

## Project Data Summary Sheet<sup>156</sup>

Project Number	AIR2025 Phase 6
Project Name	JINDALEE OPERATIONAL RADAR NETWORK (JORN) MID-LIFE UPGRADE
First Year Reported in the MPR	2020-21
Capability Type	Upgrade
Capability Manager	Chief of Air Force
Government 1st Pass Approval	Dec 15
Government 2nd Pass Approval (or key Government pre-Second Pass Approval)	Dec 17
Budget at 2 <sup>nd</sup> Pass Approval (or key Government pre-Second Pass Approval)	\$1,117.9m
Total Approved Budget (Current)	\$1,128.5m
2020-21 Budget	\$48.7m
Complexity	ACAT II



### Section 1 – Project Summary

#### 1.1 Project Description

The Jindalee Operational Radar Network (JORN) is a long-range over-the-horizon radar that supports the Australian Defence Force's air and maritime operations, strategic surveillance, and search and rescue operations. Project AIR2025 Phase 6 delivers a major mid-life redesign and upgrade by modernising JORN, including the Command and Control system operated from the Battlespace Surveillance Centre at RAAF Base Edinburgh and the three radar sites located at Longreach in Queensland, Laverton in Western Australia and Alice Springs in the Northern Territory. Other vital supporting infrastructure including the extensive Ionospheric sounder network will also be upgraded.

The project addresses obsolescence, improves system performance, provides a more contemporary system architecture and reduces the Total Cost of Ownership. The four tranches of execution are systems engineering and design (Tranche 1); upgrade of the first radar and delivery of a new Command and Control system (Tranche 2); and serial upgrade of the remaining two radars (Tranches 3 and 4).

#### 1.2 Current Status

##### Cost Performance

###### In-year

As at 30 June 2021, financial year 2020-21 expenditure is \$45.8m against the forecast planned expenditure of \$48.7m. The variation is mainly due to lower than forecast Prime Contractor spend.

###### Project Financial Assurance Statement

As at 30 June 2021, Project AIR2025 Phase 6 has reviewed the approved scope and budget for those elements required to be delivered by Defence. Having reviewed the current financial contractual obligations of Defence for this project, current known risks and estimated future expenditure, Defence considers, as at the reporting date, there is sufficient budget remaining for the project to complete against the agreed scope.

###### Contingency Statement

The project has not applied contingency in the financial year.

<sup>156</sup> Notice to reader

Forecast dates and Sections: 1.2 (Materiel Capability Delivery Performance), 1.3 (Major Risks and Issues), 4.1 (Measures of Materiel Capability Delivery Performance), and 5 (Major Risks and Issues) are excluded from the scope of the ANAO's review of this Project Data Summary Sheet. Information on the scope of the review is provided in the *Independent Review Report by the Auditor-General* in **Part 3** of this report.

### Schedule Performance

While good progress has been made in software development and receiver hardware, the Project experienced persistent lag in execution of the systems engineering program. Delays were first identified when the Systems Requirements Review (SRR) and Systems Definition Review (SDR) were not achieved as planned in January 2019. The delays are considered unrecoverable and will impact the schedule to Initial Operational Capability (IOC) and Final Operational Capability (FOC). As a result of the delays, the project was declared a 'Project of Interest' in September 2019.

The key drivers for the delays are predominantly attributed to the underestimation of JORN systems engineering complexity and required design effort. In addition, the ability for industry to recruit, prepare and organise a sufficiently technically capable team to execute the systems engineering program within the contracted timeframes has also contributed.

To address the delays, Defence and BAE Systems Australia (BAESA) commenced a series of workshops and agreed in June 2020 on a revised incremental program delivery strategy (known as the 'Alternative Delivery Strategy (ADS)'). The ADS seeks to capitalise on the good progress in software development and receiver hardware by rolling out product incrementally onto the live radar system, which will better address technical risk. This approach sees elements of the upgrade introduced as soon as they are ready rather than awaiting the slowest element of the system design to be completed.

