



COUNCIL ASSESSMENT PANEL

Minutes

for the meeting
Monday, 26 October 2026
at 5.30 pm
in the Colonel Light Room, Adelaide Town Hall



Minutes of the Meeting of the Council Assessment Panel

Held on Monday, 26 October 2026, at 5.30 pm,
Colonel Light Room, Adelaide Town Hall

Present -	Presiding Member -	Nathan Cunningham
	Panel Members -	Colleen Dunn, Robert Gagetti and Julian Rutt
	Deputy Panel Member -	Councillor Arman Abrahamzadeh
Apology -	Panel Member -	Councillor Eleanor Freeman

Opening and Acknowledgment of Country

At the opening of the Panel Meeting, the Presiding Member stated:

‘The City of Adelaide acknowledges the Kaurna People of the Adelaide Plains as the Traditional Custodians of the land on which we meet today.

We acknowledge and honour their spiritual and cultural stewardship of this Country and recognise their deep and enduring relationship with its lands, waters, the sky, and all living things.

We pay our respects to Kaurna Elders past and present and recognise the important role of emerging leaders in sustaining and strengthening culture.’

1 Confirmation of Minutes

Decision

That the Minutes of the meeting of the City of Adelaide Council Assessment Panel held on 28 September 2026, be taken as read and be confirmed as an accurate record of proceedings.

2 Declaration of Conflict of interest

Nil

3 Applications assessed under PDI Act 2016 (SA) with Representations

3.1 28-45 Brougham Place, North Adelaide

Representations listed to be heard

Representors:

- Will Gormly of URPS and Tom Game of McDonald Game Lawyers on behalf of Louise Rigoni of 24 Brougham Place, North Adelaide

Applicant:

- Kirsten Falt of Holmes Dyer and Mark Dignan of Lincoln College

The Council Assessment Panel resolves that:

1. Pursuant to Section 107(2)(c) of the *Planning, Development and Infrastructure Act 2016*, and having undertaken an assessment of the application against the Planning and Design Code, the application is NOT seriously at variance with the provisions of the Planning and Design Code; and

The Council Assessment Panel resolves that:

2. Development Application Number ID 26005122, by Mark Dignan is GRANTED Planning Consent for the following reserved matters, conditions and advices:

RESERVED MATTERS

Pursuant to section 102 (3) of the *Planning, Development and Infrastructure Act of 2016*, the following matters shall be reserved for further assessment, to the satisfaction of Council's Assessment Manager, prior to the granting of Development Approval:

1. **Amended stormwater management plan demonstrating assessment against a 5% AEP storm event with acceptable kerb outlet velocities**
2. **Amended arboricultural impact assessment detailing the extent of permeable paving to be installed in proximity to the tree per arborist recommendations**
3. **Amended lighting plan to accurately reflect the location of the lighting shown on the Holmes Dyer plan titled 'Proposed Tennis Court' and 'Proposed Tennis Court Elevations' in accordance with AS 4282-1997.**

Pursuant to Section 127 of the *Planning, Development and Infrastructure Act*

2016, Council's Assessment Manager reserves a decision on the form and substance of any further condition/s of Planning Consent considered appropriate to impose in respect of the Reserved Matters outlined above.

CONDITIONS

- 1. The development granted Planning Consent shall be undertaken and completed in accordance with the stamped plans and documentation, except where varied by conditions below (if any):**
 - Plans drafted by Holmes Dyer, titled 'Proposed Tennis Court' and 'Proposed Tennis Court Elevations'
 - Letter provided by Holmes Dyer, dated 17 September 2026
 - Arboricultural Impact Assessment by Treevolution Arboricultural Consultants, dated 14 September 2026
 - Obtrusive light compliance report and floodlight specification by SES Lighting
- 2. External materials, surface finishes and colours of the development shall be consistent with the description hereby granted consent and shall be to the reasonable satisfaction of the Relevant Authority.**
- 3. The hours of operation for the light towers and use of the tennis court on the land shall be limited only to:**
 - 8am to 8.30pm – Monday to Sunday

Additionally, operation of the light towers shall be cutoff by an automated timer at 8.30pm daily.
- 4. The use of the tennis court on the land shall be limited only to students/residents of Lincoln College and authorised guests.**
- 5. The landscaping depicted on the plans shall be maintained in good health and condition at all times to the reasonable satisfaction of the Relevant Authority. Any dead or diseased plants or trees shall be replaced forthwith to the reasonable satisfaction of the Relevant Authority.**
- 6. Recommendations expressed in the Arboricultural Impact Assessment by Treevolution Arboricultural Consultants, dated 14 September 2026, shall be undertaken to the reasonable satisfaction of the Relevant Authority, as detailed below:**
 - No tree pruning of aerial parts
 - Erection of Tree Protection Zone fencing and signage prior to undertaking development
 - Restriction of activities within the Tree Protection Zone as outlined

in 11.3 of the report

- Any tree roots found in the area of development to be pruned by the project Arborist back to suitable points
- Supplementation of irrigation during the drier months through deep soaking from dripper type irrigation to assist the tree during the construction stage

-
7. All external lighting shall be designed and installed in accordance with AS 4282-1997.
-

ADVISORY NOTES

1. Development Approval Required

No work can commence on this development unless a Development Approval has been obtained. If one or more consents have been granted on this Decision Notification Form, you must not start any site works or building work or change of use of the land until you have received notification that Development Approval has been granted.

2. Expiration of Consent

Pursuant to the provisions of Regulation 67 of the *Planning, Development and Infrastructure (General) Regulations 2017*, this consent / approval will lapse at the expiration of 2 years from the operative date of the consent / approval unless the relevant development has been lawfully commenced by substantial work on the site of the development within 2 years, in which case the approval will lapse within 3 years from the operative date of the approval subject to the proviso that if the development has been substantially or fully completed within those 3 years, the approval will not lapse.

3. Commencement and Completion

Pursuant to Regulation 93 of the *Planning, Development and Infrastructure (General) Regulations 2017*, the Council must be given one business day's notice of the commencement and the completion of the building work on the site. To notify Council, contact City Planning via planning@cityofadelaide.com.au or phone 8203 7185.

4. Appeal Rights

The applicant has a right of appeal against the conditions which have been imposed on this Planning Consent. Such an appeal must be lodged at the Environment, Resources and Development Court within two months from the day of receiving this notice or such longer time as the Court may allow. The applicant is asked to contact the Court if wishing to appeal. The Court is located in the Sir Samuel Way Building, Victoria Square, Adelaide, (telephone 8204 0289).

5. City Works Permit

Any activity in the public realm, whether it be on the road or footpath (including the Adelaide Park Lands), requires a City Works Permit. This includes activities that have received Development Approval.

The City Works Guidelines detailing the requirements for various activities and fee calculator and online application form can all be found on Council's website at <https://www.cityofadelaide.com.au/business/permits/licences/city-works/>

When applying for a City Works Permit you will be required to supply the following information with the completed application form:

- A Traffic Management Plan/Site Plan (a map which details the location of the works, street, property line, hoarding/mesh, lighting, pedestrian signs, spotters, distances etc.);
- Description of equipment to be used;
- A copy of your Public Liability Insurance Certificate, noting the City of Adelaide as an interested party (minimum cover of \$20 Million required);
- Copies of consultation with any affected stakeholders including businesses or residents.

Applications will require a minimum notice period of five business days. For more information, contact cityworks@cityofadelaide.com.au

4 Applications assessed under PDI Act 2016 (SA) without Representations

Nil

5 Appeal to CAP for Assessment Manager's Decision Review

Nil

6 Other Business

6.1 Planning Policy Updates including Suggestions from Panel

- City Building Heights Code Amendment expected to be released by the Department for Housing and Urban Development soon with an eight week consultation period

6.2 Other Business raised at Panel Meeting

Nil

6.3 Next Meeting – 16 November 2026

Closure

The meeting closed at 6.52 pm

Nathan Cunningham
Presiding Member
City of Adelaide Council Assessment Panel

Documents Attached:

Item 3.1 – HERITAGE IMPACT STATEMENT (HIS) FOR PROPOSED DEVELOPMENT –
Presented to the Panel at this Meeting

Item 3.1 – Before-After Comparisons 2 (002) – Presented to the Panel at this Meeting

HERITAGE IMPACT STATEMENT (HIS) FOR PROPOSED DEVELOPMENT

**at 28-45 Brougham Place, North Adelaide (Lincoln College) (DA 26005122)
for a Multi Purpose Sports Court**



REPORT PREPARED BY

ELIZABETH VINES OAM, FRAIA, M. ICOMOS ARCHITECT

McDougall & Vines Conservation and Heritage Consultants

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October 2026

HERITAGE IMPACT STATEMENT (HIS) FOR PROPOSED DEVELOPMENT at 28- 45 Brougham Place, North Adelaide (Lincoln College) (DA 26005122)

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Acronyms used

ACC – Adelaide City Council

DEW – Department for Environment and Water

HIS- Heritage Impact Statement

SHP – State Heritage Place

SHR – State Heritage Register

EXECUTIVE SUMMARY - This HIS report outlines the following

Historic Context and Cultural landscape Significance of Brougham Place (*Refer Sections 2 and 3*)

Brougham Place is widely recognised as one of North Adelaide's most important historic boulevards. Its significance derives not simply from individual state heritage listed buildings, but from the collective composition of the boulevard itself and its visual connections to the Adelaide Park Lands. The heritage value of Brougham Place is therefore experienced as a cultural landscape rather than as a series of isolated buildings. The open landscape surrounding Lincoln College with parklands opposite form part of that heritage significance. The grounds currently contribute to the ability of the public to appreciate the historic relationship between the buildings and their landscape setting. The prominence of the adjoining State Heritage Place at 24 Brougham Place and its former stables contributes to this landscape setting.

