

BOARD MINUTES

for the Meeting of the Adelaide Park Lands Authority

Thursday 23 May 2019

in the Colonel Light Room, Adelaide Town Hall





Membership: The Lord Mayor; and

4 other members appointed by the Council; and

5 members appointed by the Minister.

Present:

Deputy Presiding Member -Ms Kirsteen Mackay **Board Members -**Ms Allison Bretones

Mr Matt Davies

Ms Jessica Davies-Huynh,

Mr Stephen Forbes, Councillor Alex Hyde, Ms Stephanie Johnston, Mr Craig Wilkins and Mr Ben Willsmore.

Apologies -

Presiding Member - The Right Honourable the Lord Mayor, Sandy Verschoor

Acknowledgement of Country

With the opening of the Board Meeting, the Deputy Presiding Member, Ms Kirsteen Mackay stated:

'Adelaide Park Lands Authority acknowledges that we are meeting on traditional Country of the Kaurna people of the Adelaide Plains and pays respect to Elders past and present. We recognise and respect their cultural heritage, beliefs and relationship with the land. We acknowledge that they are of continuing importance to the Kaurna people living today.

And we also extend that respect to other Aboriginal Language Groups and other First Nations who are present today.'

Confirmation of Minutes

1. Item 2 – Confirmation of Minutes – 11/4/2019 [APLA]

Moved by Ms Stephanie Johnston, Seconded by Mr Craig Wilkins -

That the Minutes of the meeting of the Board of the Adelaide Park Lands Authority held on 11 April 2019 be taken as read and be confirmed as an accurate record of proceedings.

Carried

Presiding Member Verbal Report

Nil

Questions on Notice / Motions on Notice

Nil

Questions without Notice / Motions without Notice

Nil

Deputations

In the absence of Ms Kelly Henderson who had been granted a Deputation to speak to Items 7.2 and 7.3 listed on the Agenda, the Deputy Presiding Member, Ms Kirsteen Mackay indicated that Ms Kelly Henderson would be heard if present after the hearing of Item 7.1.

Presentations

2. Item 7.1 – Presentation - Conflict of Interest Provisions of the Local Government Act 1999 (SA) [APLA]

Presenter:

Rudi Deco, Manager Governance (CoA)

Precis of Topic:

An overview of the Conflict of Interest provisions - material, actual and perceived – of the *Local Government Act 1999 (SA)*, how they apply to members of the Adelaide Park Lands Authority with a request for each Board Member to turn their mind to conflict of interest when looking at the Agenda in preparation for a meeting and assess each item to determine if there is an individual conflict or not.

The Deputy Presiding Member, Ms Kirsteen Mackay requested all Board members contact Rudi Deco Manager Governance and/or Martin Cook the Executive Officer in the event of doubt or a query as to whether a conflict of interest arises.

Deputations

3. Item 6 – Deputation – Ms Kelly Henderson – Item 7.3 [National Heritage Management Plan and Item 7.2 [World Heritage Nomination] [2018/04055] [APLA]

The Deputy Presiding Member, Kirsteen Mackay, invited Ms Kelly Henderson to address the Board.

Ms Kelly Henderson addressed the Board to:

- Indicate her surprise that APLA has any doubt about there being any feasibility issues with World Heritage nomination, having known that since at least 1999 expert assessment is that the Park Lands or Light's Plan meet or have the potential to meet three world heritage criteria, the process to succeed and identify the only impediment is political opposition for fear of hindering development.
- Identify that since the Peter Donovan cultural heritage assessment of the Adelaide Park Lands other matters have been raised, another impediment identified is the lack of accuracy and lack of truth regarding who the original custodians of the Adelaide Park Lands because they are not the Kaurna and would face an international impediment with that falsehood.
- Comment on the marking of the point of commencement of the world's first coordinated cadasta, Trig Station A at the corner of the New Market Hotel on North Terrace and West Terrace, the first place in the world where property boundaries were defined using coordinates in the way GPS is used today to mark longitude and latitude and Light's expertise to lay out the whole of the Adelaide Plains not just the City of Adelaide and the Park Lands, a level of technical excellence in land development and settlement which in itself is worthy of world heritage nomination in its own right.
- Indicate that in relation to a National Heritage Management Plan, since at least 1999 the Council has failed to properly record the fact the Adelaide Park Lands comprised a trust, they were purchased in the name of, on behalf of and for the benefit of the inhabitants of the City of Adelaide that is those persons living within the Park Lands boundary. The City Park Lands do not belong as property to the people of South Australia they were purchased in fee simple absolute and they belong to herself and the other inhabitants of the City of Adelaide.
- Urge the recognition of the true legal status of the Park Lands and the authentic indigenous custodians, addressing the unlawful squatting on the Adelaide Park Lands by the University and others, rectifying the breach of Council fiduciary duty with Management Plans and indicate a willingness to provide her research and evidence that has been peer tested.

