

NOTICE OF MEETING

Notice is hereby given to His Worship the Mayor and Councillors that a special meeting of Council will be held in the Alexandrina Council Community Chambers “Wal Yuntu Warrin”
11 Cadell Street, Goolwa on Monday 7 March 2022
commencing at 5.00pm

Your attendance is requested.

Please note that due to COVID-19 social distancing requirements, public gallery access for the Council meeting is limited to a maximum of 7 people only; *strictly via registration*, or a ‘first in’ basis if no registrations are received.

Please direct registrations to 8555 7000 or alex@alexandrina.sa.gov.au

A recording of the Council meeting will be placed on www.alexandrina.sa.gov.au as soon as practicable following the meeting.



Glenn Rappensberg
Chief Executive Officer

4 March 2022

**AGENDA FOR THE ALEXANDRINA COUNCIL SPECIAL MEETING
TO BE HELD ON MONDAY 7 MARCH 2022 COMMENCING AT 5.00PM
IN THE COUNCIL COMMUNITY CHAMBERS “WAL YUNTU WARRIN” GOOLWA**

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REPORT AND AGENDA

**FOR THE SPECIAL COUNCIL MEETING TO BE HELD
ON MONDAY 7 MARCH 2022
IN THE ALEXANDRINA COUNCIL COMMUNITY CHAMBERS
"WAL YUNTU WARRIN", 11 CADELL STREET GOOLWA
COMMENCING AT 5:00PM**

An audio recording of this meeting will be made for minute-taking purposes and will last the length of the open meeting. The audio file will be available on the Council website after the draft Minutes have been circulated.

PRESENT

APOLOGIES

IN ATTENDANCE

GALLERY

LOCAL GOVERNMENT PRAYER

Almighty God, we humbly beseech thee to grant thy blessing upon the works of this Council, guide us in our deliberations for the advancement and the true welfare of the people of the district.

ACKNOWLEDGMENT OF TRADITIONAL OWNERS

The Alexandrina Council and its communities acknowledge the Ngarrindjeri people as the traditional custodians of the lands and waters of our Council district.

1. CONFLICT OF INTEREST

Elected Members are reminded of the requirements for disclosure by Members of any conflict of interest in items listed for consideration on the Agenda.

Section 74 of the Local Government Act 1999 requires that Elected Members declare any interest and provide full and accurate details of the relevant interest to the Council prior to consideration of that item on the Agenda.

Each Member of a Council has a duty to vote at all meetings unless by legislative exception.

The major exception being where a Member has a conflict of interest.

2. INDEX OF FUTURE ITEMS

2.1 Adjourned Debate - Cr Farrier - Goolwa Wharf Precinct Revitalisation - Concept Plan Revision

File Ref: 9.24.003

Responsible Officer: Glenn Rappensberg (Chief Executive Officer)

Report Author: Matt Grant (General Manager Growth)

Adjourned debate from 24 January 2022, minuted resolution (ACM221338) Item 5.7:

Moved Cr Farrier seconded Cr Carter

That Administration revise the Goolwa Wharf Precinct Revitalisation – Concept Plan Revision to:

- 1. Retain Jaralde Park as a marketplace and park with a lawn surface.**
- 2. Provide Hector's with car parking directly adjacent to the venue.**
- 3. Include the Harbour Master's Residence, the Railway Superintendent's House, the Morgue, the Chart Room, and the Distillery in the Concept Plan Revision.**
- 4. That Administration enters into a meaningful round table discussion with the Friends of the PS Oscar W, The Wharf Barrel Shed, Council and all other interested parties to come to a mutually agreed outcome, with meetings minutes and reported back to the chamber for Council resolution following community consultation.**

Cr Carter sought and was granted leave of the mover to vary the motion as follows:

That Administration revise the Goolwa Wharf Precinct Revitalisation – Concept Plan Revision to:

- 1. Retain Jaralde Park as a marketplace and park with a lawn surface.**
- 2. Provide Hector's with car parking directly adjacent to the venue.**
- 3. Include the Harbour Master's Residence, the Railway Superintendent's House, the Morgue, the Chart Room, and the Distillery in the Concept Plan Revision.**
- 4. That Administration enters into a meaningful round table discussion with the Friends of the PS Oscar W, The Wharf Barrel Shed, Council and all other interested parties to come to a mutually agreed outcome, with meetings minutes and reported back to the chamber for Council resolution following community consultation.**
- 5. That Administration immediately begin the reconstruction of the Goolwa Wharf structure, together with Signal Point's roof and air conditioning.**

FORMAL MOTION

ACM221339 Moved Cr Stewart seconded Cr Gardner

That this matter be adjourned until after the Council Briefing to be held on 14 February 2022. CARRIED

A division was requested by Cr Farrier.

The Mayor declared the vote set aside.

Voting in the AFFIRMATIVE: Crs Stewart, Bradford, Rebbeck, Keily, Maidment and Gardner.

Voting in the NEGATIVE: Crs Lewis, Coomans, Scott, Carter and Farrier.

The Mayor declared the motion **CARRIED**

Notice of Motion as included in the Council Meeting Agenda of 24 January 2022:

Moved Cr Farrier

That Council Administration revise the Goolwa Wharf Precinct Revitalisation – Concept Plan Revision to:

- 1. Retain Jaralde Park as a marketplace and park with a lawn surface.**
- 2. Provide Hector's with car parking directly adjacent to the venue.**

3. **Include the Harbour Master's Residence, the Railway Superintendent's House, the Morgue, the Charthouse, and the Distillery in the Concept Plan Revision.**
4. **That Administration enters into a meaningful round table discussion with the Friends of the PS Oscar W, The Wharf Barrel Shed, Council and all other interested parties to come to a mutually agreed outcome, with meetings minutes and reported back to the chamber for Council resolution following community consultation.**

Reason

"It is my request that points 1 to 4 are voted on separately.

For the following reasons, the Concept Plan must be revised to reflect overwhelming community objections to these issues of concern to the community.

1. *Jaralde Park is the only option for a successful, viable and safe marketplace with adequate wind protection and access.*
2. *Hector's need to retain car parking for easy access for the public and mobility impaired patrons.*
3. *The Harbour Master's Residence, the Railway Superintendent's House, the Morgue, the Charthouse, and the Distillery are too important to the wharf area to have been left out of the Concept Plan.*
4. *Oscar W and the Wharf Barrel Shed have provided compelling arguments for their entitlement to the wharf area. Others may also have a requirement for the location. True equitable consultation and agreement with all parties is the only way forward. I suggest meetings are minutes and reported back to the chamber for Council resolution following community consultation."*

Officer Comments

A workshop with Elected Members has been scheduled for 14 February 2022 to provide information on a range of options, specifically 'outlining how the project has considered, and responded to the consultation outcomes amongst other key inputs'. This is as per Council's decision (ACM 211921) at the meeting held on 20 December 2021 (Item 9.3) where it unanimously resolved that Council:

1. *Receives and notes the Community Consultation and outcomes and stakeholder engagement information as outlined in Attachments 9.3(a)(b) and (c).*
2. *Notes a further report will be brought to the February 2022 meeting outlining how the 'project' has considered, and responded to the consultation outcomes amongst other key inputs.*

3. *Notes that the project timeframe has been revised considering the level of community interest resulting in a new forecast project completion date of June 2023.*

Considerable work has been undertaken since December 2021 on a range of options to enable Council to be best placed to make a fully informed decision. This is the appropriate process considering the long term investment and its potential to be a transformational development project for the river port town of Goolwa and surrounds. Further work undertaken includes public realm design and layout in response to community consultation, economic impact modelling, detailed costings, and funding strategies. Four (4) options have been investigated and will be presented for consideration including 'retaining Jaralde Park as a marketplace and park with a lawn surface' and provision of car parking adjacent Wharf businesses as per component 1 & 2 of the proposed motion

The scope of work for the \$7.5M Project never included the Harbour Master's Residence, the Railway Superintendent's House, the Morgue, the Chart Room, and the Distillery, as the funding tranche necessary would have been cost prohibitive in the short term, with staging over 10+ years being the best outcome to achieve such a significant change to 'built form' from an affordability perspective. Having said this, the draft concept plans and options developed consider improved connectivity and relevance of the aforementioned buildings. In addition, work is underway on a retail tenant mix strategy for the Wharf Precinct so as to inform the type of business and activities that will maximise the community and visitor experience as well as ratepayer return on investment. These findings will be presented at the 14 February 2022 workshop. This work will also guide the future potential use of Council owned, neighbouring buildings, such as those mentioned above.

