



FINAL REPORT

**FLINDERS PORTS (INNER
HARBOUR PORT ADELAIDE
TITLE F) SITE REMEDIATION
PROJECT**

29th Report of the 54th Parliament

PUBLIC WORKS COMMITTEE

Tabled in the House of Assembly and ordered to be published, Thursday 12th September 2019

First Session, Fifty-Fourth Parliament

EXECUTIVE SUMMARY

The proposed Flinders Ports (Inner Harbour Port Adelaide Title F) Site Remediation Project is being delivered by the Department of Planning, Transport and Infrastructure (DPTI). The project involves the environmental remediation of the waterfront port lands at Inner Harbour, Port Adelaide, which are now owned and operated by Flinders Ports Pty Ltd (Flinders Ports). The Inner Harbour Port Adelaide Title F site is one of the two sites that are yet to be remediated, with the other site being the Port Pirie Title H site.

DPTI has advised that the remediation of the Inner Harbour Port Adelaide Title F site is ready to progress and as such, requires consideration by the Public Works Committee. Remediation of this site, which was previously owned by the State Government, is required in accordance with the South Australian Ports Business and Asset Sale Agreement.

A portion of the Inner Harbour Port Adelaide Title F site is used by Flinders Ports, and a portion of the Inner Harbour Title F site is leased by OneSteel Pty Ltd. For the portion of the Inner Harbour Port Adelaide Title F site used by Flinders Ports, it is proposed that a pavement with 30 tonne carrying capacity, which has the ability to be readily converted to an 80 tonne carrying capacity pavement in the future (funded by Flinders Ports), is constructed. This is to align with Flinders Ports' operational use of the land, which has changed since the land was first leased to Flinders Ports over 15 years ago.

The OneSteel leased portion of the Inner Harbour Title F site is to be treated differently, to suit pre-existing operational requirements. It is advised that a combination of pavements will be adopted, being either concrete pavements for operational areas, or light duty granular/asphalt pavements suitable for light vehicle movements only.

The Flinders Ports (Inner Harbour Port Adelaide Title F) Site Remediation Project aims to:

- construct a capping layer to provide long term environmental risk management of contamination;
- provide a hard-wearing surface, which will suit port operations, to minimise ongoing maintenance;
- provide a lining structure to minimise the infiltration of stormwater through the metal impacted soil to groundwater beneath the site;
- develop a contaminant management plan in the event impacted soils are to be retained on site;
- take into account stakeholder requirements and expectations; and
- reduce the environmental impact to the marine eco-system.

The proposed cost of the Flinders Ports (Inner Harbour Port Adelaide Title F) Site Remediation Project is \$16.466 million dollars (excluding GST). Following completion of construction, it is expected that the operation and maintenance to be signed over to Flinders Ports will occur from mid 2020 onwards.

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THE PUBLIC WORKS COMMITTEE

The Public Works Committee is established pursuant to sections 12A, B and C of the *Parliamentary Committees Act 1991*, proclaimed February 1992. The members of the twentieth Public Works Committee are:

- **Mr Dan Cregan MP (Presiding Member)**
- **Mr Steve Murray MP**
- **Mr Stephen Patterson MP**
- **Hon Tom Koutsantonis MP**
- **Hon Tony Piccolo MP**

Staff assisting the Committee:

- Parliamentary Officer: **Mr Patrick Dupont**
- Research Officer: **Ms Kate Bryson**

THE FUNCTIONS OF THE COMMITTEE

Section 12C of the *Parliamentary Committees Act 1991* defines the functions of the Public Works Committee as:

- (a)** to inquire into and report on any public work referred to it by or under this Act, including-
 - (i)** the stated purpose of the work;
 - (ii)** the necessity or advisability of constructing it;
 - (iii)** where the work purports to be of a revenue-producing character, the revenue that it might reasonably be expected to produce;
 - (iv)** the present and prospective public value of the work;
 - (v)** the recurrent or whole-of-life costs associated with the work, including costs arising out of financial arrangements;
 - (vi)** the estimated net effect on the Consolidated Account or the funds of a statutory authority of the construction and proposed use of the work;
 - (vii)** the efficiency and progress of construction of the work and the reasons for any expenditure beyond the estimated costs of its construction;
- (b)** to perform such other functions as are imposed on the Committee under this or any other Act or by resolution of both Houses.