From May 2020, Defence has supported a series of workshops to capture the new approach and develop new project cost and schedule baselines. A draft Contract Change Proposal, reflecting the revised delivery schedule, cost and risk baseline has been delivered to Defence in late April 2021, reflecting changes to both Acquisition and Support contracts to support the ADS. The proposal is currently being considered by Defence and is expected to be signed later in 2021.

### Material Capability Delivery Performance

This project has not delivered any materiel capability to date.

The current JORN capability remains fully operational while the project is progressing. As part of the ADS, elements of the system will be introduced incrementally, designed to accelerate the delivery of upgraded capability to Air Force. The strategy will see the JORN Battlespace Surveillance Centre located at RAAF Base Edinburgh upgraded first, and a series of prototype receiver systems progressively delivered culminating in the upgrade of the radar receiver systems.

The scope of this project is planned to increase in future Government approvals, to allow for further JORN enhancements and to expand surveillance to Australia's eastern approaches.

### Note

Forecast dates and capability assessments are excluded from the scope of the Auditor-General's Independent Assurance Report.

## 1.3 Project Context

### Background

Whilst a number of countries have over-the-horizon radar technology, JORN is the most sophisticated and capable over-the-horizon radar system in the world. A similar capability cannot be acquired as an off-the-shelf system. The ongoing development of JORN by Defence in partnership with Industry represents a long term national investment in a unique capability.

The Smart Buyer Process was introduced to Defence during 2016 and became a mandatory requirement for Defence projects during 2017. As the new process was introduced after AIR2025 Phase 6 approached the market and the project adequately captured the acquisition, sustainment and project management strategies, a formal Smart Buyer review was not conducted.

AIR2025 Phase 6 achieved Second Pass Government approval in December 2017. Government approved a core system upgrade, plus eleven separate capability enhancements. Six of these enhancements were negotiated into the contract at signature, with the remaining five to be deferred until the technology is sufficiently mature. The prime contractor is BAE Systems Australia (BAESA) with Lockheed Martin Australia (LMA) providing additional specialist engineering services to Defence.

As a complex sovereign development program requiring integration of Defence Science and Technology Group (DSTG) developed technology, a collaborative relationship between Defence and the prime contractor, BAESA, is critical to success. Despite the ongoing positive client-supplier relationship, the project has experienced significant schedule challenges, particularly within the systems engineering program (other key streams of activity including hardware and software development remain on track).

As a result of the persistent delays, AIR2025 Phase 6 became a Project of Interest in September 2019.

Following completion of a bottom-up re-baseline of the schedule in late 2019 which indicated a potential significant delay to IOC, Defence and BAESA agreed to collaboratively undertake an analysis to understand the cause of additional effort estimates and identify a new approach to deliver the project.

As a result, the Alternative Delivery Strategy (ADS) was developed which retains an optimisation of the systems engineering artefacts under the original delivery approach; however, it also takes advantage of:

- a. Mature and proven product development completed to date
- b. Rolling out elements of the system as they are developed for early feedback from the end-user and to progressively retire risk, prior to formal acceptance
- c. Design decisions and justification based on actual performance.

Implementation of the ADS is being complemented by organisational change (structure, plans, processes and culture) given the significant tailoring of the development approach and to ensure key lessons of the past are appropriately addressed.

Following approval of the Options Paper in May 2020, BAESA and Defence determined how to put the broad aims of the ADS into practice. This was subsequently guided by a Heads of Agreement Deed (signed December 2020) which defined the key commercial and remediation principles for the revised strategy, which:

- a. address and support the revised delivery approach to the Project;
- b. help reduce the likelihood of future delivery problems; and
- c. develop and foster a greater whole of enterprise approach to optimising capability outcomes and sustainment