To expand the project scope beyond how these buildings might be used, will require additional budget for design and associated upgrade work; and as highlighted above, should be implemented in a staged approach.

Council has received two (2) confidential briefings in 2021 seeking input and direction on the preferred future use of the Harbour Master's Residence, and work undertaken to date includes its potential use and connectivity given the public realm improvements envisioned within a revitalised precinct. It is planned to bring this matter before Council in March / April 2022.

The Chart Room was recently refurbished and launched as a pop up business location as per the Regional Growth Fund agreement. This building is considered in the urban design treatment options as the far eastern end of the Wharf Precinct.

Once Council has made a decision on the preferred final design option, a further round of public consultation, including meaningful discussions with all key stakeholders of the Wharf Precinct, including Friends of the Oscar W, SteamRanger Heritage Railway and existing commercial tenants and user groups will be held, and outcomes will be reported back to Council.

3. GROWTH - REPORTS FOR COUNCIL DECISION

3.1 Goolwa Wharf Precinct Revitalisation Project - Options

File Ref: 9.24.003

Responsible Officer: Glenn Rappenberg (Chief Executive Officer)

Report Author: Matt Grant (General Manager Growth)

Community Strategic Plan Impact:

LIVEABLE

GREEN

CONNECTED

Report Objective

To provide further information and detailed analysis on options for the Goolwa Wharf Revitalisation Project and seek Council endorsement on a preferred design.

Executive Summary

Council has previously endorsed a \$7.5 million budget to undertake infrastructure works to improve the Goolwa Wharf Precinct (Precinct). This funded work provides for infrastructure upgrades and renewal, with the intent to activate the Precinct and create a true destination of state and national significance. To assist in achieving this objective, the 'Roadmap to Revitalisation Goolwa Wharf Placemaking Strategy' was developed specifically for the Precinct.

Following a series of pre-engagement design meetings with key stakeholders, a Council Briefing was held on 23 August 2021 outlining the proposed Goolwa Wharf Revitalisation Project objectives, aspirations, concept designs and spatial layouts so as to achieve the intent of the Placemaking Strategy.

The design prepared was the 'Goolwa Wharf Precinct Revitalisation – Draft Master Plan' which was endorsed as the forward vision for the Goolwa Wharf Precinct at the Council meeting held on 20 September 2021 (ACM211144); and Council resolved to commence public consultation in accordance with Council's Public Consultation Policy, bringing back to Council the findings of the consultation.

The formal consultation phase was undertaken in October 2021, and a report was tabled at the December 2021 Council meeting.

Following feedback received, the Draft Master Plan required further consideration, with potential design refinements and/or changes. As a result, an extension of the project timeframe was deemed necessary to ensure an optimal community and visitor outcome.

The further work undertaken, and detailed investigations, are presented in the Goolwa Wharf Precinct Master Plan Options Report (Options Report) (refer Attachment 3.1); and summarised in this report, are options supported by detailed information for Council's consideration and endorsement to progress the project to the next stage. . Implemented correctly, the Project will ensure a cohesive and coordinated transformation of an outdated, dysfunctional place into one which has both the infrastructure, brand and renewed community enthusiasm to drive economic uplift, investment and increased visitation, not only for the Precinct itself, but the wider Goolwa Township and Region.

The financial and economic measures clearly demonstrates the viability of all Concept Master Plan Options and that an upfront capital investment from any one of these Options creates prosperity, jobs and increased regional productivity that ultimately raises community living standards.

Through the evolution of the work to date, it is evident this is a 'much loved' area, and this project has the potential to transform the River Port town of Goolwa by making it a must visit destination in South Australia.

Evidence collected indicates the outcomes of a project of this scale could be profound on the region and raise community living standards by increasing employment opportunities (direct and in-direct), civic pride and flow-on local benefits.

This is a once in a generation opportunity to protect, recreate and celebrate the rich history of the area, and future proof its success by leveraging a significant investment.

REFER ATTACHMENT 3.1 (page 1)

As a minimum, Council needs to deliver Option D to meet the requirements of the Federal funding body requirements. Price escalations due to COVID-19 necessitate additional funding of \$2,700,00 to deliver the base scope.

To deliver a Precinct that ensures a significant and beneficial long term outcome for the community, and based on the comprehensive research, investigations and engagement undertaken, it is recommended Council increase its current net investment of \$2.5 million to leverage further external funding opportunities to realise the endorsed option.

Recommendation

That Council:

1. **Receives and notes the Goolwa Wharf Revitalisation Project Master Plan Options Report as Attachment A to Report Item 3.1.**

AND

2. **Adopts the following option as the formal Master Plan for the Goolwa Wharf Precinct.**

Option A

Approves Master Plan Option A as the preferred option for the Goolwa Wharf Revitalisation Project for a total of \$16,010,000 and amends its Long Term Financial Plan to reflect this, including additional capital expenditure of \$8,510,000, offset by additional grant income of \$6,370,000, subject to co-contribution funding from the State and Commonwealth Governments to fund its delivery.

Approves proceeding with the next phase of stakeholder engagement to inform key stakeholders of the preferred Option and work together to refine the final detail.

OR

Option B

Approves Master Plan Option B as the preferred option for the Goolwa Wharf Revitalisation Project for a total of \$15,460,000 and amends its Long Term Financial Plan to reflect this, including additional capital expenditure of \$7,960,000 and operational expenditure of \$361,000 (interest and depreciation), offset by additional grant income of \$5,970,000, subject to co-contribution funding from the State and Commonwealth Governments to fund its delivery.

Approves proceeding with the next phase of stakeholder engagement to inform key stakeholders of the preferred Option and work together to refine the final detail.

OR

Option B Plus Sub-Option B1

Approves Master Plan Option B as the preferred option for the Goolwa Wharf Revitalisation Project for a total of \$15,460,000 and amends its Long Term Financial Plan to reflect this, including additional capital expenditure of \$7,960,000 and operational expenditure of \$361,000

(interest and depreciation), offset by additional grant income of \$5,970,000, subject to co-contribution funding from the State and Commonwealth Governments to fund its delivery.

With the option to include car parking adjacent the Hectors on the Wharf business as referenced at Section 6.4.2.3 to Attachment 1

Approves proceeding with the next phase of stakeholder engagement to inform key stakeholders of the preferred Option and work together to refine the final detail.

OR

Option C

Approves Master Plan Option C as the preferred option for the Goolwa Wharf Revitalisation Project for a total of \$14,890,000 and amends its Long Term Financial Plan to reflect this, including additional capital expenditure of \$7,390,000 and operational expenditure of \$337,000 (interest and depreciation), offset by additional grant income of \$5,540,000, subject to co-contribution funding from the State and Commonwealth Governments to fund its delivery.

Approves proceeding with the next phase of stakeholder engagement to inform key stakeholders of the preferred Option and work together to refine the final detail.

Further information on Element 9 'Future Development Opportunity' of the Plan and the use and space allocation within the Wharf Shed will be presented to a future meeting of Council.

OR

Option C Plus Sub-Option B1

Approves Master Plan Option C as the preferred option for the Goolwa Wharf Revitalisation Project for a total of \$14,890,000 and amends its Long Term Financial Plan to reflect this, including additional capital expenditure of \$7,390,000 and operational expenditure of \$337,000 (interest and depreciation), offset by additional grant income of \$5,540,000, subject to co-contribution funding from the State and Commonwealth Governments to fund its delivery.

With the option to include car parking adjacent the Hectors on the Wharf business as referenced at Section 6.4.2.3 to Attachment 1

Approves proceeding with the next phase of stakeholder engagement to inform key stakeholders of the preferred Option and work together to refine the final detail.

Further information on Element 9 'Future Development Opportunity' of the Plan and the use and space allocation within the Wharf Shed will be presented to a future meeting of Council.

AND

Approves the scope of works as described in Option D as Stage 1 of the approved Master Plan, and notes that the base scope, is now valued at \$10,200,000 and amends its Long Term Financial Plan to reflect this, including additional capital expenditure of \$2,700,000 and operational expenditure of \$138,000 (interest and depreciation), offset by additional grant income of \$1,350,000, subject to co-contribution funding from the State and Commonwealth Governments to fund its delivery. The timing of future Stages will be presented for consideration as part of a future Council report.