TERMS OF REFERENCE AND FURTHER REPORTING

Parliamentary Committees

Parliamentary Committees have the specific task of examining individual initiatives, projects or policies of the government of the day, or issues of importance to society as a whole. Standing Committees are created by an Act of Parliament and charged with the ongoing examination of subject categories such as public works.

Parliamentary Committees are made up of both government and opposition members, with numbers of each calculated according to rules which reflect the numbers of seats each group holds in the Parliament. Much of the Committee process is open to the public and completed reports are public documents.

This Project

DPTI has referred the Flinders Ports (Inner Harbour Port Adelaide Title F) Site Remediation Project to the Public Works Committee pursuant to the requirements of the *Parliamentary Committees Act 1991*. Please refer to the "Functions of the Committee" on the previous page for a full description of the Committee's tasks.

Further Reporting

DPTI must notify the Committee immediately in writing should there be substantial changes to the nature of the project or the evidence provided to the Committee. To enable appropriate monitoring of the project, DPTI must also provide quarterly reports to the Committee on the progress of construction. Pursuant to section 12C (vii) of the Act, these reports must outline the efficiency and progress of construction and provide an explanation of any expenditure beyond the estimated costs quoted in this report. Evidence of any substantial changes to, or the withdrawal of, any approval (provisional or otherwise) must also be relayed to the Committee immediately with an appropriate explanation, and an assessment of the probability of a suitable resolution.

In addition, the Committee requires that it be notified of the proposed date for the commissioning of the works.

The Committee has the authority under Section 16 (1)(c) of the *Parliamentary Committees Act 1991* to re-open investigations into any project for the purpose of further examination and monitoring.

1 INTRODUCTION

1.1 Scope of This Report

This report examines the history of the proposal and the efficacy of the application of South Australian taxpayer funds to the Flinders Ports (Inner Harbour Port Adelaide Title F) Site Remediation Project. The report structure is guided by, and largely limited to, the terms of the *Parliamentary Committees Act 1991*. It describes, in summary, the evidence presented to the Committee and concludes with a brief summary incorporating findings and recommendations.

Detailed evidence upon which the Committee's decision is based is held in Parliament and, in most cases, can be examined by making an application to the Committee Parliamentary Officer.

1.2 Project Background

In November 2001, Flinders Ports purchased the State's commercial port infrastructure, which was previously operated by the South Australian Ports Corporation. As a consequence of this purchase, Flinders Ports was granted a 99 year lease over waterfront port lands, entering into individual Port Operating Agreements with the then Minister for Transport.

In accordance with the South Australian Ports Business and Asset Sale Agreement, the State Government agreed to undertake the responsibility for the environmental liabilities and remediation of the leased land to a standard required for use as a port. Under this agreement, the responsibility lies with DPTI to undertake remediation, at its cost, to the satisfaction of the Environmental Protection Authority (EPA).

In 2008, the State Government transferred the leased waterfront port lands to Flinders Ports, with the process managed by the former Land Management Corporation. As part of this process, the sale agreement included an Overriding Deed (2008), stipulating the State Government's ongoing liabilities. This included DPTI retaining responsibility for environmental remediation of the waterfront port lands.

In 2010, the Crown Solicitor's Office (CSO) advised that the recommendations detailed in an environmental assessment undertaken by Golder Associates (2004) established the Objective Remediation Standard (ORS) for the sites. The ORS imposed a limit on the nature of the remediation that DPTI was obliged to undertake to meet EPA's requirements, while the sites continued to be utilised as ports. The CSO advice also stated that the standard of remediation should only be to the level required for port operations as they were at the commencement of the Lease of the port lands (2001).

