process set out in this section. The purpose of this section is to record the procedure for managing the resolution of grievances directed at and/or relating to a Councillor/s, whether by a Councillor/s, an Officer/s or any other person/s, in a constructive manner.

Note regarding Protected Disclosures

Pursuant to the provisions of the Protected Disclosure Act 2012, disclosures relating to a Councillor (as defined in that Act) must be made to the Independent Broad-based Anti-corruption Commission (IBAC) or the Ombudsman. The practical application of this requirement is that a Council cannot investigate disclosures (as defined in that Act), made about a Councillor.

3.1. Step 1:

The Mayor will raise the grievance/s issue/s with the Councillor/s which are subject of the grievance/s (unless the Mayor is the subject of the grievance, in which case the grievance shall be first discussed with a sub-committee of three Councillors, such sub-committee to be appointed annually by Council at its statutory meeting when council delegates are appointed).

Where the Mayor is not a party to a grievance, he/she will raise the issue with the Councillor/s who are the subject of the grievance and endeavour to assist in resolving the dispute informally. Where the Mayor believes it would assist, he/she may request the Chief Executive Officer to engage the assistance of an independent mediator if any of the parties so desire.

Where the Mayor is a party to a grievance, the Chief Executive Officer will invite the parties to resolve the dispute informally and will offer the assistance of an independent mediator if any of the parties so desire.

This step is premised on the principle that before commencing any formal dispute resolution process, Councillors who are parties to any grievance, together with any aggrieved parties, will exhaustively endeavour to resolve the issue in a courteous and respectful manner, recognising that they have been elected to represent the best interests of the community.

In this regard, a Councillor/s may obtain assistance (e.g. an independent mediator) in resolving the grievance. This grievance resolution procedure is intended to be used when Councillors and any other aggrieved parties, have been unable to resolve a grievance and where the situation is unduly affecting the operation of the Council.

Note

This procedure is not intended to resolve differences in policy or decision making, which are
If the parties are able to achieve a resolution to the grievance(s), whether by means of an apology or any other agreed action, the matter will be deemed to have been addressed and completed.

If after exhaustive effort, the grievance is not able to be resolved, the matter will proceed to Step 2.

### 3.2. Step 2:

The Councillors will convene an informal confidential meeting of Councillors only, to discuss the grievance(s) and exhaustively endeavour to resolve the issue(s) in a courteous and respectful manner.

This step is premised on the principle that before commencing any formal dispute resolution process, the Councillor(s) who are parties, together with any other aggrieved party(ies), to any grievance will endeavour to resolve the issue(s) in a courteous and respectful manner, recognising that they have been elected to represent the best interests of the community.

In this regard, a Councillor(s) may obtain assistance (e.g., an independent mediator) in resolving the grievance(s) issue(s). This grievance resolution procedure is intended to be used when a Councillor(s) have been unable to resolve a grievance(s) and where the situation is unduly affecting the operation of the Council.

If the parties are able to achieve a resolution to the grievance, whether by means of an apology or other agreed action, the matter will be deemed to have been addressed and completed.

If after exhaustive effort, the grievance is not able to be resolved, the matter will proceed to Step 3.

### 3.3. Step 3:

The Group Manager, Chief Executive’s Office will nominate three external arbitrators (at least one of whom will be a member of the MAV panel of appointed arbitrators) to assist in the resolution of the grievances. Each of these nominees will be suitably independent and able to carry out the role of arbitrator fairly.

The arbitrator to be appointed will be the nominee agreed on by all parties to the grievances or, failing agreement, the nominee selected by the Chief Executive Officer.

The arbitrator will have responsibility for the oversight of a confidential dispute resolution process which shall include:

1. Consideration of applications alleging a contravention of the Councillor Code of Conduct by a Councillor;
2. Making findings in relation to any application alleging a contravention of the Councillor Code of Conduct and the submission of those findings in writing to the Council.

The findings of the arbitrator will be presented to a formal Council Meeting (in confidential session), to discuss the grievance(s) and exhaustively endeavour to formally resolve on the issue(s).

