



Reconciliation Committee

Meeting to be held on Wednesday, 3 December 2025, at 2.30 pm
in the Colonel Light Room, Adelaide Town Hall

Committee Members:

Dual Chairpersons:

City of Adelaide Council Member:

The Right Honourable the Lord Mayor, Dr Jane Lomax-Smith (Ex-Officio)

Aboriginal and/or Torres Strait Islander Community Representative:

Yvonne Agius

City of Adelaide Council Members:

Councillor Eleanor Freeman, Councillor Janet Giles and Councillor Dr Mark Siebentritt

Strategic Agency Representatives:

Jason Downs and Ian Liddy

Kaurna Yerta Aboriginal Corporation Representative:

Mitzi Nam

Aboriginal and/or Torres Strait Islander Community Representatives:

Ivan-Tiwu Copley and Deanne Hanchant-Nichols

Proxies:

Lynette Crocker, Dennis Rigney and Kveta Vlotman (proxy Aboriginal and/or Torres Strait Islander Community Representatives)

(Proxy Kaurna Yerta Aboriginal Corporation Representative)

Aboriginal and Torres Strait Islander People Warning

Aboriginal and Torres Strait Islander peoples are advised that reports contained in this Agenda may contain names, images, or references to deceased persons



Reconciliation Committee

Meeting to be held on Wednesday, 3 December 2025, at 2.30 pm
in the Colonel Light Room, Adelaide Town Hall

Agenda

1. Welcome and Apologies

2. Acknowledgement of Country

'The City of Adelaide Reconciliation Committee acknowledges that we are meeting on traditional Country of the Kurna people of the Adelaide Plains and pays respect to Elders past, present and emerging.

City of Adelaiderlu ngadlu Kurna Yartangka tampinhi.

Kurna miyurna yaitya mathanya Wama Tarntanyaku.

Ngadlurlu Kurna Miyurna, puki-unangku, yalaka, tarrkarrila tampinhi.

We recognise 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.'

3. Moment Silence in Remembrance of Departed Community Members

4. Confirmation of Minutes

That the Minutes of the meeting of the City of Adelaide Reconciliation Committee held on 7 May 2025, be taken as read and be confirmed as an accurate record of proceedings.

View public 7 May 2025 Minutes [here](#).

5. Declaration of Conflict of Interest

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10.	Closure	

Aboriginal Engagement Framework – Free, Prior and Informed Consent

Strategic Alignment - Our Community

Public

Program Contact:

Sarah Gilmour, Associate
Director, Park Lands, Policy &
Sustainability

Approving Officer:

Ilia Houridis, Director City
Shaping

EXECUTIVE SUMMARY

The purpose of this report is to present the findings, recommendations and the implementation approach for integrating the principles of Free, Prior and Informed Consent (FPIC) into the City of Adelaide's (CoA) Aboriginal engagement processes (**Attachment A**).

The approach has been developed by the CoA, with the support of Yamagigu Consulting (Yamagigu). It recognises the need for a culturally grounded, consistent, and accountable approach to engaging with Aboriginal communities, particularly Kurna Traditional Custodians.

The Stretch Reconciliation Action Plan 2024-2027 (Stretch RAP) includes specific actions to develop guiding principles for engaging with Kurna Yerta Aboriginal Corporation (KYAC), Aboriginal stakeholders and organisations.

During the initial scoping phase, FPIC was identified as a key principle for inclusion. FPIC reflects the right of Aboriginal and Torres Strait Islander Peoples to be meaningfully involved in decisions that affect their rights, lands, cultures, and communities.

Consultation began with Administration in May 2025 to assess organisational readiness, capacity, and capability to implement FPIC-aligned engagement. This was followed by targeted engagement with Kurna Traditional Custodians and Aboriginal community members, ensuring community voices, cultural authority, and lived experience informed the report findings and recommendations.

The report documents current engagement mechanisms, identifies opportunities to strengthen relationships, particularly with KYAC and the Reconciliation Committee, and proposes a protocol-based consent model to ensure rights-based, transparent, and culturally respectful decision-making.

The report proposes a pragmatic, scalable model that balances trust-building with operational clarity, supported by clear triggers, governance, and a 12-month phased implementation plan.

RECOMMENDATION

The following recommendation will be presented to Council on 9 December 2025 for consideration

THAT THE RECONCILIATION COMMITTEE RECOMMENDS TO COUNCIL

THAT COUNCIL

1. Notes the Reconciliation Committee supports the integration of Free, Prior and Informed Consent into City of Adelaide processes as contained in **Attachment A** to Item 6.1 on the Agenda for the Reconciliation Committee held on Wednesday, 3 December 2025.
2. Receives the report on Integrating Free, Prior and Informed Consent into City of Adelaide processes as contained in **Attachment A** to Item 6.1 on the Agenda for the Reconciliation Committee held on Wednesday, 3 December 2025.

IMPLICATIONS AND FINANCIALS

City of Adelaide 2020-2024 Strategic Plan	Strategic Alignment – Our Community An inclusive, equitable and welcoming community where people feel a sense of belonging.
Policy	<p>Stretch Reconciliation Action Plan 2024 – 2027</p> <p>1.1 Meet with local Aboriginal and Torres Strait Islander stakeholders and organisations to continuously improve guiding principles for engagement</p> <p>1.2 Review, update and implement an engagement plan to work with Aboriginal and Torres Strait Islander stakeholders</p> <p>3.2 Communicate our commitment to reconciliation publicly</p> <p>3.3 Implement strategies to positively influence our external stakeholders to drive reconciliation outcomes</p> <p>5.3 Co-design with KYAC the Kaurna Yerta Aboriginal Engagement Protocol detailing preferred methods for collaborating with City of Adelaide</p> <p>8.1 Increase employee understanding of the purpose and significance behind cultural protocols, including Acknowledgement of Country and Welcome to Country protocols.</p>
Consultation	<p>19 May 2025 - KYAC consultation (postponed)</p> <p>20 May 2025 – CoA Consultation 1 – Arts and Culture, Governance, Media and communications, Project Management Office and infrastructure</p> <p>21 May 2025 - CoA Consultation 2 & 3 – Community Engagement, Strategy and Insights, Infrastructure, Media Relations and Park Lands, Policy and Sustainability</p> <p>26 May 2025 – Reconciliation Committee member representatives (Two)</p> <p>21 July 2025 – KYAC Pipeline Meeting</p>
Resource	Not as a result of this report
Risk / Legal / Legislative	Not as a result of this report
Opportunities	Not as a result of this report
25/26 Budget Allocation	This project was funded through the 2024/25 Annual Business Plan and Budget.
Proposed 26/27 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
25/26 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

DISCUSSION

Purpose

1. The purpose of this report is to present the findings, recommendations and implementation approach for integrating the principles of FPIC into the City of Adelaide's (CoA) Aboriginal engagement processes.

Background

2. FPIC is a process and outcome for undertaking early consultation and engagement to facilitate understanding and receive consent from Aboriginal and Torres Strait Islander Peoples for proposed actions affecting their lands and communities.
3. The approach has been developed by the CoA, with the support of Yamagigu. It recognises the need for a culturally grounded, consistent, and accountable approach for engaging with Aboriginal communities, particularly Kaurna Traditional Custodians.
4. Yamagigu was engaged through a competitive selection process based on their expertise in FPIC and their demonstrated experience working with Aboriginal communities. Yamagigu's scope of work included:
 - 4.1. Mapping existing organisational processes to identify where FPIC principles could be meaningfully embedded.
 - 4.2. Developing a detailed report (**Attachment A**) outlining practical recommendations for implementing a framework to guide culturally appropriate and consistent engagement with Aboriginal communities across CoA's operations.

Strategic Alignment

5. The Stretch Reconciliation Action Plan 2024-2027 (Stretch RAP) includes specific actions to develop guiding principles for engaging with Kaurna, Kaurna Yerta Aboriginal Corporation (KYAC), Aboriginal stakeholders and organisations, as follows:
 - 5.1. Action: Establish and maintain mutually beneficial relationships with Aboriginal stakeholders and organisations.
 - 5.1.1. Meet with local Aboriginal stakeholders and organisations to continuously improve guiding principles of engagement.
 - 5.1.2. Review, update and implement an engagement plan to work with Aboriginal stakeholders.
 - 5.2. Action: Create engagement protocols that enable the representation and partnership of the Kaurna People.
 - 5.2.1. Work with KYAC on a Kaurna Yerta Aboriginal Engagement Protocol detailing preferred methods for collaborating with City of Adelaide.
6. Through the commitments outlined in the Stretch RAP, the CoA is committed to developing a comprehensive Aboriginal Engagement Strategy. The Strategy aims to formally incorporate FPIC principles and prioritise meaningful, respectful engagement with Traditional Custodians and Aboriginal communities.

Consultation

7. Consultation was held with key stakeholders to inform the work and ensure it reflects diverse perspectives and priorities. This included:
 - 7.1. Three engagement sessions with key teams across CoA including the Project Management Office, Infrastructure, Community Engagement, and Park Lands, Policy and Sustainability during May 2025.
 - 7.2. Input from Aboriginal Members of the CoA Reconciliation Committee on 26 May 2025.
 - 7.3. A dedicated session with the KYAC on 21 July 2025 to ensure cultural authority and alignment with Traditional Custodian priorities.
8. The consultations directly contributed to Stretch RAP actions, ensuring that the process is grounded in diverse perspectives and aligned with both community expectations and CoA's reconciliation objectives.
9. High-level consultation findings highlighted the importance of:
 - 9.1. Embedding cultural authority and Traditional Custodian priorities.
 - 9.2. Ensuring initiatives are properly resourced.
 - 9.3. Supporting Traditional Custodian capacity to engage.

- 9.4. Aligning actions with cultural protocols.
- 9.5. Incorporating Aboriginal community engagement principles to deliver inclusive, transparent, and culturally respectful processes.

Report Findings and Recommendations

10. The report documents current engagement mechanisms, identifies opportunities to strengthen relationships—particularly with KYAC and the Reconciliation Committee—and proposes a protocol-based consent model to ensure rights-based, transparent, and culturally respectful decision-making.
11. The findings highlight that while CoA has a strong foundation in Aboriginal engagement, processes vary and rely heavily on the involvement of the Reconciliation Team.
12. Recommendations focus on formalising partnerships, embedding clear engagement pathways, adopting a phased implementation process, considering resourcing for KYAC, building organisational capability, and aligning practice with the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) and the International Association of Public Participation (IAP2) frameworks.
13. The report proposes a pragmatic, scalable model that balances trust-building with operational clarity, supported by clear triggers, governance, and a 12-month phased implementation plan.
14. The report's eight recommendations are:
 - 14.1. **Recommendation 1:** Continue to prioritise and invest in the building and strengthening of the relationship with KYAC, ensuring expertise is appropriately valued and ways of working together are established formally.
 - 14.2. **Recommendation 2:** Embed three core pathways within the Aboriginal engagement framework, clearly defining the function of each:
 - 14.2.1. General Aboriginal Community Engagement.
 - 14.2.2. City of Adelaide Reconciliation Committee.
 - 14.2.3. KYAC.
 - 14.3. **Recommendation 3:** Embed a tiered Aboriginal engagement framework incorporating the three identified pathways, underpinned by shared principles, including those articulated through the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP).
 - 14.4. **Recommendation 4:** Consider the opportunity of aligning the engagement framework to the IAP2 Engagement Spectrum, with appropriate permissions, and in any event, align engagement practice with the CoA general community engagement framework.
 - 14.5. **Recommendation 5:** Work closely with KYAC to test and agree on the proposed FPIC policy approach and framework, including the appetite for the protocol-based consent model.
 - 14.6. **Recommendation 6:** Work with KYAC to identify opportunities to secure additional resources to support participation in engagements, including the potential for a joint resourcing model with other governments.
 - 14.7. **Recommendation 7:** Acknowledging the evidence of good engagement practice, support the broader CoA workforce to further build capabilities through a strong authorising environment, clear guidance, and alignment with existing workflows wherever possible.
 - 14.8. **Recommendation 8:** To support successful integration of FPIC principles for both KYAC and CoA, consider the adoption of a staged approach to design and implementation.

Next steps

15. It is recommended that the framework and approach to FPIC be tested through a phased implementation process, which includes:
 - 15.1. Ongoing engagement and information sharing to build relationships and confidence.
 - 15.2. Pilot test case to selected project(s) or functional areas (e.g. infrastructure).
 - 15.3. Formalisation of the approach with KYAC as the enabling mechanism for consent.
16. This phased implementation approach allows the CoA to iterate on the model while building organisational capability and trust.

17. The initial stages focus on embedding FPIC principles into relevant CoA policies and procedures including establishing foundational governance structures, building employee capacity through training, and piloting processes.
18. Alongside this work, the CoA aims to engage with KYAC to co-develop objectives, principles, and guidelines for meaningful and culturally respectful engagement with Aboriginal communities.

ATTACHMENTS

Attachment A – Final report - Integrating Free, Prior and Informed Consent into City of Adelaide processes, Example Strategy Template

- END OF REPORT -



Final report

Integrating Free, Prior and Informed Consent
into City of Adelaide processes

August 2025



Acknowledgement of Country

We acknowledge that the City of Adelaide is located on the the traditional lands for the Kurna people and that we respect their spiritual relationship with their country.

We also acknowledge the Kurna people as the custodians of the Adelaide region and that their cultural and heritage beliefs are still as important to the living Kurna people today.



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Please note that in this document, the term Aboriginal, refers to all people who identify as Aboriginal, Torres Strait Islander or both Aboriginal and Torres Strait Islander. This term is used as the First Nations peoples of South Australia are predominantly Aboriginal peoples and it is their preferred term. We acknowledge and respect that it is preferable to identify Aboriginal peoples, where possible, by their specific language group or nation.

Disclaimer

This report is not intended to be read or used by anyone other than City of Adelaide.

We prepared this report solely for City of Adelaide's use and benefit in accordance with the Request for Proposal, the response and subsequent purchase order signed by the City of Adelaide on 10 April 2025. In doing so, we acted exclusively for City of Adelaide and considered no-one else's interests.

We accept no responsibility, duty or liability:

- to anyone other than City of Adelaide in connection with this report
- to City of Adelaide for the consequences of using or relying on it for a purpose other than that referred to above.

We make no representation concerning the appropriateness of this report for anyone other than City of Adelaide. If anyone other than City of Adelaide chooses to use or rely on it, they do so at their own risk.

This disclaimer applies:

- to the maximum extent permitted by law and, without limitation, to liability arising in negligence or under statute; and
- even if we consent to anyone other than City of Adelaide receiving or using this report.

1. Introduction

1.1. Project overview

The City of Adelaide (CoA) engaged Yamagigu Consulting (*yamagigu*) to support it in the development of a framework to guide engagement (the Framework) with Aboriginal communities and key partners, and to produce a recommendations report which:

- Documents CoA current processes and engagement mechanisms
- Outlines how the CoA can build and maintain meaningful relationships with Aboriginal communities with a particular focus on streamlining engagement with:
 - Kurna Yerta Aboriginal Corporation (KYAC)
 - City of Adelaide Reconciliation Committee (Reconciliation Committee)
- Sets out the key elements of an Aboriginal engagement framework
- Identifies core Free, Prior and Informed Consent (FPIC) principles as a key element of engagement
- Outlines an overarching FPIC policy framework which:
 - Categorises the types of policies most impacted by FPIC principles, and a clear process to guide when, and how, FPIC is applied
 - Provides clear definitions of standards of evidence for “Consent”
- Considers resourcing and capacity building requirements
- Includes a high-level action plan.

1.2. Project scope

yamagigu and CoA have agreed the scope of the project to include delivery of the following:

- Project plan
- Desktop review and analysis
- Process Review
- Consultation summary (Attachment 1)
- Engagement framework
- Recommendations Report (this Report)

To support clarity, the following particular areas of scope were agreed:

- Process Review: This was intended as a desktop analysis of CoA structure, functions and policies to support the categorisation of the types of policies most impacted by FPIC principles and a clear process to guide when and how FPIC is applied.
- Aboriginal engagement framework: The intent of the Framework is the development of a high-level guide to engagement and to streamline current engagement mechanisms, particularly with KYAC and the Reconciliation Committee

An interim report was provided on 20 July 2025.

1.3. Final report

This final recommendations' report includes:

- A summary of recommendations
- An overview of current processes and engagement mechanisms
- Opportunities to build relationships
- A framework for Aboriginal engagement
- Integrating FPIC into engagement
- An FPIC policy framework, including a proposal for a tailored consent model
- An outline of resourcing and capacity building
- Overview of risks and risk mitigation
- High level action plan (implementation)

In addition, the report includes an overview of risks and risk mitigation.

2. Summary of recommendations

Recommendation 1: Continue to prioritise and invest in the building and strengthening of the relationship with KYAC, ensuring expertise is appropriately valued and ways of working together are established formally.

Recommendation 2: Embed three core pathways within the Aboriginal engagement framework, clearly defining the function of each:

- General Aboriginal Community Engagement
- City of Adelaide Reconciliation Committee
- KYAC.

Recommendation 3: Embed a tiered Aboriginal engagement framework incorporating the three identified pathways, underpinned by shared principles, including those articulated through the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP).

Recommendation 4: Consider the opportunity of aligning the engagement framework to the IAP2 Engagement Spectrum, with appropriate permissions, and in any event align engagement practice with the CoA general community engagement framework.

Recommendation 5: Work closely with KYAC to test and agree the proposed FPIC policy approach and framework, including the appetite for the protocol-based consent model.

Recommendation 6: Work with KYAC to identify opportunities to secure additional resources to support participation in engagements, including the potential for a joint resourcing model with other governments.

Recommendation 7: Acknowledging the evidence of good engagement practice, support the broader CoA workforce to further build capabilities through a strong authorising environment, clear guidance, and alignment with existing workflows wherever possible.

Recommendation 8: To support successful integration of FPIC principles for both KYAC and CoA, consider the adoption of a staged approach to design and implementation.

3. Current processes & engagement mechanisms

The CoA has demonstrated a strong commitment to good engagement practice. Currently rather than a single framework there are a range of CoA engagement processes and mechanisms in place. This approach is reflective of the breadth and complexity of the work it undertakes, and the responsibilities it has for both legislated and non-legislated engagement.

Engagement processes are chiefly led through two teams:

- Community Engagement Team, Governance and Strategy is responsible for legislated engagement under *Local Government Act 1999 (SA)* (the Act), and related tools and policy.
- Reconciliation Team, Park Lands, Policy and Sustainability is responsible to deliver reconciliation initiatives and maintain meaningful relationships with Kurna people and other Aboriginal people.

In relation to general community engagement:

- The *Local Government Act 1999 (SA)* (the LGA Act) sets the minimum standards for engagement and public consultation for all South Australian Local Governments, and prescribes the requirement for consultation across provisions. The LGA Act also prescribes a requirement for a public consultation policy which outlines the consultation steps for each legislated requirement.
- The minimum standards outlined in the Act are anticipated to be replaced by a LGA Community Engagement Charter. Consultation on the draft charter closed in June 2025. The draft Charter includes principles and set out categories of decision (Significant – annual business plan and rating policy; Significant; Standard; Local; Inform) which then guide the mandatory engagement requirements. Relevantly, the draft Charter makes no specific reference to requirements for engagement with Aboriginal people.
- The CoA is responsible for other legislated requirements for consultation and engagement directly under the *City of Adelaide Act 1998* and *Adelaide Park Lands Act 2005*. Non legislated requirements or commitments to certain standards are set out in a range of instruments across the CoA policy and governance framework.

In relation to Aboriginal community engagement:

- The Draft Stretch Reconciliation Action Plan 2024-2027 provides governance over reconciliation initiatives, and includes specific actions to develop guiding principles for engagement including with Kurna, KYAC, Aboriginal stakeholders and organisations. While not an engagement framework, it provides the commitment to engage, consult and generally build relationships with key Aboriginal partners.
- There are additional non-legislated requirements to consult and engage with Aboriginal people and Kurna peoples set out in a range of instruments. For example, the CoA's City Plan 2036 includes a discrete chapter 'Caring for Country'

which outlines the commitment to meaningful engagement with Kaurna through the International Association of Public Participation (IAP2) framework for engagement.

- Other requirements are included within the Terms of Reference of certain CoA committees, for example the Kadaltilla/Adelaide Parklands Authority, or triggered in the delivery of CoA functions, for example Aboriginal heritage legislation.

Table 1 Legislative and strategic instruments

	Legislative	Strategic, policy & planning
City of Adelaide	<ul style="list-style-type: none"> • <i>Local Government Act 1999</i> • <i>City of Adelaide Act 1998</i> • <i>Adelaide Park Lands Act 2005</i> 	<ul style="list-style-type: none"> • <i>Draft Stretch Reconciliation Action Plan 2024-2027</i> which articulates the commitment to establish and maintain relationships with Aboriginal stakeholders and organisations, alongside a range of other actions. • <i>City of Adelaide Strategic Plan 2024 – 2028</i> which includes five key aspirations, and specifically seeks “an inclusive, equitable and welcoming community where people feel a sense of belonging”. • <i>The City Plan 2036</i> embeds a commitment to “meaningful integration of Kaurna voices and perspectives into planning and a collective vision, aspirations and co-authored roadmap”. It adopts the International Association of Public Participation to guide KYAC engagement. • <i>Adelaide Park Lands Management Strategy 2015-2025</i> • <i>Kadaltilla Strategy 2023 – 2028</i> which includes Strategy 1.1 - Seek Kaurna cultural authority in everything we do. • <i>Heritage Strategy 2021-2036</i> • <i>Economic Development Strategy 2024-2028</i> • <i>Integrated Transport Strategy (status TBC)</i>
SA Government	<ul style="list-style-type: none"> • <i>Native Title (South Australia) Act 1994</i> • <i>Aboriginal Heritage Act 1988</i> • <i>Planning, Development and Infrastructure Act 2016</i> • <i>First Nations Voice Act 2023</i> 	<ul style="list-style-type: none"> • <i>Draft Local Government Community Engagement Charter</i> (currently out for consultation) and sets principles for engagement and minimum actions for councils. • State Planning Policies • The Greater Adelaide Regional Plan
Australian Government	<ul style="list-style-type: none"> • <i>Native Title Act 1993</i> 	<ul style="list-style-type: none"> • National Agreement on Closing the Gap: Priority Reforms 1 & 3

3.1. Aboriginal engagement partners

The CoA engages two key stakeholders on matters which impact Aboriginal people:

- KYAC - representative of Kurna Traditional Owners (TOs)
- Reconciliation Committee - Aboriginal & non-Aboriginal members; external membership)

3.1.1. KYAC

On 21 March 2018, Kurna were recognised as Native Title holders for lands around Adelaide. The decision was recognised as the first positive determination of native title over a capital city area since the commencement of the NT Act 1993.

Kurna TOs are represented by KYAC as the Registered Native Title Body Corporate (RTNBC). KYAC registered on 26 November 2018. KYAC operates pursuant to The Rule Book of KYAC RTNBC registered on 16 August 2019.

The CoA is explicit in its recognition of Kurna as the TOs of the land upon which it is located, and engages KYAC in this context. The current KYAC board is comprised of volunteers with elections held annually. As at the date of this report the KYAC Chair and Vice Chair report that it does not have a permanent office or support staff.

Kurna land spans multiple local government areas. KYAC engages regularly with state government departments, statutory bodies, and other entities. KYAC are frequently required to respond to overlapping requests for engagement, consultation, and participation—often without adequate resourcing or coordination. The cumulative burden can hinder meaningful input and increase the risk of consultation fatigue.

3.1.2. Reconciliation Committee

The Reconciliation Committee was formed pursuant to Section 41 of the *Local Government Act 1999* (SA) and works to advance reconciliation in the city and seek broad Aboriginal participation in activities and events of the City of Adelaide. The Reconciliation Committee operate in accordance with the provisions of the Act and Parts 1, 3 and 4 in the Local Government (Procedures at Meetings) Regulations 2013 (SA).

The Reconciliation Committee serves as an advisory and oversight body that supports the promotion of reconciliation. Its stated responsibilities include designing and overseeing the implementation of the Stretch RAP, contributing to policy formulation, and offering strategic advice to the Council on matters that may affect Aboriginal and Torres Strait Islander communities.

It currently includes a mixed membership of CoA and external representatives, each appointed for a four-year term. The membership includes three Aboriginal community representatives and a KYAC representative.

Figure 1 Kurna Peoples Determination Area



Table 2 Primary Aboriginal engagement partners: snapshot

Partner	Function	TOR	Status	Membership	Meeting	Sitting Fees
KYAC	Advisory - cultural authority	No	RNTBC	KYAC Board of Directors Traditional Owners Annual elections	Bi-monthly with CoA plus Pipeline Chair also sits on Reconciliation Committee & Kadalilla	Hourly rate for meeting attendance (preparation time excluded)
Reconciliation Committee	Advisory – reconciliation including Aboriginal community representatives	TOR	Council Committee	Lord Mayor 3 x Council Members 3 x strategic agency representatives 3 x Aboriginal community representatives 1 x KYAC Four-year appointments	Quarterly	As per remuneration schedule 2022-26 \$550 per 2.5 hour meeting to include reading and preparation time, plus \$50 participation costs (e.g. transport)

4. Building and strengthening relationships

The CoA is a respected leader in driving reconciliation efforts. Beginning its journey in 1997 with the adoption of its first Reconciliation Action Plan (RAP) the CoA has since made significant progress through its RAP to support meaningful engagement with Aboriginal communities including Kurna through KYAC. The Reconciliation team has made a significant contribution to building a strong relationship with and to supporting the Reconciliation Committee and CoA engagement with KYAC. Acknowledging this, there remain opportunities to build and strengthen relationships with Aboriginal partners.

The current landscape:



The Kurna people are recognised as Traditional Owners the land on which Adelaide is located, and their cultural authority is respected.



The City of Adelaide increasingly engage Aboriginal partners — processes vary widely and may benefit from a streamlined approach.



At times, engagement processes can be reactive, short term or project specific.



Engagement with Aboriginal partners is not consistently delivered or understood.



There is growing recognition that clearer engagement processes are needed to reduce TOs burden and support the CoA workforce.

In 2024, the CoA articulated its vision for a new approach to engagement with Aboriginal people in its *Draft Stretch Reconciliation Action Plan 2024-2027* as follows:

- Action 1: Establish and maintain mutually beneficial relationships with Aboriginal stakeholders and organisations.
 - 1.1 Meet with local Aboriginal stakeholders and organisations to continuously improve guiding principles of engagement
 - 1.2/1.5 Review, update and implement an engagement plan to work with Aboriginal stakeholders.
- Action 5: Create engagement protocols that enable the representation and partnership of the Kurna People.
 - 5.3 Work with KYAC on a Kurna Yerta Aboriginal Engagement Protocol detailing preferred methods for collaborating with City of Adelaide.

These commitments provide a strong authorising environment and signal of the importance to CoA of investing in relationships with Aboriginal community partners. This project highlighted a number of opportunities to progress these commitments:

- There is currently a high level of reliance on the CoA Reconciliation team for engagement with Aboriginal communities. While a centralised function with appropriate expertise is important, efforts are also required to support the ongoing commitment, capabilities and confidence of the broader organisation to understand when and how to engage.
- There is an opportunity to clarify roles and functions. Engagement needs to be based on a clear understanding of the different forms of cultural expertise and authority. The importance of embedding a rights-based approach to respectful Aboriginal engagement cannot be understated.
- It is important that Aboriginal expertise and cultural authority is valued. KYAC is called upon by multiple government and private stakeholders to consult or provide input into major project and policy development on Kurna lands.
- The capacity of KYAC to meaningfully engage is constrained by its inability to secure ongoing resourcing to support that engagement – be it board member time, coordination, technical skills or provision of advice.
- There is no current agreement or Terms of Reference in place with KYAC, and there does not appear to be a sitting fee schedule in place, or at the level, of other equivalent groups.
- The CoA workforce identified the importance of simple tools and training to support them, alongside a strong authorising environment to allow for a process of engagement as may be required, particularly in the context of competing priorities, stakeholders, complexity of major projects and budgetary constraints.
- There is an opportunity to build a better understanding of when and why CoA might engage with KYAC, the Reconciliation Committee and/or the Aboriginal community.
- A strong relationship is based on trust, transparency and shared understandings. This requires investment in a genuine process of engagement and collaboration with KYAC in the design and implementation of new initiatives and approaches.
- Relationships will be supported by a more consistent and streamlined approach. This reduces consultation burden and is more likely to deliver better engagement outcomes for both the CoA and partners.

5. Integrating FPIC principles into engagement

The CoA has signalled its intent through this Project to consider the integration of FPIC into its engagement approach with Aboriginal people.

FPIC is a principle, process and an outcome which is articulated in UNDRIP. FPIC is the collective right of Indigenous peoples to give, or withhold, their consent at key decision-making points during a proposed activity which significantly impacts a recognised right of Traditional Owners.

Table 3 Understanding FPIC

	Principles	What does it mean?
F	Free Independent process of decision-making.	Consent is given voluntarily, without coercion.
P	Prior Right to undertake own decision-making process for any project of concern before its implementation.	Consent is sought before the project begins.
I	Informed Right to be provided and to have sufficient information on matters to make informed decision-making.	All relevant information is provided in a comprehensible manner.
C	Consent Collective and independent decision of affected communities after undergoing their own process of decision-making, undertaken with full and equitable participation and in good faith.	A collective decision made by the rights holders and reached through a customary decision-making process of the communities.

The UNDRIP states that FPIC is required for any decision that impacts Aboriginal peoples' rights, survival, dignity, and well-being. This includes decisions related to their lands, territories, and resources, as well as legislative or administrative measures. In 2009, Australia endorsed the UNDRIP, however there is no legal mandate for Australia to integrate the declaration into law.

UNDRIP states that FPIC must be obtained via good faith consultation and cooperation with Aboriginal people *"prior to the approval of any project affecting their lands or territories and other resources, particularly in connection with the development, utilisation or exploitation of mineral, water or other resources."* (Article 32).

The UNDRIP also requires FPIC in a range of other circumstances, including:

- When relocating Indigenous Peoples from their land (articles 10 and 28).
- When cultural, intellectual, religious and spiritual property is impacted (article 11).
- When adopting and implementing legislative or administrative measures that may affect Indigenous peoples (article 19).
- In relation to the storage or disposal of hazardous materials on customary lands or territories (article 29).

