

CABLE BEACH FORESHORE REDEVELOPMENT BUSINESS CASE

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# EXECUTIVE SUMMARY

The redevelopment of Cable Beach Foreshore represents a golden opportunity to expand Broome's peak season by stimulating commercial and tourism activation and transitioning one of our high-quality natural assets into a global drawcard.

This \$36.5 million, shovel-ready infrastructure project will unlock over \$10 million in private sector investment and support hundreds of jobs during and post construction.

Steeped in history, culture and natural wonders, Broome is one of WA's most significant tourist destinations both nationally and internationally. The region's premier attractor and one of Australia's most iconic beaches, the white sandy stretch of Cable Beach and its elevated foreshore area have a globally significant reputation and are core to why people visit the Kimberley region.

The Cable Beach Foreshore, located in Broome which attracts 269,000 visitors resulting in 1.9 million visitor nights per annum.

Importantly, the Cable Beach Foreshore is co-located within a wider tourism precinct that supports the \$191 million per year tourism economy in Broome. The success of surrounding hospitality, tourism and recreation services depends on the desirability of this tourism asset.

Government, community and industry stakeholders recognise that investment is required to achieve a greater conversion from visitor numbers to visitor spend in the district. The proposed redevelopment will increase the productivity of the asset and contribute to increasing Broome's traded economy by:

- Catalysing commercial investment opportunities in prime adjacent land holdings;
- Improving amenities for more significant events and visitor activation in Broome's shoulder seasons;
- Protecting the environmental integrity of the natural form; and
- Highlighting cultural connectivity with Yawuru.

# **REGIONAL BENEFITS**



S99 MILLION

**117 FTE JOBS** 

tourism activity

through increased

net present value



\$13.3 MILLION

direct additional

**174 FTE JOBS** 

during the

phase

construction

annual visitor

expenditure



\$10M+ PRIVATE INVESTMENT estimated to be leveraged



FORESHORE PROTECTION enhanced by buried seawall

A comprehensive planning process, which began with the Cable Beach Development Strategy in 2015 and foreshore master plan in 2017, has been informed by extensive engagement with community, visitors and businesses as well as the Broome Growth Plan which identified this redevelopment as a priority project. This has informed the design and staging priorities outlined in the business case to secure funding

The redevelopment of the Cable Beach Foreshore is the fundamental next step in the development of Broome's major precincts following the outstanding success of the Chinatown Revitalisation Stage One and Broome Town Beach projects. The Shire of Broome now has a proven project management track record of delivering quality results in budget. The Shire of Broome also has consolidated relationships with key government, community and industry stakeholders to partner in project delivery with significant local content outcomes.

Securing the required \$32 million co-investment for the Cable Beach Redevelopment to commence construction in 2020/21 presents a significant timing opportunity for government to lead and support a major regional infrastructure project in the COVID-19 economic recovery phase. This will also be able to leverage the upcoming investment and scheduled capital works at the Broome Surf Life Saving Club.

This infrastructure project will provide jobs, local business stimulus and community confidence following the severe financial impacts that the Broome community has faced with the necessary COVID-19 travel and social gathering restrictions over its peak 2020 tourism season.

redevelopment as a priority project. This has informed the design and staging priorities outlined in the business case to secure funding support from government. The redevelopment of the Cable Beach Foreshore is the fundamenta next step in the development of Broome's major precincts following t The project is more than business as usual and in much the same way as the redevelopment of waterfront areas in places such as Darwin and Cairns have positively changed these regions and people's perceptions of them, this game changing project is expected to afford Broome and the Kimberley a similar leap forward.

This redevelopment project was independently assessed to deliver significant and sustainable economic benefits through:

- · The expansion and redevelopment of the wider Cable Beach precinct, with the foreshore upgrades supporting \$10m+ private sector investment in new and expanded tourism accommodation and amenities;
- Greater levels of visitation and expenditure, especially through the shoulder seasons of March to May and September to November;
- Activation of the foreshore, particularly year-round and in the day and evening through the introduction of unique water play and recreation spaces;

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# **PROJECT ELEMENTS**

#### WATER PLAY

A high quality water play area will become a central tourism feature and drawcard for the region and will encourage visitation year-round.

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### COMMERCIAL **OPPORTUNITY**

A new site for commercial development will benefit from exceptional views to the ocean precinct; home to tourism, and could include a series of smaller tenancies and / or 'pop-up' traders to activate the equipment, public art and southern end of the promenade; creating a vibrant spaces. destination throughout the day and into the evening.

# THE PROMENADE

A promenade will enhance viewing area capacity, wayfinding and accessibility to the beach. It will link the site north to south, provide for universal access to the beach and better viewing of the beach environment.

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#### CABLE BEACH PLAZA

This will be the heart of the revitalised Cable Beach cultural and leisure attractions. such as play areas, exercise expanded passive recreation

- Increased visitor capacity as the result of transformational landform changes that will dramatically increase the ability to view the world-famous sunset over the Indian Ocean in addition to creating a substantial regional event space with an unparalleled back drop;
- · Improved connectivity and accessibility for visitors, including vehicles, elderly and disabled residents and children; and
- · Improved environmental sustainability, in particular a reduction in coastal erosion risks which impact the ability to retain the foreshore as an asset for tourism and residents.

#### 000 **TRAIL HEAD** PARK

New park spaces will create recreation and interpretive areas at the southern end of the foreshore. This will include educational and interpretive elements and recreation areas.

#### 0000000 CABLE BEACH PARK

Cable Beach Park will expand on the popular lawn amphitheatre space and provide greater opportunities for relaxing by the beach in a casual park. Significant landform changes will enhance the orientation and views from within the foreshore and neighbouring properties to ensure the world-class sunset view is maximised.

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### SEAWALL

Protection of this tourism asset will be undertaken through landscaping and the construction of a buried seawall.

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### THE ARRIVAL STATEMENT

A new entrance statement and improved wayfinding and pedestrian and vehicle infrastructure into the precinct will make cable beach foreshore a more inviting and desirable destination.

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### CONSOLIDATED **CAR PARK**

The relocation and consolidation of the drainage area will unlock large areas for activation and recreational uses while improving parking amenity and pedestrian movement to the beach.

### Planning for this project is well-advanced and there is strong support from residents and the business community. Securing funding will allow ground to be broken on this important project within approximately six months.

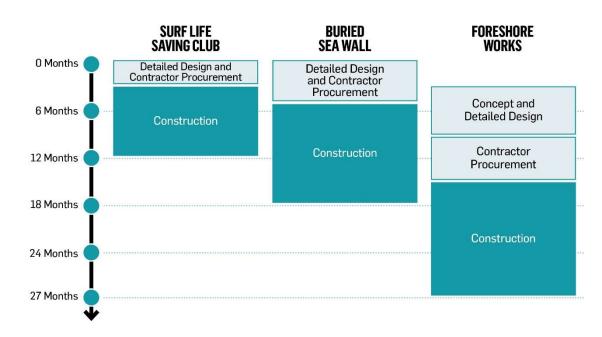
A total of \$36.5 million is required to complete this redevelopment project. Of this amount, the Shire of Broome has committed \$4.5 million in addition to \$351,000 for the new Broome Surf Life Saving Club (SLSC). The SLSC is a \$3.2 million project to upgrade the existing Shire of Broome asset and is being delivered in 2020/21.

The Shire of Broome will lead the delivery of this project; building on the successful first stages of the Town Beach and Chinatown projects.

The first critical step is the construction of the buried seawall. This construction activity is expected to commence within six months and immediately support local employment and businesses. During the construction of the seawall, detailed design and supporting engagement activities will be undertaken for the foreshore works. Upon the completion of the seawall, the foreshore works will commence and be constructed over a 12-18 month period.

Co-funding from other government sources equivalent to \$32 million will kick-start what it likely to be the most transformational tourism project in the Kimberley's history with expected growth in tourism contributing to the State's jobs and economic targets.

# TIMELINE



# 1. PROJECT SCOPE

# 1.1. PROJECT PURPOSE

The Cable Beach Foreshore Redevelopment Project (the project) represents an opportunity to transform the ageing tourism asset into a worldclass waterfront precinct.

Broome is an iconic Australian tourist destination, recognised both nationally and internationally, and it is the main regional centre in Western Australia's far north Kimberley region.

Broome's tourism economy is nationally significant and supports the wellbeing of hundreds of businesses and thousands of residents. Visitors are estimated to contribute nearly \$200 million per annum to Broome's economy; assisting to provide 3,900 employment opportunities<sup>1</sup>.

A crucial attractor is the Cable Beach Foreshore. This iconic waterfront location is a must-see attraction that draws tourists from all over the world and enables the local community to socialise and recreate.

A comprehensive planning process over the past five years identified a significant opportunity to transform this tourism asset to support increased tourism activity. By improving and expanding the foreshore's appeal and providing the amenities necessary to stimulate the growth of the local hospitality and tourism industries, it is envisaged that Broome will be further revitalised and its appeal as a place to visit, live, work and invest greatly enhanced. When the project is completed, Broome will also have a bustling revitalised Chinatown, and an improved waterfront community asset in Town Beach; creating a suite of revamped tourist attractions that will support new employment and economic opportunities.

This is particularly critical in current times as the 2019-20 bushfires and coronavirus crises have severely impacted the region's tourism sector. Investment is required to ensure the Kimberley remains a destination of choice for international and domestic tourists. Ensuring existing tourism assets are of a high quality is essential to maintain and grow the national market and provide some vital stability to the tourism sector.

This comprehensive planning process has identified a cost-effective project to redevelop Cable Beach Foreshore which will deliver significant economic and social benefits to support the sustainable transformation of Broome and contribute to the attraction of visitors throughout the Kimberley region.

The preferred project option was selected based on the five aims illustrated to the right.



<sup>&</sup>lt;sup>1</sup> Cable Beach Foreshore Redevelopment: Economic Evaluation (Urbis)

# 1.2. PROJECT BACKGROUND

# 1.2.1. Location and Role

The Cable Beach Foreshore is the setting for various beach activities and events such as camel riding, beach polo and concerts. It is also a popular place for 4WD vehicles which access the northern beach via a roadway through the foreshore.





Source: Cable Beach Foreshore Masterplan – Design Report, 2017

Cable Beach is traditionally known as Walmanyjun by the Yawuru native title holders. This name is derived from the Bugarringarra when the creative forces shaped and gave meaning and form to the landscape, giving language to the people in those landscapes, and creating protocols and laws for living in this environment (Yawuru Registered Native Title Body Corporate, 2011).

