



CITY PLANNING, DEVELOPMENT AND BUSINESS AFFAIRS COMMITTEE AGENDA & REPORTS

for the meeting

Tuesday, 7 March 2023
at 6.30 pm

in the Colonel Light Room, Adelaide Town Hall

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Members – The Right Honourable the Lord Mayor, Lord Mayor, Dr Jane Lomax-Smith
Deputy Lord Mayor, Councillor Noon (Chair)
Councillors Martin, Abrahamzadeh, Couros, Davis, Elliott, Giles, Hou, Li, Dr Siebentritt and Snape

1. Acknowledgement of Country

At the opening of the City Planning, Development and Business Affairs Committee meeting, the Chair will state:

‘Council acknowledges that we are meeting on traditional Country of the Kurna people of the Adelaide Plains and pays respect to Elders past and present. We recognize and respect their cultural heritage, beliefs and relationship with the land. We acknowledge that they are of continuing importance to the Kurna people living today.

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

2. Apologies and Leave of Absence

Nil

3. Confirmation of Minutes - 7/2/2023

That the Minutes of the meeting of the City Planning, Development and Business Affairs held on 7 February 2023, be taken as read and be confirmed as an accurate record of proceedings.

4. Workshops

4.1	City Plan	3 - 24
4.2	National Heritage Management Plan for the Adelaide Park Lands and City Layout	25 - 46

5. Reports for Noting

5.1	New Women's and Children's Hospital Advice and Consultation	47 - 52
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6. Exclusion of the Public

53 - 56

In accordance with sections 90(2), (3) and (7) of the *Local Government Act 1999* (SA) the City Planning, Development and Business Affairs will consider whether to discuss in confidence the reports contained within section 7 of this Agenda.

7. Confidential Reports for Recommendation to Council

7.1	Former Bus Station Site - Expression of Interest Process [s 90(3) ((b), (d))]	57 - 99
7.2	Market Square and Central Market Expansion [s 90(3) ((b), (d))]	100 - 153

8. Closure

Enabling Priorities

City Plan Approach and Next Steps

Park Lands Policy and Sustainability
Ilia Houridis & Sarah Gilmour



City Plan Progress

Key Questions

KEY QUESTION

What do you see as the benefits of a City Plan for Adelaide?

KEY QUESTION

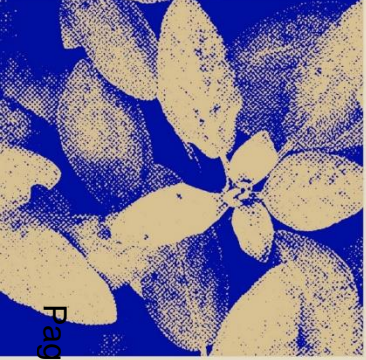
We have heard you say that the City will thrive with a diverse population: What does this mean to you?

KEY QUESTION

Which city shaping thought leaders would you like us to engage with?

An aerial photograph of a city, likely Melbourne, Australia, showing a dense urban area with a river winding through it. The city is surrounded by green spaces and hills in the background. The sky is clear and blue.

**We are all,
always, on
Country.**



Through design testing and exploration the City Plan will communicate opportunities for where and how the city will grow over time.

History of City Planning

- Adelaide City Plans - 1970s- 1990s
- Adelaide Development Plan (1993-2021)
- Adelaide Strategic Visioning – 2010s
- Adelaide Spatial Vision – 2014

ADELAIDE CITY PLANNING - AT A GLANCE.

Pre 1800. Kaurna Yerta.

Care for Country for thousands of years. Ongoing.

First 'Town Plan' - Colonel Light	1837	
	1840	City of Adelaide Established
Metropolitan Development Plan	1962	
Planning and Development Act 1966	1962	
	1974	City Plan - Red Book
City of Adelaide Development Control Act 1977	1977	City Plan - Blue Book
	1981	City Plan - Green Book
Planning Act 1982	1982	
(did not apply to the City of Adelaide)	1986	City Plan - Grey Book
	1991	City Plan - Brown Book
Development Act 1993	1993	
Development Plan for City of Adelaide	1996	
replaced the statutory planning role of the City Plan		
Metropolitan Planning Strategies	1990s	
	-2010	
City of Adelaide Act 1998	1998	
Capital City Committee established	2002	Public Spaces, Public Life - Jan Gehl
5000+ Integrated Design Strategy	2010	
The 30 Year Plan for Greater Adelaide including specific chapter on the City of Adelaide	2011	Public Spaces & Public Life Study Gehl Architects
Planning, Development and Infrastructure Act 2016	2016	
State Planning Policies	2017	
update of The 30 Year Plan for Greater Adelaide		
Planning and Design Code	2021	
replaced the City of Adelaide Development Plan		
Regional Planning	2022	CITY PLAN 2023-2033
	2023	

What is the City Plan?

- The 30-Year Plan for Greater Adelaide provides strategic urban planning directions for the city
- The City Plan is the finer-grain response to address the unique characteristics of the City of Adelaide
 - Urban Planning and Design Strategy
 - Spatial Mapping Model





 **25,551**
CITY RESIDENTS


 **8%**
HOUSEHOLDS ARE COUPLES WITH CHILDREN


 **40.1%**
LONE PERSON HOUSEHOLDS


 **20 – 24**
LARGEST AGE GROUP
(6,190)


 **11,372**
RESIDENTS BORN OVERSEAS


 **23%** OF CITY POPULATION ATTEND UNIVERSITY


 **14,660**
DWELLINGS


 **15.57km²**
LAND AREA

 **50%**
HOUSEHOLDS ARE RENTERS


 **1.8**
AVERAGE HOUSEHOLD SIZE


 **6.4%**
SOCIAL HOUSING


 **89.7%**
HIGH & MEDIUM DENSITY HOUSING

 **46%**
TWO BEDROOM HOMES

 **11,519**
BUSINESSES

 **148,639**
LOCAL JOBS

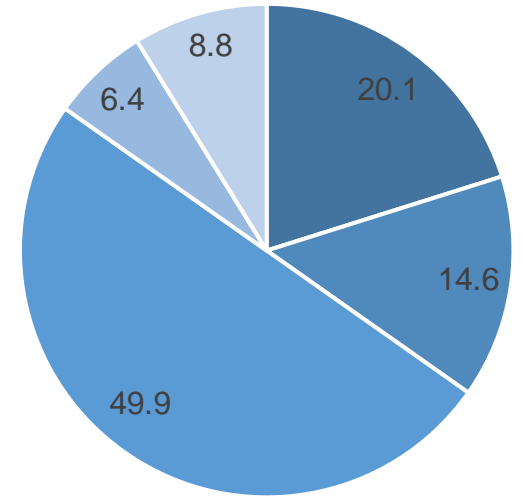
 **6,922**
WORK & LIVE IN THE CITY

 **90.7%**
EMPLOYED

 **\$20.9b**
GROSS REGIONAL PRODUCT

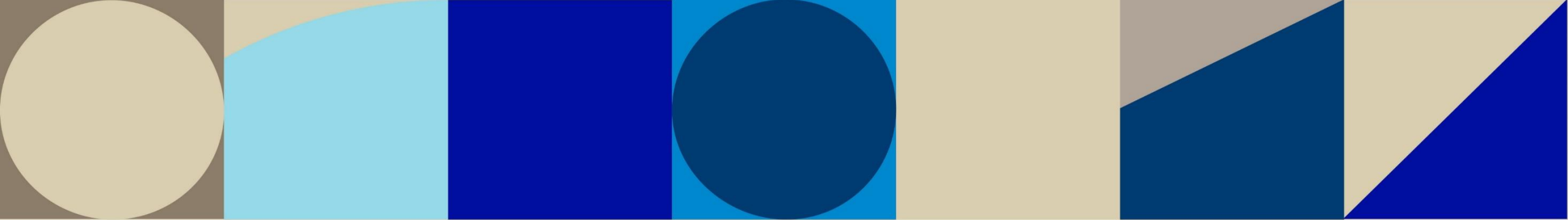
 **321,500**
DAILY VISITORS

HOUSING TENURE



- fully owned
- mortgage
- rental - private
- rental - social
- other

Data Sources:
 2019 - 2021 City of Adelaide Data
 2022 City User Profile Report – McGregor Tan
 City of Adelaide Community Profile – profile.id
 City of Adelaide Economic Profile – economy.id
 City of Adelaide Business by Industry – economy.id





Other Capital Cities

What are other national and international capital cities doing?

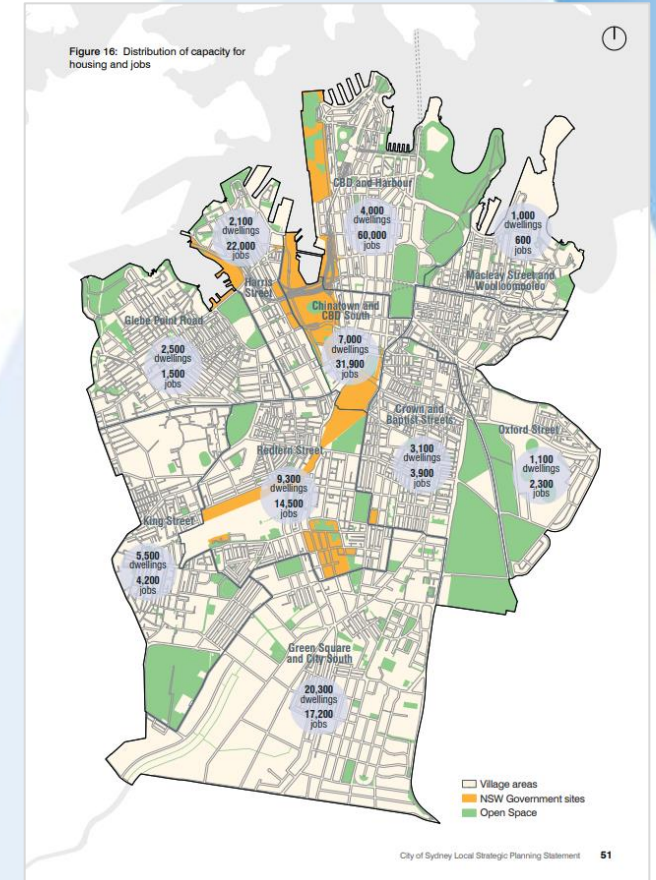
Other Capital Cities - National

Sydney.

City Plan 2016 – Local Strategic Planning Statement

- A 20-year land use vision that links state and local strategies with planning controls to guide development. 
- Traditional PDF format 

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Other Capital Cities - National

Melbourne.