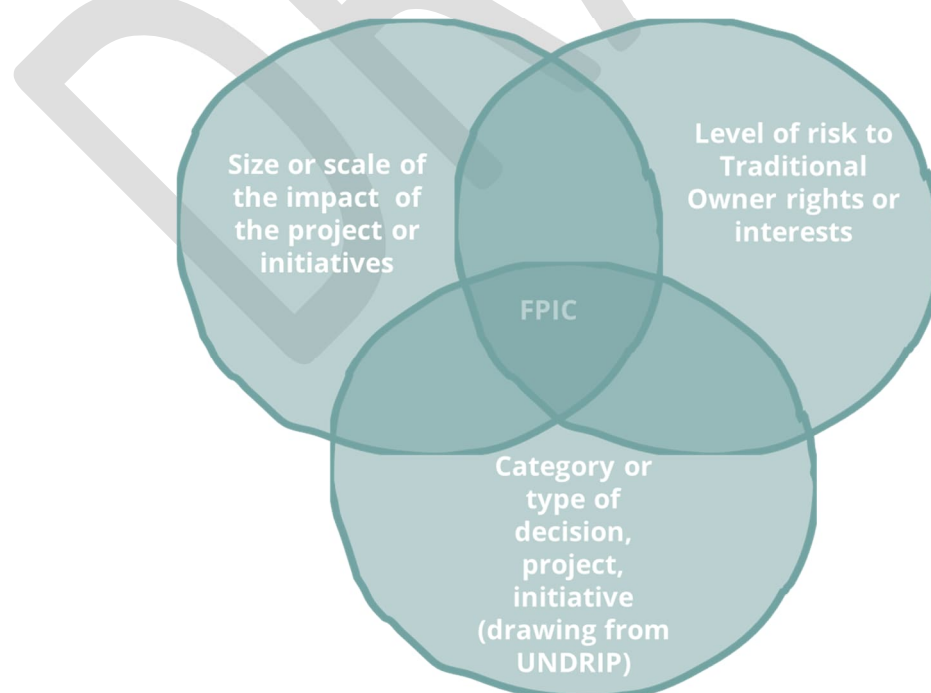
5.1. FPIC in practice

The majority of examples where formal FPIC has been integrated are located either at a nation-state level, across major corporations or industries (e.g. mining industry), or at a discrete project level. There is limited evidence of full integration of formal FPIC in a Local Government context in Australia.

In the context of organisations, non-Aboriginal partners and TOs will often work together to agree a decision-making matrix which determines if a full FPIC process is required at a project, or activity level. At a high level, this might include an assessment of the following types of considerations:

1. Whether there is an impact on recognised TOs rights and interests as articulated in the UNDRIP.
2. The size or scale of the matter, and whether it is a new or different impact.
3. The level of risk to Traditional Owner rights or interests.

Figure 2 FPIC screening



5.2. FPIC in the context of the CoA functions

If the CoA were to integrate formal FPIC as part of the broader engagement approach, the specific requirement for FPIC would ordinarily only be triggered by decisions or actions that carry a significant and new risk to - or impact upon –the rights and interests of the TOs group.

In relation to CoA functions, it would be anticipated this would include:

- Significant disturbances to land or water ways including capital works projects involving land use changes, excavation, or construction in areas of cultural significance.
- Strategic land use planning or rezoning decisions with heritage protection and overlays.

It may extend to other areas of CoA work if the level of risk to a recognised TOs interest is established. Optimally, the types of CoA initiatives that would trigger FPIC would be agreed in consultation with KYAC, with reference to international FPIC standards and tailored to organisational context.

5.3. FPIC consent requirements

Consent is an integral element of FPIC. In the context of FPIC, consent should be understood as a living and evolving expression of relationship, rather than merely a static agreement. It reflects an ongoing process of dialogue, trust-building and mutual respect with the TOs group.

In practice, there are examples of three approaches to obtaining consent within an FPIC framework – point in time consent, consent as a process, or a combination of both. The latter involves initially seeking formal agreement to a project, with ongoing consent achieved through delivery within the scope agreed and an ongoing process of engagement as agreed. These approaches are summarised in Table 4, below.

The consent approach chosen will depend on any legislative requirements, organisational context and optimally, individually TOs preference. This choice is arguably more straightforward if there is an explicit legislative framework embedding FPIC, or where an organisation has a relatively unfettered 'jurisdiction' (be it as a nation state or major corporation).

It is critical for an organisation contemplating the integration of formal FPIC into their engagement practice, to understand that within FPIC consent can be withdrawn by a TOs at any stage of a project life cycle. This right to withdraw consent ensures communities have a mechanism to protect TOs interests when the project is not proceeding as planned. While there are mechanisms available to mitigate this risk, it is important to understand none can assure absolute certainty.

Table 4 Approaches to consent

Approach	Nature	In practice	Benefits	Challenges
Point-in-Time Consent	Treated as a single authorisation given at a fixed moment—typically following early engagement and before the project proceeds to delivery	Formal sign off by TOs via letter or agreement (such as Indigenous Land Use Agreement – ILUA)	Provides clarity for project planning and authorisation. Easier to document and formalise. Suits lower-risk, well-defined impacts. Strict compliance with UNDRIP standards.	May not accommodate changes or evolving impacts. Can undermine relationships if assumptions shift after consent is granted. Risks being perceived as transactional rather than relational.
Consent as a Process	This model embeds consent into the entire lifecycle of a project through a project-specific FPIC strategy. It might include early agreement on engagement principles, decision-making triggers, and roles across key LGA project milestones.	Project specific FPIC strategy which outlines engagement at key FPIC milestones aligned to organisational project management framework.	Can align better with TOs governance, decision-making structures and expectations. Builds trust and transparency. Creates shared accountability and adaptive flexibility.	More complex and resource intensive upfront Requires early coordination and internal consistency. Can increase resource and time requirements. Relies on clear protocols and capacity support. Optimally relies on an existing authorising environment or agreement (e.g. ILUA)

6. Framework elements

There are three broad areas for decision that will inform the CoA approach to an engagement framework integrating FPIC:

- Foundational Principles and Functional Design Elements – the core architecture of the framework.
- Strategic and Operational Alignment – where the model is embedded across governance and business functions.
- Enablers for Success – the critical factors that will support sustainable implementation and trust-based relationships.

The related key decision points and the recommended approaches are summarised in detail in Attachment 2: Key Decision Points.

A framework based on the recommendation approaches is outlined below for testing and endorsement internally and optimally with Aboriginal partners.

It includes:

- Foundational principles
- Engagement pathways
- Referral into specific FPIC pathway (outlined in section 7)

The integration of FPIC into the model is designed to be pragmatic and scalable to support success, while aligning with national and international best practice.

Foundations: Principles for Engagement

All Aboriginal engagement should be grounded in a shared set of principles that reflect the City of Adelaide and Aboriginal values and commitments. These principles need to underpin all engagement, support embedding an organisational engagement culture and set the standard for organisational practice. At a base level, Aboriginal engagement should be underpinned by principles derived from the UNDRIP and recognise the right to participate in decisions that affect one's rights, culture, and Country.

Proposed principles drawn from early consultation and existing strategic documents include:

- Recognition of rights and custodianship of Country
- Commitment to respectful and reciprocal relationships
- Transparency, rigour, and accountability
- Early engagement and shared understanding
- Truth telling
- Alignment with self-determination and UNDRIP principles
- Valuing cultural expertise and authority

Engagement Pathways

The CoA Aboriginal engagement approach should explicitly articulate three engagement pathways on matters assessed as having an impact on Aboriginal people. These are not necessarily mutually exclusive, with each requiring engagement for specific matters.

Table 5 Engagement Pathways

Pathway	Purpose	Mechanism
General Aboriginal Community Engagement	For projects assessed as having an impact or intersect with the broader Aboriginal community (i.e. of broad Aboriginal community interest). Engagement to proceed as would ordinarily be required, or expected, under existing CoA community engagement guidelines.	<ul style="list-style-type: none"> • CoA general engagement • LGA Community Engagement Charter
Reconciliation Committee	For projects which are broadly in scope of the CoA reconciliation agenda, including oversight of RAP initiatives, and fall within the Reconciliation Committee specific TOR. Engagement is for the specific purpose of specialist advice, including general cultural advice and governance via the three Aboriginal community representatives.	<ul style="list-style-type: none"> • Reconciliation Committee
Traditional Owner Engagement	For projects as may be agreed, including where significant impacts and/or risks to recognised TOs rights are identified (i.e. anticipated to be chiefly significant and substantively new impacts to land and/or waterways). This rights-based engagement pathway is determined by the level of risk, with project specific FPIC processes triggered where agreed threshold is met (refer section 7, below).	<ul style="list-style-type: none"> • Protocol-based engagement • FPIC process

Tiered engagement levels

Pathways should be supported by a transparent and documented rationale.

The IAP2 spectrum which has already been integrated in the City Plan 2036 is proposed as a useful framework, readily aligned to existing CoA and LGA models, and recognised best practice. The IAP2 spectrum was developed by the International Association for Public Participation – IAP2 International. While use or reproduction of the spectrum requires specific permissions, the spectrum includes a continuum of engagement based on the impact of a decision. The IAP2 model has been adapted for use as a framework for Aboriginal engagement (refer Table 6). In this example, “self-determination” is adopted as requiring the highest level of engagement which is, in effect, the delegation of decision-making to TOs.

Importantly, while delegation and consent are not the same, the IAP2 framework is a useful example of an approach which can be tailored to incorporate FPIC (with appropriate permissions). An IAP2 Engagement Spectrum First Nations Adaptation was developed by Central Queensland University in 2022, illustrating how the model can be tailored.

Table 6 IAP2 Engagement Spectrum First Nations Adaptation, Daniels, C, Stewart, M, & Miller, A 2021, First Nations Community Engagement: Industry Guide Phase I. (2022). Central Queensland

Level of engagement	Inform	Consult	Involving	Partnerships	Self-determination
Engagement Goal	To provide community with information that helps to understand the problem, alternatives, opportunities and/or solutions and the impact.	Community feedback on the issue, analysis or decision. Communities know what they need and what will work. Assists with making informed decisions. Active listening required.	Involving the community early in the process to ensure community views are understood and considered. Build trust early through ongoing community connection (e.g through an advisory committee).	Partnering with the community in decision-making and co-creating for solutions. Drawing on community knowledge and expertise, sharing tools and knowledge to deliver outcomes.	Place decision-making with the community. Community drives the decisions and the outcomes. Supports self-sufficient and sustainable communities. Transfer of resources and power to communities.
Engagement Commitment	To keep the community informed.	To keep community informed, listen to and acknowledge issues, provide feedback as to how input affected the decision.	To ensure concerns and aspirations are directly reflected in the alternatives developed and to provide feedback as to how input affected the decision.	To seek advice and innovation from the community to formulate solutions and incorporate the advice into alternatives to the maximum extent possible.	To implement what the community decides.

7. Integrating an FPIC pathway

To support the integration of an FPIC pathway, a protocol-based consent model has been developed for consideration and to form the basis of discussions with Aboriginal partners. It is proposed as offering a workable and pragmatic approach in the absence of a clear legislative FPIC framework or existing formal agreement.

Key elements of the model are:

- An agreed protocol with KYAC for engagement and consent, outlining parameters for routine engagement, standing consent, project notification requirements (e.g. standing agenda) and formal FPIC processes
- A preliminary screening tool for project leads, to determine (example criteria):
 - Is there an impact to UNDRIP recognised TO rights i.e. land, waterways, heritage places, or landscapes?
 - Will the impact be substantial significant or serious?
 - Will the impact be new or substantially different to an existing impact?
- If yes to all three, referral to full FPIC screening i.e. assessment whether the impact or risk to TOs rights across recognised categories meets an agreed threshold.
- Referral to a project-level FPIC strategy where indicated.

The goal is to create a clear process with integrated trigger points. An example process map is included over page in Figure 3.

Once negotiated, the protocol can be applied across multiple projects, streamlining engagement, in a way that meets both KYAC and CoA expectations and readiness. The protocol also provides for periodic review, allowing adjustments to reflect changing priorities, capabilities and evolving relationships.

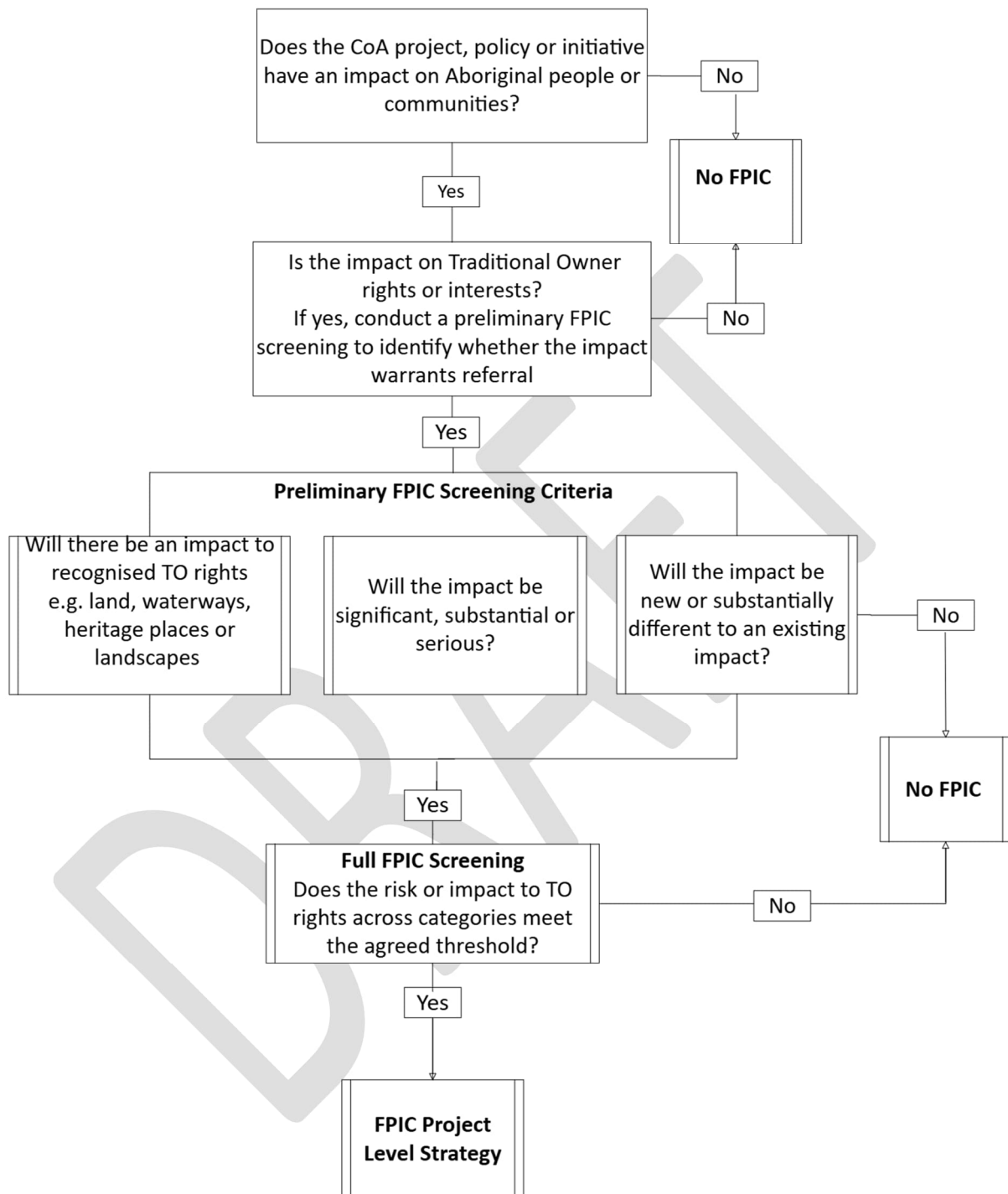
The model enables standing consent in defined low-risk or pre agreed areas (e.g. arts projects following agreed protocol). It could also provide a mechanism through which a staged implementation of FPIC (by pilot, project or function) could be agreed in a manner consistent with FPIC principles.

Screening tools support internal teams to assess risk and impact. If engagement is warranted, a protocol-based process guides the application of FPIC, including how consent is defined (i.e., as a formal, point-in-time agreement; an outcome of ongoing dialogue; or a combination).

It is important to note that the requirement for FPIC is a specific process in recognition of particular TOs rights. An FPIC process does not negate the requirement for general Aboriginal community engagement or engagement with the Reconciliation Committee where a project is assessed as having broader impacts.

A full description of the model is included as Attachment 3.

Figure 3: Example FPIC pathway



Project-level FPIC strategy (if triggered)

Where a full FPIC process is indicated, a project-specific FPIC strategy is designed. Engagement under the strategy can be co-designed with TOs group, or unilaterally by the CoA in accordance with the agreed protocol. The FPIC strategy maps engagement at key milestones from early planning through to implementation and review. This approach supports informed decision-making, transparency, and ongoing relationship building throughout the project lifecycle.

As far as possible, both the pathway and FPIC strategy process should be structured to follow the CoA Project Management Framework, ensuring engagement is embedded in standard workflows rather than operating as an add-on.

A project level FPIC strategy will:

- Describe the project and its potential impact
- Outline the point in time relationship health with KYAC including existing engagement cadence
- Identify any intersecting requirements, including legislative requirements for consultation and engagement (e.g. Heritage) to support alignment
- Align engagement with CoA project phases and identify critical stage gates within an FPIC schedule or milestone engagement plan
- Define consent pathway as per protocol guidance
- Log activity, evidence base and outcomes.

Depending on the terms of the protocol, it is a decision for CoA as to how it develops and delivers the strategy:

1. In consultation with KYAC on a project-by-project basis, and/or
2. Internally in accordance with the cadences and standards set out in the protocol. In addition to meeting agreed engagement expectations, this might include early notification of relevant projects via standing agenda as agreed.

A sample FPIC strategy template is attached as Appendix 1.

8. Risks and mitigation

As with any significant change, integrating FPIC and a framework for engagement carries potential risks — for both CoA and KYAC.

Table 7: Risk and mitigation strategies

Risk	Likelihood	Impact	Mitigation Strategy
Engagement fatigue/consultation burden	High	High	Tiered engagement approach with standing consent options. Options for additional resourcing support pursued.
KYAC organisational readiness	Medium	High	Engage KYAC in design and implementation, and support for participation. Consider endorsement of the protocol based model, and/or phased or pilot approach.
CoA organisational readiness	Medium	High	Clear communications, consistent narrative, strong governance, practical guidance, training. Integrated triggers, and simple preliminary screening assessment tools. Consider endorsement of the protocol based model, and/or phased or pilot approach.
Protocol being perceived as tick box, optional or lacking authority	Medium	High	Formal endorsement by Executive and clear governance structure for monitoring and oversight. Ongoing communications and education.
Disputes over what constitutes “significant impact”	Medium	High	Define thresholds and criteria collaboratively with KYAC and document within the protocol.
Withdrawal of consent	Low	High	Agreement on protocol, and adherence to engagement schedule. Transparency and clear parameters. Strong relationships and shared understanding.

Risk	Likelihood	Impact	Mitigation Strategy
Damaged relationship	Low	High	<p>Embed transparency, dispute resolution mechanism, and develop & maintain FPIC Register.</p> <p>Invest in relationship building and shared commitment to continuous improvement.</p>
Project delays due to engagement	Medium	Medium	Embed a simple and consistent internal screening tool to flag TOs engagement requirements early in project lifecycle.
Lack of internal resources to coordinate FPIC processes	Medium	Medium	Build internal capability and allocate a dedicated FPIC liaison within the engagement team.

9. Resourcing and capacity building

Effective implementation will require investment in internal and external capability building. Resourcing and capacity building is considered in the Attachment 2 - Key decision points, within the section 'enablers for success'.

Key points include:

- CoA organisational executives should be encouraged to work across their respective directorates to support the ongoing commitment, capabilities and confidence of the broader organisation to understand when and how to engage with Aboriginal partners.
- CoA of Adelaide workforce generally will require training, cultural competency, and use of screening tools, with a potential need for targeted support within the team leading delivery of engagement.
- All Aboriginal engagement processes should consider the meaningfully reimbursement of time for participants, and where relied upon, payment of appropriate fees for cultural advice in the same way other expertise and authority is valued.
- KYAC require resourcing to meaningfully participate, including support for governance, preparation time, and coordination.
- All partners need to be transparent about parameters and challenges as they may arise, and work together to build a culture of trust and continuous improvement.

10. Implementation

It is recommended that the framework and approach to FPIC is tested through a phased implementation process, which includes:

- Ongoing engagement & information sharing to build relationships and confidence
- Pilot test case to selected project(s) or functional areas (e.g. infrastructure)
- Formalisation of the protocol with KYAC as the enabling mechanism for consent.

This approach allows CoA to iterate the model while building organisational capability and trust.

Overview

Provide a minimum 12-month timeline to co-develop and embed a rights-based FPIC protocol with KYAC within broader CoA engagement framework.

Core Actions

The below is a high level 12-month action plan. The recommended starting point is to engage KYAC, with a view to explore and pilot a test FPIC case, alongside joint work to develop and endorse a protocol. The test case piloted should be low to medium impact, capable of illustrating approach and opportunities for refinement.

Table 8 High level action plan

0-3 months	3-6 months	6-12months
<ul style="list-style-type: none"> ○ Secure executive in principle support to proceed with model and approach ○ Confirm roles and responsibilities across CoA, including project governance ○ Share information with KYAC and Reconciliation Committee ○ KYAC to confirm interest in FPIC, approach and level of participation ○ Agree to a joint FPIC test case to pilot the model ○ Identify resourcing for KYAC participation for initial 12 months ○ Finalise core principles and engagement pathways ○ Establish governance to oversee implementation 	<ul style="list-style-type: none"> ○ Early internal communications and education ○ Share, develop and refine pathways, thresholds, grievance processes and tools (CoA & KYAC) ○ Review test case progress with KYAC ○ Use early lessons to support draft protocol and consider the option of a continued staged implementation being agreed via the protocol ○ Work with KYAC and other government partners to support development of business model to secure ongoing resourcing to support engagement in consultation ○ FPIC strategy pilot ongoing 	<ul style="list-style-type: none"> ○ Promote test case progress as proof-of-concept internally and externally ○ Build internal staff capability and confidence through education ○ Seek endorsement of final protocol from both parties ○ Operationalise FPIC protocol with commitment to review every two years (or other period a may be agreed) ○ Establish and maintain FPIC register to support transparency and accountability



Attachments

Attachment 1: Consultation summary

The consultation process undertaken by *yamagigu* for this project included discussions with internal stakeholders, committee representatives, and preliminary discussions with KYAC. The focus of consultation has been to introduce the objective of a framework for engagement, provide a background to the concept of FPIC and some key decision points to guide the development of a model for CoA.

Consultation has included:

- CoA workforce workshop sessions
- CoA workforce individual sessions
- CoA executive briefing
- External stakeholders:
 - KYAC Chair and Vice Chair
 - KYAC Board
 - Reconciliation Committee members (Aboriginal community representatives).

The key decision points, described below, were framed around core elements of an engagement framework which integrates FPIC. The extent to which these were explicitly articulated and explored was guided by the time available, existing familiarity with core concepts, current and future role of participants.

1. Principles of engagement
2. Engagement pathways, current practice and expectations
3. Thresholds for engagement including screening for FPIC
4. Approaches to consent
5. Locating an engagement framework strategically
6. Locating an engagement framework operationally
7. Embedding the policy (inc. potential activation points)
8. Approach to implementation
9. Supporting success

Discussions to date highlight a shared commitment to respectful and consistent engagement. The discussions also underline the important of investing time in both the development and implementation of a process, particularly in the context of:

- CoA workforce and KYAC level of familiarity and comfort with FPIC as a concept
- Resourcing pressures on engagement partners
- Breadth and complexity of CoA functions and responsibilities
- CoA having multiple stakeholders including external project partners
- Varying levels of organisational readiness within and across KYAC and the CoA.

Emerging themes by cohort

KYAC	<p>The Chair and Vice Chair indicated qualified support for the proposal, noting the critical importance of engaging the Board prior to any formal commitment.</p> <p>Board members indicated the need to understand more of the concept and the purpose of FPIC before being ready to discuss key elements. They also stressed the importance of the CoA continuing to build core engagement practices as part of this work.</p> <p>While reporting a good relationship currently, the capacity of KYAC to meaningfully engage is constrained by its inability to secure ongoing resourcing – from CoA or other governments.</p> <p>Success would be supported where there was effort to streamline engagement and formalise the ways of working together, noting there is currently no MOA or equivalent between CoA and KYAC.</p> <p>KYAC's early and meaningful engagement in both design & implementation will be critical to support success and ongoing positive relations with CoA.</p>
Workforce	<p>Overall, there is support in principle for the proposal, and recognition of the existing strategic alignment. Some were concerned about the practicality of FPIC.</p> <p>A significant number of participants noted a strong reliance on the Reconciliation Officer as the central point of coordination and facilitation for Aboriginal engagement.</p> <p>Many emphasised the importance of a clear authorising environment. Views varied about where the policy was located strategically and operationally.</p> <p>Most teams expressed a desire for clear and practical guidance alongside streamlined processes.</p> <p>There was some concern about the scale & quantum of matters likely to be require FPIC, and whether it might cause delays to major projects already operating within tight timeframes.</p> <p>There is value seen in a staged and/or sequenced implementation, particularly given the breadth and complexity of functions, responsibilities and stakeholder relationships.</p>
Reconciliation Committee	<p>Both members interviewed offered support in principle for the proposal, particularly as it related to creating clear pathways and functions.</p> <p>There was support for articulating the interface between the Committee and KYAC engagement, and how consultation could be streamlined further.</p> <p>There is acknowledgment of existing CoA efforts and the importance of consolidating these foundations even where FPIC is pursued.</p>

Attachment 2: Key decision points

There are three broad areas for decision that should inform the CoA approach to an engagement framework integrating FPIC:

1. Foundational Principles and Functional Design Elements – the core architecture of the framework.
2. Strategic and Operational Alignment – where the model is embedded across governance and business functions.
3. Enablers for Success – the critical factors that will support sustainable implementation and trust-based relationships.

The following tables provide an outline of considerations and recommended approaches.

1. Foundational Principles and Functional Design Elements

Decision point	Considerations	Recommended approach
Engagement Principles	Principles underpin trust, transparency and cultural safety. They also reflect shared values and support strategic alignment.	In the absence of an existing framework, develop principles that integrate IAP2, align with UNDRIP, relevant CoA strategic frameworks including the RAP. Seek co-endorsement by the Reconciliation Committee and KYAC
Engagement Pathways	Structured pathways will provide clarity to partners and the CoA, and streamline existing processes to reduce consultation burden.	Tiered engagement pathways with a clear and agreed scope of roles and functions for each partner.
FPIC Trigger	Best practice suggests ground in rights-based approach, with a specific focus on level of risk or impact to TOs rights Acknowledge that the lack of precedent in a local government context, and the absence of legislative framework or existing TOR, success and sustainability requires a tailored approach.	Align to international standards, with a focus on matters where there is a new and material impact to TOs rights (as per UNDRIP). Work with KYAC to tailor this to CoA context and KYAC preference and readiness.
Screening & Activation	A clear and easily understood process is required which embeds activation points across CoA initiatives, and accessible preliminary screening tool.	Consider the need to embed multiple triggers and activation points, accompanied by education which identifies not just the what and when, but the why.

Decision point	Considerations	Recommended approach
	A full FPIC assessment requires a more nuanced impact and risk assessment.	Adopt a two-phase approach to screening, a simply screening tool for project managers, and, a full impact/risk assessment aligned to UNDRIP where indicated. Align and integrate with existing engagement (including cultural heritage planning), PMO and risk approaches.
Consent process	Consent in this context is best understood as relational rather than transactional.	Consent achieved through a process of ongoing engagement, aligned to project milestones, and articulated in a project specific FPIC process or strategy document. The triggers, thresholds and processes to guide FPIC and achieve consent are agreed at a high level with the KYAC and documented (e.g. via formal terms of reference, protocol or memorandum).

2. Strategic and Operational Alignment

Decision point	Considerations	Recommended approach
Governance	A strong authorising environment and mandate is essential.	Embed FPIC governance under a senior executive sponsor, within the broader engagement, strategic policy or reconciliation governance framework.
Operational delivery	Responsibilities need to be clear and resourced.	Embed in a dedicated function or team to support screening, implementation, key partner relationships and delivery of FPIC engagement.
Strategic entry point	There is limited precedent for an LGA embedding FPIC. A staged roll-out allows for learning and relationship building.	Pilot FPIC via selection project(s) and/or phased implementation (subject-based or functional). Optimally agree initial focus area or pilot project with KYAC

3. Enablers for Success

Decision point	Considerations	Recommended approach
Relationships	A strong relationship based on trust, transparency and shared commitment is the fundamental enabler of success.	Continue to invest in a genuine process of engagement and collaboration with KYAC in the design and implementation. Agree a terms of reference.
Resourcing & capacity building	Organisational readiness, for both KYAC and CoA, requires time, education and resourcing.	Identify opportunities to support KYAC participation through one or more of – equivalent reimbursement of time (i.e. at a level consistent with CoA Committees), streamlining attendance requirements, provision of in-kind support (e.g. office space, corporate services), funding support for engagement and/or policy expertise. Work with other government and private sector partners who regularly seek to engage with KYAC to consider the opportunity of a shared resourcing model. Resource a dedicated Aboriginal engagement role to support education, engagement, relationship management, assessment and FPIC coordination where triggered. Invest in building the confidence and capability of the workforce to understand and apply the processes, through a combination of integrated tools and education.
Implementation approach	Need for agility, testing and iterative approach.	Use a protocol-based model for testing, implemented over a 12-month period. Identify and mitigate risks. Work with KYAC and other partners to build a culture of continuous improvement.

Attachment 3: Protocol based consent model

This section outlines a potential model for the integration of FPIC into CoA engagement processes. It has been developed in alignment with the UNDRIP framework, United Nations standards and the CoA RAP framework, and tailored to the specific context:

- Lack of legislative mandate or other formal obligation to trigger FPIC
- CoA broad, diverse responsibilities and readiness
- CoA positioning as first LGA to attempt FPIC integration
- Absence of formal TOR or other agreement between KYAC and CoA
- KYAC organisational readiness
- The need for sustainability in the context of existing burden, turnover and changing personnel (and politics)
- KYAC capacity to participate in design to date (in part availability and in part FPIC complexity)
- The importance of the model supporting the ongoing development of the relationship between CoA and KYAC as the critical foundation for success.

The proposed model recognises the unique positioning of CoA in seeking to integrate FPIC and proposes a protocol-based model for engaging with KYAC given the absence of formal legislative mandate or agreement with KYAC to trigger and oblige compliance with FPIC.

Protocol-Based Consent model as a practical approach to integrating FPIC within broader engagement processes

The proposed model achieves consent through a negotiated 'Engagement Protocol' or negotiated Memorandum of Agreement (Protocol) between the CoA and KYAC. In the absence of a legislative FPIC trigger or existing formal agreement with KYAC, a protocol-based approach enables CoA to uphold the intent of FPIC in line with international standards, while developing a workable approach in context.

At a high level, the protocol establishes the method for project notification, thresholds for escalating engagement, and identifies when FPIC is triggered. It relies on relationships, mutual goodwill and a structured engagement cadence. It establishes:

- A shared understanding of when and how the KYAC is engaged.
- A tiered approach to matters based on impact/risk, integrating the IAP2 spectrum and triggering an FPIC process only where agreed as appropriate.
- A regular engagement cadence for early notice of relevant upcoming projects.
- Consent delivered through adherence to an agreed process, including project-specific FPIC schedules for culturally significant projects.

