

ITEM NUMBER: 18.1

CONFIDENTIAL REPORT

KINGSTON PARK KIOSK (Report No: 368/20)

Pursuant to Section 90 (2) of the Local Government Act 1999 the Report attached to this agenda and the accompanying documentation is delivered to the Council Members upon the basis that the Council consider the Report and the documents in confidence under Part 3 of the Act, specifically on the basis that Council will receive, discuss or consider:

- b. Information the disclosure of which could reasonably be expected to confer a commercial advantage on a person with whom the council is conducting, or proposing to conduct, business, or to prejudice the commercial position of the council; and would, on balance, be contrary to the public interest.**

Recommendation – Exclusion of the Public – Section 90(3)(b)) Order

1. That pursuant to Section 90(2) of the *Local Government Act 1999* Council hereby orders that the public be excluded from attendance at this meeting with the exception of the Chief Executive Officer and Staff in attendance at the meeting in order to consider Report No: 368/20 - Kingston Park Kiosk in confidence.
 2. That in accordance with Section 90(3) of the *Local Government Act 1999* Council is satisfied that it is necessary that the public be excluded to consider the information contained in Report No: 368/20 – Kingston Park Kiosk on the following grounds:
 - b. pursuant to Section 90(3)(b) of the Act, the information to be received, discussed or considered in relation to this Agenda Item is information the disclosure of which could reasonably be expected to confer a commercial advantage on a person with whom the Council is proposing to conduct business or would prejudice the commercial position of the Council as it discusses possible business cases

In addition, the disclosure of this information would, on balance, be contrary to the public interest. The public interest in public access to the meeting has been balanced against the public interest in the continued non-disclosure of the information. The benefit to the public at large resulting from withholding the information outweighs the benefit to it of disclosure of the information.
 3. The Council is satisfied, the principle that the meeting be conducted in a place open to the public, has been outweighed by the need to keep the information or discussion confidential.
-

Item No: **18.1**

Subject: **KINGSTON PARK KIOSK**

Date: 10 November 2020

Written By: General Manager, Strategy and Business Services

General Manager: Strategy and Business Services, Ms Pamela Jackson

SUMMARY

On 14 May 2019 Council endorsed amendments to the Kingston Park Reserve Master Plan. Included in the motion was removal of the Kiosk and Interpretative Centre from the Master Plan, and undertaking a feasibility study of a Kiosk at Kingston Park. This report outlines the outcome of that feasibility study and seek approval to proceed with concept and detail design of a Kiosk at Kingston Park.

RECOMMENDATION

That Council:

- 1. note the City of Holdfast Bay Kingston Food and Beverage Outlet Business Case;**
- 2. endorse Administration to undertake further concept and detailed design for Site 1 – Caravan Park Beach Front site;**
- 3. note that the further concept and detailed design work be brought back to Council with a final construction budget for approval; and**

RETAIN IN CONFIDENCE - Section 91(7) Order

- 4. that having considered Agenda Item 18.1 Report No: 368/20 – Kingston Park Kiosk in confidence under Section 90(2) and (3)(b) of the *Local Government Act 1999*, the Council, pursuant to Section 91(7) of that Act orders that the report, attachments and minutes relevant to this item be retained in confidence for a period of 18 months and the Chief Executive Officer be authorised to release of the documents thereafter.**
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COMMUNITY PLAN

Placemaking: Creating lively and safe places

Placemaking: Developing walkable connected neighbourhoods

Placemaking: Building character and celebrating history

Community: Celebrating culture and diversity
Economy: Boosting our visitor economy
Environment: Protecting Biodiversity

COUNCIL POLICY

Not Applicable.

STATUTORY PROVISIONS

Not Applicable.

BACKGROUND

On 14 May 2019 the Council endorsed amendments to the Kingston Park Reserve Master Plan. A key element of the amendments was the removal of the previously proposed Kiosk and Interpretative Centre. In removing the proposed kiosk from the Master Plan, the Council also endorsed undertaking a study on the feasibility of a kiosk at Kingston Park.

Refer Attachment 1

A feasibility study has now been conducted, and this report outlines the outcomes of that study.

REPORT

The City of Holdfast Bay engaged Strategic Solutions Co, an independent consultancy firm, to undertake a multi-phase feasibility study and business case to examine options for a food and beverage outlet (Kiosk) on the Kingston Park Foreshore.

A two-stage process was undertaken:

- **Stage 1:** Feasibility study to undertake a needs analysis and determine whether a food and beverage outlet would be financially viable
- **Stage 2:** Business Case to examine the different options and undertake a more thorough analysis of each option.

Stage 1

Based on the history of kiosk operations in the area, an analysis of increased foot-traffic in recent years, and giving consideration to the constraints, it is concluded that a competent operator should be able to run a sustainable food and beverage business on the Kingston Park foreshore. The clientele would be a combination of caravan park visitors, local residents and increased foot traffic along the coastal path. The peak operating period would be from December to Easter in line with peak occupancy of the caravan park and increased beach visitation. However, the off peak occupancy of the caravan park, and increased foot traffic, could sustain a business throughout the year. Closure, however, may still be necessary during prolonged inclement weather.

Stage 2

On assessing the feasibility of a food and beverage outlet along the Kingston Park foreshore, a second stage was undertaken to identify possible locations and undertake analysis of each site, including a financial analysis.

The first analysis undertaken was the option of venue types. A number of venue options were examined:

- an improved food truck experience, which might include some permanent fixtures for clientele and the possibility of a food truck court which might cater for multiple trucks;
- a Kiosk model which would include both indoor and some outdoor seating and offer a simple breakfast/lunch style menu; and
- a destination restaurant.

From the analysis it is recommended a kiosk model would be more suitable.

An analysis of possible site locations was undertaken. Six locations were identified and considered. From the initial assessment the following site options were excluded:

- the existing site with the Kingston Park Reserve;
- incorporating a kiosk within the Seacliff and Brighton Yacht Club; and
- combining the kiosk with the administration centre in the Caravan Park.

Further details of this analysis can be found in Attachment 2.

Refer Attachment 2

The following sites were considered further:

- Site 1: Caravan Park Beach Front (south western corner of the caravan park)
- Site 2: Caravan Park – Disability Ramp (in the location of the current disability ramp along the Coast Park)
- Site 3: The Caretaker's Cottage

Woods Bagot, an architectural firm, were engaged to undertake an assessment of the viability of constructing a Kiosk and developing preliminary concepts for each site.

These site options, with basic concept designs, were presented at a Council workshop on 11 August 2020. Based on the feedback received from the workshop, Site 2 was not considered further, largely because any design at this location would not provide indoor seating with sea views. Issues were raised with the remaining two sites during the workshop. The main issue in relation to Site 1 was the financial impact to the caravan park due to a loss of revenue for beachfront sites. The main issue raised in relation to Site 3 related to accessibility given its raised position.

Following the Council workshop, Woods Bagot refined the design of the Caravan Park site option to minimise the impact on the Caravan Park revenue by repositioning the Kiosk and also increased the size of the venue therefore increasing the potential rental return.

Additionally, Woods Bagot engaged Able Access Design, an accredited disability consultant, and undertook further design work to address the accessibility challenges to Site 3. The advice indicated that while access via a 'delivery/ambulant park' would satisfy the National Construction Code requirements, it would not satisfy the Disability Discrimination Act for providing equitable access. As such, alternate disability access in a location close to the north-west corner of the site was recommended. Two refined concepts were designed by Woods Bagot to provide lift access. Both options were deemed to be fully compliant by the disability consultant. The improved access increased the construction cost by approximately \$140,000.

Refer Attachment 3

A financial analysis was conducted on the final two site options. The operating model being considered for the Kiosk is based on Council providing the capital to build the Kiosk and leasing it to a commercial operator. The Council leases a number of commercial properties in this manner which provide an important commercial return. The relatively low cost of upfront capital means it would be of limited benefit in considering operating models which shift the capital cost to a private operator in exchange for reducing the ongoing returns.

An analysis was done on both a real costs basis and as a Net Present Value (NPV).

On a real cost basis, both sites provide a financial return to the City of Holdfast Bay over a 12 year assessment. The return on Site 3: Caretaker's Cottage option is greater due to the fact there is no loss of caravan park revenue. The real cost calculation for Site 1: Caravan Park Beach Front is \$89,690 while the calculation for the Site 3 is \$246,460. In undertaking the analysis a number of assumptions have been made and these can be found in Attachment 2.

Refer Attachment 2

Based on a Net Present Value analysis, Site 3: Caretaker's Cottage results in positive NPV of 12,200. Site 1: Caravan Park Beach Front results in a negative NPV of -138,060 due to the loss of caravan park revenue. From a commercial perspective, projects that provide a positive NPV are considered worth pursuing. However, a negative NPV would be anticipated on non-commercial projects, particularly projects that are undertaken to meet social or community needs. Therefore if the community need of a Kiosk at Site 1 is considered worthwhile, this could be pursued. Further information and assumptions on the NPV analysis can be found in Attachment 2.

Refer Attachment 2

There are two key risks to the financial analysis undertaken. The rental rates anticipated may not be achieved and there may also be a greater loss of Caravan Park than anticipated.

A multi criteria assessment was undertaken by Woods Bagot and Strategic Solutions Co, which considered a number of design elements as well as the financial analysis. This multi criteria assessment was undertaken to provide an independent, professional assessment of both sites. Giving consideration to a number of factors, Site 3: Caretaker's was rated 62/80 while Site 1: Caravan Park Beach Front was rated 59/80.

The multi criteria assessment between Site 1 and Site 3 is close enough that either option could be considered. Indeed, further refinement of the Caravan Park Beach Front option, in relation to

estimated construction cost, and finding alternative revenue for the caravan park (perhaps by realigning all sites or using the Caretaker's Cottage as lettable accommodation) would further improve the financial assessment of this site.

While the financial assessment results identify Site 3: Caretaker's Cottage as the preferred option, the analysis indicates the commercial return to the City would be modest. In addition, this site will have continued accessibility issues for some members within the community due to its position on the hills face, even with the additional measures factored in.

Given all of these factors, it is recommended that Site 1 is the location for a proposed Kiosk. It is further recommended that concept and detail design be undertaken for a Kiosk at this location, and that this design be brought back to Council for approval and allocation of a final construction budget. It is also recommended that further work be undertaken, in conjunction with the Caravan Park Stage 2 Redevelopment, to determine if revenue lost with building the Kiosk on the beachfront powered sites could be offset by developing the Caretaker's Cottage site as accommodation and that this be presented to Council in conjunction with the designs.

BUDGET

The 2020/21 Annual Business Plan includes a capital budget of \$350,000 for construction of the Kingston Park Kiosk pending the approval of a feasibility study.

LIFE CYCLE COSTS

Not applicable.

Attachment 1



Item No: **14.8**

Subject: **KINGSTON PARK RESERVE MASTER PLAN**

Date: 14 May 2019

Written By: A/General Manager, Business Services

A/General Manager: Business Services, Ms Pamela Jackson

SUMMARY

The Kingston Park Reserve Master Plan was endorsed in October 2015. Since that time construction has been completed on Stages 1 and 2. Engagement with key stakeholders on progressing further stages of the Master Plan had identified a number of key concerns. In light of the matters raised, Council endorsed to undertake a review of the Master Plan prior to undertaking further detailed design. This report outlines the findings of that review and recommends to amend the existing Master Plan concept.

RECOMMENDATION

1. That Council approve to amend the Kingston Park Reserve Master Plan to include:
 - maintaining the existing footprint of the carpark;
 - removing the Kiosk and Interpretative Centre;
 - reducing the size and scale of the playground; and
 - removing the multi-use court.

2. That Council approve the following initiatives to support the development of the Kingston Park Master Plan and surrounding amenity:
 - replacing the existing fence on the southern side of the carpark and commence revegetation of that site;
 - introducing 3 hour timed parking for the carpark;
 - converting a portion of the camping ground site within the Caravan Park to parking for patrons during peak periods;
 - investigating additional parking spaces along Strickland and Burnham Roads;
 - investigating additional parking within the Brighton Caravan Park as part of the Stage 2 redevelopment;
 - investigating the use of technology to manage the carpark and provide wayfinding;
 - supporting a temporary kiosk until a decision is made on a permanent kiosk;
 - undertaking a study of the feasibility of a kiosk at Kingston Park;

- **investigating other locations in the area for the site of a permanent kiosk.**
-

COMMUNITY PLAN

Placemaking: Creating lively and safe places

Placemaking: Developing walkable connected neighbourhoods

Placemaking: Building character and celebrating history

Community: Celebrating culture and diversity

Economy: Boosting our visitor economy

Environment: Protecting Biodiversity

COUNCIL POLICY

Not Applicable.

STATUTORY PROVISIONS

Aboriginal Heritage Act 1988

BACKGROUND

In October 2015 Council endorsed the development of a final Kingston Park Foreshore Master Plan.

Refer Attachment 1

The Master Plan identified seven stages of project implementation.

- Stage 1 Coast Park path between Surf Life Saving Club and car park.
- Stage 2 Coast Park path between the car park and the City of Marion boundary
- Stage 3 Car Park (adjacent caravan park) reconfiguration and pedestrian crossing and walkway to monument car park
- Stage 4 Kiosk, Interpretive Centre, screening of pumping station and revegetation and reinstatement of Tjilbruke Spring site
- Stage 5 Adventure playground and activity node
- Stage 6 Extension and reconfiguration of the Monument car park to the east of the site
- Stage 7 Remainder of landscaping, viewing platforms, pathways, and interpretive and wayfinding signage

Since endorsing the plan Council sought funding for and completed Stages 1 & 2, the construction the Coast Park, in 2018. Two grant applications for detailed design of the adventure playground, through the DPTI Places for People funding rounds, have been unsuccessful.

In progressing the Master Plan, Council has continued to engage with key stakeholder whom have interest in the site, namely Kurna Traditional Owners and the 5049 Coastal Community. There these engagements, concern had been raised by both stakeholder groups regarding elements of

the current Master Plan, particularly Stages 3, 4, and 5. As a result, at the meeting on 29 January 2019 Council endorsed to review the Kingston Park Reserve Master Plan (Resolution No: C290119/1352).

REPORT

The review of the Kingston Park Reserve Master Plan involved the following:

- Review of the current Master Plan (2015) and feedback received through community consultation;
- Review of the previous Master Plan (1999) and feedback received through community consultation;
- Review of the Kingston Park Urban Design Framework (2007) and feedback received through community consultation;
- Study of the car park adjacent the Reserve and on-street parking located along Burnham Road;
- Engagement with Kaurna Traditional Owners
- Engagement with the 5049 Coastal Community

In addition, consideration was given to: the current and future infrastructure constraints and requirements of the site; and the factors that have changed since the Master Plan was endorsed in 2015 and their possible impacts on the design contained within the Master Plan. In considering the factors that have changes particular attention was given to the construction of the CoastPark path being completed, changes to the Aboriginal Heritage Act 1988 (SA) and the success of the Brighton Caravan Park.

The most influential change to the Master Plan is the changes to the Aboriginal Heritage Act. Kingston Park Reserve is an area of very important cultural significance to Traditional Owners. The Tjilbruke Spring and surrounding reserve is a registered Aboriginal Heritage site. It is registered due to its anthropological, archaeological and culture significance to Aboriginal people. Changes to the Act intends to recognise Aboriginal people as primary decision makers about their own heritage, and encourages land use proponents to speak directly with Traditional Owners about their plans and empower approved recognised Aboriginal bodies to make agreements about Aboriginal cultural heritage. Therefore the input by Traditional Owners is crucial to reaching agreed outcomes culturally significant sites such as Kingston Park.

In addition, the success of the Brighton Caravan Park has placed increased pressure on parking within Kingston Park. The average total occupancy rate in 2014/15, at the time the Master Plan was endorsed, was 43%. In 2017/18 the average total occupancy rate has increased to 61%, with occupancy during peak periods over 90%. This has resulted in increased use of parking spaces at the Reserve by Caravan Park users. This was supported by the results of the parking study, undertaken for a 48 hour period from 11 January, which showed that close to half the carpark was occupied over night by patrons of the Caravan Park. In addition, the study showed that significant numbers of cars were parking on the Reserve and that the Reserve was being used by visitors as an "over flow" carpark.

The review focused on those elements contained within stages 3, 4 and 5 of the Master Plan, namely: the carpark, the kiosk and Interpretative Centre, the playground and the multi-use court. Outlined below is a summary of feedback received by the two stakeholder groups and the recommendation for each element.

(a) Carpark

The 5049 Coastal Community raised concerns regarding public safety and wanted a study conducted of the site. Further, the community group sought an extension of the existing carpark footprint, with timed parking in the carpark to discourage caravan park patrons from parking extended period and allowing for parking churn for local residents and beach-goers. The group also requested Council investigate alternative parking for visitors and patrons of the Caravan Park.

Kaurna Traditional Owners sought to remove the “over flow” parking on the Reserve due to the vicinity to the Tjilbruke Spring. In addition Traditional Owners provided a clear position that they would not support the expansion of the carpark encroaching on the Reserve, in order to preserve the Tjilbruke Spring site and its surrounds.

Considering all factors as part of the review it is recommended that Council undertake the following in relation to the carpark:

- The footprint of the carpark remain unchanged in an amended Master Plan;
- Replace the existing fence on the southern side of the carpark to stop access to parking on the Reserve and commence revegetation of that site;
- The carpark have 3 hour timed parking and enforcement of the area be undertaken;
- Portion of the camping ground site within the Caravan Park be converted to parking for patrons during peak periods;
- Investigation be undertaken to identify any additional parking spaces to be created along Strickland and Burnham Roads:
- Stage 2 of the Brighton Caravan Park redevelopment include additional parking for Hillside Cabins and the Administration building; and
- Investigation be undertaken of the use of emerging technology to manage the carpark and provide wayfinding.

(b) Kiosk

The 5049 Coastal Community provided a clear position that a kiosk amenity was important for the continued wellbeing of the community as it provided a meeting place for residents. The community group wished for a permanent kiosk on site that provided service all year round with longer opening hours. The group’s preference was for the kiosk to be located in the area identified in the current Master Plan.

The Traditional Owners opposed the development of a kiosk at the location identified in the Master Plan due to the disturbance required in relation to the Tjilbruke Spring.

Traditional Owners did not support the Interpretative Centre identified in the Master Plan. The Traditional Owners preference is to revegetate the site and return to a natural state.

Considering all factors, including the infrastructure difficulties with supporting an Interpretive Centre, it is recommended that Council undertake the following in relation to the kiosk:

- The Kiosk and Interpretative Centre be removed from an amended Master Plan;
- A temporary kiosk amenity remain until a decision regarding a permanent kiosk is made;
- A study be undertaken on the feasibility of a kiosk at the site; and
- Investigation be undertaken to identify other locations for a permanent kiosk at the site.

(c) Playground

Both the 5049 Coastal Community and Traditional Owners raised concerns with the size of the playground identified in the Master Plan. The concerns related to the impact of a metropolitan sized playground on the Reserve, with a preference with something smaller that connected with the natural environment.

Considering all factors, it is recommended that Council amend the Master Plan to allow for smaller, nature play style equipment with an interpretative design.

(d) Multi-use Court

The Traditional Owners requested the removal of the multi-use court, due to the use being in conflict with the cultural relationship of the site which is of mourning and reflection. The 5049 Coastal Community identified the court has value to the community. Council staff believe the area is adequately supplied with courts at Kauri Parade and Kingston House and would like to return that area of the Reserve to a natural state.

Considering all factors it is recommended that Council amend the Master Plan to remove the multi-use court.

BUDGET

A budget for the amendment of the Master Plan has been included in the 2019/20 Annual Business Plan process.

LIFE CYCLE COSTS

Not applicable.

ATTACHMENT 1

Attachment 2



Strategic Solutions Co

Dominic.stefanson@strategicsolutionsco.com.au

CITY OF HOLDFAST BAY KINGSTON PARK FOOD AND BEVERAGE OUTLET

Business Case
October 2020

Contains commercial-in-confidence
information
NOT FOR DISTRIBUTION

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Oceans Food Truck – Kingston Park



Purpose of report

The City of Holdfast Bay engaged Strategic Solutions Co, an independent consultancy firm, to undertake a multi-phase feasibility study and business case to examine options for a food and beverage outlet on the Kingston Park foreshore.

A two-stage process was undertaken.

- Stage 1 – Feasibility Study to undertake a needs analysis and determine whether a food and beverage outlet would be financially viable which was delivered on the 8th of July 2020.
- Stage 2 – Business Case to examine the different options and undertake a more thorough analysis of each option.

The Feasibility Study was presented to the City of Holdfast Bay on July 8, 2020 and concluded that on balance there is sufficient demand for a food and beverage outlet to be financially viable on the Kingston Park Foreshore.