Of the Flinders Ports sites to be remediated, two remain outstanding being the Inner Harbour Port Adelaide Title F site and Port Pirie Title H site. Remediation of the Inner Harbour Port Adelaide Title F site is ready to progress and has therefore required consideration by the Public Works Committee. Negotiations for the remediation of Port Pirie Title H is continuing between DPTI and Flinders Ports.

Inner Harbour Port Adelaide Title F site is a 7.9 hectare port facility, with approximately three hectares leased to OneSteel Pty Ltd. The site is surrounded by shipping and bulk handling facilities and consists of two docks and five berths (berth 16 to 20) with adjoining sheds located adjacent the Port River at Port Adelaide.

The capping of this site is considered necessary to satisfy DPTI's environmental obligations and to finalise outstanding port infrastructure and land sale obligations in accordance with the Overriding Deed (2008).

The ORS recommended that the Inner Harbour Port Adelaide Title F site undergo surface treatment of all unsealed areas of the 7.9 hectare site to cap ongoing impacts from slag and metal contaminated fill materials.

A 30 tonne carrying capacity pavement design would have been considered appropriate for port operations in 2001 at the time Flinders Ports was granted lease over the waterfront port lands at Port Adelaide. Since that time, Flinders Ports operations at the Inner Harbour Port Adelaide site have evolved to now include the use of heavy vehicles and machinery up to 80 tonne. A pavement design to accommodate 30 tonne carrying capacity with the ability to be readily converted to an 80 tonne carrying capacity pavement in the future (funded by Flinders Ports) is proposed.

Following remediation DPTI will retain the liability for the underlying contaminated material and Flinders Ports will be liable for maintaining the integrity of the capping.

Site ownership details

Inner Harbour Port Adelaide Title F site is a 7.9 hectare port facility now owned by Flinders Ports. The site is surrounded by shipping and bulk handling facilities and consists of two docks and five berths (berth 16 to 20) with adjoining sheds located adjacent the Port River at Port Adelaide. Photos of the project site are included at Attachment 1.

1.3 The Current Proposal

The project, which is being delivered by DPTI, proposes the environmental remediation of the waterfront port lands at Inner Harbour, Port Adelaide, now owned and operated by Flinders Ports Pty Ltd (Flinders Ports). Remediation of the site, which was previously owned by the State Government, is required in accordance with the South Australian Ports Business and Asset Sale Agreement.

Remediation will involve the construction of a capping layer to suit port operations and provide long term environmental risk management of contamination. A Locality Plan of the proposed project is included as Attachment 2 to this report.

Proposed treatment

The works include the construction of a pavement surface, forming a capping layer to provide long term environmental risk management of contamination.

For the portion of the Inner Harbour Port Adelaide Title F site utilised by Flinders Ports, construction of a pavement with 30 tonne carrying capacity, which has the ability to be readily converted to an 80 tonne carrying capacity pavement in the future (funded by Flinders Ports) is proposed. This is to align with Flinders Ports operational use of the land, which has changed since the land was first leased to Flinders Ports over 15 years ago.

The OneSteel leased portion of the Inner Harbour Title F site is to be treated differently, to suit pre-existing operational requirements. A combination of pavements are to be adopted,

being either concrete pavements for operational areas or light duty granular/asphalt pavements suitable for light vehicle movements only.

Stormwater drainage will be included in the pavement works and controlled through pre-existing stormwater systems. Currently water from the site is discharged either through a stormwater pollutant trap to the Port River or as an overflow (through a separate stormwater pollutant trap) into the street from the OneSteel site.

Existing services are marked and will be maintained. Additional conduits are required for Flinders Ports future operational requirements. For efficiency, the conduits will be installed during the remediation pavement, however this additional cost will be funded separately by Flinders Ports.

Any lighting or line marking works required for the site will be undertaken by Flinders Ports following completion of the remediation works. There is no requirement for vegetation removal or land acquisition.

2 PRE-CONSTRUCTION ASSESSMENTS

2.1 Consultation

Flinders Ports has been engaged throughout the development of the reference design to ensure that the works will suit the operation needs and meet with the obligations of the Overriding Deed (2008).