Whilst the natural amenity is the major drawcard of Cable Beach, the foreshore includes a range of existing amenities which facilitate use of the beach and foreshore area by local and visitor users, including (but not limited to):



**Public amenities** such as grassed areas, footpaths, viewing areas, shaded seating, public furniture and playground facilities



**Beach access** for pedestrians and vehicles



*Car parking* across two major areas



Zanders Restaurant which offers takeaway and dining options



**Broome Surf** Life Saving Club which is undergoing redevelopment commencing in 2020.

The foreshore is co-located within a wider area that includes residential dwellings, visitor accommodation and limited pubs / bars / restaurants. The major adjacent land areas are:

- **Broome Camp School** this is operated by the Department of Education on approximately a 4.1 ha site overlooking the beach and northern end of the foreshore;
- **Cable Beach Club Resort and Spa** this iconic resort overlooks the foreshore, Indian Ocean and Broome Camp School, and includes the Sunset Bar which includes a seating area (on leasehold) within the foreshore (approximately 16.6 ha total area including site east of Millington Road); and
- Numerous vacant sites sites exist to the south-east, south and east of the foreshore, including a significant coastal lot Yawuru are planning for additional visitor accommodation and amenities.

This project has engaged with surrounding businesses and land owners at numerous stages in the planning, design and business case preparation processes to ensure that private sector investment is enhanced by this project.



Source: Urbis

# 1.2.2. Project History

The Shire has undertaken numerous planning studies for the Cable Beach precinct over many years. Since 1998, all of these studies have visualised the area as predominantly a tourist precinct, establishing objectives, strategies and actions to guide development throughout the area.

Key milestones are summarised below.

1998- 2004	Options to enhance the Cable Beach precinct and foreshore explored Community consultation undertaken Range of planning and strategy documents produced	A constant of the second of th
2015-16	Cable Beach Development Strategy prepared Identified key opportunities and constraints Provided recommendations for concept planning and master planning	Image: State Stat State State S
2017	Cable Beach Foreshore masterplan developed The master plan was developed through community and stakeholder consultation and publicly advertised.	Entertier entertier heter Inder Erner Inder Erner
2018	Technical studies undertaken to ensure Cable Beach foreshore redevelopment project had no fatal flaws from an environmental, engineering, geotechnical and cultural point of view.	
2019-20	<ul> <li>Business case process assessed:</li> <li>Need</li> <li>Staging options</li> <li>Economic and social benefits</li> <li>Stakeholder feedback</li> <li>Implementation requirements</li> </ul>	

### 1.2.3. Project Need

To support the resident population and visitors to the area, Broome accommodates a variety of public amenities and services within three key areas – Chinatown, Town Beach and Cable Beach. Investment in these three precincts within Broome are identified as projects in the Broome Growth Plan.

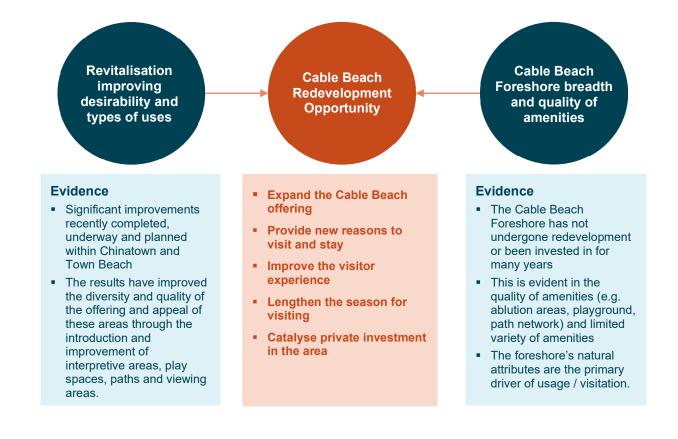
Engagement activities undertaken over the past five years (see Section 1.5) recognised numerous challenges and opportunities for the Cable Beach Foreshore.

The Cable Beach Foreshore was recognised to have a significant opportunity to expand its offering and support increased tourism throughout the region. In particular, it has an opportunity to leverage the significant appeal of the natural features of the beach, sunset viewing areas, its scale and co-location with hotels and resorts; and introduce new reasons to visit and dwell in the foreshore area (in both peak and non-peak season).

There are however challenges that need to be overcome such as the current quality and variety of tourism amenities and the capacity of events spaces.

Furthermore, a key consideration which underpinned the development of the Cable Beach Foreshore Masterplan was the need to protect the Cable Beach Foreshore from coastal erosion. The draft Coastal Hazard Risk Management and Adaptation Plan (CHRMAP) identified the Cable Beach Shoreline as being at extreme risk of erosion and almost certain to be impacted in the coming decades. Mitigating this risk was a critical component to evaluating and choosing the preferred project option.

Moreover, there was an identified need to leverage the investment in the construction of the new Broome Surf Life Saving Club which is expected to commence within the next six months.



A review of waterfront areas across Australia found that all levels of government have and are investing significantly in redeveloping waterfront areas. Outside metropolitan areas, there is significant investment throughout Queensland that has been undertaken and is planned (e.g. Cairns, Port Douglas, Townsville, Rockhampton / Yeppoon, Gladstone etc.). Within Western Australia, waterfront areas such as Busselton, Albany, Esperance and Bunbury have (and are) undergone significant transformations.

Significant investments have driven increased tourism levels (see Section 3) as they have introduced a wide variety of amenities such as water play, youth and adult recreation spaces, dedicated place management resources and art and interpretation spaces. The Cable Beach Foreshore master planning process explored opportunities to introduce these elements to the foreshore.



Water play

A clear trend is the introduction of water play into design to build opportunities to interact with water all-yearround, including the introduction of lagoons and interactive play areas



Youth and adult play

Multi-generational play spaces that cater to toddlers up to teens and adults are being introduced to activate areas, including skate parks, rock climbing, exercise areas and adventure parks



Place management

A rolling events calendar, activation initiatives and tourism services are a must have for popular waterfront areas



Art and interpretation

Redeveloped waterfronts are being designed to tell a story and create an authentic experience (and are purposefully photogenic to support branding)



# 1.3. PROJECT DESCRIPTION

# 1.3.1. Project Overview

The Cable Beach Foreshore Master Plan built on the work undertaken for the Cable Beach Development Strategy and an iterative process of community consultation, technical advice and concept design tasks.

The preferred master plan concept identified a need for the following.

- **Tourism, cultural and leisure attractions**, such as unique water play areas, exercise equipment, public art and expanded passive recreation space;
- Commercial / small business opportunities within a formalised area between Zanders Restaurant and the Broome Surf Life Saving Club;
- New and improved public amenities, such as shaded areas, furniture and BBQ facilities;
- **Reconfigured carparking and drainage areas**, including the relocation of the northern car park to create an expanded public realm area and an increase in parking bays;
- Protection of environmentally and culturally sensitive areas through landscaping and the implementation of seawall protection measures;
- Landform changes that enhance the orientation and views from within the foreshore and neighbouring properties; and
- *A promenade* that will enhance viewing area capacity, wayfinding and accessibility to the beach.



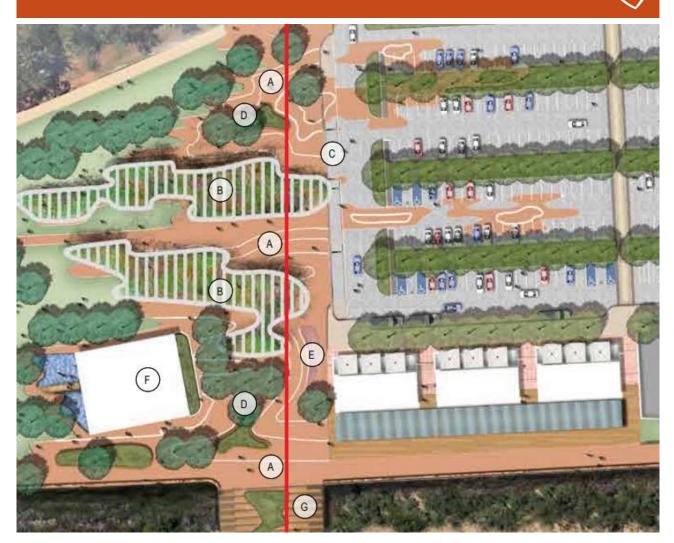


Building on the master plan, consultation and analysis undertaken as part of the business case process identified nine complementary elements that form the Cable Beach Foreshore Redevelopment Project.

The Arrival Enable greater visitation through wayfinding and improved pedestrian and vehicular movements into the precinct.	Consolidated Car park Unlock large areas for activation and recreational uses while improving parking amenity and pedestrian movement to the beach.	<b>Cable Beach Plaza</b> Create a new urban public space that will be the heart of the Cable Beach precinct.
Cable Beach Park Transform the existing amphitheatre area and old car park.	Commercial Opportunity Create new space to capitalise on the underutilised elevated lawn area overlooking the beach.	The Promenade Link the site north to south, provide for universal access to the beach and enable comfortable viewing of the beach environment.
Trail Head Park	Sea Wall	Water Play
Create recreation and interpretive areas at the southern end of the foreshore.	Protection of this tourism asset will be undertaken through the construction of a buried seawall.	Introduce a premier water play area as a central tourism feature and all-year drawcard.
		1. THE ARRIVAL
	3 CABLE BEACH PLAZA	7. TRAIL HEAD PARK
4. CABLE BEACH 6TI	PARK 5. COMMER OPPORTUN	
		A Constant of the second se

Source: Cable Beach Foreshore Masterplan – Design Report, 2017

## **Cable Beach Plaza**



#### Source: Cable Beach Foreshore Masterplan – Design Report, 2017

Cable Beach Plaza will create stimulating and welcoming urban space that will create an iconic entry to this world class beach. Secondary to the beach itself, it will be the heart of the revitalised Cable Beach precinct. Key features are noted below.

- New paving, preferably of Kimberley Sandstone. This may be in an artistic meta-graphic in collaboration with Yawuru artists;
- New amenities such as seats, bins, drink fountains and views permeating the entire plaza experience;
- Large shade structures to provide shelter, lighting and enable markets and informal events;

- A designated drop off area for buses and 'kiss and ride' for families;
- New tree plantings and raised planters for seating;
- New play spaces potential inclusion of water play;
- Screening to Zanders southern utility area and improved interface with public realm to the east and west and upgraded entrance; and
- Generous stairs to the beach incorporating seating terraces and a central planting bed.