The Proposed Development is described (*Refer Section 4*) and **the Importance of Setting** under the *Burra Charter* (*Refer Section 4.3*). The South Australian Government heritage policy states “*The Burra Charter sets out the best practice principles of conservation subscribed to by the department*¹ This Charter recognises that cultural significance extends beyond physical buildings and includes setting, views, spatial relationships and associations. The boulevard character of Brougham Place is inseparable from the open landscape setting, views and spatial relationships of its historic buildings.

The current Planning Code Framework and Identified impacts of the proposed development are described (*Section 5*). Existing Planning Code provisions designates this area as a Historic Area Overlay. This HIS outlines that the proposal is inconsistent with the Historic Area Overlay because it adversely affects the:

- “cohesive pattern of visually prominent former residences;
- generous landscaped grounds;
- generous building setbacks;
- important established views and vistas from Brougham Place, the Adelaide Parklands and Lincoln College houses²”

through the introduction of visually intrusive structure including:

- A large hard-surfaced sports court – replacing existing lawn area.
- Perimeter chain-mesh fencing approximately 3.6 metres in height and forward of the frontage of the adjacent Federation Building (forward by 7.7 metres) and forward of the frontage of 24 Brougham Place
- Four lighting towers approximately 7.5 metres high.
- Associated recreational structures and equipment.

These elements are considered to be incompatible with the established heritage character of the boulevard. The proposed fencing and lighting towers would disrupt public views, and become new visual markers which compete with and detract from the prominence of the heritage buildings that currently define this portion of Brougham Place thereby impacting on the heritage significance of this identified Heritage Overlay. This HIS considers the development will result in the loss of historic spatial relationships and the heritage significance of the collective Brougham Place streetscape (*Refer Sections 3.1 and 3.2*) and conflicts with the Planning and Design Code principles, particularly the Heritage Overlay provisions (*Refer Section 5*). It is the **cumulative impacts** of the development elements which will erode the historic mansion-and-garden character of the Brougham Place boulevard character and diminish one of the most intact heritage streetscapes in North Adelaide.

This HIS therefore concludes (*Refer Section 7*) **that the heritage impacts** of the proposal should be regarded as **substantial and unacceptable**, and the **application in its current form should be refused**. However **mitigation suggestions** (*Refer Section 6*) could be proposed and implemented as outlined in Sections 6 and 7.

¹ Department of Environment and Water Management see <https://www.environment.sa.gov.au/topics/heritage/conserving-our-heritage>

² all described as such in this wording in the Historic Area Statement)

1.0 INTRODUCTION, BACKGROUND AND EXPERIENCE OF AUTHOR

1.1 Introduction and Background

This Heritage Impact Statement (HIS) has been prepared for Louise and Michael Rigoni and Port Rigoni Properties Pty Ltd. They are the owners and occupants of 24 Brougham Place, 41-43 Ward Street, and 45 Ward Street, North Adelaide. These properties are adjacent to the site of the proposed development at 28 – 45 Brougham Place, also known as Lincoln College. Four adjoining state heritage listed buildings in Brougham Place on this College grounds are also included on the State Heritage Register. The development proposes the establishment of the hard surface sports court, chain wire fencing (to a height of 3.675 metres) and light towers approximated 7.5 metres high. It is described to be used as a “multi-purpose sports court” and is adjacent and opposite the Rigonis property on 24 Brougham place facing their western boundary along Margaret Street.

This HIS report has been prepared in time to provide this report to the October Adelaide City Council CAP meeting. It is surprising and unusual that an HIS report (even if brief) was not requested or submitted as part of the application - either by the City Council or Heritage SA.

Heritage Impact Statement (HIS) Guidelines for State Heritage Places have been prepared by the SA Govt and it is usually required for an HIS to be prepared to describe how the proposal impacts the heritage significance of the listed place. The Adelaide City Council links to this document under its heritage resources and it is now standard practice that an HIS is prepared as part of the development process both for the Adelaide City Council and Heritage SA .

<https://cdn.environment.sa.gov.au/environment/docs/her-gen-development-application-checklist.pdf>

This document states

For simple applications, include a statement outlining how the heritage values of the place have been taken into account in formulating the proposed work. Summarise any impacts on heritage values and historic fabric, how these have been minimised and how decisions were reached. ³

The purpose of this assessment is to assist in determining whether the proposed development will diminish the heritage values or site context of listed heritage places adjacent the subject site , or will be detrimental to the historic character of Brougham Place in particular the Historic Area Overlay and State Heritage Place Overlay which applies to this site and immediate precinct.

1.2 Reference Documents

In preparing this report , I have had regard to the following documents as provided to me by the owners and their consultant planners URPS

- Public Notification Documents including Statement of Intent Letter dated 17 June by Carolyn Mee, Head of Lincoln College (Noted hereafter as Lincoln College Intent Letter) and drawings of proposed tennis court fencing
- URPS report prepared by Will Gormly (noted as Gormly report) - dated 29 July 2026
- Lincoln College- Tennis Court- Stormwater Management Plan - cpr engineers– 19 September 2025
- McDonald Game lawyers - representation letter of 29 July 2026
- Vipac Engineers and Scientists Limited- Proposed Lincoln College Multipurpose Sports Court Desktop Peer Review of Potential Lighting Impacts on the Adjoining Property 27 July 2026

Note – the heritage assessment undertaken by Heritage SA was not made available and provided no background assessment to the advice given as “no objection”

³ [Heritage Impact Statement Guidelines for State Heritage Places](#), SA Department of Environment, Water and Natural Resources, 2013

OTHER SOURCES AND SITE INSPECTIONS

I have also referred to the following

North Adelaide Heritage Survey McDougall & Vines , 2004

City of Adelaide Heritage Survey Donovan , Marsden & Stark , 1982

The City of Adelaide - A Thematic History , McDougall & Vines , 2006

Heritage of the City of Adelaide - An Illustrated Guide Marsden , Stark & Sumerling ,1990

Australia ICOMOS *Charter for the Conservation of Places of Cultural Significance*, known as the *Burra Charter* (first adopted in 1979, updated 2013), and associated Practice Note *Understanding and assessing Cultural Significance*

I have undertaken site inspections on Thursday 8th October to assess the proposal, with follow up inspection on Friday 16 October. All current photos in this report have been taken by me except where noted, and sources of diagrams and early photos are also noted.

Mock up views in Section 4.3 have been prepared by Ms Venetia Rigoni, Architectural Assistant with software used being a combination of Rhino, photoshop and Runchat to model the existing photos as proposed views.

1.3 Elizabeth Vines OAM, Qualifications and Experience

Qualifications

Bachelor of Architecture (with First Class Honours), University of Melbourne 1976, LFRAIA, M.ICOMOS.

Experience

I have worked in the heritage conservation field as a Conservation Architect since 1976 in the area of building conservation and documentation, conservation planning, heritage advisory work, architectural history and urban design. I am an Architect based in South Australia, but work nationally and internationally on heritage conservation issues. I have been a member of the South Australian Development Assessment Commission (now currently known as SCAP) , have previously acted as consultant Heritage Adviser to a number of Councils including the City of Adelaide, the City of Norwood, Payneham & St Peters, Walkerville, Charles Sturt, and the City of Broken Hill. I am or have been a member of numerous panels and committees including the Australian Heritage Council (2021 – 2024), the National Heritage Committee of the RAIA (2022 – 2024), and was the Australia ICOMOS President from 2012 – 2015 (being the representative for South Australia on the National Executive Committee of this conservation organisation for a six year period). In 2009 I was awarded an Order of Australia for services to heritage architecture in Australia and South East Asia. In 2020 I was awarded the South Australian Presidents Medal “for exemplary service to the promotion of the profession of architecture” by the Institute of Architects (SA Chapter). In 2026 I have been recognised as a Life Fellow of the Australian Institute of Architects.

