# Goolwa Wharf
# Code Amendment

**By the Alexandrina Council (the Designated Entity)**

**For Consultation**

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## HAVE YOUR SAY

This Code Amendment is on consultation from **9.00 am, Thursday 12 June 2025 to 11.59 pm, Friday 11 July 2025.**

During this time, you are welcome to lodge a written submission about any of the changes proposed in this Code Amendment.

Submissions can be made in the following ways:

- **Via our online Survey -** https://mysay.alexandrina.sa.gov.au
- **Via Mail -** please direct written submission to alex@alexandrina.sa.gov.au or by post to Att: CEO, Alexandrina Council, PO Box 21, Goolwa SA 5214, or
- **In Person -** where you can complete a hard copy survey at the Strathalbyn or Goolwa Council offices.

One (1) community drop in session will be held:

- **When:** 10.30 am until 3.30 pm, Thursday, 26 June 2025
- **Where**: Signal Point Experience Centre, 5 Laurie Lane Goolwa SA

# 1. WHAT IS THE PLANNING AND DESIGN CODE?

The Planning and Design Code (the Code) sets out the rules that determine what landowners can do on their land.

For instance, if you want to build a house, the Code rules will tell you how high you can build and how far back from the front of your land your house will need to be positioned. The Code will also tell you if any additional rules apply to the area where your land is located. For example, you might be in a high bushfire risk area or an area with specific rules about protecting native vegetation.

## 1.1 Planning and Design Code Framework

The Code is based on a framework that contains various elements called overlays, zones, sub zones and general development policies. Together these elements provide all the rules that apply to a particular parcel of land. An outline of the Code Framework is available on the PlanSA portal.

## 1.2 Overlays

Overlays contain policies and maps that show the location and extent of special land features or sensitivities, such as heritage places or areas of high bushfire risk.

They may apply across one or more zones. Overlays are intended to be applied in conjunction with the relevant zone. However, where policy in a zone conflicts with the policy in an overlay, the overlay policy trumps the zone policy.

## 1.3 Zones

Zones are areas that share common land uses and in which specific types of development are permitted. Zones are the main element of the Code and will be applied consistently across the state.

For example, a township zone for Andamooka can be expected to apply to similar townships like Carrieton. Each zone includes information (called classification tables) that describes the types of development that are permitted in that zone and how they will be assessed.

## 1.4 Subzones

Subzones enable variation to policy within a zone, which may reflect local characteristics. An example is Port Adelaide centre, which has many different characteristics to typical shopping centres due to its maritime activities and uses.

## 1.5 General Development Policies

General development policies outline functional requirements for development, such as the need for car parking or wastewater management. While zones determine what development can occur in an area, general development policies provide guidance on how development should occur.

## 1.6 Amending the Planning and Design Code

The *Planning, Development and Infrastructure Act 2016* (the Act) provides the legislative framework for undertaking amendments to the Code. With approval of the Minister for Planning and Local Government (the Minister) a Council, Joint

Planning Board, Government Agency or private proponent may initiate an amendment to the Code and undertake a Code Amendment process.

An approved Proposal to Initiate will define the scope of the Amendment and prescribe the investigations which must occur to enable an assessment of whether the Code Amendment should take place and in what form.

The State Planning Commission (the Commission) is responsible under the Act for ensuring the Code is maintained, reflects contemporary values relevant to planning, and readily responds to emerging trends and issues.

The Commission provided independent advice to the Minister for Planning and Local Government on the Proposal to initiate this Code Amendment. The Commission will also provide a report on the Code Amendment (including compliance with the Community Engagement Charter) at the final stage of the Code Amendment process.

## 2. WHAT IS PROPOSED IN THIS CODE AMENDMENT?

### 2.1 Need for the amendment

On 19 March 2021, the new planning system established under the *Planning, Development and Infrastructure Act 2016* (the Act) became operational for all Councils across the State. All existing Development Plans were revoked and replaced with the Planning and Design Code.

As part of the transition of the Alexandrina Council Development Plan to the Planning and Design Code, the Goolwa Wharf area transitioned from the 'Open Space Zone, Policy Area 6 Goolwa Wharf and Surrounds' under the Alexandrina Council Development Plan, to the 'Infrastructure (Ferry and Marina Facilities) Zone' under the Planning and Design Code.

The former 'Policy Area 6 Goolwa Wharf and Surrounds' of the 'Open Space Zone' sought the revitalisation of the Goolwa Wharf historic precinct as a focus for tourism and visitors, cultural, entertainment and recreational facilities, and showcasing First Nations and colonial heritage, particularly associated with the riverboat trade and early railways.

Council has invested a significant amount of time and money in the last five (5) years in conjunction with securing millions of dollars of Federal funding to plan for and deliver a revitalised precinct.

In contrast, the current application of the Infrastructure (Ferry and Marina Facilities) Zone policies focus on accommodating marina and passenger ferry services, and associated infrastructure. The Infrastructure (Ferry and Marina Facilities) Zone, however, does not seek to foster the tourist, cultural and recreational aspirations of the Goolwa Wharf.

Accordingly, the draft Code Amendment proposes to establish new policy which reflects the intent of the previous Development Plan 'Policy Area 6 Goolwa Wharf and Surrounds' by way of the introduction and application of the **Goolwa Wharf Subzone**. This will avoid the need to amend existing zone policies which have wider application in several parts of the State, and thereby avoid introducing policies which may have limited relevance to other locations with the same Infrastructure (Ferry and Marina Facilities) Zone.

The Goolwa Wharf Subzone seeks to reflect the uniqueness of the Goolwa Wharf shaped by its First Nations heritage and early steam railway and riverboat trade and associated colonial administration. The focus will be on providing for appropriate community, tourism and visitor-related activities showcasing this heritage and revitalising the precinct.

### 2.2 Affected Area

The area(s) affected by the proposed amendment is shown in the map[s] at **Attachment A**.

The Affected Area fronts the River Murray and comprises a number of titles, most of which are owned by the Alexandrina Council, State Government Agencies and the Australian Railways Historical Society. It is characterised by infrastructure and industrial buildings associated with the early steam railway and riverboat trade,

and these uses continue to be prevalent with the presence of both the Oscar W and Steamranger Railway operating within the precinct.

The Affected Area is also characterised by colonial administrative and residential buildings, and spaces and places associated with aboriginal culture and heritage. There is a small residential component in the western corner but apart from that, the land is in public ownership.

## 2.3 Summary of proposed policy changes

### 2.3.1 Current Code Policy

The Affected Area is currently located in the Infrastructure (Ferry and Marina Facilities) Zone in the Planning and Design Code. A copy of the Infrastructure (Ferry and Marina Facilities) Zone policy is contained in **Attachment B**.

The Infrastructure (Ferry and Marina Facilities) Zone seeks on-water development associated with the function of marinas and passenger ferry services together with a range of complementary waterfront-oriented recreational and tourist development activities.