# **Cable Beach Park**

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#### Source: Cable Beach Foreshore Masterplan – Design Report, 2017

#### Cable Beach Park

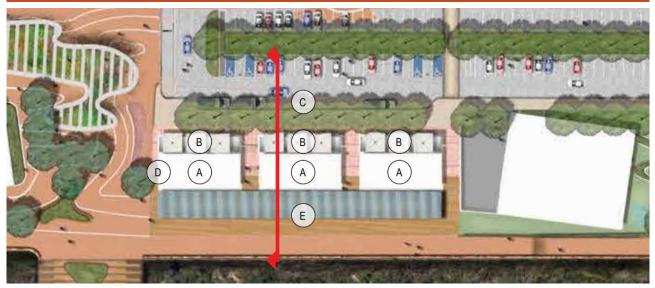
Cable Beach Park will expand on the popular lawn amphitheatre space and provide greater opportunities for relaxing by the beach in a casual park setting. The park can also create spaces to deliver Yawuru tourism activities, which can be explored in the detailed design phase, and will celebrate Broome's Aboriginal heritage and can provide opportunities for Yawuru employment and well-being. The park will:

- Provide for events such as Shinji Matsuri and larger through the retention of the broad open lawns and include a stage and new servicing;
- Reclaim the existing northern car park area for the park extension;
- Include clumps of new plantings to provide shade whilst allowing vistas west to the ocean;

- Include new playground areas (potentially large or iconic water play);
- Create picnic nodes with shade structures, BBQs, seating areas and associated amenities;
- Re-grade the open space out to face the ocean, allowing key views to be seen from this space, and provide universal access down to the beach;
- Retain the existing 4WD access and enable events servicing (in the event the road is closed, the park will be largely unchanged); and
- Upgraded entrance to Zanders Restaurant with expanded water feature.

### **Commercial Opportunity**





Source: Cable Beach Foreshore Masterplan – Design Report, 2017

The existing raised lawn and vegetated terraces to the north of the existing surf club present an opportunity to sleeve in some new commercial development. The elevated position of this site will deliver exceptional views to the beach, ocean and horizon.

It is envisaged that a series of smaller tenancies would occupy appropriately designed structures to activate the southern end of the promenade, provide retail diversity and greatly assist in creating a vibrant destination throughout the day and into the evening. In the short term this location could be utilised to explore temporary short term 'pop-up' traders and activation opportunities. It is acknowledged that there is sensitive vegetation in this area, which is proposed to be protected and retained where possible. Furthermore, this will create opportunities for interpretive elements associated with the Monsoonal Vine Thickets and connect this area to the Trail Head Park.

Additionally, new toilet amenities will be incorporated under the northern development and verandas, lighting and furniture will activate the promenade.

# Promenade



At an iconic location such as Cable Beach, visitors are always naturally drawn to the edge. With some of the best sunset viewing in the world, the promenade creates a generous liner space that can facilitate large numbers of visitors and enables lingering and appreciation of the views. The promenade will include.

- A wide, paved area of quality materials to facilitate promenading north and south and lingering to enjoy the view;
- A generous balustrade to linger, lean and enjoy the views;
- Universal access down to the beach at the northern end; and
- Lighting to encourage night-time activation and visitation beyond sunset will be implemented the length of the promenade; and
- Definition to the interface between beach / dune and foreshore precinct.

A significant component of this project is the proposed change to the landform of the foreshore to better enable views to the Indian Ocean and the famous sunset. Currently views of the sunset are limited to the northern section of the foreshore however civil works will re-grade the central area of the foreshore to enable wider views and support greater levels of visitation in peak times and create a regional event space with an unparalleled backdrop . The following



Figure 23. Existing view from area adjacent to Sunset Bar - NTS



Figure 24. Proposed view from area adjacent to Sunsets Restaurant. The re-grading of this area will dramatically increase views to the ocean - NTS images illustrate the proposed re-grading.

#### Source: Cable Beach Foreshore Masterplan – Design Report, 2017



Image 17. BEFORE: Photo of current car park area without ocean view



Image 18. AFTER: Photo-montage representing the aims of the design proposal to convert the car park into large open foreshore park with ocean views.

Source: Cable Beach Foreshore Masterplan – Design Report, 2017

# **Trail Head Park**





#### Source: Cable Beach Foreshore Masterplan – Design Report, 2017

New park spaces are proposed at the southern end of the foreshore provide an alternative beach experience that takes advantage of the nearby car park. The improvements are expected to deliver the following opportunities.

- Visitors that may wish to picnic in close proximity to their cars or caravans can enjoy and open park space that includes shaded lawn areas, BBQs, picnic settings, drink fountains and associated amenities.
- New, sheltered lookout platforms are proposed to experience the spectacular southern view towards Gantheaume Point.
- The space also forms a 'trail head' to the Lurujarri and Minyirr walk trails that connect thorough to Minyirr Park and will include educational and interpretive elements describing the cultural and environmental significance of the park.
- Generous stairs are proposed to improve pedestrian beach access and incorporate terraces to provide seating opportunities.
- A shared access path is proposed at a grade that is DDA compliant to also enable allabilities pedestrian and surf club vehicle access to the beach.

## Sea Wall

The coastal risks affecting Cable Beach Foreshore were identified through a Coastal Hazard Risk Management Adaptation Planning Process, which was formally adopted by the Shire of Broome Council in 2017. This identified the potential for 30m of erosion of the coastal dune at Cable Beach from a 1 in 100-year storm, with shoreline erosion back to the point of Zanders Café and the Surf Club. Shire infrastructure including beach access, coastal pathways, foreshore reserve and landscaping would all be severely impacted or lost in this event.

In 2019, a geotechnical investigation explored a range of coastal protection measures for the Cable Beach Foreshore (Appendix F). An assessment of coastal erosion risks identified an initial concept for a buried seawall option to mitigate these risks.

A low crested, buried rock revetment design option was recommended. It retains the visual amenity of the beach and limits adverse impacts on the beach though it encroaches further into the foreshore footprint by being setback into the toe of a high dune.

Detailed design will further refine the design option and address environmental and cultural considerations (e.g. the monsoon vine thickets). This detailed design can be undertaken separately to the landscape detailed design if required.

# Water Play



Source: William Debois (Gladstone East Shores)

Water play features are increasingly popular tourism attractors and are focal points for major tourism destinations such as Darling Harbour, Elizabeth Quay, Cairns Waterfront and Darwin Waterfront. They are year-round attractions that have been instrumental to supporting increased tourism activity.

Given the presence of Irukandji and box jellyfish in the wet season in Broome and the impact on the attractiveness of Cable Beach as a destination during this period, the water play element will create additional opportunities for tourism operators during the non-peak season. It will also provide a safe environment for family entertainment against the backdrop of the sunset and supporting events and activities held at the foreshore.

A water play space is identified in the master plan to be delivered within the Cable Beach Park precinct. To ensure that a premier water play feature can be delivered as part of this project, an investigation and initial cost estimate was undertaken to support the business case (Appendix E). Detailed design will further refine the features of the water play area.

# The Arrival





#### Source: Cable Beach Foreshore Masterplan – Design Report, 2017

The Cable Beach Foreshore entry statement is underwhelming for this significant visitor asset. The arrival will be enhanced by the following improvements.

- New plantings along Cable Beach Road West and Sanctuary Road to create a lush green, tropical welcoming aesthetic, whilst also providing much needed shade to pedestrians and cyclists;
- A new public art feature in the roundabout to highlight the precinct day and night;
- Extensive formal plantings between Cable Beach Road West and the carpark to create informal landscape spaces;
- Simplified vehicle entrance and carpark;
- A new pedestrian footpath to the south of the carpark to enable pedestrians to walk to the beach without traversing through the car park; and
- Artistic entrance statement acting as threshold to the foreshore precinct.

# **Consolidated Car Park**





#### Source: Cable Beach Foreshore Masterplan – Design Report, 2017

With the infilling of the drainage basin, there is an opportunity to consolidate parking into one area and provide the following.

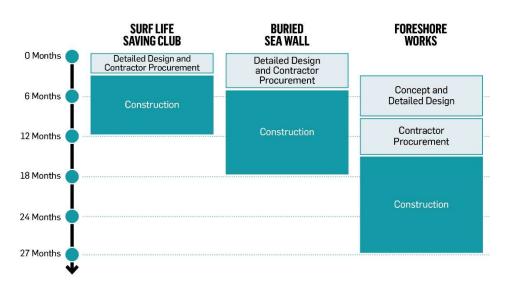
- A realigned entry road leading directly to the Surf Club and beach with road geometry to cater for larger vehicles;
- New raised pedestrian paths through the car park to the beach that also provide traffic calming function;
- Drop off area for buses, taxis and the public;

- Service access for the Surf Club and commercial areas;
- Parking for 480 cars (existing capacity ≈400);
- Designated trailer (caravan) parking bays;
- Designated motorcycle bays;
- 4WD preparation bay for use before and after accessing the beach;
- Retention of existing canopy trees; and
- Extensive new plantings to soften the aesthetic and provide shade.

# 1.3.2. Milestones / Staging

The first critical step is the construction of the buried seawall. This construction activity is expected to commence within six months and immediately support local employment and businesses. During the construction of the seawall, detailed design and supporting engagement activities will be undertaken for the foreshore works. Upon the completion of the seawall, the foreshore works will commence and be constructed over a 12-18 month period. Alongside this, the Broome Surf Life Saving Club is expected to begin construction within 3-4 months.

The key milestones are identified below. A more detailed timeline will be developed on completion of the project plan following a funding decision.



#### Table 1 – Proposed Milestones / Staging

### 1.3.3. Project Approvals

The following table outlines the status of approvals that are required to deliver this project.

#### Table 2 – Project Approvals

Approval		Description / Status		
	Planning	The Shire of Broome has the authority to undertake these works and does not need to seek planning approval.		
		Relevant State Government planning policies will need to be considered and feedback sought in some cases (e.g. SPP 2.6 Coastal Planning).		
P	Building	Building approval will be sought for any structures in the site.		
Ø	Environmental	Any investigative or construction works that may impact threatened ecological species will require DER approvals and clearing permits.		
Q	Native Title / Indigenous Heritage	Section 18 to be required on sites where impact of Aboriginal sites of significance is unavoidable.		
		Consultation with Yawuru to be in line with the Yawuru Cultural Management Plan and Cable Beach Foreshore Masterplan.		
莽	Cultural Endorsement	Adoption of any public art works or interpretation will require the endorsement of an agreed cultural and community advisory body.		