Draft City Spatial Plan

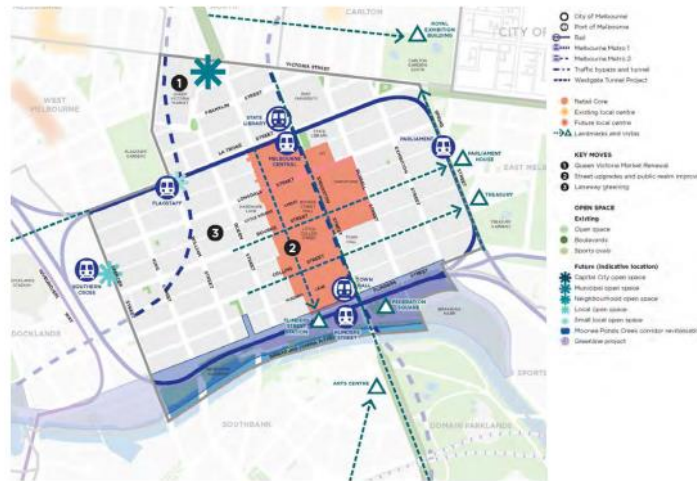
- thematic and place based strategies
- PDF format 



Vision

The Hoddle Grid, as the heart of Melbourne, will continue to grow and service Victoria as the economic and cultural capital. A mix of contemporary and heritage buildings will respect the Hoddle Grid's history and help create great streets and public spaces to ensure the city is a place for all to live, work and visit.

YEAR	RESIDENTS	WORKERS
2020	54,808	211,826
2040	99,872	309,593



Key moves

- 1 Queen Victoria Market Precinct Renewal including new municipal open space and social infrastructure (CoM led)
- 2 Street upgrades and public realm improvements including Elizabeth Street, Flinders Street, Exhibition Street and the 'Little Streets' (CoM led)
- 3 Green Our Laneways project (CoM led)

Melbourne Metro 1 - new Town Hall and State Library stations (Victorian Government led)

Melbourne Metro 2 - connecting to Southern Cross and Flagstaff stations (Victorian Government led)

Birrarung (Yarra River) greening, biodiversity and public realm improvements including Greenline project (CoM led)



In the Hoddle Grid...



There are around **211,830** jobs




There are approximately **29,230** dwellings



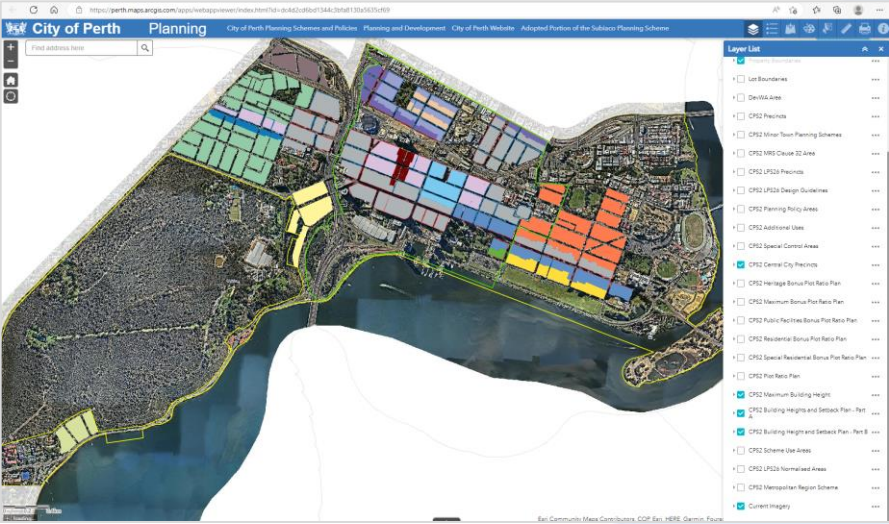
78 per cent of residents speak a language other than English

Other Capital Cities - National

Perth.

'3D Perth' and 'Geohub'
spatial mapping tool 
(ArcGIS Esri)



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Other Cities - International

Wellington.

Wellington Spatial Plan - 2021

- includes interactive spatial tool 
- Metropolitan area captured 

- Key influences
 - Housing choice and affordability
 - Business and employment
 - Transport, connectivity and accessibility
 - Infrastructure to support growth
 - Partnership with Mana Whenua
 - Resilience and adapting to climate change
 - Natural and built environment qualities



Our City **Planning for Growth** Home Mayor's Message Vol. 1: Context Vol. 2: Key Influences Vol. 3: Our Plan Vol. 4: Implementation Map Builder Absolutely Positively Wellington City Council

Vol. 3: Our Plan - Vision, Goals & Directions

supporting Action Plan. [Back to table of contents](#)

Where will we grow?

Our previous approach to accommodating urban growth in Wellington was informed by the [Wellington Urban Growth Plan 2015](#).¹

The Urban Growth Plan was a 30-year plan based around the concept of a 'growth spine' that provided a key development, transport and investment corridor for the city anchored by the Johnsonville and Kilmirnie town centres.

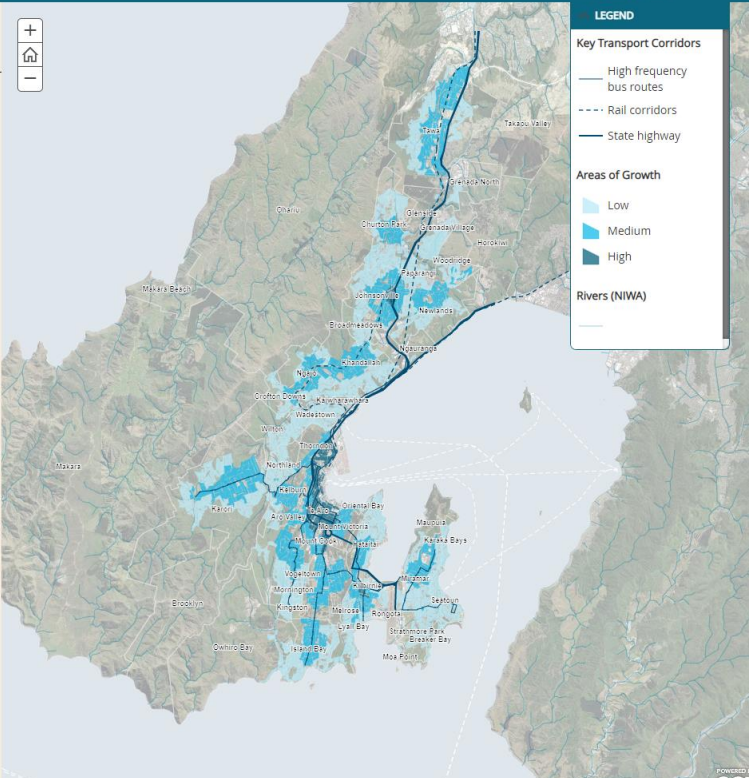
The Urban Growth Plan also provided for 'greenfield' development at Upper and Lower Stebbings Valley and Lincolnshire Farm, with supporting economic hubs around the port and airport.

Our City Tomorrow replaces the Urban Growth Plan. It presents a renewed response to future growth and development in the city that takes into account national directives such as the National Policy Statement on Urban Development and other **key influences** such as:

- Housing affordability.
- Business land availability.
- Let's Get Wellington Moving.
- Infrastructure servicing.
- Climate change and natural hazards resilience.

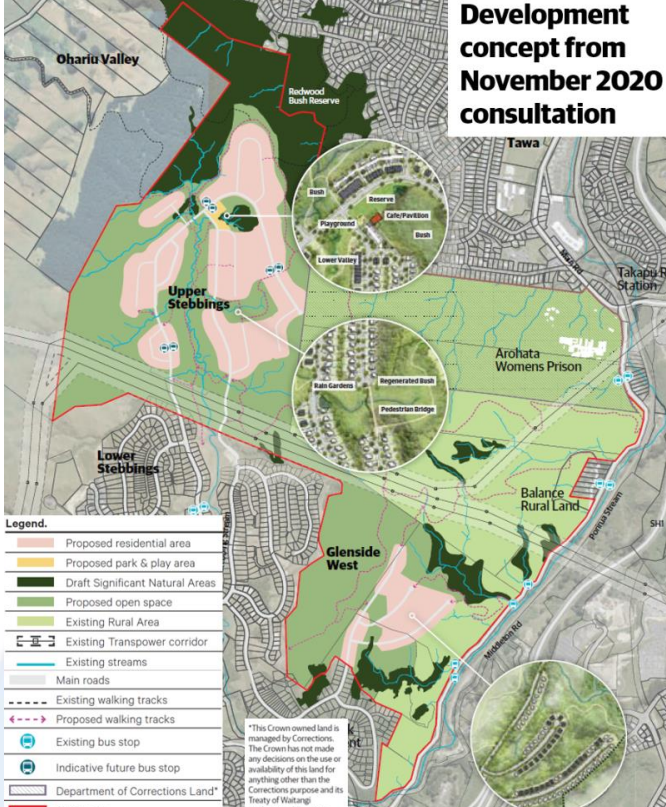
It retains the essence of the previous 'growth spine' concept but broadens it to include recognition of the range of areas where our anticipated future growth is intended to be housed, with a focus on:

- The Central City.
- Our Inner Suburbs.
- In and around 14 key Suburban Centres across the city.



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Development concept from November 2020 consultation



This Crown owned land is managed by Corrections. The Crown has not made any decisions on the use or availability of this land for anything other than the Corrections purpose and its Treaty of Waitangi settlement obligations.

Other Cities - International

Auckland.

The Auckland Plan 2050

- Wider Metropolitan scope ❌
- High level direction – not an action plan ⌚

Possible Future Scenarios – ie Living with nature: ⌚

Our six outcomes

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Key challenges:

- Population growth
- Sharing prosperity
- Reducing environmental degradation



Living with nature

- > **What might be happening?**
- > What does Auckland look and feel like?
- > How might we be living?

Extreme weather events cause significant disruption to domestic and export food production. This has gone beyond late potatoes and tomatoes, and now limits our fishing exports. Water scarcity in the Waikato means Aucklanders have had to find alternative sources of drinking water.

Sea level rise has reclaimed areas earlier than forecast – Devonport and other new islands have formed in the Gulf.

Tamaki Drive and a number of east coast suburbs are set back to their original solid ground prior to landfilling.

Helensville has reverted to its former estuarine nature – meaning a re-routing of the Main Trunk line northwards.