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<p>performance.</p> <p>BAESA delivered its costed Acquisition and Sustainment Contract Change Proposals (CCPs) to incorporate the ADS as the new program Performance Measurement Baseline into the Contracts on 30<sup>th</sup> April 2021. A formal evaluation of the delivery plans, costs, schedule and risks is currently being undertaken against evaluation criteria derived from a considerable body of review and lessons learned material. CCP signature is anticipated to occur late September.</p> <p>An interim schedule, aligned to the ADS is in place to progress the delivery of the project.</p>
<p><b>Uniqueness</b></p> <p>With initial experimentation and development commencing over 50 years ago within the Defence Science and Technology Group (DSTG), a world-leading Over The Horizon Radar (OTHR) capability has been established in collaboration with Australian industry, providing significant Defence capability and economic value to the nation.</p> <p>Project AIR2025 Phase 6 relies on a highly skilled and specialised workforce to design and develop HF-Radar technology. The ability to attract and retain a skilled Industry and Defence workforce is a key enabler to successful project delivery.</p> <p>Defence, rather than BAESA, retains responsibility for key aspects of the JORN system-level performance under the project arrangement due to Defence providing to BAESA specific hardware and software elements that directly impact the performance of the JORN System.</p>
<p><b>Major Risks and Issues</b></p> <p>The current major project risks subject to remedial action are:</p> <ul style="list-style-type: none"> <li>- Attraction and retention of staff in the High Frequency Radar Enterprise</li> <li>- Continued delays during execution of the project</li> <li>- Increased material costs across Tranches 3 and 4</li> <li>- Integration of future phases of AIR2025 (subject to future Government approval) and High Powered Amplifiers (HPA) into the AIR2025 Phase 6 baseline</li> </ul>
<p><b>Other Current Related Projects/Phases</b></p> <p>1. N/A</p>
<p><b>Note</b></p>
<p>Major risks and issues are excluded from the scope of the Auditor-General's Independent Assurance Report.</p>

## Section 2 – Financial Performance

### 2.1 Project Budget (out-turned) and Expenditure History

Date	Description	\$m	Notes
<b>Project Budget</b>			
Jan 16	Original Approved (Government First Pass Approval)	49.4	
Dec 17	Government Second Pass Approval	1,068.5	1
	<b>Total at Second Pass Approval</b>	<b>1,117.9</b>	
Apr 20	Real Variation – Transfer from E&IG	2.5	2
Jun 20	Real Variation – Scope JORN Enhancement	8.2	3
Jun 21	Exchange variation	0	4
Jun 21	<b>Total Budget</b>	<b>1,128.6</b>	
<b>Project Expenditure</b>			
Prior to Jul 20	Contract Expenditure – BAE Systems Australia (Prime Acquisition)	(100.3)	
	Contract Expenditure – Lockheed Martin Australia Limited (ESC)	(10.4)	
	Contract Expenditure – Jacobs (IWP) Contract Expenditure	(6.4)	
	Other Contract Payments / Internal Expenses	(26.6)	5
		<b>(143.7)</b>	
FY to Jun 21	Contract Expenditure – BAE Systems Australia (Prime Acquisition)	(31.2)	
	Contract Expenditure – Lockheed Martin Australia (ESC)	(3.2)	
	Contract Expenditure – Jacobs (IWP)	(6.4)	
	Other Contract Payments / Internal Expenses	(4.9)	6
		<b>(45.8)</b>	
Jun 21	<b>Total Expenditure</b>	<b>(189.5)</b>	
<b>Remaining Budget</b>			
Jun 21		<b>939.1</b>	
<b>Notes</b>			
1	Government Second Pass Approval includes an \$18.3m adjustment to be funded from the unspent portion of the previously approved First Pass funding.		
2	Estate and Infrastructure Group (E&IG) received funding to support AIR2025 Phase 6, which included replacing a facility at Radar 3 Transmit site. It was agreed that the replacement facility is best delivered by the JORN Prime Contractor, as it involves specialist fit-out and coordinated delivery within JORN operational constraints.		
3	Early access to funding to enable early capability planning and de-risking activities for the JORN Enhancement scope.		
4	The zero value is due to rounding of exchange variation as the majority of the contracts are in AUD		
5	Other expenditure of \$26.6m consists of \$14.6m expenses for JORN support program extension, \$5.9m for		

	integrated support contract, \$0.95m for project management overhead, and the remaining for operating expenditure.
6	Other Expenditure of \$4.9m consists of \$3.8m for expenditure incurred under AIR2025 Phase 6A of the project and the remaining expenditure for other operating expenses.