During the address Councillor Alex Hyde left the Colonel Light Room at 5.48 pm and re-entered at 5.52 pm The Deputy Presiding Member, Ms Kirsteen Mackay, thanked Ms Kelly Henderson for her Deputation.

Presentations

4. Item 7.2 – Presentation - World Heritage Nomination [APLA]

Presenter:

Martin Cook, Executive Officer, Adelaide Park Lands Authority (CoA)

Precis of Topic:

Utilising a PowerPoint presentation further background on the topic and the committee established by APLA in December 2018 APLA to examine the feasibility of a World Heritage Listing nomination was provided to the Board.

Discussion ensued in relation to:

- Scope and brief for the case.
- Role of the Committee established.
- Resources, State/Federal funding, private sector support to progress nomination.

During discussion at the request of the Deputy Presiding Member, Ms Kirsteen Mackay the Board noted that the brief would be shared with Board members to understand the scope of the project.

The PowerPoint presentation utilised is attached for reference at the end of the Minutes of this meeting

5. Item 7.3 – Presentation - National Heritage Management Plan [APLA]

Presenter:

Deborah Lindsey, Senior Heritage Consultant, DASH Architects

Precis of Topic:

Utilising a PowerPoint presentation, an overview of Heritage SA and the findings of report undertaken in 2018 looking at the requirements of the Federal EPBC Act for a Management Plan for National Heritage Listing properties (Adelaide Park Lands and City Layout) was provided to the Board.

Discussion ensued in relation to:

- Referrals, type and timing.
- State listing and Heritage Plans.
- Height Limits and visual value impact.
- Views & vistas and National values.

The PowerPoint presentation utilised is attached for reference at the end of the Minutes of this meeting

Reports for the consideration of the Board

Nil

Executive Officer Verbal Report

Nil

The Deputy Presiding Member, Ms Kirsteen Mackay thanked the Executive Officer, Martin Cook for organising the site visit

Next Meeting

Thursday 20 June 2019

Closure

The meeting of the Board closed at 6.55 pm

Ms Kirsteen Mackay

Deputy Presiding Member

Adelaide Park Lands Authority

Documents Attached for Reference

Minute 4 [Item 7.2 – PowerPoint Presentation - World Heritage Nomination]

Minute 5 [Item 7.3 – PowerPoint Presentation - National Heritage Management Plan]

Adelaide Park Lands and City Layout

World Heritage Listing – is it feasible?



APPA began researching the concept in 1996

Council's interest:

- A Council resolution on 9 February 2000 expressing in principle support
- Council referred the proposal to the Capital City Committee in September 2001
- Council called for a report on the matter in January 2003
- A report to the Capital City Committee was presented in November 2011.



World Heritage Sites

Currently about 1092 sites across the globe

- 845 Cultural Sites
- 209 Natural Sites
- 38 Mixed

Australia - 19 sites including:

- 11 convict sites (listed as one combined portfolio)
- Sydney Opera House
- The Royal Exhibition Building and Carlton Gardens
- Naracoorte Caves which, along with Riversleigh in Queensland, forms one combined fossil mammal site
- A series of Gondwana Rainforest Sites (combined as one site)
- Great Barrier Reef
- 13 other natural sites.





Some amazing places illages of Northern Bamiyan Valley

Ancient Villages of Northern Syria





CITY OF **ADELAIDE**

Stonehenge, Avebury

Borobudur Temple - Indonesia







So why is Adelaide worthy of World Heritage Listing



Site context / perspective

South Australia came to the attention of the English after more than 40,000 years of inhabitation by Aboriginal people

TERRA AUSTRALIS
BY M. FLINDERS
COMM* OF H.M. SLOOP
INVESTIGATOR.
Bond Cantilherm.
1802.

1802 – exploration of SA Coast by Flinders and Baudin

1803 onwards – sealers and whalers lived on Kangaroo Island

1819 to 1832 – exploration by Captain Barker, Charles Sturt and others



The

REFORM ACT

of 1832

Adelaide was conceived in London between 1830 and 1836

Industrial revolution & Social Reform Movement

In 1800 – 4000 workhouses and poorhouses in England

- 3000 died of Cholera in London in 1832
- 'Slum' was first used in the 1820s from 'slump' meaning 'mire'

Emigration

- 1000 / week in 1830s
- 1000 / day in 1840s





The Genesis of the Adelaide Plan

SA's foundation arose out of the debates about emigration and colonisation in the early 1830s – led by Wakefield, Gouger and others

South Australian Association formed in 1833 – primarily by Robert Gouger – to promote the new colony to capitalists and parliamentarians

South Australian Act 1834 – George Kingston, Osmond Gilles

- Colonization Commissioners Corporation of trustees charged with the disposal of land and the use of the proceeds from that disposal
- South Australian Company 1835 G.F. Angas