My professional competence includes architectural services for heritage buildings and precincts, including area conservation studies and conservation management plans, advising on new infill development in a heritage context, townscape revitalisation strategy plans including heritage based design solutions and built environment rejuvenation. I have undertaken this work in Adelaide but also throughout Australia. I have been involved in In addition I have been a consultant to State Government Agencies and local Councils throughout Australia providing a variety of heritage services and advice. I am a partner in McDougall & Vines, Conservation and Heritage Consultants, established in 1986. In South Australia, clients include the State Heritage Branch, other government departments, local government authorities, the National Trust of South Australia and private property owners. Nationally, clients include similar bodies in New South Wales, Western Australia, Victoria, Tasmania, Queensland and the Northern Territory. As outlined, McDougall and Vines have also worked internationally on conservation projects in Hong Kong, China, Vietnam, and Malaysia.

Refer Attachment 1 for my current CV.

2.0 HISTORICAL CONTEXT

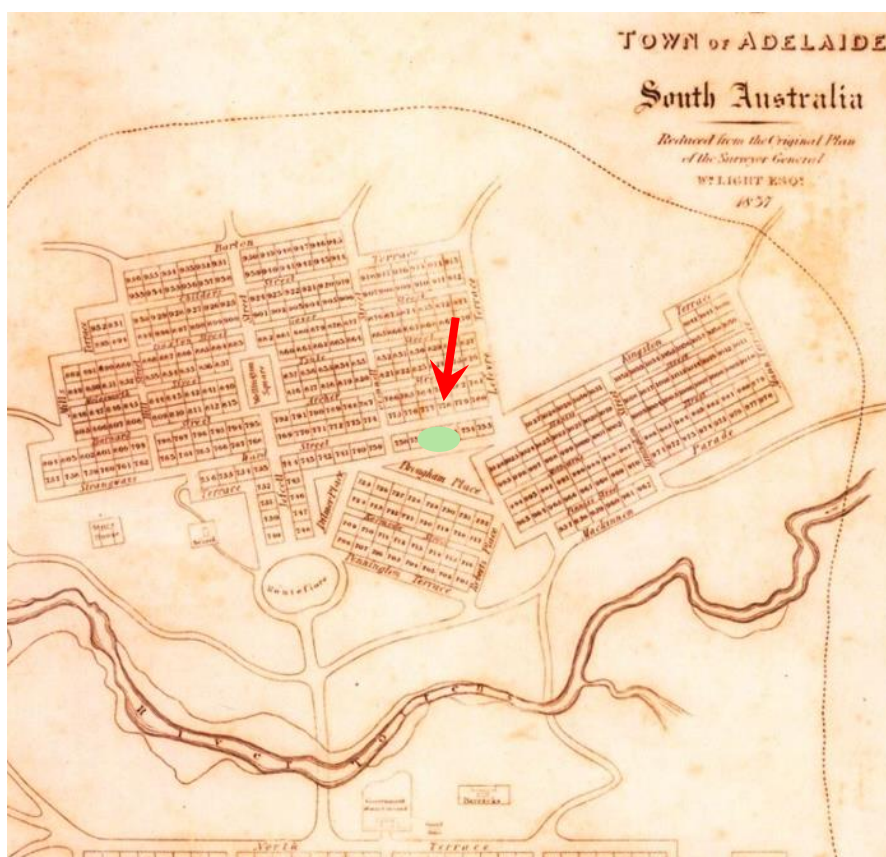
2.1 Historical Context and Colonel Light's Plan for Adelaide

The Town Acres of Colonel Light's original 1837 survey of North Adelaide were initially taken up by a mix of wealthy early settlers and absentee English investors. This historic legacy continues today and was identified in the 2004 North Adelaide Heritage Survey⁴ undertaken by McDougall & Vines (including Elizabeth Vines as joint author). This heritage survey informed the establishment of the then previous North Adelaide Historic (Conservation) Zone (as part of the previous Development Plan framework). The key aspects of North Adelaide's historical layout are described as follows

North Adelaide is part of the historic plan of the City of Adelaide....essentially a group of three residential villages on the northern side of the City of Adelaide, separated from the square mile of the city south by a belt of parklands and gardens. As such it has developed in parallel with the city but with a greater emphasis on residential growth and the provision of services for immediate residents

The physical division of North Adelaide into three distinct sections reflects the natural topography of the area....

Upper North Adelaide is the largest of the three discrete areas....(and) contains a full range of residential architecture from all periods of the city's development particularly the 1870s and 1880s



Extract from 1857 engraving by R Clint, Sydney, illustrating the layout of North Adelaide's streets and town acre allotments - location of development arrowed and shaded green

The three sections of North Adelaide were (and remain) linked by triangular parks enclosed by the bounding streets of Brougham Place and Palmer Place and are surrounded by Park Lands. The Town Acres of Colonel Light's original survey of North Adelaide were initially taken up by a mix of wealthy early settlers and absentee English investors. The introduction of horse tram services to North Adelaide, reticulation of gas and water services, and the rapid population growth that occurred during the decade of the 1870s, brought another

⁴ North Adelaide Heritage Survey McDougall & Vines, 2004

significant development surge in North Adelaide. By the time of the Smith Survey of 1878-80, most of the remaining large allotments along the Brougham Place, ... had been sub-divided into smaller holdings, or developed for large, two storey town dwellings by prominent Adelaide merchants and/or successful pastoralists such as those in the immediate locality of the development, namely the 5 grand mansions from 24 to 45 Brougham Place.



Brougham Place North Adelaide c 1910 (SLSA B3488) – note that proposed sports court site appears to be a green lawn tennis court with open trellis at this time - set back from the street frontage. Whilst there appears to be an historical precedence for a tennis court in this location, the details and siting differs from the current proposal – the open trellis fencing nearly aligns with the Federation Building set back, and the open trellis allows full views through to the green grass court finish (not hard surface as proposed)



LHS - 28-33 Brougham Place, North Adelaide – dating from the 1850s. Note that the previous single storey residences were later replaced by 2 storey mansions (source – Heritage Place information sheet, City of Adelaide)

RHS – c1910 part of image (SLSA B45710)



St Margaret's at 24 Brougham Place (corner Margaret Street) circa 1904 (SLSA B 3488) . Current view RHS

The immediate context and adjacent sites of the proposed tennis court includes 5 significant state heritage listed mansion buildings (4 now within Lincoln College). This is a very intact residential streetscape now unusual in Adelaide and provides a strong representation of this part of North Adelaide's historic development.

3.0 BROUGHAM PLACE CULTURAL LANDSCAPE

3.1 Heritage Significance of Brougham Place

Brougham Place is widely recognised as one of North Adelaide's most important historic boulevards. The immediate setting of this proposed development includes 5 state listed mansion (former) residences, four now within Lincoln College. This is a very intact residential streetscape now rare in Adelaide and comprises the following State Heritage Listed places. This is in recognition of their individual heritage significance. These state heritage listed properties are as follows.

Lincoln College Properties , 28 – 45 Brougham Place, North Adelaide In order from west to east;

45 Brougham Place – Milne house (Formerly 42-47 Brougham Place)

39 Brougham Place – Whitehead – (Formerly 38-41 Brougham Place)

?? (no. unknown) Brougham Place – Abraham House (Formerly Annexe Building 34 -37 Brougham Place)

32 Brougham Place – Federation Building (Formerly East Building 28-33 Brougham Place) – immediately adjacent to the proposed development

24 Brougham Place “St Margarets” and separate titles of former **rear stables** at 45 Ward Street, and 41-43 Ward Street - adjacent to the proposed development site on the east side (corner Margaret Street) .

The heritage value of Brougham Place is experienced as a carefully “layered” historic environment consisting of the two storey residential development for prominent Adelaide merchants and/or successful pastoralists such as those in the immediate environment of the proposed development. The following contribute to this character:

- Grand heritage residences and institutional buildings.
- Former mansion estates and associated outbuildings.
- Mature trees and open lawns.
- Generous setbacks and landscaped grounds.
- Important visual connections to the surrounding Park Lands.
- A boulevard scale and openness that reflects the original nineteenth-century planning vision for North Adelaide with significant views and vistas

The open site planning of the grounds currently contribute to the ability of the public to appreciate the historic relationship between the buildings and their landscape setting. The adjoining State Heritage Place at 24 Brougham Place and its former stables contribute to this mansion streetscape.



Current views of the mansions along 28 – 46 Brougham Place (part of Lincoln College)



3.2 The Open Space Setting – a Significant Cultural Boulevard

The open landscape surrounding Lincoln College forms part of that significant heritage character. It is not just the unique consistent two storey mansions which are of significance, but the spaces between and the open parkland setting opposite. Its significance derives not just from individual heritage buildings, but from the collective composition of the boulevard itself: a tree-lined street with open space opposite, flanked by substantial nineteenth-century residences and institutional buildings set within expansive landscaped grounds, with visual connections to the Adelaide Park Lands (the small triangular park opposite) and a strong sense of openness uncommon in inner city Adelaide. The current lawn area site proposed for the sports court is not merely undeveloped land - it forms part of the historic spatial composition of the Brougham Place boulevard and contributes directly to the ability to appreciate Federation Building as a landmark heritage building set within substantial grounds. Early photos show that this site was traditionally a tennis court with trellis set back to approximately the alignment of Federation Building.