Storm surges have removed many coastal manmade structures: boat ramps, seawalls, bridges and culverts. Unstable cliffs and shorelines are being fenced off. Havoc on exposed roads is more frequent. Flooding is common, regularly overwhelming waste water and stormwater systems and dumping silt everywhere as riverbank vegetation has been swept away.



Other Cities - International

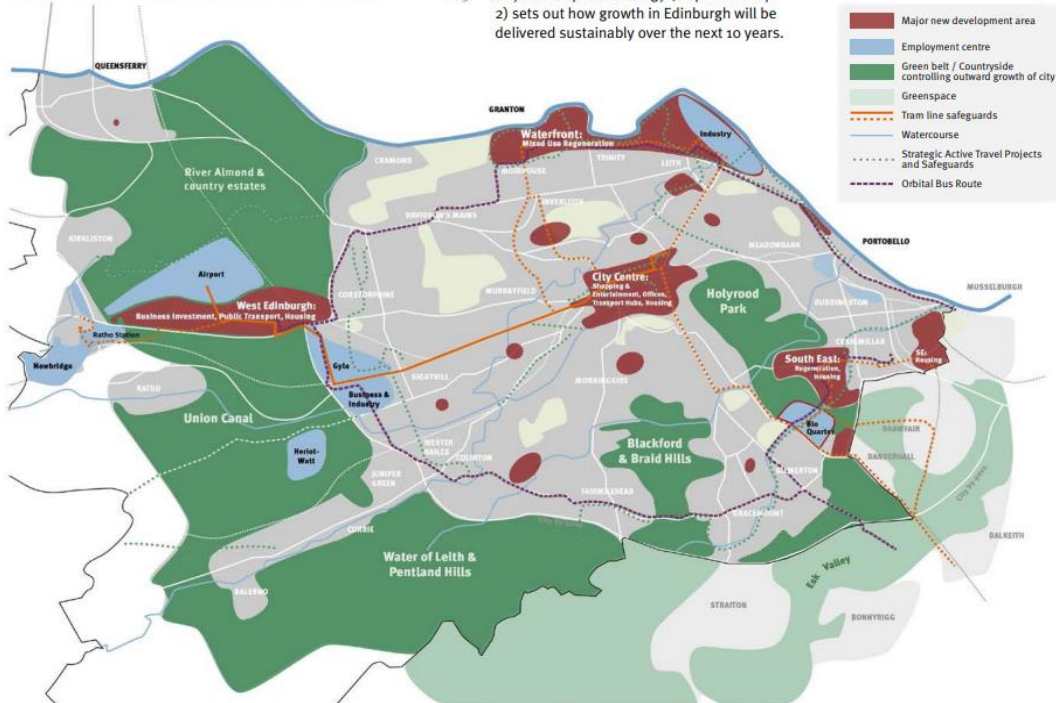
Edinburgh.

Edinburgh City Plan 2030

The City Plan 2030 strategy sets out how we will deliver a place-based approach to future growth.

The City Plan Spatial Strategy

2.3 City Plan's spatial strategy (Map 1 and Map 2) sets out how growth in Edinburgh will be delivered sustainably over the next 10 years.



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Map 1 - Spatial Strategy (Illustrative)

By 2030, we want Edinburgh to be...

A sustainable city which supports everyone's physical and mental wellbeing

A city which everyone lives in a home they can afford

A city where you don't need to own a car to move around

A city where everyone shares in its economic success

- Sets out locations for new homes and businesses
- Ensures essentials for a good quality of life are in place - such as public transport, active travel, schools, healthcare and green space.
- Sets out policies and proposals relating to the development and use of land, and where new infrastructure and community facilities are required.
- Sets out where development should happen and where it should not.
- Development assessment tool.
- Includes interactive spatial mapping tool.



City of Adelaide

City Plan. Our Approach.



Our Approach

- 10 year spatial vision for the city
- A digital platform with two main components:
 - 1. Urban Planning and Design Strategy**
 - 2. Spatial Mapping Model**
- Underpinned by data, insights and analysis
- Engagement tailored to the urban design context
- Available for multiple audiences to better understand the city and opportunities for growth and development
- Guide for future Code Amendments

Creation of the City Plan will involve and connect the many people with an interest in city shaping and will mediate community aspirations and values with existing strategies, policy and conditions

Digital Insights and Analysis

City Plan Website

- Soft launch internally then external
- Landing page with links to draft urban strategy, 2D mapping, 3D mapping, consultation details and project information



2D Mapping (ARC GIS)

131 layers of data

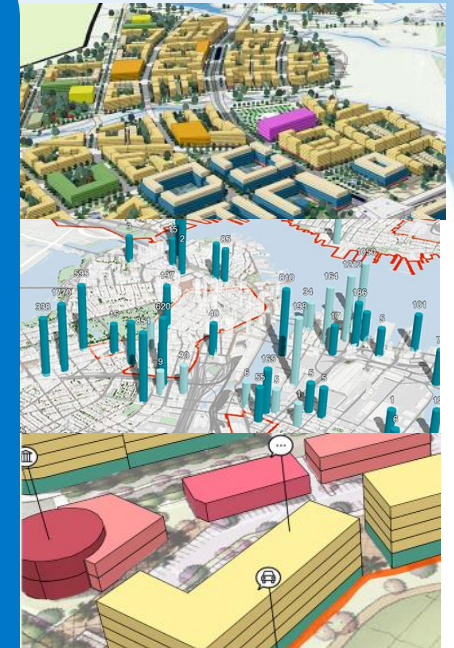
Themes:

- Nature and well being
- Culture and Diversity
- Connection and Movement
- Prosperity and Place
- Planning and Design Code



3D Mapping (ESRI URBAN)

- Visualise City Form
- Enable 3D Development Scenarios to be tested
- Guide change and measure impacts to population, urban design and economics
- Enable community conversations through digital engagement

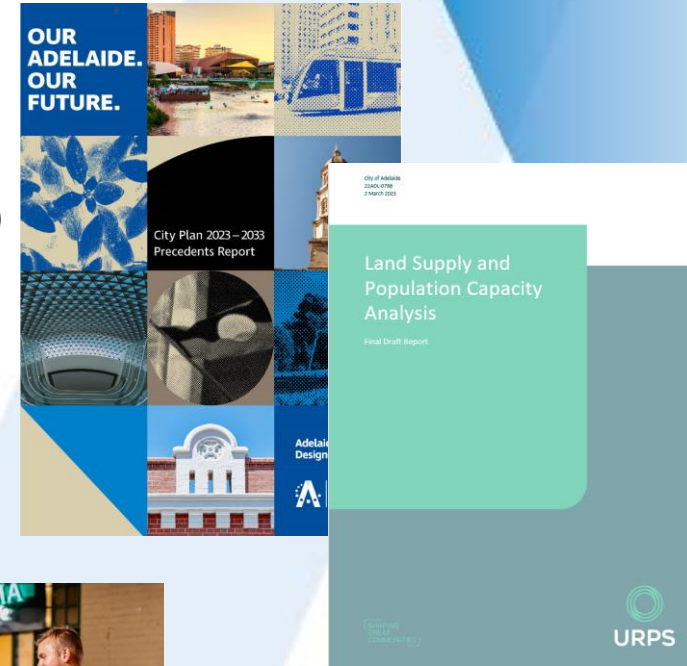


Interactive Demonstration of Mapping Tool



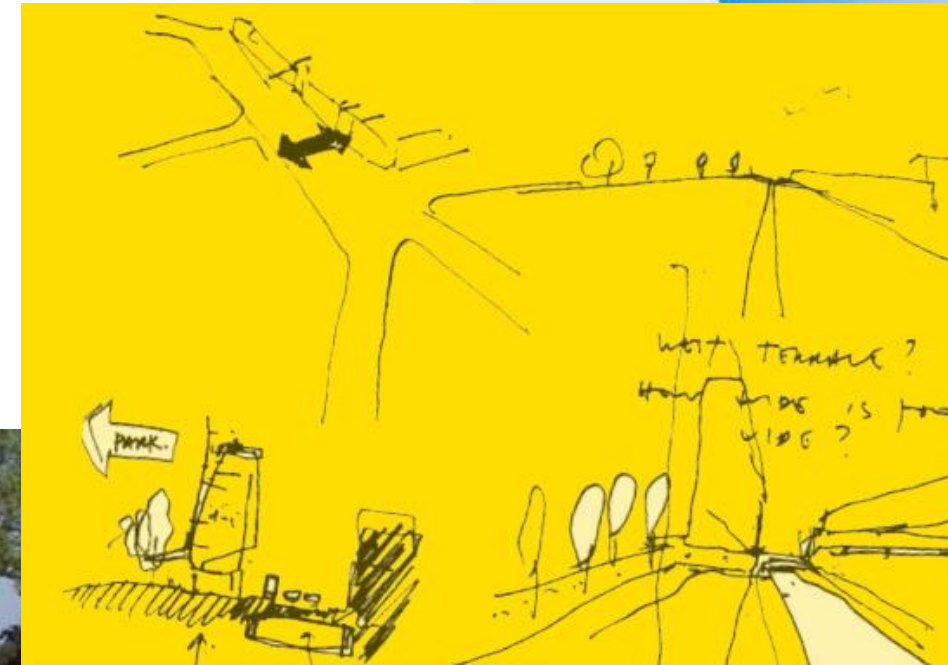
City Plan – Reference & Background Reports

- *City Plan Story* (August 2022)
- *Social Infrastructure (Community Facilities) - Background Paper* (September 2022)
- *URPS Identification of Development Opportunities (Park Land Fringe)* (October 2022)
- *City Plan Precedents Report* (October 2022)
- *City Planning at a Glance* (October 2022)
- *City User Profile* (2022)
- *City Plan Context and Issues Paper* (January 2023)
- *Land Supply and Population Capacity Analysis* (February 2023)
- *Social Infrastructure Needs Analysis* (in progress due March 2023)
- *Economic Profile* (in progress)