Adelaide was planned in London between 1830 and 1836

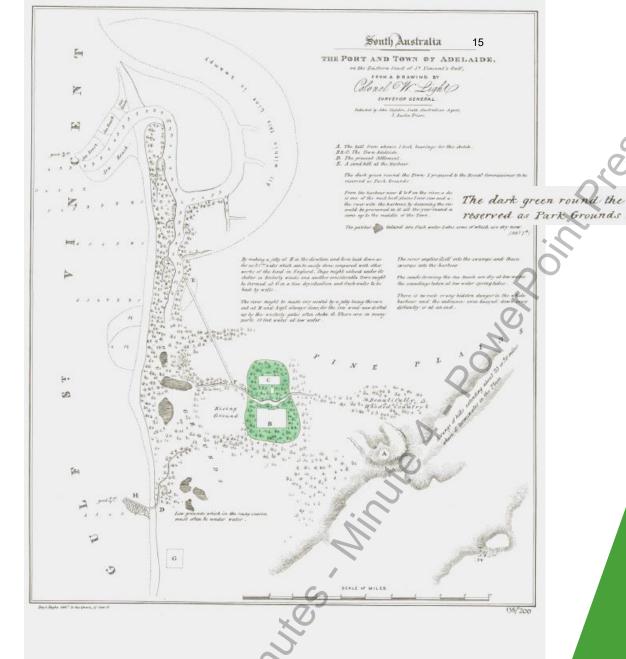
'Plan of Town' prepared in 1835 - by Kingston

Basis for the preliminary purchase of 437 of the planned 1000 acres

Colonization Commissioners 'Letter of Instructions' to Light – March 1836 – how to lay out the new town

 'you will make the streets of ample width, and arrange them with reference to the convenience of the inhabitants, and the beauty and salubrity of the town; and you will make the necessary reserves for squares, public walks and quays'