# 1.4. POLICY AND STRATEGIC FRAMEWORK

The project is expected to increase visitation and local expenditure, increase tourism appeal, protect the environment and built assets and deliver a range of amenity improvements that will lead to improved health outcomes, skills development, vibrancy and better access and linkages throughout the area.

As business opportunities expand, the associated increase in employment opportunities will underpin the strength of Broome and the wider area as a place to live.

The project was identified as an outcome of region-wide initiatives to grow tourism and take advantage of the Kimberley's natural beauty (Kimberley Regional Investment Blueprint and Broome Growth Plan). This project also importantly aims to support the community's objectives which are identified in the Shire of Broome's Strategic Community Plan. The project's specific alignment to strategies and policies is detailed in the table below.

The project has been additionally defined based on wide stakeholder engagement and aligns with objectives of numerous organisations not listed below such as Cruise Broome and Australia's Northwest.

#### Table 3 – Policy Alignment

Body / Organisation	Policy	Alignment			
Department of Premier and Cabinet	Our Priorities: Sharing Prosperity (2019)	Announced in February 2019, the Our Priorities program consists of six key outcome areas and 12 priorities / targets. The targets set are ambitious and will require a sustained focus by the State Government.			
		Of relevance, the program proposes the creation of 150,000 additional jobs between mid-2017 and mid-2024, including 30,000 jobs in regional Western Australia.			
		As noted in Section 3, this project will support job creation through the construction phase and following the completion of the project within the tourism sector.			
Department of Primary Industries and Regional Development	Strategic Intent 2018-21	<ul> <li>Key relevant strategic priorities include:</li> <li>Regional opportunities to drive economic growth, job creation, local capability and social amenity through, for instance, strategic government / private sector co-investment; and</li> <li>Enabling environment such as through unlocking and de-risking land and water resources.</li> </ul>			
Tourism WA	Broome Tourism Strategy (2014)	<ul> <li>This strategy included a priority for significant improvements in terms of experience, infrastructure and product for the tourism sector. Areas identified for improvement in the strategy which are addressed by the project are:</li> <li>More activities on the beach;</li> <li>A greater variety of restaurants and small bars;</li> <li>Water park or safe swimming area;</li> <li>Make Broome more attractive for families; and</li> <li>Improve wet season experience.</li> </ul>			
Department of Premier and Cabinet	Diversify WA (2019)	Diversify WA identifies six priority sectors in which Western Australia has a competitive advantage and where there are significant growth and diversification opportunities. The relevant priority sector is tourism, events and creative industries.			

Body / Organisation	Policy	Alignment
Kimberley Development Commission	2036 and Beyond: A Regional Investment Blueprint for the Kimberley (2014)	<ul> <li>The Kimberley Regional Blueprint is an aspirational plan to guide and shape development in the Kimberley to 2036 to achieve:</li> <li>A population of 92,000 by 2036; and</li> <li>34,000 new jobs, including 19,000 for Aboriginal people.</li> </ul> The development of the project will help the Kimberley toward its vision for the future; improving local amenity and infrastructure, conserving iconic natural environment, and in turn benefiting the tourism industry.
Broome Future Alliance	Broome Growth Plan (2017)	Taking place at a crucial point in Broome's economic development, the Growth Plan brought together the town's various stakeholders to develop a unified vision and plan for the future. The project focused on assessing the underlying rationale, identifying the best opportunities to attract business, investment and a skilled workforce, as well as positioning the local community and economy to realise these aspirations. Tourism formed one of the key four focus areas for growth and development of Broome. This was supported by a need to better activate tourism precincts such as the Cable Beach area.
Shire of Broome	Coastal Hazard Risk Management and Adaptation Plan	The Shire of Broome has undertaken development of a Coastal Hazard Risk Management and Adaptation Plan (CHRMAP) to provide strategic guidance on coordinated, integrated and sustainable management of coastal areas identified as being at risk of coastal erosion and inundation in current and future planning periods. Cable Beach and associated tourism infrastructure was identified as a key coastal compartment to be protected due to the value to Broome's economy.
Shire of Broome	Strategic Community Plan (2017-27)	<ul> <li>The Broome Strategic Community Plan 2017-2027 is a 10-year plan to guide the development of the Shire of Broome community. The Plan recognises the challenges facing, and community aspirations of, the region. The project aligns with the economic and social objectives noted in the plan. Namely, this project supports:</li> <li>Improving public amenities and services to satisfy community needs;</li> <li>Improving access to safe community spaces;</li> <li>Increasing participation in recreation and leisure activities; and</li> <li>Enabling economic diversity and growth.</li> </ul>
Shire of Broome	Shire of Broome Corporate Business Plan 2019-2023 (2018)	The Shire's Corporate Business Plan outlines the actions required to address the strategies contained within the Strategic Community Plan. The plan covers operations and prioritisation to guide the Shire's resource allocation. Amongst the actions outlined in the plan is: 'To implement the Cable Beach Development Strategy within resource capabilities.' The Capital Program allocates funding for the Cable Beach Foreshore project.
Shire of Broome	Cable Beach Development Strategy (2016)	<ul> <li>Preceding the Cable Beach Foreshore Master Plan was a detailed analysis of opportunities within the wider Cable Beach precinct as part of the preparation of the Cable Beach Development Strategy (the strategy). The strategy identified a range of opportunities for the area, such as: <ul> <li>Increased support for events;</li> <li>Expansion of tourism offerings and operators;</li> <li>Increased support for alternative commercial options;</li> <li>Activation of undeveloped land;</li> <li>Improved access to the beach; and</li> <li>Greater cultural connections.</li> </ul> </li> <li>The strategy identified a range of recommendations through a concept planning tasks and these have informed the foreshore master planning.</li> </ul>

# 1.5. STAKEHOLDER ENGAGEMENT

The Shire of Broome has taken a collaborative approach to stakeholder engagement. With this in mind the Shire has sought to include key stakeholders in the decision making process throughout the past five years.

Many revitalisation plans fail due to their inability to engage with those who are required to provide the capital funding, those who will invest in the activation of the area from economic, civic and social perspectives and those that need to be drawn to the site on an on-going basis to make it viable.

The Shire of Broome therefore sought to encourage participation in decision-making processes throughout the development of Cable Beach Development Strategy, Cable Beach Foreshore Master Plan and the preparation of this business case.

The Shire utilised a range of mechanisms to target a broad cross-section of the community to both engage and then inform residents, incorporated associations, community groups and business and industry stakeholders. The key elements of this approach have included:

- Establishing a Stakeholder Working Group (SWG) and a Shire Officers Group (SOG) that met at key points in the master plan development;
- One-on-one meetings with landowners and other key stakeholders including the Broome Surf Lifesaving Club, Yawuru and Cable Beach Resort;
- An online survey<sup>2</sup>;
- A photo competition;
- A 'come and chat' morning at Cable Beach where the general public could share what they liked, or did not like, about the area;
- · Workshops throughout the business case development; and
- Public advertising of the master plan.

Groups represented in this process included Nyamba, Buru Yarwuru, Shire of Broome, Kimberly Development Commission Dinosaur Coast Management Group, Environs Kimberly, Cable Beach Surf Club, accommodation providers, and community individuals, as well as a number of other groups.

The purpose and outcomes of engagement undertaken as part of the business case are appended to this business case (Appendix A) and summarised below.



<sup>&</sup>lt;sup>2</sup> 17 responses were received to the online survey.

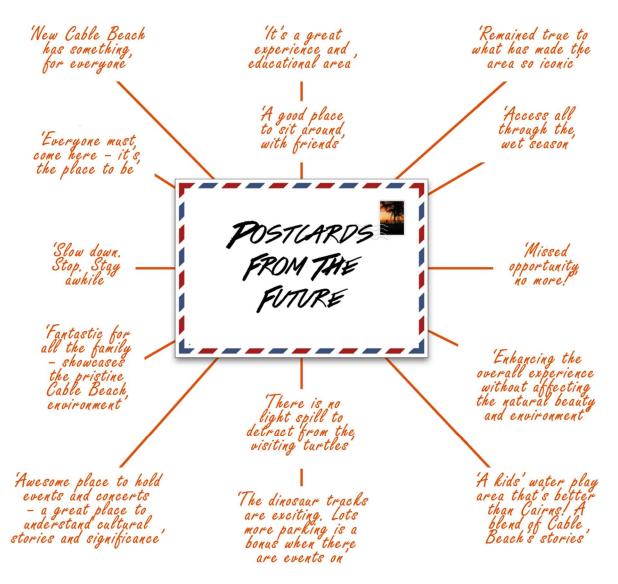
Commercial development and the parkland-related Master Plan components were clearly identified by participants as the most likely to produce benefits/opportunities for Cable Beach and Broome.

A family/activated area (such as a water park) was the most highly ranked outcome, followed by an increase in visitor numbers; a boardwalk supporting smaller-scale businesses; interpretation and linkages to the stories of Cable Beach; and event/function space

The results reflect the outcomes of the 'Postcards from the Future' qualitative exercise undertaken during the stakeholder workshops, in which the following factors were raised:

- Telling of authentic, local stories;
- · Maintenance of Cable Beach's iconic characteristics; and
- Support for open grassed areas and improvements to food/beverage outlets.

This engagement has allowed these key stakeholders to take joint ownership of the masterplan's design and vision and quantify the impacts that a redeveloped masterplan has on their existing business and aspirations for growth and new ventures.