This document is the business which incorporates the material from the Feasibility Study and in addition sets out to determine the preferred venue option and the preferred site.

The preferred venue is a Kiosk. From a financial perspective, the preferred site is the Caretaker's Cottage. The beach front caravan park site a viable option if the City of Holdfast Bay is prepared to accept a reduced financial return.

PART 1 FEASIBILITY STUDY

Site history

A kiosk operated on Kingston Park Reserve between 1947 and May 2013 when the Kiosk was closed by the City of Holdfast Bay due to safety concerns relating to the poor condition of the building.

Based on information compiled by Councillor Annette Bradshaw, many lessees had enjoyed long periods of successful business at the location since the 1990s. Between 1990 and 2013 most tenants had leases of at least 5 years.

The lessee of the last iteration of the Kiosk had been running the kiosk between 2005 and 2013 (noting the lease transferred to Bridgitte Ritter following the death of her partner who had been the lessee).

From 2014-19, Cookies 'n Cream operated out of a food truck and ran a successful operation despite a low level of amenity. Oceans Café, a new food truck operator, has been in place since mid-2019, noting the ownership changed in March 2020.

The past is not always a predictor of the future, but a long-term history of successful kiosks indicates that historically there has been sufficient demand in this location to sustain a food and beverage outlet.

Demand analysis

This section examines the sources of potential clients for a food and beverage outlet on the Kingston Park Foreshore. The owner of the food truck which operated between 2014-19 reported that Kingston Park had become busier towards the end of his time at the site. There are a number of potential reasons for this which are outlined below.

Coastal Path

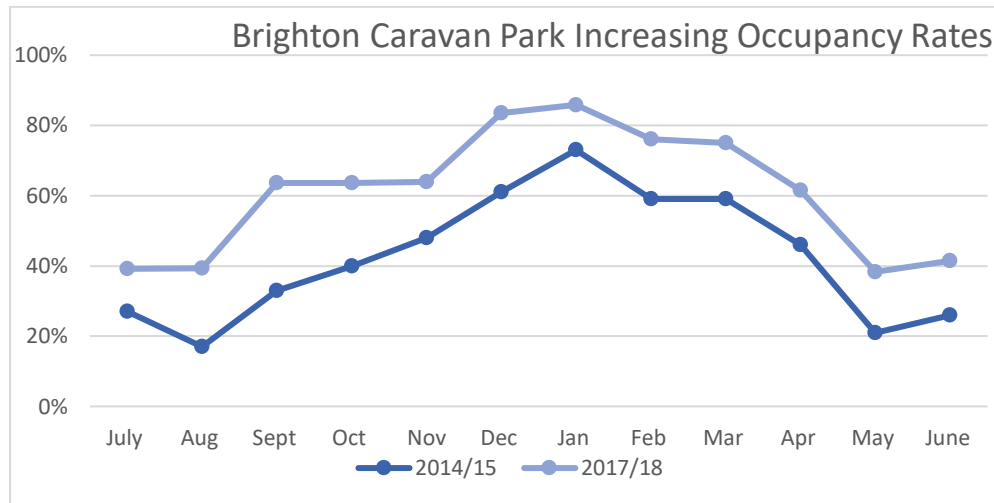
On Sunday 20 October, 2019, the Minda Coast Park was open to the public. The \$5.3 million Council and State Government project was a 500 meter section of path which allows continuous travel on the path from Kingston Park to Glenelg North.

The opening of the path has increased foot and bicycle through traffic and has allowed Kingston Park to become a destination point for those coming from the North. Everyone who was spoken to as part of this report was of the view that the completion of the path has increased the number of people on the Kingston Park foreshore.

Caravan Park

The Caravan Park hosted 59,000 visitors (measured as visitor nights) in 2019 and was an important source of clients for the previous food truck business who noted the summer holidays and Easter were particularly busy times of the year.

Revenue growth has increased by 74% between FY2014 to FY2019 as a result of redevelopments on the site and occupancy rates at the Caravan Park have increased as shown on the graph below.



The current lack of a kiosk/café is an absence which is reported as being unusual for a boutique coastal caravan park.

Other activity

Kingston Park is renowned as metropolitan Adelaide’s only north facing beach. It is a place of great natural beauty and tranquillity. There are a number of other attractions which draw visitors to the area.

- It is the site of Tjilbruke Springs, a part of the Tjilbruke Dreaming, a significant Kurna creation myth which is celebrated by the Tjilbruke Monument, interpretative trail and the spring itself.
- The stairs up and down the hillside are popular with walkers and joggers.
- The adjoining Yacht Club and Surf Life Saving Club also drive significant activity. The SLC has over 550 members, including approximately 220 Juniors¹ and both clubs run competitions.
- It is close to the Kingston House heritage site.

Gap in the market and precinct development

Members of the 5049 Coastal Community group highlighted that there is a lack of alternative food and beverage options in the vicinity during the day.

Within a ten-minute walk, the food and beverage options are:

- Seacliff Beach Hotel
- Seacliff Surf Life Saving Club - rebuilt in 2011
- Brighton Yacht Club

All these options are predominately casual dining (pub menu) style places focused on evening trade. These venues have endeavoured to capture day-time trade but it is reportedly patchy.

The lack of day time options was confirmed by Councillors Bradshaw and Lindop.

¹ Seacliff Life Surf Saving Club, Annual report 2019.

The Surf Club and the Yacht Club welcome outside business but in the first instance cater to their members and seek to create a club atmosphere which can lead to non-members feeling supernumerary.

People count

As part of the Feasibility Study, the 5049 resident group undertook a people count at the site. Volunteers were asked to count people traversing the area highlighted in red on the map and at the Oceans food truck site.

Data collection took place over a period of 10 days, from Sunday 21 June to Tuesday 30 June 2020.

Data was collected over 15-minute time periods, at different times of the day and during different weather conditions.

A total of 22 surveys were conducted during the 10 days, over a total time period of 5 hours 30 minutes.



- The number of people passing through the designated area during the 15-minute sample periods ranged from 38 to 167.
- The number of people frequenting the 'Oceans' food truck during the 15-minute sample periods, ranged from 0 to 18.
- A total of 2,102 people was counted in the designated area across the 22 survey 15-minute survey period.
- The average number of people in the area during a 15-minute time period is 95.

Although the number of people observed in the designated area was dependent on the weather, significant numbers of people were still observed there during cold, wet and windy weather – particularly people with dogs. In addition to this, the wind surfers, who regularly enter the water from Kingston Park, were also present during the stormy weather days.

The nearby playground is used daily by numerous adults and children (dependent on the weather).

People of all ages, singles, couples, family groups, walking groups, cycling groups, people using wheel-chairs and dog walkers all use this area on a regular basis.

The people count indicated a higher presence in the morning and again in the late afternoon. This was confirmed by the operator of the Cookies 'n Cream food truck.

Precedent examples

Beachside kiosks are a feature of many coastlines globally. In the vicinity of Kingston Park, there are a number of well-established and enduring kiosks and cafes including:

- Jetty Kiosk at Grange
- Boatshed at Hallett Cove
- Joe's Café at Henley Beach

Other successful South Australian examples include:

- Kuti Shack at Goowla Beach
- Star of Greece at Willunga
- Flying Fish Café at Port Elliot

The City of Holdfast Bay itself leases the:

- Broadway Café at Glenelg
- Summerton Park Life Saving Club Kiosk
- Boomers Cafe located under the Glenelg Town hall (until March 2020).

The lease arrangements at the three premises indicate that the businesses are generating sufficient revenue to meet their rental obligations and provide some data points to set the rent at a facility at Kingston Park.

Community value and place-making

The 5049 Coastal Community group emphasised that a food and beverage outlet would form an important community hub. It would provide somewhere for locals and visitors to meet and a place where people could form the relationships which are the basis of a community.

The desire for a food and beverage outlet to support community life is a long held and enduring sentiment in the area. In 2011, a 1,500 petition was presented to council to “save” the previous kiosk.² Councillor Bradshaw reported that the matter of a kiosk is the issue that is the most frequently raised with elected members. Another recent petition of some 250 signatures was lodged in January 2019 requesting the extension of licence for David Easson to operate “Cookies ‘n Cream.”

As noted above, the other food and beverage outlets in the area do not meet this purpose as they are either catering to their own communities (yachting or lifesaving), are not targeted at daytime trade or are too far away (Jetty Road, Brighton).

A kiosk or café with both indoor and outdoor seating would contribute to the place making of the area and would add another feature to make Kingston Park a destination for visitors.

High demand does not always translate to patronage but there is clearly a long standing and enduring perceived need which provides the basis of a potential future clientele.

Limitations

There are a number of limitations to operating a food and beverage outlet at this location.

There are only 31 off-street spaces and one designated for disability access parking spot. There are a further 12 bays on Burnham Rd.

There are also approximately 114 bays to the North of the Yacht Club which are already heavily used.

The parking at the current food truck location was previously supplemented by overflow parking onto to grass areas in front of the food truck which catered for approximately another 30 car parks.

The overflow parking area was closed in 2019 for the following reasons.

² Heather Kennett, Kingston Park Beach Kiosk Cafe shuts its doors after Holdfast Bay Council refuses long-term lease. Messenger South, May 7 2013.

- In respect of the Tjilbruke Springs, the significant Kurna cultural site. Preventing overflow parking had been requested by Kurna representatives since 2004.
- In preparation for the re-vegetation of the area.
- Safety concerns about unmarked parking near a playground and in an area used by swimmers, windsurfers and other to get ready to go to the beach.

The reduction in parking has been partially off-set by setting a 3-hour limit on the carpark to increase churn.

The previous food truck owner expressed concern that the effective reduction in parking could be damaging to any food and beverage outlet at that location.

There are very limited options to increase parking without using caravan sites which would erode the revenue of the Caravan Park. The single-entry point to the carpark alongside the restricted parking have the potential to cause traffic disruption should there be any increase in people seeking parking in the area.

The limited parking is an inhibitor to size of operation that could be sustained. Nonetheless, there is a lot of foot traffic and two examples of successful kiosks/cafes with limited parking in the area are the Broadway Kiosk, corner of Broadway and South Esplanade, Glenelg and the Garden Café, 44 Wheatland St Seacliff.

In addition to the limited carparking, the local residential population of Kingston Park is small. At the 2016 Census, Kingston Park had 517 residents in 272 dwellings. Seacliff – which in part could be in the catchment area – is also a small suburb with only 1,957 people in 921 dwellings.³ However, whilst the local population is small it was described by local café owner Brain Hayes (head chef and owner at Lil'ish Café) as very loyal and well balanced in terms of retirees and other people who stay home and can support trade through the day.

Finally, any coastal food and beverage outlet is subject to weather conditions. The current food truck has no indoor seating so closes during inclement or very windy weather. A kiosk or café with indoor seating will be able to remain open but would still suffer reduced trade in bad weather.

The previous food truck operator advised that while morning trade was strong, the afternoon trade was soft. It should however be noted, that his offering was limited to coffee, ice-creams, hot dogs and simple toasted sandwiches.

A note of caution, the recent utilisation of the Coastal Path and the level of business enjoyed by the current food truck operator, have possibly been driven, in part, by COVID-19 restrictions which have limited alternative activities. For a period, the food truck would have been the only food and beverage operator in the area who was unaffected by the restrictions. Every other venue was closed or restricted to take-away, while he could operate as per his normal activities.

Conclusion on feasibility

Based on the history of kiosk or café operations in the area, and on an analysis of increased foot-traffic in recent years, this report concludes that a competent operator should be able to run a sustainable food and beverage business on the Kingston Park foreshore.

³ Australian Bureau of Statistics, 2016 Census Quick Stats, <https://quickstats.censusdata.abs.gov.au>

The clientele would be a combination of the caravan park visitors, local residents and the increased foot traffic along the coastal path.

The peak operating period would be from December to Easter in line with the peak occupancy of the caravan park and increased beach visitation but the local residents, the 40% off peak occupancy at the caravan park, and continued path usage, as measured by the people count could sustain a business throughout the year. Closure might still be necessary during prolonged bad weather even with indoor seating.

PART 2 – BUSINESS CASE

The second part of this report completes the Business Case by undertaking an options analysis including a financial analysis of the preferred options.

Options identification and analysis

A preliminary list of site and venue options were identified and assessed and reduced to a short list for more detailed examination.

Venue type options

A number of venue options were examined.

- An improved food truck experience, which might include some permanent fixtures for clientele and the possibility of a food truck court which might cater for multiple trucks.
- A Kiosk in the style of the precedent models outlined above with both outdoor and some indoor seating and offering a simple breakfast/lunch style menu.
- A destination restaurant.

A Kiosk/Café was considered the best option as outlined in the table below.

Venue Type	Venue Consideration		
	Food truck (single or multi truck set up)	Kiosk/Café	Restaurant
Benefits	<ul style="list-style-type: none"> ➤ Most cost effective ➤ Flexible as allows different experiences over time ➤ Current operator doing well 	<ul style="list-style-type: none"> ➤ Many proven precedent examples ➤ Option favoured by local resident group ➤ Supported by industry interviews ➤ Best meets market demand and complementarity with other local f&b outlets 	<ul style="list-style-type: none"> ➤ Could become a destination restaurant and boast economic activity
Disadvantages	<ul style="list-style-type: none"> ➤ Too subject to weather ➤ Requires a new location anyway with more permanent patron facilities and venue support which would reduce cost advantage ➤ Limited offering ➤ Does not meet community expectations 	<ul style="list-style-type: none"> ➤ Requires greater level of investment than food truck facilities 	<ul style="list-style-type: none"> ➤ Parking limitations ➤ Would compete with adjacent food offering (SLC and Yacht Club) and could diminish revenue for those clubs ➤ Is not what the local resident group is seeking ➤ Financially highest risk as highest capital investment required
Conclusion	Option not pursued	Preferred option and to be used as the standard option in the site analysis	Option not pursued

Site options

A full outline of the site options is the subject of the Woods Bagot documentation which was prepared in parallel, and in consultation, with this document.

The long list of potential locations is captured in the adjacent picture and sites A, B and C were excluded in a first analysis as per the rationale in the table below.



Excluded Site Options			
Option	Site A Existing site	Site B In front of Yacht Club	Site C Combined with new caravan park administration centre
Pros	<ul style="list-style-type: none"> ➤ Prominent site 	<ul style="list-style-type: none"> ➤ Cost effective ➤ Yacht club could contribute to construction cost 	<ul style="list-style-type: none"> ➤ Cost effective as undertaken as part of larger project ➤ Provides flexibility and space in terms of indoor seating ➤ Helps resolve a number of precinct related issues in relation to the entry of the caravan park and traffic flow
Cons	<ul style="list-style-type: none"> ➤ Land use agreement with Kaurna precludes use of this site 	<ul style="list-style-type: none"> ➤ Limits choice of operator ➤ Option not favoured by local resident group as it does not overcome the issue of the lack of community feel ➤ Difficult to incorporate architecturally ➤ Location on front lawn might damage other elements of the Yacht Club's activities ➤ Does not meet community expectations 	<ul style="list-style-type: none"> ➤ Perception of exclusivity for caravan park users ➤ Less visible to passing foot traffic ➤ Difficult to overcome feel of caravan park lobby ➤ Inclusion into larger project might delay prospect of Kiosk ➤ Does not meet community expectations
Conclusion	Option Rejected	Not considered further	Not considered further

Input from Council Workshop

Site options 01, 02b and 03 along with some basic concept designs were presented to the council at a workshop on August 11, 2020.

No consensus was reached on the preferred site. Site 02b was not considered for further examination largely because the indoor seating would be below the 'dune-line' level and would therefore not offer sea views. The two preferred options were Sites 01 and 03.

However, a number of concerns were raised with both these sites. The main issue in relation to Site 01 (Caravan Park Option) was the financial impact to the City of Holdfast Bay of the lost revenue resulting from the loss of caravan park sites. The main issues raised in relation to Site 03 (the Caretaker's Cottage) were around access to the site given its raised position 2-4 meters above sea level (currently 15 steps) and the distance from the beach.

Site options presented to council workshop August 11			
Option	Site 01 Caravan Park (Beach Front)	Site 02b Caravan Park (Disability Ramp)	Site 03 Caretaker's Cottage
Pros	<ul style="list-style-type: none"> ➤ Adjacent Path ➤ Highly visible ➤ Close to main stairs to beach ➤ Maximise passing trade and fast service "ice cream and coffee" type trade for beach goers ➤ Understood to be the preferred location of the local resident group 	<ul style="list-style-type: none"> ➤ Adjacent Path ➤ Highly visible ➤ Less disturbance to caravan park ➤ Potential for public seating on other side of path to expand capacity ➤ Minimal disturbance to landscape 	<ul style="list-style-type: none"> ➤ Raised position provides excellent view ➤ Can operate independent from the caravan park ➤ Prominent location on arrival by car ➤ No loss of caravan park revenue ➤ Provides for a high level of community amenity and could provide a community appeal (as opposed to focusing on visitors)
Cons	<ul style="list-style-type: none"> ➤ Could lose 2-4 of the most popular caravan sites ➤ Considerable loss of caravan park income ➤ Creates a large built form on beach front – and lowers visual amenity 	<ul style="list-style-type: none"> ➤ Indoor seating to be under line of dunes and therefore not provide sea view ➤ Might require treatment to path to slow cyclists to prevent pedestrian/cyclist accidents ➤ Would require alternative disability path adding to cost (could be built into design) 	<ul style="list-style-type: none"> ➤ Distance from beach ➤ Up hill side (currently 15 steps) providing some access challenges ➤ Prevents potential alternative uses for caretaker's cottage such as premium accommodation
Council Decision	Advance for further consideration – refine design to lower loss of caravan park income	Option rejected	Advance for further consideration – endeavour to improve access

Final options selection

Following the Council workshop, Woods Bagot refined the design of the Caravan Park site option to minimise the impact on the Caravan Park revenue by repositing the Kiosk and also increased the size of the venue therefore increasing the potential rental return.

Additionally, Woods Bagot engaged Able Access Design, an accredited disability consultant and undertook further design work to examine and address the disability access challenges to the Caretaker's Cottage. The Disability Access Advice noted in relation to the Caretaker's Cottage concept that:

"In regards to access for visitors who have a disability, while access via the 'Delivery/ Ambulant Park' would satisfy the NCC (National Construction Code) requirements, it would not satisfy the DDA (Disability Discrimination Act) for providing equitable access. As such, alternate disability access in a location close to the north-west corner is proposed."

(Please note that where the NCC and the DDA impose different standard, the more demanding standard needs to be complied with.)

Two refined concept plans were designed by Woods Bagot to provide lift access. Both options were deemed to be fully compliant by the disability consultant. The option favoured by the disability consultant – due to a less prominent lift location - has been chosen as the option for examination. The improved access increased the construction cost by approximately \$140,000.

Preferred Options

Three options advanced for were examined from a financial perspective.

These are:

Option 1 – Original Caravan Park – Beach front option

Option 2 – Revised Caravan Park – Beach front option (Revised Option 2)

Option 3 – Revised Caretaker's Cottage option (Lift option 1)

Financial Analysis

The operating model being considered for the Kiosk is based on the City of Holdfast Bay providing the capital to build the Kiosk and leasing it to a commercial operator. The City of Holdfast Bay leases a number of commercial properties in this manner which provide an important commercial return. The relatively low level of upfront capital cost means there would be limited benefit in considering operating models which shift the capital cost to a private operator in exchange for reducing the ongoing returns.

An analysis is done on both a real costs basis and as a Net Present Value (NPV)

Real Costs

On a real cost basis, Options 2 and 3 provide a financial return to the City of Holdfast Bay over the 12 year period of assessment. The return on the Caretaker's Cottage Option is much greater due to the fact there is no loss of caravan park revenue.

Real Costs			
	Option 1 Caravan Park Beach Front Original	Option 2 Caravan Park Beach Front Revised (Option 2)	Option 3 – Caretaker's Cottage Disability access option
Benefits			
Rental income	412,050	753,750	522,600
Residual Value	400,500	556,870	499,050
Total Benefits	812,550	1,310,620	1,021,605
Costs			
Capital costs	534,000	742,490	665,400
Maintenance costs	88,110	122,510	109,790
Operating costs	-	-	-
Loss of caravan park income	444,820	355,930	-
Total Costs	1,066,930	1,220,930	775,190
TOTAL \$	-254,380	89,690	246,460

ASSUMPTIONS

- 12 Year model starting 20-21 FY – allows for planning and construction. One partial year operation and 10 full years operation (5+5 lease)
- 12 month design, document and construction commencing Easter 2021
- Capital Costs have been estimated by Capisce QS
- No indexation for CPI (As per SA Treasury instructions). By way of explanation, generally speaking, either indexation is applied to everything (construction, income and costs) or nothing. As there are a number of unknowns in terms of timing and the ongoing impact of COVID, no indexation has been applied. This is recommended practice by the South Australian Department of Finance and Treasury.
- Maintenance costs at 2% of construction cost pa starting year 4 (25%) and year 5 (100%)
- Residual value assumes an economic life of the buildings of 40 years; depreciation has been calculated on a straight-line basis. At the end of the evaluation period, the buildings are estimated to have 30 years remaining of useful life.