Context / Background

With a \$2.5 million allocation made in 2020, and external funding of \$5 million secured, a once in a generation opportunity to conceptualise a design to create an iconic destination the area deserves, the Goolwa Wharf Precinct Revitalisation Draft Concept Plan (The Concept Plan) was developed. External funding secured included \$1.25 million from the State Government's Regional Growth Fund and \$3.75 million from Federal Government's Building Better Regions Fund (Round 4).

A fundamental objective of the Goolwa Wharf Revitalisation Project is to 'enable' the Council to 'activate' the Precinct through the Roadmap to Revitalisation Placemaking Strategy. This Strategy was undertaken in late 2020 recognising the original project scope was predominantly infrastructure and asset renewal focused. Council undertook further work to better understand how to best activate what would be a 'renewed' waterfront precinct. Progressing recommendation 2 or recommendation 3 will ensure a cohesive and coordinated transformation from an outdated, dysfunctional place into one which has both the infrastructure, brand and renewed community enthusiasm to drive economic uplift, investment and increased tourism visitation not only for the Precinct itself, but the wider Goolwa Township and Region. This work was received and noted by Council at its meeting on 17 May 2021 (ACM 21997).

The key objectives of the Strategy include:

- a) creating a place identity for the Goolwa Wharf Precinct that can be used to market and drive economic development and cultural activities for the area;
- b) engaging stakeholders on the journey of defining, designing and collaborating to create a Precinct;

- c) designing and building a walkable, interconnected, accessible pedestrian precinct, encouraging exploration from the waterfront to the Goolwa Main Street and township;
- d) creating an agile property planning framework including a pop-up, rent free lease and a long term commercial lease model which supports a diverse tenancy mix of start-up and established innovative retail, hospitality, arts, cultural and tourism businesses; and
- e) utilising a co-creation model for seasonal peak and off-peak event programming, driven by the production of council run events, and marketing and attraction of local and interstate event producers.

To complement and add value to the existing project scope, and recognising the need to secure additional funding, a business case was developed to create a compelling experience within the Signal Point building, providing a mixed use experience celebrating the waterfront precinct and region's rich culture and deep history. In May 2021, Council was successful in securing additional funding of \$980,000 through the Federal Government's Department for Water, Agriculture and Environment, Murray Darling Basin Economic Development Grant Program to create an immersive, storytelling experience based at Signal Point. This initiative builds on the Goolwa Wharf Precinct Revitalisation Project and provides a central reference point for information pertaining to the Precinct.

The Concept Plan provided an updated vision based on previous plans, current stakeholder feedback, best practice placemaking principles and emerging tourism and consumer trends. Given over nine (9) years had passed since the community was consulted on a strategic approach to improving the Goolwa Wharf area through the previous 'Goolwa Wharf Precinct and Surrounds – Traffic, Parking and Access Plan' it was deemed appropriate and good governance to seek community views on the Precinct.

Following a series of pre-design meetings with key stakeholders, a Council Briefing was held on 23 August 2021 outlining the proposed Goolwa Wharf Revitalisation Project objectives, aspirations, concept designs and spatial layouts to achieve the intent of the Placemaking Strategy undertaken in 2020/21 to activate the space.

The design prepared, the 'Goolwa Wharf Precinct Revitalisation – Draft Master Plan', was unanimously endorsed as the forward vision for the Goolwa Wharf Precinct at the Council meeting held on 20 September 2021 (ACM211144), and Council resolved to commence public consultation in accordance with Council's Public Consultation Policy and to bring back to Council the findings of the consultation.

The formal consultation phase was undertaken in October 2021 and following a Council briefing on 22 November 2021, Council received and noted the full report at its meeting held on 20 December 2021 (ACM211291).

Due to the high level of interest, the project timelines were reviewed and adjusted with Council resolving that it:

1. *Receives and notes the Community Consultation outcomes and stakeholder engagement information as outlined in Attachments 9.3(a) (b) and (c).*
2. *Notes a further report will be brought to the February 2022 meeting outlining how the project has considered, and responded to the consultation outcomes amongst other key inputs.*
3. *Notes that the project timeframe has been revised considering the level of community interest resulting in a new forecast project completion date of June 2023.*

Discussion

This report outlines how the Project has considered and responded to the consultation outcomes as well as further inputs, and proposes options for consideration, and a funding strategy to deliver. Information on the options was provided to Council via a briefing held on 21 February 2022 followed by distribution of comprehensive reading material. A second briefing was held on 28 February 2022 providing a further opportunity to ask questions of the project team.

Options

Following the December 2021 direction from Council to report back on a design response to community consultation and other inputs, various design options and additional information was considered resulting in four (4) Options, with two (2) main variations.

Option A is the original concept plan the community was consulted on in October 2021 and Option D is the 'base' version costed in 2019 with minor amendments. Option B and Option C are derivatives of the original concept plan based on extensive community engagement. The Options Report (refer Attachment 3.1) provides detail on each of the options, budget and financial analysis as well as funding strategies. In addition, information is provided on the integration of public art and a proposed approach to procurement, delivery and timing of works. It also includes information on how the outcomes will be shared and communicated with stakeholders and the community.

REFER ATTACHMENT 3.1 (page 1)

The following commentary provides a summary of the comprehensive Options Report.

Design Development

The design management process for the Goolwa Wharf Revitalisation Project follows an integrated approach involving planning, detailed urban and engineering design, and cost estimating, stakeholder engagement, and programming, procurement and construction delivery. The design builds on the original 'Goolwa Wharf Precinct and Surrounds – Traffic, Parking and Access Plan (2012)', the

Project Business Plan (Alexandrina Council, December 2019) used for attracting the grant funding, and has further evolved to respond to the Roadmap to Revitalisation Goolwa Wharf Placemaking Strategy.

Whilst the Goolwa Wharf Revitalisation Project is defined by four (4) specific projects (Wharf Shed/Deck Upgrades, Signal Point Gallery works, Streetscape Upgrades and Wayfinding Signage), it was essential to ensure that the three (3) aforementioned strategic documents are fully aligned to deliver on Council's aspirations and objectives, and realise the full benefits and opportunities the Project can deliver as a 'once in a generation' upgrade and placemaking opportunity.

The development of the design has progressed to an advanced level on the basis that Council will either invest in the delivery of the entire scope in one construction timeframe, or a staged approach whereby the project is delivered over several years. The nuances of an 'entire delivery' approach versus a 'staged' delivery are further discussed in section 13 of the Options Report (Attachment A). It is important to take a holistic approach for the defined concept design scope, acknowledging the Harbour Masters Residence, Goods Shed (Fleurieu Distillery tenancy), Railway Superintendents Cottage and Visitor Information Centre building are all out of scope but present significant opportunity and have been considered in the design from a connection and potential future use perspective.

The evolution of the design follows a systematic approach through the development of feasibility, concepts and to final designs. This applies to both architectural / urban design as well as engineering and involves three (3) fundamental phases: Desk-top & Field Investigations, Concepts and Option Development, and Preliminary and Detailed Designs (refer section 3 of Options Report, Attachment A). Each phase considers the project risks, safety requirements, and constructability / staging aspects, and any opportunities for value-for-money improvements.

The design of the entire scope has been advanced to a notional 70% - 80% design level and will be completed in the coming weeks, pending the final option chosen.

The advanced level of design creates a 'shovel-ready project' which is viewed as an attractive proposition to access further external funding opportunities as they arise and enables procurement and construction to advance much earlier.

Heritage Assessment

In line with the establishment of an agreement framework between Alexandrina Council and Nqarrindjeri Aboriginal Corporation (NAC), the Aboriginal Heritage Assessment was undertaken as a two (2) phase approach involving representatives of the Project Team and Nqarrindjeri. This approach meets the requirements of the Aboriginal Heritage Act 1988. This aspect is further discussed at Section 4.1 of Options Report (Attachment A).