### 2.2A In-year Budget Estimate Variance

Estimate PBS \$m	Estimate PAES \$m	Estimate Final Plan \$m	Explanation of Material Movements
53.5	48.7	48.7	PBS – PAES: The variation is primarily due to the delays in the Prime Contractor's systems engineering program resulting in lower than anticipated material and labour spend. PAES – Nil Variation.
Variance \$m	(4.8)	(-)	Total Variance (\$m): (4.8)
Variance %	(9.1)	(-)	Total Variance: (9.1)

### 2.2B In-year Budget/Expenditure Variance

Estimate Final Plan \$m	Actual \$m	Variance \$m	Variance Factor	Explanation
		(3.6)	Australian Industry	The forecast in-year variance (-\$3.6m) is due to Prime Contractor (BAESA) lower than planned Direct Cost spend due to resources being focused on the reprogramming work, labour for which cannot be charged to the Project. Planned procurement (\$0.7m) spend brought forward from FY 21/22.
			Foreign Industry	
	0.7		Early Processes	
			Defence Processes	
			Foreign Government Negotiations/Payments	
			Cost Saving	
			Effort in Support of Operations	
			Additional Government Approvals	
48.7	45.8	(2.9)	Total Variance	
		(6%)	% Variance	

### 2.3 Details of Project Major Contracts

Contractor	Signature Date	Price at		Type (Price Basis)	Form of Contract	Notes
		Signature \$m	30 Jun 21 \$m			
Lockheed Martin Australia	Mar 18	15.1	28.1	Variable	Standard Defence Contract	1,2
BAE Systems Australia	Mar 18	455.9	456.4	Variable	Standard Defence Contract	1
Jacobs Australia – Integrated Work Package	Dec 18	25.0	33.0	Variable	Integrated Work Package	3

Notes	
1	Contract value as at 30 June 2021 is based on actual expenditure to 30 June 2021 and remaining commitment at current budgeted exchange rates, and includes adjustments for indexation (where applicable).
2	The price at 30 June has increased by \$12.5m because the contract was extended by two years. The contract price at signature was initially based on contract expiry date of April 2018. The expiry date may be extended one more time but it cannot be extended beyond 10 years.
3	Contract value is the estimated Project share of the Branch IWP contract and is based on the estimate of project expenditure to the end of December 2023.

Contractor	Contracted Quantities as at		Scope	Notes
	Signature	30 Jun 21		
Lockheed Martin Australia	N/A	N/A	Provide specialist engineering resources to facilitate Defence's execution of AIR2025 Phase 6.	
BAE Systems Australia	N/A	N/A	AIR2025 Phase 6 Prime Contractor that includes (but not limited to) the replacement of obsolescent systems, a new human-machine interface and new diagnosis and management systems.	
Jacobs Australia – Integrated Work Package	N/A	N/A	Service based integrated work package.	

Major equipment accepted and quantities to 30 June 21	
Nil.	