The Affected Area is also subject to Planning and Design Code Overlays. Overlays can span across a number of zones and subzones, and express planning issues of state interest. Overlay policies take precedence over the other Code policies.

The following table provides a summary of the intent of each Overlay that currently applies to the Affected Area:

| **Overlays relevant to the Affected Area** | |
|---|---|
| **Overlay** | **Description** |
| Airport Building Heights (Aircraft Landing Area) | Seeks to ensure building height does not pose a hazard to the operation and safety requirements of aircraft landing areas |
| Building near Airfields | Seeks to ensure development does not pose a hazard to the operational and safety requirements of commercial and military airfields |
| Hazards (Bushfire – Medium Risk) | Seeks to ensure development responds to the medium level of bushfire risk by siting and designing buildings to mitigate threat and impact of bushfires 10 on life and property and facilitating access for emergency service vehicles |
| Hazards (Bushfire – Urban Interface) | The Hazards (Bushfire - Urban Interface) Overlay seeks to ensure development, which adjoin areas of General, Medium and High bushfire risk, are designed to:<br>• allow access through to bushfire risk areas<br>• are designed to protect life and property from the threat of bushfire and the dangers posed by ember attack<br>• facilitate evacuation to areas safe from bushfire danger |

| | |
|---|---|
| Hazards (Flooding – Evidence Required) | Adopts a precautionary approach to mitigate potential impacts of potential flood risk through appropriate siting and design of development |
| Heritage Adjacency | The Heritage Adjacency Overlay seeks for development adjacent to State and Local Heritage Places to maintain the heritage and cultural values of those Places |
| Major Urban Transport Routes | This overlay seeks the safe and efficient operation of major urban transport routes for all road users, and provision of safe and efficient access to and from major urban transport routes |
| Native Vegetation | Seeks to protect, retain and restore areas of native vegetation |
| Ramsar Wetlands | Seeks to ensure the protection of recognised Ramsar Wetlands through the sustainable use of water in prescribed wells areas |
| River Murray Flood Plain Protection Area | The River Murray Flood Plain Protection Area Overlay seeks to conserve and protect the water quality of the riverine environment, provide for environmental water flows, protect life and property against flood risk and recognise the riverine environment as an important tourist and recreational resource. The overlay anticipates development for the purpose of recreation (e.g. landings, jetties, houseboat moorings), water extraction, wetland management and irrigation management (e.g. channel, pumping stand, flood gate). |
| State Heritage Area | The State Heritage Area Overlay seeks to maintain the heritage and cultural values of State Heritage Areas through conservation, ongoing use and adaptive reuse consistent with Statements of Significance and other relevant documents prepared and published by the administrative unit of the Public Service that is responsible for assisting a Minister in the administration of the *Heritage Places Act 1993*. Statements of Significance and other relevant documents can be found on the Heritage standards webpage on the PlanSA Portal. |
| State Heritage Place | The State Heritage Place Overlay seeks to maintain the heritage and cultural values of State Heritage Places through conservation, ongoing use and adaptive reuse. |
| Traffic Generating Development | Seeks to ensure safe and efficient vehicle movement and access along urban transport routes and major urban transport routes. |
| Water Resources | The Water Resources Overlay seeks to protect the quality of surface waters by taking into account the projected reductions in rainfall and warmer air temperatures caused by climate change. It also seeks to maintain the conveyance function and natural flow paths of watercourses to assist in the management of flood waters and stormwater runoff. |

Note that most of these Overlays apply to part of the zone only; the extent of the Overlays is illustrated by the mapping contained in **Attachment B**.

There are no Technical Numeric Variations (TNVs) that are applicable to the Affected Area. TNVs are a mechanism in the Planning and Design Code which identifies the local conditions applicable to an area of a zone. TNVs address matters such as side building setbacks, building height, wall height, setbacks and site areas and frontages.

### 2.3.2 Proposed Code Policy

The Code Amendment proposes the following changes:

- Introduce the Goolwa Wharf Subzone and apply the said subzone across the whole of the Affected Area. The Goolwa Wharf Subzone will sit within the Infrastructure (Ferry and Marina Facilities) Zone.

No change to the policy of the Infrastructure (Ferry and Marina Facilities) Zone is proposed. It is important to note that in the event of inconsistencies between policies, the subzone will take precedence over zone policies.

All existing Overlays will be retained and no new Overlays are being introduced, nor are there any TNVs proposed.

The proposed Goolwa Wharf Subzone policy is contained in **Attachment C**.

# 3. WHAT ARE THE NEXT STEPS FOR THIS CODE AMENDMENT?

## 3.1 Engagement

Engagement on the Code Amendment must occur in accordance with the Community Engagement Charter principles, which required that:

- engagement is genuine
- engagement is inclusive and respectful
- engagement is fit for purpose
- engagement is informed and transparent
- engagement processes are reviewed and improved.

An Engagement Plan has been prepared for this Code Amendment to ensure that engagement will be conducted and measured against the principles of the Charter. For more information on the Community Engagement Charter go to the PlanSA portal at (plan.sa.gov.au/en/charter).

A summary of the engagement that is occurring for this Code Amendment is as follows:

- educating and informing the community about the proposed changes to the Planning and Design Code as it relates to the Affected Area in Goolwa
- informing owners of proposed changes to the Planning and Design Code and the effect of the changes for potential development
- ensuring compliance with the statutory obligations pursuant to the *Planning, Development and Infrastructure Act 2016* and the Community Engagement Charter
- reviewing and providing feedback to the community and key stakeholders, to ensure they understand the decisions made following consultation, including any resultant changes, that is, 'closing the loop'
- informing members of the community who participate in the engagement process of the final decision.

## 3.2 How can I have my say on the Code Amendment?

There are several ways in which you can provide feedback on the Code Amendment. This includes:

- Online via Council's dedicated MySay page, through the Alexandrina Council website and the PlanSA Portal.
- Via email to alex@alexandrina.sa.gov.au
- In person at a community drop-in sessions to be held:
  - When: 10.30 am until 3.30 pm, Thursday, 26 June 2025
  - Where: Signal Point Experience Centre, 5 Laurie Lane Goolwa SA

- Written submissions can be submitted in hard copy at the Main Council Office, 11 Cadell Street Goolwa.

## 3.3 What changes to the Code Amendment can my feedback influence?

Aspects of the Code Amendment which stakeholders and the community can influence are:

- the spatial application of the Goolwa Wharf Subzone
- the proposed policy content of the Goolwa Wharf Subzone
- whether or not the Goolwa Wharf Subzone is merited.

Aspects of the project which stakeholders and the community cannot influence are:

- The policy content that applies to the Infrastructure (Marina and Ferry Facilities) Zone as contained within the Planning and Design Code
- The spatial extent of the Infrastructure (Marina and Ferry Facilities) Zone as contained within the Planning and Design Code
- The policy content within the other Overlays, Zones, Subzones or General Policies contained within the Planning and Design Code.