This model seeks to acknowledge Kurna cultural rights, reduce engagement fatigue, and strengthen trust—while able to be implemented in the short to medium term. It is scalable, agile to changing partner conditions and preferences, and fundamentally relationship-driven.

Key Features (refer table over page)

- A standing agreement on how projects are presented to TOs (e.g., via standing agenda items).
- A tiered engagement structure using the IAP2 spectrum (Inform to Empower) as the underpinning engagement continuum.
- FPIC is embedded in the 'Empower' tier and is triggered by the project's potential impact.
- Project-level consent is delivered through adherence to a co-designed engagement schedule that maps to CoA established project planning and milestones (TBC).
- Resourcing overview – sitting fees, engagement participation etc
- Grievance & dispute resolution mechanism/pathway
- The protocol is subject to biennial review and reflects alignment with both internal and external project requirements.

Key strengths

- Scalable: Respects current readiness of KYAC and CoA with ability to scale over time the level of engagement or type/number of projects
- Respectful: Built around a relationship, not compliance.
- Practical: Aligns with internal CoA processes, reducing burden.
- Transparent: Protocol-based approach enables both sides to have clarity and shared expectations in ways that work for them.
- Reviewable: Protocol is not static; it can evolve with capacity, maturity of relationships, and TOs needs.

Integration of IAP2 with FPIC

The model adopts IAP2's five levels of engagement (Inform, Consult, Involve, Collaborate, Empower) as the underpinning engagement continuum. FPIC is embedded in the 'Empower' tier and is triggered by the project's potential impact.

FPIC integrity

FPIC	How It's Met in This Model
Free	Participation is voluntary, culturally safe, and not time-pressured.
Prior	KYAC is advised of relevant projects before decisions are made via regular updates and are provided early pipeline insight in accordance with the agreed protocol.
Informed	Sufficient detail is shared at the right time, in the agreed way, using accessible formats and aligned to KYAC needs/capacity (time & technical).
Consent	Achieved via adherence to agreed process, recorded through: <ul style="list-style-type: none"> • lack of objection for lower-tier matters, and • confirmation through engagement stages for FPIC matters (see below)

Engagement via Protocol-Based Consent model: Key components

Component	Description
1. Mutual Agreement on Engagement Protocol e.g. (MOA)	Collaboratively designed and agreed by the CoA and KYAC, reviewed every two years (or otherwise as agreed). Sets out the shared understanding of roles, values, engagement principles, areas of focus and consent process.
2. Tiered Matters Framework	Matters are grouped into levels (e.g. inform, consult, collaborate, FPIC-required) based on significance to cultural rights and impact. This aligns with the IAP2 spectrum, with FPIC added at the 'empower' stage for culturally significant matters. Sits within broad engagement framework
3. Internal Screening & Project Assessment	CoA implements internal tool to assess engagement requirements. Criteria can be designed with KYAC (aligned with recognised IAP2 and UNDRIP standards).
4. Standing Cadence of Engagement	A regular standing meeting, such as quarterly, with KYAC board (or a standing agenda item on an existing forum) where upcoming projects as agreed are previewed and KYACs can express interest or raise concerns.
5. Consent via Process Adherence	<p>Consent is achieved through the delivery of the agreed protocol and processes, and formalised project by project only when triggered:</p> <p>Tacit consent - For low-level matters: no objection following due notification</p> <p>Standing consent – pre agreed consent for certain classes of projects may be pre-approved subject to consent provisions being met, embedded in protocol (i.e. reviewed every two years). This reduces burden while preserving the right to be heard.</p> <p>FPIC: delivered through project-level FPIC strategy (below)</p>
6. Project-level FPIC Strategy	For FPIC-triggered projects, CoA prepares and implements FPIC strategy (internally or via co-design). Consent might be understood as an ongoing relational product, with clear points for formal KYAC feedback (or as explicit agreement - or lack of objection - at key project milestones/stage gates)
7. Review and Renewal Cycle	<p>Protocol reviewed biennially to improve function, update engagement triggers, and maintain trust.</p> <p>FPIC register maintained by CoA to track project engagement decisions involving KYAC and support accountability, transparency, and rigour.</p>



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[Project name]

City of Adelaide

Free, Prior and Informed Consent

[Date]

[Project Lead/Engagement Lead]

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1. Overview

Purpose: Provide a high-level summary of the project and how the FPIC process will be applied.

Example (River Torrens Development): The City of Adelaide is proposing a riverbank redevelopment project on the River Torrens. The project will include the permanent redirection of water flow to support flood mitigation, public space upgrades, and recreational facilities. This project triggers the FPIC process due to the recognised impacts on Kaurna.

2. Background

Purpose: Record the context for this project and the FPIC requirement.

Example: The River Torrens has significant cultural and spiritual importance for the TOs group. Previous works along the riverbank have highlighted the need for early and ongoing engagement. Under the agreed FPIC protocol, any project involving changes to water flow or riverbank structures has been identified as triggering a full FPIC process.

Abbreviations

Purpose: Common acronyms and abbreviations, include standard terms (as per below) and the project specific.

Abbreviation	Definition
CoA	City of Adelaide
TO	Traditional Owners
PBC	Prescribed Body Corporate
NT	Native Title
FPIC	Free, Prior and Informed Consent
KYAC	Kaurna Yerta Aboriginal Corporation
	[update as appropriate]

4. Project partners

Purpose: Optional section - provide a short overview of key partners. This would routinely include CoA and KYAC.

4.1 City of Adelaide

Adelaide is the capital of South Australia. The CoA is relatively uniquely positioned as an LGA within which a major Australian capital city is located. Adelaide is the business centre of the State of South Australia, the location of major health and education infrastructure, a focus point for recreation, sporting and tourism activities, and a transport hub and connector.

The 2024-2027 RAP reports that in August 2024 the CoA workforce consisted of 1034 employees, with nine individuals identifying as Aboriginal and/or Torres Strait Islander, making up 0.87% of the total workforce. The CoA has diverse responsibilities and functions:

- Legislatively, the CoA has multiple responsibilities (refer table above). The statutory framework articulates both CoA responsibilities and also prescribes certain levels of engagement. It also guides the CoA's delivery of policies, programs and services.
- Under the *City of Adelaide Act 1998 (SA)*, the City of Adelaide has particular responsibilities in overseeing the city centre and the Adelaide Park Lands for the benefit of all residents, workers, students, and visitors.
- Strategically, the CoA has a central strategic framework which incorporates its Strategic Plan, Long Term Financial Plan, Asset Management Plans and the City Plan. Alongside these are multiple policies and planning documents.
- Functionally, CoA operates across a wide range of areas -, including capitol works, arts, development, Park Land management.
- CoA is engaged in a number of strategic partnerships with external entities – including state government departments and other project partners.
- CoA has established a number of advisory committees under Section 41 of the *Local Government Act 1999 (SA)*.

The CoA is located on the Traditional Lands of the Kaurna people.

4.2 KYAC

On 21 March 2018, Kaurna were recognised as Native Title holders for lands around Adelaide. The decision was recognised as the first positive determination of native title over a capital city area since the commencement of the NT Act 1993.

Kaurna TOs are represented by KYAC as the Registered Native Title Body Corporate (RTNBC). KYAC registered on 26 November 2018. KYAC operates pursuant to The Rule Book of KYAC RNTBC registered on 16 August 2019.

The CoA is explicit in its recognition of Kaurna as the TOs of the land upon which it is located, and engages KYAC in this context. The current board is comprised of volunteers with elections held annually. As at the date of this report the KYAC Chair and Vice Chair report that it does not have a permanent office or support staff.

Kaurna land spans multiple local government areas. KYAC engages regularly with state government departments, statutory bodies, and other entities. KYAC are frequently required to respond to overlapping requests for engagement, consultation, and participation—often without adequate resourcing or coordination. The cumulative burden can hinder meaningful input and increase the risk of consultation fatigue.



Option: Develop LGA specific map and consider incorporating cultural heritage overlay.

4.3 KYAC Board/Key KYAC personnel

Name	KYAC Role	Term	Contact Details	Project Role (if known)
Mrs Chairs	Chair	To 02/26	xys@kyac.com	Nominated lead
Ms V Chair	Vice Chair	02/26	cbd@kyac.com	N/A
Mr Board	Board Member	02/26	dsf@kyac.com	Project contact
Mr Officer	Engagement Officer, KYAC	Ongoing	0456773421	Coordinator

4.4 Current KYAC priorities/aspirations

Purpose: To support alignment of KYAC priorities (e.g. as identified in the protocol) with project opportunities and proposed engagement schedule.

Example: The Board has identified interest in the following:

- Cultural tourism ventures
- Land and waterway co-management
- Governance support

4.5 Agreements with Kaurna

Purpose: Reference any formal or informal agreements between CoA and KYAC.

Example: As per table below

Area	Agreements in place	Year entered	Life of Agreement	Key elements
Kaurna Country	e.g. Consent Protocol	2025	Review date 2027	

4.6 Standing engagements

Purpose: Outline existing schedule of engagements with KYAC to support alignment and the assessment of relationship health

Example: As per table below

CoA Relationship Holder	Forum/Frequency	Engagement protocol
e.g. Team Leader, Reconciliation	e.g. Reconciliation Committee	Bi monthly

4.7 Relationship Health

Purpose: Capture the current state of the working relationship between KYAC/CoA – provide narrative and consider traffic light/tiered ranking. This is to support engagement planning.

Example: The CoA and KYAC have an established working relationship through quarterly meetings. Trust levels are moderate, with positive collaboration on smaller projects but some residual concerns from past developments affecting the river. A new Chair and Vice Chair were recently appointed.

5. Project Information

5.1 Project Scope

Purpose: Include high level project scope as identified project plan. Focus on information relevant to TOs impact and FPIC strategy e.g. detail project plan, current stage, project map including Kaurna cultural heritage/sites of interest as available, project timeframes, legislative overlay (e.g. Aboriginal Heritage Act)

Example: Scope includes riverbank stabilisation, water flow redirection infrastructure, construction of a public boardwalk, landscaping, and public amenities. Excludes upstream catchment management works and private riverfront land developments.

5.2 FPIC Screening: Outcomes

Purpose: The FPIC screening process supports the early-stage identification of whether a project or decision may significantly impact the rights or interests of Kaurna (as recognised under the UNDRIP) and whether a formal FPIC process should be triggered. This section documents the results of the preliminary and full screening.

Example: Internal FPIC screening determined the project triggers full FPIC due to the proposed permanent change to River Torrens water flow, potential cultural heritage impact, and visual amenity changes to the riverbank adjacent sights of known significance.

This project was subject to CoA internal FPIC screening. Outcomes are documented below.

Preliminary screening – **EXAMPLE SCREENING FOR TESTING ONLY**

This tool was completed by **[CoA project lead, area]**.

Screening Question	Yes / No
1. Is there an impact to recognised Traditional Owner rights e.g. land, waterways, heritage places, landscapes?	Yes
2. Will impact be significant, substantial or serious?	Yes
3. Will the impact be new or substantially different to an existing impact?	Yes

Full screening – **EXAMPLE MATRIX FOR TESTING ONLY**

This tool was completed by **[Aboriginal engagement lead]**.

Score is calculated by rating each criterion from 0 (none/low) to 3 (high/severe), then multiplied by weighting (optional – align City of Adelaide risk tools).

Categories	Description	Rating (0–3)	Weight (optional)	Score
A. Impact to land or waterway				
B. Impact on Cultural Heritage				
C. Impact on Self-determination				
D. Risk of Harm or Disruption				
E. Loss of access to culturally significant places				
F. Degree of Prior Engagement				
G. Standing Consent or Exclusion (e.g. covered by protocol)				

5.3 Risk management

Purpose: Identify and mitigate project risks to TOs recognised rights (under UNDRIP). Risks are drawn from those identified in the full screening tool.

Example: Internal FPIC screening determined the project triggers full FPIC due to the proposed permanent change to River Torrens water flow, potential cultural heritage impact, and visual amenity changes to the riverbank adjacent sights of known significance.

Identified Risk	Risk Mitigation	Timeframe	CoA Lead

5.4 Project opportunities

Purpose: Identify opportunities for KYAC and Kaurna arising from the project e.g. procurement, employment

Example: Opportunities for cultural tours, procurement of landscaping, and employment in construction and environmental monitoring.

Opportunity	Timeframe	CoA Lead

6. FPIC Strategy

6.1 Engagement plan

Purpose: Provide an overview of planned engagement, how FPIC recognised and delivered through the protocol and this plan.

Example: Engagement methods will take place across the life of the project, and include on-Country meetings, joint design workshops, and site inspections at each project milestone.

6.2 Practical application of FPIC within this Project

Purpose: Identify key internal and external stakeholders. These should include relevant project stakeholders and relevant engagement/FPIC stakeholders.

6.3 Key Stakeholders

Key stakeholders who will be involved with seeking and obtaining FPIC for the Project include:

Table 1 – CoA Stakeholders

Stakeholder	Role

Table 2 - External Stakeholders

Stakeholder	Role	CoA Relationship Owner

6.4 FPIC Engagement Schedule

Purpose: Identify and integrate critical engagement milestones into the CoA PMO framework (i.e. align to established phases, tasks and deliverables).

Example: See below. Note this is for illustrative purposes only and is not representative of a comprehensive FPIC engagement schedule.

Project Milestone	FPIC Engagement Activity	Mode	Kaurna Rep	Participation level	Responsible Party	Due Date
Initiate Phase - [timeline]						
Project brief preparation	Identify project on FPIC	Written notification	KYAC Board	Inform	Reconciliation officer	01/04/2025

	notification register					
Commit/Concept Phase – [timeline]						
Project brief	Workshop to finalise water flow design	Information pack & facilitated workshop	KYAC Board and nominated representatives	Empower	Project Lead	30/06/25
Design/Detail Phase – [timeline]						
Detailed design	Provide copies of detailed design	Table copies at regular CoA/KYAC	KYAC Board	Involve	Aboriginal engagement lead	15/05/2025
Close Phase [timeline]						
Lessons Learned/Close out	Review FPIC process & lessons learned	Discussion Outcomes recorded and agreed	KYAC Chair	Collaborate	LGA & TO	15/12/2025

Appendix - Engagement Log

Purpose: Ongoing log of what was shared, discussed, committed to, and the level of engagement, including provision of agreement/consent as might be identified for a particular project milestone/task. Draws from engagement schedule above. Can be accompanied by guidance which identifies the level of engagement and what meeting the standard of that level might look like – this could be agreed as part of the protocol in accordance with recognised standards.

Example: See below. Note this is for illustrative purposes only and is not representative of a comprehensive FPIC engagement log.

Project Milestone	FPIC Engagement Activity	Mode	Kaurna Rep	Participation level	Responsible Party	Date
Initiate Phase - [timeline]						
Project brief preparation	Identify project on FPIC notification register	Written notification – provided at the KYAC/CoA regular meeting of 1/6/25. Board provided short summary.	KYAC Board	Inform – KYAC Board noted the project brief. KYAC request short project update tabled annually. Discussion outcomes recorded in minutes.	Reconciliation officer	01/06/2025
Commit/Concept Phase – [timeline]						
Project brief	Workshop to finalise water flow design	Information pack & facilitated workshop	KYAC Board and nominated representatives	Empower – Information pack provided in advance to support attendance and internal to KYAC consultation to prepare. KYAC Board nominees attended 2 hour workshop hosted by PM. Minor amendments to water flow design	Project Lead	30/09/2025

Project Milestone	FPIC Engagement Activity	Mode	Kaurna Rep	Participation level	Responsible Party	Date
				discussed and agreed to progress. Record of agreement tabled at KYAC regular meeting for noting.		
Design/Detail Phase – [timeline]						
Detailed design	Provide copies of detailed design	Table copies at regular CoA/KYAC PM invited to attend and provide overview.	KYAC Board	Involve – KYAC Board provided short presentation. Q&A enabled. Feedback received, recorded and incorporated. Formal identification of opportunities arising.	Aboriginal engagement lead	15/05/2025
Close Phase [timeline]						
Lessons Learned/Close out	Review FPIC process & lessons learned	Discussion Outcomes recorded and agreed	KYAC Chair	Collaborate – KYAC Chair met with PM and Reconciliation Officer. Reviewed process and engagement mechanisms. Joint discussion of what worked & lessons learnt. Feedback summarised and circulated for ongoing continuous improvement.	LGA & TOs	15/12/2025

Project Milestone	FPIC Engagement Activity	Mode	Kaurna Rep	Participation level	Responsible Party	Date
				Recorded in FPIC register to support next protocol review.		

Wednesday, 3 December 2025
Reconciliation Committee

Review of Welcome to Country and Acknowledgement Protocols

Strategic Alignment - Our Community

Public

Program Contact:

Sarah Gilmour, Associate
Director, Park Lands, Policy &
Sustainability

Approving Officer:

Ilia Houridis, Director City
Shaping

EXECUTIVE SUMMARY

The purpose of this report is to present the City of Adelaide's updated *Acknowledgement and Welcome to Kurna Yarta Protocol* (the updated Protocol) (**Attachment A**).

The City of Adelaide has reviewed its *Welcome to Country and Acknowledgement of Country Protocol* (the current Protocol) ([Link 1](#)) to ensure it continues to reflect best practice, cultural integrity, and the aspirations of Kurna People as Traditional Custodians of Kurna Yarta.

Following a competitive procurement process, Aboriginal owned and managed business KSJ Consulting was engaged to assist the City of Adelaide in updating its Protocol. Their role included consultation with key stakeholders, including the City of Adelaide Reconciliation Committee and Directors of the Kurna Yarta Aboriginal Corporation (KYAC). The KSJ Consulting outcomes and key findings report is contained in **Attachment B** and informed the updated Protocol as per **Attachment A**.

This work aims to strengthen the City of Adelaide's commitment to reconciliation and its respectful engagement with Kurna People, embedding cultural protocols that are inclusive, appropriate, and reflective of contemporary expectations and practices.

The updated Protocol provides practical guidance for Administration, Council Members, the public and stakeholders on delivering Welcome to Country and Acknowledgement of Country with authenticity, consistency, and respect.

RECOMMENDATION

The following recommendation will be presented to Council on 9 December 2025 for consideration

THAT THE RECONCILIATION COMMITTEE RECOMMENDS TO COUNCIL

THAT COUNCIL

1. Approves the *Acknowledgement and Welcome to Kurna Yarta Protocol* as contained in **Attachment A** to Item 6.2 on the Agenda for the Reconciliation Committee held on 3 December 2025.
2. Notes the KSJ Consulting Report on the Acknowledgement and Welcome to Country Review Report as contained in **Attachment B** to Item 6.2 on the Agenda for the Reconciliation Committee held on 3 December 2025.
3. Authorises the Chief Executive Officer, or delegate, to make minor typographical, technical and other amendments to the document as contained in **Attachment A** to Item 6.2 on the Agenda for the Reconciliation Committee held on 3 December 2025.
4. Authorises the Chief Executive Officer, or delegate, to complete graphic design of the document as contained in **Attachment A** to Item 6.2 on the Agenda for the Reconciliation Committee held on 3 September 2025.

IMPLICATIONS AND FINANCIALS

City of Adelaide 2024-2028 Strategic Plan	Strategic Alignment – Our Community An inclusive, equitable and welcoming community where people feel a sense of belonging.
Policy	This report proposes to replace the current Protocol adopted by Council on 26 June 2012 (Link 1) with an updated Protocol. Stretch Reconciliation Action Plan 2024 – 2027 8.1 Increase employee understanding of the purpose and significance behind cultural protocols, including Acknowledgement of Country and Welcome to Country protocols. 8.2 Review and communicate a cultural protocol document (tailored for all local communities we operate in), including protocols for Welcome to Country and Acknowledgement of Country.
Consultation	Aboriginal Members of the Reconciliation Committee discussed the project at the meeting of Panpanpalya held on 5 February 2025. The Directors of the Kaurna Yerta Aboriginal Corporation (KYAC) discussed the project with Administration and KSJ Consulting at the City of Adelaide and KYAC pipeline meeting held on 19 July 2025.
Resource	Not as a result of this report
Risk / Legal / Legislative	Not as a result of this report
Opportunities	Not as a result of this report
25/26 Budget Allocation	Budget allocation of \$30,000 from the RAP Implementation budget.
Proposed 26/27 Budget Allocation	Not as a result of this report
Life of Project, Service, Initiative or (Expectancy of) Asset	The updated Protocol will be reviewed in four years.
25/26 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

DISCUSSION

Purpose

1. The purpose of this report is to present the updated *Acknowledgement and Welcome to Kaurna Yarta Protocol* (the updated Protocol) (**Attachment A**). The updated Protocol is based on research, stakeholder feedback and best practice delivery of Welcome and Acknowledgement of Country.

Background

2. The City of Adelaide has reviewed its *Welcome to Country and Acknowledgement of Country Protocol* (the current Protocol) ([Link 1](#)) to ensure it continues to reflect best practice, cultural integrity, and the aspirations of Kaurna People as Traditional Custodians of Kaurna Yarta.
3. Following a competitive procurement process, Aboriginal owned and managed business KSJ Consulting was engaged to assist the City of Adelaide in updating its Protocol.
4. Their role included consultation with key stakeholders, including the City of Adelaide Reconciliation Committee and Directors of the Kaurna Yarta Aboriginal Corporation (KYAC), to ensure the protocol is shaped by cultural authority and community voices.
5. The KSJ Consulting outcomes and key findings report (**Attachment B**) contains recommendations for implementing an updated Protocol and guidelines for its consistent and respectful use across the City of Adelaide.
6. The KSJ recommendations informed the development of an updated Protocol (**Attachment A**).
7. This work aims to strengthen the City of Adelaide's commitment to reconciliation and its respectful engagement with Kaurna People, embedding cultural protocols that are inclusive, appropriate, and reflective of contemporary expectations and practices.

Consultation Summary

8. Aboriginal Members of the Reconciliation Committee discussed the project at the meeting of Panpapanpalya held on 5 February 2025.
 - 8.1. The meeting provided an opportunity for Elders and Aboriginal and Torres Strait Islander leaders to share experiences, feedback, and expectations around current Protocol use.
 - 8.2. Themes arising from the discussion at Panpapanpalya are summarised as follows:
 - 8.2.1. Strengthening cultural integrity
 - 8.2.2. Clear guidance on individual Acknowledgement of Country
 - 8.2.3. Information sharing about Protocols.
9. The Directors of KYAC discussed the project with Administration and KSJ Consulting at the City of Adelaide and KYAC Pipeline meeting held on 19 July 2025.
 - 9.1. KYAC Directors provided feedback on cultural accuracy, community-led delivery of Protocols, and the importance of visibility and recognition of Traditional Custodians in the City of Adelaide's processes.
 - 9.2. Emphasis was placed on ensuring Kaurna cultural authority is centred in both the development and future delivery of the updated Protocol, and elevating the role of Welcome to Country in civic life.
 - 9.3. Themes arising from the discussion with KYAC are summarised as follows:
 - 9.3.1. Safeguarding cultural authenticity
 - 9.3.2. Honouring traditional knowledge and protocols
 - 9.3.3. Promoting understanding of traditional and contemporary practices.

Updated Protocol

10. The updated Protocol was developed by Administration informed by KSJ's recommendations, with a final language and cultural peer review undertaken by an independent Aboriginal business.
11. The updated Protocol provides practical guidance on delivering a Welcome or Acknowledgment of Country with authenticity and respect. The Protocol:
 - 11.1. Is titled to recognise the CoA's relationship with Kaurna Country.
 - 11.2. Encourages personalisation and includes a broader range of Acknowledgment examples suited to different contexts.

- 11.3. Provides guidance on when each type of Acknowledgment is appropriate and how to engage with cultural authorities (if required).
- 11.4. Includes reference to Native Title and the Kurna cultural authority to ensure alignment with appropriate cultural governance.
12. The updated Protocol provides standard Acknowledgement of Country statements in circumstances where a personalised statement is not being used. For meetings, the Protocol is updated, as follows:
 - 12.1. From (current): *Adelaide City Council acknowledges that we are meeting on the traditional Country of the Kurna people of the Adelaide Plains and pays respect to Elders past and present. We recognise and respect their cultural heritage, beliefs and relationship with the land. We acknowledge that they are of continuing importance to the Kurna people living today.*
 - 12.2. To (updated): *The City of Adelaide acknowledges the Kurna People of the Adelaide Plains as the Traditional Custodians of the land on which we meet today. We acknowledge and honour the 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 Kurna Elders past and present and recognise the important role of emerging leaders in sustaining and strengthening culture.*
13. For documents, including the updated Protocol, the standard Acknowledgement is:
 - 13.1. *The City of Adelaide acknowledges the Kurna People of the Adelaide Plains as the Traditional Custodians of the land on which we live, work and gather. We acknowledge and honour the 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 Kurna Elders past and present and recognise the important role of emerging leaders in sustaining and strengthening culture.*
14. The updated Protocol will be supported with new resources and tools to support employees in delivering a Welcome or Acknowledgment of Country confidently and respectfully.

Next Steps

15. The relevant decision-making body for a Protocol is the Council.
16. Pending the Reconciliation Committee's decision, the updated Protocol will progress to Council for decision on 9 December 2025.
17. Administration will complete the graphic design and formatting of the updated Protocol (**Attachment A**) to ensure consistency with Kurna cultural identity, including the development of supporting resources.
18. A communications plan will be developed to support the implementation of the updated Protocol including internal briefings to build understanding and ensure consistent use across the CoA and at Council and community-facing events.
 - 18.1. The CoA website will be updated and include materials to support the understanding and use of the Protocol.
 - 18.2. The RAP Working Group will play a key role in promoting the updated Protocol across the organisation, advocating for its consistent and authentic use, supporting employee capability, and fostering broader cultural understanding in City of Adelaide programs, events, and communications.

DATA AND SUPPORTING INFORMATION

Link 1 – [City of Adelaide Welcome to Country and Acknowledgement of Country Protocol](#) (the current Protocol)

ATTACHMENTS

Attachment A – *City of Adelaide Acknowledgement and Welcome to Kurna Yarta Protocol* (the updated Protocol)

Attachment B – KSJ Consulting Report – Acknowledgement and Welcome to Country Protocol Review Report.

- END OF REPORT -

<Imagery to be developed>

City of Adelaide

ACKNOWLEDGEMENT & WELCOME TO KAURNA YARTA PROTOCOL

<Cover page art to be inserted>

<Date of Council endorsement>

Acknowledgement of Country

The City of Adelaide acknowledges the Kaurna People of the Adelaide Plains as the Traditional Custodians of the land on which we live, work and gather. We acknowledge and honour the 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.

Ngai tampinhi, ngadlu Kaurna yartangga panpapanpalyarrinhi (inparrinhi).
Kaurna Miyurna yaitya mathanya Wama Tarntanyaku. Parnaku yaitya, parnuku tapa purruna, parnuku yarta ngadlu tampinhi.
Yalaka Kaurna miyurna ithu yaitya, tapa purruna, yarta kuma puru martinhi, puru warri-
apinhi, puru tangka martulayinhi.
Kumartarna yaitya miyurna iyangka yalaka ngadlu tampinhi.

Kaurna Yerta Aboriginal Corporation and Native Title Determination

On 21 March 2018 the Kaurna People were recognised as Native Title holders for lands around Adelaide. That event was a significant milestone in Adelaide's history, marking progress towards reconciliation and justice. Recognising and respecting the rights of Aboriginal peoples is crucial, and acknowledging the Kaurna People's Native Title was a step in the right direction.

This decision marks the first positive recognition of Native Title over a capital city area since the enactment of the Federal Native Title Act in 1993. It highlights the ongoing efforts to address historical injustices and honour the deep connections the Kaurna community has with their traditional lands. Justice Mortimer's ruling granted Native Title rights across 17 land parcels stretching from Lower Light to Myponga. This marks the culmination of an 18-year journey since the initial filing of the Kaurna claim. The boundaries of the city are situated at the heart of Kaurna Country. The City of Adelaide acknowledges the Kaurna community as the traditional custodians of the lands and the Adelaide Plains.



The Kaurna Yerta Aboriginal Corporation (KYAC) was established in 2018 and has been providing advice and advocacy across multiple South Australian Government and Non-Government Departments since its formation. The City of Adelaide is committed to deepening our relationship with KYAC through a process of reconciliation.

Please note: the correct spelling is *Yarta* (with an 'A'). The variation *Yerta* (with an 'E') is used only by KYAC.

A note on terminology

In this protocol, we use the term *Aboriginal people* to refer to *Aboriginal and Torres Strait Islander peoples* and *Aboriginal and/or Torres Strait Islander people* (with *and/or* recognising that some individuals identify as both).

The term *Indigenous* should be used with care. Wherever possible, it is preferable to use more specific terms such as *Aboriginal and Torres Strait Islander peoples* or the name of the relevant Nation or language group.

The term *First Nations* can be used interchangeably with other collective terms where appropriate, particularly in community-facing or cross-cultural contexts. Some Aboriginal and Torres Strait Islander people prefer *First Nations* because it acknowledges sovereignty, self-determination, and the existence of multiple distinct Nations across Australia.

Terms such as *Aboriginal*, *Torres Strait Islander* and *First Nations*, should always be capitalised. Where appropriate, plural forms (for example, *peoples*) should be used to reflect the diversity of cultures, languages, and identities that exist across Australia.

We use 'community' or 'communities' to refer collectively to Aboriginal and Torres Strait Islander communities.

Cultural Authority refers to individuals or groups who hold the recognised right and responsibility to speak on cultural matters for their community, Country, or Nation. Cultural Authority is about knowledge, connection, and community recognition—not age or job title.

Elders in Aboriginal and Torres Strait Islander cultures are respected people who are acknowledged for their wisdom, cultural knowledge, and leadership. Elders are not necessarily older in years; they are recognised for their experience, guidance, and standing within the community.

Quote – standout - **Country** from Professor Mick Dodson views. "*Country*" encompasses both lands, inland waterways and seas, reflecting the deep spiritual connection Aboriginal and/or Torres Strait Islander peoples have with the environment, where Country serves as both a teacher and a source".

Some Aboriginal people and custodians reject the Western legal concept of ownership, which implies possession and control. Instead, they embrace *Custodianship*, which emphasises a deep, reciprocal relationship and responsibility for caring for the land while acknowledging that the land is not "owned" but cared for across generations.

Custodianship encompasses stewardship, respect, and the responsibility to protect Country for future generations. This concept is rooted in Aboriginal lore and culture and differs fundamentally from the transactional concept of ownership under Western property law.

In current practice, the terms "Traditional Owners" and "Custodians" are sometimes used interchangeably, which can cause confusion. The City of Adelaide uses *Custodianship* to reflect cultural perspectives and responsibilities.