RENTAL ASSUMPTIONS

- Model assumes only 80% rent is charged in first full year.

- Rental income per annum is over the life of the model
 - Option 1 - \$45k pa (38m2 indoor total space + 37m2 outdoor dining)
 - Option 2 - \$75k pa (80m2 indoor total space +40m2 outdoor seating)
 - Option 3 - \$52 k pa (52 m2 indoor space + 35m2 outdoor seating)
- The rental assumptions are based on the rental of other beachside locations owned by the City of Holdfast Bay.
 - Kiosk next to the old tram at Glenelg Wigley reserve is only used as a servery/food prep, there are a few seats in the old tram and the rest is outdoor dining. Rent is \$28,000 for the first 12 months.
 - The Somerton kiosk is rented by the Surf lifesaving club. Rent is \$23,000 pa.
 - Boomers, Cafe located under the Glenelg Town hall, adjacent to playground, beachfront: the rent was \$32,000 pa but Council terminated the lease in March 2020.
 - The current rental on the Broadway Kiosk is approximately \$1,000 per m2 and an additional \$325 m2 for 79m2 of alfresco and outdoor dining area to the south of the building. It should be noted that McGees recently undertook a rental assessment of the Broadway Kiosk which found the rental to be “grossly in excess” of market rates. The actual rent paid is used as the basis in this analysis.

City of Holdfast Bay normally charge rent as 7-9% of turnover rather than a square meter rate. However, turnover information was not available.

The Kingston Park Kiosk is assumed to be a more appealing location than the first three listed above but is less busy than Broadway. Rent is assumed at approximately \$775 m2 (so 77% of the level of the Broadway for indoor) and the same level for the outdoor space.

Whilst the rental assumption is ambitious, it is considered achievable based on the actuals charged for the Broadway Kiosk and the fact that it is over the life of the model.

LOST CARAVAN PARK REVENUE

- Caravan park losses are based on lost and compromised sites
- It is based on March 19 to Feb 2020 actuals (the most recent full 12 months before Covid). Each of the beachfront sites return an average of \$12,893 per year. Figures provided by CHB
- Option 1 assumes loss of sites J 8-10.
- Option 2 assumes loss of sited J8, J 9 and 40% loss of income on J10 (being the site adjacent the kiosk).

Net Present Value (NPC)

A NPV is a common tool for infrastructure project assessment. It compares the value of cash flows (benefits) received in the future with the capital required for investment today by applying a discounted rate to cash flows. The discount rate accounts for the time value of money (money today is worth more than the same sum in the future) and for the riskiness of investments. The NPV calculation allows the cash flows over the evaluation period to be converted to a single figure. This enables the comparison of alternative options where costs and benefits may differ in terms of values, size and timing. A NPV greater than zero implies a return greater than the required rate of return (discount rate) which, considered alone in a commercial context, would indicate that a particular option is worthwhile. A negative NPV, that is a NPV less than zero, is referred to as a Net Present Cost (NPC). A NPC would be anticipated on non-commercial projects – that is to say projects undertaken

to meet social or community needs (schools, hospitals, community centres etc). Based on a NPV analysis only the Caretaker's Cottage option would be considered. However, if the community value of the Kiosk is considered worthwhile, the revised beach front option could be pursued.

Net Present Value			
	Option 1 Caravan Park Beach Front Original	Option 2 Caravan Park Beach Front Revised (Option 2)	Option 3 – Caretaker's Cottage Disability access option
Benefits			
Rental income	319,350	584,180	405,030
Residual Value	260,240	361,840	324,270
Total Benefits	579,590	946,020	729,300
Costs			
Capital costs	509,620	708,590	635,020
Maintenance costs	65,880	91,600	82,090
Operating costs	-	-	-
Loss of caravan park income	354,800	283,890	-
Total Costs	930,290	1,084,080	717,110
NPC/NPV	-350,710	-138,060	12,200

ASSUMPTIONS

- Inputs as per real cost analysis
- NPV prepared in accordance with SA Treasury guidelines for infrastructure projects
- Discount rate:

Risk free rate	0.82%	Australian Bond fixed coupon 10 year yield (nominal) as at 09/08/2020
Beta	0.50	Low market risk
Risk premium	6.00%	Australian historical market risk premium
Real discount rate	3.82%	(risk free rate + (beta x risk premium))

Risks

The rental rates anticipated are ambitious and might not be achieved.

There might be a greater loss of caravan park revenue than anticipated. The kiosk structure will obscure the view of some other sites in the park and might make them less appealing. The additional foot-traffic and noise generated by a kiosk might also impact on the desirability of the sites in the vicinity of the kiosk.

Multi criteria assessment

A multi criteria assessment was undertaken by Woods Bagot and Strategic Solutions Co which considered a number of design elements as well as the financial assessment undertaken in this Business Case.

SITE OPTIONS ANALYSIS Parameters & Criteria

Rating 0 - 10 Weak -- 0 - 1 - 2 - 4 - 5 - 6 - 7 - 8 - 9 - 10 -- Strong

Following feedback from a council workshop held on 11 August 2020, three preferred options were selected for analysis.

SITE PARAMETERS		SITE 01 Caravan Park (Original)	SITE 01 Caravan Park (Revised)	SITE 03 Caretakers Hut (Revised)
ACCESSABILITY & CONNECTION	Walkability traffic, (incl. runner + cyclist)	10	10	7
	Ease of acces	10	10	5
	Avg.	10	10	6
VISUAL IMPACT & IDENTITY	Visual impact from key surrounding zones e.g. beach, footpath, top of cliff	9	9	7
	Visual outlook from the site e.g. ocean, coastline, cliff face,	8	8	9
	Does the site offer a unique point of interest to the overall precinct?	7	7	10
	Avg.	8	8	9
FORESHORE EXPERIENCE	Does the site offer a unique user experience e.g. Privacy or prominence?	7	7	10
	How successful is the sites interaction with the foreshore?	9	9	5
	Avg.	8	8	7
WEATHER PROTECTION	How well does the site respond to environmental implications of the ocean + Solar, wind & rain.	4	4	9
SERVICEABILITY & DELIVERY	Ease of access for services, deliveries and potential catering collections / pick up	7	7	10
OPPORTUNITY TO LEVERAGE FROM COMMUNITY ACTIVITY	Opportunity to leverage from commercial and public life on a daily basis?	9	9	8
FINANCIAL ANALYSIS	Financial assessment over 12 years considering construction cost, maintenance budget, potential rental income and impact on caravan park operations	1	4	8
MEETING COMMUNITY EXPECTATION		7	9	5
	Overall Score	54/80	59/80	62/80

Conclusion

Based on a financial assessment, Option 3 – the Caretaker’s Cottage is the clear preferred option.

Option 2, the revised Caravan Park site, does provide a positive return on a real cost basis. It is still a negative NPV but the City of Holdfast Bay might consider its community value to make a negative NPV acceptable.

Option 3 – the Caretaker’s Cottage - is also the preferred option on the multi criteria assessment.

However, the refined Caravan Park option performs better on the assessment by:

- better reflecting the needs of the community by providing more indoor seating
- repositioning the Kiosk to take up less space in the Caravan Park
- increasing the rental return by increasing the size of the venue

The multi criteria assessment between Option 2 and Option 3 is close enough that either option could be considered.

Indeed, further refinement of the Caravan Park option, in relation to estimated construction cost, and finding alternative revenue for the caravan park (perhaps by realigning all sites or using the Caretaker’s Cottage as lettable accommodation) would further improve the financial assessment of the Caravan Park site option.

Appendix 1 – Methodology

This report was based on desktop research, information provided by the City of Holdfast Bay and consultation conducted.

The following interviews were conducted.

People	Group	Date
Councillor Annette Bradshaw Councillor Clare Lindop Councillor Susan Lonie	Elected Members – Seacliff Ward	9/06/2020 5/07/20
Ian Young Alison Cormack Libby Cregeen David Bagshaw	5049 – Coastal Community Residents’ Group	11/06/2020 Meeting in person on location
David Easson	Operator Coffee ‘n Cookies food truck	12/06/2020 Phone call
Brian Hayes	Head Chef and Owner Lil’ish Café (now Operating as Garden Cafe	19/07/2020 Phone call

The report has not verified the information provided by the City of Holdfast Bay.

Attachment 3

Kingston Park Kiosk

Site Options

October 2020

368/20 - Attachment 3
C101224/7960



**WOODS
BAGOT**

“Tulukutangga” - Kingston Park

“Kurna form of Ngarrindjeri name, ‘Tulukudangk.’”



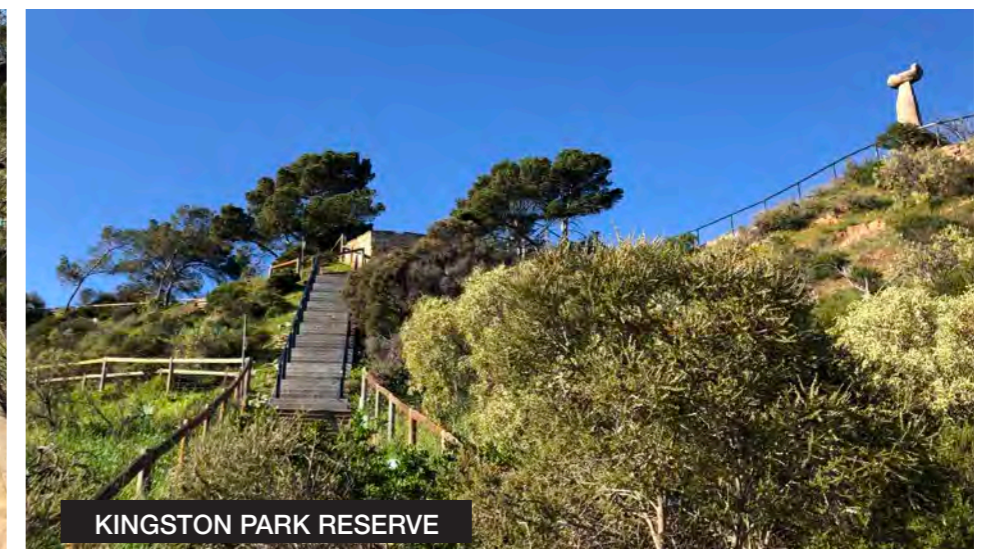
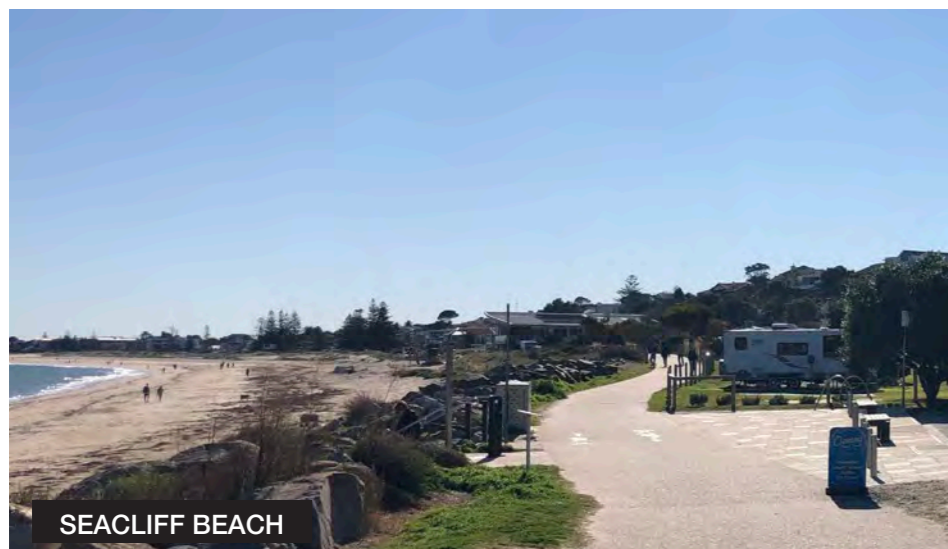
SITE CONTEXT

Kingston Park - THEN...



SITE CONTEXT

Kingston Park - NOW...



A man in a black long-sleeved shirt is shown from the side, holding a dark wooden bowl filled with greenery. He is performing a ritual, as evidenced by the white smoke rising from the bowl. The background is a blurred natural setting with trees and a crowd of people in the foreground.

*“Marni naa putni Kaurna
yarta-ana.”*

“Welcome to Kuarna Land.”

THE KAURNA CULTURAL SIGNIFICANCE

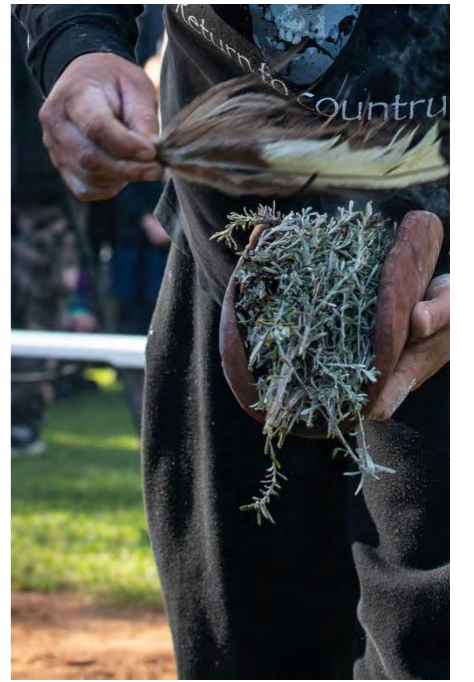
Kingston Park 'Tulukutangga'



TJILBRUKE SPRING



COASTAL LAGOONS



TJILBRUKE MONUMENT



NATIVE SPECIES



2019 REPATRIATION CEREMONY

SITE ANALYSIS

Kingston Park 'Tulukutangga'

- 01. ABORIGINAL CULTURAL HERITAGE RISK ZONE (HIGH)
- 02. TJILBRUKE SPRING (REGISTERED CULTURAL SITE)
- 03. KINGSTON HISTORIC HOUSE (STATE HERITAGE LISTED)
- 04. TJILBRUKE MONUMENT
- 05. KINGSTON CARAVAN PARK
- 06. KINGSTON PARK COASTAL RESERVE
- 07. SEACLIFF YACHT CLUB
- 08. JOHN MATHWIN RESERVE
- 09. SEACLIFF PRIMARY SCHOOL



SITE ANALYSIS

Current F&B Offering

THE MISSED OPPORTUNITY

As it stands, there is an evident 'gap' in the Kingston Park foreshore daytime f&b offering. Outside of major precincts such as the Seacliff Beach Hotel & Surf Life Saving club, the closest 'grab & go' style offering can be found on Jetty Road, a 30 min walk from the Caravan Park. The Kingston Park Reserve has proven to be a bustling hive of activity year round, explaining the high demand for a permant cafe to be located on the foreshore.

SURF LIFE SAVING CLUB

Open from 9am - 8:30pm Thursday to Sunday, The Surf Life Saving Club offers a relaxed dining experience with busy evening trade during the summer months.

SEACLIFF BEACH HOTEL

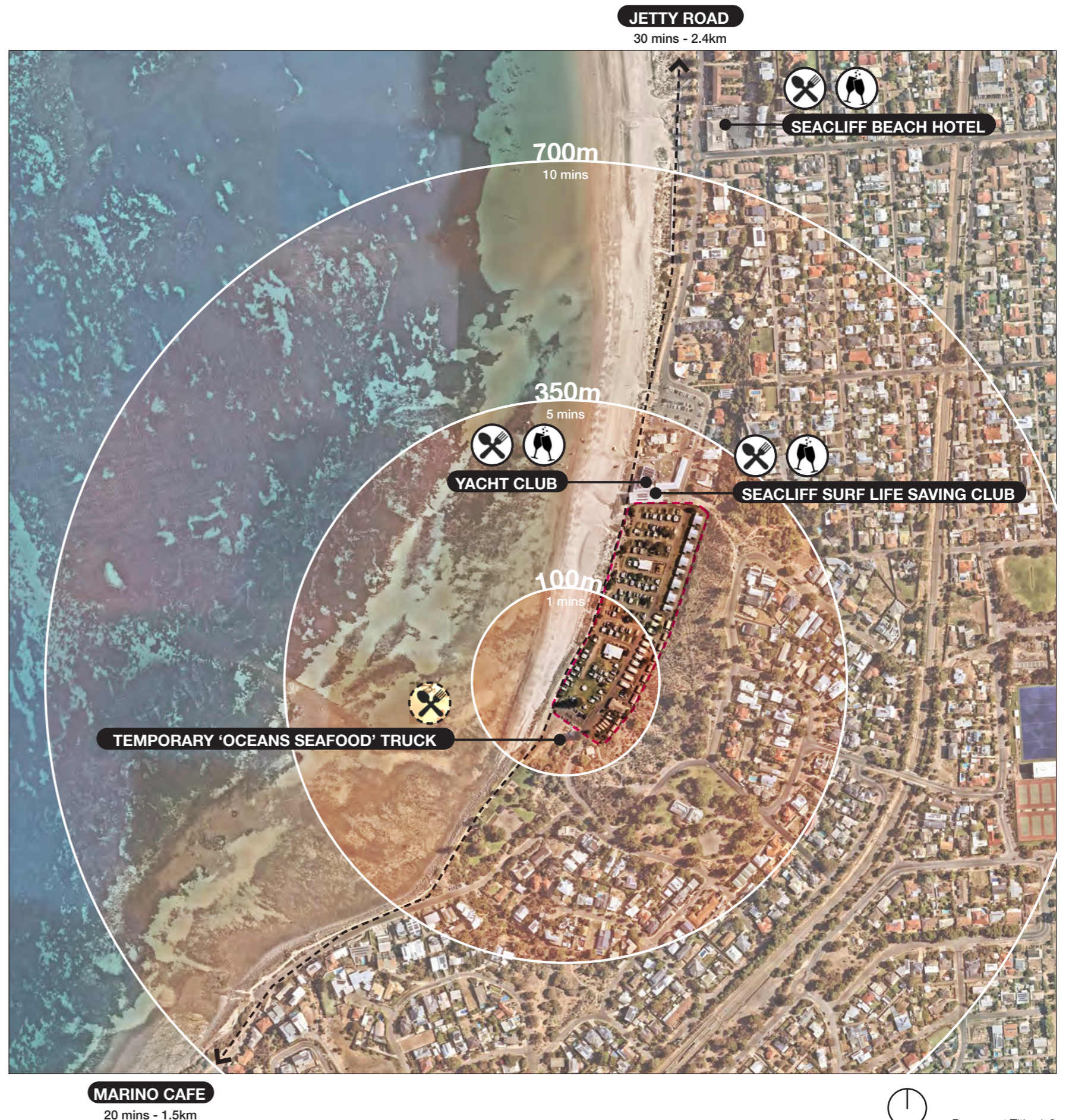
Open from 8am - late 7 days a week, the Beach Hotel offers a more upbeat formal dining / pub experience.

YACHT CLUB

Similar to the SLSC, the yacht club is predominately a casual dining (pub style) offerig focused on evening trade.

TEMPORARY KINGSTON PARK FOOD TRUCK

From 2014, a food truck has operated on the site of the old kiosk. The most recent iteration is the 'Oceans cafe', operating since mid 2019 offering a fish and chips style takeaway



SITE ANALYSIS

Key Pedestrian Movement

PRIMARY AXIS

North - South, A more recent development of a permanent board walk adjacent the caravan park is the primary means of circulation in the area. The path has consistent high foot traffic throughout the year with walkers, joggers & cyclists as the primary users. The path is also wheelchair friendly and sees a high number of pets accompanying their owners.

SECONDARY LINKS

East - West, Connecting Tjilbruke Monument & lookout to the Carpark below via a set of stairs which are regularly used for direct access to the foreshore. The top carpark is often full in the evenings as people gather to watch the sunset.

East - West, At the North end of the Site another popular set of stairs is regularly used connecting pedestrians to the foreshore and surf life saving club alike.

TRAILS

A small trail runs along the steep face of the Kingston reserve. Used primarily for scenic walks or at slower pace.

A man-made trail also runs through the Tjilbuke spring zone connecting people from the street to the reserve below (a popular gathering zone)



SITE OPTIONS OVERVIEW

Potential Kiosk Locations

SITE 01 CARAVAN PARK CORNER, ADJACENT EXISTING CARPARK

- Highly visible foreshore site, requires 2 - 3 powered caravan park sites to be removed

SITE 02a ADJACENT CARAVAN PARK BBQ AREA

- Opportunity to leverage from existing infrastructure of the bbq area. Requires new access from foreshore path.