To comply with the statutory framework for 'developments' that occur within places of European heritage value, an independent Heritage and Archaeological Impact Assessment was undertaken for the Goolwa Wharf Precinct Project. Attachment 4 to the Options Report (Attachment A) provides the full assessment. The purpose of the report was to evaluate the impact of the projects proposed works to identify and evaluate cultural values and significance of the State Heritage Area of Goolwa Wharf (or components). The report provides a detailed analysis of the historical context and evolution of the Goolwa Precinct area highlighting the creation of the Goolwa Township, port facilities, river and rail as a form of transportation, buildings settings including form and function (Wharf Shed and Goods Shed), and the connection to Hindmarsh Island. None of the proposed works associated with the Goolwa Wharf Revitalisation Precinct Project are likely to have any impacts to important views of vistas to or from heritage buildings or places. The main heritage building impacted by works is the Wharf Shed, and it is concluded that the proposed works are unlikely to impact the cultural values of this place because the essential form is retained as its relationship to the other buildings and wharf. The interior and its fabric has been altered on multiple occasions in the past. The new works will not be substantially changing the intact older fabric. Notably, The Oscar W paddle steamer, which is currently located at the wharf, is a strong tourism drawcard for the Precinct and town but there is no official heritage connection to the location according to independent expert advice. The paddle steamer was built in 1908 in Echuca, Victoria and post-dates the historical use of the wharf and is not related to the assessed heritage significance of the State Heritage Area or broader precinct. In 1942 the vessel was brought to Goolwa, but due to wartime restrictions, could not be refurbished and in 1943 it was purchased by the South Australian Government Highways Department to service ferries in the region. The vessel was once again sold in the 1960's, and used for tourism in Mildura until 1985 when it was purchased by the South Australian Government and restored. In 1988 the Oscar W was brought to Goolwa where she was recommissioned by the South Australian Government Minister of Tourism at Goolwa.

All of the buildings or structures within the project area retain original fabric and additions and alterations that document the changing use and values of those places, although some, especially those on the wharf, have been more extensively changed or adapted to suit purposes that are not intended to conserve the buildings but gain value from doing so in creating interesting and attractive commercial and tourist venues. They are important in representing particular aspects or phases of the development of the waterfront and allow some options for ongoing works because of these earlier adaptations.

Concept Master Plan (Option A)

Option A Concept Master Plan (described at Part 6.4.1 in the Options Report, Attachment A) has been developed based on an intensified assessment of the existing Precinct's functionality, engineering and architectural & urban design, and the adaptation of best practice placemaking principles to increase tourism, realise economic uplift and benefits, deliver on stakeholder and community needs and contemporary visitor expectation. It will create an iconic destination for visitors to enjoy, linger longer, and the local community to be proud of.

Option A is the current Draft Master Plan, as designed and presented to the community for feedback. It delivers on the vision and meets all of the objectives of the Roadmap to Revitalisation Goolwa Wharf Placemaking Strategy (November 2020).

Option A consists of the following key design elements:

- Continuous waterfront open space.
- Pedestrian and cyclist priority through the creation of a 'shared zone'.
- Dedicated pathways and plaza areas throughout the wharf precinct to better connect people with places such as the Wharf Shed and Goods Shed, Goolwa Rail Platform (Steam Ranger's Cockle Train), Signal Point Gallery (Exhibition – 'Telling old storeys, new ways'), and the paddle steamer Oscar W.
- Additional open space to support outdoor dining, picnicking, community events and festivals (11,000m² of green space and 1,000m² of public realm).
- Increase area for waterfront activation providing new business opportunities for the wharf shed and pop up businesses.
- Consolidation of car parking to three (3) distinct locations to support the Precinct with no net loss of carparks (148).
- One-way vehicle movement along Cutting Road, Dunbar Road and Porter Street to enable expansion of shared pathways within the existing footprint whilst minimising impacts to existing landscape and built form (Norfolk pines, earth embankments along cutting road).
- Reduced vehicle movements along the waterfront and creation of a low speed environment, whilst still catering for essential vehicle access (accessible parks, loading zones and kiss-and-drop zones, buses and coaches).
- Formalisation of the rail corridor with fencing and pedestrian rail mazes to improve safety.
- Purpose built, dedicated new facility for the Friends of the Oscar W future proofing the boat's operations and potentially attracting a new genre of volunteers. This is a key objective of the recently endorsed Wooden Boat Strategy.
- Choice of location for the Markets to either operate in Jaralde Park on new semi-permanent surface or mixing with people and business along the waterfront area.

- Refurbishment of the existing Wharf and Wharf Shed to address asset renewal requirements and maintain heritage values.
- External and internal improvements to the Signal Point Gallery building including new entry canopy, roof renewal to address asset renewal requirements, enhanced forecourt area and new heating/cooling system.
- Solar Panels mounted on free-standing canopy to rear of Signal Point Gallery; providing the dual benefit of reduced electricity costs and protection from the weather for exhibition bump-in/out operations.
 - The introduction of the free-standing canopy was due to the inability to mount on the existing curved roof and the impact to the amenity and unsightly views from having a visible large support structure on the roof.
- Expansion of free Public Wi-Fi (and future proofing opportunities to expand smart technology opportunities).
- New wayfinding Signage and CCTV (Closed Circuit Television security system).
- New Smart street and pedestrian lighting to manage the gradation of lighting in the Precinct area.

The Goolwa Wharf Precinct Concept Master Plan, illustrates the potential spatial layout and land use for the Precinct. It reinforces the unique character of the wharf while responding to the existing cultural, heritage and landscape characters.

The draft master plan advocates progressive, responsive and measured changes that reflect the project's vision and recommendations of previous strategies and reports. It aims to be contextual and visionary while meeting the current and future demands of the Precinct. It illustrates open space and public realm outcomes, landscape improvements, future opportunities for development, movement and access upgrades and the provision of new cultural and public art overlays.

The development of the Plan compliments the unique heritage character of the site. The rich heritage fabric is preserved and enhanced, and the historical context is amplified to create a world-class waterfront tourist destination. The legacy of ad-hoc infrastructure upgrades over the last fifty years has been addressed. The Concept Master Plan explores the potential of replacing heavily engineered roads with paved shared-use spaces, reclaiming open space, repairing the wharf, and removing and replacing ill-conceived building additions.

Principles such as replace, repair, renew and conserve have been continually applied during the development of the Concept Master Plan. This ensures that every planning and design decision focuses on the heritage significance of the Precinct.

The recommendations of the Master Plan are measured and responsive. Changes are recommended where necessary, and every effort has been made to retain and enhance the existing features that reinforce the heritage character of the Precinct.

Engagement

The community and stakeholder engagement process undertaken was best practice methodology applied to large scale and complex projects. Given the significance of the project to the region and the expected level of interest in the project, URPS planning and engagement specialists were engaged to provide community consultation advisory services and data analysis.

Option A Concept Master Plan is the original full concept plan used for community and stakeholder consultation that feedback was sought on. It was unanimously endorsed by Council as a forward vision for the Goolwa Wharf Precinct at the Council meeting held on 20 September 2021, and Council resolved to undertake public consultation in accordance with Council's Public Consultation Policy and bring back to Council the findings of the consultation. This Option was developed based on key stakeholder feedback received through regular engagement during the design-development phase.

The full Draft Goolwa Wharf Master Plan Engagement Summary Report (December 2021) is provided as Attachment 6 to the Options Paper (Attachment A). In summary:

- The community consultation results were presented to the Elected Members at a briefing session held on 22 November 2021, followed by the tabling of the consultation report at its meeting on 20 December 2021 (ACM21191).
- Feedback was collected and received from stakeholders, the community and visitors since August 2021 across the following three (3) phases:
 1. Design engagement phase;
 2. Formal consultation period; and
 3. Post formal consultation.
- Formal Consultation period responses:
 - 67% support 'the creation of a premier waterfront destination that celebrates its unique cultural heritage';
 - 63% support 'improvements to traffic flow and accessibility for pedestrians and cyclists';
 - 63% support the 'refurbishment of the Wharf Shed to maintain its heritage values and provide additional business opportunities;
 - 71% support 'improvements to Signal Point including heating/cooling and creation of useable flexible spaces; and
 - 56% responded they somewhat support or strongly support the feature relating to 'the provision of new green and other open spaces that support outdoor dining, markets, festivals and events'. 36% responded they strongly do not support or do not support this feature.

Views were divided about:

- The 'creation of a new dedicated building for volunteers to support the operation and maintenance of the PS Oscar W and the relocation of the mooring of the PS Oscar W boat to the south end of the wharf, with 49% of people responding strongly support or somewhat support and 46% of people responding strongly do not support or do not support.
- The 'consolidation of car parking into a purpose-built location to support visitation to the Precinct and Goolwa main street and township, with 56% of people responding they strongly do not support or do not support and 40% of people responding somewhat support or strongly support.