## 3.4 What will happen with my feedback?

The Alexandrina Council is committed to undertaking consultation in accordance with the principles of the Community Engagement Charter and is genuinely open to considering the issues raised by people in the community.

All formal submissions will be considered by Alexandrina Council when determining whether the proposed Amendment is suitable and whether any changes should be made.

Each submission will be entered into a register and you will receive an email acknowledging receipt of your submission. Your submission will be published on the PlanSA portal. Personal addresses, email and phone numbers will not be published, however company details will be.

The Alexandrina Council will consider the feedback received in finalising the Code Amendment and will prepare an Engagement Report which will outline what was heard during consultation and how the proposed Code Amendment was changed in response to submissions.

The Engagement Report will be forwarded to the Minister for Planning, and then published on the PlanSA portal.

## 3.5 Decision on the Code Amendment

Once the Engagement Report is provided to the Minister for Planning, the Commission may provide further advice to the Minister:

- at the Minister's request, if the Code Amendment is considered significant.

The Minister will then either adopt the Code Amendment (with or without changes) or determine that the Code Amendment should not proceed. The Minister's decision will then be published on the PlanSA portal.

If adopted, the Code Amendment will be referred to the Environment Resources and Development Committee of Parliament (ERDC) for their review. The

Commission will also provide the Committee with a report on the Code Amendment, including the engagement undertaken on the Code Amendment and its compliance with the Community Engagement Charter.

## 3.6 Closing the Loop

'Closing the Loop' of stakeholder engagement will comprise the following:

- Letter/email to all stakeholders that lodged a submission, communicating about the final Code Amendment and Engagement Report.
- Website updates (SA Planning Portal) providing final Code Amendment and Engagement Report.

# 4. ANALYSIS

## 4.1 Strategic Planning Outcomes

### 4.1.1 Summary of Strategic Planning Outcomes

- Introduction and application of the Goolwa Wharf Subzone which will appropriately reflect the aspirations of the Goolwa Wharf precinct for tourism, visitor and community activities
- Further recognise the heritage value of the Goolwa Wharf precinct, particularly the steam railway, riverboat trade, associated colonial buildings and aboriginal cultural heritage
- Protect, enhance and promote the qualities that attract tourism to the Goolwa Wharf precinct.

### 4.1.2 Consistency with the State Planning Policies

State Planning Policies define South Australia's planning priorities, goals and interests. They are the overarching umbrella policies that define the state's interests in land use. There are 16 State Planning Policies and six special legislative State Planning Policies.

These policies are given effect through the Code, with referral powers assigned to relevant Government Agencies (for example, the Environmental Protection Agency for contaminated land). The Code (including any Code Amendments) must comply with any principle prescribed by a State Planning Policy.

This Code Amendment is considered to be consistent with the State Planning Policies as shown in **Attachment D**.

### 4.1.3 Consistency with the Regional Plan

The directions set out in Regional Plans provide the long term vision and set the spatial patterns for future development within a region. This can include land use integration, transport infrastructure and the public realm.

The Commission has identified that the existing volumes of the South Australian Planning Strategy, prepared under the *Development Act 1993*, will apply until such time as the new Regional Plans are prepared and adopted. Refer to the PlanSA portal for more information on the Commission's program for implementing Regional Plans throughout South Australia.

Where there is conflict between a Regional Plan and the State Planning Policies, the State Planning Policies will prevail.

This Code Amendment is considered to be consistent with the Regional Plan as shown in **Attachment D**.

### 4.1.4 Consistency with other key strategic policy documents

This Code Amendment aligns with other key policy documents in the following manner:

| Policy Document | Code Amendment Alignment |
|---|---|
| A2040 Community Strategic Plan for Alexandrina Council | This strategic document outlines the Alexandrina community's vision, being a more liveable, green and connected place to live in.<br><br>The application of the Goolwa Wharf Subzone will foster local and tourist visitation, supporting the economy of the Goolwa township. |
| Economic Development Strategy 2022-27 for Alexandrina Council | This strategy supports the vision of the A2040 Community Strategic Plan by outlining a number of actions which aim to attract and maintain investment, support business and industry and attract new residents.<br><br>One of the key actions by 2027 is to deliver the "*Roadmap to Revitalisation Placemaking Strategy – Goolwa Wharf Precinct*".<br><br>The Goolwa Wharf Subzone policy will seek to create a vibrant place for the community and visitors to gather. |
| Goolwa Wharf Precinct Project for Alexandrina Council | The project resulted in the Goolwa Wharf Precinct Master Plan which outlines key improvements to the Wharf Precinct to revitalise and enhance the historical and cultural significance.<br><br>The Master Plan was informed by the Goolwa Wharf Precinct Placemaking Strategy and the Alexandrina Wooden Boat Strategy 2022-2026.<br><br>The Goolwa Wharf Subzone will facilitate the delivery of the aspirations for the Goolwa Wharf Precinct. |
| Alexandrina Council Heritage Strategy and Action Plan 2023-2030 | The Strategy and Action Plan provide a strategic direction for Council, detailing the approach to the management and activation of heritage in Alexandrina Council. The Strategy and Action Plan outline a number of key goals and actions which seek to identify, protect and revitalise Council's heritage. |

| | |
|---|---|
| | One of the key actions is to 'create vibrant heritage precincts' at Goolwa Wharf for example.<br><br>The proposed Goolwa Wharf Subzone will seek to capitalise on the heritage of the Goolwa Wharf precinct. |

## 4.2 Investigations

### 4.2.1 Investigations undertaken

The extent of investigations that have been undertaken as part of the Code Amendment process have been agreed by the Minister in the Proposal to Initiate.

The following investigations have been undertaken to inform this Code Amendment:

- Liaison with the Goolwa Wharf Precinct Revitalisation Team
- Review of outcomes from the Goolwa Wharf Precinct Revitalisation Public Consultation
- Review of outcomes from the Goolwa Wharf Revitalisation Project
- A review of the existing suite of zones and subzones in the Planning and Design Code to determine whether there is a better policy fit for the Affected Area
- A review of the existing suite of subzones within the Infrastructure (Ferry and Marina Facilities) Zone to determine whether they are a better policy fit for the Affected Area.

The Proposal to Initiate a Code Amendment (PICA) also identified liaison with State Agency landowners and the Australian Railway Historical Society but it was ultimately concluded that this liaison would be better undertaken at the formal community engagement stage when draft subzone policies would be available for consideration.

<u>Goolwa Wharf Precinct Revitalisation Project</u>

Goolwa Wharf Precinct is one of the most visited tourist destinations in Goolwa and recognised as one of Australia's most important Murray River Ports in the 1800s. The waterfront precinct is a special 'meeting of the waters' place for Ngarrindjeri people.