This open and “soft landscape”

- reflects the historic mansion-and-garden pattern of North Adelaide;
- contributes to the significance of the Planning and Design Code “Historic Area Overlay”; (see Section 5)
- provides visual separation between heritage buildings allowing them to be viewed in the round;
- allows appreciation of Federation Building from the public realm;
- contributes to views from both Brougham Place and Margaret Street.

The landscape is therefore a unique cultural landscape set on upper North Adelaide and is a heritage attribute in its own right.



LHS - Immediately adjacent houses to the Development in the Lincoln College site
- Left to right - Milne House, Whitehead, Abraham House, and Federation Building (source, Lincoln college website)

RHS - 24 Brougham Place, with Margaret Street in between



LHS - Existing soft landscaping (image prepared by URPS) **RHS** – view opposite of Parklands “triangle” setting of Boulevard

4.0 PROPOSED DEVELOPMENT

4.1 Development Application Documentation⁵

The Public Notification Documents include a Statement of Intent Letter (dated 17 June by Carolyn Mee, Head of Lincoln College) ⁶ . The documents include drawings of proposed tennis court fencing, and lighting.

The Statement of Intent letter outlines

“The purpose of the proposed court is to provide recreational, wellbeing and community-building opportunities for students residing at Lincoln College. The court will support a range of informal sporting and fitness activities, including basketball, tennis, volleyball, netball, pickle ball and general recreational use....The court has been deliberately positioned within the College grounds to minimise impacts on neighbouring properties. The nearest private residential properties are separated from the proposed court by a public roadway, creating a substantial buffer between the facility and adjoining residences. The location has been selected to balance student access to recreational facilities with the amenity of the surrounding neighbourhood.”

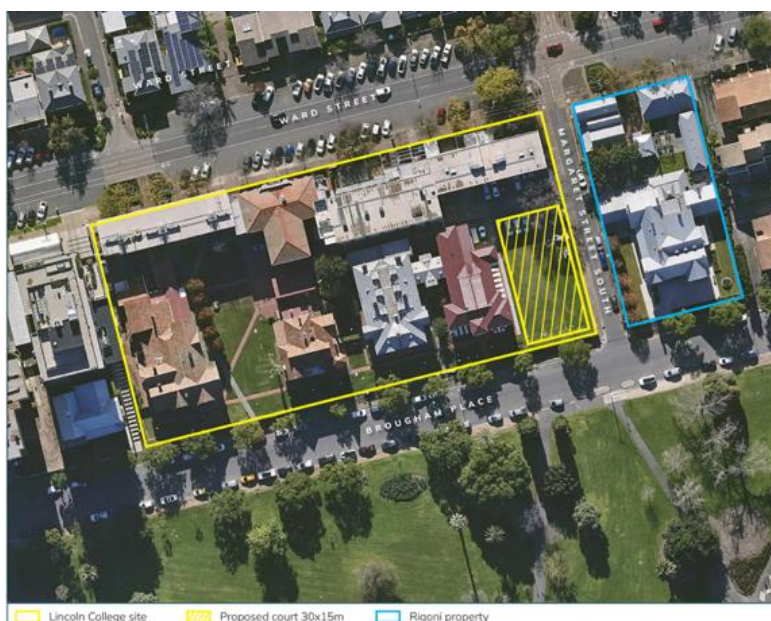
As stated above, no accompanying heritage impact statement was submitted to explain the impacts of this proposed development (permanent) structure of 3.675 metre high tennis court fencing, and 7.5 metre high lights on the existing (and very special) heritage streetscape context which includes 5 state heritage items, all erected as grand mansions.

In addition, legal opinion sought by the Rigonis provided by Tom Game, of McDonald Game lawyers outlines

*“I agree with the matters you have raised and the concerns you have expressed, both in respect of the processing of the application and the merits of the proposed development. The development application as publicly notified is not capable of being properly assessed or approved, and the deficiencies have prejudiced the public notification process”.*⁷

4.2 Description of the Development

The development proposes the establishment of the sealed sports court, chain wire fencing (to a height of 3.675 metres) and light towers approximated 7.5 metres high (height is not clarified on the drawings submitted). The plan of the court is proposed as 15 metres by 30 metres. The tennis court fencing is set 1850 back from Brougham Place and 3450 from Margaret Street. Gates are located to access the car park⁸.



Location of proposed multi sports court (yellow hatching) and plan of ownership – Lincoln College (yellow with proposed tennis court yellow hatched),

*“St Margarets” (the Rigoni property), 24 Brougham Place (blue outline) with rear stables facing Ward Street)
(image prepared by URPS)
The aerial view shows the adjacent Parklands frontage to the south*

⁵ Information provided to author by owners and URPS

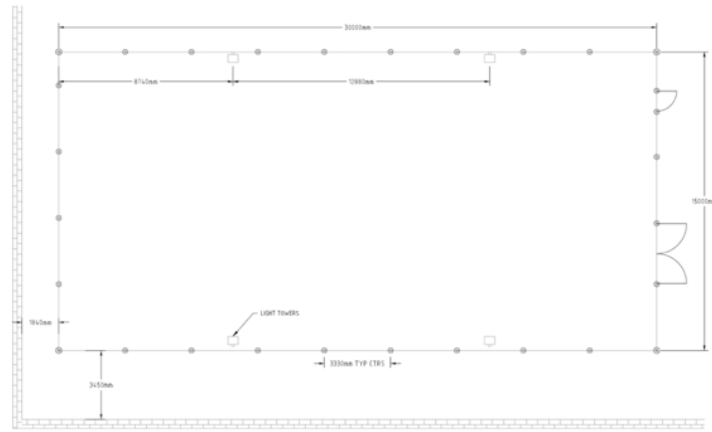
⁶ Noted hereafter as Lincoln College Intent Letter

⁷ McDonald Game lawyers - representation letter of 29 July 2026

⁸ It is noted that a recommended size (internet query) for a tennis courts with side run offs is 36.57 x 18.29)