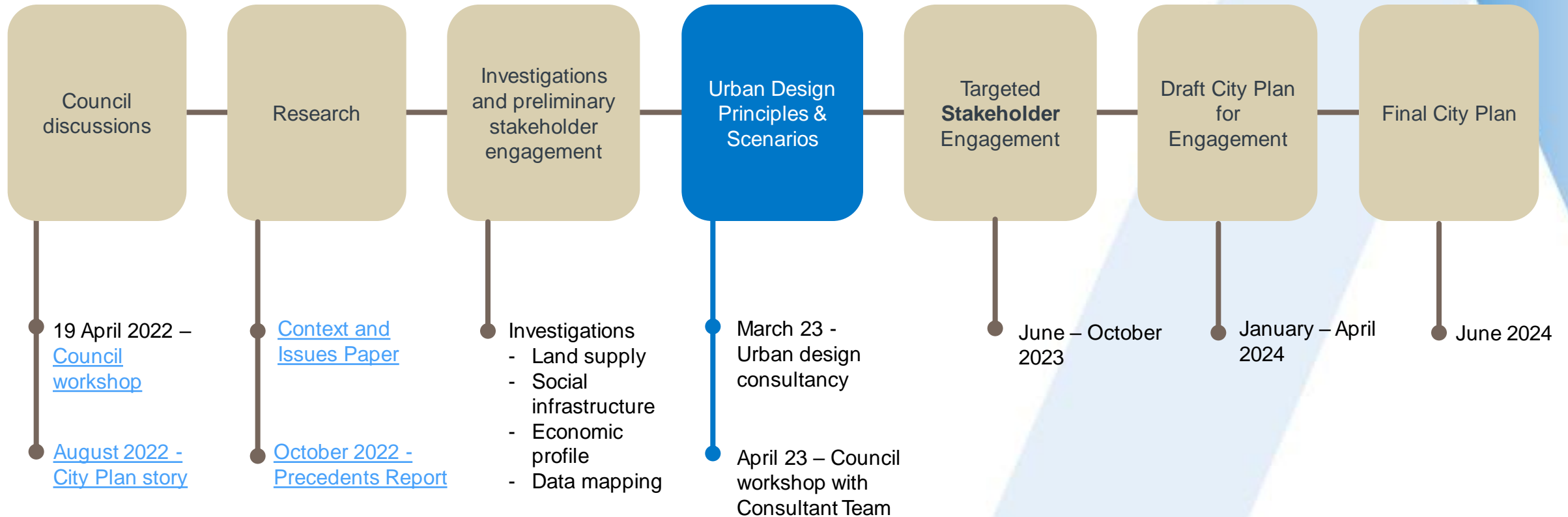
Engagement Approach

A targeted urban design led approach to engagement to bring together city shaping though leaders such as urban design experts, business and investors, existing institutions and representatives from existing peak bodies and forums



Source:5000+

Next Steps



Ongoing engagement with Elected Members

KEY QUESTION

What do you see as the benefits of a City Plan for Adelaide?

KEY QUESTION

We have heard you say that the City will thrive with a diverse population: What does this mean to you?

KEY QUESTION

Which city shaping thought leaders would you like us to engage with?

Environmental Leadership

National Heritage Management Plan for the Adelaide Park Lands and City Layout

To seek feedback on draft National Heritage Management Plan for the Adelaide Park
lands and City Layout.

Park Lands, Policy & Sustainability
Sarah Gilmour, Associate Director

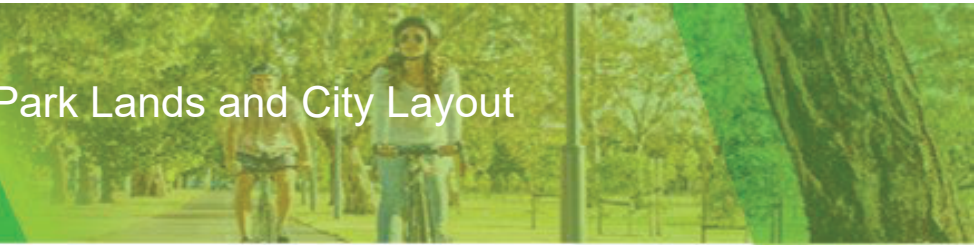


National Heritage Management Plan for the Adelaide Park Lands and City Layout

2021-22 Australian Heritage Grant

- In 2008 the Adelaide Park Lands and City Layout was inscribed on the National Heritage List
- A National Heritage Management Plan (HMP) will help to protect the Park Lands for future generations
- A Federal Government Grant Agreement of \$95,000 was executed in April 2022 to prepare a HMP
- Consultation is occurring with key stakeholders including Council, land managers and traditional owners

National Heritage Management Plan for the Adelaide Park Lands and City Layout Implications



Implication	Comment
Policy	The National Heritage Management Plan will develop policies for the ongoing management of the Adelaide Park lands and City Layout that respect and support the heritage listed values of the National Heritage Listing to be applied to current and future generations.
Consultation	To date targeted consultation was undertaken with key internal and external stakeholders. Sessions have also been undertaken with relevant staff members and State Government agencies. Land Manager consultation is currently being undertaken.
Budget Considerations	The project has been significantly funded by the Federal Government through the 2021-2022 Australian Heritage Grants Program.
Risk / Legal / Legislative	The City of Adelaide is working to complete and submit the National HMP to the Commonwealth Government in the current financial year in accordance with the Federal Government funding requirements.
Opportunities	The report and presentation provide information about the National Heritage Management Plan for the Park Lands and City Layout.

National Heritage Management Plan for the Adelaide Park Lands and City Layout

Consultant Team

- Swanbury Penglase have been engaged to develop the National HMP for the Adelaide Park Lands and City Layout
- Local firm with experience in National Heritage projects including Moonta and Burra Cornish Mining Sites

Adelaide Park Lands & City Layout National Heritage Management Plan (HMP)

March 2023 ref 22109

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Swanbury
Penglase

Introduction

Project Team

- > Swanbury Penglase's heritage team:
Andrew Klenke - Director
Dr Susan Lustrì
Dr Stephen Schrapel
- > Independent Heritage Consultants:
Guadalupe Cincunegui - Review of
archaeology provisions
- > Dr David Jones - Peer Review

Project Objectives

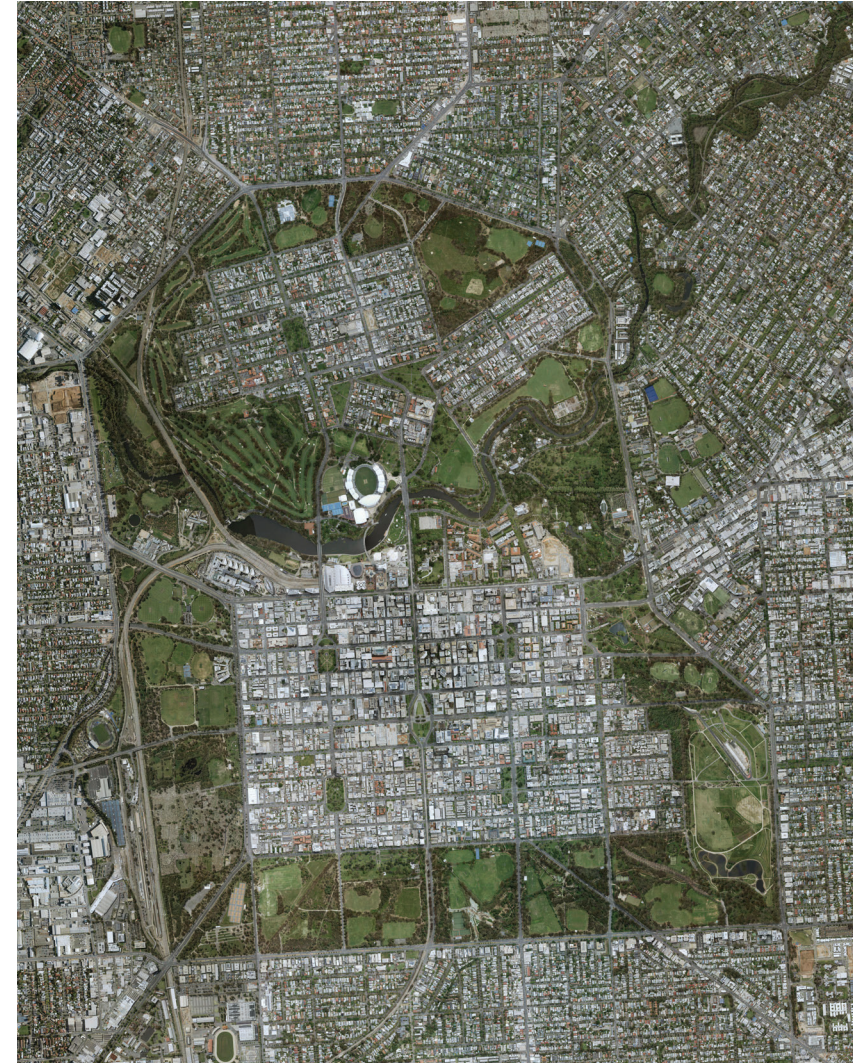
- > A document which helps owners, managers and authorities understand the national heritage values of Adelaide Park Lands and City Layout.
- > Intended to be used as a tool by Council, State and Federal Government agencies to manage change, inform future development, decision making and management strategies for the place.
- > Meet the requirements of the funding agreement with the Australian Government through the Protecting National Historic Sites Program.



Introduction

Workshop Purpose

- > Provide background on the HMP project and its goals
- > Update Council and Kadaltilla on the development of the management plan
- > Answer questions and receive feedback on the draft plan, specifically the proposed conservation policies and actions



Project Background

What is a Heritage Management Plan?

- > Better understanding of the how the values are represented.
- > Provides a detailed description of the place
- > Provides an assessment of condition and integrity
- > Identifies constraints and opportunities
- > Provides management policies and strategies for implementation
- > Guided by the principles contained in Schedule 5A of the Environment Protection and Biodiversity Conservation Regulations, (Aus) 2000: 'Management Plans for Commonwealth Heritage Places'
- > Endorsed under the EPBC Act by the Minister for the Environment.



Project Background

Why is a Heritage Management Plan Required?

- > Adelaide Park Lands and City Layout was entered on the National Heritage List 2008 as a “a masterwork of urban design and signifies a turning point in the settlement of Australia...[and it is] the most extensive and substantially intact nineteenth-century park lands in Australia.”
- > A HMP is a non-statutory requirement for a place not owned by the Commonwealth, “but the Commonwealth Government must use its best endeavours to ensure that a plan for managing a place included in the national Heritage List is prepared and implemented, in co-operation with the state or territory jurisdiction where the place is located.”
- > A management plan should be reviewed every 5 years (EPBC Act s342W).
- > Expectation that a place has an adequate system of protection and management to safeguard its future to be considered for World Heritage Listing



Project Background

National Heritage Values

Criteria (a) outstanding heritage value to the nation because of the place's importance in the course, or pattern, of Australia's natural or cultural history.