## Section 3 – Schedule Performance

### 3.1 Design Review Progress

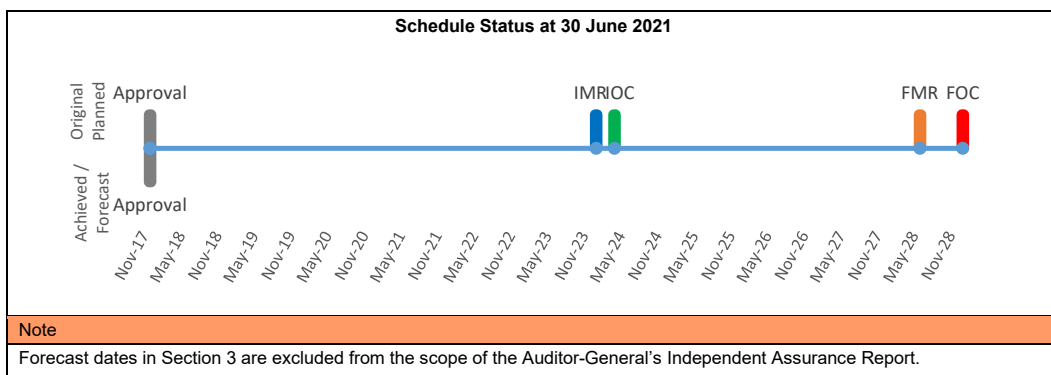
Review	Major System/Platform Variant	Original Planned	Current Contracted	Achieved /Forecast	Variance (Months)	Notes
System Requirements Review	JORN Mission and Support System	Jan 19	N/A	Sep 19	8	1, 2
System Definition Review	JORN Mission and Support System	Jan 19	N/A	Jun 20	17	1, 2
Preliminary Design Review	JORN Mission and Support System	Oct 19	N/A	TBA	N/A	3
Detailed Design Review	JORN Mission and Support System	Jun 20	N/A	TBA	N/A	3
Support System Detailed Design Review	JORN Mission and Support System	Dec 20	N/A	TBA	N/A	3
<b>Notes</b>						
1	The original schedule included a Combined System Requirements Review and System Definition Review scheduled for January 2019. These were agreed to be de-coupled in December 2018 and finalised through a Contract Change Proposal. The original contracted date of January 2019 did not change.					
2	The Project experienced persistent lag in execution of the systems engineering program. Key drivers for the delays are predominantly attributed to the underestimation of JORN systems engineering complexity and required design effort.					
3	A Contract Change Proposal to reflect the Alternative Delivery Strategy, including an updated schedule was delivered by BAESA in April 2021 and is currently being evaluated by Defence. A revised forecast will be provided upon signature of the Reprogram CCP anticipated to occur by the end of September 2021. However, the delays are anticipated to be several years.					

### 3.2 Contractor Test and Evaluation Progress

Test and Evaluation	Major System/Platform Variant	Original Planned	Current Contracted	Achieved/F orecast	Variance (Months)	Notes
Modification Readiness Review 1	Radar 1 & Operations Centre	Sep 21	N/A	TBA	N/A	1
System Acceptance	Radar 1 & Operations Centre	Jan 24	N/A	TBA	N/A	1
Modification Readiness Review 2	Radar 2	May 24	N/A	TBA	N/A	1
System Acceptance	Radar 2	Mar 26	N/A	TBA	N/A	1
Modification Readiness Review 3	Radar 3	May 26	N/A	TBA	N/A	1
System Acceptance	Radar 3	Jun 28	N/A	TBA	N/A	1
<b>Notes</b>						
1	A Contract Change Proposal to reflect the Alternative Delivery Strategy, including an updated schedule was delivered by BAESA in April 2021 and is currently being evaluated by Defence. A revised forecast will be provided upon signature of the Reprogram CCP anticipated to occur by the end of September 2021. However, the delays are anticipated to be several years.					

### 3.3 Progress toward Materiel Release and Operational Capability Milestones

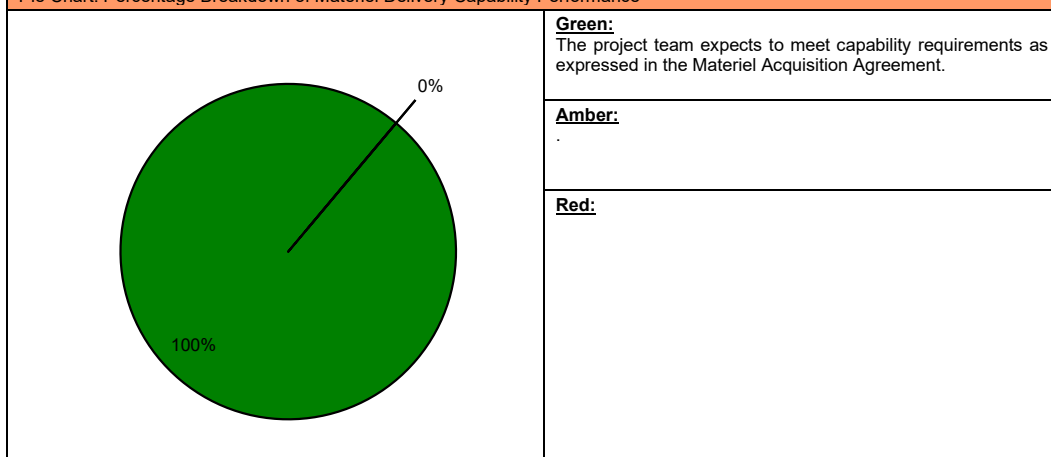
Item	Original Planned	Achieved/Forecast	Variance (Months)	Notes
Initial Materiel Release (IMR)	Jan 24	TBA	N/A	1
Initial Operational Capability (IOC)	Apr 24	TBA	N/A	1
Materiel Release 2 (MR2)	Mar 26	TBA	N/A	1
Operational Capability 2 (OC2)	May 26	TBA	N/A	1
Final Materiel Release (FMR)	Jun 28	TBA	N/A	1
Final Operational Capability (FOC)	Jan 29	TBA	N/A	1
<b>Notes</b>				
1	A Contract Change Proposal to reflect the Alternative Delivery Strategy, including an updated schedule was delivered by BAESA 30 <sup>th</sup> April 2021 and is currently being evaluated by Defence. A revised forecast will be provided upon signature of the Reprogram CCP anticipated to occur by the end of September 2021. However, the delays are anticipated to be several years.			