The Goolwa Wharf Precinct Revitalisation Project, initiated by Council in 2019, seeks to revitalise the Goolwa Wharf Precinct, and its cultural and heritage significance, by improving public accessibility and connectivity, businesses and community events, and encourage innovative diverse and flexible open spaces and environments that foster activation and enhance economic activity. Project activities include upgrades to the Goolwa Wharf Shed and Wharf, Signal Point Regional Art and Cultural Centre, improvements to the open space, off road shared paths and car parking for

large vehicles and touring buses, and installation of high quality and smart technology at destination places to assist with wayfinding.

Over the course of this complex project there has been a number of meetings and engagements, in a general sense with the broader community and, more frequently, detailed discussions with stakeholders more closely involved with the various activities at the Goolwa Wharf precinct. Engagement occurred pre-design in mid-2021, formal consultation post design options, and post formal consultation. In addition, all key stakeholders and community were contacted immediately after the final decision of the preferred option.

The Draft Goolwa Wharf Precinct Master Plan was released for public consultation from 21 September 2021 until 22 October 2021 and results of the formal consultation were as follows:

- 67% supported 'the creation of a premier waterfront destination that celebrates its unique cultural heritage
- 63% supported 'improvements to traffic flow and accessibility for pedestrians and cyclists
- 63% supported the 'refurbishment of the Wharf Shed to maintain its heritage values and provide additional business opportunities
- 71% supported 'improvements to Signal Point including heating/cooling and creation of useable flexible spaces
- 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 and, 36% responded they strongly do not support or do not support this feature.

Discussions with various members of the Goolwa Wharf Precinct Revitalisation Team concluded that whilst the essential aims of the revitalisation project and the Code Amendment may differ, the ultimate goal is the same – the revitalisation and preservation of the historic precinct through refurbishment of historic buildings and public spaces and the introduction of planning policy which encourages appropriate re-use and reactivation of the precinct.

A copy of the Master Plan Options Report can be found via the following link: Attach-31-FINAL-GWP-Master-Plan-Options-Report-March-2022.pdf

Substantial infrastructure works have been completed throughout the Goolwa Wharf Precinct, with works to date including:

- Goolwa Wharf Shed and Wharf Upgrade
- Signal Point Experience Centre
- Wayfinding infrastructure
- New public toilets.

*Policy Response*

It is evident that the elements of the wharf precinct revitalisation supported by the community mirror the intent of the proposed policies of the subzone.

Analysis of relevant suite of Zones/Subzones in the Planning and Design Code

In order to determine the appropriate structure and level of detail, a number of similar subzones were reviewed including the Port Adelaide subzone, Wallaroo Marina and Waterfront subzones and Visitor Experience subzone.

Each of the reviewed subzones vary in detail, according to the extent and complexity of the place; the policies for the Port Adelaide subzone for instance are extensive and detailed, reflecting the spatial extent and distinct economic and built-form elements. Not dissimilar to the suite of subzones, the unique nature of the Goolwa Wharf warrants the application of a bespoke subzone to protect particular qualities and attributes which are unique to the Goolwa Wharf precinct.

*Policy Response*

It is essential to introduce a tailored Goolwa Wharf Subzone which will seek to protect the First Nations heritage and colonial history, and realise the aspirations of the precinct.

### 4.2.2 Additional Investigations requested by the State Planning Commission

The State Planning Commission, under section 73(6)(f) of the Act, resolved to specify the following further investigations to those outlined in the Proposal to Initiate:

*Explore the possible application of the Tourist Development Zone as an alternative to the existing Infrastructure (Ferry and Marina Facilities) Zone*

The policies and notification tables for the Tourism Development Zone have been thoroughly reviewed to determine whether they adequately address the goals for historic Goolwa Wharf precinct, and the vision of a revitalised precinct showcasing its First Nations' heritage as a productive river location close to the ocean with access to other nations further north along the River Murray, and an important 19th century colonial railway, river port and administrative focus on the south coast of the Fleurieu Peninsula.

In summary, it is concluded that the Tourism Development Zone is not appropriate for Goolwa Wharf for the following reasons:

- The "desired outcome" for this zone is sharply focussed on visitors and tourism, in a general sense. There is no mention of the wharf's significance to First Nations people and its colonial heritage qualities. It is the unique, iconic nature of this location which must be acknowledged by planning policy.
- Land-use and intensity - the range of activities envisaged includes a number of potentially large-scale, active/busy/traffic generating activities which are not compatible with the historic and First Nations' values of Goolwa Wharf and its immediate environs. These include amenity block, caravan and tourist park, coast protection works (in a riverine location), indoor recreation facility, recreation facility, retail fuel outlet, spa pool and swimming pool.

- Built form and character – there is no policy in the Tourism Development Zone addressing these elements, yet the nature of built form in its riverine, landscaped setting is critical in maintaining the integrity of the location. No guidance is given relating to the conservation of historic values and adaptive re-use, including the landscape importance of the Norfolk Island pine trees.
- Movement, Parking and Access – there is no policy in the Tourism Development Zone to guide what can be visually and environmentally intrusive elements in the landscape. Key pedestrian and cycle connections from the township, and particularly Cadell Street, with the wharf and river are an important element in the wharf's revitalisation.

Following on from these policies, Table 5 of the Tourism Development Zone determines the level of public notification associated with envisaged uses. As one would expect, many uses considered undesirable are exempt from public notification, including on-water activities in the river which is a site of aboriginal historic significance, reinforcing the inappropriateness of the Tourism Development Zone.

*Policy Response*

In summary, the critical historic values of the First Nations significance on the last bend in the Murray River and the unique railway/river port of Goolwa, is nowhere mentioned in the Tourism Development Zone. As a result, the Tourism Development Zone is considered inadequate and inappropriate for this iconic location.

In addition, the State Planning Commission has recently agreed to a Proposal to Initiate the Tourism Development Code Amendment which will seek to review the Tourism Development Zone and its policy which may have further irrelevance to the Goolwa Wharf precinct.

### 4.2.3 Recommended policy changes

Following is a list of the recommended policy changes which are proposed in response to the investigations undertaken in support of this Code Amendment:

- Introduce the Goolwa Wharf Subzone and apply the said subzone across the whole of the Affected Area. The Goolwa Wharf Subzone will sit within the Infrastructure (Ferry and Marina Facilities) Zone.

The Goolwa Wharf Subzone contains policy which addresses the revitalisation of the historic precinct as a focus for tourism and visitors, cultural, entertainment and recreational facilities, and showcasing First Nations and colonial heritage, particularly associated with the riverboat trade and early railways. In particular, the Goolwa Wharf Subzone policy will address land-use and its intensity, movement, parking and access, land division and outdoor advertising.

## 5. CONCLUSION

Further to the investigations, the Designated Entity is proposing a Code Amendment to amend the Planning and Design Code as follows:

- Apply the Goolwa Wharf Subzone to the Affected Area. The said Subzone will sit under within the Infrastructure (Marina and Facilities) Zone.

A thorough review of other suggested zones resolved that the policies are not relevant to the unique and iconic nature of the Goolwa Wharf.