SITE 02b INPLACE OF EXISTING CARAVAN PARK RAMP

- Requires existing ramp to be removed and integrated into the new kiosk design

SITE 03 OLD CARETAKERS HOUSE

- Provides a unique opportunity to redevelop the original 'Alaska Kiosk Site' (now abandoned caretakers dwelling) into a contemporary, 'destination' F&B offering

EXCLUDED OPTIONS

SITE A SOUTH SIDE OF EXISTING CARPARK

- Excluded from further analysis due to location within the Tjilbruke spring registered cultural site. Would also contravene land use agreement with Kaurua. In the long term this would also exclude having a food truck on this site.

SITE B YACHT CLUB LAWN

- Site was not considered further due to the adjacency with existing buildings, limiting other activities in the area and not meeting community expectations of a site 'detached' from existing clubs

SITE C ADJACENT EXISTING ADMINISTRATION BUILDING

- Located adjacent the admin replacing existing caravan park cabins. Would need to consider integration with a new admin building. This site was excluded due to a loss in rental income and the strong community opposition to a site incorporated into the function of the caravan park.



DESIGN APPROACH

DESIGN APPROACH
Re-imagining the Past

ALASKA \ ICE //
HOT WATER, EATS & CREAM
SMOKES.

KINGSTON PARK KIOSK
AN INTEGRATED OUTCOME

KINGSTON
PARK
OFFERING

STORY &
DESIGN
NARRATIVE

CULTURAL
SIGNIFICANCE

HISTORICAL
IMPACT

*A coastal grab & go that reflects its context,
defining a meeting place for locals and
offering a place to dwell and recharge...*



KUTI SHACK, GOOLWA



KUTI SHACK, GOOLWA



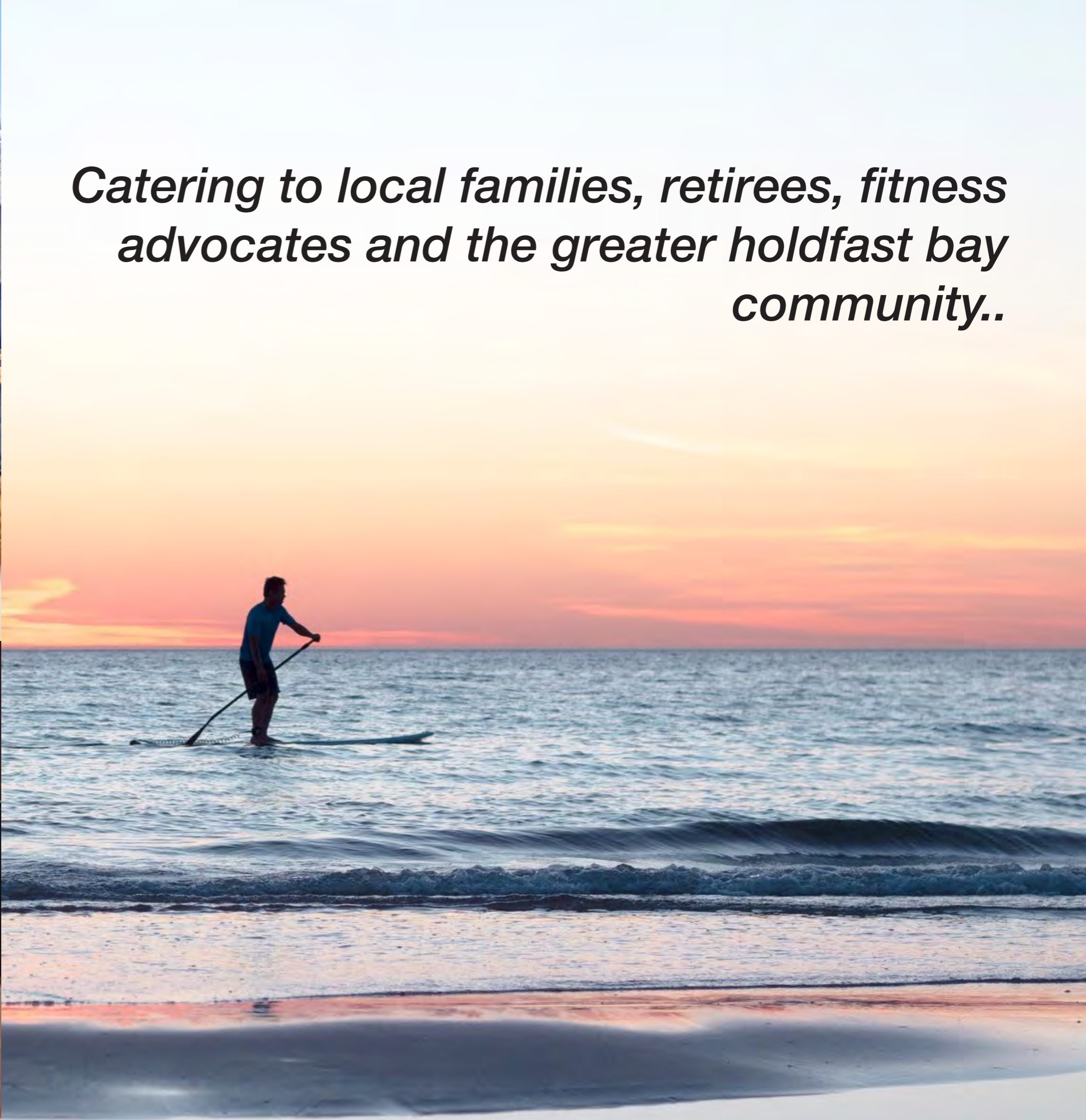
THIRD WAVE, TORQUAY



Catering to local families, retirees, fitness advocates and the greater holdfast bay community..



THIRD WAVE, TORQUAY



PRECEDENTS

PRECEDENT 01
THIRD WAVE KIOSK | TORQUAY



THIRD WAVE KIOSK | TORQUAY

Integration with Context, Monolithic, Material



IMAGERY BY OTHERS

PRECEDENT 02

KUTI SHACK, GOOLWA PIPI CO | GOOLWA



KUTI SHACK, GOOLWA PIPI CO | GOOLWA

Cultural Connection, Food Offering, Dining



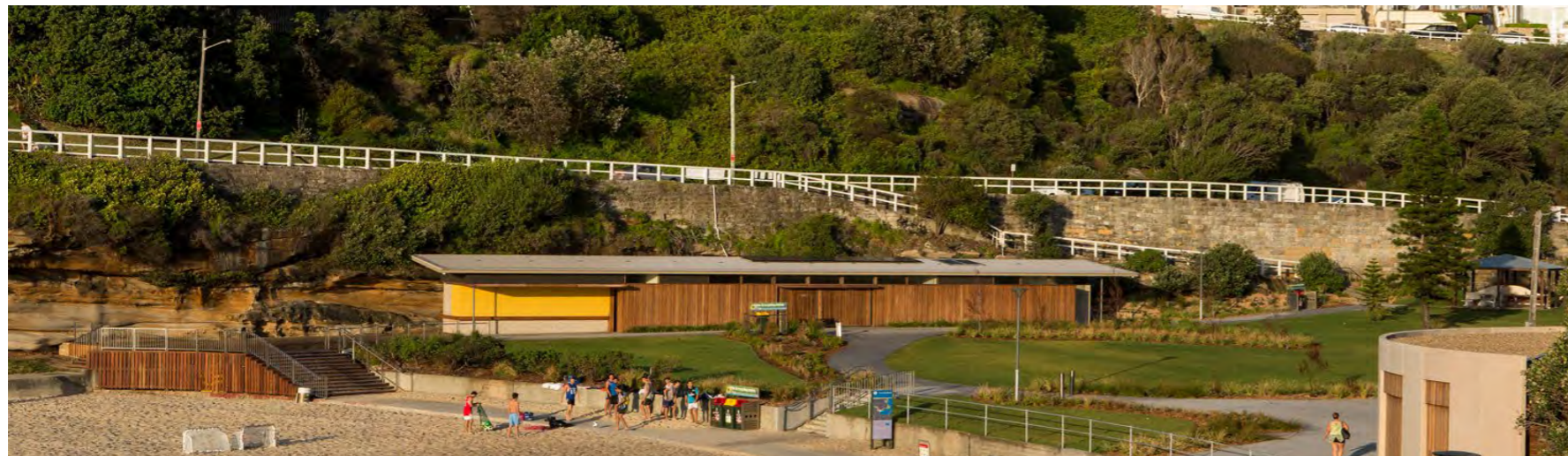
IMAGERY BY OTHERS

PRECEDENT 03
TAMARAMA KIOSK | TAMARAMA



TAMARAMA KIOSK | TAMARAMA

Presence, Foreshore Connection



IMAGERY BY OTHERS

PRECEDENT 04
AMENITIES BLOCK | NORTH BONDI



AMENITIES BLOCK | NORTH BONDI

Material, Landscape Use, Scale



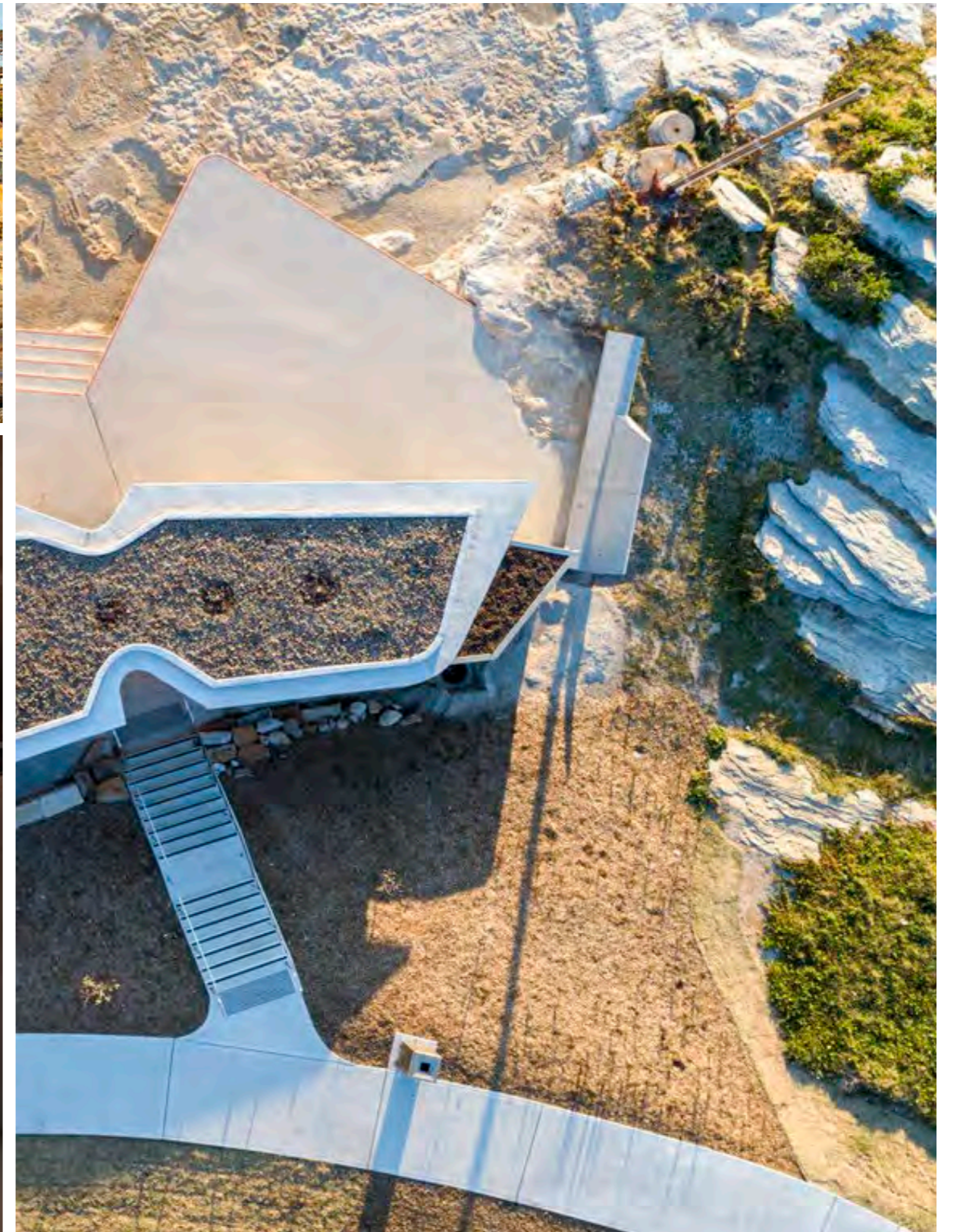
IMAGERY BY OTHERS

PRECEDENT 03
MAHON POOL AMENITIES | MAROUBRA BEACH



MAHON POOL AMENITIES | MAROUBRA BEACH

Identity, Material , Monolithic



IMAGERY BY OTHERS

PRECEDENT 06
PARRAMATTA PARK AMENITIES | PARRAMATTA



PARRAMATTA PARK AMENITIES | PARRAMATTA

Pavillion, Material, Permeability



IMAGERY BY OTHERS

SITE OPTIONS

SITE OPTIONS ANALYSIS

Site 02a



SUMMARY

Site 02a sits in-line with the existing caravan park communal bbq area. The change in site levels from the footpath offers an opportunity for a split level design that caters for caravan park users and the public alike. This site has a strong foreshore presence

SITE PARAMETERS

ACCESSIBILITY & CONNECTION	● ● ● ● ● ● ● ● ○ ○
VISUAL IMPACT & IDENTITY	● ● ● ● ● ● ● ○ ○ ○
FORESHORE EXPERIENCE	● ● ● ● ● ● ● ● ○ ○
WEATHER PROTECTION	● ● ● ● ● ● ○ ○ ○ ○
SERVICEABILITY & DELIVERY	● ● ● ○ ○ ○ ○ ○ ○ ○
OPPORTUNITY TO LEVERAGE FROM EXISTING ACTIVITY	● ● ● ● ● ● ● ● ○ ○
FINANCIAL ASSESSMENT	● ● ○ ○ ○ ○ ○ ○ ○ ○



SITE OPTIONS ANALYSIS

Site 02b



SUMMARY

Similar to site 02a, this location offers direct access to and from the beach and a unique foreshore experience with the opportunity to extend decking onto the west side of the footpath. It replaces the existing ramp structure which can then be re-introduced in an integrated design approach.

SITE PARAMETERS

ACCESSIBILITY & CONNECTION	● ● ● ● ● ● ● ● ○ ○
VISUAL IMPACT & IDENTITY	● ● ● ● ● ● ● ○ ○ ○
FORESHORE EXPERIENCE	● ● ● ● ● ● ● ● ● ○
WEATHER PROTECTION	● ● ● ● ● ● ○ ○ ○ ○
SERVICEABILITY & DELIVERY	● ● ● ○ ○ ○ ○ ○ ○ ○ ○
OPPORTUNITY TO LEVERAGE FROM EXISTING ACTIVITY	● ● ● ● ● ● ● ● ○ ○
FINANCIAL ANALYSIS	● ● ○ ○ ○ ○ ○ ○ ○ ○



SITE OPTIONS ANALYSIS

Site 03

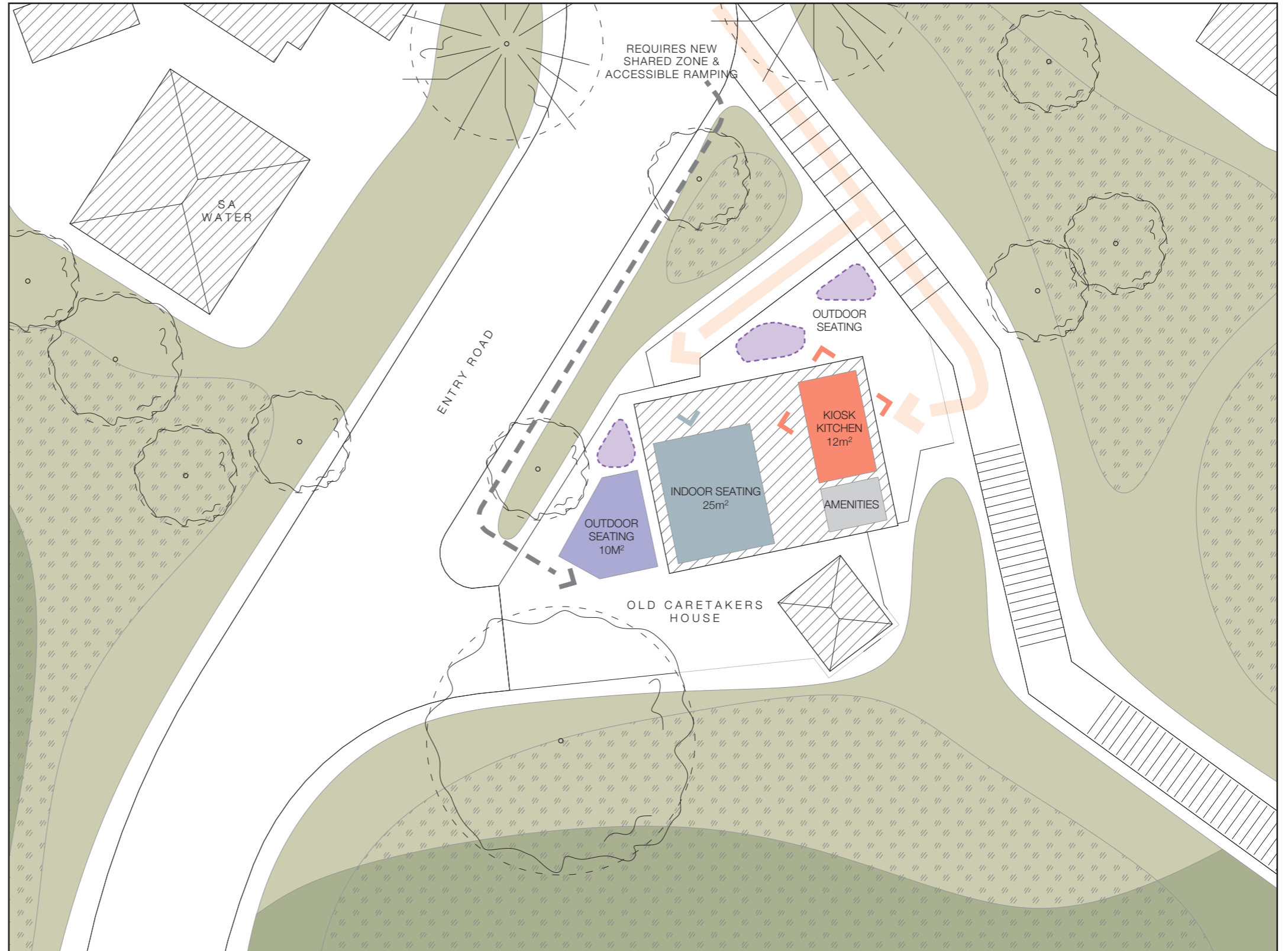


SUMMARY

Site 03 offers a unique opportunity to reimagine the original 1947 'Alaska Kiosk'. The current old caretakers dwelling is in poor condition but provides the area for an increased dining capacity. The site has a unique identity, immediate connections to existing pedestrian links and elevated views out to the foreshore