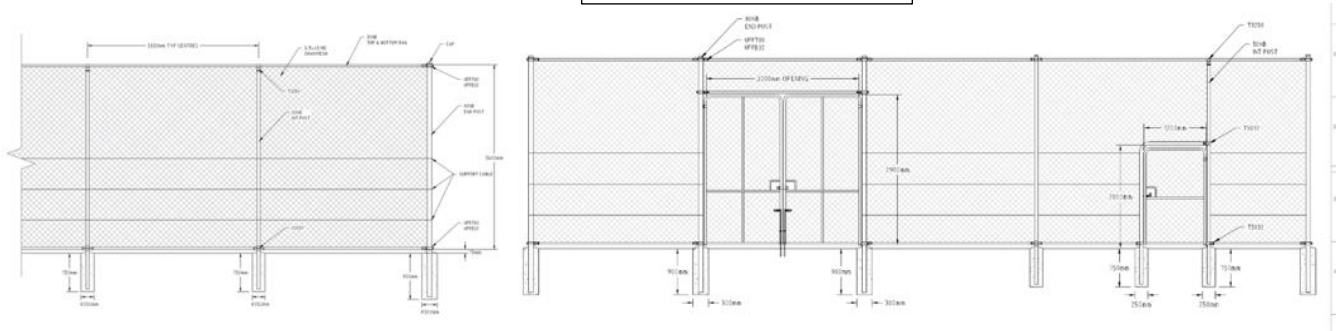
Brougham Place

Car Park



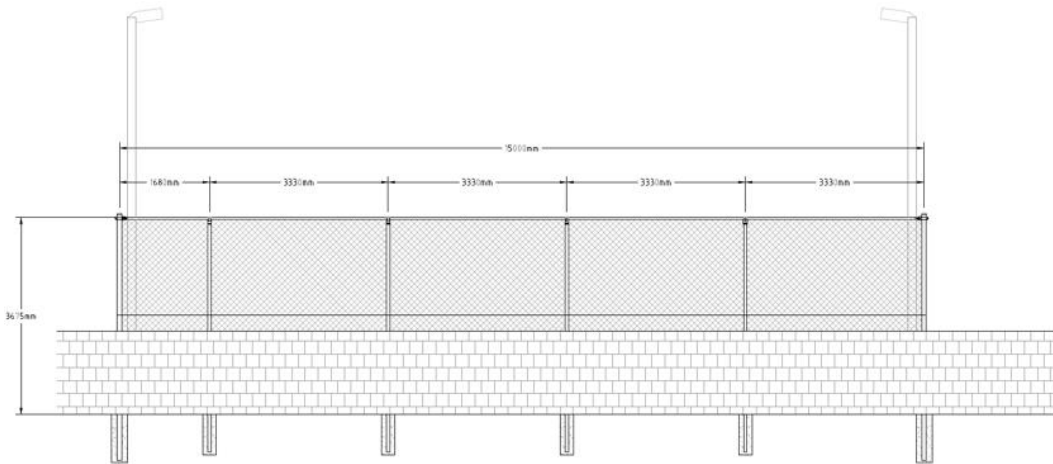
PLAN

Margaret Street

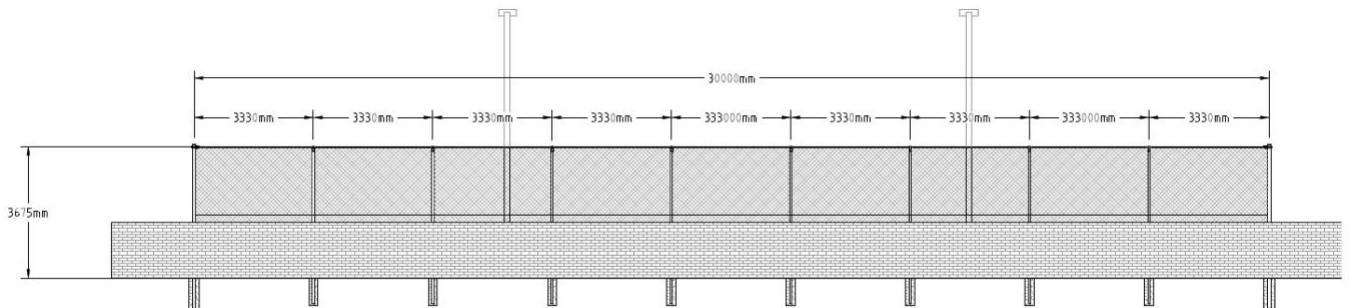


Section

Elevation facing the car park - north end of the court



Front view facing Brougham Place - height of fence 3675, note light fixtures, no height given - assumed to be approx 7.5 metres high



Side view of court facing Margaret Street - height of fence 3675, note light fixtures, no height given - assumed to be approx 7.5 metres high

4.3 Mock up views of proposed sports court



Existing view from Brougham Place Margaret Street corner - without tennis court fencing



Proposed - daylight hours



Proposed view from Brougham Place Margaret Street corner - night time impact



Proposed view from Brougham Place at the Margaret Street corner - St Margarets on the RHS

Mock up views of proposed sports court (continued)



Existing view from Federation Building, Brougham Place east towards St Margarets , 24 Brougham Place on the RHS



Proposed - from Federation Building, Brougham Place east towards St Margarets , 24 Brougham Place on the RHS



Proposed - From Federation Building, Brougham Place east towards St Margarets , 24 Brougham Place on the RHS

5.0 PLANNING FRAMEWORK - AND IMPACTS OF DEVELOPMENT

5.1 Planning and Design Code (The Code) - General provisions

The Lincoln College land is in the City Living Zone and North Adelaide Low Intensity Subzone – and the URPS report (page 5) provides a response to the City Living Zone and sub zones provisions.

The Desired Outcome of the City Living Zone is:

DO 1 *Predominantly low-rise, low to medium-density housing, with medium rise in identified areas, that supports a range of needs and lifestyles located within easy reach of a diversity of services and facilities that support city living. Small scale employment and community service uses contribute to making the neighbourhood a convenient place to live without compromising residential amenity.*

This is supported by Zone Performance Outcome 1.1 which seeks:

PO 1.1 *Diverse housing and accommodation complemented by a range of compatible non-residential uses supporting an active and convenient neighbourhood.*

The Desired Outcomes of the North Adelaide Low Intensity Subzone are:

DO 1 *Predominantly low rise low density housing on large allotments in an open landscaped setting.*

DO 2 *An important part of the town plan of Adelaide and the city grid layout, containing large grand dwellings on landscaped grounds.*

This is supported by Subzone Performance Outcome 1.1 and 1.2 which seeks:

PO 1.1 *Buildings sited and designed to complement the low-density or very-low density character of the neighbourhood, in locations where an open landscape setting is the prevailing character.*

PO 1.2 *Building footprints consistent with the character and pattern of the prevailing open landscaped character of the neighbourhood, in locations where an open landscaped setting is the prevailing character.*

Impacts - The author agrees with the URPS response that *The proposal will intensify the existing land use and activity by virtue of the described uses including basketball, tennis, volleyball, netball, pickle ball. The footprint of the proposed development significantly reduces the open landscaped setting where this is the prevailing character, and is inconsistent with the character and pattern of the landscaped character of the neighbourhood. It reduces the green environment of the landscape setting*

Desired Outcome 1 of the North Adelaide Low Intensity Subzone is

DO 1 *Predominantly low rise low density housing on large allotments in an open landscaped setting.*

This is supported by Subzone Performance Outcome 1.1 which seeks:

PO 1.1 *Buildings sited and designed to complement the low-density or very-low density character of the neighbourhood, in locations where an open landscape setting is the prevailing character.*

Relating to landscaping, PO 3.1 of the Design in Urban Areas module of the General Development Policies of the Code seeks:

PO 3.1 *Soft landscaping and tree planting are incorporated to:*

- (a) *minimise heat absorption and reflection*
- (b) *maximise shade and shelter*
- (c) *maximise stormwater infiltration*
- (d) *enhance the appearance of land and streetscapes.*



Impacts - The proposal seeks to remove approximately 450m² of grassed area and replace this with bitumen. The prevailing character is open landscape setting and replacing the existing lawned area reduces the soft landscaping.

No landscape plan has been provided apart from reference to Murraya hedge of 1.8 metres high. Aerial photo below shows deleted soft landscaping area (grey shading)

Aerial view- of proposed sports court (grey rectangle) with remaining soft landscaping outlined in yellow (URPS plan)

Setbacks - The proposed sports court fence (structure) is located approximately 1.8 metres setback from the Brougham Place boundary. It projects forward from the existing setback of existing adjacent Federation Building which is approximately 9.5 metres setback from Brougham Place. ie the fencing appears to be 7.7 metres forward of the Federation Building frontage. The setback from Margaret Street is dimensioned as 3.450m. However no detailed landscaping plan has been provided clarifying what hedge garden bed dimension is proposed.

The City Living Zone provides guidance about the location and character of new buildings:

PO 2.3 New buildings and structures visible from the public realm consistent with:

- (e) the valued streetscape characteristics of the area
- (f) prevailing built form characteristics, such as floor to ceiling heights, of the area.

PO 3.1 Buildings are set back from primary street boundaries to complement the existing streetscape character.

DTS 3.1 Buildings setback from the primary street boundary in accordance with the following:

There is an existing building on only one abutting site sharing the same street frontage as the site of the proposed building and the existing building is on a corner site:

Where the existing building shares the same primary street frontage – the setback of the existing building.

The North Adelaide Low Intensity Subzone provides further guidance:

PO 1.1 Buildings sited and designed to complement the low-density or very-low density character of the neighbourhood, in locations where an open landscape setting is the prevailing character.

PO 2.1 Building footprints consistent with the character and pattern of the prevailing open landscaped character of the neighbourhood, in locations where an open landscaped setting is the prevailing character.

DTS 2.1 The development does not result in site coverage exceeding 50%.

In addition, Policy Area 24 of the City Living Zone PO 8.3 states

“Buildings and structures that are ancillary to an existing non-residential use do not detract from the streetscape character, appearance of buildings on the site of the development, or the amenity of neighbouring properties”.

Impacts of proposed setback of tennis court structure – the siting of the 3.6 metre tall fence 7.5 metre light towers are inconsistent with the existing streetscape characteristics of the area. The structure is **not set back from the primary street boundary** to complement the existing streetscape character and does not match the primary street setback of the existing buildings (which is approximately 9.0 metres) The new court structure breaks the existing set back of buildings along this section of Brougham Place. In addition the fence and light towers are not sited to complement the character of the neighbourhood where an open landscape setting is the prevailing character. In addition the development results in site coverage exceeding 50%. It is considered that the development **WILL** *“detract from the streetscape character, appearance of buildings on the site of the development, or the amenity of neighbouring properties”*

5.2 Planning and Design Code (The Code) - Heritage provisions

Most relevant to this HIS are the specific heritage provisions of the **Historic Area Overlay** and **State Heritage Place Overlay** which are applicable to the sites. The sites of 24 Brougham Place and the Lincoln College properties are within the Historic Area Adel 8 Overlay. The North Adelaide LeFevre Historic Area Statement (Adel 8) include important wording as follows ⁹- authors emphasis in the text

- ‘The historic character is derived from the cohesive pattern of one and two-storey large-scale detached dwellings and **visually prominent** former residences within the campus of Lincoln College, set in **generous landscaped grounds** with outlooks to the Adelaide Park Lands.’
- ‘The **generous building setbacks** and scale are established by Heritage Places that front Brougham Place.’
- ‘**Low or open front fencing to the front property boundary line (including secondary streets to the main façade of the building)** with the traditional period and style of the building nominally 1.2 metres, allowing views to the building, including simple timber picket styles, timber post and rail styles, and low masonry fences sometimes with piers and cast-iron railings.’