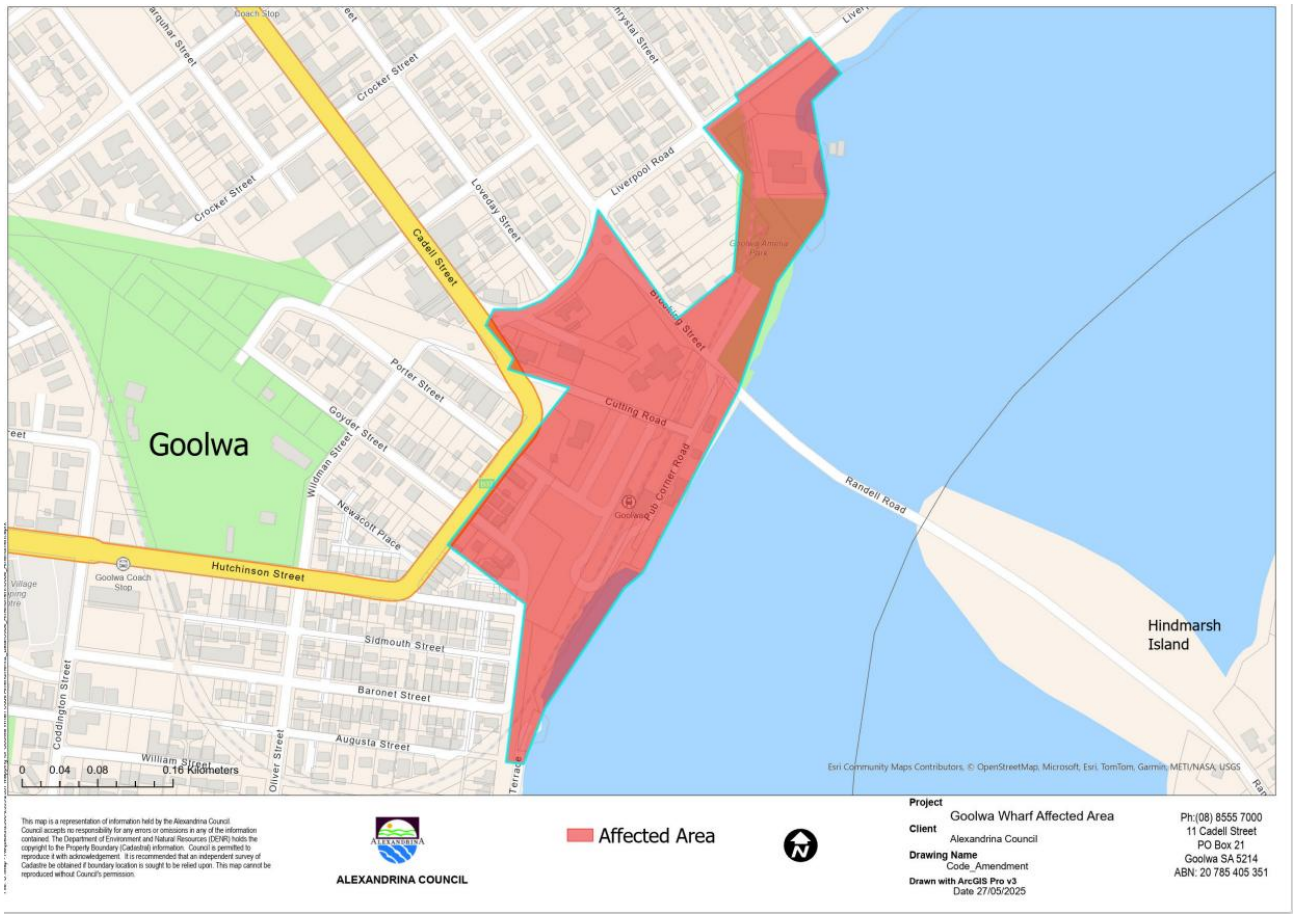
## 6. REFERENCES


Strategic Documents
Alexandrina Council - Alexandrina 2040, published by Alexandrina Council
Alexandrina Council - Alexandrina Council Community Strategic Plan 2014 - 2023, published by Alexandrina Council
Government of South Australia (2017 Update), The 30-Year Plan for Greater Adelaide
State Planning Commission (May 2019), State Planning Policies (May 2019)

Legislative Documents
*Planning, Development and Infrastructure Act 2016*
Planning and Design Code of South Australia

Technical Documents
Goolwa Wharf Precinct Placemaking Strategy
Alexandrina Wooden Boat Strategy 2022-2026
Goolwa Wharf Precinct Masterplan
Alexandrina Council Heritage Strategy and Action Plan 2023-2030
Various Council reports and plans relating to the Goolwa Wharf Revitalisation
Guide to Planning and Design Code June 2022

# ATTACHMENT A – AFFECTED AREA MAPPING



# ATTACHMENT B – CURRENT CODE POLICY

## Infrastructure (Ferry and Marina Facilities) Zone

### Assessment Provisions (AP)

Desired Outcome (DO)

| Desired Outcome | |
|---|---|
| DO 1 | A zone accommodating on-water development associated with the function of marinas and passenger ferry services together with a range of complementary waterfront-oriented recreational and tourist development activities. |

Performance Outcomes (PO) and Deemed-to-Satisfy (DTS) Criteria / Designated Performance Feature (DPF)

| Performance Outcome | Deemed-to-Satisfy Criteria / Designated Performance Feature |
|---|---|
| **Land Use and Intensity** | |
| PO 1.1<br><br>On-water development, including boat and ferry berthing, boat servicing facilities, walkways and channel markers preserves the function of marinas, passenger ferry services and port activities. | DTS/DPF 1.1<br><br>On water development comprises one or more of the following:<br>(a) Boat berth, jetty, pier or pontoon<br>(b) Coast protection work<br>(c) Maritime structures / beacons |
| PO 1.2<br><br>Off-water development:<br>(a) is associated with marinas, passenger ferry services and port activities including complementary conservation works<br>(b) caters to the needs and enjoyment of visitors and occupants such as residential development tourist accommodation, restaurants, clubrooms, chandlery and the like, provided at a scale compatible with the role and function of the associated marina and / or the passenger ferry service. | DTS/DPF 1.2<br><br>Off-water development comprises one or more of the following land uses:<br>(a) Boat construction, maintenance, repair or sale<br>(b) Boat servicing facility (including fuel supply, power, water, effluent pump, toilets and showers)<br>(c) Dwelling or residential flat building<br>(d) Loading and unloading facility<br>(e) Clubrooms in association with a marina<br>(f) Office in association with a marina of ferry terminal<br>(g) Parking area for vehicles and boats<br>(h) Port activities<br>(i) Shop in association with a marina or ferry terminal<br>(j) Storage<br>(k) Tourist accommodation<br>(l) Wastewater collection, storage and transfer facility. |
| PO 1.3<br><br>Pedestrian and bicycle pathways associated with marinas and passenger ferry services link tourist accommodation with other recreation, tourist facilities and attractions within the area. | DTS/DPF 1.3<br><br>None are applicable. |

| Concept Plans | |
|---|---|
| PO 3.1<br><br>Development is compatible with the outcomes sought by any relevant Concept Plan contained within Part 12 – Concept Plans of the Planning and Design Code to support the orderly development of land through staging of development and provision of infrastructure. | DTS/DPF 3.1<br><br>The site of the development is wholly located outside any relevant Concept Plan boundary. The following Concept Plans are relevant:<br>In relation to DTS/DPF 3.1, in instances where:<br>(a) one or more Concept Plan is returned, refer to Part 12 – Concept Plans in the Planning and Design Code to determine if a Concept Plan is relevant to the site of the proposed development. Note: multiple concept plans may be relevant.<br>(b) in instances where 'no value' is returned, there is no relevant concept plan and DTS/DPF 3.1 is met. |