SITE PARAMETERS

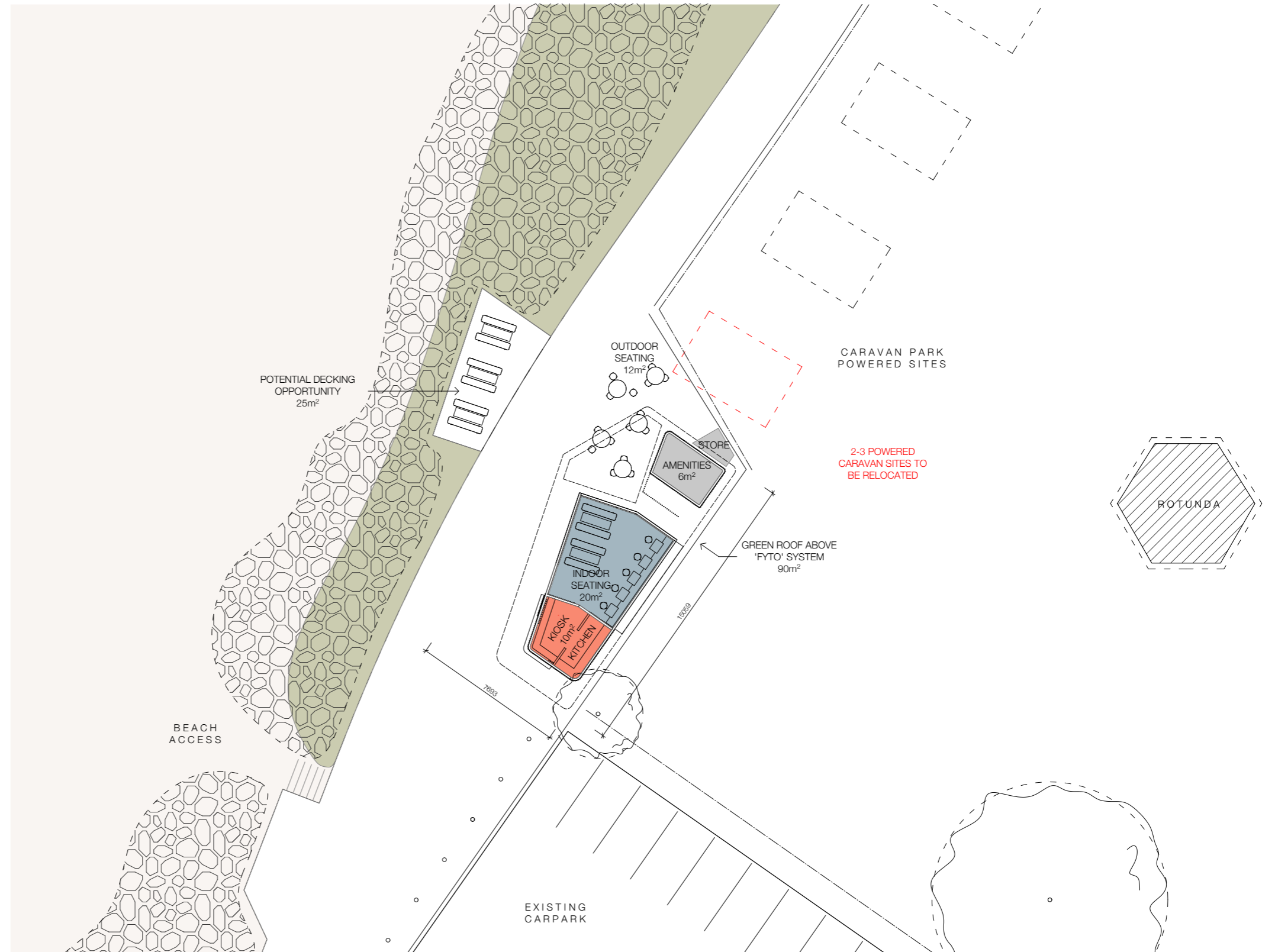
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VISUAL IMPACT & IDENTITY	● ● ● ● ● ● ● ● ● ○
FORESHORE EXPERIENCE	● ● ● ● ● ● ● ○ ○ ○
WEATHER PROTECTION	● ● ● ● ● ● ● ● ● ○
SERVICEABILITY & DELIVERY	● ● ● ● ● ● ● ● ● ●
OPPORTUNITY TO LEVERAGE FROM EXISTING ACTIVITY	● ● ● ● ● ● ● ● ○ ○
FINANCIAL ANALYSIS	● ● ● ● ● ● ● ● ● ●



PRELIMINARY MASSING

SITE 01 Preliminary Planning

EXISTING CONDITIONS



Site 01 Analysis Building Orientation Overlay

NORTH - SOUTH



2 x POWERED SITES REMOVED

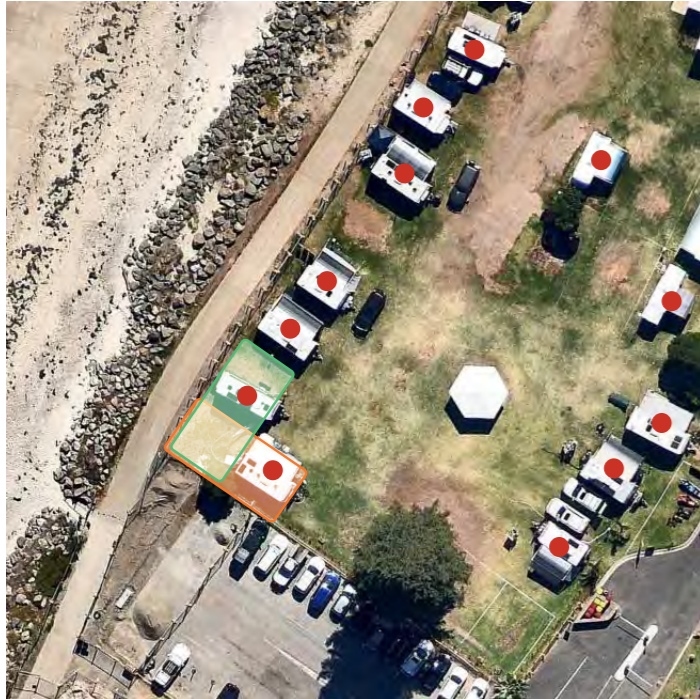
EAST - WEST



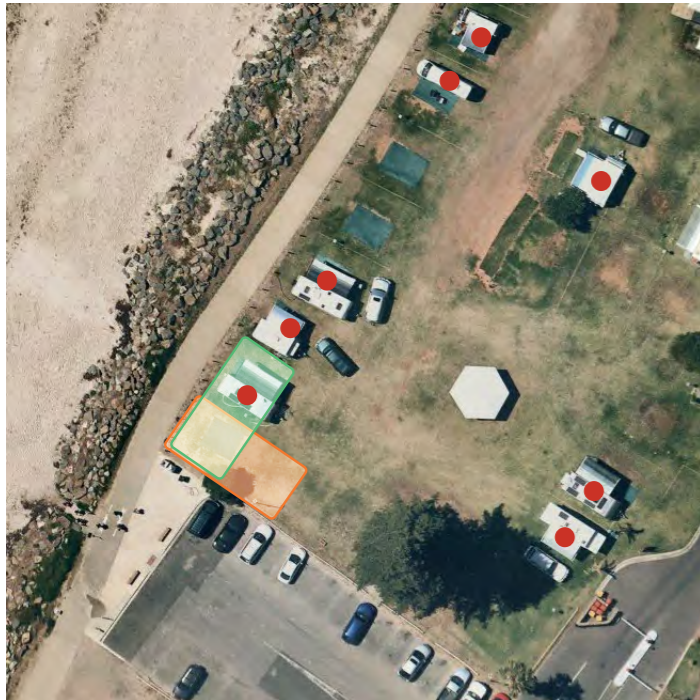
1 x POWERED SITE REMOVED

Site 01 Analysis Typical Site Usage

2018 →
APRIL 19 . 2018 - **12 SITES USED**



DEC 05 . 2018 - **8 SITES USED**



2019 →
JANUARY 22 . 2019 - **13 SITES USED**



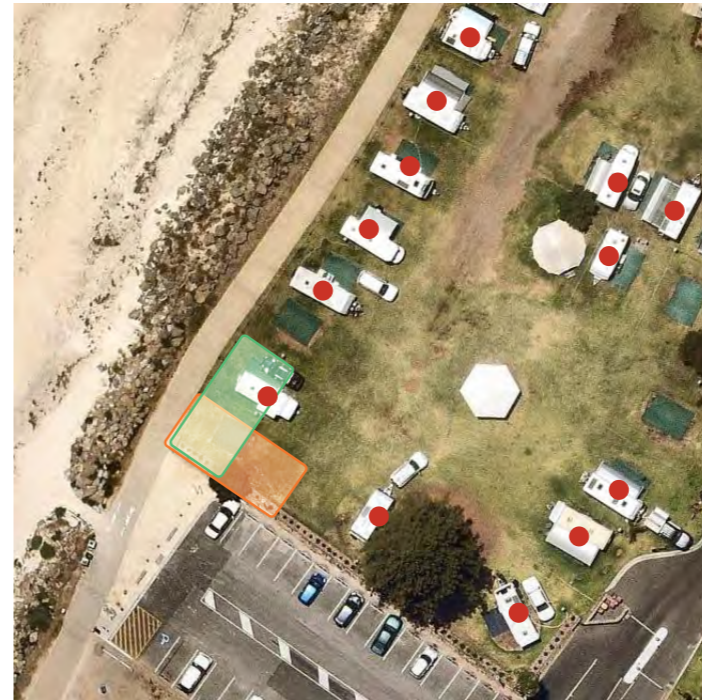
MARCH 28 . 2019 - **11 SITES USED**



OCT 01 . 2019 - **14 SITES USED**



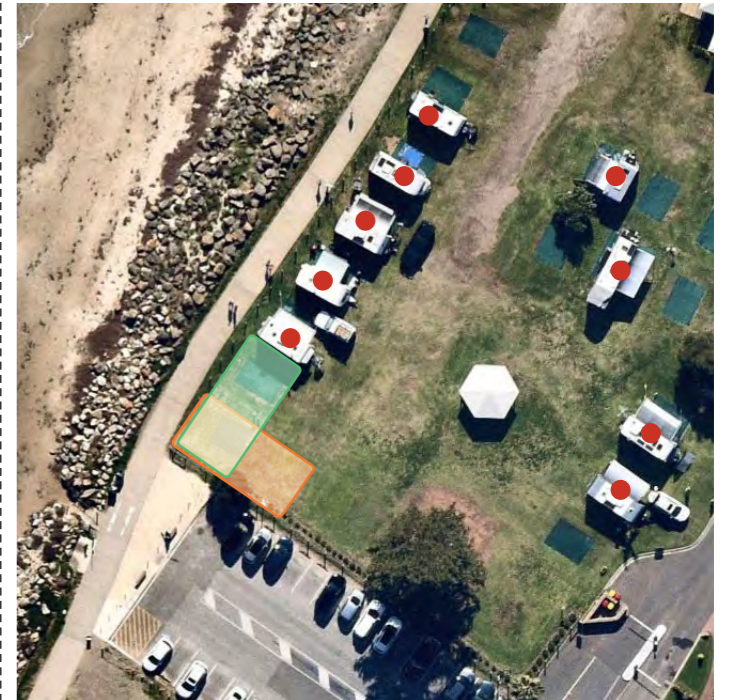
DEC 06 . 2019 - **13 SITES USED**



2020 - - - - -
FEBRUARY 05 . 2020 - **16 SITES USED**



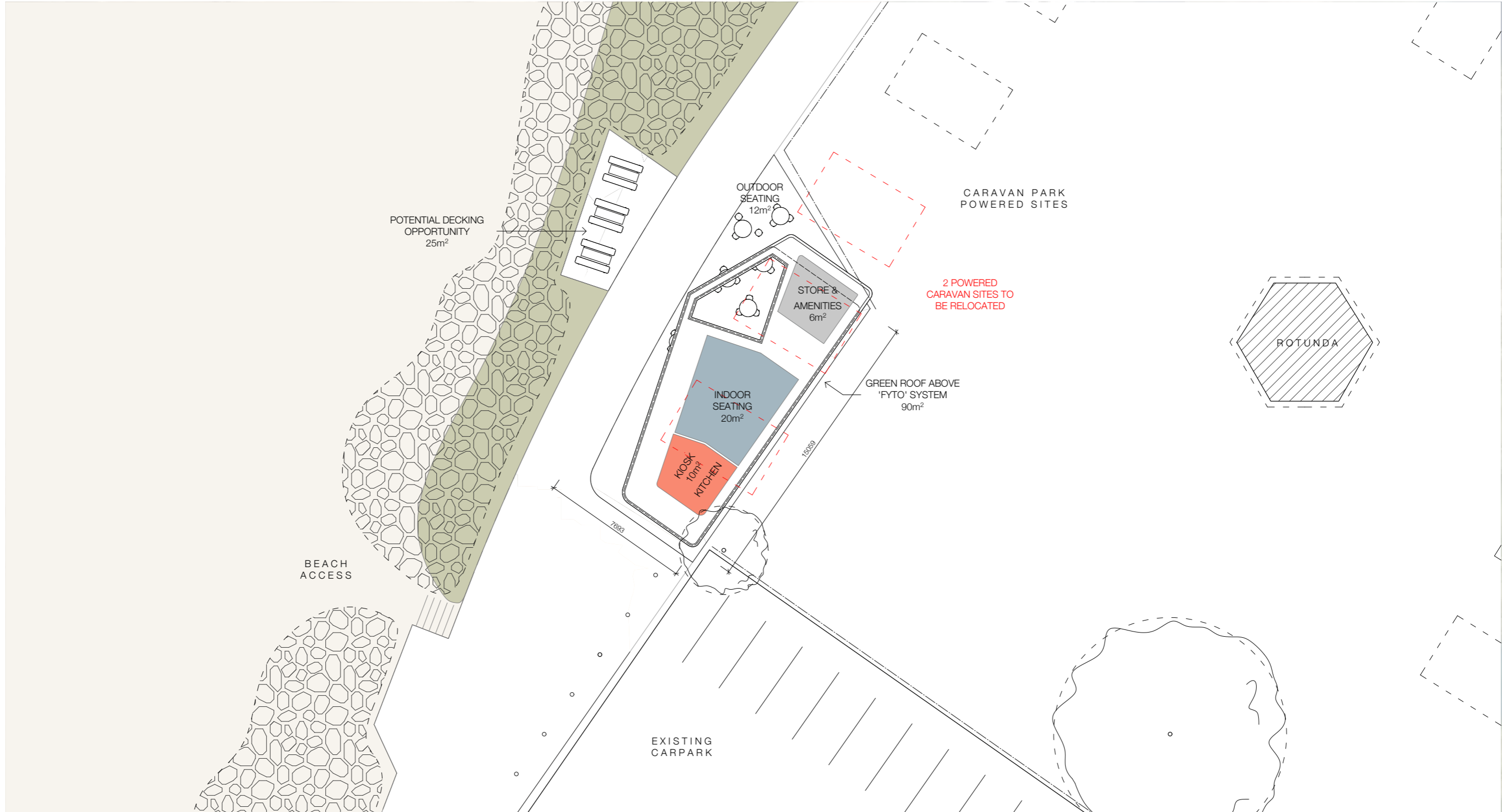
JULY 15 . 2020 - **9 SITES USED***



Site 01 Analysis Proposed Site



Site 01 Preliminary Planning OPTION 01

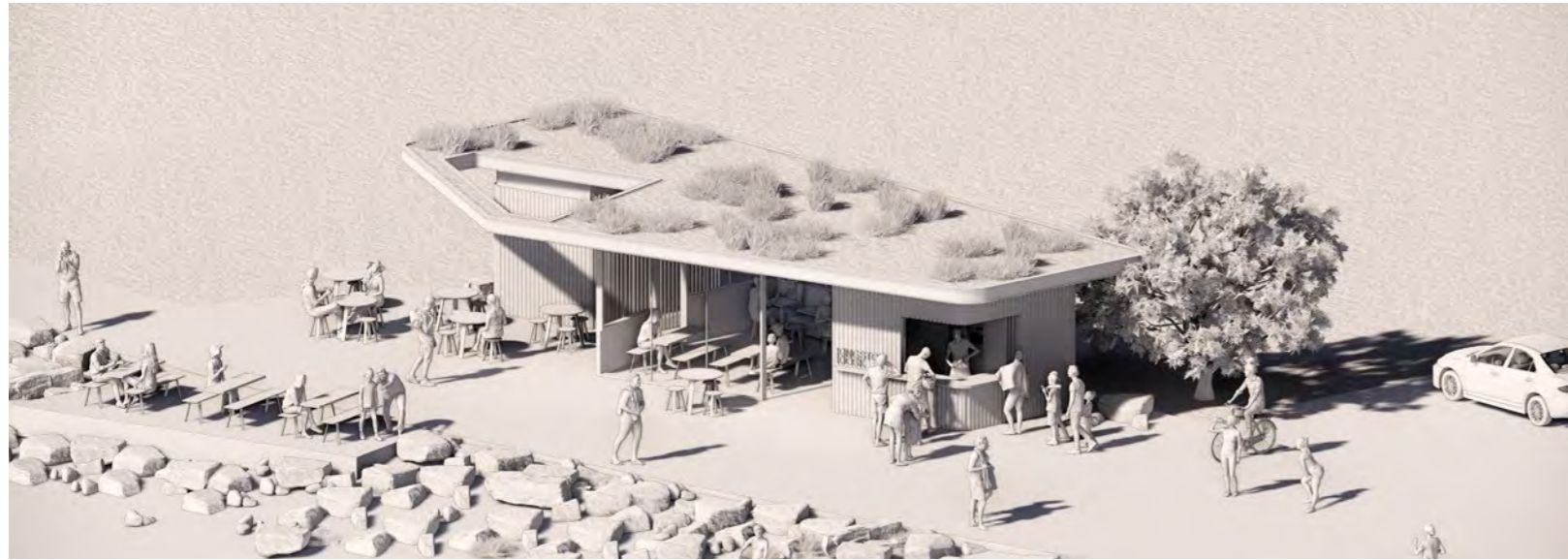


Site 01 Preliminary Massing OPTION 01



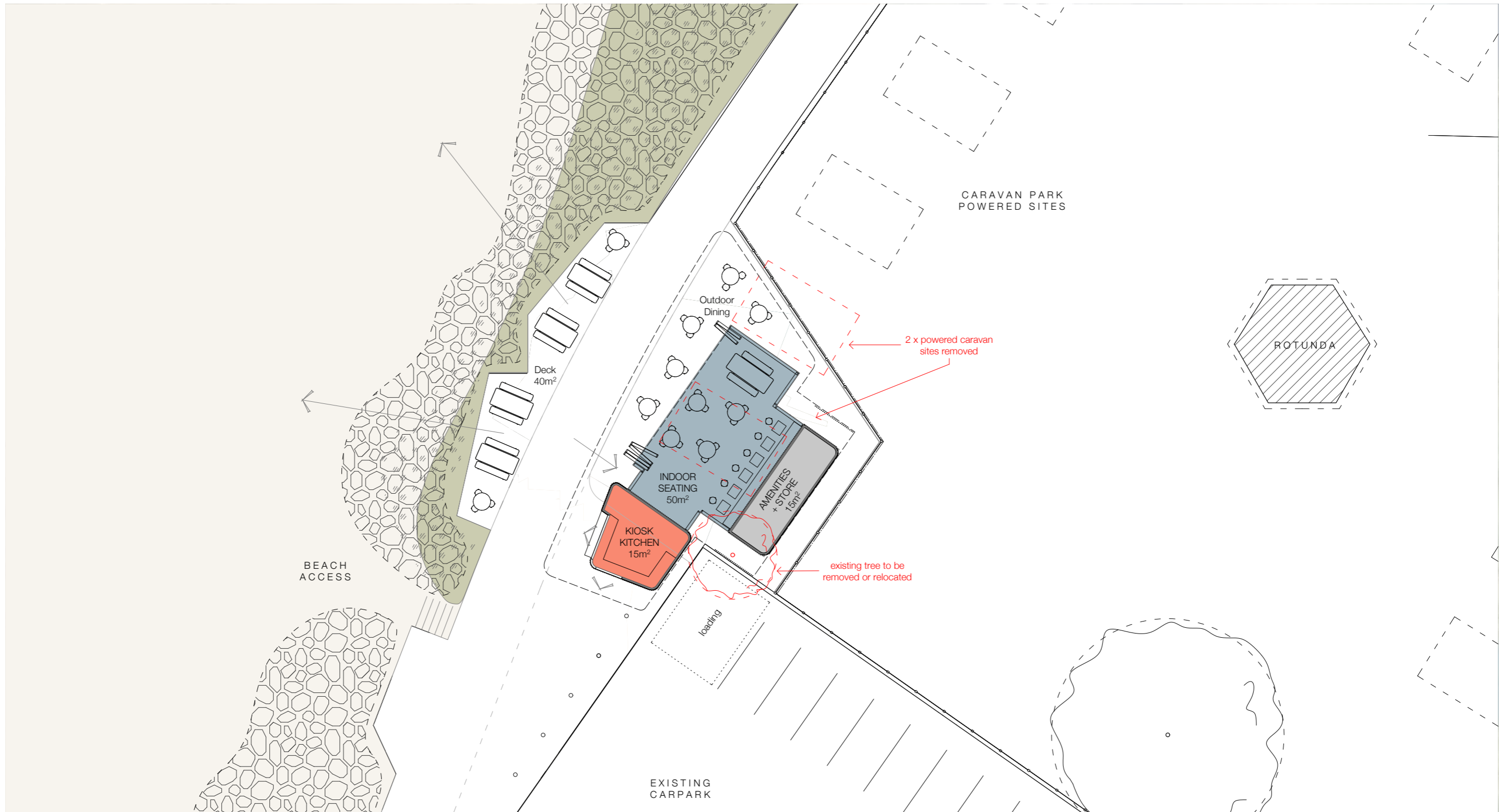
*Indicative massing shown for initial siting purposes - Design to be further developed at a later stage.

Site 01 Preliminary Massing OPTION 01



*Indicative massing shown for initial siting purposes - Design to be further developed at a later stage.