Prior to commencement of works a draft Deed will be prepared and agreed to as the basis upon which the works will be completed. The Deed will effectively agree that the works once complete will close out the obligations set out in the Overriding Deed (2008) and that Flinders Ports will be obligated to maintain the capping over the Inner Harbour Port Adelaide Title F site.

A Development Application (Section 49) has been granted by the City of Port Adelaide Enfield for the project. DPTI has, and will continue to, consult with a range of organisations and stakeholders regarding the project including:

- City of Port Adelaide Enfield;
- CSO;
- Environment Protection Authority;
- Coastal Protection Board (consulted as part of the Development Application);
- DEW (Acquittal);
- Department of Treasury and Finance (Acquittal);
- Department of the Premier and Cabinet, Aboriginal Affairs and Reconciliation;
- The Adelaide Dolphin Sanctuary;
- Utility Service Providers;
- Flinders Ports Pty Ltd (land owner); and
- OneSteel Pty Ltd (Tennant to Flinders Ports).

Communication with key stakeholders will continue to be undertaken throughout the delivery of the works to ensure they remain informed about the project. DPTI will ensure issues or potential issues are identified early and managed appropriately.

Given the nature of the project and that the works are contained within a privately owned site, engagement with the wider community was not considered necessary.

DPTI has advised that following the necessary level of consultation with the Department of Treasury and Finance, the Crown Solicitor's Office and the Department for Environment and Water, and consequent assurance and advice with respect to legal, financial, procedural and sustainability issues, Cabinet has noted the referral of this project to the Public Works Committee in accordance with DPC Circular 15.

2.2 Aboriginal Heritage

DPTI has advised that in March 2018, the Kaurna Peoples' Native Title claim was the subject of a determination of Native Title by consent. The determination formally recognises the Kaurna people as the Native Title holders for lands around Adelaide. In addition, the determination declared that Native Title does not exist across the project site.

The waterfront port land is part of a highly modified urban environment. It is not anticipated that any reported and/or undiscovered Aboriginal sites will be encountered and/or impacted by the works.

2.3 Heritage Buildings

DPTI has advised that there are no national, state, local or contributory heritage listed places adjacent or in close proximity to project site. As such, the project is not anticipated to impact any non-Aboriginal heritage listed places.

2.4 Ecological Sustainability

DPTI has prepared a Sustainability Management Plan (SMP) that outlines the Ecologically Sustainable Development objectives, principles and provision of example actions and opportunities for the project. The key sustainability issues assessed in the SMP include minimising fauna (marine) impacts, maintaining and improving water quality, and soil contamination and waste minimisation.

DPTI has advised that consultation with the Department for Environment and Water (DEW) has been undertaken, and the necessary Acquittal has been obtained.

Environmental Impact

The project will be assessed and managed in accordance with DPTI's Environmental Impact Assessment processes and recognised Environmental Approval Procedures.

DPTI has undertaken a number of environmental assessments to better understand potential impacts and issues which will be addressed in the planning, design development and procurement stages. Key assessments include:

- Aboriginal heritage investigation;
- Vegetation survey (including an assessment of matters of environmental significance under the Commonwealth *Environment Protection and Biodiversity Conservation Act 1999*;
- Soil contamination assessment/investigation; and
- Noise assessment.

An Environmental Impact Assessment was undertaken by DPTI based on the reference design.

3 DISCUSSION

3.1 Project Justification

DPTI has advised that the key aims of the Flinders Ports (Inner Harbour Port Adelaide Title F) Site Remediation Project are to:

- construct a capping layer to provide long term environmental risk management of contamination;
- provide a hard-wearing surface, which will suit port operations, to minimise ongoing maintenance;
- provide a lining structure to minimise infiltration of stormwater through the metal impacted soil to groundwater beneath the site;
- development of a contaminant management plan in the event impacted soils are to be retained on site;
- take into account stakeholder requirements and expectations; and
- reduce the environmental impact to the marine ecosystem.