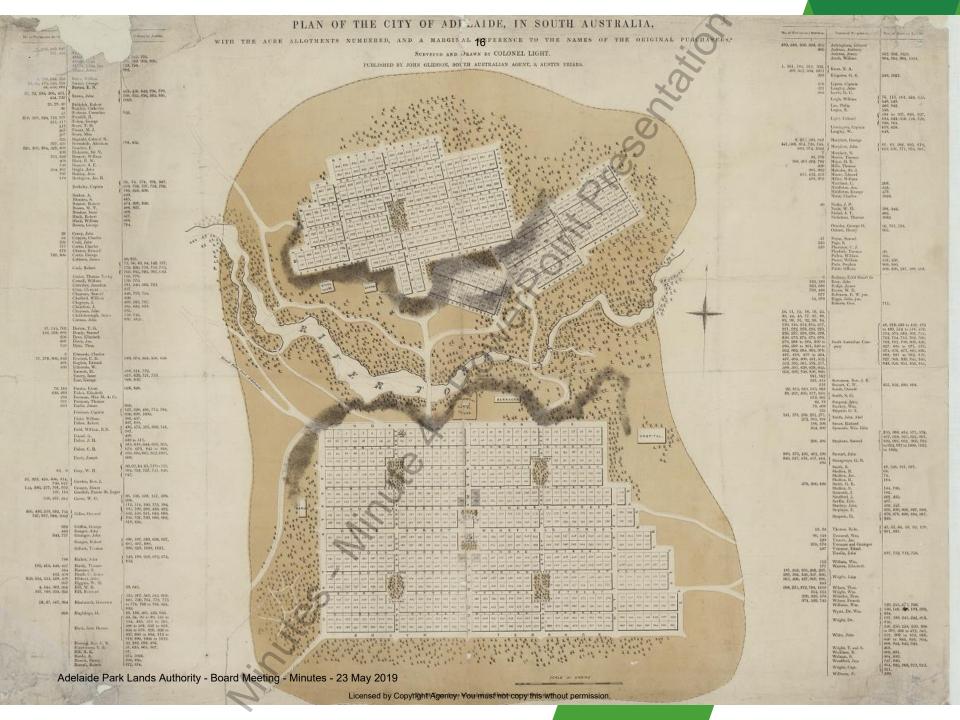


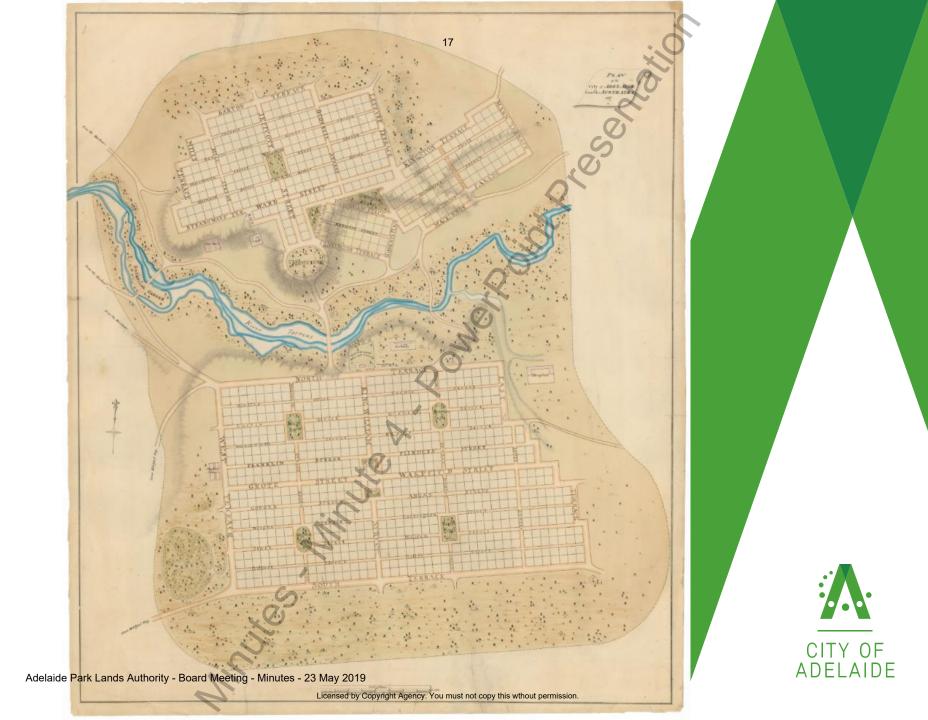


The dark green round the Town I proposed to the Resid. Commissioner to be reserved as Park Grounds.

Survey of the 1042 town acres occurred between 11 January and 10 March 10, 1837











First Park? No.

Boston Common – opened to public in 1830 – grazing of cows ended – developed from old common land

Moor Park, Preston, England – 1833 – evolved from old common land with mixed uses such as horse racing, housing, grazing but for recreation too

Pheonix Park – Dublin - originally formed as a royal hunting park in the 1660s and opened to the public in 1747.

Hyde Park, Sydney – 1810 – Australia's oldest park – previously a common

Saxon Park, Warsaw – 1727 – opened to public √site of old fortifications and palace

Luzanky Park – Czech Republic – 1840 – from mixed earlier uses



First planned public park? Yes

Derby Arboretum – described as Britain's first public park (deliberately planned as such) – 1840

Following the donation of the land by local philanthropist

Birkenhead - Merseyside - opened 1847

 In 1841 an Improvement Commission within Birkenhead's local government proposed the idea of a municipal park. A Private Act of Parliament allowed it to use public money to buy 226 acres (91 ha) of marshy grazing land on the western edge of Birkenhead



Prior to the Adelaide experiment

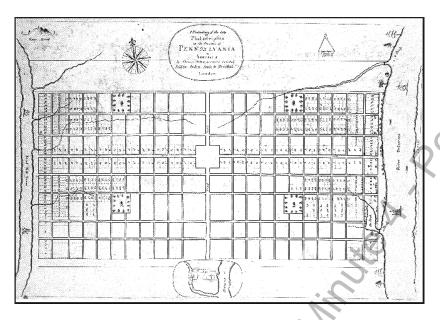
Philadelphia
Savannah, Georgia
Toronto
Charleston, South Carolina

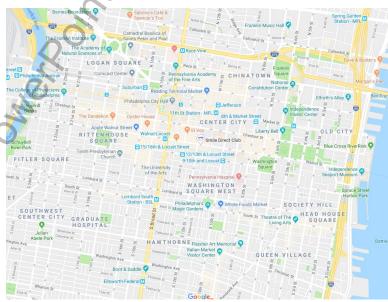
These either did not eventuate or survive

Light was instructed to "look to any new town precedent in America and Canada" for guidance



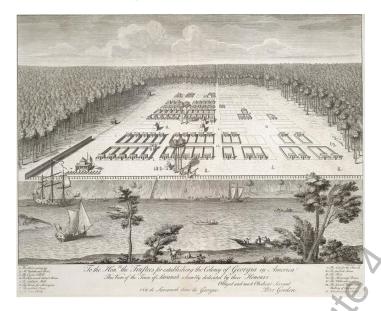
Philadelphia – laid out in 1681 – included 5 squares and rectangular street pattern