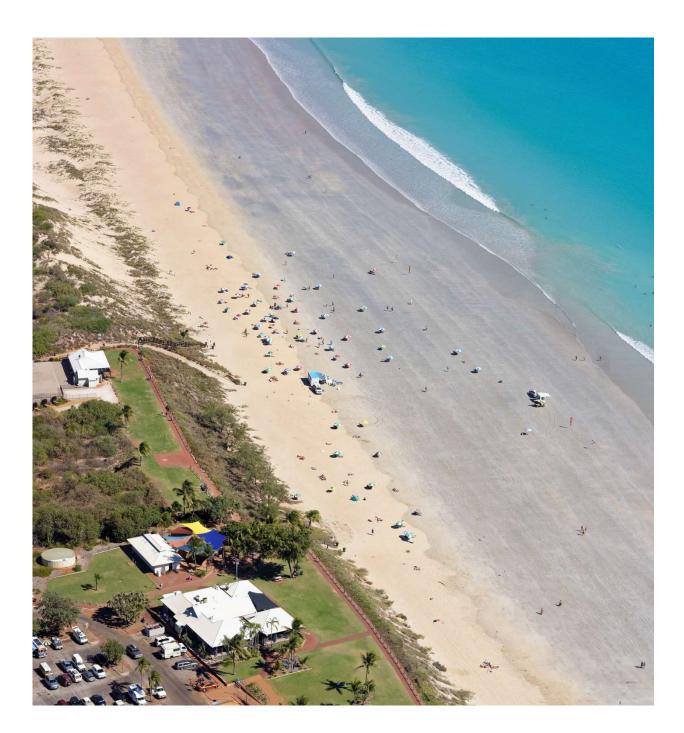
Source: Cable Beach Workshop Outcomes Report (November 2019)

# 1.6. CRITICAL ASSUMPTIONS

There are a range of critical assumptions underlying the project which are summarised below.

The risk management register and implementation plans that form part of this business case were developed to help alleviate and mitigate risks associated with these critical assumptions (see Sections 5 and 6).

- The project is expected to receive ongoing wide-spread community and key stakeholder support.
- The project receives required statutory approvals.
- The project encourages private sector investment in neighbouring properties and throughout the local tourism industry.
- The Shire of Broome will be responsible for the sustainability and maintenance of the Cable Beach Foreshore and therefore no further non-Shire funding is required for the future maintenance of the project.
- The detailed design phase will refine the project within the identified budget.
- Enhanced spaces will increase the capacity for visitation, tourism services and events.
- The project will receive required funding.



# 2. OPTIONS ASSESSMENT

# 2.1. OPTIONS ANALYSIS

# The Shire of Broome and its consultant team undertook a detailed and iterative options assessment to inform the development of this project over the past five years (as illustrated in Section 1.2).

The master planning phase entailed numerous concept option workshops and reviews to arrive at an optimal project option for the Cable Beach Foreshore. This analysis considered numerous options for sub-projects and works to enhance this tourism asset (Appendix D).

Further to this, the geotechnical investigations explored three coastal protection options in detail and recommended a preferred option that best balances social, economic and environmental outcomes, implementation risks and cost (Appendix F).

Given the considerable background work which explored numerous project options, the business case development process explored a range of staging options with the intent to identify a preferred first stage of the project if sufficient funding was not available to complete the entire set of works (Appendix B).

The critical consideration underpinning the staging options assessment was the need to protect the foreshore from coastal erosion which is almost certain to occur in the future. A seawall, which can be constructed in its entirety or in two separate stages, was therefore considered a major requirement for the project.

A summary of the shortlisted staging options considered is detailed below. The intention is for all components of the project to be completed eventually, however the staging options assessment explores which should be completed as this first stage if sufficient funding is not available.

•	
Option	Description
Option A	All components identified in the master plan and the buried seawall option.
Option B	All components identified in the master plan excluding elements in the Cable Beach Park precinct (i.e. landform changes to terrace / amphitheatre area, changes to 4WD access track, additional furniture / shaded areas / BBQ areas). Partial seawall to be constructed for area between Zanders and SLSC.
Option C	All master plan components excluding Cable Beach Park (as noted above) and Trail Head Park (exercise park and interpretive walk trails). Lower spend on arrival and promenade improvements than noted in master plan. Partial seawall to be constructed for area between Zanders and SLSC.

#### **Table 4 - Staging Options Descriptions**

Source: Cable Beach Foreshore Redevelopment: Staging Options Assessment (November 2019)

This options assessment qualitatively tested each of the options using a Multi-Criteria Decision Analysis (MCDA) framework. A standard feature of any form of multi-criteria analysis is a scoring assessment. For this study, each option was scored on a scale of one to five against the following factors considered most relevant.

- Economic / social impact the expected construction phase and ongoing economic, employment and community benefits.
- Asset protection the impact on the protection of the foreshore area and surrounding assets and benefits to weather and climate related costs.
- Funding priorities alignment the alignment to the objectives and priorities of potential funding partners.
- Stakeholder priorities alignment the alignment to the priorities of core stakeholders.
- Constructability opportunities the implications for cost and other efficiencies during the construction phase.

#### **Preferred Option**

The assessment identified Option One as the preferred option based on the adopted decisionmaking criteria. This option is expected to deliver the most significant economic benefits, ensure the protection of the foreshore and adjacent community infrastructure, and result in significant efficiency benefits compared to the other staged options.

The preferred option has the highest cost estimate at approximately \$36.5 million. As such, a cost-weighted scoring approach found that option three should be explored as a potential first stage if sufficient funding is not available.

The following table summarises the scoring for each option (see Appendix B for more information).

#### Table 5 – Staging Options Scoring Findings

Option	Description	Economic / Social Impact	Asset Protection	Funding Priorities Alignment	Stakeholder Priorities Alignment	Constructability Opportunities	Indicative Cost	Total Weighted Score (/55)
Option A	All master plan components including seawall	5	5	4	4	5	\$36.5m	51
Option B	All master plan components excluding Cable Beach Park Partial seawall	4	3	4	4	4	≈\$29m	42
Option C	All master plan components excluding Cable Beach Park, water play and Trail Head Park Lower spec arrival and promenade improvements Partial seawall	3	3	4	4	4	≈\$20m	39

# 2.2. IMPACT OF DELAYING PROJECT

The Cable Beach Foreshore Redevelopment is critical to the ongoing attractiveness and viability of Cable Beach as a tourist attraction and community asset. Delaying or not undertaking the project carries a number of potential costs and risks.

The costs and risks of delaying the project are summarised below.

- Loss of Major Events: Cable Beach hosts a number of important events which attract tourists and residents to the town of Broome and to the Cable Beach precinct (see Appendix C). Degrading existing infrastructure and a lack of infrastructure in line with current visitor expectations has potential to result in the loss of these events from the Kimberley region altogether. Keeping these events is a key driver for tourists and visitors to Broome, and their loss would have significant impacts on businesses in the town.
- **Environmental Degradation**: The lack of coastal protection initiatives will increase the risk of coastal inundation, loss of habitat to native flora and fauna, as well as potential damage to investments in the immediate area which will result in high maintenance and remediation costs.
- Loss of Activation: A lack of investment in the Cable Beach precinct will allow infrastructure degradation to continue, and provide an increasingly poor visitor experience for tourists and local residents. Once visitor numbers decline significantly it will be difficult and expensive build them up again, whereas if the foreshore precinct is regenerated while visitor numbers are reasonably high, the attractiveness of the revitalised precinct will be promoted by the existing visitors.
- **Reduced Business Activity and Employment Outcomes**: The business community stands to gain substantially from the project and any delay would likely undermine private investment confidence. The lack of tourism amenities within the foreshore means that Broome will be unable to appropriately compete with destinations that have world-class waterfront precincts. This will result in reduced visitation levels and fewer employment opportunities.
- **Reduced Community and Social Interaction**: The non-delivery of new and improved event spaces and recreation and amenity improvements will discourage community vibrancy and socialisation within the foreshore.

# 3. BENEFIT ESTIMATION

The Shire of Broome engaged Urbis as independent consultants to undertake an evaluation of the economic and social impacts of the project (Appendix C). The economic evaluation identifies and assesses the potential economic and social impacts of the project in order to determine whether the project generates a net economic benefit and/or positive social return to the region and state.

# 3.1. ECONOMIC IMPACTS

The Cable Beach Foreshore Redevelopment was found to generate significant short term and long-term economic benefits for the town of Broome and the wider Kimberly economy if it is implemented.

### 3.1.1. Construction Phase

The construction phase of this \$36.5 million project is expected to support significant local and regional employment. The project will result in flow-on effects to other economic activity and will generate significant employment in both the construction industry and the wider economy.

The estimated impacts are summarised below.

- **Employment**: The project is expected to support equivalent to 54 full-time equivalent job years directly and total employment of 174 full-time equivalent job years<sup>3</sup>.
- Economic Contribution: The project will create positive flow on effects for both upstream and downstream suppliers. The direct effect on economic output is projected to be around \$36.5 million. Combined with the flow-on benefits, the construction phase of the project is expected to support economic output equivalent to \$82.5 million.

#### Table 6 – Construction Phase Impact Findings

	Direct Effect	Supply-Chain Effect	Consumption Effect	Total Effect
Economic Activity (\$m)	\$36.5	\$26.7	\$19.3	\$82.5
Employment (FTE Job Years)	54	64	56	174
Value Added (\$m)	\$14.1	\$10.8	\$10.2	\$35.0

Source: Cable Beach Foreshore Redevelopment: Economic Evaluation

<sup>&</sup>lt;sup>3</sup> Job Years definition: a job year simply means one job for one year. A full-time equivalent job year is equal to 35 hours per week.

# 3.1.2. Ongoing Economic Impacts

A core aim of the foreshore redevelopment is the attraction of increased visitor numbers and expenditure to support business conditions and investment.

As a result of the increased visitor numbers there are calculated to be large and ongoing impacts of the project on the local and broader economy which occur following completion of the construction phase.

Based on the review of comparable foreshore redevelopments, the project was estimated to generate additional domestic and international visitation. These additional visitors are expected to spend an estimated \$13.3 million per annum in the local economy.

The increased visitation expenditure is estimated to directly support an additional 64 ongoing jobs. Indirectly the expenditure will support an additional 52 ongoing jobs. Over the 30-year assessment period, the project is expected to directly and indirectly support 3,158 jobs (in terms of job years).