Message from the CEO

The City of Adelaide is proud to work in genuine partnership with the Kaurna Yarta Aboriginal Corporation (KYAC) and the City of Adelaide Reconciliation Committee to strengthen our shared commitment to reconciliation. Together, the Reconciliation Committee and KYAC have led and endorsed the development of the Acknowledgement and Welcome to Kaurna Yarta Protocol, a guiding framework that ensures these important cultural practices are carried out with respect, integrity, and authenticity.

As the registered Native Title body for Kaurna Yarta, KYAC provides leadership, guidance, and endorsement on matters relating to cultural protocols, including Welcome and Acknowledgement of Country, ensuring all practices are grounded in Kaurna Lore, values, and traditions.

This partnership reflects our shared goal of ensuring that all protocols within the City of Adelaide are respectful, accurate, and aligned with Kaurna cultural values and governance, supporting a consistent and meaningful approach to cultural recognition across our city.

The City of Adelaide also reaffirms its commitment to the Uluru Statement from the Heart, recognising it as a powerful call for truth, justice, and self-determination for Aboriginal and Torres Strait Islander peoples.

We are dedicated to embedding its principles into our policies, practices, and reconciliation initiatives—working together towards a future built on recognition, empowerment, and partnership with First Nations communities.

Introduction

The delivery of an Acknowledgement of Country and Welcome to Country holds profound cultural, spiritual, and historical significance for Aboriginal People. It is not merely a “tick-box” exercise followed by a ceremonial formality but an important expression that recognises the enduring connection between Aboriginal peoples and their connection to lands, waters, plants, animals, the skies, and communities. These practices embody respect, responsibility, and relationship-building, providing an opportunity for all Australians to acknowledge the traditional custodians of the land and their unceded sovereignty.

Historical protocols and their contemporary adaptation

Historically, Aboriginal protocols surrounding entering and welcoming people onto Country were detailed and prescriptive. Visitors were required to seek permission, state their purpose, negotiate access to resources such as water, food, and shelter, and abide by cultural laws and responsibilities during their time on the land.

These protocols included complex ceremonies — smoking, dance, song, and language — that demonstrated respect, hospitality, and the transfer of knowledge. Welcome ceremonies were vital cultural practices that ensured safety, spiritual protection, and mutual respect.

Modern Acknowledgements of Country should seek to retain and embed these essential elements while adapting respectfully to contemporary contexts. This involves acknowledging the history and purpose of protocol, not reducing them to brief, perfunctory statements detached from their cultural meaning.

Embedding historical context into Acknowledgements provides the audience with a richer understanding of the cultural significance of the land and Aboriginal peoples’ continuing custodianship. It invites people to engage thoughtfully with the narratives of sovereignty, survival and reconciliation.

What is the difference between an Acknowledgment and a Welcome to Country on Kurna Yarta?

Acknowledging Kurna People and Country is a way to show respect for Kurna People, their culture, and their ongoing connection to the land.

An Acknowledgement can be performed by anyone participating in an event, meeting, or gathering. It honours the Kurna People as the Traditional Custodians of the lands, waters, and skies of the Adelaide Plains and surrounding areas.

Acknowledging Kurna Country recognises both traditional custodianship and the continuing cultural and spiritual connection Kurna People have with their Country. Many organisations and community groups now include this practice at events, ceremonies, and meetings as a meaningful act of respect.

A **Welcome to Country on Kurna Yarta** is delivered by Kurna cultural leaders or other recognised Kurna authority bearers—respected community members of any age—who hold the knowledge and community-given authority to speak for their Country and culture.

Only Kurna People can perform a Welcome to Country on Kurna Country. Where a Welcome to Country is being performed, this ceremony always takes place at the beginning of an event and is the first item on the program. One or more Kurna People may conduct the ceremony, which can include a speech, activity, song, dance, ritual, or a combination of these.

To decide if an Acknowledgement or Welcome is appropriate, ask the following questions:

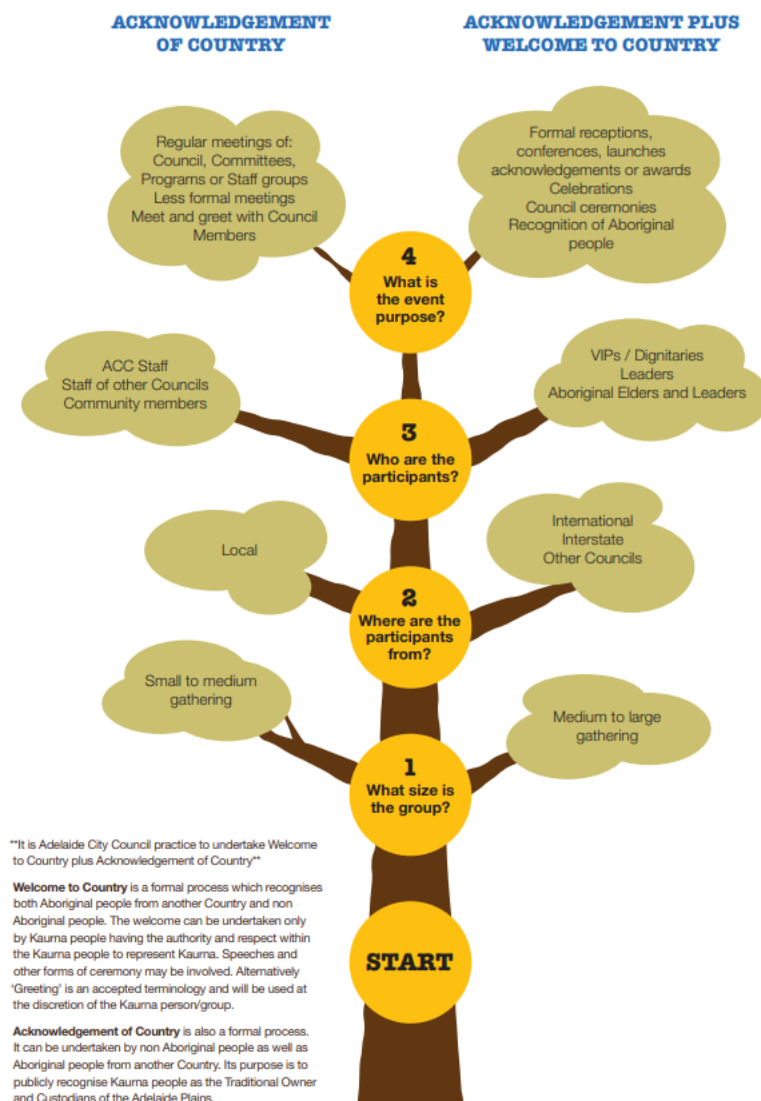
Question 1 - **What is your group size?** For example, if a small gathering (10 people) is involved, an Acknowledgement may only be needed, but if 50 people are involved, then an Acknowledgement and Welcome are likely to be more appropriate.

Question 2 - **Where are the participants from?** – If visitors are local and internal, an Acknowledgement may be appropriate; if the audience is international, interstate or external, a Welcome could be more appropriate

Question 3 - **Who are the participants?** i.e. their level of seniority, authority, leadership and influence – again, your answer may keep you on the same side as Question 2 or may take you to the other side.

Question 4: **What is the event's purpose?** An Acknowledgment is appropriate for regular meetings of Council, Committees, programs, or employee groups, less formal meetings, and meet-and-greets with Council Members.

A Welcome is more appropriate for formal receptions, conferences, launches or awards Celebrations, Council ceremonies and Recognition of Aboriginal people.



<Note – this above decision tree is from the current Protocol and will be updated as per the preceding text.>

The Acknowledgment of Country

Acknowledgement of Country is deeply embedded in Aboriginal cultural practices and protocols. It is a formal recognition of the enduring connection that Aboriginal peoples maintain with their traditional lands and waters — relationships shaped over tens of thousands of years. The Kaurna People of the Adelaide Plains articulate this connection through spiritual, social, and environmental dimensions that include the land itself, the sea, the sky, and all living beings.

The City of Adelaide is committed to treating the Acknowledgement of Country as a living, evolving practice. We will ensure that guidelines and documents grow over time, incorporating input from the Kaurna community and reflecting contemporary cultural context. Language, format, and delivery methods will be regularly reviewed to maintain cultural relevance, and innovative approaches—including multimedia, visual storytelling, and non-linear formats. Representatives of the City of Adelaide will be supported to deliver Acknowledgements in a personalised, authentic way while upholding cultural integrity and respect.

When the City of Adelaide meets on the lands of other Aboriginal and Torres Strait Islander Nations, employees, Council Members, and representatives should acknowledge the Traditional Custodians by naming them and delivering an appropriate Acknowledgment of Country. You may want to use the Acknowledgment below as a guide:

I'm joining today from Kaurna Country in Adelaide. I pay my respects to Kaurna Elders past and present. I also acknowledge the Traditional Custodians of the lands where others are today — including INSERT LOCATION/s — and honour the continuing connection First Nations peoples hold to their lands, waters, and cultures.

Acknowledgement of Country

The City of Adelaide's Acknowledgement of Country for meetings follows, noting this can be updated to personalise the Acknowledgement of Country.

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 the 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.

Personalising an Acknowledgement of Country

For members of the Administration and Council that wish to provide a personalised Acknowledgement of Country, the following guidance is provided.

An Acknowledgement of Country is most meaningful when it reflects the speaker's own connection, understanding, and respect for the land and its Traditional Custodians. While standard wording can be used, personalising your Acknowledgement conveys sincerity and deepens audience engagement.

When preparing your own Acknowledgement, consider the following:

- Reflect on place - Consider your relationship with the land. Have you experienced its landscapes, waterways, plants, animals, or seasonal changes?
- Acknowledge cultural connections – Recognise the deep, ongoing spiritual and cultural relationship Aboriginal peoples have with their Country, and the responsibilities that come with custodianship.
- Share personal respect – Speak from the heart about why you value this connection and what it means to you.
- Use storytelling and reflection – Personal stories or observations can engage audiences on a deeper level and create moments of pause, fostering respect and learning.
- Avoid tokenism – Ensure your words are not rushed or recited without thought; take a moment to truly acknowledge.

By embracing personalisation, storytelling, and heartfelt reflection, an Acknowledgement moves beyond protocol, honouring the enduring custodianship of Aboriginal peoples, deepening audience engagement, and reinforcing respect, responsibility, and connection to Country.

Guide to personalise your Acknowledgement:

You could start with: I acknowledge the Traditional Custodians of the land on which we meet, the Kurna People, and their deep spiritual relationship with the land.

When giving your own Acknowledgment, take a moment to reflect on what this Country means to you. Have you walked its paths, swum in its waters, or watched its sunsets and seasons shift? How do you see and feel the connection the Kurna People have nurtured for thousands of years? What responsibilities do you carry in caring for this place into the future? Let these reflections guide your words, so your Acknowledgment is genuine and from the heart.

Incorporating Kurna Language

Integrating Kurna language into an Acknowledgement of Country and other communications is a meaningful way to strengthen cultural visibility and support the ongoing revitalisation of the language. Kurna language use not only honours the Traditional Custodians but also encourages all participants and audiences to engage more deeply with Aboriginal culture.

Key approaches to embedding Kurna language:

- A short acknowledgment in Kurna:

Marni ngadlu tampinhi ngadlu Kurna yartangka inparrinhi
[marni nudlu thamp-in-thi nudlu Gaurna yartanka in-par-in-thi]
Good that we acknowledge all here meeting on Kurna land

- Use in an Acknowledgement: Incorporate Kurna words or phrases in spoken and written Acknowledgements. This might include greetings, the name of the land, or terms that reflect spiritual or cultural connections.

Some words you can use are:

Kurna Word	Meaning / Context	Suggested Usage
Kurna (Gurna)	Name of the local Aboriginal people of the Adelaide Plains	"We acknowledge the Kurna People, the Traditional Custodians of this land."
Tarntanya (tarn- tanya)	Adelaide (place name) – Big Red Kangaroo	Reference the city's Kurna name in signage or Acknowledgements.
Yarta (Yarrta)	Land, Country	"We pay respect to the Kurna Yarta we are meeting on today."
Miyurna (me -yur -na)	People / mob	Inclusive reference to Aboriginal communities.
Kardla (gard -la)	Fire	Could be used symbolically or when describing cultural practices like smoking ceremonies.
Pari (paree)	River, waterway	Useful in acknowledging waterways and their significance.
Tirntu (turn-too)	Sun	Can be included in descriptions of spiritual or natural elements.
Ngadlu (ngad-loo)	We / us	Helps personalise language in Acknowledgements.

Below are examples of Acknowledgements of Country, noting these can be updated to personalise the Acknowledgement of Country. Where a document warrants a tailored Acknowledgement of Country this can be crafted in consultation with the Reconciliation Team.

CoA Documents:

The City of Adelaide acknowledges the Kurna People of the Adelaide Plains as the Traditional Custodians of the land on which we live, work and gather. We acknowledge and honour the 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 Kurna Elders past and present, and recognise the important role of emerging leaders in sustaining and strengthening culture.

Meetings and Video-conferencing

The City of Adelaide acknowledges the Kurna People of the Adelaide Plains as the Traditional Custodians of the land on which we meet today. We acknowledge and honour the 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 Kurna Elders past and present, and recognise the important role of emerging leaders in sustaining and strengthening culture.

Incorporation of Kurna language

The City of Adelaide acknowledges the Kurna Miyurna (People) of the Adelaide Plains as the Traditional Custodians of the Yarta (Land) on which we live, work and gather. We acknowledge and honour the Kurna People's spiritual and cultural stewardship of this

Country and recognise their deep and enduring relationship with its lands, waters, sky, and all living things. We pay our respects to Kurna Purka (Elders) past and present and recognise the important role of emerging leaders in sustaining and strengthening culture.

Short Tagline Options:

- *On Kurna Country*
- *Respecting Kurna Elders past, present, and emerging*
- *With respect to Kurna People, Custodians of the Adelaide Plains*
- *The City of Adelaide acknowledges Kurna People as Traditional Custodians*

Welcome to Country on Kurna Yarta

Welcoming visitors to Country is also an act of sharing and responsibility. Traditional protocols required that visitors seek permission to enter, stating their purpose and duration, respecting the sovereignty and custodianship of the Traditional Custodians.

Cultural leaders, or cultural authority bearers, are recognised by their community as having the right and responsibility to speak for their Country and culture. In a Welcome to Country, they bring deep cultural knowledge, connection to ancestral lands, and community-granted authority. Their role is determined by cultural standing and trust, not age, enabling them to share language, stories, and protocols that honour the Traditional Custodians and the ongoing relationship between people, land, and culture.

The City of Adelaide Aboriginal Business Register is a curated directory of businesses owned, operated, or led by Aboriginal people. It provides a valuable resource for promoting economic participation, supporting Aboriginal entrepreneurship, and fostering connections between councils, organisations, and Aboriginal-owned enterprises.

You may be able to locate a Kurna Welcome to Country provider through the register:
[Aboriginal Business Register | City of Adelaide](#) <QR Code to be provided>

Do I need a Welcome?

Welcome to Country Checklist

Planning	
<input type="checkbox"/>	Do you need to include a Welcome to Country in your event?
<input type="checkbox"/>	Have you sought advice in relation to who might be the most appropriate Aboriginal person to do the Welcome to Country? The City of Adelaide Aboriginal Business Register may support.
	Have you ensured the person is a Traditional Custodian for Kaurna Country?
Contact & Agreement	
<input type="checkbox"/>	Make initial contact well in advance.
<input type="checkbox"/>	Confirm correct contact details and preferred title.
<input type="checkbox"/>	Discuss and agree on costs/remuneration (travel, accommodation, preparation).
Written Request	
<input type="checkbox"/>	<p>When preparing your formal written request after initial contact, be sure to include:</p> <ul style="list-style-type: none"> • The scheduled date and start time of the event or activity. • The event's name, theme, or purpose. • The venue details, including address, accessibility, and parking options. • An invitation for the Welcome to Country speaker to bring a support person if needed. • Information about the expected audience or attendees. • Whether the event includes Aboriginal content or has a specific Aboriginal focus. • Confirmation of whether Aboriginal community members are likely to attend. • A commitment to maintain ongoing communication in the lead-up to the event. • Clear agreement on payment, including any costs for travel, accommodation, or preparation.
<input type="checkbox"/>	Share details on attendees, Aboriginal focus, and likely Aboriginal presence.
<input type="checkbox"/>	Confirm regular communication and agreed remuneration.
<input type="checkbox"/>	Confirm final arrangements before the event.

ACKNOWLEDGEMENT & WELCOME TO COUNTRY PROTOCOL REVIEW REPORT

City of Adelaide

Acknowledgement of Country

This report acknowledges the Kurna People of the Adelaide Plains as the Traditional Custodians of the land. We acknowledge and honour the 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 Kurna Elders past and present and recognise the important role of emerging leaders in sustaining and strengthening culture.



A note on terminology

In this report, we use the terms 'Aboriginal and Torres Strait Islander peoples' and 'Aboriginal and/or Torres Strait Islander people' (with the 'and/or' acknowledging that some individuals identify as both) interchangeably with 'Indigenous' and 'First Nations' to refer to the Aboriginal and Torres Strait Islander peoples of Australia. We acknowledge, however, that this usage can be contentious. These umbrella terms do not capture the full diversity of Indigenous Australian identities, and many individuals prefer to be identified by their specific Nation, language group, or clan. Some also favour the term 'First Nations' over other labels. Additionally, we understand that some Aboriginal and/or Torres Strait Islander people are uncomfortable with the term 'Indigenous', as it is often perceived as a generic term predominantly used by government.

Wherever possible, we have referred to 'Aboriginal peoples'. In some contexts, however, we have used 'Indigenous' or 'First Nations' for readability or alignment with commonly used terminology. We use 'community' or 'communities' to refer collectively to Aboriginal and Torres Strait Islander communities. We sincerely apologise if any terminology used causes offence — that is not our intention.

".....Country is a word for all the values, places, resources, stories and cultural obligations associated with that area and its features. It describes the entirety of our ancestral domains. While they may all no longer necessarily be the title-holders to land, Aboriginal and Torres Strait Islander Australians are still connected to the Country of their ancestors and most consider themselves the custodians or caretakers of their land". Professor Mick Dodson

This report derives its conception of the Country from Professor Mick Dodson views. "Country" encompasses both lands, inland waterways and seas, reflecting the deep spiritual connection Aboriginal and/or Torres Strait Islander peoples have with the environment, where Country serves as both a teacher and a source of life.



1. Introduction

The delivery of an Acknowledgement of Country and Welcome to Country holds profound cultural, spiritual, and historical significance for Aboriginal and Torres Strait Islander peoples. It is not merely a “tick-box” exercise followed by a ceremonial formality but an important expression that recognises the relationship and enduring connection between Aboriginal peoples and their lands, waters, plants, animals, the skies, and communities. These practices (Acknowledgement of Country and Welcome to Country) embody respect, responsibility, and relationship-building, providing an opportunity for all Australians to acknowledge the traditional custodians of the land and their sovereignty¹. This report considers Acknowledgement of Country and Welcome to Country practices from other Councils across Australia and, identifies gaps, inconsistencies/different approaches, and offers culturally informed recommendations to enhance their meaning and impact in contemporary settings.

In particular, this report draws upon insights from a personalised Acknowledgement of Country developed by the South Australian Government’s Department for Energy and Mining (DEM) (see Appendix A). This example incorporates key cultural elements often omitted in existing acknowledgements, such as spirituality, historical context, and the reciprocal relationship between custodians and visitors. The reflections of cultural custodians and community leaders have informed this comprehensive review, highlighting the importance of embedding deeper meaning and respect into these protocols.

2. Cultural significance of Acknowledgement of Country

Acknowledgement of Country is deeply embedded in Aboriginal cultural practices and protocols. As mentioned above, it is a formal recognition of the relationship and enduring connection that Aboriginal peoples maintain with their traditional lands and waters that has been shaped over tens of thousands of years. The Kaurna People of the Adelaide Plains, for example, articulate this connection through spiritual, social, and environmental dimensions that include the land itself, the sea, the sky, and all living beings.

Spirituality is a core component of this connection. The land is not simply physical terrain but a living entity with which Aboriginal peoples share mutual responsibility. DEM’s personalised Acknowledgement of Country highlights this spiritual dimension, recognising the land’s sacredness and the cultural and spiritual ties that predate colonisation (“since the first sunrise”). This acknowledgement underscores that country is inseparable from the spiritual wellbeing of its people.

Welcoming visitors to Country is also an act of sharing and responsibility. Traditional protocols required that visitors seek permission to enter, stating their purpose and duration, respecting the sovereignty and custodianship of the traditional owners. This is reflected in the intent that an Acknowledgement of Country is a response and a form of asking permission and showing respect to the custodians of the land you are standing on, and recognising the history and ongoing relationships forged over generations with that Country.

¹ In the context of Indigenous Australia, sovereignty refers to the inherent right of Aboriginal and Torres Strait Islander peoples to self-determination and control over their affairs, including their lands, waters, and cultural practices. It is not a concept that was granted by the British Crown or any other external authority, but rather an inherent right held by First Nations' peoples.



Acknowledgement can also be about fostering relationships. It is an invitation to understand the land's history and cultural significance, to share knowledge, and to build a sustainable future together. As expressed in the example from DEM, visitors are encouraged to reflect on their impact and their role in respecting cultural connections and working in partnership with Aboriginal peoples. In conclusion, an effective Acknowledgement of Country should be deeply personal, reflecting on geographic boundaries as well as the relationship and connection that the Traditional Custodians have to their country.

3. Benchmarking and reflection on current practices

A detailed benchmark study comparing the City of Adelaide's (CoA) current Acknowledgement of Country with those of other Australian city councils revealed significant differences and gaps (see Table 1).

Language and terminology: Many councils, including Melbourne, Darwin, Hobart, Perth, and Sydney, use terms such as "custodian," "custodianship," and "traditional owners" with greater cultural and spiritual weight. The CoA's wording tends to omit references to custodianship, which is a stronger recognition of the ongoing responsibility and connection Aboriginal peoples have with their lands. This omission can weaken the cultural and emotional resonance of the acknowledgement.

Spirituality and relationship: While some councils explicitly acknowledge the spiritual relationship with Country and generational ties, CoA's current statement uses more formal and neutral language. It lacks explicit mention of spirituality, resilience, or colonisation narratives, which are crucial to understanding the historical context and present-day significance of the land and its custodians. This may result in an acknowledgement that feels less authentic and impactful to both Aboriginal and non-Aboriginal people.

Historical and cultural context: Several councils incorporate a deeper narrative about history, including colonisation and Aboriginal resilience. CoA's current acknowledgement lightly touches on cultural heritage but avoids these more difficult or complex histories. This omission risks disconnecting the acknowledgment from its origins and diminishes understanding of the reasons why such protocols exist.

Inclusive protocols: Some cities include references to neighbouring or associated nations, recognising the broader cultural landscape and inter-nation relationships, such as through marriage or shared resources. Adelaide's statement does not currently reflect this broader, inclusive approach, which can be important for acknowledging the interconnectedness of Aboriginal nations. In addition to these findings, feedback from the CoA Reconciliation Committee and Kurna Yerta Aboriginal Corporation (KYAC) Board has highlighted the importance of reimagining the physical Acknowledgement of Country documents themselves. It was suggested that future editions should move away from Westernised and corporate designs towards more organic, art-centred layouts that reflect Aboriginal cultural aesthetics. This visual and tactile transformation would better honour the cultural roots and living nature of these acknowledgements. Additionally, questions arose about how respect is paid when on lands outside the Kurna Nation, indicating an area for further cultural exploration and guidance.



Table 1: Benchmarking and reflection on current practices

Term	Implications	Who Uses It	Notes on Adelaide
Custodian	Spiritual/cultural stewardship	Most councils except Adelaide	Adelaide omits this term, which is unusual and may be seen as a softer recognition
Traditional Owner	Legal/sovereign rights; land return potential	Melbourne, Darwin, Hobart	Adelaide avoids this stronger legal language
Relationship/Connection	Relational, respectful; affirms living culture	Adelaide, Melbourne, Perth, Hobart	Adelaide uses "relationship", but not "spiritual"
Spiritual/Generational terms	Emotive and deeply respectful	Perth, Brisbane, Melbourne	Not present in Adelaide's wording, which may lessen emotional resonance
Custodian Identification	Naming specific Peoples strengthens cultural authority and place-based recognition	Melbourne, Hobart, Perth, Sydney, Brisbane	Adelaide identifies Kurna People, showing cultural specificity and local recognition
Tone	Tone sets the emotional and formal framing of the acknowledgement	Melbourne (inclusive), Hobart (emotive), Perth (celebratory)	Adelaide is respectful and neutral in tone; more formal than emotive
Historical/Cultural Depth	Highlights resilience, dispossession, survival and heritage	Hobart, Melbourne, Brisbane	Adelaide lightly touches on cultural heritage but avoids colonisation or resilience narratives
Spiritual/Political Emphasis	Reflects acceptance of sovereignty, Uluru Statement, or connection beyond culture alone	Melbourne, Brisbane (Dreaming), Hobart (resilience), Perth	Adelaide is culturally respectful but politically cautious; does not mention Uluru Statement or sovereignty
Broader Inclusion	Extending recognition beyond local group to all Aboriginal/First Nations peoples	Perth, Sydney, Hobart	Adelaide extends respect to "other Aboriginal Language Groups and other First Nations", showing inclusive intent



4. Historical protocols and their contemporary adaptation

Historically, Aboriginal protocols surrounding entering and welcoming onto country were detailed and prescriptive. Visitors were required to seek permission, state their purpose, negotiate access to resources such as water, food, and shelter, and abide by cultural laws and responsibilities during their time on the land.

These protocols included complex ceremonies — smoking, dance, song, and language — that demonstrated respect, hospitality, and the transfer of knowledge. Welcome ceremonies were not tokenistic events but vital cultural practices that ensured safety, spiritual protection, and mutual respect.

Modern Acknowledgements of Country should seek to retain and embed these essential elements while adapting respectfully to contemporary contexts. This involves acknowledging the history and purpose of the protocols, not reducing them to brief, perfunctory statements detached from their cultural meaning.

Embedding historical context into acknowledgements provides the audience with a richer understanding of the cultural significance of the land and the continuing custodianship role of Aboriginal peoples. It also challenges the perception of acknowledgements as mere formalities and invites people to engage thoughtfully with the narratives of sovereignty, survival, and reconciliation.

5. Custodianship vs Ownership: clarifying terminology

A vital theme that emerged from desktop review, consultations with CoA Reconciliation Committee and Kurna Yerta Aboriginal Corporation (KYAC) Board, and reflections is the distinction between *custodianship* and *ownership* of land. This is a critical consideration for respectful and culturally accurate acknowledgements.

Many Aboriginal people and custodians reject the Western legal concept of ownership, which implies possession and control. Instead, they embrace *custodianship*, which emphasises a deep, reciprocal relationship and responsibility for caring for the land while acknowledging that the land is not “owned” but cared for across generations.

Custodianship encompasses stewardship, respect, and the responsibility to protect country for future generations. This concept is rooted in Aboriginal law and culture and differs fundamentally from the transactional concept of ownership under Western property law.

In current practice, the terms “Traditional Owners” and “Custodians” are sometimes used interchangeably, which can cause confusion. The report recommends clarifying and consistently using *Custodianship* language to better reflect cultural perspectives and responsibilities. This would also enhance the emotional and spiritual resonance of Acknowledgement of Country statements.



6. Recommendations for future Acknowledgement of Country practices

Drawing on cultural reflections, community consultation, and historical context, the following recommendations aim to enhance Acknowledgement of Country practices across the CoA area and beyond. These practices should reflect Aboriginal worldviews, acknowledge past and ongoing custodianship, and engage communities in culturally safe and authentic ways.

6.1 Embed spirituality and cultural connection to Country

Future Acknowledgements should recognise that Country is a living, spiritual entity encompassing land, waters, skies, and all living things. Aboriginal peoples' spiritual and cultural connections to Country must be made explicit, reflecting the worldview that Country is both a place and a being, not simply a landscape.

- Use language that honours spiritual relationships to place.
- Acknowledge that cultural and spiritual responsibilities are ongoing, active, and deeply rooted in Country.
- Frame Acknowledgement as more than a protocol – as an act of respect for living culture.

6.2 Include historical context and protocols

Acknowledgement of Country should go beyond formulaic statements to include the rich history and traditional protocols that governed relationships to land and between groups:

- Educate about traditional laws of permission, responsibility, and conduct when entering another group's Country.
- Reinforce that Welcome to Country is a formal cultural protocol based on mutual respect and recognition.
- Include examples of traditional practices: requests for passage, sharing of resources, ceremonial welcomes, and protection of spiritual wellbeing.

This historical framing helps counter political backlash and misinterpretations by fostering informed understanding of the enduring depth and meaning of these practices.

6.3 Use custodianship language consistently

Shift language from “ownership” to “custodianship” to reflect Aboriginal ways of knowing and being:

- Custodianship implies care, responsibility, and interconnectedness, rather than possession.
- Provide simple explanations in public-facing documents to educate users about this distinction.
- Ensure the term is used consistently in all Acknowledgement materials and presentations.

6.4 Reflect local boundaries and relationships

Acknowledgements should meaningfully reference the specific traditional lands on which an event or activity is taking place:

- Clearly identify the Kurna Nation boundaries within CoA's jurisdiction, using input from Kurna Yerta Aboriginal Corporation (KYAC) and Kurna Nation Heritage Association.
- Acknowledge neighbouring nations where appropriate, especially during broader or cross-border gatherings.
- Provide guidance on how to conduct a respectful Acknowledgement of Country when outside Kurna Country, including interstate events.



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This reinforces cultural geography and honours longstanding inter-tribal relationships.

6.5 Support personalisation of Acknowledgements

Generic or templated Acknowledgements risk disconnecting audiences from their purpose. CoA should:

- Encourage individuals to deliver Acknowledgements that reflect their own understanding of the relationship and connection of the Traditional Custodians with their Country.
- Offer cultural guidance and practical tools to help people personalise their delivery in a culturally safe way.
- Lead internal training and mentoring to shift from “going through the motions” to authentic acknowledgement and engagement.
- Personalised Acknowledgements can serve as a powerful expression of shared responsibility, and position CoA as a national leader in culturally meaningful practice.

6.6 Reimagine the physical presentation of Acknowledgement documents

Move away from conventional, Western-styled corporate designs:

- Create materials that reflect Aboriginal cultural aesthetics – incorporating art, storytelling, and natural forms.
- Use design to convey cultural values, not just information.
- Engage Aboriginal artists and designers in this process.

This can elevate the cultural resonance of Acknowledgement materials and symbolise respect through visual form.

6.7 Explore respectful protocols for lands outside Kurna Nation

Develop clear guidance for acknowledging Country when activities occur outside Kurna lands:

- Recognise the diversity and autonomy of Aboriginal and Torres Strait Islander peoples across the continent.
- Support staff and stakeholders in researching and properly acknowledging local Traditional Custodians elsewhere.
- Emphasise the importance of adapting Acknowledgement language depending on location.
- This reflects respect and broader understanding of Aboriginal sovereignty and cultural diversity.