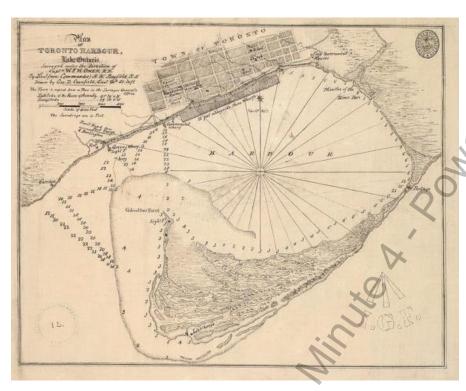
Savannah, Georgia, 1733

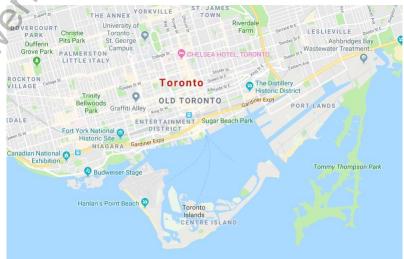






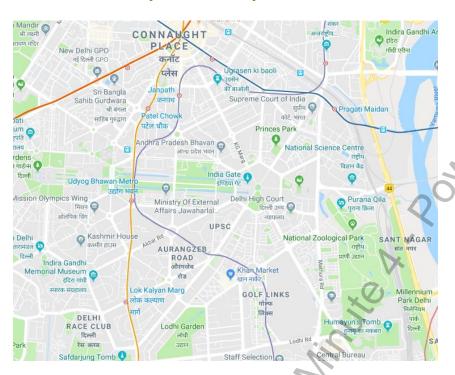
Toronto 1788 – 5 town squares and half-mile deep commons on 3 sides







New Delhi – early 20th century

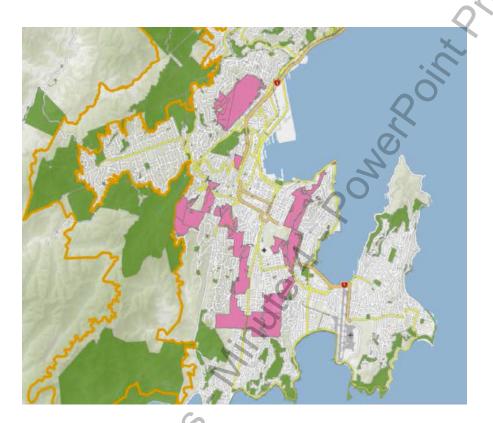


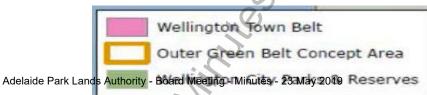
Chandigarh – Le Corbusier in 1950s – inspired by Adelaide





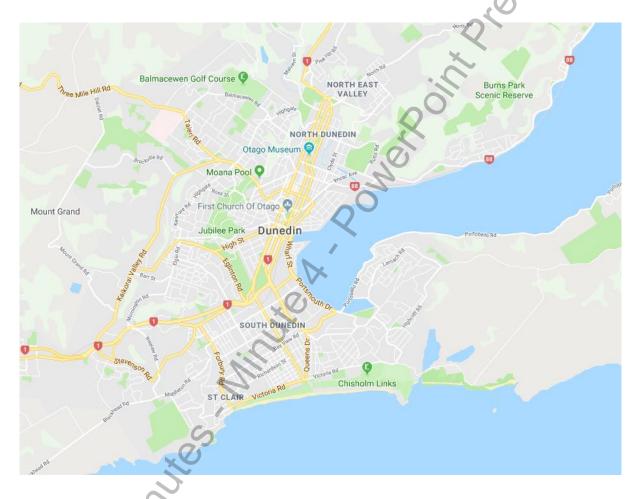
Wellington – settled in 1840





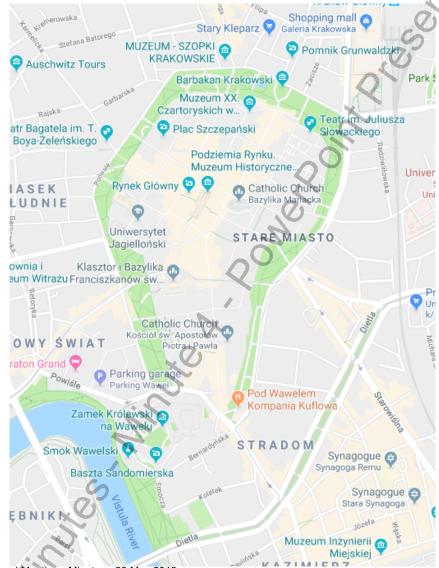


Dunedin - settled 1848

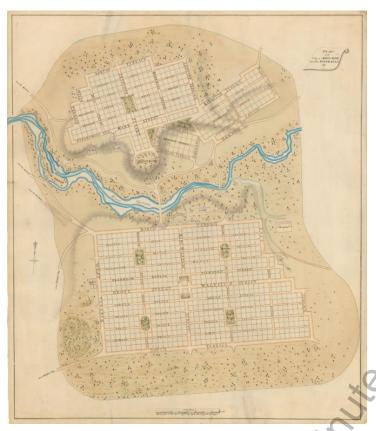




Krakow











Rarity / Outstanding Value

Rarity is one aspect of heritage significance but it doesn't carry great weight.