## Table 5 – Procedural Matters (PM) – Notification

The following table identifies, pursuant to section 107(6) of the *Planning, Development and Infrastructure Act 2016*, classes of performance assessed development that are excluded from notification. The table also identifies any exemptions to the placement of notices when notification is required.

Interpretation

Notification tables exclude the classes of development listed in Column A from notification provided that they do not fall within a corresponding exclusion prescribed in Column B.

Where a development or an element of a development falls within more than one class of development listed in Column A, it will be excluded from notification if it is excluded (in its entirety) under any of those classes of development. It need not be excluded under all applicable classes of development.

Where a development involves multiple performance assessed elements, all performance assessed elements will require notification (regardless of whether one or more elements are excluded in the applicable notification table) unless every performance assessed element of the application is excluded in the applicable notification table, in which case the application will not require notification.

A relevant authority may determine that a variation to 1 or more corresponding exclusions prescribed in Column B is minor in nature and does not require notification.

| Class of Development (Column A) | Exceptions (Column B) |
|---|---|
| 1. Development which, in the opinion of the relevant authority, is of a minor nature only and will not unreasonably impact on the owners or occupiers of land in the locality of the site of the development. | None specified. |
| 2. Any development involving any of the following (or of any combination of any of the following):<br>(a) advertisement<br>(b) boat berth, jetty, pier or pontoon (or any combination thereof)<br>(c) boat construction, maintenance, repair or sale<br>(d) boat servicing facility (including fuel supply, power, water, effluent pump, toilets and showers, or any combination thereof)<br>(e) clubrooms in association with a marina<br>(f) coast protection work<br>(g) dwelling<br>(h) loading and unloading facility<br>(i) maritime structures / beacons<br>(j) office in association with a marina of ferry terminal<br>(k) parking area for vehicles and boats<br>(l) residential flat building<br>(m) shop in association with a marina or ferry terminal<br>(n) store<br>(o) tourist accommodation<br>(p) wastewater collection, storage and transfer facility. | Except non-residential development where the site of the development is adjacent land to a site (or land) in a neighbourhood-type zone. |

| | |
|---|---|
| 3. Any development involving any of the following (or of any combination of any of the following):<br>(a) air handling unit, air conditioning system or exhaust fan<br>(b) carport<br>(c) deck<br>(d) fence<br>(e) internal building work<br>(f) land division<br>(g) outbuilding<br>(h) pergola<br>(i) private bushfire shelter<br>(j) replacement building<br>(k) retaining wall<br>(l) shade sail<br>(m) solar photovoltaic panels (roof mounted)<br>(n) swimming pool or spa pool and associated swimming pool safety features<br>(o) temporary accommodation in an area affected by bushfire<br>(p) tree damaging activity<br>(q) verandah<br>(r) water tank. | None specified. |
| 4. Demolition. | Except any of the following:<br>1. the demolition (or partial demolition) of a State or Local Heritage Place (other than an excluded building)<br>2. the demolition (or partial demolition) of a building in a Historic Area Overlay (other than an excluded building). |
| 5. Railway line. | Except where located outside of a rail corridor or rail reserve. |
| **Placement of Notices – Exemptions for Performance Assessed Development** | |
| None specified. | |
| **Placement of Notices – Exemptions for Restricted Development** | |
| None specified. | |

A total of 15 (fifteen) Overlays apply across the Affected Area, some entirely and some in part. Those which apply to the whole area include:

- Airport Building Heights (Aircraft Landing Area)
- Building near Airfields
- Hazards (Flooding – Evidence Required)
- Native Vegetation
- Murray- Darling Basin

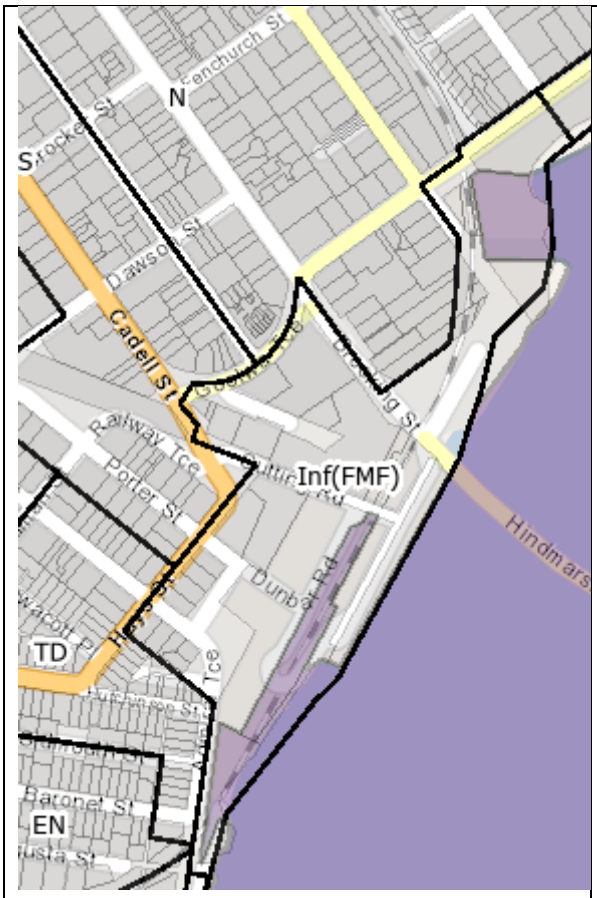
The following maps illustrate where an Overlay may apply in part of the existing Zone:

Hazards (Bushfire – Medium Risk)