3.2 Public Value of the Proposed Project

This project will include the environmental remediation of the waterfront port lands at Inner Harbour, Port Adelaide. It is further advised that this remediation will provide long-term environmental risk management of contamination.

Remediation of the Inner Harbour Port Adelaide Title F site will finalise the outstanding port infrastructure and land sale obligations for this site in accordance with the Overriding Deed (2008).

3.3 Whole of Life Costs of the Project

Capital costs

Funding for Flinders Ports Site Remediation, including Inner Harbour Port Adelaide Title F, was committed as part of the 2018-2019 Mid-Year Budget Review process.

The current cash flows for the project in line with the approved budget for the project, are outlined in Table 1.

Table 1 Approved expenditure budget (\$ million, excluding GST)

Project	2017-2018 (Actual)	2018-2019 (Actual)	2019-2020 (Budget)	Total Expenditure
Flinders Ports (Inner Harbour Port Adelaide Title F) Site Remediation	0.091	0.092	16.283	16.466

Source: DPTI

Table 2 summarises the estimated value of capital costs for the project.

Table 2 Estimated value of capital costs (\$ million, excluding GST)

Item	(\$ million)
Project and Contract Management	3
Construction	13.466
Total	16.466

Source: DPTI

3.4 Estimated Net Effect of the Work, and its use, on Public Funds

Operating costs

DPTI has advised that there are no ongoing operating costs. On completion of the capping works, a deed is to be signed between DPTI and Flinders Ports transferring the obligation to maintain the capping/pavements to Flinders Ports.

The impact on the consolidated account is limited to the State Government's contribution of \$16.466 million.

Economic evaluation

Completing this project will close out the South Australian Government's sale agreement obligations, with ongoing maintenance of the site the responsibility of Flinders Ports.

The project will provide long term environmental risk management of contamination of the site. The provision of a hard-wearing surface will reduce the environmental impact to the marine ecosystem and minimise ongoing maintenance.

The project is being delivered in line with the South Australian Government's Industry Participation Policy, ensuring competitive small and medium enterprises are given consideration. The project team will work with the Office of the Industry Advocate.

The project is expected to support around 76 full time equivalent jobs over the life of the project.

3.5 Revenue Earning Capacity of Proposed Project

No revenue opportunities have been identified for this project.

3.6 Project Delivery

Stakeholder engagement, negotiations and planning for the remediation of Port Adelaide Inner Harbour Title F site has been in progress since the sale of the port infrastructure in 2001.

The broad implementation program for the design and construction of the works is outlined in Table 3.

Table 3 Indicative timeframes for the project

Project Phase	Activities	Timeframe
Design and investigations	<ul style="list-style-type: none"> • Stakeholder engagement • Development of reference design • Preliminary site investigations • Environmental impact assessment 	Early 2018 to mid 2019
Pre-construction	<ul style="list-style-type: none"> • Obtain necessary statutory approvals • Referral to Parliamentary Public Works Committee • Procurement of contractor (Design and Construct) • Ongoing stakeholder engagement 	Mid 2019 to late 2019
Construction	<ul style="list-style-type: none"> • Design development and final design • Construction • Ongoing stakeholder engagement 	Late 2019 to mid 2020
Operation	<ul style="list-style-type: none"> • Operation and maintenance to be signed over to Flinders Ports 	Mid 2020 onwards

Source: DPTI

Project procurement

The delivery of the project will be undertaken through a Design and Construct contract, to be undertaken by private contractor(s) appointed through a competitive tender process. A select tender process will be adopted to ensure the appointment of appropriate contractor(s) whom are experienced in working within a port environment.

All project procurement will be undertaken in accordance with the State Government's Procurement Management Framework and will comply with the South Australian Government procurement guidelines.

The works will be managed in accordance with Australian Standard 2124: General Conditions of Contract (GC21). Where required, external specialist resources may be engaged.

Project management

Project management will be undertaken by DPTI, in accordance with its accredited project management framework and guidelines, as well as its contract management procedures. External specialist resources may be engaged if required.