'Outstanding value' to humanity in the context of globally significant historic movements is more important:

- planning movements
- philosophical movements
- migration/colonisation



Public urban park planning in the 19th century

National Heritage Listing states:

- "The only Australian capital city to be completely enclosed by park lands and has the most extensive and intact 19th century park lands in Australia"
 - Equally so on a world scale
- "widely regarded as a masterwork of urban design and signifies a turning point in the settlement of Australia".
 - Equally so on a world scale

Basically - outstanding example of <u>public urban</u> <u>park planning</u> in the 19th century that went on to influence the Garden City movement and many town plans and planners in:

- Throughout Australia
- New Zealand
- England
- USA
- India



Public urban park planning in the 19th century

What differentiates the Adelaide plan from all other cities, in the World Heritage context, is that:

- The design is an expression of the ideals of the early nineteenth century social reform movement and represents a culmination of colonial town planning exercises and theories from that period
- The settlement of the City and hinterland is the first manifestation of Edward Gibbon Wakefield's systematic colonisation model (selection, containment, sale) and represents a turning point in the expansion of the British Empire
- The originally planned combination of public Park Lands, Squares and formal, gridded street layout has survived, substantially intact.



The case for WHL

Universal values of the Adelaide Plan - related to historical developments in town planning

There are no city municipal parks on the World Heritage list that have been nominated because of their value as a public park for recreation and leisure.

Incidentally - Adelaide is also remarkable in that Light, by preserving the Torrens Valley as Park Land possibly created the first satellite community, North Adelaide



The case for WHL

Brasilia was successfully listed in 1987 for its impact on 20th century town planning.

- Adelaide's influence on late 19th and early 20th century town planning through the Garden City movement was more significant
- Sir Patrick Abercrombie, famous British town planner, said "the parks surround and urban units of Adelaide are direct precursors of the greenbelt and neighbourhood planning"





Level of support

Rachel Sanderson indicated her support for a World Heritage Nomination for the Adelaide Park Lands at:

- The AGM of the Adelaide Park Lands Preservation Association in 2018
- The opening of the Adelaide Park Lands Art Prize in 2018
- Is in the process of writing to Minister Speirs
- Officer level support from DEW
 - Test request to the Minister for \$50k funding

APLA is well positioned through its connections to State and Council

Has \$100k for stage 1 – feasibility study



Other SA Activity

Natural Resource Management (SA Arid Lands) website details a cross-departmental bid by the State Government for World Heritage status for the Flinders Ranges

Active bid by a consortium of ten South Australian regional councils for National Heritage listing of the settlement landscapes of the Mount Lofty Ranges region with a view to World Heritage nomination.

- The basis for the Mount Lofty Ranges bid focuses on the systematic settlement of Adelaide's hinterland following the survey and establishment of the new City.
- Wakefield's systematic colonization model is common to both the Mount Lofty Ranges bid and the potential Adelaide Park Lands and City Plan nomination
 - the complementary and possibly symbiotic nature of the two is worth exploring.



WHL - Criteria

To be inscribed on the World Heritage List a site must meet <u>one</u> of the following criteria established through the Operational Guidelines for the implementation of the World Heritage Convention:

1.	to represent a masterpiece of human creative genius;
2.	to exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture
	or technology, monumental arts, town-planning or landscape design;
3.	to bear a unique or at least exceptional testimony to a cultural tradition or to a civilization which is living or which has disappeared;
4.	to be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s)
	in human history;
5.	to be an outstanding example of a traditional human settlement, land-use, or sea-use which is representative of a culture (or cultures), or human interaction with the environment especially when it has become vulnerable under the impact of irreversible change;
6.	to be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding
	universal significance. (The Committee considers that this criterion should preferably be used in conjunction with other criteria);
7.	to contain superlative natural phenomena or areas of exceptional natural beauty and aesthetic importance;
8.	to be outstanding examples representing major stages of earth's history, including the record of life, significant on-going geological processes in the development of landforms, or significant geomorphic or physiographic features;
9.	to be outstanding examples representing significant on-going ecological and biological processes in the evolution and development of terrestrial,
	fresh water, coastal and marine ecosystems and communities of plants and animals;
10.	to contain the most important and significant natural habitats for in-situ conservation of biological diversity, including those containing
	threatened species of outstanding universal value from the point of view of science or conservation.
The protec	tion, management, authenticity and integrity of properties are also important considerations.

The protection, management, authenticity and integrity of properties are also important considerations.

Since 1992 significant interactions between people and the natural environment have been recognized as cultural landscapes.



Current Status of WHL - 2018

The Dep. E & E website indicates that the last Australian listing appears to have occurred in June 2013 with an extension to the Tasmanian Wilderness Site.

As a signatory to the World Heritage Convention, Australia is required to submit to UNESCO a Tentative List of sites.

This List provides a forecast of the properties that Australia may decide to submit for inscription in the next five to ten years and which may be updated at any time.

World Heritage Committee cannot consider a nomination for inscription on the World Heritage List unless the property has already been included on the Tentative List.