Site 01 Preliminary Planning OPTION 02

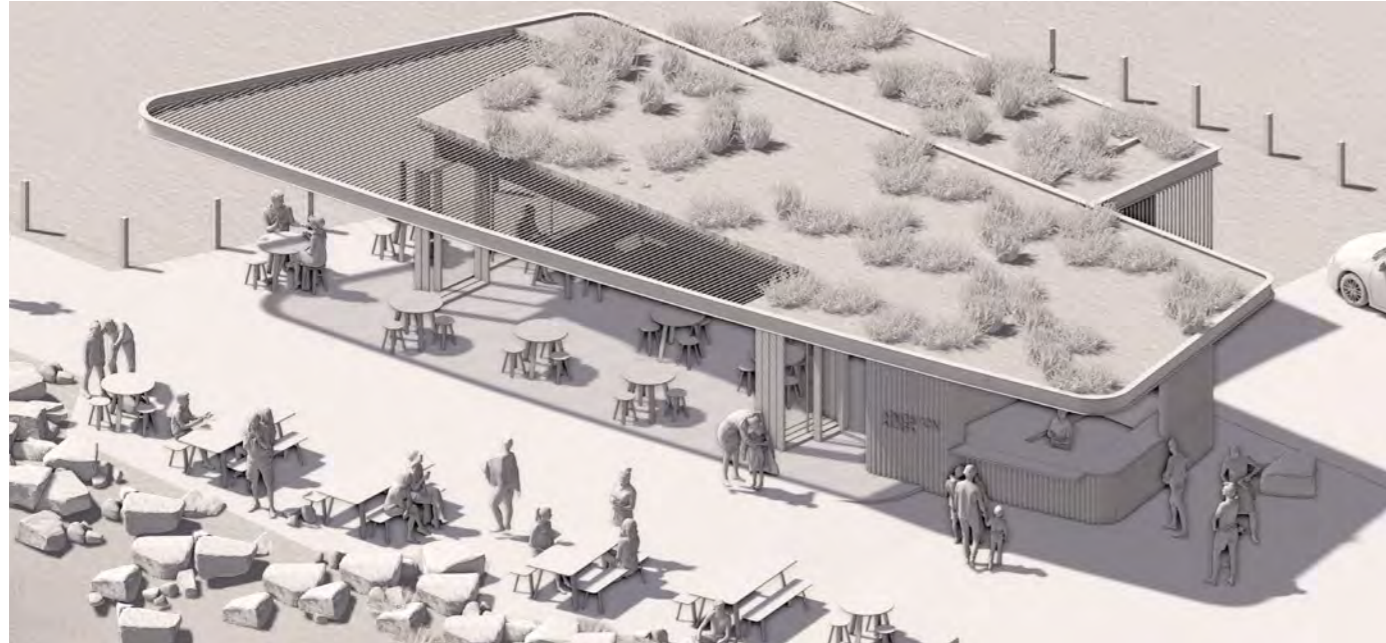


Site 01 Preliminary Massing OPTION 02

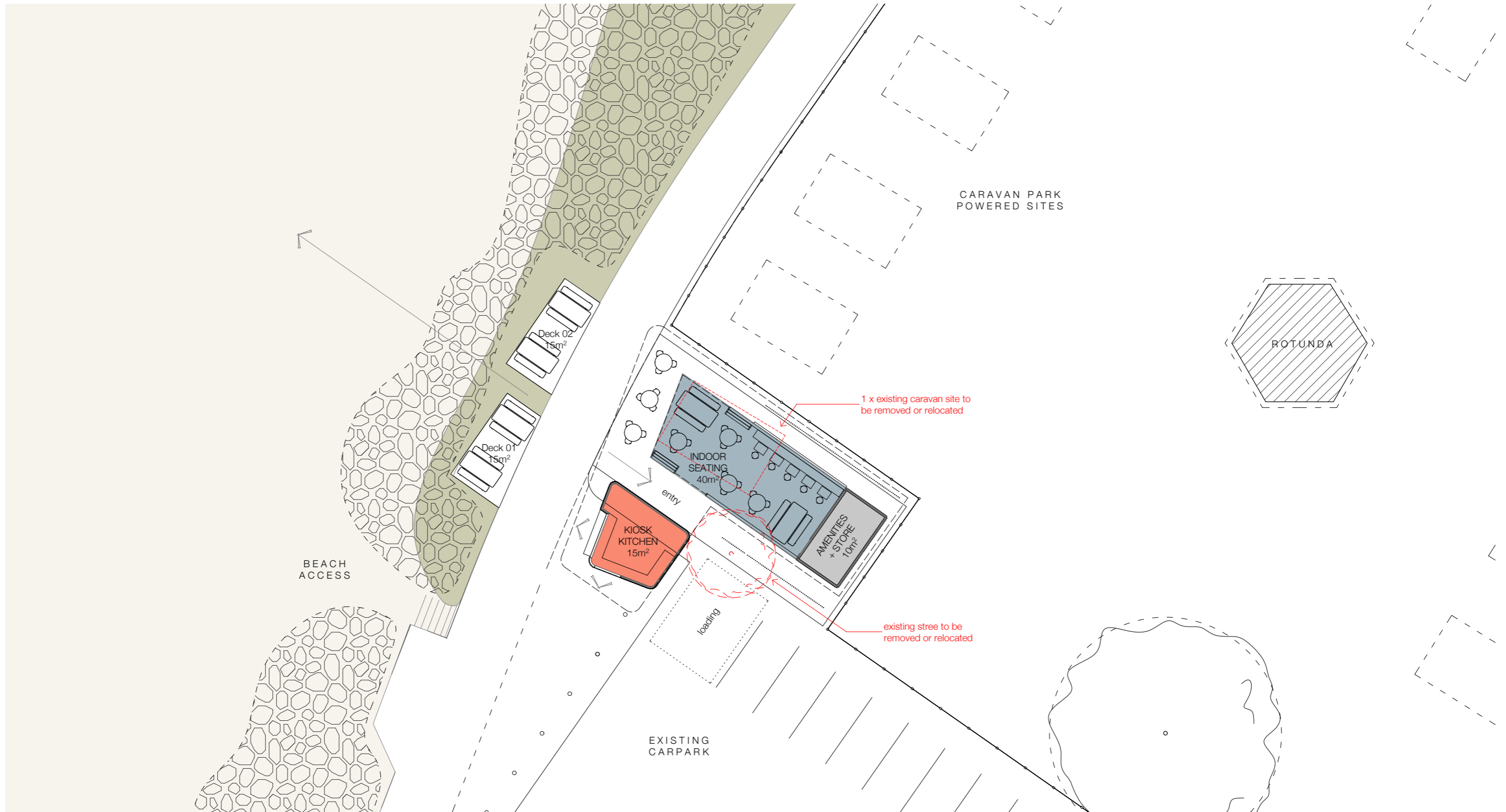


*Indicative massing shown for initial siting purposes - Design to be further developed at a later stage.

Site 01 Preliminary Massing OPTION 02



Site 01 Preliminary Planning OPTION 03

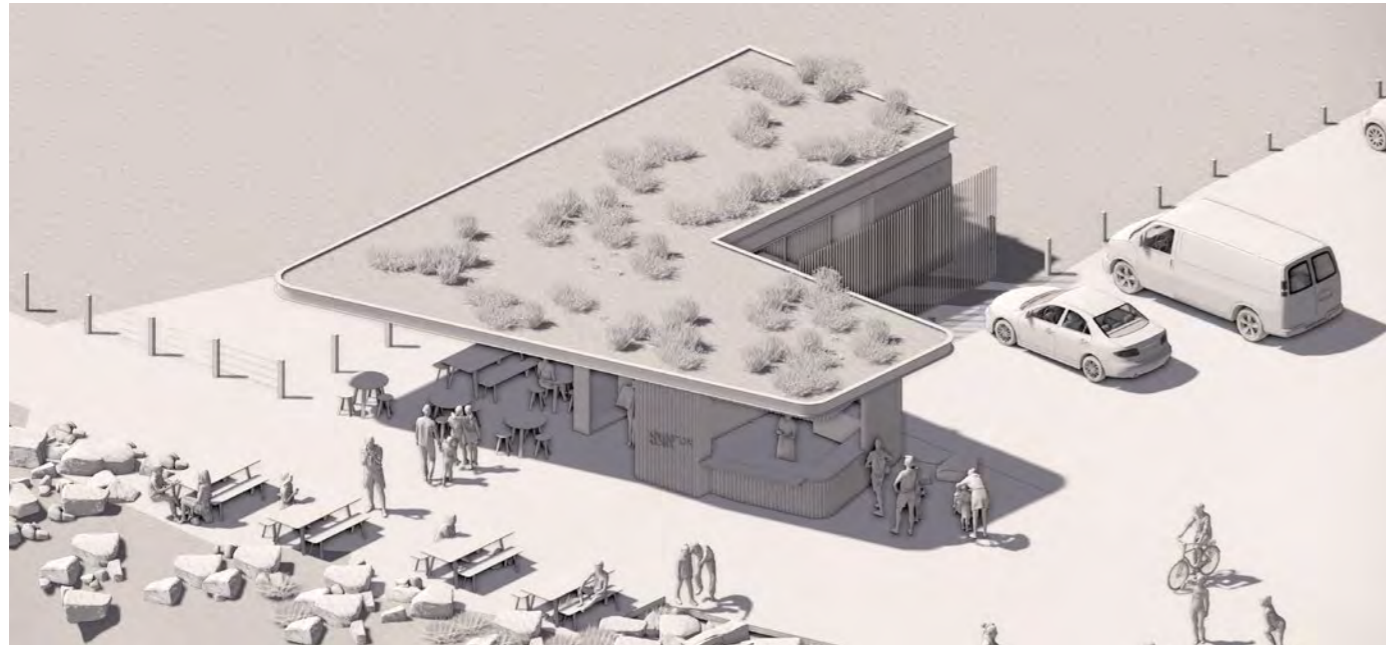


Site 01 Preliminary Massing OPTION 03



*Indicative massing shown for initial siting purposes - Design to be further developed at a later stage.

Site 01 Preliminary Massing OPTION 03

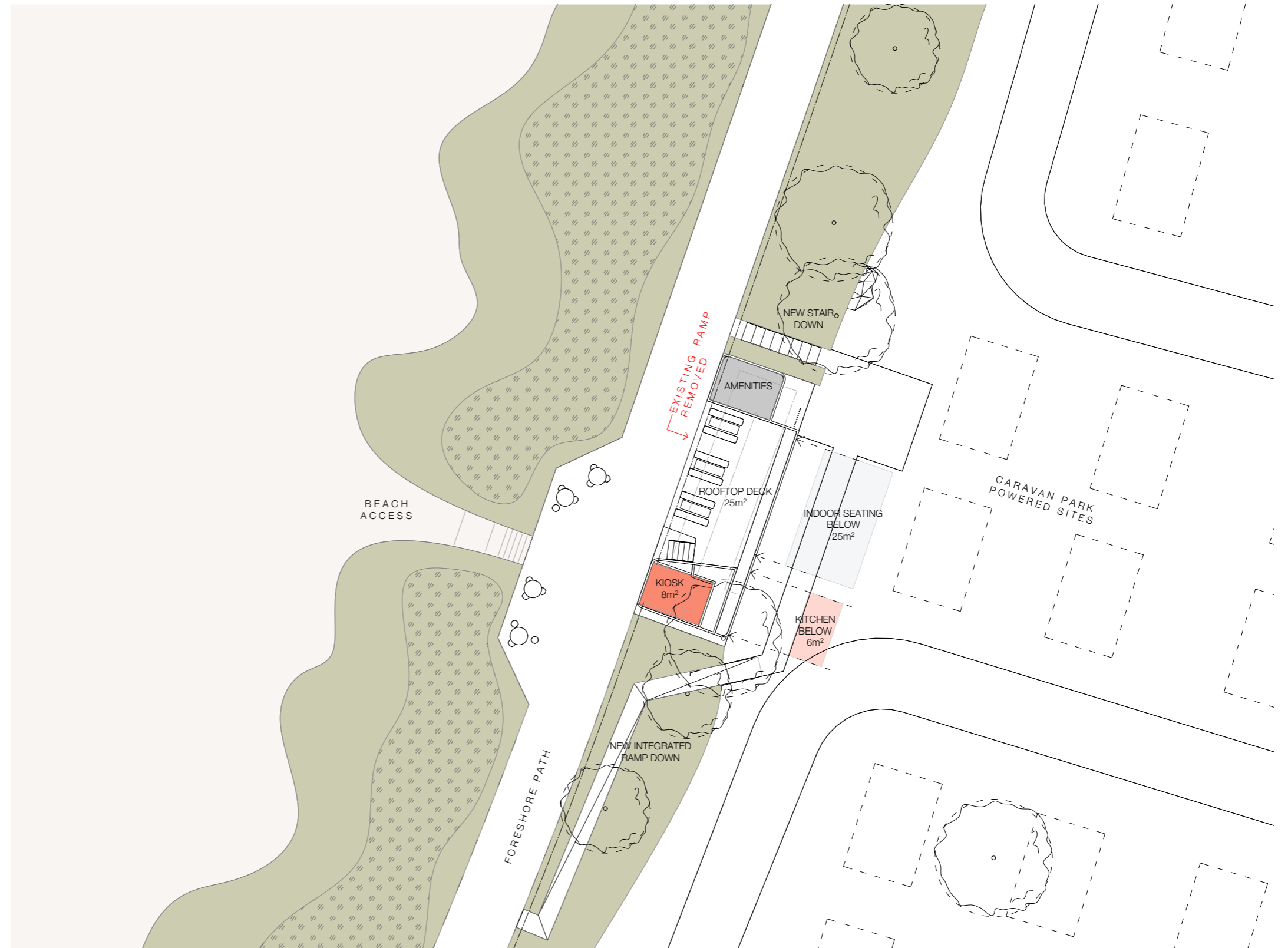


*Indicative massing shown for initial siting purposes - Design to be further developed at a later stage.

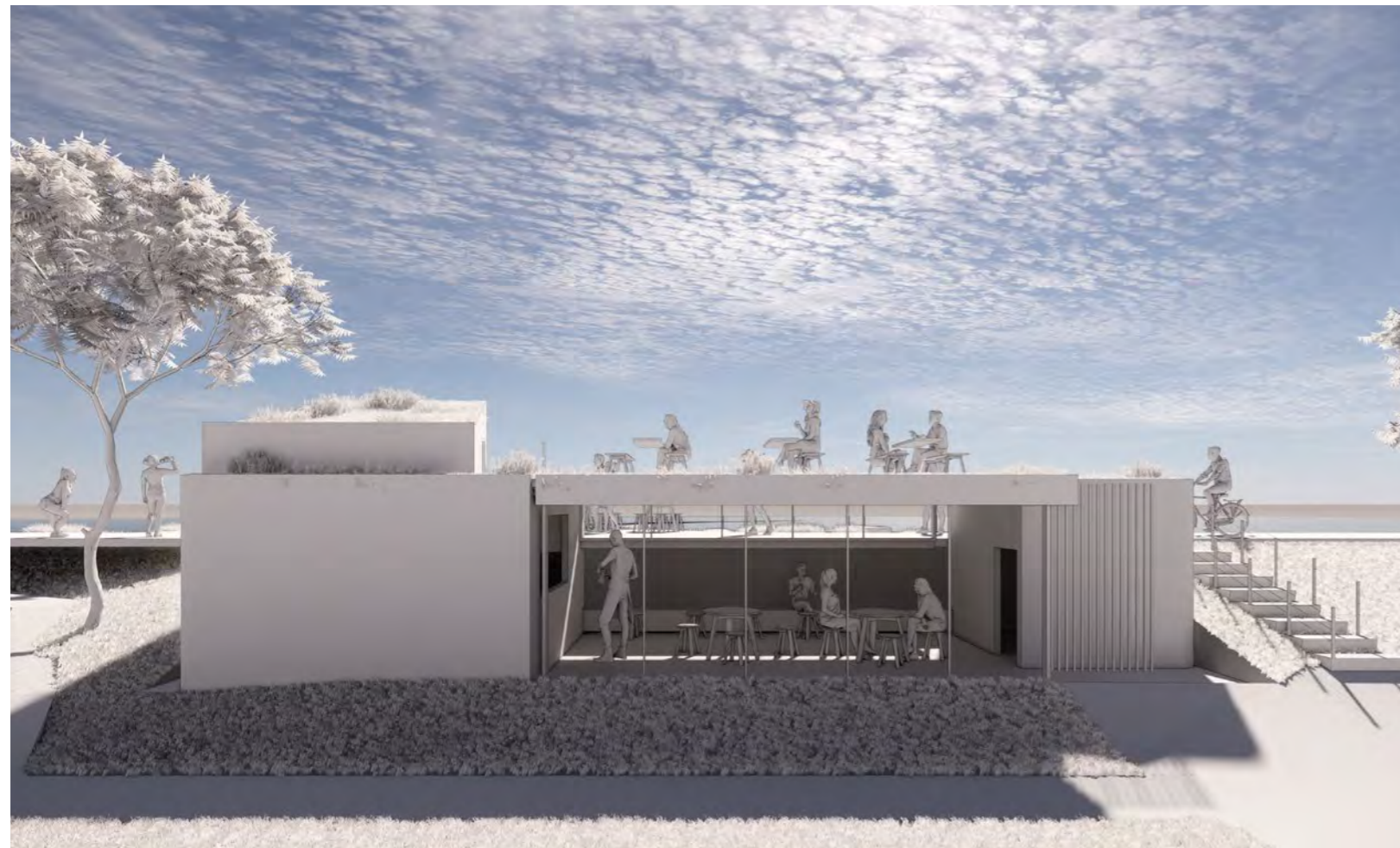
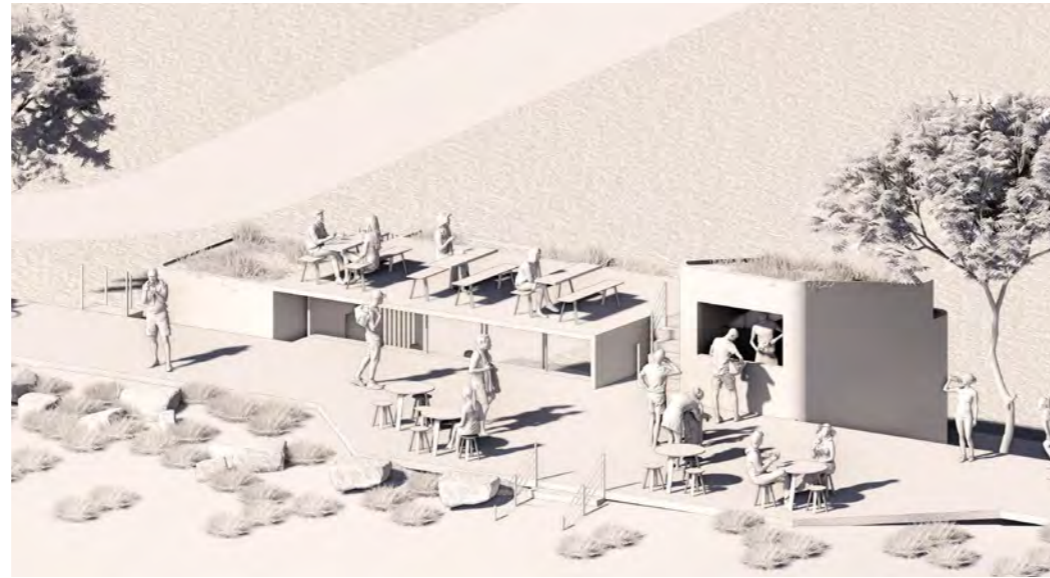
SITE 02b