1. If Council finds that a Councillor has contravened the Councillor Code of Conduct, the Council may give any or all of the following written directions to the Councillor:
   a. direct the direct the Councillor to make an apology in a form or manner specified by the Council;
   b. direct the Councillor to not attend up to, but not exceeding, 2 meetings of the Council (beginning with the next scheduled meeting);
Councillor Code of Conduct

c) direct that, for a period of up to, but not exceeding, 2 months commencing on a date specified by the Council, the Councillor be removed from any position where the Councillor represents the Council and to not chair or attend any advisory committee or special committee meeting or an assembly of Councillors or any other meeting specified in the direction.

2) If Council determines that the grievance has been resolved, whether by means of an apology or other agreed action, the matter will be deemed to have been addressed and completed.

3) If after exhaustive effort, the grievance/s is/are not able to be resolved, it will proceed to Step 4. Therefore, a “dispute” will be considered to be declared and Council shall formally resolve that its operation is being impeded because of a dispute between a Councillor/s and/or any other aggrieved party/ies. Council will further formally resolve to take one of the following options, depending on the nature of the grievance/s issue/s:

a) to make an application for a Councillor Conduct Panel under Section 81B of the Local Government Act 1989, in respect of a Councillor’s conduct; and noting that:
   o Such an application can also be made by a Councillor, or a group of Councillors;
   o Such an application must comply with section 81B of the Act;
   o Applications and proceedings made and conducted under this part of the Act must be suspended during the election period for a general election). OR
b) to refer the matter to the Local Government Inspectorate; OR
c) to refer the matter to the Ombudsman; OR
d) to refer the matter to the Independent Broad-based Anti-Corruption Commission (IBAC).

Note:
Option (a) would generally apply where the grievance existed between Councillors only;
Options (b) to (d) would generally apply where the grievance involves another party/ies.

3.4. Step 4:

Matter is then taken up by one of the following:
- Councillor Conduct Panel; or
- The Local Government Inspectorate; or
- The Ombudsman; or
- Independent Broad-based Anti-Corruption Commission (IBAC).

Note

Upon referral to one of the above bodies, the process is effectively out of the control of the Council and Councillors and becomes subject to a more formal action by the respective body. It is clearly more desirable for a Council to exhaust all efforts to address and resolve any grievance/s at the level of Steps 1 to 3.
Councillor Code of Conduct

3.5. Formal procedure

Throughout the process, details of all the steps taken including the relevant facts, referrals and dates, must be recorded by the parties, in order that the Council can inform any Authority to which the dispute matter may be referred, comprehensive details of steps taken to that point and of the status of the dispute.

4. Related Documents

- Local Government Act 1988
- Protected Disclosure Act 2012
- Independent Broad-based Anti-corruption Commission Act 2011
Councillor Code of Conduct

Step 1:
- Complaint/grievance lodged
- Mayor discusses grievance with Councillor/s and aggrieved parties.
- Mayor exhausts all efforts to achieve agreed resolution
- If grievance not resolved, proceed to Step 2.

Step 2:
- Mayor convenes confidential informal meeting of Councilor/s
- Mayor discusses grievance with Councilor/s
- Mayor exhausts all efforts to achieve agreed resolution between Councillor/s and aggrieved party/ies.
- If grievance not resolved, proceed to Step 3.

Step 3:
- Nomination of three independent arbiters
- Selection and appointment of independent arbiter
- Conduct of arbiter’s investigation
- Consideration of arbiters findings at confidential Council Meeting
- Resolution by Council determining whether a contravention has occurred, what (if any) sanctions will be imposed and whether the grievance has been resolved.
- If grievance not resolved, proceed to Step 4

Step 4:
- Matter taken out of Council control and investigated by referred body.
Councillor Code of Conduct Declaration

In signing below, I declare that I will abide by the Councillor Code of Conduct, as adopted by the Yarra City Council on 21 February 2017. This declaration is made in accordance with Section 78C(6A) of the Local Government Act 1989 and is witnessed by the Chief Executive Officer.

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