Currently, Australia's Tentative List published on the UNESCO website includes three sites as follows:

- The Budj Bim Cultural Landscape the Aboriginal cultural site in South West Victoria which includes evidence of one of the world's oldest aquaculture systems (added January 2017)
- The Great Sandy World Heritage Area (added January 2010)
- An extension to the Gondwana Rainforest area (added May 2010)



WHL – process for inclusion

UNESCO's World Heritage Convention (the Convention) came into effect in 1975 and established the World Heritage Committee (the Committee).

The Committee administers the Convention and assesses nominated places against set criteria and makes the final decision as to the places that are included on the World Heritage List.

A nomination must be made through the State Government to the Australian Government

The Australian Government is the 'State Party' to the convention

A pre-requisite for a World Heritage List nomination in Australia is the inclusion of the site on the National Heritage List

 The Adelaide Park Lands and City Layout was included on Australia's National Heritage list in November 2008.

The World Heritage nomination and listing process is rigorous, and many nominations have been withdrawn or rejected because they fail the assessment process.

Step 1 is to secure the formal support of the State Government

for inclusion on the Tentative List (must be on this list for 1 year)



Combination of attributes make it special

- Deliberate Civic Planning
 - Culmination of philosophical ideals
 - Precedes any other <u>planned</u> public parks
- A whole City large scale
- Parks for Public use intended from the outset
 - Not an after thought
- Ordered clarity of streets and Squares
- Staged development Wakefield model
- Survived largely intact
- Historical influence on subsequent town planning



Barriers to listing?



Terms of Reference for the APLA Committee

The Committee will be supported by the Authority's Executive Officer and will be responsible for: Initially:

- 1. Electing a Chairperson.
- 2. Meet on an as needed basis, determined as required through a simple majority of Committee Members.
- 3. Developing and substantiating the case (developing a core narrative) for World Heritage listing of the Adelaide Park Lands and City Layout and identifying the potential benefits.
- 4. Exploring the feasibility of, and options for, mounting a World Heritage nomination for the Adelaide Park Lands and City Plan.
- 5. Identifying the World Heritage Criteria under which a case might be mounted.
- 6. Undertaking or commissioning any required research identify research gaps and needs, subject to the approval of the Authority.
- 7. Exploring any relevant links with the Mt Lofty Ranges World Heritage Bid and report on the viability and desirability of a combined nomination.
- Undertaking a comparative analysis of World Heritage inscribed and tentative properties to confirm that the proposed listing and site would complement, not duplicate, existing and proposed World Heritage properties.
- 9. Working with the City of Adelaide and State Government to secure a commitment and support to pursue World Heritage Listing.

Subject to the above processes and the approval of the Authority:

- 1. Generating stakeholder and community support for a nomination.
- 2. Preparation of promotional material for the nomination, including a community engagement plan / social media campaign.
- 3. Developing a nomination proposal identifying:
 - 1. Requirements, steps, processes, procedures and priorities
 - 2. Staging and timeframes
 - 3. Required funding and resources.
- 4. Working with relevant advisory bodies such as ICOMOS International Council of Monuments and Sites.
- 5. Exploring and consider funding opportunities.
- 6. Providing quarterly progress reports to the Board of the Adelaide Park Lands Authority, who in turn will advise the City of Adelaide and the State Government regarding progress.
- 7. Developing and documenting any eventuating nomination.

In association with that work

- 1 Recommending to the Board of the Adelaide Park Lands Authority any required changes to these Terms of Reference.
- 2 Recommending to the Board of the Adelaide Park Lands Authority any required changes to or additions to the Committee membership.



Adelaide Park Lands and City Layout

APLA Presentation 23.05.19

Issues and Opportunity Analysis for the National Heritage Listing

Casharchitects

Heritage in South Australia

- World Heritage Places (1)
- National Heritage Places (8)
- State Heritage Places (2295)
- State Heritage Areas (17)
- Local Heritage Places (7,000)

EPBC Act 1999, s. 324X – develop management plans

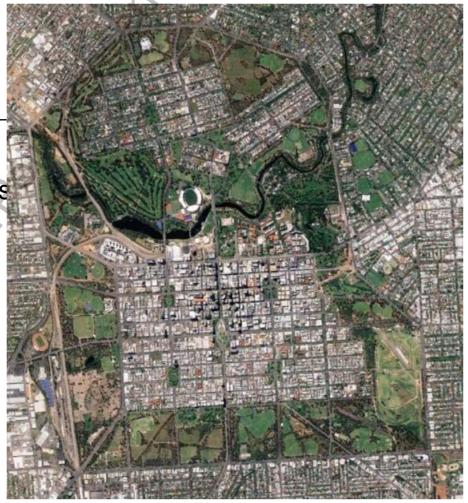


Adelaide Park Lands – National Heritage Place

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The Brief - Summary

- Understand the National Heritage values
- Identify actions, uses or cumulative impacts that may adversely affect the National Heritage values
- Identify areas for policy development
- Identify obligations of land managers
- Review past EPBC referrals