6.8 Incorporate Kurna language

Integrating Kurna language into Acknowledgements strengthens cultural visibility and offers audiences an opportunity to engage with the local language:

- Include Kurna words and phrases as part of standard practice, with translation and pronunciation support.
- Encourage use of Kurna language in signage, publications, and public events.
- Collaborate with language custodians and organisations for accuracy and cultural safety.
- Language inclusion deepens cultural respect and contributes to language revitalisation efforts.

6.9 Ensure KYAC leadership and endorsement

The Kurna Yerta Aboriginal Corporation (KYAC) must lead or co-lead the development of Acknowledgement and Welcome to Country protocols relevant to Kurna land:

- KYAC’s endorsement is essential to confer cultural legitimacy and authority.



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- Decisions about terminology, boundaries, format, and content should be driven by KYAC and other appropriate Kurna representatives.
- CoA should formally recognise KYAC's cultural governance role in its public documentation that relates to Kurna Country.
- Where appropriate, KYAC may choose to share or withhold protocols from other councils. Respect for community control is paramount.

6.10 Make Acknowledgements personal and emotive

Acknowledgements should evoke genuine emotional and cultural reflection, not just fulfil a protocol:

- Use storytelling reflecting personal understanding to engage audiences on a deeper level.
- Support speakers in expressing what Country means to them personally.
- Create moments of pause and reflection, encouraging respect and learning.
- Emotive, heartfelt delivery can transform routine ceremony into meaningful cultural connection.

6.11 Collaborate with Aboriginal organisations

Ongoing collaboration with Traditional Custodians such as KYAC, the Kurna Nation Heritage Association, and others is essential:

- Involve Aboriginal-led organisations in developing, reviewing, and updating all Acknowledgement-related materials and protocols.
- Maintain culturally safe, co-governed processes that reflect community aspirations and authority.
- Build lasting partnerships grounded in mutual respect and community leadership.

6.12 Position Acknowledgement of Country as a living protocol

Acknowledgement of Country should not be treated as a static, one-off document:

- Create living documents that evolve with time, community input, and cultural context.
- Regularly review and update language, format, and guidance to reflect contemporary cultural practice.
- Foster innovation in presentation and practice, including non-linear formats, multimedia, and visual storytelling.
- Offer staff a 'licence' to personalise their delivery while maintaining cultural integrity and guidance.

7. Conclusion

Acknowledgement of Country is a vital cultural practice that holds deep spiritual, historical, and social meaning for Aboriginal peoples. This report highlights the importance of embedding this cultural depth into acknowledgements to ensure they are meaningful, respectful, and educational for all Australians. The personalised example from DEM offers a model that integrates spirituality, history, custodianship, and relationship-building in a way that enriches the practice. Benchmarking CoA's current protocols against other councils reveals opportunities to enhance language, cultural inclusion, and emotional resonance. Adopting the recommendations outlined in this report will enable future acknowledgements to better honour Aboriginal sovereignty, foster



genuine respect, and support reconciliation efforts across South Australia and beyond. It remains essential that acknowledgements are not seen as mere formalities but as ongoing commitments to respect, responsibility, and cultural partnership.

Reference

1. Government of South Australia, Department for Energy and Mining, Acknowledgement, <https://www.energymining.sa.gov.au/>
2. Reconciliation Australia, Acknowledgement of Country and Welcome to Country, <https://www.reconciliation.org.au/reconciliation/acknowledgement-of-country-and-welcome-to-country/>

Appendices

Appendix A: Department for Energy and Mining Acknowledgement

As guests on Aboriginal land, the Department for Energy and Mining (DEM) acknowledges everything this department does impacts on Aboriginal country, the sea, the sky, its people, and the spiritual and cultural connections which have existed since the first sunrise. Our responsibility is to share our collective knowledge, recognise a difficult history, respect the relationships made over time, and create a stronger future. We are ready to walk, learn and work together

Appendix B: Updated Acknowledgement of Country

The City of Adelaide acknowledges the Kurna People of the Adelaide Plains as the Traditional Custodians of the land on which we meet today. We acknowledge and honour the 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 Kurna Elders past and present, and recognise the important role of emerging leaders in sustaining and strengthening culture.



Wednesday, 3 December 2025
Reconciliation Committee

Park Lands Licence Request – Safer Place to Gather

Strategic Alignment - Our Places

Public

Program Contact:

Sarah Gilmour, Associate
Director, Park Lands, Policy &
Sustainability

Approving Officer:

Ilia Houridis, Director City
Shaping

EXECUTIVE SUMMARY

The purpose of this report is to provide an update on the State Government's Safer Place to Gather initiative operating from Wirrarninithi / Edwards Park (Park 23) in the western Adelaide Park Lands.

The Safer Place to Gather has been operating from Wirrarninithi / Edwards Park (Park 23) since 1 August 2023. The previous licence expired on 31 August 2025.

On 5 August 2025, the City Community Services and Culture (CCSC) Committee considered a request from the Minister for Human Services for an additional licence from 1 September 2025 to 30 June 2026 ([Link 1](#)).

The CCSC Committee resolved to recommend to Council that an additional licence be provided for the Safer Place to Gather in the Adelaide Park Lands until 30 June 2026, alongside additional measures to ensure community awareness and review of longer-term solutions. Council approved the request on 12 August 2025 ([Link 2](#)).

On 4 November 2025, the CCSC Committee received an external presentation from the Department of Human Services (DHS) on the Safer Place to Gather initiative in line with the Council's decision on 12 August 2025. The presentation ([Link 3](#)), delivered by Sandy Pitcher, Chief Executive of the DHS provided an overview of the initiative's objectives, outcomes, and continued contribution to community wellbeing and safety.

RECOMMENDATION

THAT THE RECONCILIATION COMMITTEE

1. Notes that the Council has provided an additional licence for the operation of the Safer Place to Gather in Wirrarninithi / Edwards Park (Park 23) from 1 September 2025 to 30 June 2026.

IMPLICATIONS AND FINANCIALS

City of Adelaide 2024-2028 Strategic Plan	Strategic Alignment – Our Places Create safe, inclusive and healthy places for our community
Policy	Community land within the Adelaide Park Lands may be subject to licences. Council granted an extension to the operation of a temporary hub in the Adelaide Park Lands as a social service response for visitors from remote and regional Aboriginal communities. The City of Adelaide's Unauthorised Camping Operating Procedure was updated by Administration in June 2023 to support the temporary use of Wirrarnintha/Edwards Park (Park 23) as a gathering space for visitors from remote and regional Aboriginal communities.
Consultation	Consultation with the City of Adelaide is ongoing through the inter-agency Safety and Wellbeing Taskforce led by the Department of Human Services (DHS).
Resource	The City of Adelaide incurs costs for essential infrastructure, including, but not limited to, power, water, toilets, phone charging, and Wi-Fi. For the duration of the initiative, the City of Adelaide has been delivering increased levels of service to the site, primarily for additional waste collection, grass cutting, and site visits/monitoring. DHS has implemented regular industrial cleans to supplement existing cleansing.
Risk / Legal / Legislative	The City of Adelaide sought advice from the Local Government Association Mutual Liability Scheme in relation to the initial license. The advice requires the City of Adelaide and the DHS to consider potential issues arising from increased patronage and take measures to ensure that the facilities are fit for the intended purpose.
Opportunities	The City of Adelaide is leading an action item through the Safety and Wellbeing Taskforce to investigate culturally appropriate gathering spaces in the Adelaide Park Lands. The Safer Place to Gather initiative is broadly consistent with the intent of a cultural gathering space.
25/26 Budget Allocation	All costs incurred by the City of Adelaide are covered by existing budgets.
Proposed 26/27 Budget Allocation	Not as a result of this report
Life of Project, Service, Initiative or (Expectancy of) Asset	The Safer Place to Gather initiative was introduced as a temporary response to anti-social behaviour being experienced on and around North Terrace in 2023.
25/26 Budget Reconsideration (if applicable)	Not as a result of this report
Ongoing Costs (eg maintenance cost)	For the duration of the initiative, the City of Adelaide has been delivering increased levels of service to the site, primarily for additional waste collection, grass cutting, and site visits/monitoring.
Other Funding Sources	Not as a result of this report

DISCUSSION

Purpose

1. The purpose of this report is to provide an update on the State Government's Safer Place to Gather initiative operating from Wirrarninthe / Edwards Park (Park 23) in the western Adelaide Park Lands.

Background

2. The Safer Place to Gather initiative is a temporary hub for visitors from remote and regional Aboriginal communities, led by the Department of Human Services (DHS).
3. The Minister for Human Services first sought and was granted a licence for the site from 1 August 2023 until the end of February 2024 by Council on 1 August 2023.
4. The Minister subsequently sought two further licences from 1 March 2024 until 1 March 2025, and the most previous licence was approved until 31 August 2025.
5. When the request for the current licence was made, the Minister indicated that the intention was to transition from Wirrarninthe / Edwards Park (Park 23) and put alternate longer-term measures in place to support regional and remote Aboriginal visitors.
6. The DHS subsequently requested a new licence from 1 September 2025 to 30 June 2026 to continue the use of Wirrarninthe / Edwards Park (Park 23) for the purpose of the Safer Place to Gather for visitors from remote communities.

Park Lands Licence Request

7. The City Community Services and Culture (CCSC) Committee met on 5 August 2025 ([Link 1](#)) and considered the licence request which included an external presentation on the Park Lands Licence Request from the DHS.
8. Council considered the matter on 12 August 2025 ([Link 2](#)) and expressed reservations about another extension to the operation of the Safer Place to Gather, but subsequently resolved to approve the request as follows:
 - 8.1. *Notes that the Adelaide Park Lands Community Land Management Plan (CLMP) references the licenced use of the Adelaide Park Lands for emergency measures where the use is temporary and it provides an essential or urgent health, social or community service.*
 - 8.2. *Approves the request from the Minister for Human Services, as contained in Attachment A to Item 7.1 on the Agenda for the meeting of the City Community Services and Culture Committee held on 5 August 2025, for an additional licence from 1 September 2025 to 30 June 2026.*
 - 8.2.1. *Requests that the Department of Human Services attend the November 2025 meeting of the City Community Service and Cultural Committee to provide information on the alternate longer-term measures being implemented to support remote and regional Aboriginal visitors.*
 - 8.2.2. *Requests the Lord Mayor write to the Minister for Human Services expressing Council's concern with the lack of permanent solutions and funding to develop such a solution.*
 - 8.3. *Requests that the Department of Human Services and the Administration implement a communication plan to create community awareness that the Safer Place to Gather will conclude on 30 June 2026, no less than two months prior to the licence end date.*
 - 8.4. *Authorises the Chief Executive Officer or delegate to negotiate with the State Government to grant an additional licence from 31 August 2025 until 30 June 2026 and to execute all documentation to give effect to the Adelaide Park Lands Licence Agreement.*
9. Council maintains a view that there is a need for the State Government and partners to work towards a longer-term accommodation solution for remote and regional visitors and requested that:
 - 9.1. The DHS attend the November 2025 meeting of the CCSC Committee to provide information on the alternate longer-term measures being implemented.
 - 9.2. The Lord Mayor write to the Minister for Human Services expressing Council's concern with the lack of permanent solutions and funding to develop such a solution.
10. On 4 November 2025, the CCSC Committee received an external presentation from DHS on the Safer Place to Gather initiative.

- 10.1. The presentation ([Link 3](#)), delivered by Sandy Pitcher, Chief Executive of the DHS, provided an overview of the initiative's objectives, outcomes, and continued contribution to community wellbeing and safety.
- 10.2. DHS also indicated that alternate longer-term measures are being explored and may be implemented in the future.

Next Steps

11. Administration will continue to provide regular updates to the Reconciliation Committee as the matter progresses.

DATA AND SUPPORTING INFORMATION

Link 1 – [City Community Services and Culture Committee - Tuesday, 5 August 2025](#)

Link 2 – [Minutes – Council - 12 August 2025](#)

Link 3 – [External presentation from DHS on the Safer Place to Gather initiative, 4 November 2025](#)

ATTACHMENTS

Nil

- END OF REPORT -

Kaurna Welcome Art Installation

Strategic Alignment - Our Community

Public

Wednesday, 3 December 2025
Reconciliation Committee

Program Contact:

Jennifer Kalionis, Associate
Director City Culture

Approving Officer:

Jo Podoliak, Director City
Community

EXECUTIVE SUMMARY

This report provides an overview of the public art commissioning process and key considerations for a Kaurna Welcome Art Installation and seeks the nomination of three members of the City of Adelaide Reconciliation Committee to join the Project Steering Group.

The proposed Kaurna Welcome Art Installation is a key deliverable of the City of Adelaide Stretch Reconciliation Action Plan 2024–2027, Action 10.3: ‘Co-designing with Kaurna Traditional Owners a Kaurna Welcome Art Installation at the intersection of Sir Donald Bradman Drive and West Terrace’. Aligned with the City of Adelaide Cultural Policy, this public art project aims to create a culturally significant and highly visible statement at one of Adelaide’s key entry corridors. It will acknowledge Kaurna Country, welcome all who arrive in the city, celebrate Kaurna identity, connection to Country and living heritage.

Representatives of the Reconciliation Committee are sought to join a Project Steering Group (PSG) for the Kaurna Welcome Art Installation project. The PSG will provide guidance on co-design principles, engagement processes, and cultural protocols to support the development and delivery of the project.

The project will follow the City of Adelaide’s public art commissioning framework and has an estimated 24-month project delivery timeframe. In 2025/26, the project will be in its preliminary investigation stage, including cultural consultation and the public art commissioning process. The Kaurna Welcome Art Installation, a major public art commission, is planned for delivery in 2026/27.

RECOMMENDATION

THAT THE RECONCILIATION COMMITTEE

1. Nominates three members of the City of Adelaide Reconciliation Committee to be put forward to the Chief Executive Officer for consideration of appointment to a Project Steering Group for the Kaurna Welcome Art Installation, at least one of whom has significant ties to or is a representative of the Kaurna Yerta Aboriginal Corporation (KYAC).

IMPLICATIONS AND FINANCIALS

City of Adelaide 2020-2024 Strategic Plan	Strategic Alignment – Our Community The Kurna Welcome Art Installation action supports <i>Our Community</i> by championing Reconciliation, celebrating Kurna culture, and fostering an inclusive, equitable city where everyone feels welcome and connected to country.
Policy	The Kurna Welcome Art Installation is a key deliverable of the City of Adelaide (CoA)'s Stretch Reconciliation Action Plan 2024–2027 and supports the implementation of the Cultural Policy. It also aligns with the Adelaide Park Lands Management Strategy – Towards 2036, particularly Goal 1: The Park Lands are a place to meet and enjoy diverse experiences, and contributes to Kurna cultural recognition, heritage, and wellbeing as outlined in Kadaltilla / Adelaide Parklands Authority's (Kadaltilla) Strategic Plan 2024–2028 under the Cultural Value pillar.
Consultation	The Kurna Welcome Art Installation calls for a culturally respectful co-design approach with the Kurna community and other Aboriginal community stakeholders. The project will also include consultation with internal and community stakeholders including substantial engagement with Kurna Yerta Aboriginal Corporation (KYAC) and the Kadaltilla.
Resource	This report seeks the resourcing of up to three Reconciliation Committee Members to be appointed to the Project Steering Group (PSG).
Risk / Legal / Legislative	The PSG will provide guidance on the co-design process, contribute to a stakeholder engagement plan and provide advice regarding the size, scale, type and location for the Kurna Welcome Art Installation, overseeing the direction and delivery of the project through to completion.
Opportunities	Adelaide is on Kurna land, and the opportunity exists to commission a significant art installation co-designed with the Kurna Community and created by a Kurna artist. Since 2018, Adelaide is the only capital city over which Native Title rights are currently held.
25/26 Budget Allocation	\$20,000 from Public Art Capital allocation to support preliminary investigation, cultural consultation and public art commissioning process.
Proposed 26/27 Budget Allocation	A budget allocation to realise this project will be made through the annual Business Plan and Budget process and will require an investment of \$100,000 - \$250,000 depending on size and complexity.
Life of Project, Service, Initiative or (Expectancy of) Asset	The anticipated outcome is a permanent artwork that will be a CoA managed asset with an expected lifespan of at least 25 years.
25/26 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	Opportunities to attract funding from state and federal government or philanthropic partners will be considered.

DISCUSSION

1. The City of Adelaide (CoA) Stretch Reconciliation Action Plan 2024 – 2027 (S-RAP) includes as Action 10.3 to 'Co-Design with Kaurna Traditional Owners a Kaurna Welcome Art Installation on Sir Donald Bradman Drive and West Terrace.'
2. This action sits within the broader S-RAP commitment to increase awareness, understanding, and visibility of Kaurna as the Traditional Owners of Adelaide through physical interpretation across the city.
3. To realise this action, CoA intends to commission a lasting and substantial acknowledgement of Kaurna Country through an art installation in the public realm.
4. Public art is a powerful and lasting way to celebrate cultural identity, as outlined in the CoA's Cultural Policy. The proposed Kaurna Welcome Art Installation, identified in the S-RAP, embodies these shared principles, aspirations, and commitments.
5. The Cultural Policy describes the principle of 'Reconciliation and Truth-Telling' as 'the CoA delivers and works with First Nations peoples, communities, and organisations to honour Kaurna culture, support self-determination, and embed Aboriginal and Torres Strait Islander perspectives in city planning, public art, events, and cultural initiatives.'
6. The CoA has commissioned many significant Aboriginal and Torres Strait Islander artworks, created in collaboration with Elders, artists, and communities. These works embed culture, storytelling, and truth-telling in major projects, reflecting connection to Country and the city's living cultural narrative. Recent examples include:
 - 6.1. The *Place of Reflection* and *Empty Arms*, 2023 sculpture by Aunty Yvonne Koolmatrie and Karl Meyer with Exhibition Studios features sculptural elements, seating and landscaping dedicated to members of the Stolen Generations.
 - 6.2. *No Fixed Address Lane*, 2021 by Elizabeth Yanyi Close, Shane Mankitya Cook, and Thomas Readett celebrates the pioneering reggae rock band No Fixed Address and their contribution to South Australia's music scene and Adelaide's UNESCO City of Music status.
 - 6.3. *Kardni Munta (Emu Net) & Kardi (Emu)*, 2019 by Paul Herzich, sculptures inspired by community consultation and early paintings of Emu nets on the Adelaide Plains held at the Art Gallery of South Australia.
 - 6.4. *The Riverbank is a Kaurna Market*, 2017, by Paul Herzich is a sandblasted artwork in Topham Mall, symbolising cultural and trading connections between the river and market and celebrating Kaurna heritage.
 - 6.5. The *Tarntanyangga Cultural Marker*, developed with Kaurna community as a reconciliation initiative, features an integrated artwork by Jacob Logos created with the Kaurna and wider Aboriginal community to celebrate Kaurna language and connection to Country.

Public Art Commissioning Process and Co-Design Approach

7. Major public art commissions are delivered in accordance with CoA Public Art Commissioning processes and Operating Guidelines (Link 1 - [operating-guidelines-public-art.pdf](#)).
 - 7.1. For this project, CoA will also follow best practice principles from Creative Australia's *Protocols for Using First Nations Cultural and Intellectual Property in the Arts*.
 - 7.2. CoA respects Aboriginal communities' right to self-determination. These are important principles and commitments of the S-RAP and Cultural Policy. A co-design approach is proposed to realise this public artwork installation in accordance with these principles and commitments.
 - 7.3. This approach ensures projects meet the CoA's standards for integrated planning, cultural integrity, and public art excellence, while respecting cultural protocols and maintaining transparency throughout commissioning and delivery.
8. The timeframe for delivery of major public art commissions is usually 24 months (minimum).

Project Steering Group

9. Administration will establish a Project Steering Group (PSG) for the Kaurna Welcome Art Installation to guide the project.
 - 9.1. The PSG will include cultural advisors and experts in public art, landscape design, and asset management, with members remunerated for their time under a Terms of Reference.

- 9.2. PSG members will contribute to a stakeholder mapping and engagement plan, and provide advice regarding the size, scale, type and location for the artwork.
- 9.3. The PSG will oversee project delivery of the Kurna Welcome Art Installation and support ongoing engagement with stakeholders, including members of the Kurna Community.
10. Nominations are sought for three members of the Reconciliation Committee, at least one of whom has significant ties to or is a representative of the Kurna Yerta Aboriginal Corporation (KYAC), to join the Project Steering Group.
11. Through membership on the PSG, the Reconciliation Committee can provide ongoing advice and oversight on appropriate engagement and cultural protocols throughout the delivery of the Kurna Welcome Art Installation project, including the principles and processes for co-design and engagement with Kurna Traditional Owners.

Location

12. The S-RAP identifies a preferred location for the Kurna Welcome Art Installation near the intersection of Sir Donald Bradman Drive and West Terrace within G.S. Kingston Park / Wirrarninthe (Park 23).
13. The proposed location offers prominence to visitors arriving in Adelaide, particularly those travelling by vehicle from the airport to the city and cyclists and pedestrians using nearby paths and facilities.
14. Historical or cultural considerations will also inform the proposed location and artwork brief.
 - 14.1. The *Adelaide Parklands Management Strategy – Towards 2036 (APLMS)* states that the name of Park 23, Wirrarninthe in Kurna language means 'to become transformed into a green, forested area' and the area has been revegetated with native vegetation and protected indigenous flora.
 - 14.2. The APLMS references regular use of this area as a camping venue by Aboriginal peoples pre-contact and post-contact and there is also a record of a stone flake artefact found on these grounds.
 - 14.3. The APLMS also references significant nearby sites, including Ellis Park / Tampawardli (Park 24), where a planned encounter between Kurna and Ngarrindjeri peoples was prevented by police in 1884.
 - 14.4. In recent times it has been the site of the Annual Kids on Country Event.
15. Within the vicinity there are artworks that respond to Aboriginal cultural knowledge, histories and stories.
 - 15.1. *Lie of the Land: Universal Symbols of Home*, created by Aleks Danko and Jude Walton, was commissioned in 2004 by the South Australian Government through Arts SA, with assistance from the CoA. The artwork features Kanmantoo stone structures on either side of Sir Donald Bradman Drive, interplanted with Black Mallee Box and Kangaroo Grass, and conceptually references the lie of terra nullius.
 - 15.2. The 2.1 km Wirrarninthe Environmental Education Trail in G.S. Kingston Park / Wirrarninthe (Park 23) invites visitors to explore the park's natural features and history, marked by sculptures by Silvio Apponyi and Martin Corbin, with carved poetry by Kimberly Mann.

Budget

16. The total project commission budget will be determined by the scope, scale, and requirements, confirmed through the consultation and the co-design process.
 - 16.1. The CoA will identify and pursue as appropriate funding sources to support delivery, including through the CoA business plan and budget processes, State and Federal grants, and philanthropic or strategic partnerships.

Next Steps

17. Following feedback from the Reconciliation Committee and the nomination of representatives, Administration will begin early project scoping and establish a Project Steering Group.
 - 17.1. The Project Steering Group will help identify key stakeholders and guide the development of an engagement plan to initiate the co-design process,
 - 17.2. A site feasibility study will be undertaken to assess the suitability of the proposed location at Sir Donald Bradman Drive and West Terrace.
 - 17.3. Progress updates and milestones will be reported to the Reconciliation Committee.

LINKS AND SUPPORTING DOCUMENTS

Link 1 - [Public Art Operating Guidelines](#)

ATTACHMENTS

Attachment A – SRAP Kurna Welcome Art Installation presentation

- END OF REPORT -

Workshop: Kaurna Welcome Art Installation

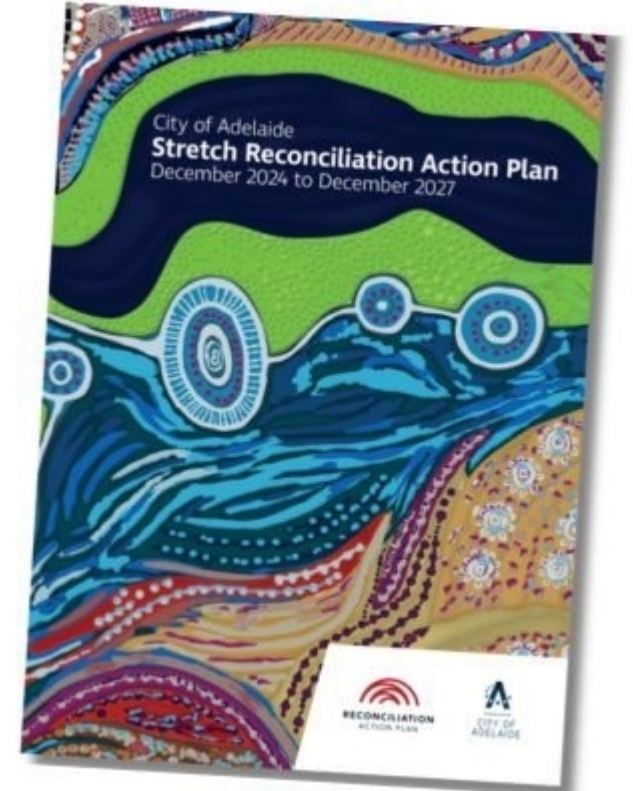


Purpose

- To discuss Action 10.3 in the Stretch Reconciliation Action Plan 2024–2027.

Co-design a Kaurna Welcome Art Installation with Kaurna Traditional Owners at the intersection of Sir Donald Bradman Drive and West Terrace through a culturally respectful and meaningful process.

- The installation aims to create a culturally significant and highly visible welcome to Kaurna Country at one of Adelaide's key entry points.



Scale + Type

Example Artworks

Acknowledgement of Aboriginal Country Signage

Artist: Paul Herzich
(Kaurana/ Ngarrindjeri)

Year: Ongoing since 2005

Location: Port Wakefield
Road

Commissioner:
Department of
Infrastructure and
Transport

Budget: estimate
\$100,000

(no lighting)



Wangu (Seven) Poles

Artist: Paul Herzich
(Kurna/ Ngarrindjeri)

Year: 2020

Location: University of
Adelaide campus

Commissioner:
University of Adelaide

Budget: estimate
\$250,000

***Part of a multi-million
dollar upgrade project.**



Lakinyeri (Family)

Artist: Cedric Varcoe
(Ramindjeri-Ngarrindjeri and
Narungga)

Year: 2023

Page 106
Location: Goolwa Beach,
Fleurieu Peninsula

Commissioner: Alexandrina
Council

Budget: \$150,000
(no lighting)



Place of Reflection – Empty Arms

Artist: Yvonne
Koolmatrie
(Ngarrindjeri) and Karl
Meyer

Year: 2023

Location: Adelaide

Commissioner: City of
Adelaide

Budget: \$265,000
jointly funded by the
City of Adelaide and the
State Government



Ngarlawirra (long heavy club)

Artist: Allan Sumner
(Ngarrindjeri) + ACA
Studios

Artwork: Year: 2024

Location: Breakout
Creek / Purrana Pari

Commissioner: Green
Adelaide with City of
West Torrens and City of
Charles Sturt

Budget: unknown



Whale Bones Sculpture

Artist: Allan Sumner
(Ngarrindjeri) + ACA
Studios

Year: 2024

Location: Breakout Creek /
Purrana Pari

Commissioner: Green
Adelaide with City of West
Torrens and City of Charles
Sturt

Budget: unknown



Tjilbruke Dreaming Track Message Sticks – Concept Design

Artist: Karl Winda Telfer
(Kurna)

Year: in development

Location: Witton Bluff
Base Trail

Commissioner:
Onkaparinga Council

Budget: \$250,000

(includes an augmented
reality element)



A Project Steering Group will be established to provide ongoing advice and guidance for the duration of the project.

- The group will be made up of cultural advisors alongside individuals with expertise in public art, landscape design and asset management.
- The participating representatives will be remunerated for their time and labour and governed by a Terms of Reference (TOR).
- Selected members may join the Public Art Reference Group (PARG) to assess artist proposals and make recommendations to the Steering Group.
- Three representatives from the Reconciliation Committee are sought, at least one of whom has significant ties to or is a representative of the Kaurna Yerta Aboriginal Corporation (KYAC).

Who should be appointed to join the Project Steering Group?

- 3 members of the Reconciliation Committee including one representing the Kaurna Yerta Aboriginal Corporation (KYAC)

Who else from the Kaurna community should be engaged in the development of the project?

Stretch Reconciliation Action Plan Progress Report - Quarter 1 Update 2025/2026

Strategic Alignment - Our Community

Public

Wednesday, 3 December 2025
Reconciliation Committee

Program Contact:

Sarah Gilmour, Associate
Director, Park Lands, Policy &
Sustainability

Approving Officer:

Ilia Houridis, Director City
Shaping

EXECUTIVE SUMMARY

The purpose of this report is to provide a progress report against the Stretch Reconciliation Action Plan 2024-2027 (Stretch RAP) for Quarter 1 of 2025/26 (1 July 2025 to 30 September 2025).

The Stretch RAP was endorsed by the Reconciliation Committee at its meeting on 4 December 2024 and was subsequently endorsed by Council on 10 December 2024.

An overview of the actions delivered between 1 July 2025 and 30 September 2025 is provided in **Attachment A**.

Key achievements under the Stretch RAP 2024-2027 in Quarter 1 include:

- Lord Mayor's NAIDOC Morning Tea and Awards ceremony.
- Annual NAIDOC in the Mall event and unveiling of photographic artworks by Colleen Raven Strangways.
- World Heritage FPIC meetings with SANTS and Traditional Custodians: Workshop 1 completed, and planning for Workshop 2 underway.
- Updated the City of Adelaide's *Acknowledgement and Welcome to Kaurna Yarta Protocol*.
- The development of a Cultural Burn Operating Guideline for undertaking cultural burns, led by Aboriginal and Torres Strait Islander Peoples, including completion of the online Cultural Burn permit application process (**Attachment B**).
- Planning and preparation for a Cultural Burn in Victoria Park/Pakapakanthi Conservation Area.
- Commencement of Reconciliation Action Plan (RAP) roadshow designed to build a shared understanding of the RAP process across City of Adelaide.
- Engagement of artist for the Rymill Park / Murlawirrapurka (Park 14) kiosk upgrade.

The Stretch RAP was endorsed by Reconciliation Australia in July 2025 and is available to view on the City of Adelaide's reconciliation webpage.

RECOMMENDATION

The following recommendation will be presented to Council on 9 December 2025 for consideration

THAT THE RECONCILIATION COMMITTEE RECOMMENDS TO COUNCIL

THAT COUNCIL

1. Notes the Stretch Reconciliation Plan 2024-2027 Quarter 1 progress update for the period 1 July 2025 to 30 September 2025 as contained in **Attachment A** to Item 6.5 on the Agenda for the meeting of the Reconciliation Committee held on 3 December 2025.
2. Notes the Cultural Burn Operating Guideline as contained in **Attachment B** to Item 6.5 on the Agenda for the meeting of the Reconciliation Committee held on 3 December 2025.