The divided response regarding the Oscar W and volunteer purpose-built location appears to be linked primarily to the relocation of the boat and disconnection of the boat from the wharf shed.

Three (3) petitions in relation to the Project were received by Council on 22 November 2021 and five (5) deputations from stakeholders were made at a Special Council meeting held on 22 November 2021. These are summarised below:

- Friends of the Oscar W - of the 442 signatures obtained only 240 are considered valid signatures.
- Ms P Williamson - of the 554 signatures obtained only 194 are considered valid signatures.
- Mr G Schmidt & Ms S Montgomery - of the 318 signatures obtained only 11 are considered valid signatures.

Concept Master Plan Options

Through detailed site investigations, planning and analyses, and design-development, there has never been a more comprehensive study of this location, pulling together a multi-faceted overview allowing fully informed decision making.

Option B and Option C outlined in this report and the accompanying detailed information provided in Attachment A, have been derived to respond to the feedback received.

Intent of Design – Option B

Option B Concept Master Plan (described and shown in section 6.4.2 of the Options Report, Attachment A) also delivers public realm upgrades and building improvements to the Goolwa Wharf Precinct. It consists of the same design elements as Option A, with the following exceptions:

- Increased open space to support outdoor dining, picnicking, community events and festivals (12,750m² of green space and 1,000m² of public realm).

- Removing the proposed car park at Jaralde Park and consolidation of car parking to two (2) distinct locations at Amelia Park and Porter Street, plus maintaining car parks along Dunbar Road and Porter Street to support the Precinct. The total number of car parks is 107.
- Inclusion of short term, two (2) hour parallel parking that would include nine (9) spaces including two (2) accessible parks along Amelia Park roadway adjacent the 'Hector's on the Wharf' business.

A further sub-option (b1) for car parking adjacent the 'Hectors on the Wharf' business, has been considered and is shown in section 6.4.2.3 in the Options Report, Attachment A. This proposal maintains the existing Amelia Park roadway alignment and provides for both parallel parking on west side and 90 degree parking on the east side facing the Wharf and includes 15 spaces including 2 accessible parks.

Intent of Design – Option C

Option C is described and shown in section 6.4.3 of Attachment A. It provides a consistent approach to Options A and B; however, it reduces building and usage opportunities as follows:

- Removes the proposed car park at Jaralde Park, and consolidation of car parking to two (2) distinct locations at Amelia Park and Porter Street, plus maintaining car parks along Dunbar Road and Porter Street to support the Precinct. The total number of car parks is 127.
- Inclusion of short term two (2) hour parallel parking that would include nine (9) spaces including two (2) accessible parks along Amelia Park roadway, as well as an expansion of car park size at Amelia Park from 17 to 21 spaces, near Hectors on the Wharf business.
- No new purpose built, dedicated facility for the Friends of the Oscar W volunteers. This area will instead be grassed and allocated for a potential future development as a ground lease (subject to private developer interest and investment).
- Maintaining the Oscar W and volunteers in the Wharf Shed but relocating to the South end of the shed.

Like Option B, the sub-option (b1) for car parking adjacent the 'Hectors on the Wharf' business as referenced in section 6.4.2.3 in Attachment A, can be applied to this Option C.

Intent of Design – Option D

Option D plan is described and shown in section 6.4.4 of Attachment A and generally represents the original scope of works (as per the *Project Business Plan 2019*) and provides for a basic level of asset renewal, as well as some minor public realm upgrades. This is the original scoped \$7.5 million project with additions based on investigations such as the challenges and constraints providing Cutting Road pedestrian linkages and managing rail corridor safety requirements.

Project Design Options Comparison

Table 1 provides an overview of inclusions and exclusions of each option.

Project Scope Item	Option A	Option B	Option C	Option D
Asset Renewal – Wharf, Wharf Shed and Signal Point Gallery Roof	✓	✓	✓	✓
New Heating/Cooling System to Signal Point Gallery	✓	✓	✓	✓
New Amenities and Kitchen Area in Wharf Shed (removal of existing external Toilets)	✓	✓	✓	✓
Wi-Fi Expansion	✓	✓	✓	✓
CCTV (Improve Security & Safety)	✓	✓	✓	✓
Way-finding Signage	✓	✓	✓	✓
Solar Panel System on Free Standing Shelter (rear of Signal Point Gallery)	✓	✓	✓	✓
Entrance Canopy to Signal Point Gallery	✓	✓	✓	✓
Formalisation of Rail Corridor (fencing and mazes)	✓	✓	✓	✓
Car Park at Porter Street	✓	✓	✓	✓
Car Park at Amelia Park	✓	✓	✓	✓
Car Park adjacent Hectors on Wharf Business	-	✓	✓	✓
Car Park at Jaralde Park	✓	-	-	-
Lighting for Pedestrians and Cars (Smart Poles)	✓	✓	✓	-
Markets operate in Jaralde Park or Waterfront	✓	✓	✓	-
Continuous Water Front Open Space & Activation	✓	✓	✓	-
Creation of Shared Zone (pedestrian and cyclist priority, with essential vehicle access and accessible parks)	✓	✓	✓	-
Enhanced Amenity, Public Realm, Pathways and Connectivity	✓	✓	✓	-
Creation of Plaza Areas and Open Space (to support outdoor dining, picnicking, community events)	✓	✓	✓	-
Enhanced Forecourt area to Signal Point Gallery	✓	✓	✓	-
Retail/Hospitably Business Opportunities in Wharf Shed (North Side)	✓	✓	✓	-
Retail/Hospitably Business Opportunities in Wharf Shed (South Side)	✓	✓	-	-
Purpose built, dedicated new facility for the Friends of the Oscar W (including relocation of boat to south end)	✓	✓	-	-
Maintain Friends of the Oscar W at Wharf Shed (South Side)	-	-	✓	✓

Table 1. Options comparison

Other Project Inputs and Information

Public Art

The Goolwa Wharf Precinct has some excellent opportunities to integrate public art to create a sense of place and link to the rich stories and heritage of the area.

Ngarrindjeri Artwork

As outlined earlier in this report and section 4.1 of Options Paper (Attachment A), the Aboriginal Heritage Act looks beyond the mechanisms for protecting archaeological discoveries, and provides a framework that allows the parties to engage and agree on the management of Aboriginal heritage. Ngarrindjeri Aboriginal Corporation (NAC) have suggested that raising awareness and invoking experience and education about Ngarrindjeri values and culture can be achieved through the application of Ngarrindjeri artwork that recognises their connection, history and culture in the area. On this basis, the Project Team together with NAC representatives established a 'collaborative co-design team' who have worked together to derive concept designs for the Ngarrindjeri artwork.

The inclusion of the Ngarrindjeri artwork as part of Goolwa Wharf Project is contingent upon additional funding being allocated. The estimated cost to finalise the designs and deliver the artwork is between \$70,000 to \$80,000, and separate funding streams are currently being investigated to deliver these works, including the recently announced Federal Government Office for the Arts (Department of Infrastructure, Transport, Regional Development and Communications) Indigenous Languages and Arts Program (ILA) Open Competitive Grant Round which closes 28 March 2022.

Helpmann Academy Artwork

In late 2020, a family with very fond memories of holidaying in Goolwa wished to donate a public piece to be located in Goolwa. They wished the artwork to be reflective of the quality family time that they and many families had experienced in the township. The donors collaborated with the Helpmann Academy in bringing the project to Alexandrina Council. The Helpmann Academy is the only organisation of its kind in Australia offering opportunities to emerging creatives unifying the skills and resources of the state's universities since 1994. The artists qualifying for this career defining commission valued at \$150,000 would need to be a graduate from one of the partner institutions of the Helpmann Academy.

The Alexandrina Council Arts Advisory Committee at its meeting on 23 March 2021 recommended the following;

Council approves the 2020-21 public art funding of \$26,000 be assigned to three Helpmann Academy eligible artists to develop sculpture proposals for Goolwa Wharf.