- > City Layout is the physical expression of the 1837 Adelaide Plan designed and laid out by Colonel William Light.
- > ...signifies a turning point in the settlement of Australia. It was the first place in Australia to be planned and developed by free settlers.
- > wide streets, public squares and generous open spaces provided amenity and the surrounding park lands ensured a defined town boundary while still allowing for public institutional domains.
- > longevity of its protection and conservation.
- > a model for planning other towns in Australia and overseas e.g., Garden City Movement

Criteria (b) ...uncommon, rare or endangered aspects of Australia's natural or cultural history.

- > ...is rare as the most complete example of nineteenth-century colonial planning.
- > ...only Australian capital city to be completely enclosed by park lands and is the most extensive and substantially intact nineteenth-century park lands in Australia

Criteria (d) demonstrating the principal characteristics of: (i) a class of Australia's natural or cultural places; or (ii) a class of Australia's natural or cultural environments.

- > an exemplar of a nineteenth-century planned urban centre.

Criteria (f) ... demonstrating a high degree of creative or technical achievement at a particular period

- > regarded throughout Australia and the world as a masterwork of urban design.
- > Provides for health, public access, sport, recreation and public institutional domains, thereby meeting both economic and social requirements.
- > pioneering technical achievement of William Light.
- > Several successive landscape designers/managers incorporated designed vistas, formal avenues, plantations, gardens, use of specimen trees, botanically important living plant collections particularly at the Adelaide Botanic Garden and the strategic placement of buildings and statuary in their settings.

Criteria (g) ...strong or special association with a particular community or cultural group for social, cultural or spiritual reasons.

- > Social value to South Australians who see it as fundamental to the character and ambience of the city.
- > the range of important civic, public, and cultural assets and institutions within it.
- > longevity of the involvement of community groups in campaigning for the protection and safeguarding of the Park Lands.

Criteria (h) ...special association with the life or works of a person, or group of persons, of importance in Australia's natural or cultural history

- > Colonel William Light is most famously associated with the plan of Adelaide.



Project Background

Methodology

Understanding the National Values

- > Historical Research and Analysis
- > Determining the Attributes of National Heritage Value

Assessing the Condition of the National Values

- > Site investigations

Identifying Constraints and Opportunities

- > Stakeholder Consultation

Developing Management Policy

- > Policy design
- > Refine and develop implementation plan

The Burra Charter Process

Steps in planning for and managing a place of cultural significance

The Burra Charter should be read as a whole.

Key articles relevant to each step are shown in the boxes. Article 8 summarises the Burra Charter Process.



The Burra Charter Process: flow chart from the Australia ICOMOS Burra Charter, 2013, p10.

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Project Background

Project Scope:

- > The spatial scope of the project is as per the map in the Government Gazette notice in the National Heritage List
- > The heritage values are those listed in the Government Gazette relating to the inclusion of the place in the National Heritage List

Programme

- > October 2022: Overview history prepared
- > November 2022: Condition Assessment
- > December 2022: Development of Conservation Policy
- > January/Feb 2023: Draft Report and Council Review
- > March 2023: Consultation
- > June 2023: Submission to Commonwealth



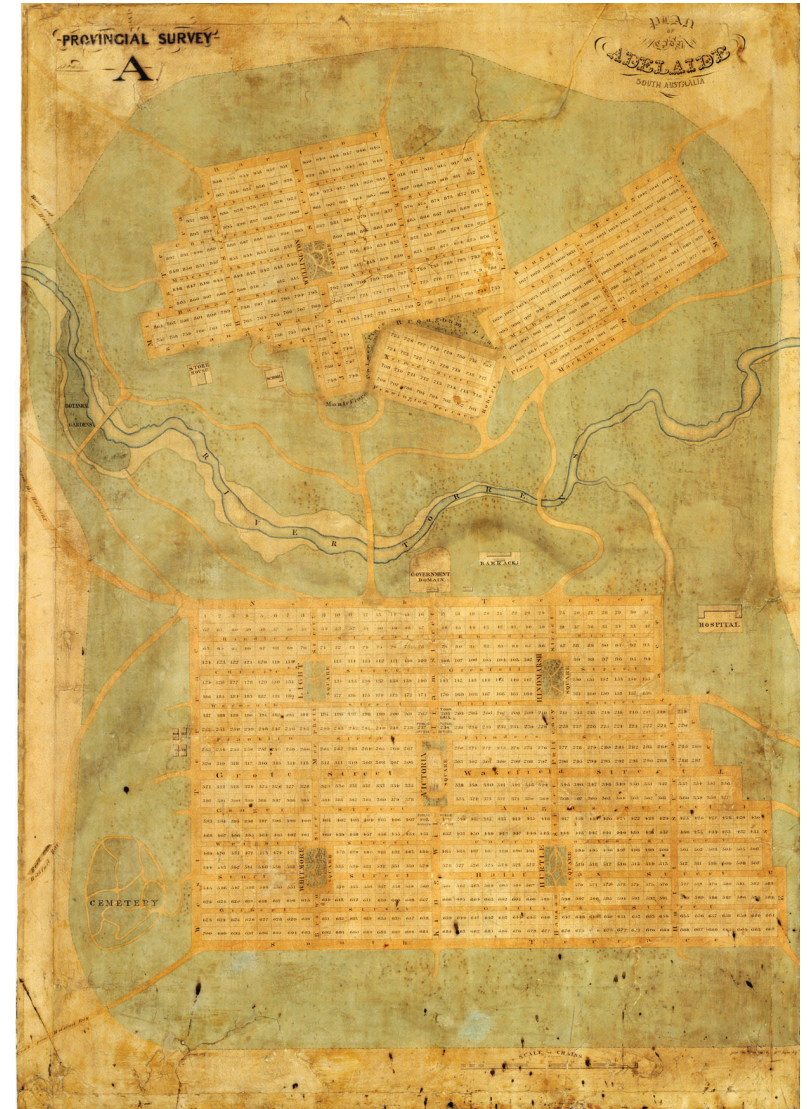
Overview History

Colonial Establishment 1836-1850: a gathering place, natural resources and despoilation

- > 1836 Colonel William Light arrives on the traditional land of the Kaurna people
- > Plan and survey of Adelaide undertaken and arrival of migrants from Glenelg who live in the Park Lands while the town is surveyed.
- > Use of Park Lands for natural resources, olive plantations, grazing and dumping.
- > Displacement of the Kaurna people.

Landscaping the Park Lands 1850-1880s: balancing rehabilitation and revenue

- > First train runs between Adelaide and Port Adelaide
- > William O'Brien is first City Gardener
- > First tree plantings in the Park Lands by council in vicinity of Pennington Terrace and along King William Road.
- > Alienation of land between North Terrace and centre of River Torrens/Karrawirra Parri from Hackney Bridge to Morphett Street Bridge
- > Establishment of formal recreation facilities: Victoria Park Racecourse (1847), the Adelaide Botanic Garden (1855), the South Australian Cricket Association (1871), and the Zoological Gardens (1883)



Beautification of Park Lands and Squares 1880- pre-WWII: recreation and the Gardenesque Transformation

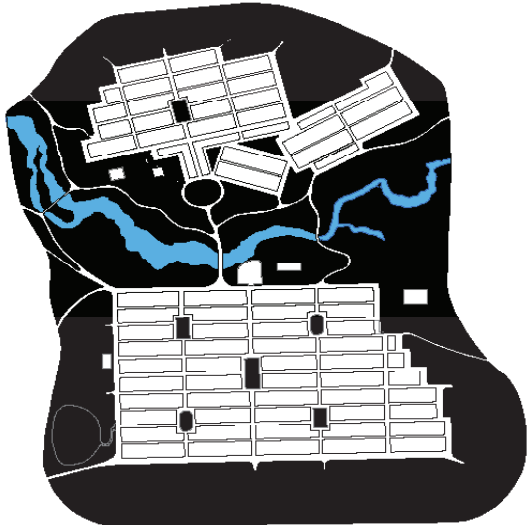
- > 1880 “Report on the system of planting the Adelaide Parklands” by John Ednie Brown published including the recommendation that the Corporation establishes its own nursery.
- > Park Lands placed under care and control of Corporation.
- > Numerical division of the Parklands for first time with provision for fencing and gates for pedestrians, prams, bikes and bathchairs.
- > Pelzer was City Gardener 1899-1932 and pursued a gardenesque landscape.
- > Norfolk Island Pines, Moreton Bay Figs, and Poplars define the period.

WWII – 2000s: sport, carparks and informal gardens

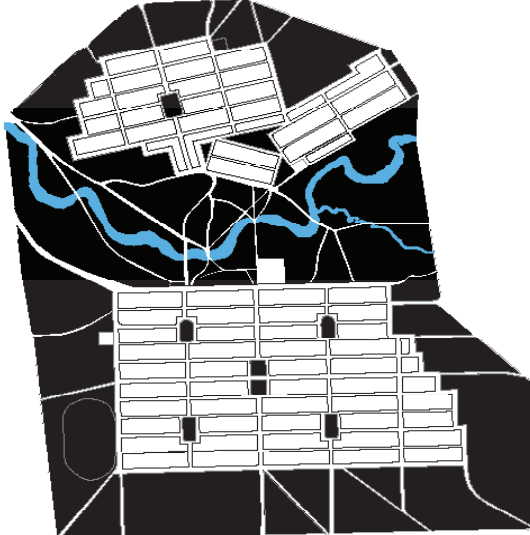
- > Rise of car ownership post WWII.
- > More informal approach to garden design and native planting
- > A history of successive alienation of land, most notably erosion of the river valley between North Terrace and River Torrens.
- > Declared National Heritage Place 2008