9 (note that this is based on earlier McDougall & Vines heritage survey descriptions)

- **‘Generous landscaped front grounds** to residences with a significant number of larger dwellings surrounded by a spacious garden.’
- **‘Established views and vistas from Brougham Place and the Adelaide Park Lands of the former houses of Lincoln College.’**

In summary this Historic Area Statement specifically identifies:

- cohesive pattern of visually prominent former residences;
- generous landscaped grounds;
- generous building setbacks;
- important established views and vistas from Brougham Place, the Adelaide Parklands and Lincoln College houses ;

Impacts - The proposed sports court directly affects each of these identified attributes - the heritage significance that the designated Historic Area Overlay seeks to conserve. All the 5 State Heritage listed properties along Brougham Place are all sited on grounds which have generous and open landscaped front areas which do not include any sports courts. The proposal occupies the foreground landscape through which these established views and vistas are experienced. The impact of a structure within and interrupting these established views and vistas will conflict with the intent of the Historic Area Statement provisions.

Fencing - Relevant to the proposed development, the North Adelaide LeFevre Historic Area Statement (Adel 8) provides guidance on fencing and setting, landscaping, and streetscape features and outlines in the following policy provision:

PO 1.1 *All development is undertaken having consideration to the historic streetscapes and built form as expressed in the Historic Area Statement.*

The Historic Area Statements outlines “*the design of new fencing reflects historically sympathetic fencing styles evident in the streetscape and archival sources*”.

Impacts - The proposed sports court directly and negatively affects the historic streetscape attributes identified in the Historic Area Overlay. The proposal therefore impacts the very characteristics that the Historic Area Overlay seeks to conserve. The material, height and siting of the proposed fencing will negatively impact on these specific values of the Historic Area Statement – namely ‘*Low or open front fencing to the front property boundary line (including secondary streets to the main façade of the building)*. The sports court “open” mesh fencing will be of high visibility when looking at other similar tennis court fencing. It is highly visible, is a permanent structure and will completely change the character of this section of Brougham place. The examples below providing existing examples of the visual dominance of this form of fencing.



LHS - Fence in College Park



RHS -Fencing at back of St Peter College



LHS - Example of tennis court fencing now enclosing a garden, **RHS** - fencing in the Adelaide Parklands



5.3 *Burra Charter*¹⁰ Framework - Heritage provisions

Also relevant to this HIS are the specific heritage provisions of the *Burra Charter*. Critical to determining the assessment of impacts on heritage values and significance is understanding the concept of Cultural Significance. The Australia ICOMOS *Charter for the Conservation of Places of Cultural Significance*, known as the *Burra Charter* (first adopted in 1979), is periodically updated to reflect developing understanding of the theory and practice of cultural heritage management. The current version of the *Burra Charter* was adopted in 2013. The *Burra Charter* is a set of principles that have been adopted to create a nationally accepted standard for heritage conservation practice in Australia. It is not a legal requirement to adopt the *Burra Charter* guidelines. However the philosophy and approach to conservation and management of heritage places are well entrenched in government policy. The *Burra Charter* defines the basic principles and procedures to be followed in the conservation of heritage places. It is also supported by a series of practice notes.

South Australian Government policy (as stated in the Department of Environment and Water website) makes reference to the *Burra Charter* and outlines

“The *Burra Charter* sets out the best practice principles of conservation subscribed to by the department¹¹” ...

It continues:

“South Australia has a rich heritage of cultural and maritime history. Our role is to help protect, preserve and promote it. We want the people of South Australia to look after, engage with and benefit from our significant places....Heritage South Australia in the Department for Environment and Water and the South Australian Heritage Council are responsible for administering heritage legislation, providing advice, ensuring good information is available to customers, and promoting an understanding and appreciation of our State's heritage. A key part of our role is providing advice to the Minister responsible for the Heritage Places Act 1993.”¹²

The *Burra Charter* Practice note on Assessing Cultural Significance¹³ outlines:

*“The Burra Charter says that cultural significance is embodied in the place—in its fabric, **setting**, use, associations and meanings.”* (page 4) The Practice note also states (page 6)

Issue: *The assessment of cultural significance is now inadequate or requires review. Our appreciation of the cultural significance of a place may change as a result of new research, changing values or the continuing history of a place.*

Guidance: *Assessments of cultural significance should be **reviewed regularly**, especially when there is new or better information about the place and its context, or a change in cultural, physical or environmental circumstances. (author's emphasis added) Assessments of cultural significance are specific to a place, and all aspects of significance should always be assessed. It is not appropriate to limit an assessment by excluding any aspect.*

It is surprising that the assessment of the development by Heritage SA report (not made available to the Rignonis) is described in a ACC planners emails as follows

“Regarding the statutory referral to Heritage SA, I can confirm the referral response was a **‘no objection’**. I am not at liberty to share with you their response letter, however this would be made available as part of the assessment report attachment should the proposal go to a panel.”¹⁴

Guidance provided by the framework of the *Burra Charter* and “subscribed to by the Department” (see above) validates consideration of the cultural significance of the places as in Lincoln College and adjacent residence at 24 Brougham Place.

¹⁰ <https://australia.icomos.org/wp-content/uploads/The-Burra-Charter-2013-Adopted-31.10.2013.pdf>

¹¹ Department of Environment and Water Management see <https://www.environment.sa.gov.au/topics/heritage/conserving-our-heritage>

¹² <https://www.environment.sa.gov.au/topics/heritage/about-us>

¹³ https://australia.icomos.org/wp-content/uploads/Practice-Note_Understanding-and-assessing-cultural-significance.pdf

¹⁴ 28 July 2026 email to Louise Rignonis from Clayton Armour Planner – Development Assessment, Regulatory Services

5.4 The Importance of Setting Under the *Burra Charter*

The Australian ICOMOS *Burra Charter* recognises that cultural significance extends beyond physical buildings and includes setting, views, spatial relationships and associations. Article 1.12 defines "setting" as *the immediate and extended environment of a place that contributes to its cultural significance*.

Article 8 states :

Conservation requires the retention of an appropriate setting. New construction, demolition, intrusions or other changes which would adversely affect the setting or relationships are not appropriate.

The retention of an appropriate visual setting therefore requires that new work should be located, designed and managed so that adverse impacts on cultural significance are minimised.

The *Burra Charter* further recognises that significance may reside in:

- Visual relationships.
- Land use patterns.
- Spatial arrangements.
- Important views to and from a place.
- The contribution made by surrounding landscape elements.

In the case of Brougham Place, the significance of the heritage overlay derives substantially from these attributes. The boulevard character is inseparable from the open landscape setting of its historic buildings. The soft landscape of Lincoln college complex is a heritage attribute in its own right with consistent building setback allowing views of these important mansion houses. The proposed sports court would fundamentally alter that setting.

5.5 Boulevard Character of Brougham Place and Associated Impacts

As outlined above, Brougham Place is widely recognised as one of North Adelaide's most important historic boulevards.

Impacts of proposed development - A key heritage impact arising from this proposal is the change to the significant public views that define the character and heritage value of Brougham Place. The proposed tennis court structure would impact on these public views through the introduction of a conspicuous permanent structure which includes:

- Perimeter chain-mesh fencing approximately 3.6 metres in height.
- Four lighting towers approximately 7.5 metres high.
- Associated recreational structures and equipment.
- A large hard-surfaced sports court.

These elements are considered to be visually incompatible with the established heritage character of the boulevard. They change the streetscape context – currently a sequence of heritage buildings within spacious landscaped grounds with a consistent set back, which will be changed to a visually dominant recreational facility of an institutional sports facility character. The proposed fencing and lighting towers will become new visual markers within the streetscape, visually competing with and detracting from the prominence of the heritage buildings that currently define this portion of Brougham Place. This would therefore negatively impact on the heritage significance as outlined in Section 2 above.

The State Heritage significance of 24 Brougham Place and its associated stables is also closely linked to its ability to be understood as part of a grand nineteenth-century estate within a prestigious boulevard environment. The *Burra Charter* emphasises that heritage places should continue to be experienced and understood within the context that gives rise to their significance. This context includes the Brougham Place Streetscape and open space opposite. The insertion of a fenced and illuminated multi sports court into this setting would compress and disrupt these historic context and relationships. The result would be a gradual erosion of the qualities that have historically distinguished Brougham Place as Adelaide's premier heritage boulevard.