SITE 02b Preliminary Planning

EXISTING CONDITIONS



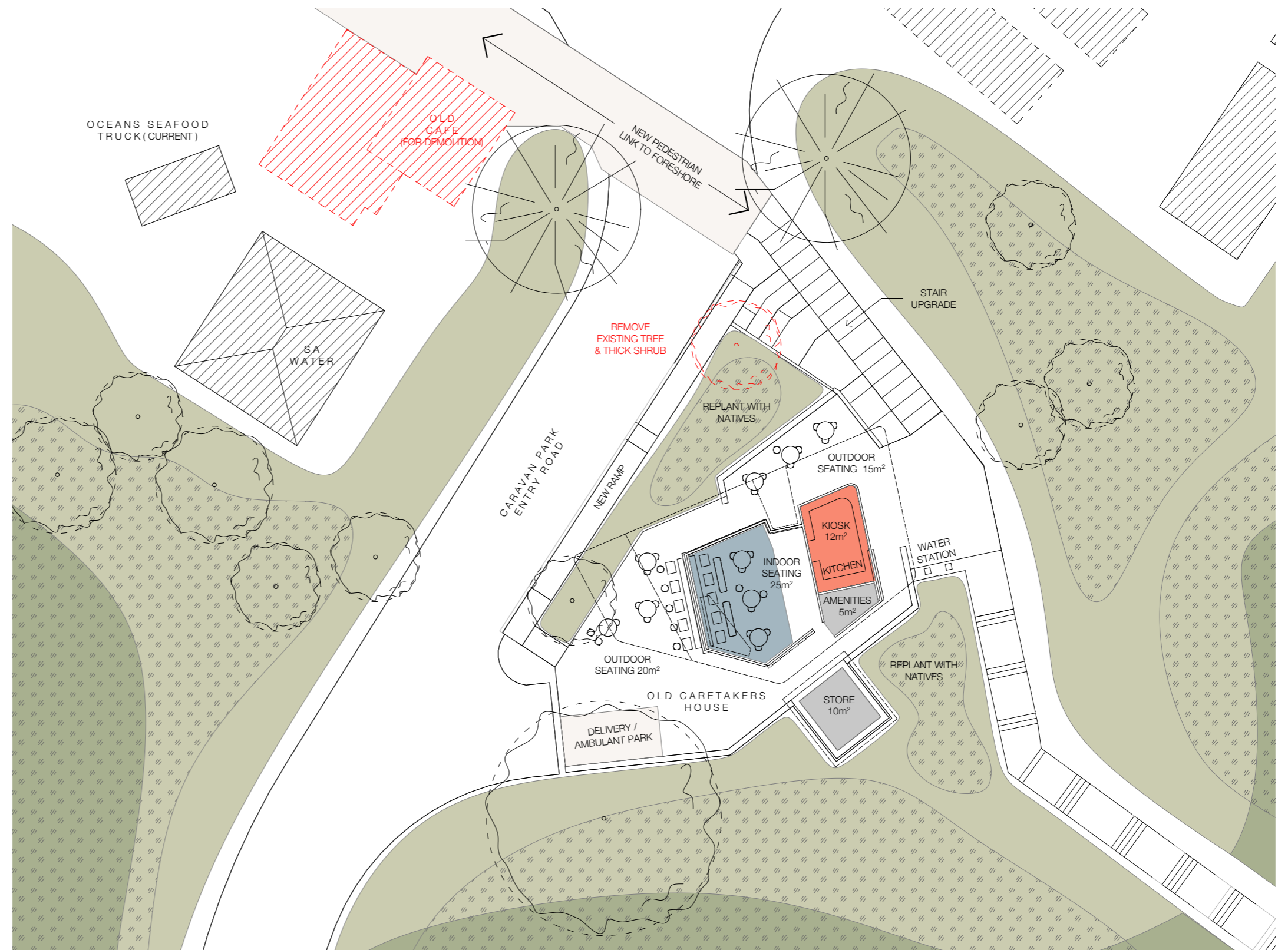
SITE 02b Preliminary Massing



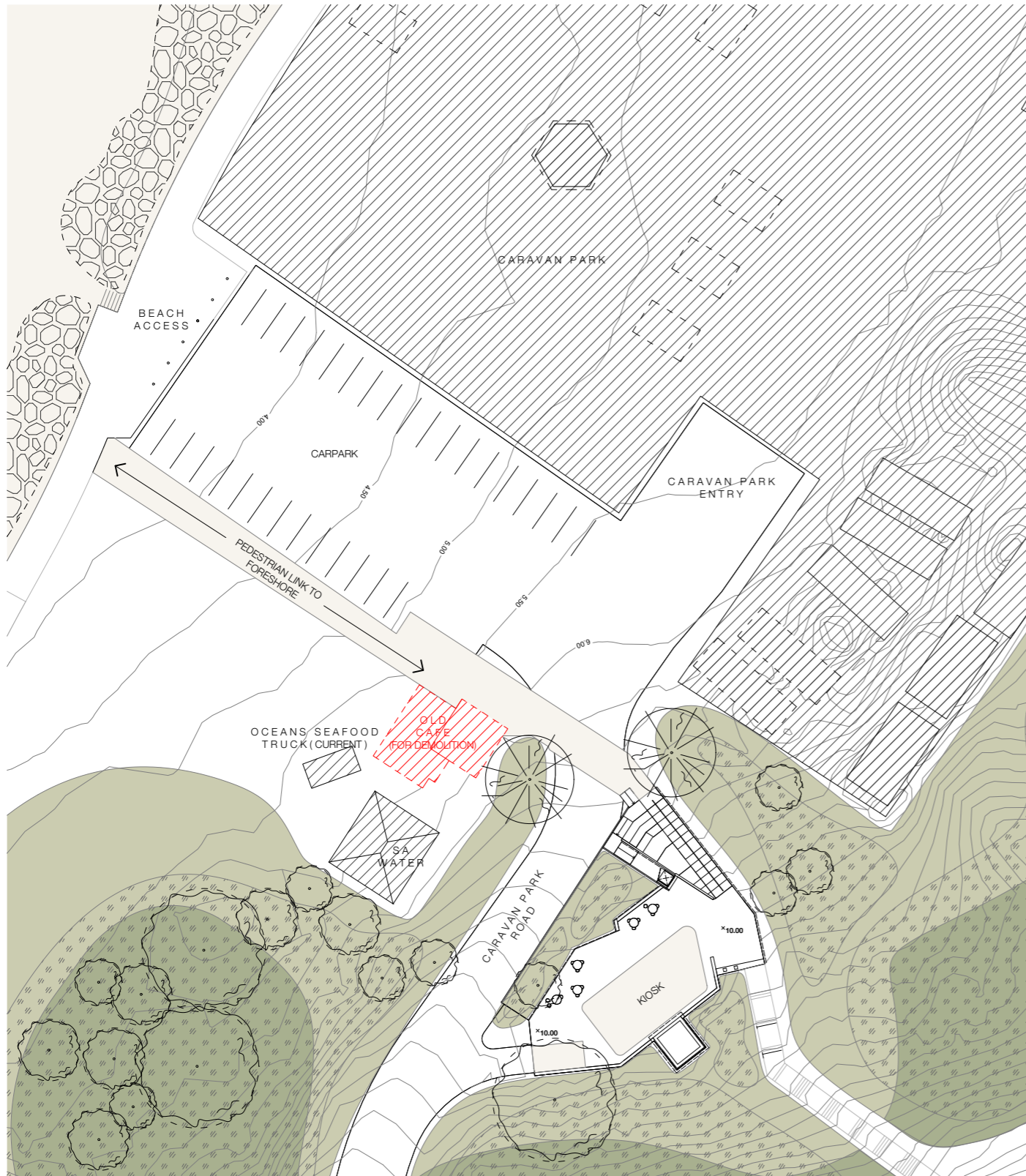
SITE 03

SITE 03 Preliminary Planning

EXISTING CONDITIONS



SITE 03 Site Plan



SITE 03

Preliminary Massing



VIEW UP TO TJILBRUKE MONUMENT

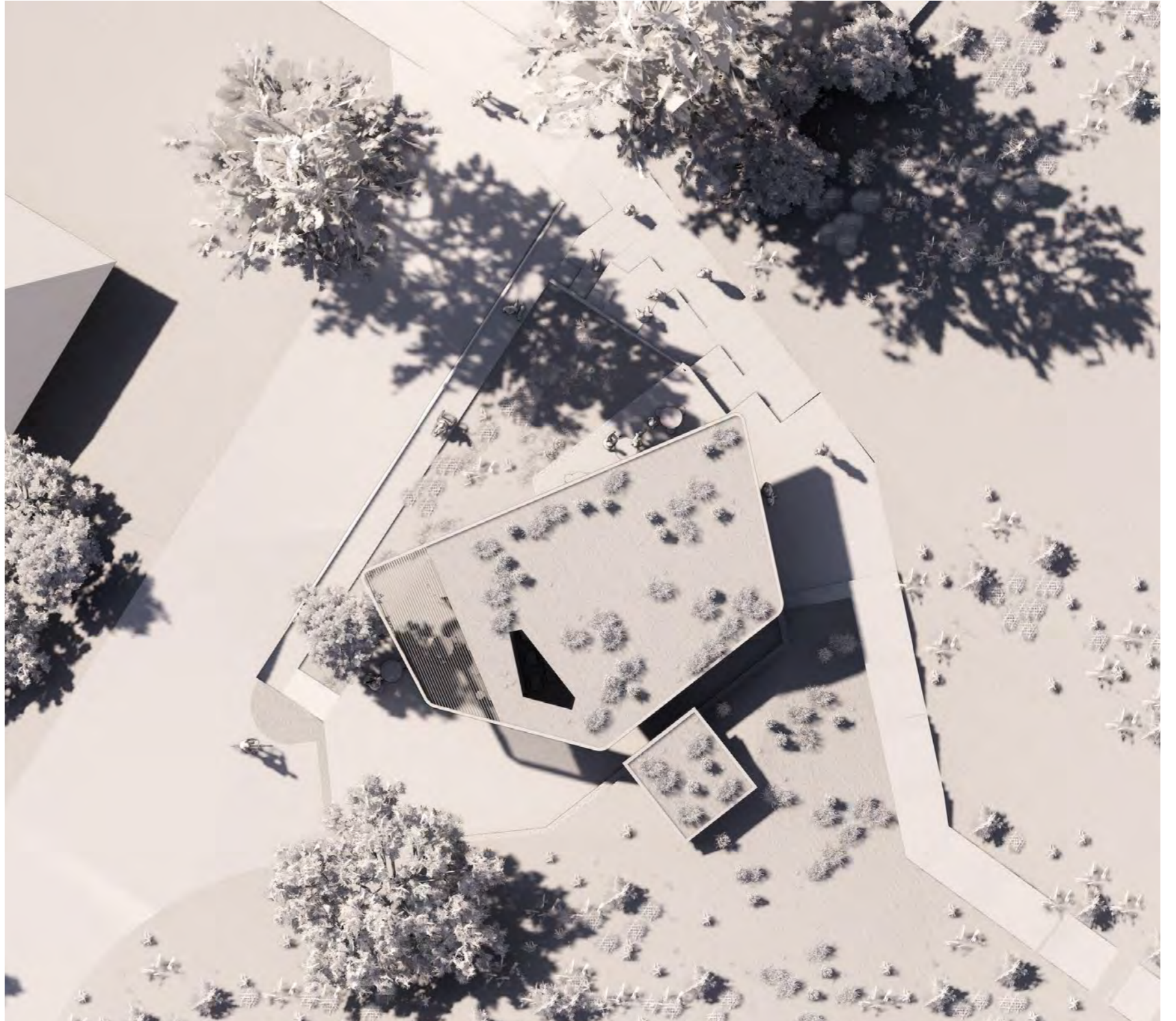
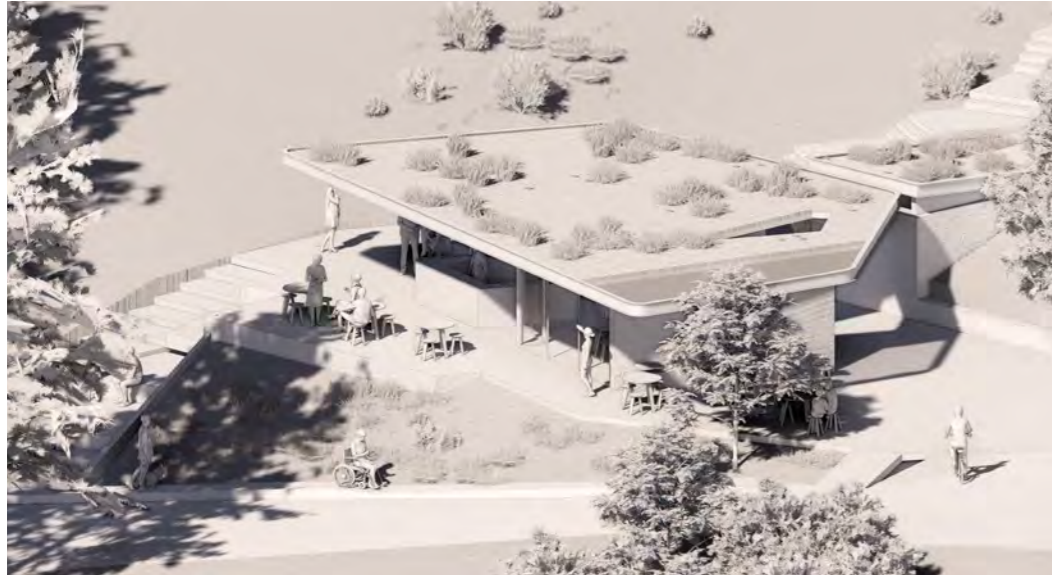
SITE 03