IMPLICATIONS AND FINANCIALS

City of Adelaide 2024-2028 Strategic Plan	Strategic Alignment – Our Community Establish and deliver a new Stretch Reconciliation Plan by 2024
Policy	This report provides the 2056/26 Quarter 1 progress update for the Stretch RAP 2024-2027.
Consultation	Not as a result of this report
Resource	Not as a result of this report
Risk / Legal / Legislative	Not as a result of this report
Opportunities	Work is in progress addressing commitments in the Stretch RAP.
25/26 Budget Allocation	The Stretch RAP is delivered through the City of Adelaide's operating budget. Funding for initiatives above existing service levels are determined annually by the Council through the City of Adelaide's Annual Business Plan and Budget process.
Proposed 26/27 Budget Allocation	Not as a result of this report
Life of Project, Service, Initiative or (Expectancy of) Asset	The Stretch RAP 2024-2027 is a strategic document outlining key goals, actions and milestones over three years.
25/26 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

DISCUSSION

Purpose

1. The purpose of this report is to provide a progress report against the Stretch Reconciliation Action Plan 2024-2027 (Stretch RAP) for Quarter 1 of 2025/26 (1 July 2025 to 30 September 2025).

Background

2. The Stretch RAP is a three-year plan to guide reconciliation actions from 2024-2027 with actions and deliverables across four key areas: Relationships, Respect, Opportunities and Reporting.
3. The Stretch RAP was endorsed by the Reconciliation Committee on 4 December 2024 and was subsequently endorsed by Council at its meeting on 10 December 2024.
4. The Stretch RAP was endorsed by Reconciliation Australia on 15 July 2025.

Quarter 1 Progress Report (1 July 2025 - 30 September 2025)

5. An overview of the actions delivered between 1 July 2025 and 30 September 2025 is provided in **Attachment A**.
6. Key achievements under the Stretch RAP 2024-2024 in Quarter 1 include:
 - 6.1. The 2005 NAIDOC in the Mall event was held on 8 July 2025 and provided the community with opportunities to celebrate and engage with First Nations culture. The event featured the unveiling of the Aboriginal and Torres Strait Islander Family Portrait Project. The project, undertaken by Colleen Raven Strangways and Jakirah Telfer, invited Aboriginal and Torres Strait Islander families, spanning three or more generations, to participate in a collaborative photography exhibition.
 - 6.2. The Lord Mayor's NAIDOC Morning Tea and Award Ceremony was held on 9 July 2025 at the Adelaide Town Hall to recognise and celebrate outstanding contributions to the community. Ngarrindjeri man Craig Rigney was the recipient of the Lord Mayor's Award for his dedication to improving community safety and wellbeing. The award ceremony included a performance by Electric Fields who were presented the Key to the City of Adelaide in March 2025.
 - 6.3. The World Heritage Bid project continues to unite key partners such as Yamagigu, South Australian Native Title Services (SANTS), and local stakeholders.
 - 6.4. The City of Adelaide's *Acknowledgement and Welcome to Kaurna Yarta Protocol* has been updated. The outcome of this project has been to strengthen respect for Kaurna cultural authority, ensuring that Acknowledgements are not just symbolic but educational, guiding respectful engagement with Country.
 - 6.5. The development of an internal Operating Guideline for undertaking cultural burns, led by Aboriginal and Torres Strait Islander Peoples was developed (**Attachment B**). The Operating Guideline outlines principles, protocols, roles, and procedures that:
 - 6.5.1. Integrate Kaurna cultural knowledge, values, and protocols into all aspects of fire management planning and practice.
 - 6.5.2. Ensure compliance with legislative and environmental requirements, including the *Fire and Emergency Services Act 2005* (SA) and *Environment Protection (Air Quality) Policy 2016* (SA) and City of Adelaide's by-laws.
 - 6.6. Planning and preparation for a Cultural Burn in Victoria Park/Pakapakanthi (Park 16) Conservation Area was completed in Quarter 1, including an online permit application process.
 - 6.7. The Reconciliation Team developed a Reconciliation Action Plan (RAP) Roadshow designed to build a shared understanding of the RAP across the organisation.
 - 6.8. Artist Colleen Raven Strangways was engaged to develop artwork in Rymill Park / Murlawirrapurka (Park 14) to celebrate and promote Kaurna culture.

Next Steps

7. In 2025/26, the Administration will continue to provide quarterly (three-month) implementation progress updates on the Stretch RAP to document key actions, successes and any challenges encountered, allowing for adjustments and strategic improvements in delivering the Stretch RAP.

DATA AND SUPPORTING INFORMATION

Nil

ATTACHMENTS

Attachment A – Quarter 1 (2025/2026) progress update – Stretch Reconciliation Action Plan 2024-2027

Attachment B – City of Adelaide - Cultural Burn Operating Guideline

- END OF REPORT -

Stretch Reconciliation Action Plan 2024-2027

Year 2 (2025/26) Implementation – Progress update 1 July – 30 September 2025

The City of Adelaide is committed to deepening our ties with First Nations people and prioritising reconciliation through innovation, collaboration and visibility. We will honour Kaurna people as the Traditional Custodians and work together to embed reconciliation into our work and empower cultural protocols.

Themes

Relationships, Respect, Opportunities, Governance

Icon Key: ✓ Complete | ● In progress | ● In progress (behind schedule) | ◆ Not due to commence

2025/26 Commitments		Progress Update
Build accountability and transparency through reporting RAP achievements, challenges and learnings, both internally and externally.	●	Communication with Reconciliation Australia is ongoing, with reporting planning for 2025/26 occurring in Quarter 1.
Build relationships through celebrating National Reconciliation Week (NRW).	◆	Planning is due to begin in January 2026 for the May 2026 National Reconciliation Week.
Build relationships with the SA Voice to Parliament to ensure open communication.	◆	Contact will be made with the Secretariat once established.
Co-design engagement protocols with Kaurna Yerta Aboriginal Corporation (KYAC) that formalise and strengthen the existing partnership.	●	The City of Adelaide and Yamagigu have co-designed an Aboriginal engagement framework which is grounded in the principles of Free, Prior and Informed Consent (FPIC). The draft findings and framework are now complete and will be presented for endorsement at the December 2025 Reconciliation Committee meeting.
Demonstrate respect to Aboriginal and Torres Strait Islander peoples by observing cultural protocols.	●	<p>The City of Adelaide and Yamagigu have co-designed an Aboriginal engagement framework which is grounded in the principles of Free, Prior and Informed Consent (FPIC). The framework reflects the City of Adelaide's commitment to ethical engagement, cultural integrity and supporting self-determination, ensuring Aboriginal voices remain.</p> <p>The City of Adelaide's Acknowledgement and Welcome to Country Protocol has been reviewed in consultation with representatives of the Reconciliation Committee and Kaurna Yerta Aboriginal Corporation. Both the Aboriginal Engagement Framework and Acknowledgement and Welcome to Country Protocol will be presented to the Reconciliation Committee in December 2025.</p>

Acknowledgement of Country

City of Adelaide acknowledges the traditional Country of the Kaurna people of the Adelaide Plains and pays respect to Elders past and present. We recognise and respect their cultural heritage, beliefs and relationship with the land. We acknowledge that they are of continuing importance to the Kaurna people living today. And we also extend that respect to other Aboriginal Language Groups and other First Nations.

Stretch Reconciliation Action Plan 2024-2027

2025/26 Commitments	Progress Update	
Engage with Aboriginal and Torres Strait Islander cultures and histories by celebrating NAIDOC Week.	✓	<p>The 2025 NAIDOC Week (6 July-13 July 2025) theme was "The Next Generation: Strength, Vision & Legacy" and celebrations included NAIDOC in the Mall and the Lord Mayor's NAIDOC Award.</p> <p>NAIDOC in the Mall was held on 8 July 2025 and provided the community with opportunities to celebrate and engage with First Nations culture. The event featured the unveiling of the Aboriginal and Torres Strait Islander Family Portrait Project. The project, undertaken by Colleen Strangways, invited Aboriginal and Torres Strait Islander families, spanning three or more generations to participate in a collaborative photography exhibition.</p> <p>The Lord Mayor's NAIDOC Award, held on 7 July 2025, continues to recognise outstanding contributions to the community. In 2025 Craig Rigney was the recipient for his dedication to improving community safety and wellbeing.</p>
Establish and maintain an effective Reconciliation Action Plan Working Group (RWG) to drive governance of the Reconciliation Action Plan (RAP).	✓	The Reconciliation Action Plan Working Group (RWG) was established. Members of the RWG had opportunities to participate in the National RAP Leadership Gathering hosted by Reconciliation Australia.
Establish and maintain mutually beneficial relationships with Aboriginal and Torres Strait Islander stakeholders and organisations.	●	<p>The Kurna Knowledge Project held four sessions which included three community workshops at Minor Works Building, North Adelaide Community Centre and the City Library. An additional session was held with the City Experience Team and Customer Centre.</p> <p>Kuma Kaaru have been engaged to provide cultural guidance and input through collaborative initiatives that incorporate Kurna language, culturally guided interpretive signage and community-led cultural activities.</p>
Improve employment outcomes by increasing Aboriginal and Torres Strait Islander recruitment, retention and professional development.	●	The Quarter 1 rate of Aboriginal and Torres Strait Islander employees is 0.9% (8 individuals) and trainees is 3.6% (1 individual). On 11 August 2025, a Graduate position for the Reconciliation Team was approved for recruitment.
Increase Aboriginal and Torres Strait Islander supplier diversity to support improved economic and social outcomes.	●	The City of Adelaide Procurement Team is reviewing current systems and will provide an update to the Reconciliation Team in Quarter 2.
Increase awareness, understanding and visibility of Kurna as the Traditional Owners through physical interpretation throughout the city.	●	<p>The City of Adelaide's Acknowledgement and Welcome to Country Protocol has been updated. The Protocol strengthens respect for Kurna cultural authority, ensuring that Acknowledgements are symbolic and educational, guiding respectful engagement with Country.</p> <p>Art activations, such as the NAIDOC Week installation in Rundle Mall and Reconciliation Week public art projects, have created highly visible opportunities for the wider community to engage with Kurna and other First Nations culture and stories. These projects increase visibility of Aboriginal perspectives in the city's busiest public spaces and encourage ongoing dialogue about reconciliation.</p>

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Stretch Reconciliation Action Plan 2024-2027

2025/26 Commitments		Progress Update
Increase understanding, value and recognition of Aboriginal and Torres Strait Islander people through cultural learning.	●	The Cultural Learning Framework has been developed for consideration by City of Adelaide Executive in Quarter 2.
Promote positive race relations through anti-discrimination strategies.	●	The City of Adelaide has engaged Reconciliation SA <i>Kuru Wiya</i> to pilot anti-racism training with the RAP Working Group in Quarter 2.
Promote reconciliation through our sphere of influence.	●	The World Heritage Bid project is an example of uniting key partners such as the SA Native Title Service and Traditional Owners to advance reconciliation and truth-telling. A culturally informed, community-driven approach that honours Traditional Owner sovereignty and upholds the principles of FPIC is being progressed. This collaborative work demonstrates collective commitment to achieving meaningful change through respectful engagement, deep listening and shared action.
Provide appropriate support for effective implementation of the RAP commitments.	●	The Reconciliation Team has developed a RAP Roadshow designed to build a shared understanding of the RAP across the organisation. This initiative coupled with the RWG will provide the Administration and stakeholders with consistent messaging, highlight key priorities, and create opportunities for open dialogue to strengthen engagement with reconciliation commitments.
Review community building leasing and event procedures to remove barriers to Aboriginal and Torres Strait Islander participation.	◆	Exploration of the barriers to participation will commence in Quarter 2.
Strengthen existing and explore new partnerships with community controlled organisations to address the social determinants of health.	◆	Project planning around opportunities to strengthen partnerships with community controlled organisations will commence in Quarter 2.
Strengthen land management practices by embedding cultural burn practices into City of Adelaide practices and undertake a cultural burn in the Adelaide Park Lands.	●	Planning and preparation for a Cultural Burn in Victoria Park/Pakapakanthi (Park 16) Conservation Area was completed in Quarter 1. The permit system has been reviewed and an online application form is in place.
Strengthen the management of the Adelaide Park Lands, waterways and land practices through Kaurna collaboration.	●	<p>Consultants have been engaged to develop a Stormwater Management Plan for the City of Adelaide. A workshop was held on 18 September 2025 to set a vision, targets and objectives for the Stormwater Management Plan. Input from Kaurna People is being coordinated through Southern Cultural Immersion.</p> <p>In July 2025, the City of Adelaide updated its internal project management documentation and processes to provide guidance and advice on conducting Aboriginal heritage due diligence and ensure the requirements of the <i>Aboriginal Heritage Act 1988</i> (SA) are incorporated into capital projects.</p>
With Traditional Owners, develop a process for repatriation of ancestral remains.	◆	Planning on internal processes is due to commence in January 2026 and is earmarked as a research project for the Reconciliation Team Graduate position.

Acknowledgement of Country

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CULTURAL BURN OPERATING GUIDELINE

23 July 2025

Chief Executive Officer

PURPOSE

The purpose of the Cultural Burn Operating Guideline is to provide the process for enabling **cultural burns** in the Adelaide Park Lands under the care, control and management of the City of Adelaide (CoA) (refer to Cultural Burn Approval Process Appendix 1).

It ensures that all proposed **cultural burns** are carefully planned, assessed and authorised in accordance with regulatory requirements, cultural protocols and environmental considerations.

It applies to all **cultural burns** initiated or supported by the CoA, as follows:

- The Adelaide Park Lands under the care, control and management of the CoA.
- CoA led initiatives, including initiatives under the Aboriginal Ranger Program.
- Collaborations with State Government Agencies or external landholders.

Third-party applicants must submit detailed **cultural burn** proposals that demonstrate alignment with the Cultural Burn Operating Guidelines.

STATEMENT

The CoA recognises cultural burning as a land management practice that honours the knowledge, traditions and stewardship of Aboriginal and Torres Strait Islander Peoples.

The following objectives guide the planning and implementation of **cultural burns**:

- Enhancing and protecting cultural values by maintaining landscapes shaped through Indigenous fire knowledge and practice.
- Promoting ecological resilience by reducing fuel loads, encouraging biodiversity and supporting the regeneration of native species, including threatened and endangered flora and fauna.
- Supporting the continuation of Indigenous cultural practices and responsibilities through active land stewardship and knowledge transmission.

The CoA will undertake to support **cultural burns** that are:

- Carried out safely
- Culturally appropriate, aligned with Kaurna law and knowledge systems
- Aligned with environmental regulations
- Aligned with CoA strategic objectives.

The City of Adelaide acknowledges the Kaurna people as the Traditional Owners of the Country where the city of Adelaide is situated, and pays its respect to Elders past, present and emerging.

ROLES AND RESPONSIBILITIES

Chief Executive Officer

- Approve, or delegate approval, to formally adopt the Cultural Burn Operating Guideline and to make amendments from time to time.

Director City Shaping

- Oversee the implementation of the Cultural Burn Operating Guideline.
- Responsible for providing updates to the Chief Executive Officer or Executive as appropriate.

Associate Director, Park Lands, Policy and Sustainability

- Responsible for delivery of the Cultural Burn Operating Guideline.
- Responsible for the five-year review of the Cultural Burn Operating Guideline.

Manager, Park Lands and Sustainability

- Responsible for external relationships relating to cultural burn activity, including with the Kurna Yerta Aboriginal Corporation.
- Preparing communications on **cultural burns**.
- Responsible for approving the **Cultural Burn Plan**.

Manager, City Safety

- Responsible for approving the **Cultural Burn Permit**.

Aboriginal Ranger Program Coordinator

- Assessing third-party applications for **cultural burns** against the Cultural Burn Operating Guideline.
- Responsible for coordinating the process of site selection and assessment across the Reconciliation Team, Park Lands Planning Team and Biodiversity Team.
- Responsible for ensuring a risk assessment is in place prior to any **cultural burns** being undertaken.
- Responsible for engaging an Aboriginal organisation to lead **cultural burns** in accordance with CoA procurement processes.
- Responsible for preparing and implementing communications and engagement plans for **cultural burns**.
- Responsible for the day-to-day management activities associated with **cultural burns**.
- Responsible for ensuring the ongoing monitoring and evaluation of **cultural burns**.
- Responsible for providing advice on the Cultural Burn Operating Guideline to ensure it remains culturally appropriate, ecologically effective and operationally safe.

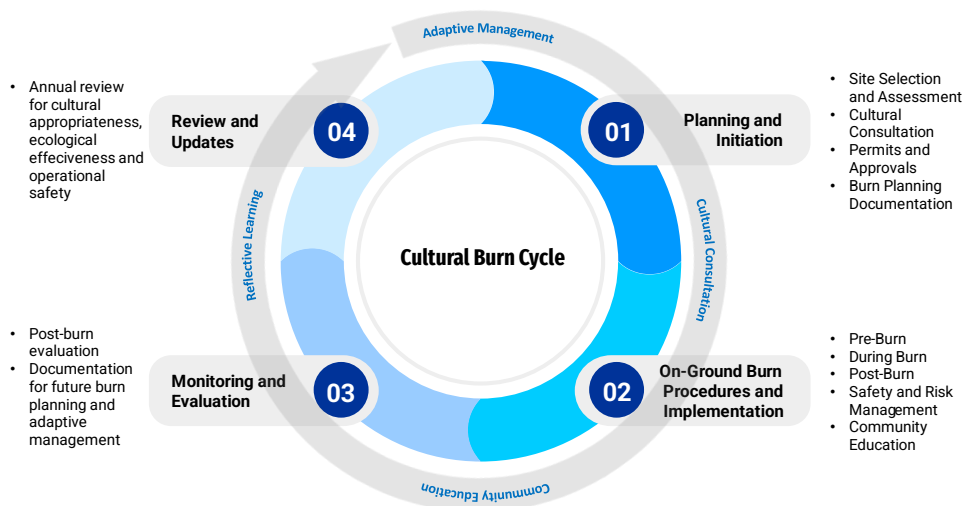
PROCESS

To ensure the safe, respectful and effective implementation of **cultural burns**, a formal request and approvals process is required from third-party applicants.

The CoA will manage requests for **cultural burns** and the approval process recognising four stages that comprise **cultural burns**:

1. Planning and initiation
2. On-ground burn procedures and implementation
3. Monitoring and evaluation
4. Review and updates.

The four stages are show diagrammatically below.



PLANNING AND INITIATION

CoA will undertake to:-

- Seek advice from the Kaurna Yerta Aboriginal Corporation in the planning and initiation stage of the process.
- Identify sites in collaboration with relevant CoA teams and external parties, referencing the CoA Kaurna Fire Management Plan 2023 (ACC2023/176066) (as applicable).
- Review the risk assessment with consideration of safety, cultural factors, fuel load, vegetation type, and both cultural and ecological monitoring.
- Prepare a stakeholder engagement plan including, but not limited to, identifying internal and external stakeholders, methods for engagement, cultural protocols, and spiritual and ceremonial context.

- Obtain relevant permits and approvals (Cultural Burn Permit example provided in Appendix 2 and Cultural Burn Approval example provided in Appendix 3) including, but not limited to, a seasonal burning permit. **Cultural burns** must comply with:
 - *Fire and Emergency Services Act 2005* (SA)
 - Australian Fire Danger Rating system
 - Local Council by-laws
 - City of Adelaide internal approvals
 - Metropolitan Fire Service (MFS) and Country Fire Service (CFS) notification and permit system (as applicable).
- Prepare a detailed **Cultural Burn Plan** (Template for Cultural Burn Plan provided in Appendix 4).

ON-GROUND BURN PROCEDURES AND IMPLEMENTATION

CoA will undertake to:-

- Conduct pre-cultural burn activities including, but not limited to, site preparations, safety checks and communications.
- Enable the holding of a cultural ceremony or acknowledgment, led by Kaurna Elders, prior to **cultural burns**.
- Ensure Aboriginal-led cultural burning methods are used including continuous monitoring of weather and fire behaviour and include contingency plans for unexpected changes (e.g., weather, smoke drift).
- Restrict access, where necessary, during **cultural burns** and ensure fire control equipment and personnel trained in fire safety, first aid and equipment use will be present on site.
- **Cultural burns** will follow CFS / MFS safety guidelines and CoA risk protocols.

MONITORING AND EVALUATION

CoA will undertake to:-

- Provide access to the **cultural burn** location for post-cultural burn activities such as ceremony or reflection, and **cultural and ecological monitoring**.
- **Cultural burns** may be accompanied by community education activities where appropriate.
- Document the results of **cultural burns** including, but not limited to, cultural reflections, vegetation and soil recovery assessments, and weed suppression effectiveness.

- Complete an annual review of **cultural burns** and report outcomes through the CoA's Reconciliation Committee and the Kadaltilla / Adelaide Park Lands Authority.

REVIEW AND UPDATES

CoA will undertake to:-

- Review the Operating Guideline every five years.

OTHER USEFUL DOCUMENTS

Related documents

- Adelaide Park Lands Management Strategy – Towards 2036
- CoA Kurna Fire Management Plan 2023 (ACC2023/176066)
- CoA Integrated Climate Strategy 2030
- CoA Stretch Reconciliation Action Plan 2024-2028
- Community Land Management Plan for the Adelaide Park Lands
- Template Cultural Burn Plan (ACC2025/100267)
- Victoria Park / Pakapakanthi Remnant Vegetation Management Plan (ACC2017/169810)

Relevant legislation

- *Adelaide Park Lands Act 2005* (SA)
- *Biodiversity Act 2025* (SA)
- *National Parks & Wildlife Act 1972* (SA)
- *Native Vegetation Act 1991* (SA)
- *Environment Protection and Biodiversity Conservation Act 1999* (CA)
- *Local Government Act 1999* (SA)
- *Fire and Emergency Services Act 2005* (SA)
- Local Government Land By-law 2024 (Clause 4.9; 4.17; 4.19 and 4.24)

GLOSSARY

Throughout this document, the below terms have been used and are defined as:

Cultural burns: A traditional Aboriginal and Torres Strait Islander Peoples land management practice that uses fire to enhance the health of Country and culture.

Cultural and ecological monitoring: practice of observing and measuring changes in cultural and ecological systems over time.

Cultural Burn Permit: a permit provided by the CoA under its obligations to manage seasonal burning (example provided in Appendix 2).

Cultural Burn Approval: a letter provided by the CoA providing formal approval to undertake a **cultural burn** (example provided in Appendix 3).

Cultural Burn Plan: A detailed plan that sets out the conditions for the cultural burn including, but not limited to:

- Objectives and site maps
- Roles and responsibilities
- A risk assessment
- Safety measures and emergency contacts
- Cultural protocols and pre-burn ceremonies
- Weather, timing and ecological conditions.

ADMINISTRATIVE

As part of Council’s commitment to deliver the City of Adelaide Strategic Plan, services to the community and the provision of transparent information, all policy documents are reviewed as per legislative requirements or when there is no such provision a risk assessment approach is taken to guide the review timeframe.

This Operating Guideline will be reviewed every **5** years unless legislative or operational change occurs beforehand. The next review is required in **2030**.

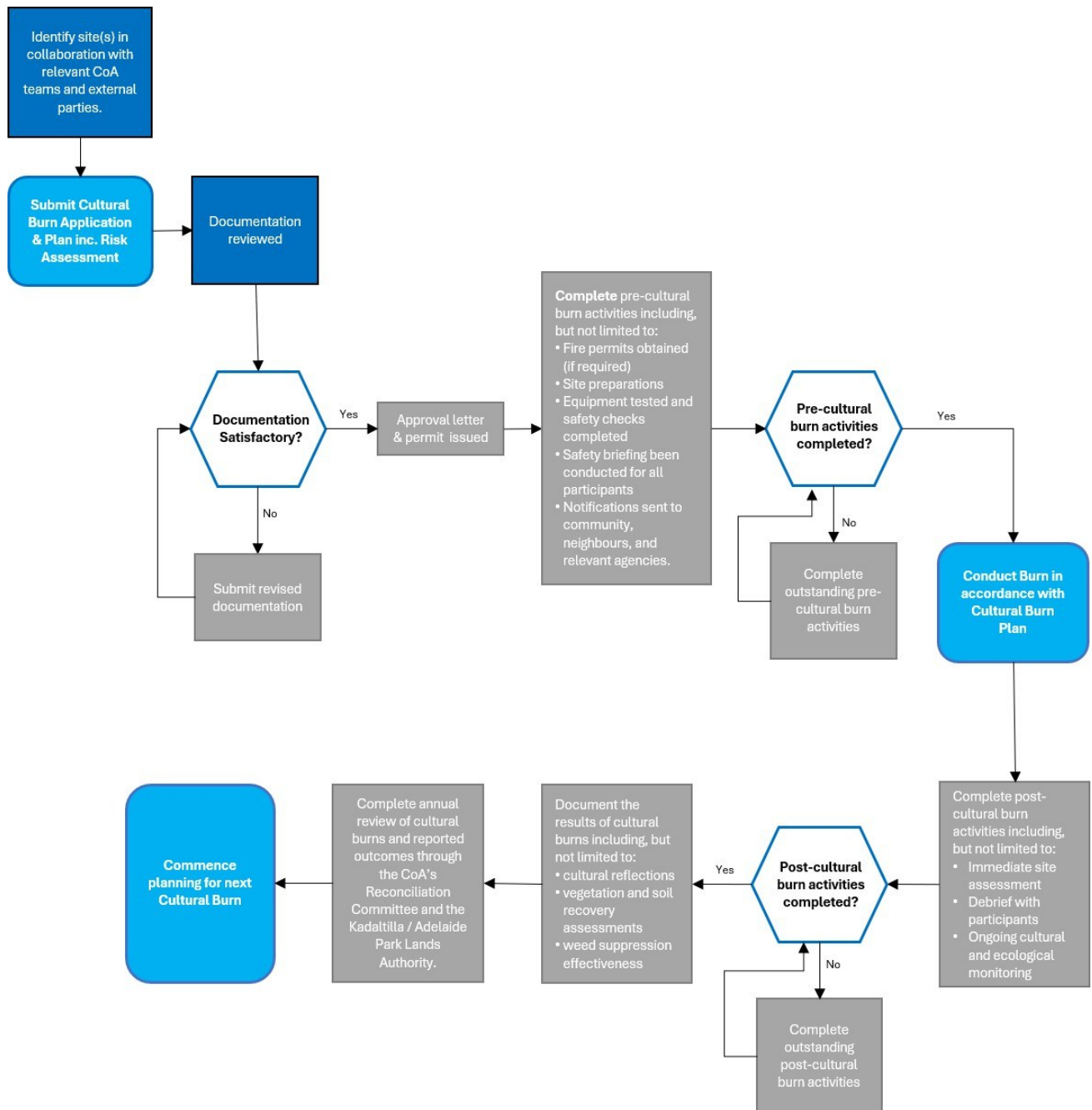
Review history:

Trim Reference	Authorising Body	Date/ Decision ID	Description of Edits
ACC2025/67577	Chief Executive Officer	28 July 2025	Draft for Executive Review

Contact:

For further information contact the Park Lands, Policy & Sustainability Program
City of Adelaide
25 Pirie Street, Adelaide SA 5000
GPO Box 2252 ADELAIDE SA 5001
+61 8 8203 7203

APPENDIX 1: Cultural Burn Approval Process



APPENDIX 2: BURNING PERMIT (Cultural Burn Permit)

BURNING PERMIT (Cultural Burn)
Environment Protection (Air Quality) Policy 2016

Permit Holder: [Insert Permit Holder name]

Event Name: [Insert Event name]

Location/s at which burning is to be conducted: [Insert burning location]

Description of burning activity: [Insert description of burning activity]

Pursuant to clause 6(1) of the *Environment Protection (Air Quality Policy) 2016*, you are hereby **PERMITTED** to carry out any of the following burning activities as indicated herein:

- Burning vegetation for any other purpose: Cultural burn

SUBJECT at all times to the following conditions:

1. Burning can only take place during the timeframe agreed upon between the City of Adelaide and the authorised person or organisation responsible for undertaking a cultural burn.
2. All fires authorised by this permit must be completely extinguished within the times stipulated in condition 1 above.
3. Fire blankets and air water fire extinguishers must be available and accessible for the Permit Holder (and its employees).
4. All reasonable steps must be taken to reduce smoke from fires authorised by this permit to mitigate any nuisance or health impacts upon occupiers of nearby dwellings and/or road safety risks.
5. A minimum four (4) metre clearance of all flammable material is required around and above the burning pile(s).
6. Burning must be undertaken taking into account any recommended measures and in compliance with any mandatory measures of the following codes of practice prepared by the Country Fire Service (or any codes that supersedes them):
 - *Broad Acre Burning April Code of Practice 2015*; and
 - *Vegetation Pile Burning Code of Practice April 2015*.
7. This permit does NOT authorise the burning of *prohibited substances* as listed in Schedule 1 of the *Environment Protection (Air Quality Policy) 2016*, including:
 - waste listed in Part B of Schedule 1 of the *Environment Protection Act 1993* (SA);
 - copper chromium arsenate or other timber preservation chemicals;
 - plastics;

- tyre waste; and/or
- a substance or material containing, or contaminated with, any substance listed above.

Note – Causing or permitting the burning of a *prohibited substance* is an offence that may attract a maximum penalty of \$30,000 (see clause 7(1) of the *Environment Protection (Air Quality Policy) 2016*).

12. Special Conditions:

- **A Cultural Burn Plan must be provided with every seasonal burning permit application.**
- **For each burning activity proposed under this permit, notification must be provided via email to health@cityofadelaide.com.au a minimum of 5 business days prior to each burning activity referencing the permit number, burn location and time of burn.**
- **Proof of public indemnity insurance policy (20 million dollars) must be provided with the seasonal permit application listing the City of Adelaide as an interested party on the policy.**

TAKE NOTE

- This permit applies subject to any ban, prohibition, restriction or other requirement under the *Fire and Emergency Services Act 2005* (SA), the *Native Vegetation Act 1991* (SA) or a prescribed Act as defined by the *Environment Protection (Air Quality) Policy 2016*.
- This permit is only valid for the Permit Holder and is not transferrable.
- This permit is current until the date specified below unless revoked by the Council.
- Compliance with this permit does **not**:
 - relieve the permit holder from liability for any loss, damage or harm caused by a fire lit under the authority of this permit; or
 - prevent proceedings for enforcement of the general environmental duty under section 25 of the *Environment Protection 1993* (SA), or for any offence under the Act, in relation to the burning activity.

Any failure to comply with a condition of this permit is an offence that may attract a maximum penalty of \$30,000 (refer Clause 5(1) of the *Environment Protection (Air Quality) Policy 2016*).

Permit Valid: (eg 2025 non-fire danger season) **between** N/A

Issuing Officer:

Date:

As per notification to
Health@cityofadelaide.com.au

Signed:

Appendix 3 – Example Approval Letter

Enquiries:
Reference:

Date XX/XX/XX

First Name Last Name
Address line 1
SUBURB
STATE POSTCODE

Dear First Name Last Name

I am pleased to confirm support for the 202X Cultural Burn activities as assessed against the City of Adelaide's Cultural Burn Operating Guideline.