#### Table 7 – Visitation Impact Findings

Area of Impact	Base Case	With Project	Net Change
Annual Visitor Nights	1,869,800	1,925,894	+56,094
Estimated Annual Visitor Expenditure	\$190.9m	\$196.6m	+\$5.7m
Indirect Annual Economic Impact (Supply- Chain Flow On Effect)	\$117.1m	\$120.6m	+\$3.5m
Indirect Annual Economic Impact (Consumption Flow On Effect)	\$133.7m	\$137.7m	+\$4.0m
Total Annual Economic Impact	\$441.7m	\$455.0m	\$13.3m
Direct Employment	2,144	2,208	+64
Indirect Employment (Supply-Chain Flow On Effect)	780	803	+23
Indirect Employment (Consumption Flow On Effect)	975	1,004	+29
Total Ongoing Employment Impact	3,899	4,016	+117

#### Source: Cable Beach Foreshore Redevelopment: Economic Evaluation

The project is expected to improve the desirability of developments in the Cable Beach precinct. This is evidenced by a review of literature which revealed that property values in the adjacent areas are expected to increase due to the enhancements. This increase in value improves the viability of current and future development proposals by increasing equity and financing capacity. It also improves potential operating conditions (e.g. occupancy levels and average daily rates). Thus, the project is expected to lead to developments progressing at an earlier stage than would otherwise be the case.

The following key opportunities are expected to benefit from the project (note, they are dependent on planning approval requirements and land owner investment decisions).

Table 8 – Leveraged	Investment Findings
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Assessment Summary
Stakeholder engagement identified a range of potential investments that could be catalysed by the project. In the near term, there is an opportunity to modify and expand the Sunset Bar alfresco area during peak season to leverage additional views and visitors generated by the project (estimated cost \$1-2 million). A medium-term opportunity was identified to develop additional rooms fronting the foreshore and a pool / recreation area to better capture views that would be enabled by the project (\$10m+). The project is additionally likely to encourage the Cable Beach Club Resort and Spa to hold additional events within the foreshore given the project is expected to create a re-orientated amphitheatre and amenities that will reduce the cost of holding these events.
The owner – Hawaiian – additionally hold the adjacent under-developed site east of Millington Road on freehold which could accommodate additional development.
Yawuru have significant land holdings in the Cable Beach precinct, including the adjacent waterfront site to the south and sites further east. Yawuru are currently seeking partners to develop a hospitality project that could include convention facilities, glamping accommodation, traditional accommodation and tourism amenities and services. An initial investment in approximately 30 eco-glamping units is expected to be catalysed by this project.
The Broome Surf Life Saving Club is currently advancing redevelopment plans which are part funded through Lotterywest and the Shire of Broome. The project is expected to provide community recreation facilities and additional supporting amenities that will encourage events / functions and usage of the proposed commercial functions of the redeveloped building.
A 2-hectare undeveloped site (previously Broome Crocodile Park) is located at the entry to the foreshore. This site could deliver additional tourism accommodation and amenities and / or commercial development (check zoning).

Source: Cable Beach Foreshore Redevelopment: Economic Evaluation

\* Estimated investment costs were identified through the stakeholder engagement process.

In addition to above, the project is expected to encourage development within the wider precinct. There are numerous hospitality, tourism and residential sites in the precinct that have capacity to expand.



# 3.1.3. Cost Benefit Analysis

A Cost Benefit Analysis (CBA) is the most commonly used and most comprehensive of the economic evaluation techniques. Essentially, a CBA compares the monetised benefits and costs of a project to evaluate the desirability of a project. The analysis undertaken for the preferred option benefits that could not be reliably monetised (e.g. leveraged investment, foreshore protection) or were not considered to be direct effects from the project. Indirect costs and benefits would include those costs and benefits obtained through multiplier effects (e.g. those indirect impacts associated with additional visitor expenditure).

The CBA results reveal that the project provides significant ongoing benefits. At the adopted discount rate of 7%, the net benefit is estimated at equivalent to \$99 million in net present value terms.

#### Table 9 – Cost Benefit Analysis Findings

Impact Category	4%	7%	10%
Costs (NPV)	\$33,097,000	\$30,838,000	\$28,794,000
Benefits (NPV)	\$192,364,000	\$129,657,000	\$91,963,000
Net Impact (NPV)	\$159,267,000	\$98,820,000	\$63,169,000
Benefit Cost Ratio	5.8	4.2	3.2

Source: Cable Beach Foreshore Redevelopment: Economic Evaluation

# 3.2. SOCIAL AND WIDER ECONOMIC IMPACTS

In addition to the direct economic impacts, the project will generate additional a range of secondary economic, social and environmental benefits.

The project is expected to assist in addressing the following economic and social areas of concern in Broome.

- Visitation: Tourism and business visitation is critical to around a fifth of the workforce in Broome. Further, a business survey undertaken as part of the local commercial strategy found that tourism is responsible for half of business revenue and credit card and retail expenditure modelling found that visitors are responsible for approximately 81% of expenditure at restaurants, bars, cafes and take away food stores. The number of visitor nights (and thus expenditure) however was found to have declined over recent years (by approximately 6% between 2016 and 2018).*Population Growth*: The Shire of Broome's population increased by a rapid 3.4% per annum, on average, over the 1994 to 2014 period. The transient nature of part of this population growth however meant that when employment opportunities dried up in the resources sector then population levels declined (with the latest estimates for June 2017 found to be below 2013 levels).
- **Unemployment**: The unemployment rate in the Shire of Broome estimated at 9.3% in March 2019 compared to 6.2% across Western Australia. The unemployment rate of indigenous residents is typically higher. Moreover, the extent of people in the Shire of Broome receiving unemployment benefits is nearly double that of Western Australia as a whole (9.5% compared to 5.6%), with 7.8% of these people receiving this welfare for longer than six months. Furthermore, 18.3% of families living in the Shire of Broome earn low incomes and are welfare dependent compared with 8.5% of Western Australia.
- **Business Levels**: The number of employing registered businesses in the Shire of Broome declined over the 2016 to 2018 period (from 540 to 521 businesses), with a more pronounced decline in tourism associated sectors such as retail and recreation services.

The following table summarises the identified wider benefits that were identified in the economic evaluation and engagement tasks.

Impact	Relevance	Alignment to Project
Visitation	Beaches and foreshore attractions are the most popular destinations for visitors in Australia. Additionally, international visitors are found to visit more often and spend more at foreshore areas and coastal attractions. Moreover, environment, commercial and cultural attractions were found to be among the most important influencers for repeat tourism.	<ul> <li>Additional activities support an extended tourism season.</li> <li>Car park consolidation provides more space for recreation activities, and capacity to accommodate a large number of visitors.</li> <li>The new spaces will be suitable for a range of new tourist activities, potentially including indigenous tourism businesses.</li> </ul>
Community Interaction and Socialisation	Urban beautification encourages pedestrianisation and subsequently increased social interaction and event opportunities. Improved urban areas and environmental landscapes also lead to a stronger attachment to community and sense of place.	• Provision of a range of food and beverage offerings overlooking the beachfront attractive to visitors and Broome residents, encouraging improved social opportunities year-round.
Property Development / Redevelopment	Amenity improving enhancements which cater for the social and community space needs of current and future residents and visitors and increases the visual appeal of areas was found to catalyse private investment.	• Redeveloped beachfront and public open spaces invite integration with adjacent land uses and businesses and additional investment into these, such as Broome Surf Life Saving Club and Sunset Bar & Grill.
Physical and Mental Health	Improved public realms have been linked to greater physical activity and help to alleviate anxiety, reduce the risk of depression and create a more socially inclusive and psychologically comfortable environment. Increased physical activity is expected to have tangible mental and physical health cost savings and lead to increased productivity; addressing high and increasing obesity concerns.	<ul> <li>Access is provided to key walk trails around Cable Beach and Minyirr Park including the turtle trail, Dinosaur trail and whale trail encourages people to increase their cultural experience and experience of the natural environment, while ensuring preservation of these natural assets.</li> <li>Improvements to the foreshore area are expected to encourage active transport modes such as walking and cycling through the provision of improved paths and trails and physical leisure activity amenities (both exercise equipment and wet and dry play spaces).</li> </ul>
Safety	Access to open and walkable space and provision of street lighting are associated with a reduction in crime. Moreover, activation of a public realm provides passive surveillance.	<ul> <li>Range of uses and activities improve attractiveness and safety for families and a more diverse set of visitors.</li> </ul>
Foreshore Protection	Coastal erosion and the impacts of extreme weather events can reduce the attractiveness and usage of foreshore areas such as Cable Beach Foreshore.	• A core environmental component of the project is the seawall which will allow for habitation and stabilisation of sand movement. Specifically, it will anchor the soil, act as a buffer against wind and water erosion and provide a stable habitat for native fauna.

#### Table 10 – Expected Wider Economic and Social Impacts

Source: Cable Beach Workshop Outcomes Report (November 2019) & Cable Beach Foreshore Redevelopment: Economic Evaluation

## 3.3. STRATEGIC PRIORITY AREAS

The project is expected to support a number of key strategic priority areas of need in Broome. These include supporting local industries and increasing Aboriginal, youth and apprenticeship participation.

#### 3.3.1. Local Content

The project will support productive partnerships in Broome and create tangible benefits to local industry. The Shire of Broome's regional price preference policy (Policy 2.1.3) will prioritise contractors that use Broome's large and capable construction workforce, including indigenous workers.

Based on recent comparable contracts, it is estimated that a target proportion of 70% of total project cost could be delivered by Broome-based contractors and sub-contractors.

Based on this target, the project could support approximately 122 full-time equivalent job years directly within Broome (Appendix C). The project is expected to additionally support local ongoing employment equivalent to approximately 117 full-time equivalent jobs (Appendix C).

#### 3.3.2. Aboriginal, Youth and Apprenticeship Participation

The Shire of Broome will encourage bids from tenderers who are Aboriginal or have in place or are prepared to consider implementing employment strategies and programs for Aboriginal people. As part of the qualitative rating system for quotes and tenders (in line with the Shire's purchasing policy), weighting will provide advantages to businesses registered in the current Aboriginal Businesses Directory WA. Additionally, the Shire will work with NBY (the traditional owners) to ensure Aboriginal employment outcomes are optimised through the use of indigenous suppliers and goods where appropriate.

The Shire is additionally committed to increasing the overall numbers of apprentices and trainees in the building and construction industry. This could be achieved by requiring, where relevant, head contractors to commit to meet or exceed a target training rate through the employment of construction apprentices and trainees by their company and the subcontractors they are using for the contract.

Building and construction contracts associated with the project are estimated to include a substantial labour cost which will support training through employment of apprentices and trainees within the building and construction industry. Additionally, post construction there is an opportunity for training opportunities in the hospitality and retail industries.