Preliminary Massing



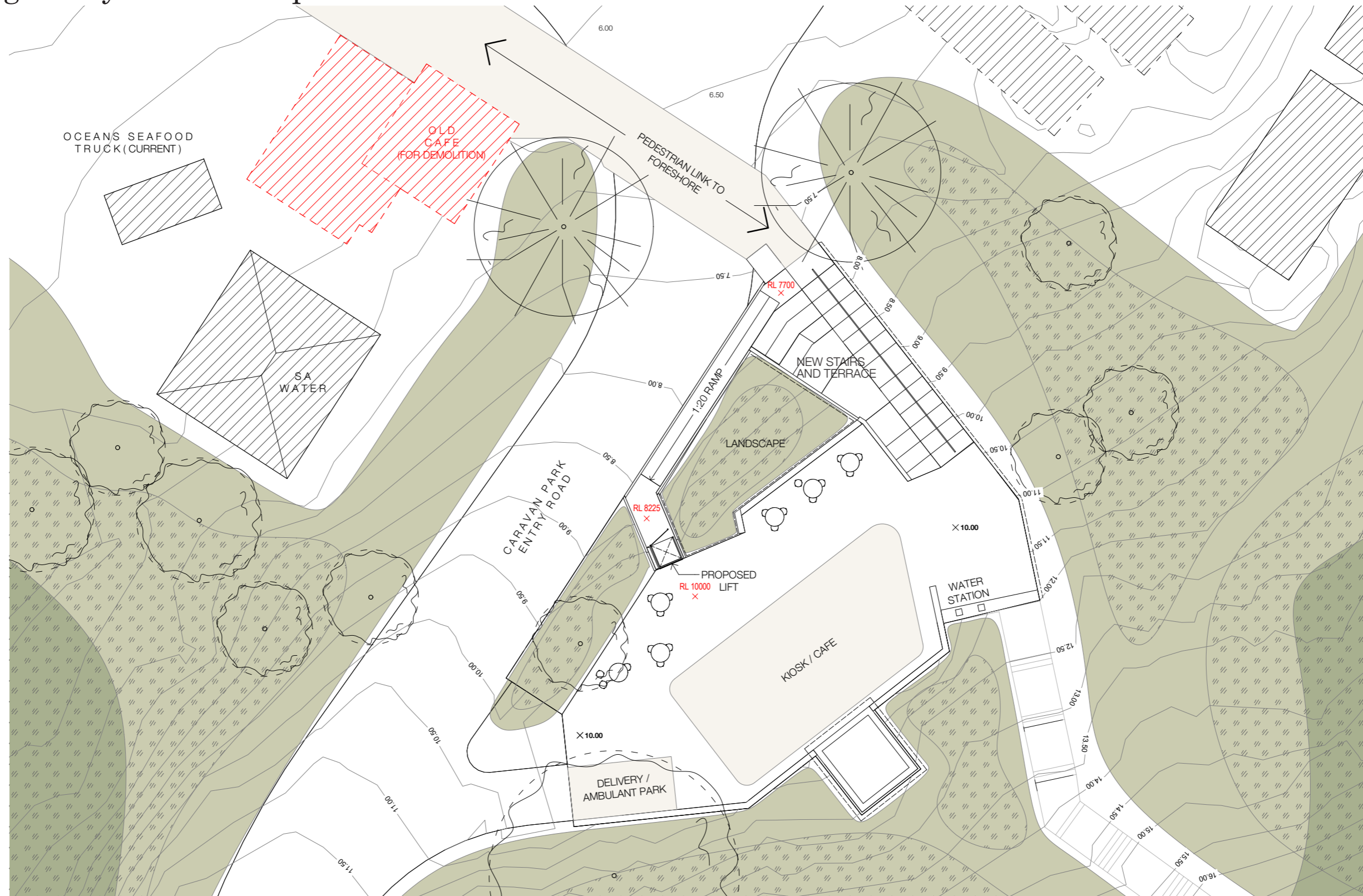
VIEW OUT TO FORESHORE

SITE 03 Preliminary Massing



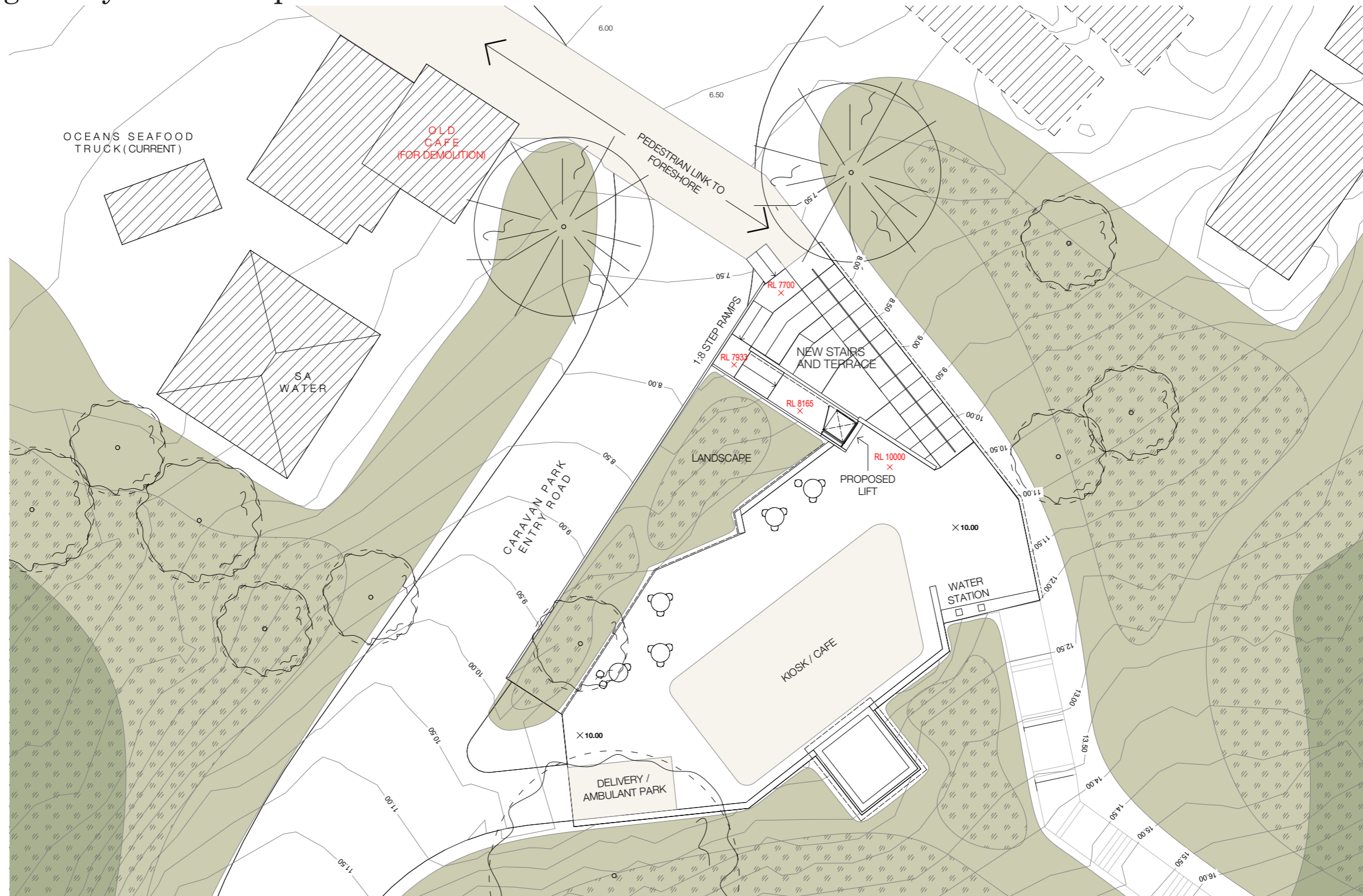
SITE 03

Ramping Study - 1:20 Ramp + Lift



SITE 03

Ramping Study - 1:8 Ramp + Lift



SITE 03

Lift Location 01



SITE 03

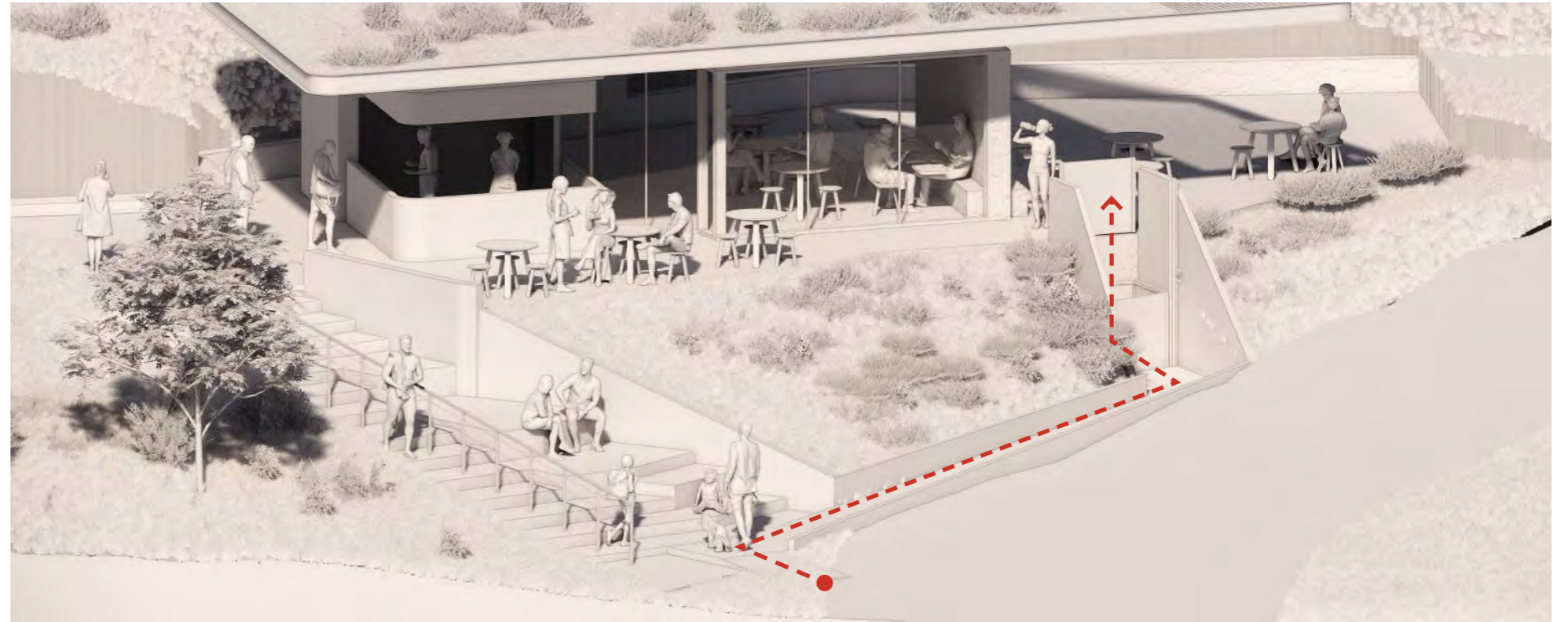
Lift Location 02



SITE 03 Lift Location Comparison

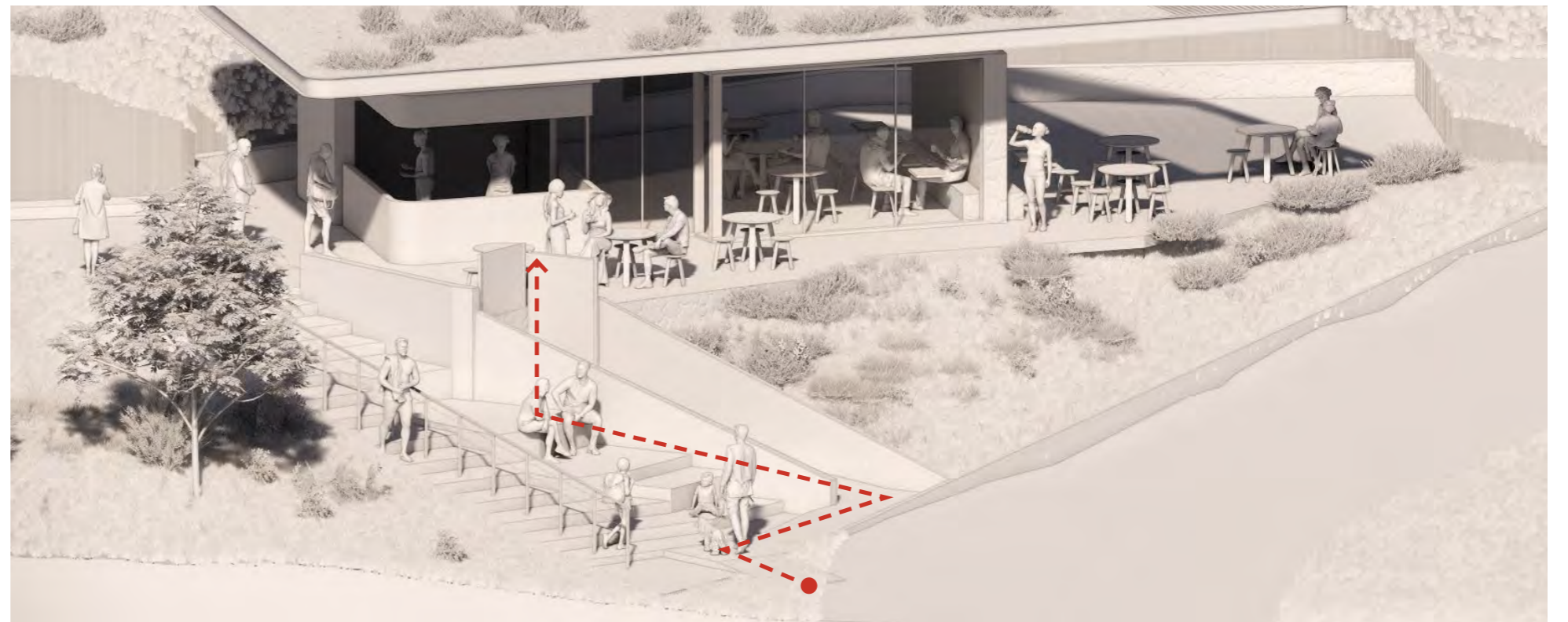
Option 01

- New stairs, terrace and angled retaining wall from road to kiosk level
- New 1in20 ramp suitable for wheelchairs from road to lift base
- New platform lift suitable for wheelchairs and retaining walls



Option 02

- New stairs, terrace and angled retaining wall from road to kiosk level
- New 1in20 ramp suitable for wheelchairs from road to lift base
- New platform lift suitable for wheelchairs and retaining wall



CONTACTS

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Australia: Woods Bagot Pty Ltd ABN 41 007 762 174

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- NSW Registered Architects Domenico Alvaro 7445, Georgia Singleton 7968
- Qld Registered Architects Kate Frear 5480, Stuart Uren 5486
- Vic Registered Architect Director Nikolaos Karalis 16403
- WA Registered Architectural Corporation 1933

APPENDIX

SITE OPTIONS ANALYSIS

Parameters & Criteria

Rating 0 - 10 Weak -- 0 - 1 - 2 - 4 - 5 - 6 - 7 - 8 - 9 - 10 -- Strong

Following feedback from a council workshop held on 11 August 2020, three preferred options were selected for analysis.

SITE PARAMETERS		SITE 01 Caravan Park (Original)	SITE 01 Caravan Park (Revised)	SITE 03 Caretakers Hut (Revised)
ACCESSABILITY & CONNECTION	Walkability traffic, (incl. runner + cyclist)	10	10	7
	Ease of acces	10	10	5
	Avg.	10	10	6
VISUAL IMPACT & IDENTITY	Visual impact from key surrounding zones e.g. beach, footpath, top of cliff	9	9	7
	Visual outlook from the site e.g. ocean, coastline, cliff face,	8	8	9
	Does the site offer a unique point of interest to the overall precinct?	7	7	10
	Avg.	8	8	9
FORESHORE EXPERIENCE	Does the site offer a unique user experience e.g. Privacy or prominence?	7	7	10
	How successful is the sites interaction with the foreshore?	9	9	5
	Avg.	8	8	7
WEATHER PROTECTION	How well does the site respond to environmental implications of the ocean + Solar, wind & rain.	4	4	9
SERVICEABILITY & DELIVERY	Ease of access for services, deliveries and potential catering collections / pick up	7	7	10
OPPORTUNITY TO LEVERAGE FROM COMMUNITY ACTIVITY	Opportunity to leverage from commercial and public life on a daily basis?	9	9	8
FINANCIAL ANALYSIS	Financial assessment over 12 years considering construction cost, maintenance budget, potential rental income and impact on caravan park operations	1	5	7
MEETING COMMUNITY EXPECTATION		7	9	5
Overall Score		53/80	58/80	61/80

ACCESS ADVICE

Able Access Design



suite 217, 147 pirie st, adelaide sa 5000
t: 08 8272 2391 m: 0414 379 116
e: ableaccess@primus.com.au
www.ableaccessdesign.com.au
abn: 87 101 217 707

Disability Access Advice

To: Milos Miltinovic - Woods Bagot Architects
cc:
Project: Kingston Park Kiosk Disability Access Assessment
Reference: 4-1786
Date: 9th September 2020
Pages: 13

Dear Milos,

As requested I have reviewed the proposed *Kingston Park Kiosk options* in regards to disability access requirements and provide the following assessment and summaries.

1. The proposed Kingston Park Kiosk options

The 'Kingston Park Kiosk - Site Options' report prepared by Woods Bagot Architects dated August 2020 detailed four potential locations for the proposed kiosk. Refer to Diagram 1.

This disability access report addresses two of the proposed sites, Site 01 - Caravan Park corner and Site 03 - Old Caretakers House.

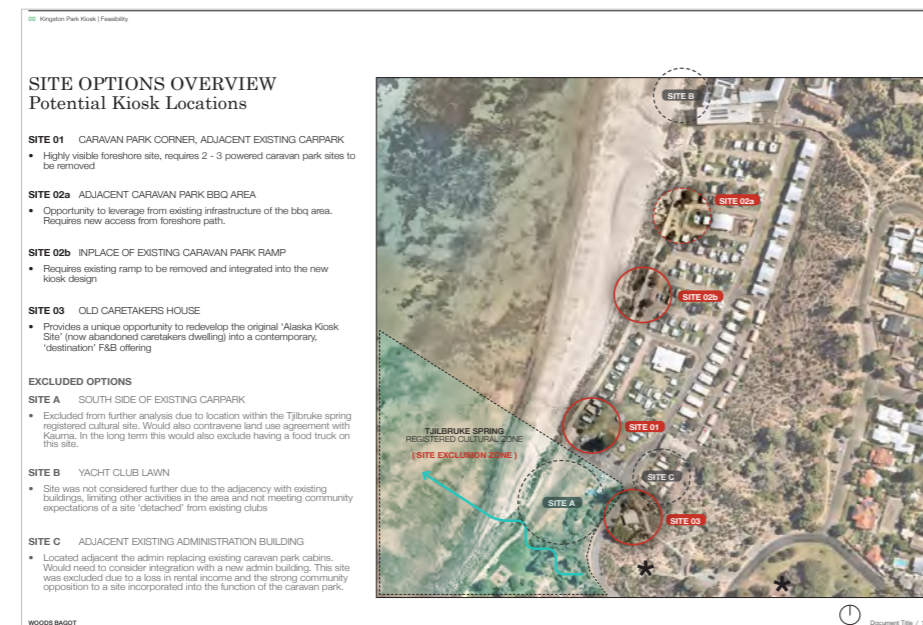


Diagram 1: Potential Kiosk Locations



2. BCA and Premises Standards Classification

The proposed kiosk is classified by the *Building Code of Australia (BCA)* and the *Disability (Access to Premises - Buildings) Standards (Premises Standards)* as a Class 6 structure.

As noted on page 34 of Volume 1 of the BCA, a *Class 6 building is a shop or other building used for the sale of goods by retail or the supply of services direct to the public, including an eating room, café, restaurant, milk or soft-drink bar.*

Table D3.1 of the BCA and Premises Standards specifies disability access, compliant with AS1428 *Part 1: Design for access and mobility (AS1428.1)*, be provided 'to and within all areas normally used by the occupants'.

3. BCA and Premises Standards Performance Requirement

In respect to disability access to the proposed kiosk, the primary Performance Requirement within the BCA and Premises Standards is DP1 - Access for people with a disability.

DP1 states:

- Access must be provided, **to the degree necessary**, to enable—
 - (a) people to—
 - (i) **approach the building from the road boundary** and from any accessible car parking spaces associated with the building; and
 - (ii) approach the building from any accessible associated building; and
 - (iii) **access work and public spaces**, accommodation and facilities for personal hygiene; and
 - (b) identification of accessways at appropriate locations which are easy to find.

It should be noted under Part A1 - Interpreting the BCA, the term 'to the degree necessary' is further explained. It states:

A number of the Performance Requirements of the NCC use the expression "to the degree necessary" or "appropriate to". These expressions provide flexibility by allowing appropriate authorities to determine the degree of compliance necessary in a particular case. Therefore any part of the NCC that uses these expressions should be referenced against the requirements of the appropriate authority. For example, an appropriate authority might judge that an item need not be installed, or a particular level of performance be achieved.

In addition to satisfying Performance Requirement DP1, Performance Requirements DP2 is also relevant and should also be addressed:

- DP2 - Safe movement to and within a building
- So that people can move safely to and within a building, it must have—**
- (a) **walking surfaces with safe gradients**; and
 - (b) any doors installed to avoid the risk of occupants—
 - (i) having their egress impeded; or
 - (ii) being trapped in the building; and
 - (c) **any stairways and ramps with—**
 - (i) **slip-resistant walking surfaces on—**
 - (A) **ramps**; and
 - (B) stairway treads or near the edge of the nosing; and



- (ii) suitable handrails where necessary to assist and provide stability to people using the stairway or ramp; and
- (iii) **suitable landings to avoid undue fatigue**; and
- (iv) landings where a door opens from or onto the stairway or ramp so that the door does not create an obstruction; and
- (v) in the case of a stairway, suitable safe passage in relation to the nature, volume and frequency of likely usage.

4. BCA and Premises Standards Deemed-to-Satisfy Requirements.

In regards to disability access, the proposed kiosk should comply with the following parts of the BCA and Premises Standards:

- Part D3 - Access for people with a disability,
- Part E3 - Lift installation; and
- Part F2 - Sanitary and other facilities.

Compliance with the performance provisions of the NCC is a statutory obligation of building developments. As outlined in Part A2.1 of the NCC the performance requirements can be satisfied by:

- (1) A Performance Solution;
- (2) A Deemed-to-Satisfy Solution, or
- (3) a combination of both (1) and (2).

Therefore, if a development does not/cannot satisfy the deemed-to-satisfy provisions in any regard, a *performance solution* must be developed to address the issue.

5. Disability Discrimination Act 1992 requirements

Part 23 of the *Disability Discrimination Act 1992* (DDA) specifically address discrimination in regards to access to premises. Part 23 states:

It is unlawful for a person to discriminate against another person on the ground of the other person's disability:

- (a) by refusing to allow the other person access to, or the use of, any premises that the public or a section of the public is entitled or allowed to enter or use (whether for payment or not); or
- (b) in the terms or conditions on which the first-mentioned person is prepared to allow the other person access to, or the use of, any such premises; or
- (c) in relation to the provision of means of access to such premises; or
- (d) by refusing to allow the other person the use of any facilities in such premises that the public or a section of the public is entitled or allowed to use (whether for payment or not); or
- (e) in the terms or conditions on which the first-mentioned person is prepared to allow the other person the use of any such facilities; or
- (f) by requiring the other person to leave such premises or cease to use such facilities.

As such, to minimise the possibility of a discrimination claim, it is essential that access to the kiosk be dignified, equitable and compliant with AS1428.1.



In regards to staff who may work at the kiosk Part 21A of the DDA titled 'Exceptions - inherent requirements' should be referenced. Part 21A states:

- (1) This Division does not render it unlawful for a person (the discriminator) to discriminate against another person (the aggrieved person) on the ground of a disability of the aggrieved person if:
 - (a) the discrimination relates to particular work (including promotion or transfer to particular work); and
 - (b) because of the disability, the aggrieved person would be unable to carry out the inherent requirements of the particular work, even if the relevant employer, principal or partnership made reasonable adjustments for the aggrieved person.

Due to the scope of work required to be undertaken by a chef, cook and the wait staff, it would be reasonable to assume some of the BOH areas of the cafe may not be required be accessible. This may be significant in regards to the kitchen and store room circulation requirements.

6. Assessment of Kiosk Site 01: Caravan park corner, adjacent existing carpark

- Proposed Kiosk Location - Site 01 is located at the south west corner of the caravan park, adjacent to the existing car park.
- The site is relatively level, as such there would be minimal issues providing access to visitors with a disability.
- The site is conveniently located adjacent to an existing accessible path on the beach foreshore.
- There is the opportunity to provide a compliant accessible car parking space in close proximity to the kiosk.
- The kiosk is easily accessible from the existing car park.
- Both the indoor and outdoor seating options are accessible.

SUMMARY - KIOSK SITE 01

- From a disability access perspective Site 01 has an extremely high degree of accessibility, with no identified disability access deficits.
- All disability access requirements of the NCC and DDA are capable of being achieved.

7. Assessment of Kiosk Site 03: Old Caretakers House

- Proposed Kiosk Location Site 03 is the currently abandoned care takers dwelling.
- The existing dwelling is located approximately four to six metres above the existing car park, as such the proposed kiosk location presents significant issues in respect to providing adequate disability access from the existing car park and surrounding recreation facilities.
- While there is the potential for one accessible car parking space on the same level as the proposed kiosk, titled on the drawings as 'Delivery/Ambulant Park', access from the existing car park to the proposed kiosk requires crossing the principal road which provides access to the caravan park and existing car park. Furthermore, there is a substantial distance to walk from the existing car park and recreation facilities to the proposed kiosk.



- In regards to the proposed 'Delivery/Ambulant Park', due to the distance to the existing car park, it would be preferable to make this space a 'Drop-off / Pick-up' zone only. This would allow a visitor, who has a disability, to be dropped-off and picked-up in closed proximity to the kiosk.
- Primary access to the kiosk for ambulant visitors is via a set of stairs on the north-east corner of the site. While there are existing stairs in this location, it is recommended the stairs be upgraded or rebuilt so as to comply with AS1428. Due to the location of the 'tiered' seating adjacent to the stairs it would be reasonable to have a *performance solution* to support a single (double sided) handrail located in the centre of the stairs. This will allow unrestricted access to the 'tiered' seating from the stairs.
- In regards to access for visitors who have a disability, while access via the 'Delivery/Ambulant Park' would satisfy the NCC requirements, it would not satisfy the DDA for providing equitable access. As such, alternate disability access in a location close to the north-west corner is proposed.
- Due to the significant, and unreasonable, length of a 1:14 gradient ramp to provide disability access to the kiosk, it is proposed to instead provide disability access primarily via a *vertical platform lift* (the lift) in lieu of ramps.
- Two options are proposed in regards to the location of the lift. Lift Option 01, accessed via a 1:20 walkway, provides access to the middle of the outdoor seating area. Lift Option 02, accessed via a series of 1:8 step ramps, provides access to the northern end of the outdoor seating area.
- The preferred location of the lift is Option 01.
- Lift Option 02, due to being located adjacent to the main access stairs and in the direction of the primary view, is in an extremely highly visible location and as such may cause unwanted attention to its users. As such, users of the lift would most likely prefer the more discreet location proposed by Option 01.
- Furthermore, it would be preferable to access lift Option 01 via the consistent and shallower 1:20 gradient walkway, then the two significantly steeper 1:8 gradient ramps.
- While there are significant disability access issues regarding accessing the kiosk itself, all indoor and outdoor seating areas associated with the kiosk are proposed to be accessible.

SUMMARY - KIOSK SITE 03

- In regards to the proposed location of Kiosk Site 03, although the site is more challenging to access than Kiosk Site 01, there are viable proposed solutions for providing safe and equitable disability access so that all visitors, including those who have a disability, can enjoy the impressive views from this location.
- The preferred lift location for visitors who have a disability is Option 01.
- It is recommended that a designated 'Drop-off / Pick-up' zone be located adjacent to the proposed kiosk, which is currently documented as a 'Delivery/Ambulant Park'
- While not as conveniently located as Kiosk Site 01, the proposed Kiosk Site 03 is still capable of complying with the all relevant disability access requirements of the NCC and the DDA.



Please do not hesitate to contact me to discuss the contents of this report further.

Yours sincerely,

Warwick Gregg

Certificate IV in Access Consulting
Graduate Certificate in Building Surveying
Bachelor of Architecture
Bachelor of Science