## Section 4 – Materiel Capability Delivery Performance

### 4.1 Measures of Materiel Capability Delivery Performance

Pie Chart: Percentage Breakdown of Materiel Delivery Capability Performance



**Note**

This Pie Chart represents Defence's expected capability delivery. Capability assessments and forecast dates are excluded from the scope of the Auditor-General's Independent Assurance Report.

### 4.2 Constitution of Materiel Release and Operational Capability Milestones

Item	Explanation	Achievement
Initial Materiel Release (IMR)	<ul style="list-style-type: none"> <li>- The first JORN radar (Radar 1) and supporting systems upgraded with new hardware and software;</li> <li>- New Operations Centre that supports operation of the upgraded Radar and legacy systems</li> <li>- Forecast completion dates to be confirmed upon execution of Reprogram CCP and execution of revised MAA.</li> </ul>	Not yet achieved
Initial Operational Capability (IOC)	<ul style="list-style-type: none"> <li>- The first JORN radar (Radar 1) and supporting systems upgraded with new hardware and software;</li> <li>- New Operations Centre that supports operation of the upgraded Radar and legacy systems ;</li> <li>- Training to enable sufficient personnel to conduct operations has been provided;</li> <li>- Sufficient sparring and support arrangements are in place to sustain operations;</li> <li>- Support contracts are established for all upgraded and existing JORN systems, radar sites and the JORN Coordination Centre;</li> <li>- Forecast completion dates to be confirmed upon</li> </ul>	Not yet achieved

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	execution of Reprogram CCP and execution of revised MAA.	
Materiel Release 2 (MR2)	- The second JORN radar (Radar 2) and supporting systems upgraded with the new hardware and software.	Not yet achieved
Operational Capability 2 (OC2)	- The second JORN radar (Radar 2) and supporting systems upgraded with new hardware and software; - Training to enable sufficient personnel to conduct operations has been provided; - Sufficient sparing and support arrangements; - Support contracts are established for all upgraded and existing JORN systems, radar sites and the JORN Coordination Centre; - Forecast completion dates to be confirmed upon execution of Reprogram CCP and execution of revised MAA.	Not yet achieved
Final Materiel Release (FMR)	- The third JORN radar (Radar 3) and supporting systems upgraded with new hardware and software; - Ionospheric sounder network is upgraded; - Forecast completion dates to be confirmed upon execution of Reprogram CCP and execution of revised MAA.	Not yet achieved
Final Operational Capability (FOC)	- The third JORN radar (Radar 3) and supporting systems upgraded; - Achievement of all Capability Enhancement Elements; - Achievement of the operational parameters as defined in the Operational Concept Document; - Training to enable sufficient personnel to conduct operations in accordance with the defined level of capability and preparedness requirements is provided; - Sufficient sparing and support arrangements are in place to sustain operations in accordance with the defined level of capability and preparedness requirements; - Support contracts are established for all upgraded and existing JORN systems, radar sites and the JORN Coordination Centre; - Forecast completion dates to be confirmed upon execution of Reprogram CCP and execution of revised MAA.	Not yet achieved