Aerial view of Park Lands, 2018

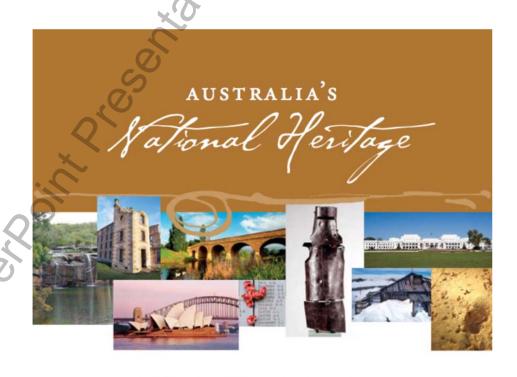
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National Heritage Values

National Heritage values appear not to be well understood or assessed.

Recommend: Prepare a Heritage Management Plan for the Park Lands

Commonwealth Guidelines, 2008



DEVELOPING MANAGEMENT PLANS

- · Do I have to prepare a management plan?
- What if I already have a management plan?
- What is required in a management plan for a National Heritage place?
- What are the performance objectives for management plans?
- · How do I write a management plan?
- How should the plan be structured?
- · How are management plans accredited?

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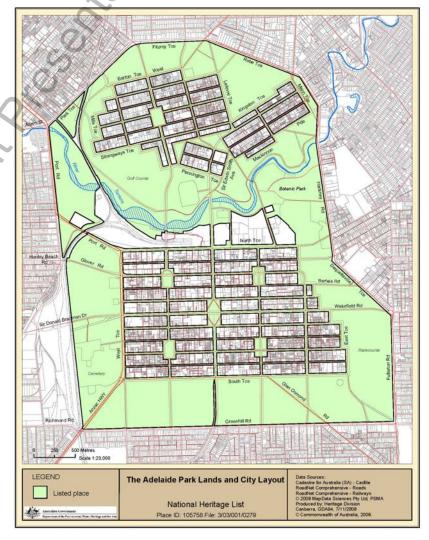
Land Managers

Appears to be a general lack of awareness of responsibilities by Land Managers for managing National Heritage values.

Recommend: Ensure appropriate policy and processes in place

Recommend: Understand obligations under EPBC Act

National Heritage boundary





Cumulative Impacts

Cumulative impacts may potentially impact on Park Lands' National Heritage values:

- alienation
- views and vistas
- imbalance in uses
- · encroachments to grid layout.

Recommend: Track and review cumulative impacts



Aerial view of Adelaide



View from Mount Lofty

Asharchitects

Landscape Character

Legend Built Structures Car Parking Informal Landscapes Informal Landscapes Sport & Recreation - Hard Surfaces Riparian Areas Bio-diversity Conservation Areas Utilities

Adelaide Parklands and City Layout

Recommend: Track, project and monitor trends for landscape character



dasharchitects

Formal Landscapes

Obligations

- Self-assessment process for actions to, or in vicinity of, a National Heritage place
- If potential for 'significant impact', refer to Commonwealth

Recommend: Improve rigour in self-assessment process

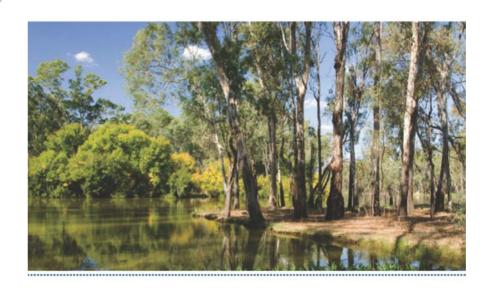
Recommend: Review merits of identifying National Heritage places in State planning documents and mapping portals



Matters of National Environmental Significance

Significant impact guidelines 1.1

Environment Protection and Biodiversity Conservation Act 1999



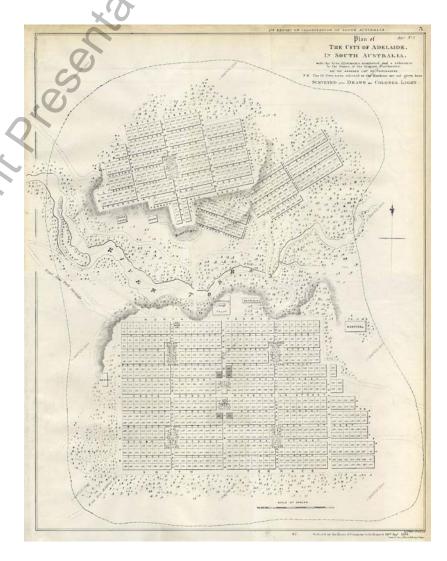
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Outcomes - Summary

- Variety of recommendations to address issues and shortcomings
- Primary recommendation: <u>Prepare a</u>
 <u>Heritage Management Plan</u>
- Following the preparation of the HMP, review policies and procedures of all land managers to ensure consistency

Questions?

Light's 1837 Adelaide plan



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