5.6 Heritage Setting of 24 Brougham Place and rear stables

The significance of 24 Brougham Place and rear stables at 45 Ward Street, and 41-43 Ward Street extends beyond the state heritage listed buildings themselves and includes: important views; the setting; the spatial relationships of site elements and landscaping, fronting both Brougham Place and Margaret Street ; and visual links with neighbouring former grand mansion estates (now Lincoln College) ;

The rear stables represent a rare surviving component of a nineteenth-century mansion streetscape and their heritage significance is closely linked to their historic relationship with open grounds and neighbouring views with clear visibility from Margaret Street, Brougham Place, and make an important contribution to the wider heritage townscape. Currently, public views allow appreciation of:

- The relationship between the principal residence of 24 Brougham Place and its former stables.
- The scale and form of the original estate.
- The open landscape setting of these significant Brougham Place North Adelaide mansions.
- The broader composition of heritage buildings and landscaped grounds that define Brougham Place, including the Parklands opposite.

Impacts - The proposal would replace part of this historic setting with infrastructure that has no historical relationship to the development of the boulevard. As a consequence, the public's ability to understand and appreciate both the individual significance of 24 Brougham Place and the collective significance of the wider heritage precinct would be diminished. This constitutes a heritage impact regardless of whether any physical fabric of the State Heritage Place is removed or altered. The proposed sports court will become a dominant element within the outlook from this State Heritage Place - when looking down Margaret Street and also when looking west along Brougham Place land and materially alter its heritage setting.



Views of 41- 45 Ward Street and the "triangular" section of original Parklands layout area opposite and above

5.7 Heritage SA Response to the Proposed Development

As noted in Section 1 above the statutory referral to Heritage SA provided a response - 'no objection'. The basis upon which Heritage SA reached its conclusion is unknown as the referral response has not been made available. Based on information currently available it is unclear whether the broader issues of setting views cultural landscape and public appreciation were comprehensively assessed.. It appears that Heritage SA assessment staff did not identify the following

- projection of tennis court structure in front of the adjacent neighbouring state heritage listed Federation House (projects forward by 7.7 metres) - impacting this significant cultural boulevard
- the visual impact (including the night lighting impacts) of the sports court structure which intrudes into the very consistent streetscape set back frontages of the 4 state listed places in Lincoln College and 24 Brougham Place. This structure will not be "invisible or see through" but will incorporate large posts and the stands for the 7.5 metre light structure



LHS image - Aerial view of Kingsmead, 78 Brougham Place, North Adelaide - tennis court is arrowed
RHS – view of Kingsmead along streetscape, note that tennis court fencing is not visible

By comparison a tennis court development was proposed and constructed for Kingsmead at 78 Brougham Place. The owners were required by the then State Heritage Branch to locate the **court appropriately set back adjacent to the house** – and where there is a small projection (estimate of 2 metres) this include posts only with sliding mesh fencing. In this case the fence **does not obstruct or visually complete** with the state heritage listed Kingsmead house facade. It is also constructed with a **grass finish, not hard surface** of the court. Whilst this was approximately 10 years ago, the consistency of the approach should be similar, ie the sports court structure **should not project forward** of the state heritage listed façade, or if it does slightly(as is the case here at Kingsmead) the fencing is open with sliding mesh fencing mesh.



Above - Kingsmead, 78 Brougham Place Tennis court above arrowed
Below left - Example of "cut out" section of tennis court fencing

6.0 MITIGATION OF IMPACTS OF THE DEVELOPMENT

As outlined above there are considered to be significant negative impacts on the heritage character of the Historic Area Overlay and individual heritage properties within the Brougham Place Streetscape.

In summary these negative impacts include

- **projection of tennis court structure in front** of the adjacent neighboring state heritage listed Federation Building (the fencing projects forward by approximately 7.7 metres) and out of the setback line of 5 state heritage listed places - thereby blocking “important established views and vistas from Brougham Place, the Adelaide Parklands and Lincoln College houses” ;
- **the visual impact of tennis sports court structure** which intrudes into the very consistent streetscape set back frontages of the 4 state listed places in Lincoln College and 24 Brougham Place. This structure will not be “invisible or see through” but will incorporate large posts and the stands for the 7.5 metre light structure
- **associated night lighting** and noise impacts of the new use (impact is covered by other consultants’ reports)
- **increased visual dominance** of a hard sealed tennis court replacing a formerly green grassed soft landscape environment . In addition, the ground reflective heat of this surface will be significant (although not a heritage issue, but a consequence of the hard surface – covered in other consultant reports)

Cumulative heritage impacts - While each individual element of the development may appear modest in isolation, the cumulative effect of:

- loss of green grass “soft”landscape;
- creation of a 450m² hard surface;
- 3.6m fencing including associated posts;
- 7.5m light poles;
- recreational infrastructure;
- evening illumination;

is considered to fundamentally alter the setting and appearance of this section of Brougham Place.

The SA Govt standard “Model” format of an HIS includes a discussion and suggestions of how these impacts can be mitigated¹⁵. The following suggestions are made to **mitigate the impacts of the proposed development**

- **The relocation of the sports court** on the site into existing space set back from the mansion frontages. (Refer LH aerial view - relocate from yellow RHS location to centre red hatched position on the site



LHS - Red hatching is preferred location
(Image provided by URPS)

¹⁵ Refer [Heritage Impact Statement Guidelines for State Heritage Places](#), SA Department of Environment, Water and Natural Resources, 2013 which states “summarise the main points of impact assessment to the significance of the heritage place and recommended mitigation measures to minimise potential heritage impacts”



Above - Suggested location for tennis court - arrowed.



Above - existing view of preferred alternative location

- **Inclusion of open section of tennis court** fencing with “curtain- like” installation of mesh to allow open sections of the 3.6 high metre fencing - particularly important for the Brougham Street, Margaret Street corner frontages
- **Change in surface of the proposed tennis court - to a grass court finish, and set back to align with mansion set backs.** . It is understood that in a similar development proosed for Kingsmead at Brougham Place, the then owners the McMahons, were required to have a green grass finish and to locate the court set back from the house, to not obstruct any state heritage structure. A hard court surface of the court was not approved. Whilst this was approximately 10 years years ago, for consistency the approach should be similar, ie the sports court structure **should not project forward** of the state heritage listed façade, or if it does slightly(as is the case here at Kingsmead) the fencing is open with sliding mesh fencing mesh. A hard court finish should be replaced with green lawn finish.
- **Any lighting poles** (if approved but not supported) **should not be forward** of the adjacent Federation Building

7.0 CONCLUSION

The proposal is inconsistent with the Historic Area Overlay because it adversely affects the :

- “cohesive pattern of visually prominent former residences;
- generous landscaped grounds;
- generous building setbacks;
- important established views and vistas from Brougham Place, the Adelaide Parklands and Lincoln College houses” ;

which are all specifically identified, stated and included in the Historic Area Statement.

It will also adversely impact on the the heritage boulevard character of Brougham Place. The proposal is also contrary to *Burra Charter* principles relating to setting, cultural landscape and spatial relationships.

The HIS concludes that the proposed development will negatively impact on the significance of the Brougham Place streetscape character within an important designated Heritage Overlay. It will also impact on the significance of the 5 individual state heritage places within the heritage overlay. A key issue to be addressed is the location of this proposed sports court structure **forward of both Federation Building and 24 Brougham Place alignments**, disrupting the consistent set backs and setting of this important boulevard.

The proposal's impacts include **intrusive high level fencing, lighting poles, and hard surfacing of the previous lawn area**. The **cumulative effect** of those elements will impact significant public views, the established cultural landscape and historic spatial relationships that define Brougham Place in particular 24 Brougham Place (and its associated but separately titled and listed rear stables) and 23 - 45 Brougham Place (Lincoln College frontage).

The proposal conflicts with fundamental *Burra Charter* principles by diminishing the setting, visual relationships and cultural context of adjoining State Heritage Places. It will **interrupt important public views**, weaken the landmark presence of 24 Brougham Place and its associated stables clearly visible from Brougham Place, and fronting Ward St. It will erode the historic mansion-and-garden character of the Brougham Place boulevard and diminish one of the most intact heritage streetscapes in North Adelaide. This report concludes that in its current form, the heritage impacts of the proposal should be regarded as significant and unacceptable and accordingly this HIS recommends that Planning Consent is refused.

This HIS recommends alternatives to mitigate the negative impacts this development – **the relocation of the sports court** in the Lincoln College grounds (at a set back consistent with the adjacent heritage mansions), the **change to grass surface**, the **inclusion of open sections of court fencing** where required with associated “curtain mesh - in a location to be determined) and ensuring that any lighting poles **do not project** in front of the mansion houses setbacks.