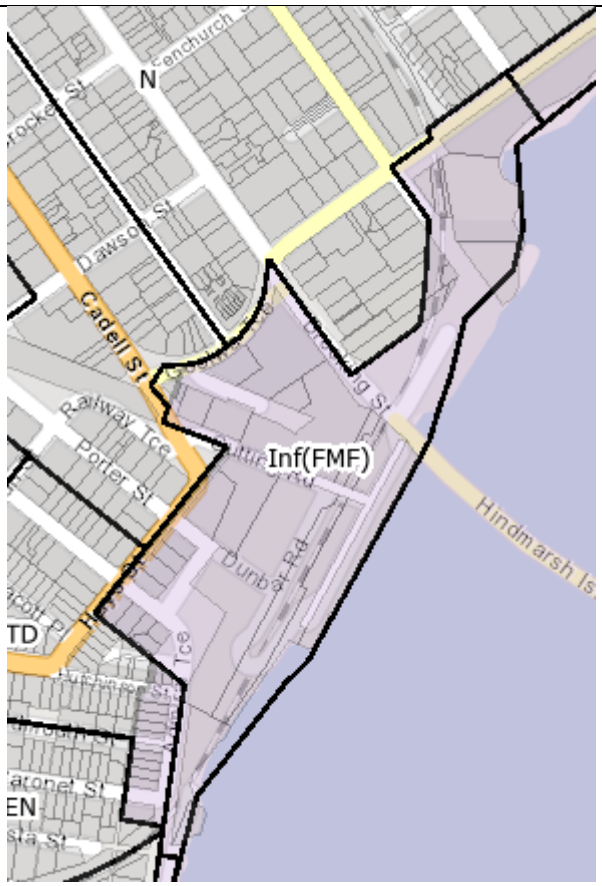
Hazards (Bushfire – Urban Interface)

Heritage Adjacency

Major Urban Transport Routes

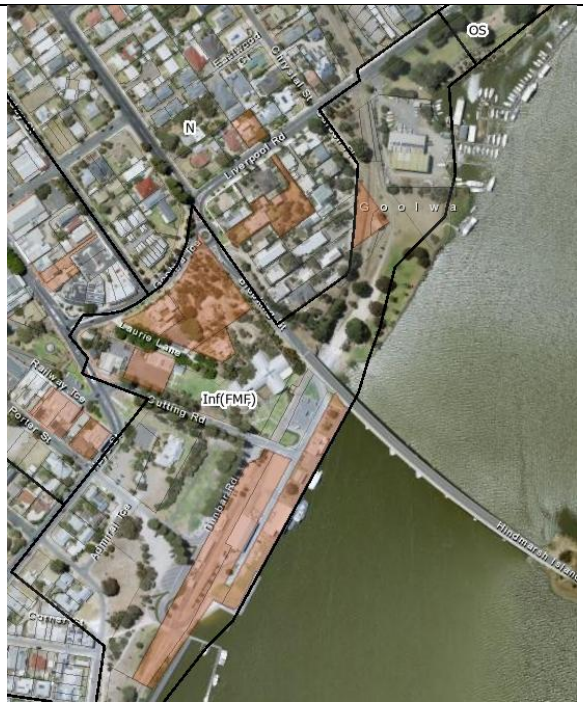



RAMSAR Wetlands

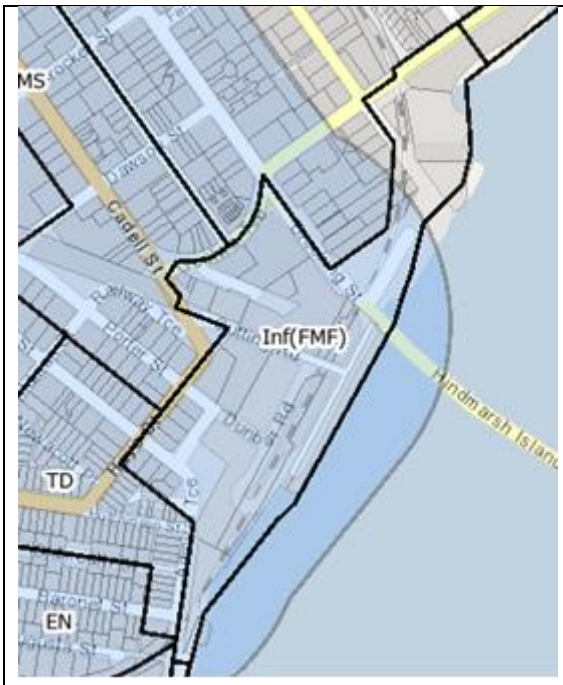



River Murray Flood Plain Protection Area

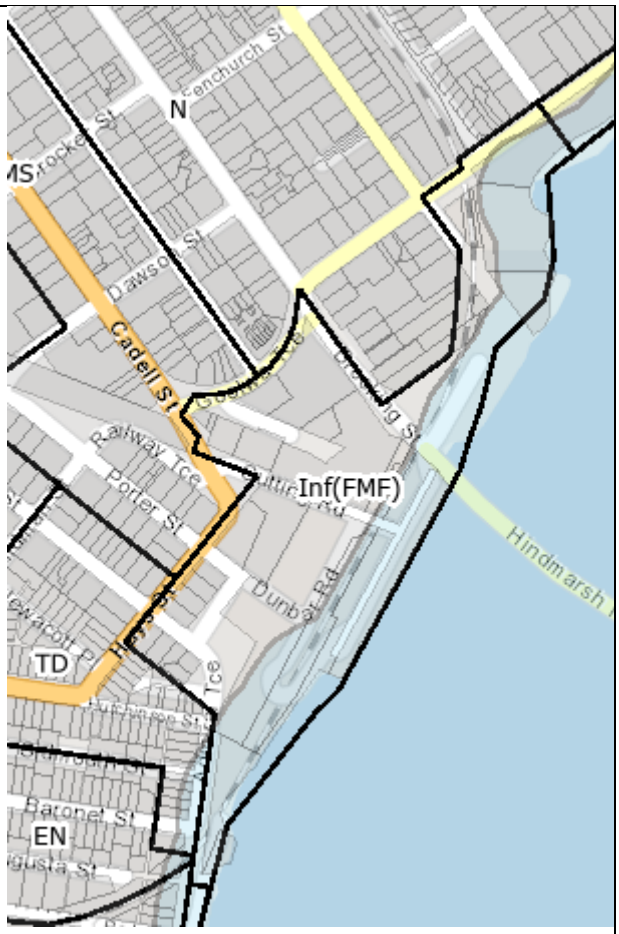
State Heritage Area




State Heritage Place




Traffic Generating Development




Water Resources

## ATTACHMENT C – PROPOSED CODE POLICY

The following Goolwa Wharf Subzone is proposed across the Affected Area:

### Goolwa Wharf Subzone

| Desired Outcome | |
|---|---|
| DO1<br>A diverse range of tourism, heritage, community, cultural, educational and river-related employment activities that complement, strengthen and reinforce the area's significance to First Nation's people and its importance as an historic railway and river port. | |
| **Performance Outcome** | **Deemed-to-Satisfy Criteria/Designated Performance Feature** |
| **Land Use and Intensity** | |
| PO 1.1<br>A vibrant mix of non-residential, community, cultural, entertainment, passive recreation and tourism development together with innovative river-related science and employment activities that celebrate the significance of the area for First Nation's people and its colonial importance as an historic river port and railway facility. | DTS/DPF 1.1<br>Development comprises one or more of the following:<br>(a) Community facility<br>(b) Function venue<br>(c) Office<br>(d) Outbuilding<br>(e) Recreation Area<br>(f) Restaurant<br>(g) Shop<br>(h) Tourism development<br>(i) Tourist accommodation |
| PO 1.2<br>Development occurs in clusters of related activities such as:<br>(a) entertainment, tourism and tourist accommodation<br>(b) river-related innovative science and employment activities<br>(c) community and cultural institutions<br>(d) restaurants and small-scale shops. | DTS/DPF 1.2<br>None are applicable |
| PO 1.3<br>Offices ancillary to the management and operational aspects of tourism development or community facilities. | DTS/DPF 1.3<br>None are applicable |
| **Built Form and Character** | |
| PO 2.1<br>Development reflects and strengthens the area's strong historical associations with colonial river trade and railways, and incorporates adaptive re-use of historic buildings that promotes their conservation and complements their prevailing historic values. | DTS/DPF 2.1<br>None are applicable |
| PO 2.2<br>Development is sympathetic to existing historic buildings through the use of complementary | DTS/DPF 2.2<br>None are applicable |

| | |
|---|---|
| building designs, shapes, materials and colours that are evocative of the area's history and physical relationship to the Lower Murray River. | |
| PO 2.3<br>Development includes hard and soft landscaping using locally indigenous species integrated with the retention of the Norfolk Island pine trees. | DTS/DPF 2.3<br>None are applicable |
| **Movement, Parking and Access** | |
| PO 3.1<br>Access points, parking facilities and open areas are developed in a way that is harmonious with the environmental and heritage values of the area. | DTS/DPF 3.1<br>None are applicable |
| PO 3.2<br>Development facilitates active and vibrant pedestrian and cycling connections between Cadell Street and key focal points including the historic river port, railway station and the natural environment of the Lower Murray River. | DTS/DPF 3.2<br>None are applicable |
| **Land Division** | |
| PO 4.1<br>Land division, including boundary realignments, supports:<br>(a) a range of tourist accommodation, tourist development, passive recreation, entertainment and community activities and river-related employment opportunities.<br>(b) the establishment of pedestrian and bicycle access between attractions within and adjacent to the zone. | DTS/DPF 4.1<br>None are applicable |
| **Advertisements** | |
| PO 5.1<br>Advertisements complement the scale of buildings and are not visually dominant within the locality. | DTS/DPF 5.1<br>None are applicable |
| PO 5.2<br>Large freestanding signs, animated or internally illuminated signs, and signs mounted above rooflines are not envisaged. | DTS/DPF 5.2<br>None are applicable |

## ATTACHMENT D – STRATEGIC PLANNING OUTCOMES

### 6.1 State Planning Policies

The State Planning Policies (SPPs) require that the Principles of Good Planning are considered in the preparation of any designated instrument, including a Code Amendment.

**SPP Key Principles**

There are 16 SPPs that include Objectives, Policies and Principles for Statutory Instruments (including the Planning and Design Code). The most critical SPPs in the context of this Code Amendment are:

| State Planning Policy (SPP) | Code Amendment Alignment with SPPs |
|---|---|
| ***SPP 3 – Adaptive Reuse***<br>*The adaptive reuse of existing buildings that enhance areas of cultural or heritage value, capitalise on exiting investment and/or contribute to vibrant and liveable places* | |
| ***3.1***<br>*Remove barriers and encourage innovative and adaptive reuse of underutilised buildings and places to inspire urban regeneration, stimulate our economy and unlock latent investment opportunities.* | The Goolwa Wharf area is currently the subject of a significant grant for the upgrading of open spaces, carparks and outdoor eating areas, landscaping, signage and shared paths, with a view to achieving the intent of the former policy area. A subzone which focusses on the tourism, visitor and community opportunities in the precinct would align more closely with the prudent use of these funds. |
| ***3.3***<br>*Repurpose, adapt and reuse historical buildings and places that recognise and preserve our state's history.* | A subzone focussing on the unique steam railway, riverboat trade and associated colonial buildings will provide opportunities for the revitalisation of heritage buildings and places which the zone alone does not, and give additional weight to the policies associated with the State Heritage Area Overlay. |
| ***SPP 7 – Cultural Heritage***<br>*To protect and conserve heritage places and areas for the benefit of our present and future generations.* | |
| ***7.1***<br>*The sensitive and respectful use of our culturally and historically significant places* | As Goolwa Wharf has numerous colonial historic buildings, a subzone which identifies the importance of the steam railway and riverboat trade in the establishment of this heritage can assist in development which achieves sensitive re-use of these buildings. |
| ***7.4***<br>*The appropriate conservation, continuing use, and as appropriate, adaptive reuse of our heritage places and heritage areas of value to the community.* | This location was of significance to First Nations' peoples and this should be acknowledged in any planning policy. In addition, given the relatively large number of colonial heritage buildings in an iconic riverside location, their adaptive reuse for community activities and facilities would be enhanced by the introduction of a subzone which focusses on its colonial industrial heritage. |

| | |
|---|---|
| ***7.6***<br>*The interpretation potential of heritage places and areas is enhanced to contribute to the economic and cultural sustainability of the state.* | The unique First nations' significance, colonial historic qualities and strategic location of the Goolwa Wharf lend themselves to interpretation, with the potential to be funded by the current grant. A subzone detailing these qualities will help facilitate such enhancements. |

## 6.2 Regional Plans

**The 30-Year Plan for Greater Adelaide – 2017 Update**

The key policies and targets of the 30-Year Plan for Greater Adelaide – 2017 Update which are most relevant to this Code Amendment are:

| **Regional Plan Identified Priorities or Targets** | **Code Amendment Alignment with Regional Plan** |
|---|---|
| *Heritage* | |
| *P33*<br>*Recognise the value that communities place on heritage and ensure that new development is implemented sensitively and respectfully.* | By focussing on the unique qualities of the aboriginal and colonial heritage of the Goolwa Wharf precinct, sensitive revitalisation and redevelopment will be facilitated. |
| *P35*<br>*Encourage the innovative and sustainable reuse of heritage places and older building stock in a way that encourages activity and entices people to visit*. | A subzone which identifies the unique heritage qualities of this precinct will allow for sensitive re-use and re-development, taking advantage of the significant funds currently available. |
| *The economy and jobs - Tourism* | |
| *P63*<br>*Provide for sustainable tourism development across Greater Adelaide by:*<br>▪ *protecting, enhancing and promoting the qualities that attract tourism and are of value to the whole community*<br>▪ *facilitating tourism-related developments such as restaurants, speciality retail, accommodation and other value adding activities*. | Whilst the *Infrastructure (Ferry and Marina facilities)* Zone concentrates of development associated with ferries and marinas, a subzone will allow for development associated with aboriginal cultural heritage and the iconic steam railway and riverboat activities and associated colonial built heritage, in a unique riverside location on the edge of, and with links to the township. |