Risk management

Risk management is undertaken on an ongoing basis as an integral part of the project management process, to identify and assess risk and ensure appropriate management or mitigation measures are incorporated into the delivery of the project. Risks and mitigation strategies are outlined in Table 4.

Table 4 Risk and mitigation strategies

Risk	Mitigation Strategy
Suitability of existing subgrade	The underlying ground conditions across the site are poor. There are risks associated with the extent of unsuitable subgrade. The reference design has accounted for the poor soil conditions, though it is expected that the successful contractor may adapt the design to better manage the extent of poor subgrade. An impact roll study has been completed to assist in informing the contractor of the existing site conditions and enable them to optimise the design.
Impact on port operational activities during construction	Flinders Ports has indicated that the works can be completed in three stages, and OneSteel has indicated that works can be undertaken on its area in four separate stages. The successful contractor(s) will be required to review and consult with Flinders Ports, and OneSteel to best manage the staging of the works.

Source: DPTI

3.7 Efficiency and Progress of the Project and Justification of Any Expenditure Beyond Estimated Costs

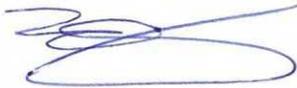
The Committee will monitor the progress of the Flinders Ports (Inner Harbour Port Adelaide Title F) Site Remediation Project as required by the *Parliamentary Committees Act 1991* through the regular reports DPTI is required to provide prior to the completion of construction (refer to "Further Reporting to the Committee").

The Committee will provide a further statement to Parliament in the event that subsequent information provided renders this report inaccurate or misleading.

4 CONCLUSION & RECOMMENDATION

The Public Works Committee has examined written and oral evidence in relation to the Flinders Ports (Inner Harbour Port Adelaide Title F) Site Remediation Project. It has also been assured by DPTI officials that acquittals have been received from the Department of Treasury and Finance, Premier and Cabinet and the Crown Solicitor that the works and procedures are lawful. The Committee is satisfied that the proposal has been subject to the appropriate agency consultation and meets the criteria for examination of projects as set out in the *Parliamentary Committees Act 1991*.

Based upon the evidence considered, and pursuant to Section 12C of the *Parliamentary Committees Act 1991*, the Public Works Committee reports to Parliament that it recommends the proposed public work.



Mr Dan Cregan MP

PRESIDING MEMBER

THURSDAY 12TH SEPTEMBER 2019

APPENDIX A: LIST OF WITNESSES

12 SEPTEMBER 2019 – Old Chamber, Old Parliament House

1. Mr Jon Whelan, Executive Director, Transport Project Delivery, Department of Planning, Transport and Infrastructure; and
2. Mr Andy Kitchin, Project Manager, Department of Planning, Transport and Infrastructure.

APPENDIX B: LIST OF SUBMITTERS

No.	Name	Date received
1	DPTI, Flinders Ports (Inner Harbour Port Adelaide Title F) Site Remediation Project	27 August 2019

APPENDIX C: OTHER ATTACHMENTS

No.	Description
Attachment 1	Flinders Ports (Inner Harbour Port Adelaide Title F) Site Remediation Photos
Attachment 2	Flinders Ports (Inner Harbour Port Adelaide Title F) Site Remediation Project Locality Plan

Attachment 1: Flinders Ports (Inner Harbour Port Adelaide Title F) Site Remediation Photos

Flinders Ports (Inner Harbour Port Adelaide Title F) Site Remediation Photos

Entrance to Flinders Ports Inner Harbour Port Adelaide Title F.



North of the site entrance to Flinders Ports Inner Harbour Port Adelaide Title F.



Looking west across the Flinders Ports Inner Harbour Port Adelaide Title F.



Government of South Australia
Department of Planning,
Transport and Infrastructure

Flinders Ports (Inner Harbour Port Adelaide Title F) Site Remediation Photos

Aerial view of Flinders Ports Inner Harbour Port Adelaide Title F.