Over the period from June to December 2021, a select group of three (3) artist teams were required to develop their artwork concepts, present to the judging panel and provide details around the rationale and representation of 'family', as well as how the artwork will integrate with the Goolwa Wharf Project. In conclusion, the judging artists Amber Cronin and Annika Gardner were declared unanimous winners of the Helpmann Academy Major Public Art Commission for the Goolwa Wharf Precinct. The best suited location of the installation will be selected once the final design option is confirmed. Section 7.2 of Options Paper (Attachment A) provides more information.

Retail & Hospitality Analysis

An important input to the design options and realising the objectives of the informing strategies was understanding visitor expectations, preferred offerings and activities that could be had day and night. In addition to the community consultation undertaken on the initial Goolwa Wharf Precinct Revitalisation – Draft Master Plan (Option A), an independent retail needs analysis was undertaken. Section 10.1 of Options Paper (Attachment A) provides information on preferred attractions, net promoter scores and comments to guide Council on the future use of buildings and space within, and adjacent, the waterfront precinct.

The top 3 attractions the sample of visitors and residents ranked highest were a Café style establishment open day and night selling quality coffee with casual dining (licensed), heritage rail experiences featuring the Cockle Train and heritage wooden boat experiences featuring the paddle Steamer Oscar 'W'. Options A, B and C all provide these experiences at a heightened level. A Council briefing will be scheduled in April 2022 on this specific topic.

Comparative Analysis

The engagement phases and methodology undertaken and applied to the Goolwa Wharf Revitalisation project are common practice in projects of this nature. Although the history and assets of Goolwa Wharf Precinct are unique, other regional tourism infrastructure projects that could be deemed competitors for tourism include:

Renmark Paringa Council's Taylor Riverfront Precinct and Renmark Town Wharf Upgrade - The Taylor Riverfront Precinct includes a 24m river-deck and increased amenity with seating and BBQs. The Renmark Town Wharf Upgrade includes the construction of a new steel sheet pile in front of the existing wharf for a length of 230 metres, new concrete capping with other improvements to encourage river vessel safety and access as well as pedestrian access to the precinct.

City of Port Lincoln Foreshore Development - The Port Lincoln Foreshore development includes a new play space and activity zone, upgraded foreshore plaza area, improved jetty boardwalk entry, amphitheatre seating and parallel parking and drop off spaces. Activating the Town Jetty is a key deliverable that will realise the economic, tourism and social benefits of the project. It will include a pop-up café/restaurant and enable docking of large vessels and growing new marine tourism activities.

These projects are just a small sample that would offer an alternative destination for future visitors. Goolwa and Alexandrina are competing for these visitors and their expenditure. Progressing an option that delivers on the place making objectives and endorsed vision for Goolwa Wharf Precinct to be 'a place to experience a vibrant riverfront township enriched with culture and history' will offer significant long term economic benefits to the region as outlined in section 9 'Economic Analysis & Return on Investment' of the Options Paper (Attachment A).

Option D is effectively an asset renewal program and will not be a competitive attractor with other 'destination' locations.

Financial and Economic Measures

Council currently has expenditure of \$7.5 million, offset by \$5 million in grant funding to deliver the project. This is a complex project and the approach to design and delivering multi layered projects for a long term, successful outcome must follow a systematic approach through the development of feasibility, concepts through to final designs. This applies to both architectural / urban design, as well as engineering and typically involves three (3) fundamental phases of Desk-top and Field Investigations, Concepts and Optioneering; and Preliminary and Detailed Designs. Based on this information, the designs are at a notional 70% to 80% completion level and will be completed in the coming weeks, pending the final option chosen.

Due to the complexity and requirement for expertise across multiple fields, a budget of approximately 15% (\$1.125m) is allowed for in the overall budget for consultancy costs, with 12.5% (\$845k) expended to date. The detail of the investigations and works undertaken, and outcomes, associated with these costs are outlined in section 3.3, 4 and 5 of the Options Report (Attachment 1).

Option D is the original project scope with some minor necessary additions based on investigate work undertaken since 2020. This effectively means the cost of delivering the original scope has increased from \$7.5 million to \$10.2 million. This reflects a 27% increase in costs, which is not uncommon in today's environment due to COVID-19 related supply chain, logistical issues and market demands. To meet external funding partner agreement conditions, the project elements in Option D must be delivered, or Council will need to return \$5 million to the respective funding bodies.

There are varying levels of financial and economic impacts associated with adopting any of the options presented. The financial and economic impacts as summarised in Table 2, clearly demonstrates the measures and viability of all Concept Master Plan Options (A, B and C), and that a sound up-front capital investment on any one of these Options creates prosperity, jobs and increasing regional productivity. This ultimately raises community living standards.

		Option A (\$m)	Option B (\$m)	Option C (\$m)	Option D (\$m)
Existing Budget		7.50	7.50	7.50	7.50
Project Cost (incl. contingency)		16.01	15.46	14.89	10.20
Variance:		8.51	7.96	7.39	2.70
FINANCIAL MEASURE	Additional Federal Government Co- contribution	4.25	3.98	3.69	-
	Additional State Government Co- contribution	2.12	1.99	1.85	1.35*
	Additional Council Co-contribution	2.12	1.99	1.85	1.35
ECONOMIC MEASURE	Benefit – Cost Outcome	1.22	1.23	1.22	1.01
	Economic Contribution to LGA	\$120m	\$120m	\$80m	\$35m
	Jobs (Ongoing)	142	142	95	40

Table 2. Comparative financial and economic analysis of Options. Source: BDO Econsearch.

**Due to the quantum, no add value on base scope and minimum economic benefit, it is unlikely both tiers of Government would further fund.*

Financial Implications

Each of the Concept Master Plan Options have been costed by a certified quantity surveyor using a first principle’s approach to cost estimating that details the client costs, construction costs and indirect costs, as well as risk profiling to determine the appropriate allowances for contingent risks. Costings have been based on 2022 dollars and allows for indexation. The net increase in cost to deliver Option B or C as a completely revitalised Goolwa Wharf Precinct compared to Option D (predominantly asset renewal and maintenance project) is between \$4.69 million and \$5.26 million (including contingency).

A proven and successful formula for co-contribution by each level of Government for larger infrastructure projects involves a 25% Local Government and 25% State Government financial commitment to attract 50% Federal Government funding. The breakdown of this contribution is shown in the Table 2. Once external funding contributions are secured to match an additional Council contribution, this reduces the Council contribution difference between Option D and Option C, or Option B to be either \$500,000 or \$640,000 respectively.

Loan borrowings would be used to support any additional contribution by Council. The following interest projections are based on an interest rate of 2.2%. The cost of additional borrowings of Option B would negatively impact Council's annual operating position by approximately \$43,000, equivalent to a 0.12% rate increase. Option C would negatively impact Council's annual operating position by approximately \$41,000, equivalent to a 0.11% rate increase. Option D would negatively impact Council's annual operating position by approximately \$30,000, equivalent to a 0.08% rate increase. The Net Financial Liabilities would increase by approximately 4%.

With all scenarios annual depreciation costs associated with the project would increase, negatively impacting Council's operating position. Option B would result in additional annual depreciation in the order of \$318,000, equivalent to 0.84% rate increase. Option C would result in additional annual depreciation in the order of \$296,000, equivalent to 0.78% rate increase. Option D would result in additional annual depreciation in the order of \$108,000, equivalent to 0.28% rate increase. It is estimated depreciation costs would impact annually from the year of project completion for 25 years.

The combined impact of the additional project expenditure to Council's annual operating position is projected to be as follows:

	Option B	Option C	Option D
Capital Expenditure	7,960,000	7,390,000	2,700,000
Capital Income	5,970,000	5,540,000	1,350,000
<i>Net</i>	<i>1,990,000</i>	<i>1,850,000</i>	<i>1,350,000</i>
Interest	43,000	41,000	30,000
Depreciation	318,000	296,000	108,000
Total \$ Impact	361,000	337,000	138,000
Equivalent Rate Increase	0.96%	0.89%	0.36%

Overall (including already budgeted income and expenditure) the project has the following projected annual impact on Council's operating position:

	Option B	Option C	Option D
Capital Expenditure	15,460,000	14,890,000	10,200,000
Capital Income	10,970,000	10,540,000	6,350,000
<i>Net Project Cost</i>	<i>4,990,000</i>	<i>4,350,000</i>	<i>3,850,000</i>
Interest	110,000	96,000	85,000
Depreciation	618,000	596,000	408,000
Total \$ Impact	728,000	692,000	493,000
Equivalent Rate Increase	1.92%	1.82%	1.30%

Economic Measure

Sound project decision-making looks beyond the cost of an investment and recognises the importance of economic uplift and the return the investment creates long term. Government plays a key role in strategic, long term planning for future generational benefit. Using cost as the basis of making a decision often constrains the ability for entities or regions to realise growth and prosperity, generated revenue streams and a strong local economy that is supported by businesses and community.