# 4. **BUDGET & FUNDING STRATEGY**

## 4.1. BUDGET SUMMARY

The total budget for the project is estimated to be \$36,500,000. Funding requirements are based upon expert input from engineers, geotechnical advisors and landscape architects. Table 11 details cost estimates.

#### Table 11 – Project Budget Summary

Element	Estimated Cost	Source of Estimate
The Arrival	\$1,900,000	UDLA (Appendix D)
Consolidated Carpark	\$3,200,000	UDLA (Appendix D)
Cable Beach Plaza	\$5,400,000	UDLA (Appendix D)
Cable Beach Park	\$3,400,000	UDLA (Appendix D)
The Promenade	\$2,700,000	UDLA (Appendix D)
Commercial Development Area	\$800,000	UDLA (Appendix D)
Trail Head Park	\$1,900,000	UDLA (Appendix D)
Seawall	\$12,200,000	Seashore Engineering (Appendix F)
Water Play Area	\$5,000,000	Urbis (Appendix E)
TOTAL	\$36,500,000	

#### 4.2. FUNDING OPTIONS

A total of \$36.5 million is required to complete this redevelopment project. Of this amount, the Shire of Broome has committed \$4.5 million in addition to \$351,000 for the new Broome Surf Life Saving Club (SLSC). The SLSC is a \$3.2 million project to upgrade the existing Shire of Broome asset and is being delivered in 2020/21.

The Shire of Broome is seeking funding support from federal and state government agencies to support the Shire's commitment to the project.

Table 14 summarises a review of potential funding opportunities. The summary revealed that State Government should be a focus for funding through the Priority State Budget Initiative Process and the Commonwealth Government through Covid-19 infrastructure support grants with this complemented by coastal adaptation grants and Shire-funding.

Private funding is expected to be minimal unless a process is adopted through a developer contributions or special rate area provision which would require significant engagement as part of a detailed exploration of these opportunities.

Table 12 – Potential Funding Options	

Grant Name	Description	Funding Available	Timeframes	Eligibility
Covid-19 Relief and Recovery Fund	The \$1 billion Relief and Recovery Fund will support regions, communities and industry sectors that have been severely affected by the Coronavirus (COVID-19) crisis. The Relief and Recovery Fund will be delivered through existing or newly established Government programs or initiatives and will be used flexibly to provide timely support when and where it is most critically needed.	\$1.0 billion	Ongoing	Yes

Grant Name	Description	Funding Available	Timeframes	Eligibility
Building Better Regions Fund	The \$841.6 million Building Better Regions Fund (BBRF) supports the Australian Government's commitment to create jobs, drive economic growth and build stronger regional communities into the future. The Australian Government Announced \$200 million in the 2019-20 Budget for Round Four of the BBRF which will support drought- affected regions by targeting projects that will benefit communities affected by drought.	\$20,000 to \$10m	Round 4 closed 19 December 2019 Round 5 yet to be announced	No
LotteryWest	A Lotterywest grant helps you create better facilities and opportunities for the community. It can contribute towards the cost of items or activities such as equipment, information technology, vehicles, community facilities, buildings for organisations, events, projects, research, organisational development, regional performing arts, conserving and sharing heritage. In the past they have been a significant funding option of Broome's redevelopments.	\$3,000+	Ongoing	Yes
Tourism WA	Regional Events Scheme (RES): is jointly funded by Royalties for Regions, is an annual funding round for smaller, developing regional events across the State. It supports regional events that bring additional tourism, attract media coverage, extend the length of traditional tourist season and improve vibrancy.	Total funding pool of \$750,000. Requests must be between \$5,000 - \$40,000 per year.	Closed 11 December 2019. Events must be held between July 1, 2020 and June 30, 2021.	Yes
Coastal Adaptation Planning Grant (Department of Transport)	Coastal Adaptation and Protection (CAP) Grants provides financial assistance for local projects that identify and manage coastal hazards. CAP grants available for coastal projects such as coastal monitoring, investigation, asset management, coastal adaption and maintenance works.	\$1.6 million in funding available and up to \$300,000 available for individual projects.	The 2020/21 round opened in February 2020.	Yes
Department of Primary Industries and Regional Development	There are a range of small grants (e.g. Regional Economic Development grants) and larger funding opportunities available through DPIRD (e.g. Priority State Budget Initiative). There is a strong focus on tourism enhancing initiatives in regional WA.	REDs – up to \$250,000 Other funding streams generally \$1m+	Ongoing	Yes
Private Investment / Contributions	Private and philanthropic investment can contribute to projects using policy instruments and fund raisers. This can include financial and in-kind contributions.	Financial or in-kind	Ongoing	Yes
Shire of Broome	The Shire of Broome commits funding to projects and in-kind resources through annual budgeting processes. The 2019-23 corporate business plan for the Shire of Broome nominates 2021/22 and 2022/23 for capital expenditure in the foreshore upgrades. The Shire of Broome have already committed funds to assist the Surf Life Saving Club, which is not part of this project but is an integral part of the foreshore and an asset which needs to be protected by the seawall.	Financial or in-kind	Ongoing	Yes

## 4.3. SUSTAINABILITY AND ONGOING VIABILITY

The Shire of Broome will be responsible for the ongoing maintenance of the Cable Beach foreshore. The Shire is responsible for the maintenance of all public open space including parks and gardens, reticulation systems, playgrounds, park furniture, street trees, road verges and medians.

Maintenance is provided within the Shire's Asset Management Policy which ensures the Shire meets the requirements of the service levels established within the Community Strategic Plan.



# 5. IMPLEMENTATION

#### 5.1. COMMUNICATION PLAN AND COMMUNITY ENGAGEMENT

On-going communication and community engagement are a crucial part of implementing this project. Strong community buy-in is needed to ensure the redevelopment is a success and provides the outcomes intended.

The Shire utilises a range of mechanisms to target a broad cross-section of the community to both engage and then inform residents, incorporated associations, community groups and business and industry stakeholders.

The Shire's communication initiatives generally involve online and print information provision (e.g. newsletters, social media) and feedback mechanisms (e.g. surveys) and direct community access to both informally and formally convened communication opportunities (e.g. events, information sessions and workshops).

The Shire's approach to community engagement is documented within the Shire's Community Engagement Framework. This approach was adopted for the planning phase of this project, with the Cable Beach Development Strategy and Cable Beach Foreshore Master Plan based on a community consensus about the vision for the Cable Beach precinct. This has been facilitated through extensive public consultation that continued throughout the development of this business case (see Section 1.5).

Preliminary communication and engagement initiatives are identified to ensure that the project has strong support and community input and engagement.

Initiative	Description
Establishment of Stakeholder Reference Group	This group will comprise representatives of those with businesses or land holdings in the Cable Beach precinct and also relevant representatives of the wider community. This group will provide input and feedback through the detailed design phase.
Implementation of Cable Beach Place Management Coordinator	Expand Chinatown and Town Beach role to include Cable Beach.
Funding Announcement	Funding partners and relevant stakeholders will publicly announce the funding for the project and project timeline. The Shire will work with relevant government agencies to develop joint media statements.
Milestone Celebrations	The Shire and relevant stakeholders will publicly announce the start of the construction of works. Related announcements, media statements and speeches will acknowledge the funding support of partner agencies.
Promotional Materials	The Shire will explore the use of promotional materials such as flyers and signage to acknowledge the benefits of the project and funding partners involved.

#### Table 13 – Preliminary Communication and Engagement Initiatives

#### 5.2. PROJECT GOVERNANCE

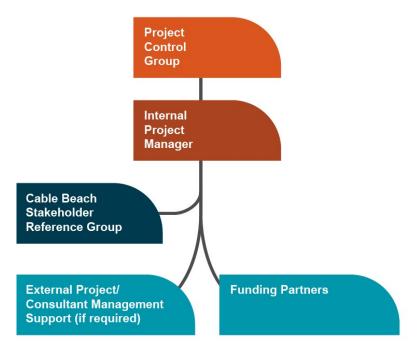
Strong and transparent governance is necessary to implement this project. A Project Control Group led by the Shire of Broome will be assembled to oversee the implementation phases.

The Project Control Group will consist of Shire representatives and provide oversight of the project. The Project Control Group will be responsible for the day to day overview of the project and will be the primary point of contact for the project director (or project manager). The Project Control Group will meet monthly, or as required, to review the progress of the project. This group will then report back to the Council as required.

The utilisation of experienced representatives within a Project Control Group ensures progress will be tracked and concerns remedied promptly. Further, this structure ensures the effective monitoring of project deliverables and milestones, probity compliance, and procurement and contract policy consistency.

The Internal Project Manager will inform the Cable Beach Stakeholder Reference Group on any material changes or developments to the project that may necessitate a variation or amendment to project outputs. The Internal Project Manager will also lead ongoing engagement with stakeholder representatives.

#### Figure 2 – Governance Model



The Shire of Broome regularly delivers large capital works programs and revitalisation projects. The following table summarises recent projects delivered by the Shire.

#### Table 14 – Project Examples

Project	Description
Town Beach Stages One and Two (\$17.0 million)	This staged project included the a range of greenspace and playground elements, coastal protection (construction of a new revetment seawall), amphitheatre, terraces, access and parking infrastructure, water park and groyne works.
	The Chinatown Revitalisation Project is a transformational urban renewal initiative. The Project has been delivered through a partnership between State and Local Government and is a unique place-based approach to urban renewal and is an excellent example of how communities can work with government to identify needs and contribute towards the longer-term success of their communities.
Chinatown Revitalisation Stage One (\$8.2 million)	The Revitalisation included several sub-projects such as feasibility studies into long-term initiatives including the iconic Kimberley Centre for Culture, Art and Story which will be of national significance, improved road connections, construction of the Roebuck Bay Lookout, special events and grant funding to encourage the community to invest in Chinatown.
	The centrepiece of the Revitalisation is the major upgrade of the streetscape in Carnarvon Street and Dampier Terrace. The upgrades have created new spaces to promote economic opportunities for businesses, improved access and has reinjected pride and ownership of this community space.
Chinatown Revitalisation Stage Two (\$15 million)	The Centrepiece of Stage Two of the Revitalisation is the major upgrade to the streetscapes of Carnarvon St North, Short St, and Napier Tce. The upgrades will complement the design from Stage One and continue to implement the public art within Chinatown. Stage Two also includes a Transit Hub, refurbishment of Streeter's Jetty, new visitor amenities, Smart Cities technology and a continued focus on public art, interpretation and place activation.