October 2026

ELIZABETH VINES OAM

BArch (hons) Melb, LFRAIA, M.ICOMOS, Conservation Architect

Partner, McDOUGALL and VINES

ATTACHMENT 1 – Elizabeth Vines OAM – BArch (hons) Melb, LFRAIA M. ICOMOS

Ms Elizabeth Vines is an award-winning conservation architect, urban designer, author and experienced public speaker. She was a member of the Australian Heritage Council, 2021 – 24 and a past President of Australian ICOMOS (2012 – 2015), visiting Professor at Hong Kong University, an Adjunct Professor at the Cultural Heritage Centre for Asia & the Pacific, Deakin University, Melbourne, teacher with the Getty Conservation Institute in the Asia Pacific Region. (for over a decade) She studied architecture at Melbourne University and Carleton University, Ottawa, Canada. She is a partner in the firm McDougall & Vines, a heritage practice which has built up extensive experience and a record of achievement in conservation architecture throughout Australia and Asia. Elizabeth has consulted to a wide range of Government authorities throughout Australia, and as an international consultant to UNESCO, the European Union, the Getty Institute and the World Bank. She has worked on revitalisation programs for historic precincts, towns, and cities and restoration projects on significant historic buildings. Elizabeth, throughout her career, is a passionate advocate and highly experienced in heritage conservation management issues.



Qualifications:

- B. Arch (First Class Honours), Melbourne University, 1977 (winner of Stephenson Turner Medal for Architecture)
- Medal of the Order of Australia for Services to Heritage Architecture (awarded June 2009)
- Winner Presidents Medal, Australian Institute of Architects, (2020), South Australian Chapter
- Life Fellow, Australian Institute of Architects (awarded 2026)

Positions held:

- Partner, McDougall & Vines, Conservation and Heritage Consultants
- Member, Australian Heritage Council July 2021- 2024
- Previous Adjunct Professor at the Cultural Heritage Centre for Asia & the Pacific, Faculty of Arts, Deakin University, Melbourne, Australia, and Visiting Professor, ACP-HKU SPACE Cultural Heritage Management Programme, University of Hong Kong – teacher in the Conservation Program – has worked in Asia and HK since 1998
- Past President Australia ICOMOS (2012 – 2015)
- Previous member of Institute of Architect Heritage Committees (at National and South Australian levels)

Australian projects:

- More than forty years of experience in all aspects of architecture, including heritage conservation, heritage precinct planning, urban design, domestic and commercial projects, and expert witness and court work on complex heritage matters. Projects which focus on heritage and townscapes contexts, commenced in Australia in Victoria in Maldon in 1977 (Australia's first declared "Notable" town) and have been located in cities and towns throughout Australia and Asia since that time. Based in Adelaide, but consults throughout Australia focussing on appropriate protection and management of built heritage.
- Project architect for numerous award-winning conservation, adaptation, and restoration projects on significant historic buildings. Also acts as conservation specialist in teams of consultants, negotiating solutions on complex heritage sites.
- Heritage architect for many projects throughout Australia. Adelaide projects include St Peters and St Francis Xavier Cathedrals, heritage architect for the Adelaide University Campus heritage buildings. Many South Australian Heritage surveys. Long term commitment to protection and management of the City of Broken Hill over 4 decades - Heritage Architect Broken Hill Regional Art Gallery, formerly Sully's Building, Argent St, Broken Hill, NSW – CMP and subsequent adaptation of this heritage building into a regional art gallery –recipient of many awards since its opening.

Awards:

- NSW National Trust Heritage Awards – 2025 - Pirie Chambers Conservation Training Program – winning award in the Educational Category
- Awarded the Sir James Irwin Presidents Medal, Australian Institute of Architects, (2020), South Australian Chapter - for services to heritage architecture and advocacy in South Australia.
- John Reid Memorial Award for heritage - awarded by the City of Broken Hill, April 2019
- Medal of the Order of Australia for Services to Heritage Architecture in Australian and South East Asia - awarded June 2009
- Cathy Donnelly Heritage Awards 2011 and 2005, presented by the National Trust (NSW) for work by a female heritage architect in New South Wales, Australia
- Broken Hill Regional Art Gallery, overall winner, National Trust (NSW) 2005 awards, for individual heritage project over \$500,000 in NSW.

- Broken Hill Heritage and Cultural Tourism Program - Year of Built Environment National Award for Building Regional Communities (2004); National Trust of NSW State - Wide Conservation Award (2004); UNESCO Asia Pacific Awards (2003)
- Heritage Ministers Award for the Port Adelaide Heritage Management Program (2003)
- RAI (SA Chapter) - Leigh Street Heritage Upgrade - Merit Award 2001
- UNESCO Asia Pacific Awards (2000)– Conservation of Ohel Leah Synagogue, Hong Kong (2000), and the Hong Kong Institute of Architects Award 1998 - (with SACON International and Hassell Architects)
- Maryborough (Qld) Heritage Awards 1996 - for conservation works to the Bond Stores, the Railway Station and Monsours Emporium.
- Civic Trust (South Australia) Heritage Restoration Award, Conservation Works at Institute Building, Norwood (1994)
- Civic Trust (South Australia) Heritage Restoration Award Hebart Hall, Luther Campus, North Adelaide (1993)
- Ballarat Conservation Programme - RAI (Vic Chapter) Award (Jacobs Lewis Vines - 1981), Robin Boyd Environmental Award for "Maldon Conservation Project" - RAI Historic (Vic. Chapter) Award (Jacobs Lewis Vines - 1979), Stephenson and Turner Medal for Architecture, (1976), Colonial Sugar Refining Co Ltd Prize (1972) and Nell Norris Scholarship (1971) – medal and prizes at Melbourne University.

Publications:

- *Streetwise Design - A Practical Guide for New Development and Adaptive Reuse in Asian Liveable Heritage Cities* published by Think City Sdn Bhd, Malaysia, 2018
- *Streetwise Asia - A Practical Guide for the Conservation and Revitalisation of Heritage Cities and Towns in Asia*, (2005), published by UNESCO, the World Bank and Deakin University, Australia. Translated into Chinese in 2008.
- *Streetwise - A Practical Guide for the Revitalisation of Commercial Heritage Precincts in Australian Cities and Towns*, 1996, for the National Trust (NSW)
- *Broken Hill – A Guide to the Silver City*, 2010, publication by the Broken Hill City Council.
- Author of many other guidelines publications including numerous professional journal articles and conservation reports on individual buildings and heritage precincts.

International projects:

- **Invited ICOMOS expert to Ahmadabad India, World Heritage Monitoring Mission**, March 2026
- **Invited teacher for the Getty Conservation Planning course** for Asian Pacific Participants, 2021-23 (and similar courses previously held in Penang October 2018, in April 2015, May 2014, and October 2013). 2008 - invited advisor by the Malaysian Government for World Heritage management of Penang and Melaka,
- **Getty Scholar, at the Getty Institute, Los Angeles, USA** April – June 2016, researching appropriate design in historic contexts – and now completed publication on the topic 'Streetwise Design' (published March 2018)
- **In house consultant to the Yangon Heritage Trust and Yangon City Government**, Feb and March 2015 - advising on appropriate heritage protection provisions for conservation in Yangon. (EU funded project)
- **UNESCO consultant for Conservation Guidelines for World Heritage City of Pingyao, China (2012 – 2013)**
- **21 – 22 March 2007** – Duong Lam village, Vietnam - invited expert by Vietnamese Government, (with Richard Engelhardt) at two day architectural conservation workshop at Duong Lam village, 50km west of Hanoi.
- **Consultant to UNESCO (2006)** – two monitoring missions for the Kaiping Conservation and Management Office of Diaolou and Villages (KCMO), in China. Two reports / and Management Plan for this potential World Heritage Site.
- Conservation Architect for Hong Kong Synagogue conservation (1997), and advising government and project architects in **Hong Kong on the Star Ferry Terminals upgrade** - advocating sense of place urban design and architecture for the development of the water front facilities.

Training programs and expert witness

- **Expert witness** for planning appeals for a variety of private and government clients throughout Australia.
- Facilitator and coordinator of numerous **heritage training programs** throughout Australia and Asia
- **Lecturing and conference presentations** - Elizabeth regularly participates as a speaker (often as key note speaker) at many international and Australian heritage and conservation conferences. Elizabeth has taught conservation courses at the University of Hong Kong, the Getty Conservation Institute in Malaysia, and at Deakin University
- Contact details +61 419 816 525 email liz@mcdougallvines.com.au



Before: corner view, day.



After: corner view, day.



Before: corner view, evening.



After: corner view, evening.



Before: southern approach, day.



After: southern approach, day.



Before: southern approach, night.



After: southern approach, night.



Before: northern approach, day.



After: northern approach, day.



Before: northern approach, night.



After: northern approach, night.



Before: west approach, day.



After: west approach, day.



Before: west approach, night.



After: west approach, night.