You and any person authorised by your organisation are hereby permitted to conduct the following activities, pursuant to the Local Government Land By-law 2024:

Clause 4.9 Camping and Tents

- Camp or remain overnight whether in the open, a building, a vehicle or otherwise.
- Erect any tent or temporary structure in relation to the above.

Clause 4.17 Fires

Subject to the *Fire and Emergency Services Act 2005* (SA):

- Light a fire.

Clause 4.19 Flora and Fauna

Subject to the *Native Vegetation Act 1991* (SA) and the *National Parks and Wildlife Act 1972* (SA):

- Damage, pick, disturb, interfere with or remove any plant or flower thereon.
- Burn any timber or dead wood.

Clause 4.24 Organised Ceremonies and Events

- Hold, conduct or participate in an event of more than 20 people.

This permission relates specifically to the 202X Cultural Burn activity occurring in the Adelaide Park Lands.

Yours sincerely

First Name Last Name
Position

Appendix 4 – Template for Cultural Burn Plan

APPLICANT TO PROVIDE

CULTURAL BURN PLAN

PLAN DETAILS

Site Name / Location:

Plan Prepared By:

Date Prepared:

Planned Burn Date(s):

OBJECTIVES

Cultural Objectives:

Ecological Objectives:

SITE INFORMATION

Site Description:

Cultural Significance:

Ecological Significance:

Access Points:

SITE MAPS (ATTACH AS APPENDICES)

Overall Site Map – showing burn area boundaries, control lines, access points, water points – Appendix 1

Cultural Features Map – locations of culturally significant areas, restricted zones or no-burn zones – Appendix 2

Safety & Operations Map – evacuation routes, staging areas, assembly points – Appendix 3

CONTACT DETAILS

Role	Name	Organisation / Community Group	Contact
Cultural Burn Lead			
Aboriginal Ranger Program Coordinator		CoA	
Manager, Park Lands & Sustainability		CoA	

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CUTURAL BURN PLAN

CULTURAL PROTOCOLS

- Pre-Burn Consultation:
- Pre-Burn Ceremonies:
- Cultural Observations During Burn:
- Post-Burn Cultural Practices:

SAFETY MEASURES

- Risk Assessment Summary:
- PPE Requirements:
- Safety Briefing Schedule:
- Water & Firefighting Equipment:
- First Aid & Medical Support Plan:
- Emergency Assembly Points:

EMERGENCY CONTACTS

Contact	Name	Phone

WEATHER, TIMING, AND ECOLOGICAL CONDITIONS)

- Seasonal Indicators:
- Weather Parameters for Burn:
- Preferred Time of Day for Ignition:
- Pre-Burn Ecological Conditions:
- Post-Burn Monitoring Indicators:

PRE-BURN CHECKS

- ☐ Cultural protocols confirmed and permissions granted
- ☐ Weather forecast checked and within safe parameters
- ☐ Fire permits obtained (if required)
- ☐ Equipment tested and operational

- ☐ Safety briefing conducted for all participants
- ☐ Notifications sent to community, neighbours and relevant agencies

**POST-BURN
ACTIVITIES**

Immediate Site Assessment:

Debrief with Participants:

Ongoing Monitoring Plan:

Reporting:

SIGN-OFF

Name:

Role:

Signature:

Date:

APPENDIX 1 - Overall Site Map

APPLICANT TO PROVIDE

APPENDIX 2 - Cultural Features Map

APPLICANT TO PROVIDE

APPENDIX 3 - Safety & Operations Map

APPLICANT TO PROVIDE

APPENDIX 4 – Example Risk Assessment

Hazard	Potential Consequences	Initial Risk Rating*	Control Measures	Residual Risk Rating*	Responsible Person
Uncontrolled fire spread	Damage to cultural/ecological assets, injury, property loss	Low	Establish control lines, conduct test burns, monitor weather, have suppression equipment ready	Low	Cultural Burn Lead
Smoke impact on community	Health issues for vulnerable people, complaints	Low	Notify community & agencies, burn under favourable wind conditions, monitor AQI	Low	Community Engagement Lead
Injury to participants	Burns, smoke inhalation, trips/falls	Low	PPE for all participants, safety briefing, first aid on site	Low	Safety Officer
Damage to cultural sites	Loss of heritage values	Low	Map & protect no-burn zones, cultural monitors on site	Low	Cultural Liaison
Weather change mid-burn	Fire escape risk, reduced visibility	Low	Continuous weather monitoring, stop burn if outside parameters	Low	Cultural Burn Lead
Vehicle/equipment incident	Injury, property damage	Low	Trained operators only, spotters for vehicle movements	Low	Safety Officer
Wildlife injury/displacement	Loss of species, habitat disturbance	Low	Pre-burn ecological survey, phased ignition to allow escape	Low	Ecological Monitor

Wednesday, 3 December 2025

Reconciliation Committee

Stretch Reconciliation Action Plan Progress Report - Annual Report 2024/25 and Year 2 Achievements

Strategic Alignment - Our Community

Public

Program Contact:

Sarah Gilmour, Associate
Director, Park Lands, Policy &
Sustainability

Approving Officer:

Ilia Houridis, Director City
Shaping

EXECUTIVE SUMMARY

The purpose of the report is to provide the Reconciliation Committee (the Committee) with a detailed progress report against the Stretch Reconciliation Action Plan 2024-2027 (Stretch RAP) for Quarter 4 (1 April 2025 to 30 June 2025) and 2024/25 (Annual Report).

The Stretch RAP was endorsed by the Committee at its meeting on 4 December 2024 ([Link 1](#)) and was subsequently endorsed by Council on 10 December 2024.

An overview of the actions delivered between 1 April 2025 and 30 June 2025 is provided in **Attachment A**.

Key achievements under the Stretch RAP 2024-2027 in Quarter 4 include:

- Reconciliation Team established within the Park Lands, Policy and Sustainability Program.
- Aboriginal Ranger Program Coordinator appointed in June 2025.
- Commenced an Aboriginal Engagement Strategy embedding principles of Free, Prior and Informed Consent (FPIC).
- Commenced review of the City of Adelaide's Acknowledgment of Country and Welcome to Country Protocols.
- Hosted National Reconciliation Week 2025 events.
- Delivered two Aboriginal and Cultural Respect workshops for City of Adelaide employees.
- Facilitated three community workshops as part of the Kaurna Knowledge Project.
- Established the Reconciliation Action Plan (RAP) Working Group to oversee the Stretch RAP implementation.

Achievements across the financial year are detailed in the Stretch RAP Annual Report 2024/25 contained in **Attachment B**. Of the four focus areas in the Stretch RAP, the City of Adelaide delivered or substantially progressed delivery against all focus areas.

The City of Adelaide's Annual Business Plan and Budget 2025/26 includes an operating budget to deliver against the Stretch RAP priorities. A dedicated strategic project allocation has not been allocated for the second year of Stretch RAP implementation. The priorities for 2025/26 are provided in **Attachment C**.

The Stretch RAP was endorsed by Reconciliation Australia in July 2025 and is available to view on the City of Adelaide's Reconciliation Initiatives webpage ([Link 2](#)). A copy of the endorsed Stretch RAP is provided in **Attachment D**.

RECOMMENDATION

The following recommendation will be presented to Council on 9 December 2025 for consideration

THAT THE RECONCILIATION COMMITTEE RECOMMENDS TO COUNCIL

THAT COUNCIL

1. Notes the Stretch Reconciliation Plan 2024-2027 Quarter 4 progress update for the period 1 April 2025 to 30 June 2025 as contained in **Attachment A** to Item 6.6 on the Agenda for the meeting of the Reconciliation Committee held on 3 December 2025.
 2. Receives the Stretch Reconciliation Action Plan 2024-2027 Annual Report 2024/25 as contained in **Attachment B** to Item 6.6 for the meeting of the Reconciliation Committee held on 3 December 2025.
 3. Notes the Stretch Reconciliation Plan 2024-2027 priorities for 2025/2026 as contained in **Attachment C** to Item 6.6 for the meeting of the Reconciliation Committee held on 3 December 2025.
 4. Notes the Stretch Reconciliation Plan 2024-2027 as endorsed by Reconciliation Australia as contained in **Attachment D** to Item 6.6 for the meeting of the Reconciliation Committee held on 3 December 2025.
 5. Authorises the Chief Executive Officer, or delegate to make minor technical, typographical and other amendments to the documents contained in **Attachment A** and **Attachment B** to Item 6.6 for the meeting of the Reconciliation Committee held on 3 December 2025, for the purposes of finalising the documents.
-

IMPLICATIONS AND FINANCIALS

City of Adelaide 2024-2028 Strategic Plan	Strategic Alignment – Our Community Establish and deliver a new Stretch Reconciliation Plan by 2024
Policy	This report provides the Quarter 4 progress update and 2024/25 Annual Report for the Stretch RAP 2024-2027.
Consultation	Not as a result of this report
Resource	Not as a result of this report
Risk / Legal / Legislative	Not as a result of this report
Opportunities	Significant bodies of work are in the final stages of completion which will address multiple commitments in the Stretch RAP or support further work to achieve Stretch RAP commitments.
25/26 Budget Allocation	The Stretch RAP is delivered through the City of Adelaide's operating budget. Funding for initiatives above existing service levels is determined annually by the Council through the City of Adelaide's Annual Business Plan and Budget process. In 2025/26 the Stretch RAP is being delivered within existing resources. The priorities for 2025/26 are provided in Attachment C .
Proposed 25/26 Budget Allocation	Not as a result of this report
Life of Project, Service, Initiative or (Expectancy of) Asset	The Stretch RAP 2024-2027 is a strategic document outlining key goals, actions and milestones over three years.
26/27 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

DISCUSSION

Purpose

1. The purpose of the report is to provide the Reconciliation Committee (the Committee) with a detailed progress report against the Stretch Reconciliation Action Plan 2024-2027 (Stretch RAP) for Quarter 4 (1 April 2025 to 30 June 2025) and 2024/25 (Annual Report).

Background

2. The Stretch RAP was endorsed by the Reconciliation Committee on 4 December 2024 ([Link 1](#)) and was subsequently endorsed by Council at its meeting on 10 December 2024.
3. Reconciliation Australia endorsed the Stretch RAP on 15 July 2025, as provided in Attachment D. The Plan aligns with the four key themes identified by Reconciliation Australia as essential for achieving a Stretch RAP:
 - 3.1. Theme 1: Relationships
 - 3.1.1. Building meaningful relationships supports the City of Adelaide to meet the aspirations of local Aboriginal and Torres Strait Islander communities.
 - 3.2. Theme 2: Respect
 - 3.2.1. Respect for Aboriginal and Torres Strait Islander communities creates healthy relationships, embraces diversity and promotes harmony.
 - 3.3. Theme 3: Opportunities
 - 3.3.1. Providing opportunities for Aboriginal and Torres Strait Islander communities to assist the City of Adelaide in its goal of being a socially inclusive city.
 - 3.4. Theme 4: Governance
 - 3.4.1. Tracking progress and reporting.
4. The Stretch RAP is a three-year plan to guide reconciliation actions from 2024-2027.

Quarter 4 Progress (1 April 2025 – 30 June 2025)

5. An overview of the actions delivered between 1 April 2025 and 30 June 2025 is provided in **Attachment A**.
6. Key achievements under the Stretch RAP 2024-2027 in Quarter 4 include:
 - 6.1. Formed a dedicated Reconciliation Team within the Park Lands, Policy and Sustainability Program to strengthen cultural initiatives and partnerships.
 - 6.2. Appointed an Aboriginal Ranger Program Coordinator in June 2025. The Coordinator will work in partnership with the Kaurna Yerta Aboriginal Corporation (KYAC) and the community to identify opportunities to reintegrate Kaurna cultural land management practices across the Adelaide Park Lands and waterways.
 - 6.3. Commenced an Aboriginal Engagement Strategy, with the support of Yamagigu Consulting, embedding the principles of Free, Prior and Informed Consent (FPIC) for significant projects.
 - 6.4. Commenced a review of the City of Adelaide's Acknowledgment of Country and Welcome to Country Protocol, with the support of KSJ Consulting Services, ensuring it is culturally respectful and up to date.
 - 6.5. Delivered two Aboriginal and Cultural Respect workshops for City of Adelaide employees to deepen cultural awareness and build internal capability.
 - 6.6. Facilitated three community workshops as part of the Kaurna Knowledge Project, engaging over 100 participants to share and learn about Kaurna perspectives and knowledge.
 - 6.7. Established the internal Reconciliation Action Plan (RAP) Working Group to guide and support the implementation of Stretch RAP commitments across the City of Adelaide.

Annual Report 2024/25

7. Achievements across the financial year are detailed in the Stretch RAP Annual Report 2024/25 contained in **Attachment B**.
8. In 2024/25, 20 commitments were identified, and \$100,000 project funding was allocated to deliver against year one of the plan.

9. Of the 20 commitments identified in the implementation plan, the following assessment of status is provided:
 - 9.1. Nine are complete.
 - 9.2. Ten are progressing for completion in 2025/26.
 - 9.3. Progress on the Ipparityi statue in Whitmore Square is currently paused while funding options continue to be explored. In the meantime, other initiatives that honour Ipparityi are advancing, including the Women in the Chamber portrait project, a public display in the Adelaide Town Hall, and online resources that share her story and significance.
10. Of the four focus areas in the Stretch RAP, the City of Adelaide delivered or substantially progressed delivery against all focus areas.
11. Project highlights included:
 - 11.1. Celebrated National Reconciliation Week 2025 with a community event at the Adelaide Central Market, featuring the unveiling of a commissioned artwork by Ngarrindjeri artist Brooke Kirra Rigney.
 - 11.2. Adelaide hosted the 50th anniversary of NAIDOC week. The Lord Mayor hosted the Royal Australian Mint's release of a commemorative 50-cent coin to celebrate the 50th anniversary. Celebrations included a combined Lord Mayor and SA NAIDOC Awards event held on 8 July 2024, and NAIDOC in the Mall on 9 July 2024.
 - 11.3. New artwork and branding for the Stretch RAP created by Pat Caruso of We Create Print Deliver, which depicts the Karrawirra Parri (River Torrens) and highlights significant sacred sites along its course, reflecting the deep cultural and spiritual connection of the Kaurna people to this Country.

Next Steps

12. The Annual Report 2024/25 on the Stretch RAP (**Attachment B**) will be made available on the City of Adelaide's website.
13. In 2025/26, the Administration will provide quarterly (three-month) implementation progress updates on the Stretch RAP to document key actions, successes and any challenges encountered, allowing for adjustments and strategic improvements in delivering the Stretch RAP.
14. Administration has prepared an annual one-page implementation plan setting out the commitments to be delivered in 2025/26 (**Attachment C**).

DATA AND SUPPORTING INFORMATION

Link 1 – [Reconciliation Committee Agenda – Wednesday, 4 December 2024](#)

Link 2 – [City of Adelaide Reconciliation Initiatives](#)

ATTACHMENTS

Attachment A – Year 1 (2024/25) Implementation – Quarter 4 Progress Update – 1 April to 30 June 2025

Attachment B – Annual Report 2024/25 - Reconciliation Action Plan 2024-2027

Attachment C – Year 2 (2025/26) Implementation Plan - Stretch Reconciliation Action Plan 2024-2027

Attachment D – Stretch Reconciliation Action Plan 2024-2027 endorsed by Reconciliation Australia

- END OF REPORT -

Stretch Reconciliation Action Plan 2024-2027

Year 1 (2024/25) Implementation – Progress update 1 April – 30 June 2025

The City of Adelaide is committed to deepening our ties with First Nations People, prioritising reconciliation through innovation, collaboration and visibility. We will honour Kaurna People as the Traditional Custodians and work together to embed reconciliation into our work and empower cultural protocols.

This summary sets out achievements for Year 1 of the 3-year Stretch Reconciliation Action Plan and aligns with the City of Adelaide Annual Business Plan and Budget 2024/25.

Themes

Relationships, Respect, Opportunities, Governance

Icon Key: ✓ Complete | ● In progress (to be completed in 2025/26) | ◆ Not proceeding

2024/25 Commitments		Progress Update
Design an Aboriginal Rangers Program for the Adelaide Park Lands to support traditional land management practices	●	Recruitment for the Aboriginal Ranger Program Coordinator was completed in mid 2025. The Program Coordinator will identify opportunities to return cultural land management practices to the management of the Adelaide Park Lands and waterways.
Establish a Protocol for Aboriginal Engagement	●	The City of Adelaide engaged consultants Yamagigu to update current engagement protocols to include the principles of Free, Prior and Informed Consent (FPIC).
Review the Procurement Policy and Guidelines to support circular economy, climate resilience, Aboriginal and Torres Strait Islander employment and local sourcing by 2024	✓	Council adopted an updated Procurement Policy on 18 February 2025 that embedded principles for the use of local goods and services, social enterprise engagement, environmental, cultural, circular economy, and Aboriginal and Torres Strait Islander support across all procurements.
Deliver Iparrrityi Art Commission for Whitmore Square	◆	This project is part of the endorsed Masterplan for Whitmore Square/Iparrrityi. The consultation and concept design process were initiated in Quarter 4 of 2024/25. The endorsed Masterplan for Whitmore Square/Iparrrityi has been deferred. In the meantime, several initiatives celebrating Iparrrityi's contributions are progressing. These include the Women in the Chamber portrait project, a public display at the Adelaide Town Hall, and a suite of online resources that share her story and highlight her enduring significance.
Reconciliation Committee convenes quarterly to offer guidance and make recommendations to Council	✓	The Reconciliation Committee met on 7 May 2025, and previously in September 2024, December 2024 and March 2025. The Reconciliation Committee continues to operate under updated Terms of Reference which align with other Committees of the Council.

Acknowledgement of Country

City of Adelaide acknowledges the traditional Country of the Kaurna people of the Adelaide Plains and pays respect to Elders past and present. We recognise and respect their cultural heritage, beliefs and relationship with the land. We acknowledge that they are of continuing importance to the Kaurna people living today. And we also extend that respect to other Aboriginal Language Groups and other First Nations.

Stretch Reconciliation Action Plan 2024-2027

2024/25 Commitments		Progress Update
Build relationships through celebrating National Reconciliation Week (NRW)	●	National Reconciliation Week ran from 27 May to 3 June 2025 with banners and flag being flown on King William Street and Gouger Street, Adelaide. National Reconciliation Artwork Commission by Brooke Rigney-Lively was unveiled at the Community Kitchen, Adelaide Central Market on 23 May 2025. Brooke's artwork speaks to the spirit of Reconciliation Week 2025—celebrating First Nations culture, storytelling, and strength.
City of Adelaide is dedicated to creating engagement protocols that enable the representation and partnership of the Kaurna people	●	The City of Adelaide engaged consultants Yamagigu to update current engagement protocols to include the principles of Free, Prior and Informed Consent (FPIC).
Creating an anti-racism approach to become leaders in the space	●	The City of Adelaide is in discussion with Reconciliation SA regarding an anti-racism training package for consideration in 2025/26.
Collaboration on management of the Adelaide Park Lands waterways and land practices	●	Recruitment for the Aboriginal Ranger Program Coordinator was completed in mid-2025. The Program Coordinator will identify opportunities to return cultural land management practices to the management of the Adelaide Park Lands and waterways.
Build relationships with the SA Voice to Parliament to ensure open communication	●	An exploratory phase of engagement was held with the First Nations Voice Secretariat to consider how the City of Adelaide's Reconciliation Committee might build meaningful links with the Voice to Parliament.
Increase understanding, value and recognition of Aboriginal and Torres Strait Islander people through Cultural Learning	●	The City of Adelaide ran four cultural learning sessions, one per quarter, which are mandatory for all new employees to attend. In Quarter 4, 48 employees attended the face-to-face sessions
Demonstrate respect to Aboriginal and Torres Strait Islander peoples by observing cultural protocols	●	The City of Adelaide engaged consultants Yamagigu to update current engagement protocols to include the principles of Free, Prior and Informed Consent (FPIC).
Celebrate NAIDOC week and provide opportunities for participation and education	✓	NAIDOC Week 2024 was delivered in Quarter 1. Adelaide hosted the 50th anniversary of NAIDOC week. The Lord Mayor hosted the Royal Australian Mint's release of a commemorative 50-cent coin to celebrate the 50th anniversary. Celebrations included a combined Lord Mayor and SA NAIDOC Awards event held on 8 July 2024, and NAIDOC in the Mall on 9 July 2024. Uncle Frank Wangutya Wanganeen received the Lord Mayor's NAIDOC Award. Final planning stages were undertaken for the 2025 NAIDOC Week, including the Lord Mayor's NAIDOC Awards and NAIDOC in the Mall. This event will unveil the 2025 NAIDOC Artwork.

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Stretch Reconciliation Action Plan 2024-2027

2024/25 Commitments		Progress Update
Increase, retain and develop our Aboriginal and Torres Strait Islander employees	●	The Quarter 4 rate of Aboriginal and Torres Strait Islander employees is 1.1% (9 individuals). Significant effort is still needed to reach the goal of 2%.
Improve economic participation of Aboriginal and Torres Strait Islander businesses	✓	<p>The Council adopted an updated Procurement Policy on 18 February 2025 that embedded principles for the use of local goods and services, social enterprise engagement, environmental, cultural, circular economy, and Aboriginal and Torres Strait Islander support across all procurements.</p> <p>The City of Adelaide strengthened its commitment to supporting Aboriginal-owned businesses through partnerships with: We Create Print Deliver, Kuma Kaaru, KSJ Consulting, and service providers committed to supporting Aboriginal communities throughout South Australia which include: Yamagigu, and South Australian Native Title Services (SANTS).</p>
Embed cultural burn practices	●	<p>A cultural burn permit review has been completed.</p> <p>The development of a new process to embed and support cultural burning practices will be finalised in 2025/26.</p>
Establish and maintain an effective RAP implementation group to drive activity for the plan	✓	<p>This project was completed by Quarter 2.</p> <p>A Reconciliation Action Plan (RAP) Development Working Group was established to guide and support the creation of the Stretch Reconciliation Action Plan 2024–2027.</p> <p>The Working Group plays a key role in providing implementation direction, identifying opportunities for meaningful action, and helping to embed reconciliation principles across all areas of Council operations.</p>
Provide appropriate support for effective implementation of RAP commitments	✓	<p>This project was completed by Quarter 2.</p> <p>The 2024/25 RAP commitments were funded. This included the appointment of a Project Coordinator in the Social Planning and Reconciliation team to support the delivery of RAP commitments.</p>
Enhance accountability and transparency by reporting on RAP accomplishments, challenges, and insights, both internally and externally	✓	<p>Key highlights in 2024/25 are the National Reconciliation Week 2025 Artwork, NAIDOC in the Mall 2024 Artwork unveiling and the 2024-2027 Stretch Reconciliation Action Plan Branding.</p> <p>The 2024/25 Annual Report against the 2024-2027 Stretch Reconciliation Action Plan is in progress. This report will be published and made a public record to support accountability and transparency by reporting on the outcomes and highlights of the implementation of the RAP in Quarter 1 of 2025/26.</p>
Recognise the contributions and promote continuous support for the ongoing development of the Reconciliation Committee	✓	The Reconciliation Committee is operating under updated Terms of Reference which align with other Committees of the Council.

Acknowledgement of Country

City of Adelaide acknowledges the traditional Country of the Kaurna people of the Adelaide Plains and pays respect to Elders past and present. We recognise and respect their cultural heritage, beliefs and relationship with the land. We acknowledge that they are of continuing importance to the Kaurna people living today. And we also extend that respect to other Aboriginal Language Groups and other First Nations.

City of Adelaide Stretch Reconciliation Action Plan 2024 to 2027 2024/25 Report

Acknowledgement of Country

Ngai tampinhi, ngadlu Kurna yartangga
panpapanpalyarrinhi (inparrinhi).

Kurna Miyurna yaitya mathanya Wama
Tarntanyaku. Parnaku yailtya, parnuku tapa
purruna, parnuku yarta ngadlu tampinhi.

Yalaka Kurna miyurna ithu yailtya, tapa purruna,
yarta kuma puru martinhi, puru warri-apinhi,
puru tangka martulayinhi.

Kumartarna yaitya miyurna iyangka yalaka ngadlu
tampinhi.

City of Adelaide acknowledges that we are located
on the Traditional Country of the Kurna People of
the Adelaide Plains and pay our respect to Elders
past and present.

We recognise and respect Kurna cultural
heritage, beliefs and relationship with the land,
water and seas. We acknowledge that they are of
continuing importance to the Kurna People
living today.

And we also extend that respect to other
Aboriginal and Torres Strait Islander Language
Groups and other First Nations.

*City of Adelaide Cultural Burn 2021
Partners: Green Adelaide and Firesticks Alliance*

Snapshot

The impact of the City of Adelaide Stretch Reconciliation Action Plan 2024/25.

The City of Adelaide's vision is for a community where the rich heritage of the Kaurna People and the diverse cultures of all Aboriginal and Torres Strait Islander Peoples are honoured, embraced, and fully integrated into a shared future for the city: One that is steeped in Kaurna tradition and belonging to the Yarta, with a strong, harmonious and reconciled community.

The City of Adelaide is committed to deepening its ties with Aboriginal and Torres Strait Islander People and continuing our journey towards a shared future identity.

Together we will prioritise and embed reconciliation into our work, through innovation, collaboration and transparency.

We will honour Kaurna People as the Traditional Custodians of the Adelaide Plains and respect their cultural protocols.

The Stretch Reconciliation Action Plan 2024–2027 (Stretch RAP) is based on four pillars, each with a focus area:

1 Relationships

Building meaningful relationships supports the City of Adelaide to meet the aspirations of local Aboriginal and Torres Strait Islander communities.

2 Respect

Respect for Aboriginal and Torres Strait Islander communities creates healthy relationships, embraces diversity and promotes harmony.

3 Opportunities

Providing opportunities for Aboriginal and Torres Strait Islander communities to assist the City of Adelaide in its goal of being a socially inclusive city.

4 Governance

Defines the roles and responsibilities of key stakeholders, including the City of Adelaide leadership, staff, and external partners, ensuring accountability, transparency, and effective oversight throughout the RAP's implementation.

The Stretch RAP is delivered through the City of Adelaide's operating budget. Funding for initiatives above existing service levels are determined annually by the Council through the City of Adelaide's Annual Business Plan and Budget process.

An annual one-page implementation plan sets out the commitments for each financial year. In 2024/25 20 commitments were identified and \$100,000 project funding was allocated to deliver against year one the plan. This report provides highlights and an annual statement of achievement against the 2024/25 commitments.

Of the 20 commitments identified in the implementation plan, the following assessment of status is provided:

- Nine are complete,
- Ten are progressing for completion in 2025/26.

The City of Adelaide remains committed to honouring Iparityi's enduring legacy and cultural significance, the project which forms part of the endorsed Masterplan for Whitmore Square/Iparityi. has been deferred.

In the meantime, several initiatives celebrating Iparityi's contributions are progressing. These include the Women in the Chamber portrait project, a public display at the Adelaide Town Hall, and a suite of online resources that share her story and highlight her enduring significance.

Of the four focus areas in the RAP, the City of Adelaide delivered or substantially progressed delivery against all focus areas.

Relationships

Focus area

Recognising and collaborating with the Traditional Owners, the Kurna People, and wider Aboriginal and Torres Strait Islander communities to foster connection and engagement, enhance relationships, boost the participation of Aboriginal and Torres Strait Islander communities in council initiatives, and collaborate with community groups and organisations to commemorate significant cultural milestones.

Key achievements 2024/25

- ✓ The Reconciliation Committee convened in September 2024, December 2024, March 2025 and May 2025.
- ✓ Panpapanpalya was held in August 2024, February 2025 and April 2025.
- ✓ The Knowledge Project with Kuma Kaaru held sessions with City of Adelaide employees and the community.
- ✓ City of Adelaide celebrated National Reconciliation Week 2025 with banners and flagpoles on King William Road and Gouger Street.
- ✓ Reconciliation Committee Members, Executive, Aboriginal employees and the Stretch RAP working group attended the Reconciliation SA Reconciliation Week Breakfast.
- ✓ The City of Adelaide has worked closely with Yamagigu to commence the development of an Aboriginal Engagement Strategy grounded in Free, Prior and Informed Consent (FPIC) principles.
- ✓ In collaboration with SA Native Title Services and other key stakeholders, the City of Adelaide is working to ensure the World Heritage Bid Tentative List submission is informed by community input and that all engagement remains community-led, respectful, and aligned with the principles of FPIC.

Project highlights



National Reconciliation Week 2025 Artwork

The City of Adelaide, with the support of the Adelaide Central Market Authority, proudly unveiled the National Reconciliation Artwork Commission by Brooke Rigney-Lively at the Community Kitchen, Adelaide Central Market on 23 May 2025 during National Reconciliation Week (NRW).

The 2025 NRW theme – Bridging Now to Next speaks to the ongoing connection between past, present and future. It called on all Australians to step forward together, to look ahead and continue the push forward, guided by the lessons of the past.

Brooke's artwork speaks to the spirit of Reconciliation Week 2025—celebrating First Nations culture, storytelling and strength.



*"Kuko Kungarar" by Brooke Rigney-Lively
National Reconciliation Week Artwork, Adelaide Central Market*

Respect

Focus area

Recognising the Traditional Owners of the land, the Kaurna People, displaying the Aboriginal and Torres Strait Islander flags, enhancing community awareness and engagement, and advocating for reconciliation.

Key achievements 2024/25

- ✓ The City of Adelaide completed research into cultural leave practices across various sectors which will be used to support future policy development, in consultation with Aboriginal employees, within the organisation.
- ✓ The City of Adelaide ran four cultural learning sessions, one per quarter, which are mandatory for all new employees to attend.
- ✓ An archaeological assessment of the Adelaide Park Lands was undertaken by the City of Adelaide with the support of archaeologist Alex Moss of Maritime Heritage Surveys and in collaboration with Heritage SA.
- ✓ The City of Adelaide, with the support of KSJ Consulting, has commenced a review of the existing Welcome to Country and Acknowledgment of Country protocols.
- ✓ Representatives from the City of Adelaide will attend Reconciliation SA's 'Kuru Wiya' Anti-Racism Training in 2025 to inform the development of the City of Adelaide's anti-racism approach.

Project highlights



2024 NAIDOC Week Annual Celebrations

Adelaide hosted the 50th anniversary of NAIDOC week. The Lord Mayor hosted the Royal Australian Mint's release of a commemorative 50-cent coin to celebrate the 50th anniversary. Celebrations included a combined Lord Mayor and SA NAIDOC Awards event held on 8 July 2024, and NAIDOC in the Mall on 9 July 2024.

Uncle Frank Wangutya Wanganeen received the Lord Mayor's NAIDOC Award in 2024.

NAIDOC Week serves as a powerful reminder of the importance of reconciliation and the ongoing journey towards a more inclusive and united community.