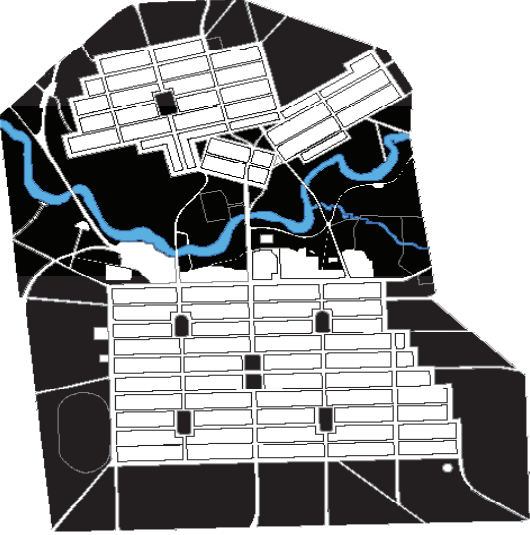
Development Sequence



PROPOSED 1839 - PARKLANDS 912 HECTARES



1846 - PARKLANDS 785 HECTARES



1895 - PARKLANDS 774 HECTARES



1930/1960 - PARKLANDS 760 HECTARES

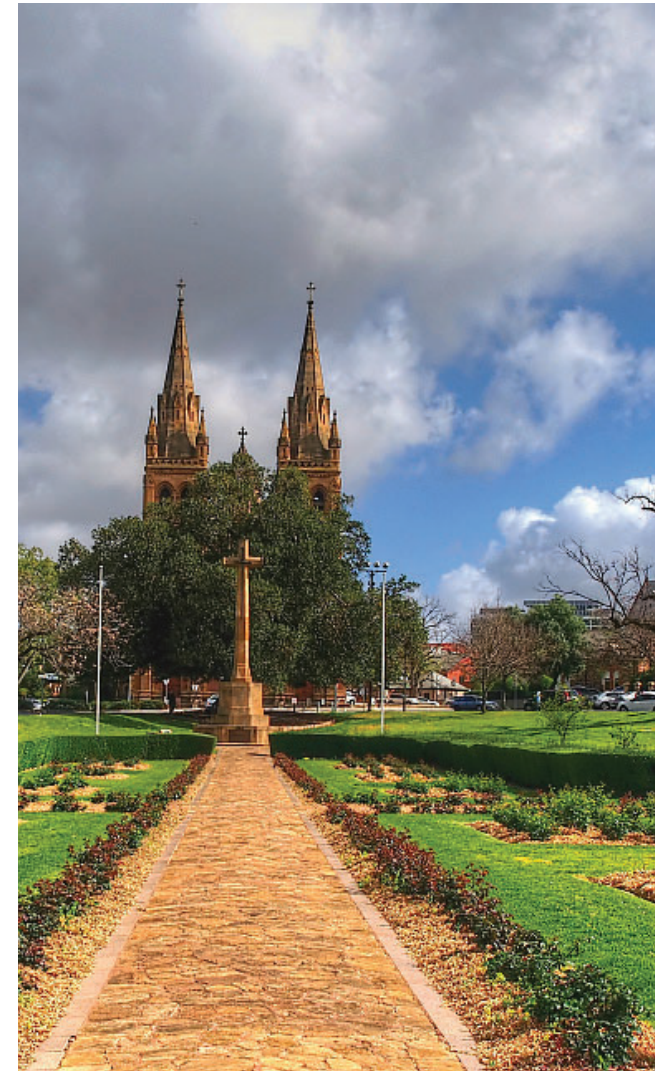


2008 - PARKLANDS 751 HECTARES



Attributes of National Heritage Value

- > Overall plan including layout of North and South Adelaide incorporating gridded street pattern (including hierarchy of roads), six town squares separated by the River Torrens and encircled by Park Lands (often referred to as figure-of-eight form)
- > Encircling Park Lands – public open space
- > Defined outer boundary of Park Lands
- > Defined inner boundary of Park Lands
- > Six public Squares – public open landscaped space
- > Defined outer boundary of the Squares
- > Gridded street pattern including width of streets
- > Overall defined rectilinear form based on town acres and spacing between acres.
- > City Layout designed for topography
- > Allowance for civic, public, cultural, institutional buildings and domains in the Park Lands
- > Publicly accessible diverse landscaped open space and connectedness to the city
- > Evidence of successive landscape designers
- > Views and vistas developed over time
- > Venue for social and cultural interactions and gathering
- > Archaeology
- > Supporting archival records



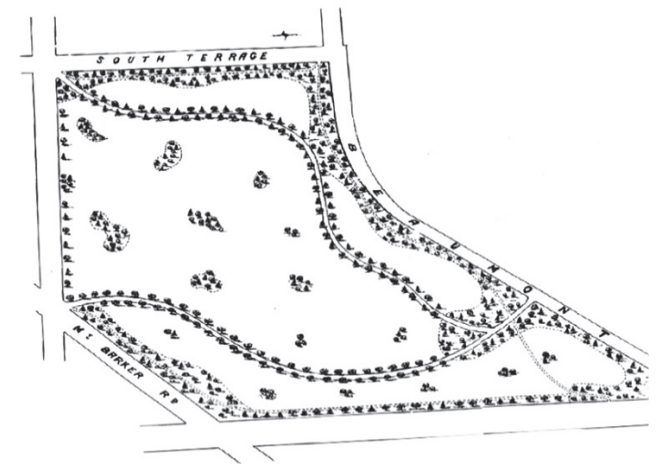
Condition & Integrity of Heritage Values

Condition

- > Generally in good condition with little change since 2008.
- > Most intrusive change has been the loss of visual connectiveness between North Terrace and the Park Lands with the construction of the New RAH.
- > Some variability in the physical condition of landscape elements.
- > Most of the Park Land areas have a high level of patronage and numerous regular festive and sporting events continue to occur throughout
- > Active community advocacy for the Park Lands

Integrity

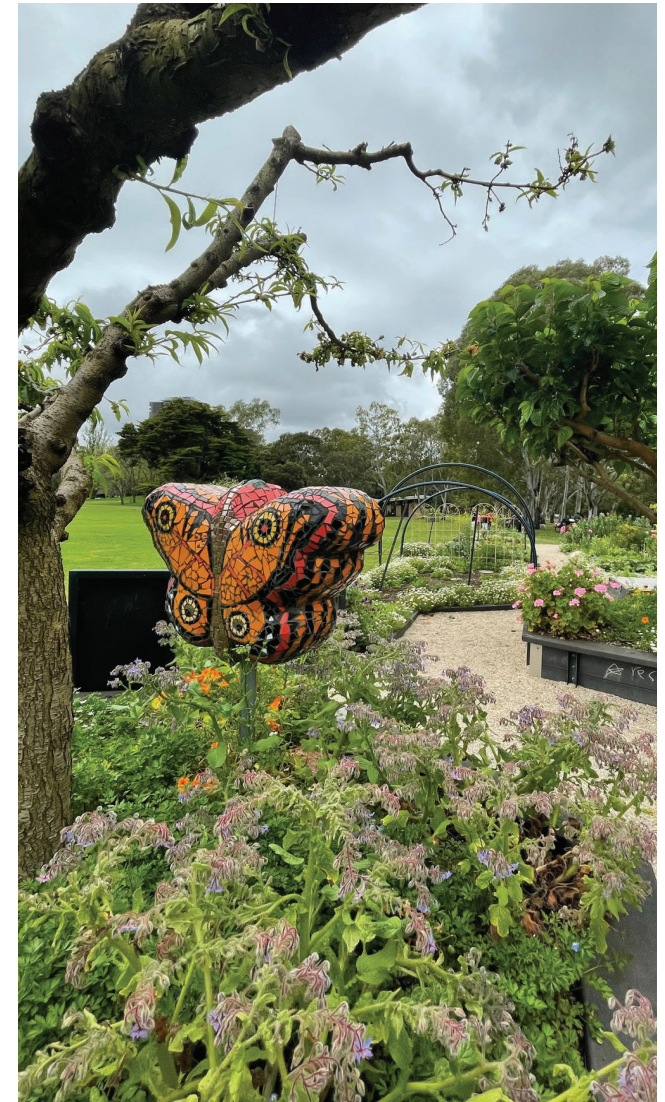
- > No change to Park Land boundary since 2008. Small areas rezoned. e.g. Botanic High
- > Current boundaries are the result of gradual erosion of the original design intent, acknowledging that the North Terrace cultural precinct has developed significance for the South Australian community with many state listed places.
- > Road widening and roads through Squares has affected integrity.
- > Integrity of the nineteenth century designers, particularly Brown & Pelzer has been compromised by later revegetation.



Constraints and Opportunities

The HMP describes the constraints arising from the significance of the Park Lands and City Layout as well as what opportunities exist in the following areas:

- > Statutory Requirements
- > Aboriginal Cultural Heritage
- > Condition & Integrity
- > Governance & Management
- > Use
- > Interpretation
- > External factors (e.g. Climate Change)



Conservation Policy

Conservation Principles

- > The National Heritage values are the basis for the future conservation and management of the Adelaide Park Lands and City Layout.
- > Conserve the Adelaide Park Lands and City Layout in accordance with the principles and practices of the Australia ICOMOS Charter of Places of Cultural Significance (the Burra Charter) and its future revisions.
- > Retain, conserve, and restore the identified heritage attributes of the Park Lands and City Layout, including their form, spatial arrangements, and fabric.
- > Retain the Park Lands and City Squares as public land for the use and enjoyment of all South Australians.
- > Promote and allow ongoing use, change, development and maintenance of the Park Lands and City Squares whilst retaining their cultural heritage significance.
- > Fulfil the objectives and statutory principles of the Adelaide Park Lands Act 2005.
- > Observe and comply with the legislative requirements arising from the Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act), Heritage Places Act 1993 and Planning, Development and Infrastructure Act 2016.
- > Promote the heritage values of the Adelaide Park Lands and City Layout through education and interpretation programs to enhance appreciation of their significance to all Australians.
- > Record changes to the Adelaide Park Lands and City Layout which affect their cultural heritage value.
- > Regularly monitor the condition and integrity of the National Heritage values.



Conservation Policy

The HMP contains policy and actions relating to the conservation of:

Form

- > The overall plan including layout of North and South Adelaide set within encircling Park Lands (often referred to as figure-of-eight form), incorporating gridded street pattern (including hierarchy of roads), six town squares and separated by Karrawirra Parri/River Torrens.
- > Natural Topography
- > Alienation of Land
- > Views & Vistas
- > Shape of City Squares

Fabric & Setting

- > A layered and diverse cultural landscape which reflects the heritage values of: Aboriginal use and cultural significance; European settlement; Light's diagrammatic plan; and the subsequent phases evolution of the city and landscape, including the influence of later designers and revegetation efforts
- > State and local heritage places
- > Significant landscape elements, vegetation, archaeology
- > Proportion of building to Park Land
- > Intrusive elements

Aboriginal cultural heritage

- > Celebrate Aboriginal cultural heritage
- > Conserve and manage significant objects and sites
- > Allow access to carry out traditional cultural practices

Use

- > Free and accessible Park Lands and Squares for a variety of uses
- > Contrasting spaces (informal/formal)
- > Provide facilities
- > Tourism
- > Allow change where it does not impact on the values