Source: Shire of Broome

## 5.3. PROJECT MANAGEMENT

The Shire of Broome will appoint a suitably qualified project manager to oversee the project. The project manager will be responsible for project scheduling, cost control, procurement, project delivery, construction supervision and project reporting and will be responsible for the administration of all contracts awarded to deliver the project. A suitably qualified contracts manager and project support officer will support the Shire's project manager in the delivery of the project.

The Shire's project manager will report to the Project Control Group. Minimum reporting arrangements will be adhered to; such as monthly progress reports, an issues log and progress payment authorisation requests.

A detailed project management plan will guide the project following funding confirmation.

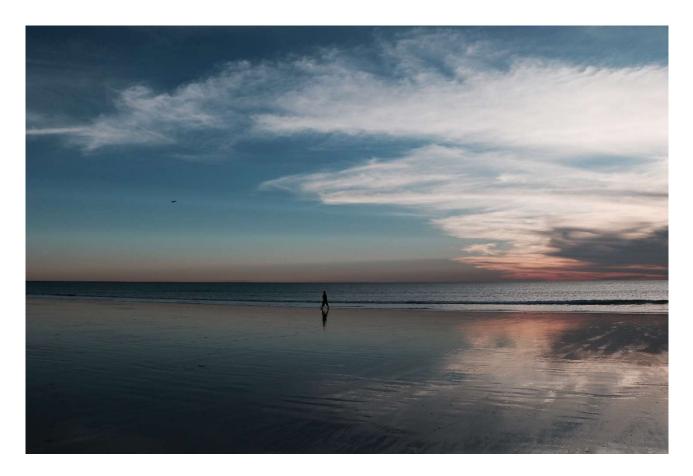
## 5.4. PROCUREMENT PLAN

The Shire of Broome has procurement policies in place. These detail their commitment to procuring local content where possible.

Procurement for the project will be managed by the Shire of Broome. The Shire of Broome is committed to delivering best practice in the purchasing of goods, services and works that align with the principles of transparency, probity and good governance. The Shire's procurement is particularly guided by the following procurement policies:

- 2.1.2 Governance and Implementation Purchasing Policy;
- 2.1.3 Governance and Administration Local Regional Price Preference; and
- 2.1.7 Governance and Administration Procurement via Panels.

The Shire has strategies in place to prevent the misappropriation of funds and inappropriate use of public property that include a comprehensive annual audit providing a balanced mix of financial, operational and information technology audits. In addition, risk management is considered an integral part of the annual business planning approach and risks are managed and monitored at all levels.



# 6. **RISK MANAGEMENT**

Assessing the risk of any project is critical to understanding the range of potential challenges, and the likelihood of these challenges occurring. The potential risks for this project have been outlined, rated, and mitigation measures suggested.

## 6.1. PURPOSE

A preliminary risk analysis has been completed for the project to identify and evaluate the effect of uncertainty on objectives and deliverables, including risk mitigation strategies in accordance with the AS/NZS ISO 31000:2009 Risk Management – Principals and Guidelines.

The overall objectives of the risk management and assessment process were to identify risks to the successful delivery of the project and construction contract in respect to:

- OHS related aspects of the overall project;
- Overall project cost;
- Project completion on time; and
- Stakeholder interest.

The Project Control Group will be responsible for risk management for the project delivery. This process is guided by a risk management plan and risk register to enable the ongoing review and management of the identified risks.

## 6.2. INTERIM RISK REGISTER

A preliminary risk identification process has been undertaken as part of this business case. A detailed risk workshop will be undertaken by the project director / manager following funding decisions and this role will be responsible for maintaining the risk register.

Potential Risk	Likelihood	Consequence	<b>Risk Rating</b>	Mitigation Measures
Failure to secure adequate funding	Possible	Major	High	External funding sources to be approached for additional funds. Project scope to be re-considered.
Inadequate funding to complete 100% of the project	Possible	Moderate	Tolerable	Re-scope project focusing on time and resources. Regularly review budget and expenditure.
Approval delays	Unlikely	Moderate	Low	Early engagement with approval authorities. Due diligence in detailed design stage.
Operational management changes / issues	Unlikely	Major	Tolerable	Regular review and sharing of information / open and transparent management.
Project objectives differ from community expectations	Unlikely	Minor	Low	Significant community consultation undertaken and ongoing engagement through existing communication mediums to be undertaken during detailed design.

#### Table 15 – Preliminary Risk Register

Potential Risk	Likelihood	Consequence	Risk Rating	Mitigation Measures
Negative impact on stakeholders via public comment / media	Unlikely	Moderate	Low	Communication plan to be developed and implemented. Support confirmed from stakeholders regularly.
Asset is not maintained	Unlikely	Major	Tolerable	Include maintenance costs in long term financial plan and asset management plan. Shire technical input through design to ensure maintenance is considered through design process.
New amenities not utilised to extent expected	Unlikely	Major	Tolerable	Develop and implement a place management plan to act as a 'how to' guide for the use and management of infrastructure. This resource will also develop and manage an ongoing calendar of activities and events, communicated through local and tourism channels.
Coastal erosion and sea level rises	Unlikely	Minor	Low	A protective sea wall has been planned as part of the project to ensure long term protection of the foreshore.
Culture and heritage preservation not aligned with stakeholder views	Possible	Moderate	Tolerable	Early engagement (potential co-design) with cultural, environmental and heritage groups, including close liaison with Yawuru.
Negative impact on the environment and heritage	Unlikely	Moderate	Low	Compliance with environmental / heritage legislation and approvals. Monitoring of contractors.
Interruptions to				Construction during the low season to be prioritised and guided by a project management plan.
operations / business viability during construction	Almost Certain	Moderate	High	Liaison with individual businesses to limit negative impact to be undertaken.
phase				Review of lease arrangement with Zanders Restaurant during construction phase.

## **MONITORING AND EVALUATION PLAN** 7

#### 7.1. PURPOSE

This Monitoring and Evaluation (M&E) Plan describes a proposed M&E process for the project. This plan helps to track and assess the results of the projects and provides timely insights that will inform the delivery of this project and future projects. It is a living document that should be referred to and updated on a regular basis.

The distinction between evaluation and monitoring can sometimes be blurred since both involve some form of data collection, analysis, and reflection on the implications for action. However, monitoring tends to be a continuous process, while evaluation is typically periodic and involves a greater element of analysis and reflection. Monitoring is critical for insightful evaluation because it provides a sufficient base of information about how a project or program was implemented, including whether and in what ways it deviated from its intended design.

Evaluation is an opportunity to reflect upon the approaches that worked well and those that did not work as well, to identify the reasons for success or failure, and to learn from both. This plan describes the conceptual outline of the M&E process for the project and will be complemented by an M&E toolkit post the completion of a detailed business case. The toolkit will describe the data collection methods, required resources, frequency and allocate responsibilities. The Shire of Broome will be the lead M&E stakeholder; responsible for the resourcing and publication of monitoring and evaluation updates for the project control group.

#### 7.2. MEASUREMENT APPROACH

It is important with an M&E plan to recognise the difference between project outputs and project outcomes. Outputs are the tangible elements that the project will deliver and outcomes are the effects of the outputs. This plan proposes to measure and evaluate the project outcomes. Initial areas of focus and performance measures have been noted below.

Desired Outcome	Performance Measures	Measurement Method/s
Increased capacity to host events	Event provision and attendance is enhanced	<ul> <li>Number of events hosted in public facilities</li> <li>Reports from event organisers</li> <li>Bookings for spaces within the foreshore</li> </ul>
Increased visitor numbers to Cable Beach	The number and length of stay of visitors increases	<ul> <li>Visitor numbers to events</li> <li>Tourism Research Australia visitor estimates</li> <li>Accommodation occupancy rates</li> </ul>
Increased private investment in the Cable Beach precinct	Private sector investment increases	<ul><li>Building permits</li><li>Expansions / redevelopment of properties</li></ul>
Increased local job opportunities	Increased employment in the Cable Beach precinct and Broome	<ul> <li>Unemployment rate in Broome</li> <li>Survey of employment levels in businesses located in Cable Beach precinct</li> </ul>
Increased on-site tourism amenities	Increased passive, active and commercial amenities	<ul> <li>Review of services pre and post construction</li> <li>Bookings / leasing for commercial areas</li> </ul>

#### Table 16 – Project Outcomes and Measurement Methods

Desired Outcome	Performance Measures	Measurement Method/s
		<ul> <li>Visual survey of usage of play and recreation spaces</li> </ul>
Improved foreshore protection	Reduced maintenance costs for weather-related instances	<ul><li>Cost of maintenance</li><li>Number of foreshore closures</li></ul>
Non-peak season activation	The number of persons in Cable Beach increases in the non-peak season	<ul><li>Tourism Research Australia visitor estimates</li><li>Accommodation occupancy rates</li></ul>
Enhanced viewing areas	Increased opportunities for ocean views	Visual survey
Increased profile	Recognisable brand of Cable Beach	Visitor perception surveys
Improved accessibility	Accessibility to and within Cable Beach foreshore and beach area	<ul><li>DDA compliance</li><li>Usage by elderly, disability-restricted and young family users</li></ul>
Improved vehicle and pedestrian safety	Reduced accidents and improved perception of safety	<ul><li>Number of reported accidents</li><li>User perception survey</li></ul>

## 7.3. ROLES AND RESPONSIBILITIES

The Shire of Broome will be responsible for implementing the M&E Plan. The Shire will work with relevant partner organisations to ensure information is accurately and cost-effectively obtained.

# 8. SUPPORTING DOCUMENTS

The following documents have informed the development of the business case.

- Appendix A Stakeholder Engagement Summary
- Appendix B Staging Options Assessment
- Appendix C Economic Evaluation
- Appendix D Master Plan
- Appendix E Water Play Order of Magnitude Cost Estimate
- Appendix F Coastal Protection and Geotechnical Investigations

# **APPENDIX A** STAKEHOLDER ENGAGEMENT SUMMARY

# **APPENDIX B** OPTIONS ASSESSMENT

# **APPENDIX C ECONOMIC AND SOCIAL IMPACT STUDY**

# **APPENDIX D** MASTER PLAN

# APPENDIX E WATER PLAY ORDER OF MAGNITUDE COST ESTIMATE

# APPENDIX F COASTAL PROTECTION AND GEOTECHNICAL INVESTIGATIONS