## Section 5 – Major Risks and Issues

### 5.1 Major Project Risks

Identified Risks (risk identified by standard project risk management processes)	
Description	Remedial Action
There is a risk that resources required to execute the program cannot be applied due to the Contractor's inability to attract and retain staff.	Defence and BAESA have been collaboratively working together to better understand the resourcing challenges in the defence market, particularly in South Australia. These improved insights are being incorporated into the current program workforce profile (this obligation is in accordance with the Heads of Agreement negotiated in December 2020 with BAESA). A series of workforce metrics have been established under a Workforce System Health Indicator to monitor the recruitment, development and retention of personnel. Improved management of the workforce at a more holistic enterprise level is a key objective of the HF radar enterprise road map that is being developed between BAESA and Defence.
There is a risk of further delays post execution of the re-baselined schedule in the Reprogram CCP.	The new Performance Measurement Baseline (PMB#3) is informed by a number of critical lessons learned from the original program. The revised delivery approach will serve to retire program risk progressively and earlier by rolling out elements of the system as they are developed. A newly established, collaborative-based governance framework will ensure early visibility and elevation of performance issues to enable pro-active remediation.

	Additional contract mechanisms will also be incorporated and importantly the escalation steps prior to these events.
There is a risk of significant hardware cost increases associated with the upgrade of the remaining two radars (Tranches 3 & 4) post IOC, caused by material costs being higher than originally anticipated and the Heads of Agreement excluding the re-estimation of Tranches 3 and 4.	A technical contingency allocation has been identified for mitigation strategies that relate to design to cost and manufacture. Effective use of a competitive supply chain approach.
There is a risk of delays to the start and integration of future phases of AIR2025 Phase 6 (subject to future Government approval) and HPAs into the Phase 6 Baselines due to resource pressures.	Stakeholder prioritisation required to ensure effective allocation of finite resources from the HF Radar enterprise. Early funding approvals will support workforce certainty and mobilisation. Development of an Integrated master schedule will underpin effective cost and risk planning.
<b>Emergent Risks (risk not previously identified but has emerged during 2020-2021)</b>	
<b>Description</b>	<b>Remedial Action</b>
N/A	N/A

#### 5.2 Major Project Issues

<b>Description</b>	<b>Remedial Action</b>
N/A	N/A
<b>Note</b>	
Major risks and issues in Section 5 are excluded from the scope of the Auditor-General's Independent Assurance Report.	

### Section 6 – Lessons Learned

#### 6.1 Key Lessons Learned

Description	Categories of Systemic Lessons
Maintaining collaboration, transparent communication and disciplined engagement with all stakeholders is critical for managing technical requirements and facilitating risk management.	First of Type Equipment
An aggressive schedule developed by industry under competitive pressure resulted in compressed timeframes which exacerbated requirements management and delivery issues.	Schedule Management / Governance
While over-the-horizon radar (OTHR) is technically complex, subject matter experts in Defence and industry were not optimally utilised to supplement and advise inexperienced program personnel and leadership.	First of Type Equipment
Traditional waterfall approaches rely on a single 'big bang' integration event close to the Initial Materiel Release (IMR) milestone which is difficult to mitigate using sequential top-down design phase analysis. More agile approaches to program delivery allow the parties to learn together and adjust to overcome emergent technical issues within schedule and cost parameters.	Schedule Management
Adopting a holistic "enterprise" approach to project delivery, sustainment, future development, requirements and export opportunities ensures that limited resources (including technical expertise) are optimised and waste and capability impacts minimised.	Governance
Sovereign projects of this complexity require dedicated strategic leadership (at SES Band One equivalent) to manage and lead the project to ensure appropriate priority and effective relationships with key stakeholders are maintained.	Governance

### Section 7 – Project Line Management

#### 7.1 Project Line Management as at 30 June 2021

Position	Name
Division Head	Mr Shane Fairweather
Branch Head	Mr Rodney Hislop