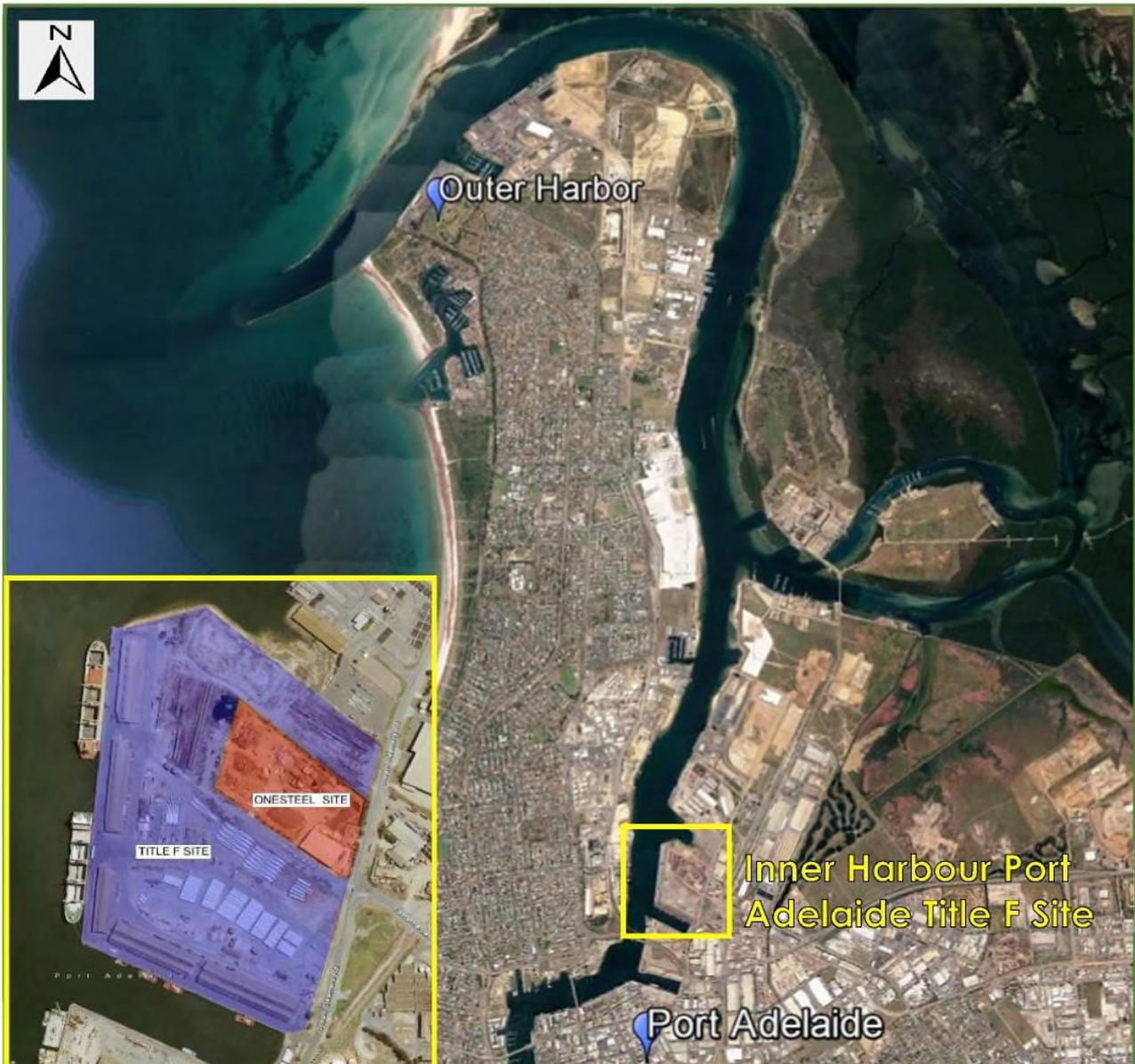


Government of South Australia
Department of Planning,
Transport and Infrastructure

**Attachment 2: Flinders Ports (Inner Harbour Port Adelaide Title F) Site Remediation Project
Locality Plan**

Flinders Ports (Inner Harbour Port Adelaide Title F) Site Remediation

Locality Plan



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Transport and Infrastructure