Interpretation

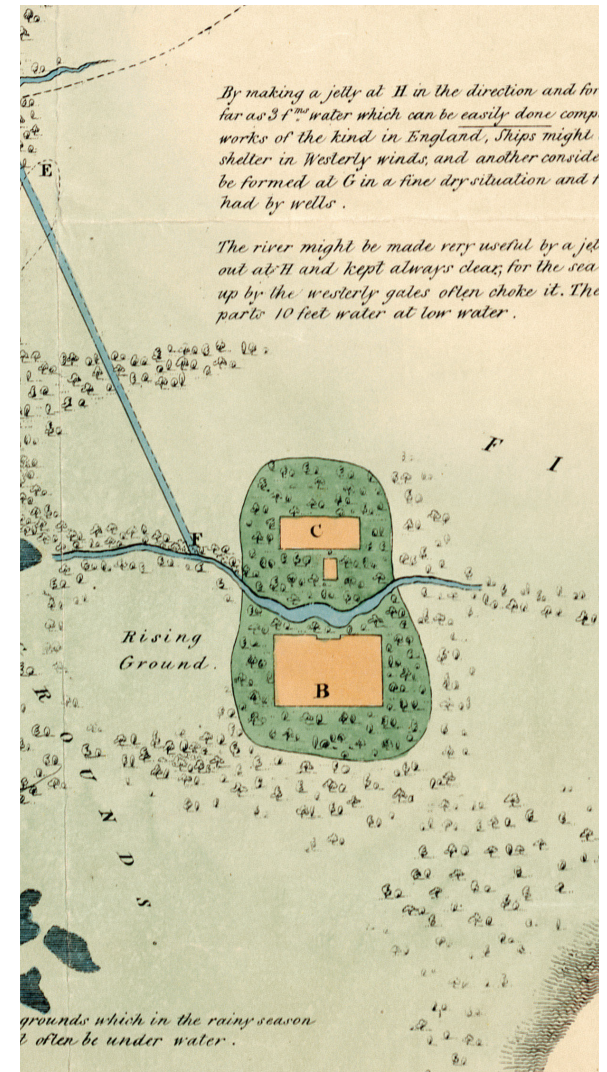
Management and Governance

- > Comply with legislation
- > Training
- > Awareness

Monitoring the condition of values

Review

- > 5 yearly review



Comments and Questions?

What do you see as the key issues/threats for the long term conservation and management of the Park Lands and City Layout?

The emphasis of the National values is on nineteenth century Park Lands. Do you perceive a conflict with current Council policy in other areas?

Council is a land manager of approx. 80% of the Park Lands and is advised by Kadaltilla/Park Lands Authority. Are there better ways in which Council could work with state government agencies?

What do you think about the establishment of a Adelaide Park Lands and City Layout interpretation hub? Where should this be located?



National Heritage Management Plan for the Adelaide Park Lands and City Layout

Next Steps

- **February to March 2023** – Complete targeted stakeholder consultation
- **March to May 2023** - Consultant to finalise the HMP
- **June 2023** - Council endorsement of final HMP
- **30 June 2023** - Submission of HMP in accordance with funding agreement

New Women's and Children's Hospital Advice and Consultation

Strategic Alignment - Dynamic City Culture

Public

Tuesday, 7 March 2023

**City Planning, Development
and Business Affairs
Committee**

Program Contact:

Jeremy Phillips, Executive
Manager, Office of the Lord
Mayor

Approving Officer:

Ilia Houridis, Director, City
Shaping

EXECUTIVE SUMMARY

The Lord Mayor received a letter from the Australian Heritage Council (AHC) on 28 February 2023.

This letter advises of the AHC's position that the new Women's and Children's Hospital (nWCH) project will compromise the values on which the National Heritage listing of the Park Lands and City Layout is based, believing the project may trigger a referral under the *Environment Protection and Biodiversity Conservation Act 1999*.

In addition, the State Government recently opened a consultation under the *Aboriginal Heritage Act 1988 (SA)* for the New Women's and Children's Hospital (as a Supplementary Application), for the Minister for Aboriginal Affairs to consult with Traditional Owners in order to help the Minister decide whether to authorise potential excavation, damage, disturbance or interference with Aboriginal sites, objects or ancestral remains as part of the nWCH projects works.

The City of Adelaide's Reconciliation Committee have made relevant community groups aware of this consultation so they can make their own respective submissions.

RECOMMENDATION

THAT THE CITY PLANNING, DEVELOPMENT AND BUSINESS AFFAIRS COMMITTEE

1. Notes the letter from the Australian Heritage Council
 2. Notes the State Government's consultation process, under the *Aboriginal Heritage Act 1988 (SA)* for the New Women's and Children's Hospital (Supplementary Application).
-

IMPLICATIONS AND FINANCIALS

City of Adelaide 2020-2024 Strategic Plan	Strategic Alignment – Dynamic City Culture Protection, preservation and promotion of our unique built, natural and cultural heritage.
Policy	Not as a result of this report
Consultation	Not as a result of this report
Resource	Not as a result of this report
Risk / Legal / Legislative	A risk remains to the Park Lands standing and recognition as a National Heritage Place and the intention supported by State Government through the Minister for Climate, Environment and Water and the City of Adelaide and the Adelaide Hills Council representing the councils of the Mount Lofty Ranges to progress a World Heritage bid is at risk due to the development of the new Women’s and Children’s Hospital in the location identified by the State Government.
Opportunities	Not as a result of this report
22/23 Budget Allocation	Not as a result of this report
Proposed 23/24 Budget Allocation	Not as a result of this report
Life of Project, Service, Initiative or (Expectancy of) Asset	Not as a result of this report
22/23 Budget Reconsideration (if applicable)	Not as a result of this report
Ongoing Costs (eg maintenance cost)	Not as a result of this report

Other Funding Sources	Not as a result of this report
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DISCUSSION

1. On 28 February the Lord Mayor received a letter from the Hon Ted Baillieu AO, Chair of the Australian Heritage Council (AHC) **[Attachment A]**.
 - 1.1. The letter outlines AHC's position regarding the South Australian State Government's proposal for a new Women's and Children's Hospital (nWCH) on the Adelaide Park Lands, Bonython Park / Tulya Wardli (Park 27).
 - 1.2. Of particular relevance is the AHC's advice regarding its preliminary position
 - 1.3. AHC's view is that the current proposal for the nWCH will severely compromise the values on which the National Heritage listing of the Park Lands and City Layout is based, have a significant and unacceptable impact on the Park Lands, and trigger a referral under the *Environment Protection and Biodiversity Conservation Act 1999*.
2. The State Government is currently undertaking consultation for the New Women's and Children's Hospital (Supplementary Application) [\[Link 1\]](#) with relevant Traditional Owners and any other Aboriginal people or organisations that he considers may have an interest in this matter.
 - 2.1. The Minister for Aboriginal Affairs, who is responsible for the *Aboriginal Heritage Act 1988 (SA)*, has received an application for authorisations under the Act from the Minister for Infrastructure and Transport to enable the construction of the nWCH.
 - 2.2. The Supplementary Application:
 - 2.2.1. seeks consultation in relation to the area along Bonython Park (which is inside the 800m radius support zone), but also indicates where initial support works are likely to start
 - 2.2.2. extends the Aboriginal consultation area beyond the previous proposed project site (RAH West) where consultation has already occurred and approvals already provided
 - 2.2.3. does not represent an expansion of the project site
 - 2.2.4. is limited to the works that are flagged and envisaged as support infrastructure works in the Support Zone, inclusive of the road works
 - 2.2.5. does not expand the Support Zone, nor the new Project Site that the State Government has identified in the *New Women's and Children's Hospital Act 2022*.
 - 2.3. On 24 November 2022 State Government presented to Council regarding the nWCH Project, and outlined the project site, and support zones.
 - 2.4. The City of Adelaide, through the Reconciliation Committee, has made relevant community groups aware of this consultation.

DATA AND SUPPORTING INFORMATION

Link 1 - <https://yoursay.sa.gov.au/new-wch-supplementary-application>

ATTACHMENTS

Attachment A – Letter from the Australian Heritage Council

- END OF REPORT -



Australian Government

Australian Heritage Council

27 February 2023

Mayor, Dr Jane Lomax-Smith
 The Right Honourable The Lord Mayor of Adelaide
 City of Adelaide
 GPO Box 2252, ADELAIDE SA 5001

customer@cityofadelaide.com.au

Dear Lord Mayor

ADELAIDE PARK LANDS

As Chair of The Australian Heritage Council (AHC), I write to advise the AHC's preliminary position on the South Australian Government's proposal for a new Women's and Children's Hospital that will impact the National Heritage-listed Adelaide Park Lands and City Layout.

It is the AHC's strongly held view that the proposal will severely compromise the values on which the National Heritage listing is based, have a significant and unacceptable impact on the Park Lands, and trigger a requirement for referral under the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act).

The Adelaide Park Lands and City Layout were included in the National Heritage List by the Minister for the Environment, Heritage and the Arts, the Hon Peter Garrett AM, by gazette dated 4 November 2008.

The AHC's view on this matter remains consistent with the AHC Submission made in October 2021 to the previous South Australian Government. That submission was made formally to a Code Amendment process regarding a separate proposal to develop other facilities in the Park Lands. That submission was extensive and detailed the AHC's concerns about the unacceptable impact on the National Listed Park Lands and City Layout and its values.

It is the AHC's strongly held view that in cases where state-based regulatory or legislative change seeks to effectively pre-empt a possible EPBC Act referral, the AHC should make clear its view about any such proposal at the earliest possible opportunity. The AHC acknowledges that the referral process provides the opportunity for the AHC to provide advice. However, the AHC is firmly of the opinion that withholding a view until a response arising from a formal referral is completed, runs the material risk of being too late to provide appropriate heritage protection to National Heritage-listed properties.

In late 2022 the South Australian Government passed the *New Women's and Children's Hospital Act 2022*. This Act, inter alia, facilitates the development of a proposed new Women's and Children's Hospital on a site surrounded by, and partly on, the Adelaide Park Lands. It identifies the site (The historic Thebarton Police Barracks of State Heritage significance), removes State Heritage Status from all listed buildings on the site, provides for the demolition of those buildings and provides the State Minister with effective control over the site, its rezoning and development upon it.



Australian Government

Australian Heritage Council

The site selected and the legislation follow the South Australian Government's 'Site Review of the new Women's and Children's Hospital'. This process reviewed the 2019 selection of a site immediately adjacent to the existing hospital.

Neither the Legislation nor the Site Review mentions in any way the National Heritage Listing of the Park Lands, the values on which it is based, the obligations that fall upon the South Australian Government to protect those values under the EPBC Act or the processes required to be addressed in considering any development.

In December 2022 the AHC, at our request, received an online briefing on the proposal from the South Australian Government, including artists impressions. At that briefing South Australian officials claimed to be unaware of the AHC's October 2021 submission to the previous Riverbank Precinct Code Amendment process which included the former proposed hospital site.