Informed decision making (on project investments) must look at both the cost of the project as well as how the project will create both short and long term positive economic impacts to the Alexandrina Council Local Government Area (LGA) and its community.

Changes in economic activity are referred to as ‘economic impacts’. Generally, changes in economic activity indicators result from external stimulus or shock event. In this analysis the concept of economic impact includes the increase in economic contribution from the construction and operation of the redevelopment, such as the contribution the Options make to the economy.

The results indicate that according to the evaluation criteria used, all three (3) Concept Master Plan Options (A, B and C) would increase net economic and social benefit. Accordingly, the benefit of investing in any of the Options significantly outweighs the benefits of investing in the original base case (Option D).

	NPV (\$m)	BCR	IRR (%)	GRP (\$m)	JOBS (Fte)
Option A	29.4	1.22	62	120	142
Option B	29.7	1.23	67	12.0	142
Option C	19.1	1.22	53	8.0	95
Option D	0.36	1.01	8	3.5	40

Table 3. Return on Investment Analysis Summary

Net Present Value (NPV) is the total community return on investment.

Benefit Cost Ratio (BCR) compares the projected or estimated costs and benefits. If total benefits outnumber total costs, there is a business case to proceed with the project.

Internal Rate of Return (IRR) is a metric used to estimate the profitability of potential investments. The higher an IRR, the more desirable an investment is to undertake.

Gross Regional Product (GRP) is a measure of the contribution of an activity to the economy for the region. It is a measure of the size, or net wealth, generated by the local economy.

Jobs is a measure of the ongoing employment generated by the investment.

In terms of ranking the options, Option B ranks first with the largest return on investment (\$29.7 million), a high benefit to cost ratio at 1.25 indicating a good business case to proceed, and a notably sound investment (67%). The economic contribution to the LGA is in the order of \$120 million and creates some 140 ongoing full-time jobs. The second ranked option is Option A with Option C ranked third.

The impact analysis investigated the economic impact to the Alexandrina region resulting from the construction of the Options A, B and C and the expenditures made by visitors to Goolwa as a result, over the base case (Option D). Section 9 to Attachment A provides further detail on the economic benefit of the increased investment. The full independent economic analysis report is available as Attachment 12 to Attachment A and was distributed via an Elected Member Portal update dated 1 March 2022.

Based on the detailed analysis and the long term benefit, it is recommended to borrow funds to leverage external funding and to proceed with delivery of Option B.

Risk Management

In accordance with the Alexandrina Risk Management Policy and Matrix, there are varying levels of risk of not adopting one of the options proposed. The options presented, are considered relatively low risk as the feedback received has been noted and responded to.

Reputational Risk – Council has consulted on this project in accordance with its Public Consultation Policy and Public Consultation Procedure. It is noted that Council's Community Land Management Plan for the Wharf Precinct is currently being revised. Public consultation on the revised Community Land Management Plan will be undertaken in accordance with statutory requirements. All options for the Wharf Precinct, as presented to Council in this report, are consistent the proposed Community Land Management Plan.

Evidence suggests the community and South Australian population have great interest in the future of the Goolwa Wharf Precinct and ensuring it is a viable, attractive place to visit. Not pursuing Option B or C will likely result in an underwhelming experience and a once in a generation opportunity loss. Not pursuing Option B, C or D will also result in Council needing to return the funding to external partners and may not be viewed favourably.

Financial Risk – Not adopting either Option B, C or D will not deliver the external funding agreement conditions and Council will be required to give back the \$1.25 million to State Government and \$3.75 million to the Federal Government leaving minimal funds to deliver any essential work. Doing this will jeopardise Council's future funding partnership opportunities. The financial risk is increased by contributing additional funds to the project due to the associated negative financial impacts, however these can be outweighed by the associated economic benefits.

Project Risk – There is low risk associated with pursuing Options B, C or D as appropriate contingency has been costed into the new budgets and cost estimates are in today's terms. Not pursuing Option B, C or D still requires remedial works to be undertaken to the wharf, wharf shed and Signal Point roof as part of Council's asset renewal program. There is also a new legal requirement to address the non-compliant footpaths and fix the rail safety issues identified now that Council is aware of them. There is also the sunk costs already incurred to date.

Noting Council have \$2.5 million already invested, delivering Option B or C, comes with the extra co-contribution amount of either \$5.97 million (Option B) or \$5.54 million (Option C).

In summary, not progressing Option B, C or D requires the return of external funding and the remaining requirement to renew aged infrastructure. If Council chooses to progress with Option D, for an additional \$640,000, a much better long term outcome will be achieved for the community by progressing Option B or C.

Timing and Staging of the Project

All Concept Master Plan Options are costed and proposed to be delivered as one entire project within the proposed timeframe of June 2022 to June 2023.

Although Options A, B and C require a greater upfront capital investment, there are significant advantages in delivering as an entire project. These advantages include:

- A fully completed and revitalised precinct (in its entirety) – ready for immediate use and benefit by the community, stakeholders and businesses.
- Creation of a major tourist destination and a significant draw-card.
- Earlier realisation of benefits - tourism, economic uplift and return, jobs, business opportunities, community and social wellbeing.
- Stakeholders are only disrupted once from construction activities.
- Cost and time savings (realisation of economies of scale and associated efficiencies).
- Potential access to more funding streams (given the low cost of borrowing and Government's commitment to promote a sustainable and growing economy, particularly in a pandemic climate).
- Enhancing Goolwa's reputation and something that Council can be proud of delivering for the community.

Whilst a staged approach to delivery is possible, the nature of the site and complexities of construction would result in continuing long term disruption to the community and businesses in the area, and would result in greater costs. The disadvantages of a staged approach to project delivery are summarised below:

- 'Economies of Scale' – a staged approach to construction typically attracts a 20% - 30% premium in costs; meaning that the total project would grow to as high as \$20 million or higher by the time it is completed.
- Ongoing disruptions to the community and businesses (could be up to five (5) years or more) resulting in negative media attention, loss of local business / trade, loss of tourism and visitation locally and to the wider Goolwa area.

- Natural upward trends in the cost of materials and labour could add a further \$1.5 million for delays.
- Future funding is not guaranteed and may result in increased costs and delivery time. In the extreme case, the project may never be finished due to cost pressures or lack of interest from funding bodies.
- Design standards may change, which would require reworking of design, adding further costs.
- Ongoing sunk costs i.e. having to repeat investigatory works each time, stakeholder engagement, rework between completed sections and new stages, etc.
- Potential community negativity – “Why not do this once?” “Get it right the first time?”

Procurement and Delivery Strategy

The Goolwa Wharf Precinct Project is complex in both the scope of works to be delivered and its construction delivery.

The scope is multi-disciplinary and not heavily swayed in one particular discipline or type of works that suits one particular contractor type. The project involves civil works, building works, mechanical and services works, urban / landscape works, refurbishment works and marine works.

The construction staging and interfacing with the public is also complicated by the fact that a sound and reasonable approach must be derived balancing public access, the operational needs of businesses, and the physical staging approach to construction. It is essential that staging considerations maintain a ‘minimum level of service’ and accessibility to the precinct area and businesses.

There are various procurement and delivery approaches that can be adopted, each of which is underpinned by a level of ‘risk’ or ‘exposure’ to the Client and Contractor. These include construct only, design and construct, and collaborative.

For the Goolwa Wharf Precinct Project, it is proposed to adopt a hybrid approach involving both a collaborative and construct only style model.

The collaborative approach will use the Early Contractor Involvement (ECI) model to engage with a Construction Contractor in a pre-construction phase to work collaboratively with the Council to:

- Review the design and address any issues or concerns, thereby mitigating the risk of design flaws.
- Drive innovation.
- Drive value management opportunities.
- Assess risks and seek ways to manage, mitigate and/or assign.
- Finalise the scope, specifications, and risk allocation.
- Develop a sound construction staging approach (based on stakeholder engagement, business operations, access requirements, community, and special events, etc.).
- Build a robust and solid price.