The AHC has also considered the 'Site Review' report, publicly available material on the proposal, public comment from other stakeholders and received a briefing from the Department of Climate Change, Energy, the Environment and Water.

In that process the AHC has formed the view that the South Australian Government has demonstrated what appears to be complete disregard for the National Heritage listing and obligations to protect the Park Lands and its values.

The AHC notes that almost all the concerns raised in 2021 still stand when considering this proposal. We note also significant uncertainty about the existing proposal including the likely need for further expansion, additional height, carparking and public transport needs. The AHC position is based only on the available information. Any additional requirements would likely only increase our concerns further.

Under the AHC Act, the Australian Heritage Council is the principal Heritage Advisor to the Federal Heritage Minister. Under the AHC Act, the AHC role also includes the monitoring of heritage and providing advice directly to any person, body or agency of its own initiative.

Accordingly, the AHC advises its preliminary position, that the current proposal will severely compromise the values on which the National Heritage listing of the Park Lands and City Layout is based, have a significant and unacceptable impact on the Park Lands and trigger a referral under the EPBC Act.

Should the Proposed New Women's & Children's Hospital proceed in either its current or an amended form the AHC will, of course, once referred, prepare a formal response consistent with the Provisions of the EPBC Act and the protection of the National Heritage listed Adelaide Park Lands and City Layout.

Please note, on behalf of the AHC, I have written in similar terms to the Premier of South Australia, the South Australian Heritage Minister (Minister for Climate, Environment and Water), the South Australian Minister for Health and Wellbeing, and the Chair of the South Australian Heritage Council.

Yours faithfully

A handwritten signature in blue ink, appearing to be 'John Gorton', written over a light blue horizontal line.



Australian Government

Australian Heritage Council

The Hon. Ted Baillieu AO
Chair
Australian Heritage Council

Exclusion of the Public

Tuesday, 7 March 2023
**City Planning,
Development and Business
Affairs Committee**

Program Contact:
Alana Martin, Manager
Governance 8203 7092

2018/04291
Public

Approving Officer:
Clare Mockler, Chief
Executive Officer

EXECUTIVE SUMMARY

Section 90(2) of the *Local Government Act 1999 (SA)* (the Act), states that a Council may order that the public be excluded from attendance at a meeting if the Council considers it to be necessary and appropriate to act in a meeting closed to the public to receive, discuss or consider in confidence any information or matter listed in section 90(3) of the Act.

It is the recommendation of the Chief Executive Officer that the public be excluded from this City Planning, Development and Business Affairs Committee meeting for the consideration of information and matters contained in the Agenda.

For the following Chief Executive Officer Reports seeking consideration in confidence

- 7.1 Former Bus Station Site – Expression of Interest Process [section 90(3) (b) & (d) of the Act]
- 7.2 Market Square and Central Market Expansion [section 90(3) (b) & (d) of the Act]

The Order to Exclude for Items 7.1 and 7.2:

1. Identifies the information and matters (grounds) from section 90(3) of the Act utilised to request consideration in confidence.
2. Identifies the basis – how the information falls within the grounds identified and why it is necessary and appropriate to act in a meeting closed to the public.
3. In addition, identifies for the following grounds – section 90(3) (b), (d) or (j) of the Act - how information open to the public would be contrary to the public interest.

ORDER TO EXCLUDE FOR ITEM 7.1

THAT THE CITY PLANNING, DEVELOPMENT AND BUSINESS AFFAIRS COMMITTEE:

1. Having taken into account the relevant consideration contained in section 90(3) (b) & (d) and section 90(2) & (7) of the *Local Government Act 1999 (SA)*, this meeting of the City Planning, Development and Business Affairs Committee dated 7 March 2023 resolves that it is necessary and appropriate to act in a meeting closed to the public as the consideration of Item 7.1 [Former Bus Station Site – Expression of Interest Process] listed on the Agenda in a meeting open to the public would on balance be contrary to the public interest.

Grounds and Basis

This Item is confidential as it contains certain confidential information (not being a trade secret) the disclosure of which could reasonably be expected to confer a commercial advantage on a person which whom the Council is conducting business, prejudice the commercial position of the Council and prejudice the commercial position of the person who supplied the information and confer a commercial advantage to a third party.

The disclosure of information in this report could reasonably prejudice the commercial position of the Council with respect to its commercial dealings with the land as well as prejudice the commercial position of parties who have supplied intellectual property and commercial in confidence information.

Public Interest

The Committee is satisfied that the principle that the meeting be conducted in a place open to the public has been outweighed in the circumstances because the disclosure of this information in this report, including certain financial information and further direction, may prejudice Council’s future commercial dealings regarding its strategic land holding. In addition, information within this report contains the intellectual property and commercial in confidence information of parties who have supplied information which if released could negatively impact Council. On this basis, the disclosure of such information may severely prejudice the City of Adelaide’s ability to influence the proposal for the benefit of the City of Adelaide and community in this matter.

- 2. Pursuant to section 90(2) of the *Local Government Act 1999 (SA)* (the Act), this meeting of the City Planning, Development and Business Affairs Committee dated 7 March 2023 orders that the public (with the exception of members of Corporation staff and any person permitted to remain) be excluded from this meeting to enable this meeting to receive, discuss or consider in confidence Item 7.1 [Former Bus Station Site – Expression of Interest Process] listed in the Agenda, on the grounds that such item of business, contains information and matters of a kind referred to in section 90(3) (b) & (d) of the Act.

ORDER TO EXCLUDE FOR ITEM 7.2

THAT THE CITY PLANNING, DEVELOPMENT AND BUSINESS AFFAIRS COMMITTEE:

- 1. Having taken into account the relevant consideration contained in section 90(3) (b) & (d) and section 90(2) & (7) of the *Local Government Act 1999 (SA)*, this meeting of the City Planning, Development and Business Affairs Committee dated 7 March 2023 resolves that it is necessary and appropriate to act in a meeting closed to the public as the consideration of Item 7.2 [Market Square and Central Market Expansion] listed on the Agenda in a meeting open to the public would on balance be contrary to the public interest.

Grounds and Basis

This Item contains certain confidential information (not being a trade secret) the disclosure of which could reasonably be expected to confer a commercial advantage on a person which whom the council is conducting business, prejudice the commercial position of the council and prejudice the commercial position of the person who supplied the information and confer a commercial advantage to a third party.

The disclosure of information in this report could reasonably prejudice the commercial position of the council and the person forming part of this strategic property matter with respect to future commercial dealings given that the report contains legal matters, financial information and ‘commercial in confidence’ material.

Public Interest

The Council is satisfied that the principle that the meeting be conducted in a place open to the public has been outweighed in the circumstances because the disclosure of this information in the report, including certain commercial in confidence, financial information and legal matters, may prejudice future commercial dealings with respect to its strategic land holding. On this basis, the disclosure of financial and commercial in confidence information may severely prejudice the Council’s ability to influence the proposal for the benefit of the Council and the community in this matter.

- 2. Pursuant to section 90(2) of the *Local Government Act 1999 (SA)* (the Act), this meeting of the City Planning, Development and Business Affairs Committee dated 7 March 2023 orders that the public (with the exception of members of Corporation staff and any person permitted to remain) be excluded from this meeting to enable this meeting to receive, discuss or consider in confidence Item 7.2 [Market Square and Central Market Expansion] listed in the Agenda, on the grounds that such item of business, contains information and matters of a kind referred to in section 90(3) (b) & (d) of the Act.



DISCUSSION

1. Section 90(1) of the *Local Government Act 1999 (SA)* (the Act) directs that a meeting of Council must be conducted in a place open to the public.
2. Section 90(2) of the Act, states that a Council may order that the public be excluded from attendance at a meeting if Council considers it to be necessary and appropriate to act in a meeting closed to the public to receive, discuss or consider in confidence any information or matter listed in section 90(3) of the Act.
3. Section 90(3) of the Act prescribes the information and matters that a Council may order that the public be excluded from.
4. Section 90(4) of the Act, advises that in considering whether an order should be made to exclude the public under section 90(2) of the Act, it is irrelevant that discussion of a matter in public may -
 - (a) *cause embarrassment to the council or council committee concerned, or to members or employees of the council; or*
 - (b) *cause a loss of confidence in the council or council committee; or*
 - (c) *involve discussion of a matter that is controversial within the council area; or*
 - (d) *make the council susceptible to adverse criticism.*
5. Section 90(7) of the Act requires that an order to exclude the public:
 - 5.1 Identify the information and matters (grounds) from section 90(3) of the Act utilised to request consideration in confidence.
 - 5.2 Identify the basis – how the information falls within the grounds identified and why it is necessary and appropriate to act in a meeting closed to the public.
 - 5.3 In addition identify for the following grounds – section 90(3) (b), (d) or (j) of the Act - how information open to the public would be contrary to the public interest.
6. Section 83(5) of the Act has been utilised to identify in the Agenda and on the Report for the meeting, that the following reports are submitted seeking consideration in confidence.
 - 6.1 Information contained in Item 7.1 – Former Bus Station Site – Expression of Interest Process
 - 6.1.1 Is not subject to an Existing Confidentiality Order.
 - 6.1.2 The grounds utilised to request consideration in confidence is section 90(3) (b) & (d) of the Act
 - (b) information the disclosure of which –
 - (i) could reasonably be expected to confer a commercial advantage on a person with whom the council is conducting, or proposing to conduct, business, or prejudice the commercial position of the council; and
 - (ii) would, on balance, be contrary to the public interest.
 - (d) commercial information of a confidential nature (not being a trade secret) the disclosure of which –
 - (i) could reasonably be expected to prejudice the commercial position of the person who supplied the information, or to confer a commercial advantage on a third party; and
 - (ii) would, on balance, be contrary to the public interest.
 - 6.2 Information contained in Item 7.2 – Market Square and Central Market Expansion
 - 6.1.1 Is not subject to an Existing Confidentiality Order.
 - 6.1.2 The grounds utilised to request consideration in confidence is section 90(3) (b) & (d) of the Act
 - (b) information the disclosure of which –
 - (i) could reasonably be expected to confer a commercial advantage on a person with whom the council is conducting, or proposing to conduct, business, or prejudice the commercial position of the council; and
 - (ii) would, on balance, be contrary to the public interest.
 - (d) commercial information of a confidential nature (not being a trade secret) the disclosure of which –

- (i) could reasonably be expected to prejudice the commercial position of the person who supplied the information, or to confer a commercial advantage on a third party; and
- (ii) would, on balance, be contrary to the public interest.

ATTACHMENTS

Nil

- END OF REPORT -

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