The selection of the hybrid model for the Goolwa Wharf Precinct Project is predicated on attracting a contractor market that is not deterred from tendering for this type of work (due to the complexities of the work, multi-disciplinary scope and greater risks), managing the potential for inflated pricing, and avoiding the creation of a commercially driven relationship during the build i.e. a 'no surprises' approach.

Therefore, it is highly desirable to engage a competent and experienced contractor that can collaboratively work with the Council to:

- Manage scope, risk and cost;
- Manage commercial exposure;
- Create and maintain a strong relationship;
- Create opportunities to innovate and achieve further value for money (i.e. do more with less); and
- Deliver on time, to budget and to the highest quality outcomes.

The key benefits of the ECI approach is the ability to bring in 'contractor smarts' in the lead-up to construction to drive innovation and value management opportunities i.e. the notion of doing more with less. Through challenging the design and deriving a sound and clever approach to construction, the scope of the project can expand or contract depending on budgetary constraints and funding opportunities that may prevail in due course (as discussed above).

A key component of the project's delivery will be the requirement to create local employment and industry participation within the Alexandrina Council jurisdiction and greater Fleurieu areas. The Alexandrina Council has a workforce participation policy which will be applied to the Goolwa Wharf Precinct Project, but will be enhanced to align with the State Government's industry participation policies (as set out by the Office of the Industry Advocate).

The aim of the policy is to deliver greater economic contribution to the Alexandrina LGA from local procurements, with benefits such as:

- Retaining economic activity in the Goolwa area.
- Employment and workforce development and upskilling (apprenticeships, people with barriers to employment, Aboriginal employment opportunities).
- Improving industry capability and capacity through capital investment.
- Using innovation to develop the supply chain.

As part of the project's delivery, the construction contractor will be required to complete an Industry Participation Application or Plan that is specifically tailored to the project and local engagement, and will be required to report against the plan.

Community and Stakeholder Engagement – Next Steps

A common theme throughout project delivery is the need to have a continuing journey of stakeholder engagement to build trust and robust relationships with (existing and new) stakeholders prior to and during construction; right up until completion.

Community and Stakeholder consultation is not a stand-alone discipline that is undertaken at arms-length of other project activities. It must be timed and well-integrated within the project phases of planning and feasibility, design-development and construction.

The stakeholder engagement team will work closely with the project team (including the construction contractor) throughout the next phase of the project delivery to ensure community and stakeholder engagement is at the forefront of project decision making.

Engagement with stakeholders and the community will be undertaken associated with the endorsement of a preferred option for the Goolwa Wharf Precinct.

The primary aim of this engagement is to inform stakeholders and the community about:

- The endorsed preferred option;
- How the first phases of engagement have influenced this;
- The next steps in the project; and
- How they will be engaged in the future.

This phase of engagement will utilise and build on engagement delivered through previous phases such as the key messaging, web page, email address and project database.

The precise engagement activities would be determined through the development of the detailed engagement strategy. The following table provides a general indication of the proposed engagement approach.

Date	Activity	Description
21 February	Elected Member Council Briefing 1	Present/ Discuss Goolwa Wharf Precinct Mast Plan Options
23 Feb 2022	<ul style="list-style-type: none"> • Communication to key stakeholders ahead of Elected Member Special Council meeting on 7 March 2022 • Email blast update • Web content (update) 	<p>Email/ phone calls (to be completed post workshop) to inform key stakeholders that Council will be considering options at a special council to flag an opportunity to meet following the Council decision.</p> <p>Link to presentation slides and update</p>
28 February 2022	Elected Member Council Briefing (2)	Option discussion and questions
7 March 2022	Council Meeting	Approval of Preferred Master Plan Option
Immediately	<ul style="list-style-type: none"> • Email blast following Council endorsement of preferred option 	Email to all database contacts advising of Council endorsed preferred option and next steps

<p>following the Special Council Meeting on 7 March)</p>	<ul style="list-style-type: none"> • Web content (update) • Social media • Media Release 	<p>The webpage is the key point of contact and 'one stop shop' for stakeholders and the community.</p> <p>Content to be updated to include Council endorsed preferred option and next steps in the project.</p> <p>Social media posts of endorsed option</p> <p>Media release of endorsed option (by Mayor)</p>
<p>Week beginning 14 March 2022</p>	<p>Key stakeholder meetings</p>	<p>Meetings with key stakeholders to discuss endorsed Preferred Option and how it has taken account of engagement feedback.</p> <p>Discuss:</p> <ul style="list-style-type: none"> - finalisation of design and key details. - Timelines - delivery approach - specific business requirements/operations to assist with developing approach to construction delivery.

Table 4: Engagement Schedule

In addition to the project's ongoing stakeholder engagement approach discussed above, an essential component to the approach will be the business support strategies that underpin continuity of trade during the construction. This component of the engagement will aim to:

- encourage people to visit during construction;
- enable key community events to continue use the area;
- support traders, businesses, building owners and other stakeholders to continue to operate during construction;
- implement initiatives that are visible and reinforce the project as one of Councils' premier flagship project; and
- minimise / manage complaints and adverse publicity for Council and the project.

Further Information Requested

At the Council Briefing held on 28 February 2022, a number of questions were asked and were responded to at the session, others have been responded to as follows:

Q. Can we provide costs to strengthen the south end of wharf and adjustments required to accommodate Oscar W?

Information regarding the wharf strengthening is provided in section 6.4.2.2 of the Options Paper (Attachment A). Locating the PS Oscar W Boat to the south end of the Wharf (at the new dedicated Volunteers Building for the Friends of the PS Oscar W) can be accommodated through either;

- a) Maintaining the existing lower section of wharf and providing independent mooring poles to accommodate the boats lateral loads. Additional gangways can be provided for boarding and alighting the boat; or
- b) Removing the lower section of wharf and mooring the boat against the existing wharf (higher section). Preliminary advice from the structural engineers has advised that the existing high section of the wharf is able to accommodate the lateral loads. Supplementary mooring poles would be added given the boats height.

The cost for providing independent mooring poles is not separated out in Option B and is captured within the Wharf Upgrade detailed cost estimates.

- Q. *What is the cost difference with road realignment, or not, adjacent to the 'Hectors on the Wharf' business tenancy?*

Information regarding the road realignment is provided in the Options Report at section 6.4.2.3 (to attachment 3.1). Much of the existing car park west of Hectors has suitable pavement under that can be re-used for the new road. The section of road immediately adjacent the bridge (south side) is in poor condition and requires to be upgraded under both scenarios. There is very little difference in cost to reinstate an open space area whether over the existing car park or over the existing road therefore the cost saving is marginal, if any.

- Q. *In regards to Option D, can the map reflect what areas will be greened up?*

Option D provides small areas of additional 'greening' to the Amelia car park and Porter Street car park. No other 'greening' is provided or accommodated in the limited budget. The existing grassed areas remain as is. Both car parks are asphalt finish.

- Q. *Provide information regarding tree protection and evidence of consideration?*

Section 3.3 of the Options Paper (Attachment A) lists all of the desk-top and field investigations undertaken as part of the project's planning and design phase. An ecology report was undertaken which documented a survey of all trees within the Precinct, their species type and value, and details of the tree protection zones and structural root zones. As mentioned in the report, these investigations are critical inputs to the design process to provide a better appreciation of the environmental and engineering factors that can impact the design, ensure a better understanding of site constraints and risks, ensure compliance with statutory (and non-statutory) requirements, and enables informed decision-making and good design outcomes to be achieved. A copy of the Ecology Report can be provided on request.

- Q. *How are Coach Tour drop offs and accessibility accommodated in the Options?*

Section 6.4.1.1 of Attachment A provides a summary of the key design elements. There is specific reference to reduced vehicle movements along the

waterfront and creation of a low speed environment, whilst still catering for essential vehicle access (accessible parks, loading zones and kiss-and-drop zones, buses and coaches). Coaches can enter the shared zone (i.e. the Wharf Road that runs between the Wharf Shed and Goods Shed) and can drop off and pick up patrons at the dedicated loading zones. The coaches can then depart the Precinct or park up in the special 'long parks' provided in the Porter Street Car Park (southern perimeter). This applies to Options A, B and C.

4. CLOSURE