Aunty Yvonne Agius, Uncle Frank Wangutya Wanganeen and Lord Mayor Dr Jane Lomax-Smith, Lord Mayor's NAIDOC Awards 2024



Drew Kilner and Mali Isabel, NAIDOC in the Mall - 2024, Artwork Unveiling

Opportunities

Focus area

Enhancing the employment and retention of Aboriginal and Torres Strait Islander employees at the City of Adelaide, extending financial support to community groups and organisations, and partnering with Kurna and broader Aboriginal and Torres Strait Islander communities to amplify cultural tourism opportunities in the city.

Key achievements 2024/25

- ✓ Recruitment for the Aboriginal Ranger Program Coordinator was completed in mid 2025. The Program Coordinator will identify opportunities to return cultural land management practices to the management of the Adelaide Park Lands and waterways.
- ✓ The City of Adelaide made significant progress toward the development of a comprehensive Aboriginal Workforce Strategy, built on pillars which include talent attraction, equitable recruitment, initiatives for retention and career progression, and prioritising cultural and psychological safety, alongside clear accountability for the strategy's success.
- ✓ The City of Adelaide continues to use various advertising channels, including Turkindi, to promote job opportunities.
- ✓ To further connect with Aboriginal candidates, a collaborative partnership has been established with the Aboriginal unit at the University of Adelaide.
- ✓ The City of Adelaide is committed to achieving at least two percent Aboriginal representation in its workforce, though significant effort is still needed to lift the current employment rate from 1.1% (eight individuals).
- ✓ The City of Adelaide completed a review and an evaluation of the Adelaide Park Lands Dry Area Regulations, including consultation with multiple State Government agencies.
- ✓ Cultural burn permit review has been completed, leading to the development of a new six-month process to embed and support cultural burn practices to be finalized in 2025/26.

Project Highlights



Stretch RAP Branding

The artwork, created by Pat Caruso of We Create Print Deliver, depicts Karrawirra Parri (River Torrens) and highlights significant sacred sites along its course, reflecting the deep cultural and spiritual connection of the Kurna people to this Country. Pat and his team have been a valued creative partner in delivering the City of Adelaide's Stretch Reconciliation Action Plan (RAP) branding and collateral. They have worked closely with us to design and produce culturally respectful and visually engaging materials, including RAP artwork, custom lanyards, branded notebooks, and street sweeper graphics. Their collaborative approach and attention to detail ensures every item aligns with our brand while strengthening community engagement and cultural visibility.



Anthony Proctor, Leading Hand Cleansing, Noni Williams, Associate Director City Operations, and Michael Sedgman, Chief Executive Officer in front of the wrapped street sweeper.

Governance



Focus area

City of Adelaide's policies and procedures embed reconciliation practices that support the implementation of the Reconciliation Action Plan (RAP).

2024/25 Commitments

- Design an Aboriginal Rangers Program for the Adelaide Park Lands to support traditional land management practices.
- Establish a Protocol for Aboriginal Engagement.
- ✓ Review the Procurement Policy and Guidelines to support circular economy, climate resilience, Aboriginal and Torres Strait Islander employment and local sourcing by 2024.
- ◆ Deliver Iparrrityi Art Commission for Whitmore Square.
- ✓ Reconciliation Committee convenes quarterly to offer guidance and make recommendations to Council.
- ✓ Build relationships through celebrating National Reconciliation Week (NRW).
- City of Adelaide is dedicated to creating engagement protocols that enable the representation and partnership of the Kaurna People.
- Creating an anti-racism approach to become leaders in the space.
- Collaboration on management of the Adelaide Park Lands waterways and land practices.
- Build relationships with the SA Voice to Parliament to ensure open communication.
- Increase understanding, value and recognition of Aboriginal and Torres Strait Islander people through Cultural Learning.
- Demonstrate respect to Aboriginal and Torres Strait Islander people by observing cultural protocols.
- ✓ Celebrate NAIDOC week and provide opportunities for participation and education.
- Increase, retain and develop our Aboriginal and Torres Strait Islander employees.
- ✓ Improve economic participation of Aboriginal and Torres Strait Islander businesses.
- Embed cultural burn practices.
- ✓ Establish and maintain an effective RAP implementation group to drive activity for the plan.
- ✓ Provide appropriate support for effective implementation of RAP commitments.
- ✓ Enhance accountability and transparency by reporting on RAP accomplishments, challenges, and insights, both internally and externally.
- ✓ Recognise the contributions and promote continuous support for the ongoing development of the Reconciliation Committee.

Icon Key: ✓ Complete | ● In progress (to be completed in 2025/26) | ◆ Not proceeding



City of Adelaide
25 Pirie Street
Adelaide SA 5000
P (08) 8203 7203
W cityofadelaide.com.au

Stretch Reconciliation Action Plan 2024-2027

Year 2 (2025/26) Implementation

The City of Adelaide is committed to deepening our ties with First Nations people and prioritising reconciliation through innovation, collaboration and visibility. We will honour Kaurna people as the Traditional Custodians and work together to embed reconciliation into our work and empower cultural protocols.

This summary sets out commitments for Year 2 of the 3-year Stretch Reconciliation Action Plan (RAP) and aligns with the City of Adelaide Annual Business Plan and Budget 2025/26.

Themes

Relationships, Respect, Opportunities, Governance

2025/26 Commitments

- ☐ Establish and maintain mutually beneficial relationships with Aboriginal and Torres Strait Islander stakeholders and organisations.
- ☐ Build relationships through celebrating National Reconciliation Week (NRW).
- ☐ Promote reconciliation through our sphere of influence.
- ☐ Promote positive race relations through anti-discrimination strategies.
- ☐ Co-design engagement protocols with Kaurna Yerta Aboriginal Corporation (KYAC) that formalise and strengthen the existing partnership.
- ☐ Build relationships with the SA Voice to Parliament to ensure open communication.
- ☐ Increase understanding, value and recognition of Aboriginal and Torres Strait Islander people through cultural learning.
- ☐ Demonstrate respect to Aboriginal and Torres Strait Islander peoples by observing cultural protocols.
- ☐ Engage with Aboriginal and Torres Strait Islander cultures and histories by celebrating NAIDOC Week.
- ☐ Increase awareness, understanding and visibility of Kaurna as the Traditional Owners through physical interpretation throughout the city.
- ☐ With Traditional Owners develop a process for repatriation of ancestral remains.
- ☐ Improve employment outcomes by increasing Aboriginal and Torres Strait Islander recruitment, retention and professional development.
- ☐ Increase Aboriginal and Torres Strait Islander supplier diversity to support improved economic and social outcomes.
- ☐ Strengthen land management practices by embedding cultural burn practices into City of Adelaide practices.
- ☐ Strengthen the management of the Adelaide Park Lands, waterways and land practices through Kaurna collaboration.
- ☐ Review community building leasing and event procedures to remove barriers to Aboriginal and Torres Strait Islander participation.
- ☐ Strengthen existing and explore new partnerships with community controlled organisations to address the social determinants of health.
- ☐ Establish and maintain an effective RAP Working group (RWG) to drive governance of the RAP.
- ☐ Provide appropriate support for effective implementation of the RAP commitments.
- ☐ Build accountability and transparency through reporting RAP achievements, challenges and learnings, both internally and externally

Acknowledgement of Country

City of Adelaide acknowledges the traditional Country of the Kaurna people of the Adelaide Plains and pays respect to Elders past and present. We recognise and respect their cultural heritage, beliefs and relationship with the land. We acknowledge that they are of continuing importance to the Kaurna people living today. And we also extend that respect to other Aboriginal Language Groups and other First Nations.

City of Adelaide

Stretch Reconciliation Action Plan

December 2024 to December 2027



Acknowledgement of Country

Ngai tampinhi, ngadlu Kurna yartangga
panpapanpalyarrinhi (inparrinhi).

Kurna Miyurna yaitya mathanya Wama
Tarntanyaku. Parnaku yailtya, parnuku tapa
purruna, parnuku yarta ngadlu tampinhi.

Yalaka Kurna miyurna ithu yailtya, tapa purruna,
yarta kuma puru martinhi, puru warri-apinhi,
puru tangka martulayinhi.

Kumartarna yaitya miyurna iyangka yalaka ngadlu
tampinhi.

City of Adelaide acknowledges that we are located
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heritage, beliefs and relationship with the land,
water and seas. We acknowledge that they are of
continuing importance to the Kurna People
living today.

And we also extend that respect to other
Aboriginal and Torres Strait Islander Language
Groups and other First Nations.

Kaurna Kardia

Cultural Burn

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Reconciliation Committee Dual-Chairpersons Message

We are pleased to present the City of Adelaide's Stretch Reconciliation Action Plan 2024–2027 (Stretch RAP).

This is the City of Adelaide's eleventh RAP and fourth Stretch RAP. It sets out a three-year roadmap toward reconciliation.

As a Council, we are proud of our progressive history of embracing reconciliation.

This Stretch RAP builds on the recent unveiling of Auntie Shirley Peisley's portrait in the Council Chambers and the display of the Uluru Statement from the Heart in the Adelaide Town Hall.

The Adelaide Park Lands are the location for the Place of Reflection – a Memorial to Stolen Generations presented as a bronze sculpture created by renowned Ngarrindjerri weaver Auntie Yvonne Koolmatrie, is an important acknowledgement of our shared history.

Embodying the principles of respect, relationship-building, opportunity creation, and sound

governance, this Stretch RAP strives to progress First Nations employment, an all-encompassing procurement blueprint, and an intensified focus on Kaurna engagement and support.

Implementing these goals not only reaffirms our unwavering dedication to reconciliation but cements the City of Adelaide as leaders within Local Government.

For more than 20 years, the City of Adelaide's Reconciliation Committee has led pivotal organisational and city-wide change.

"It has been an honour and pleasure to work with the City of Adelaide for over 10 years. How they recognise the trauma we have been through since colonisation and how they treat our People is uplifting to be a part of." Ms Yvonne Agius.

As co-chairs of the Committee it is our privilege to continue to steward the organisation's journey of reconciliation.



Ms Yvonne Agius
Dual Chairperson

Dr Jane Lomax-Smith
The Right Honourable the Lord Mayor
Dual Chairperson

City of Adelaide CEO Message

On behalf of the City of Adelaide Council Administration, I am honoured to present our 2024–2027 Stretch Reconciliation Action Plan (RAP).

Through countless milestones, years of effort, and the voices of many, we have come together to advance reconciliation within our city. The Kaurna People, Traditional Owners of the Adelaide Plains, have had their deep connection to this land formally recognised through a Native Title determination, underscoring the importance of respecting and honouring the rights of Aboriginal and Torres Strait Islander communities in both rural and urban settings.

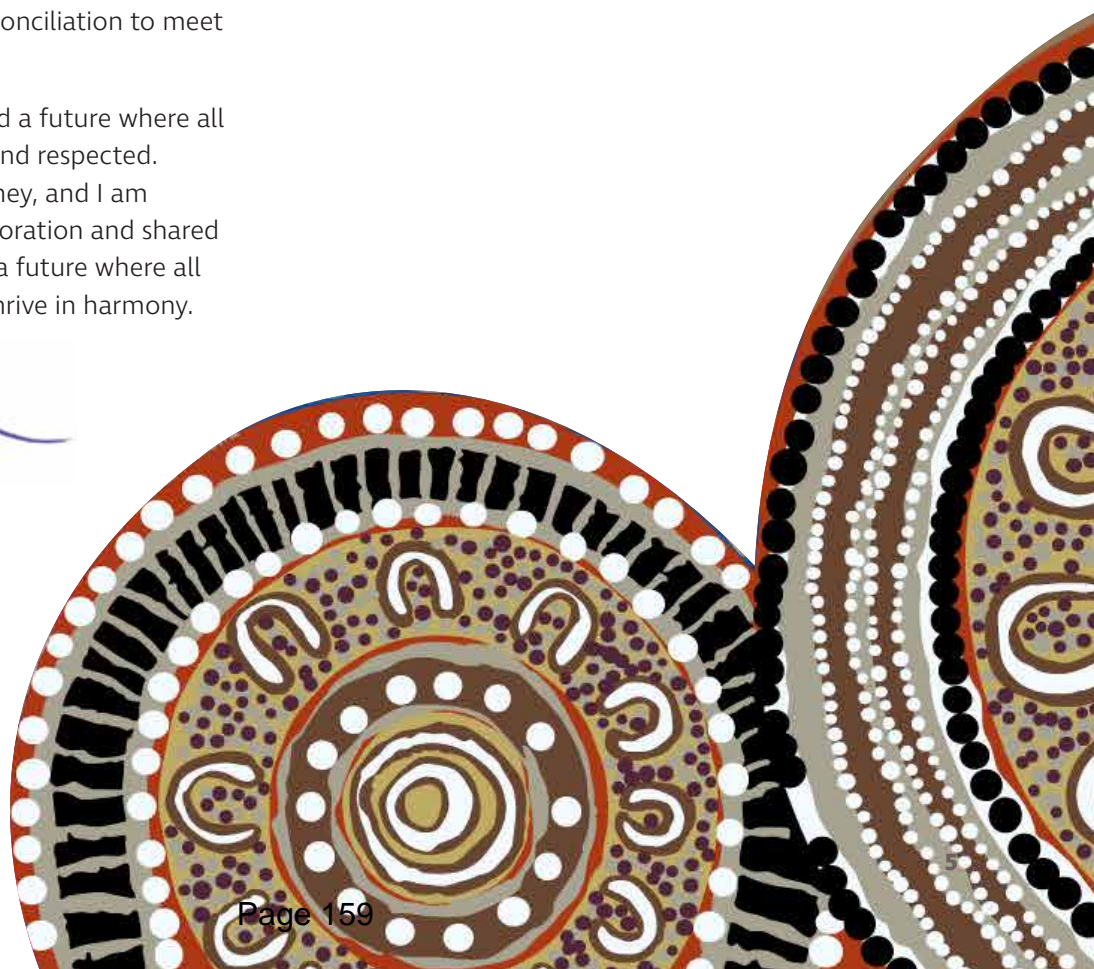
Building on the foundations of our previous RAPs, we have made significant progress in advancing reconciliation within our community. Our investment in cultural mapping has led to the development of a public tool that fosters understanding, while partnerships with local Aboriginal organisations and leaders have enabled the co-creation of community-driven projects.

As we look ahead, we are excited about the opportunities to further deepen our engagement with local Aboriginal and Torres Strait Islander communities. This RAP is a living document, and we are committed to continuously evolving and improving our approach to reconciliation to meet the needs of our community.

Together, I believe we can build a future where all people feel valued, included, and respected. Reconciliation is a shared journey, and I am confident that, through collaboration and shared commitment, we can achieve a future where all members of our community thrive in harmony.



Michael Sedgman
City of Adelaide
Chief Executive Officer



City of Adelaide Stretch RAP CEO Statement

On behalf of Reconciliation Australia, I congratulate the City of Adelaide on its formal commitment to reconciliation, as it implements its fourth Stretch Reconciliation Action Plan (RAP), its eleventh overall.

Formed around the pillars of relationships, respect and opportunities, the RAP program helps organisations realise the critical role they can play in driving reconciliation across their work and area of expertise. As a RAP program participant for many years, the City of Adelaide has a strong track record of igniting, sustaining and deepening change in the reconciliation space.

Through its time in the RAP program, the City of Adelaide has developed transformational relationships with Traditional Owners and community controlled organisations, enabling the development of several impactful First Nations-led initiatives. By working alongside Kaurna people and including cultural protocol in its established processes, the City of Adelaide moves beyond symbolic action to materially restorative change.

With this new RAP, the City of Adelaide continues to harness the power of self-determination and cultural knowledge as it tackles underlying systems that impact the daily lives of Aboriginal and Torres Strait Islander peoples. Once again, the City of Adelaide is demonstrating its deep thinking around actions that will result in true and long lasting change.

As one of the earliest participants in the RAP program, I have seen the City of Adelaide continuously build on its commitments to tangible reconciliation outcomes over many years. On behalf of Reconciliation Australia, I commend the City of Adelaide on this new Stretch RAP and look forward to following its continuing reconciliation journey.

Karen Mundine

Chief Executive Officer
Reconciliation Australia



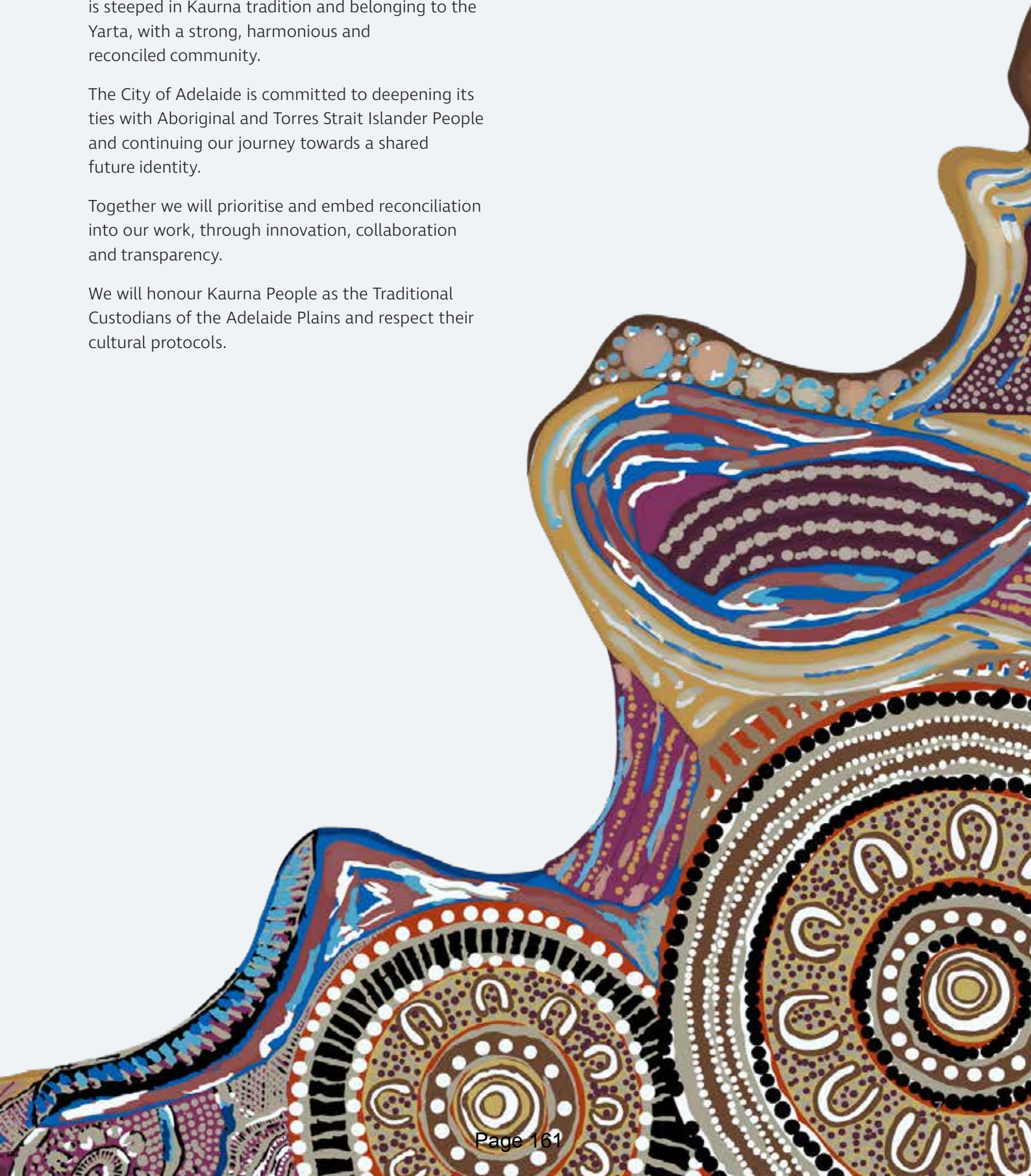
Our Vision for Reconciliation

The City of Adelaide's vision is for a community where the rich heritage of the Kaurna People and the diverse cultures of all Aboriginal and Torres Strait Peoples are honoured, embraced, and fully integrated into a shared future for the city: One that is steeped in Kaurna tradition and belonging to the Yarta, with a strong, harmonious and reconciled community.

The City of Adelaide is committed to deepening its ties with Aboriginal and Torres Strait Islander People and continuing our journey towards a shared future identity.

Together we will prioritise and embed reconciliation into our work, through innovation, collaboration and transparency.

We will honour Kaurna People as the Traditional Custodians of the Adelaide Plains and respect their cultural protocols.



Our Business

The City of Adelaide is the capital of South Australia and the heart of the state's civic, cultural and commercial life. Comprising a Lord Mayor and 11 Council Members elected by the community, the Council represent the interests of Adelaide's approximately 26,000 residents and 390,000 daily city users.

The Council and the City of Adelaide carry out the duties and exercise powers as outlined in the *Local Government Act 1999 (SA)* and other pertinent legislation. In response to the needs and opportunities of the city community, the City of Adelaide delivers policies, programs, and services.

Additionally, under the *City of Adelaide Act 1998 (SA)*, the City of Adelaide has broader responsibilities in overseeing the city centre and the Adelaide Park Lands for the benefit of all residents, workers, students, and visitors. To support the City of Adelaide and the State Government in the protection, management, enhancement, and promotion of the Adelaide Park Lands, Adelaide's defining feature, Kadaltilla/Adelaide Park Lands Authority (Kadaltilla) is the advisory board. The Kurna Yerta Aboriginal Corporation (KYAC), representing the Traditional Owners, is a member organisation of Kadaltilla.

In August 2024 the City of Adelaide had a workforce of 1034 employees, with nine individuals identifying as Aboriginal and/or Torres Strait Islander People, making up 0.87% of our total workforce.

Our operations are spread across multiple sites, including the Colonel Light Centre, Eagle Chambers/Adelaide Town Hall, the North Adelaide Golf Course, the London Road Depot, Adelaide Central Markets, the Nursery, City Libraries, Community Centres, Adelaide Bus Station, Archives, and the Prince Alfred Lane Bunker.

On 12 December 2023 Council adopted the City of Adelaide Strategic Plan 2024–2028 as a roadmap for the future, both as a capital city and local government. It outlines what we want to achieve, the steps we need to take, and the direction in which we are heading.

Our Vision at the City of Adelaide

Our Adelaide. Bold. Aspirational. Innovative.

We aspire to strengthen what we know makes Adelaide one of the world's most liveable cities. We are leveraging our past and looking to the future to grow an exceptional capital city that all South Australians can be proud of.

The vision for the city is focussed through five aspirations:

- Our Community: Vibrant, connected and inclusive
- Our Environment: Resilient, protected and sustainable
- Our Economy: Growing, innovative and responsive
- Our Places: Interesting, purposeful and safe
- Our Corporation: High performing, customer-centric and bold.

The Strategic Plan 2024–2028 seeks 'an inclusive, equitable and welcoming community where people feel a sense of belonging'. Several of the targets to achieve this outcome link directly to our commitment to reconciliation and our RAP including increasing Aboriginal employment, and opportunities to recognise and celebrate Aboriginal and Torres Strait Islander Peoples, cultures and connection to Country.



Our Journey

City of Adelaide's RAP

Creating our eleventh RAP has provided the City of Adelaide with an opportunity to reflect and build upon previous reconciliation plans, learnings and opportunities. The City of Adelaide has a strong and recognised history supporting reconciliation in South Australia and will continue to build on its commitment and leadership through this fourth Stretch RAP.

In 1997, the City of Adelaide began a reconciliation journey with local Aboriginal and Torres Strait Islander communities. In May 2008, the Council endorsed its inaugural Reconciliation Action Plan, serving as a framework for implementing the Council's Reconciliation Vision Statement and recognising National Sorry Day.

The City of Adelaide maintains a long-standing, positive collaborative partnership with the Kaurna community, which is recognised as the Traditional Owners and Custodians of the Adelaide Plains, where the city is situated. The City of Adelaide collaborates closely with the Kaurna Yerta Aboriginal Corporation (KYAC), which serves as the principal body of cultural authority.

Recent Achievements, Learnings and Challenges

Key achievements from the RAP 2021–2024 are:

- Kaurna Voices – cultural mapping
- NAIDOC Week Annual Celebrations
- Handing back of Kaurna Artefacts – Ceremony at Pirltawardli
- Place of Reflection – Memorial to Stolen Generations
- The Late Aunty Shirley Peisley AM portrait
- Adelaide Park Lands Cultural burn
- The Knowledge Project – An insight into Kaurna history, spirituality and language
- Kids on Country
- The Uluru Statement from the Heart – installed in the Adelaide Town Hall.

These key achievements have provided learnings and challenges which have informed the development of, and commitments in, the Stretch RAP 2024–2027. Examples of achievements, learnings and challenges follow:

Pillar 1 Relationships – NAIDOC Week Annual Celebrations

The City of Adelaide proudly joins the nation in celebrating NAIDOC Week, a time dedicated to honouring the history, culture, and achievements of Aboriginal and Torres Strait Islander Peoples. The Lord Mayor hosts an annual awards event, and the City of Adelaide holds NAIDOC in the Mall with traditional performances, a celebrated commissioned artwork, and activities to bring together the community to celebrate the rich heritage of Aboriginal and Torres Strait Islander People. NAIDOC Week serves as a powerful reminder of the importance of reconciliation and the ongoing journey towards a more inclusive and united community. In 2024, Adelaide was the host city of the National NAIDOC 150 year celebrations which the City of Adelaide supported through sponsorship, senior Executive and Council Member participation and hosting of the Royal Australian Mint's commemorative coin launch at the Adelaide Town Hall.

The 2024 events were a timely reminder of the importance of strong relationships and partnering in the delivery and celebration of reconciliation, including shared events involving the State and National Reconciliation Committees. The Stretch RAP 2024–2027 continues and builds upon these shared opportunities to recognise and celebrate the journey towards reconciliation together.

Pillar 2 Respect – Handing back of Kaurna Artefacts Ceremony at Pirltawardli

After nearly two centuries, Kaurna artefacts gifted to German missionaries have been returned to Kaurna land. A handover smoking ceremony was held in Adelaide at Possum Park/Pirltawardli (Park 1), attended by Aboriginal Elders, Minister for Foreign Affairs, Senator the Hon Penny Wong, and Germany's Federal Minister for Foreign Affairs Annalena Baerbock. The four cultural heritage items –



kathawirri (sword), tantanaku (club or bark peeler), wirnta (spear), and wikatyi (net) – hold deep significance for the Kaurna People and are over 180 years old. These artefacts are on display for the public at the Art Gallery of South Australia.

This momentous occasion was an opportunity for the City of Adelaide to Respect the leadership of the Kaurna People in returning their cultural heritage artefacts to Kaurna land. The Stretch RAP 2024–2027 provides new opportunities for the City of Adelaide to demonstrate Respect to Aboriginal and Torres Strait Islander Peoples by observing cultural protocols. “KYAC and the Kaurna Community are thrilled that these precious items have found their way home. Home to where they were part of the lives of the Kaurna People that created them and where they were such integral parts of our lives.” Mitzi Nam, Chairperson, Kaurna Yerta Aboriginal Corporation (KYAC), 2024

Pillar 3 Opportunities – Adelaide Park Lands Cultural Burn

In 2021, as the nation grappled with the onset of what would become one of Australia’s most severe fire seasons, the City of Adelaide, State Government, members of the Kaurna Community, supported by traditional fire practitioner Victor Steffensen of Firesticks Alliance Indigenous Corp. convened in the city’s southern parklands. A descendant of the Tagalaka People from Northern Queensland, Victor has dedicated the past 20 years to sharing his knowledge of cultural burning practices. Firesticks Alliance are leaders in the preservation of First Nations led cultural practices.

The Cultural Burn was both historic and celebratory. It marked the first time the Kaurna People could publicly practice their cultural burning techniques since many of their traditions were displaced following European colonisation. It also represented the first Cultural Burn conducted in an Australian capital city. Over 200 participants, including representatives from other Aboriginal groups and local residents, joined Kaurna Elders and the Lord Mayor of the City of Adelaide for a moving Welcoming Ceremony that highlighted the event’s significant cultural, ecological, and reconciliation impacts.

This groundbreaking project, which reintroduced traditional fire management practices to the Adelaide Park Lands for the first time in over 240

years, showcased the City of Adelaide’s strong commitment to meaningful reconciliation. The burn focused on incorporating Kaurna traditional knowledge into the management of biodiversity in the Adelaide Park Lands and influenced the revision of the Adelaide Park Lands Management Strategy – Towards 2036 to embed this knowledge.

Pillar 4 Governance – Kaurna Yerta Aboriginal Corporation (KYAC) Pipeline

A recent focus for the City of Adelaide has been establishing governance arrangements to enable KYAC input into the City of Adelaide’s policies, strategies and projects on Kaurna land. In 2023 a new bi-monthly meeting was established to provide a forum for the City of Adelaide and KYAC to yarn on key projects. The City of Adelaide acknowledges that there is more work to do and has made new commitments to embed Traditional Owner perspectives and practices into planning, processes and decision making.

Our experience and learning during the implementation of our previous RAP show that developing strong external relationships has positively influenced new projects, initiatives, and infrastructure delivery, prioritising the community’s well-being in decision-making processes. The City of Adelaide will increase its efforts to ensure that internal relationships with Aboriginal and Torres Strait Islander employees are equally prioritised and strong to ensure a desirable and culturally safe workplace.

Consistent recruitment and retention of Aboriginal and Torres Strait Islander employees has proven to be a complex area for the City of Adelaide. We have recently appointed an Aboriginal Employment and Inclusion Coordinator, with positive improvements in Aboriginal and Torres Strait Islander employee engagement. This will remain a key priority as we continue to honour the commitments outlined in our RAP.

The Stretch RAP 2024–2027 acknowledges the importance of external and internal ownership, accountability, and progress towards implementation. Internal governance and relationships are addressed by establishing the RAP Working Group and re-establishing RAP Champions. The Stretch RAP 2024–2027 includes commitments to regular reporting to the Reconciliation Committee and Reconciliation Australia.

Our Commitment to the Five Dimensions of Reconciliation

The RAP is based on the five dimensions of reconciliation. The five dimensions of reconciliation set out a clear roadmap toward a just, equitable and reconciled Australia. Whilst significant progress has been made in the past 25 years, much unfinished work remains. All sections of the community—governments, civil society, the private sector and Aboriginal and Strait Islander communities—have a role to play. The City of Adelaide’s commitment to the five dimensions of reconciliation is outlined below and has flowed on to the commitments we have made under the four RAP pillars of relationships, respect, opportunities and governance.

Race Relations

The City of Adelaide highly values the cultures, rights, and experiences of Aboriginal and Torres Strait Islander Peoples as well as non-Indigenous communities. This dedication cultivates enhanced relationships founded on trust and respect, fostering an environment devoid of racism.

Equality and Equity

The City of Adelaide commits to ensure equal participation for Aboriginal and Torres Strait Islander Peoples in various life opportunities. Additionally, the distinct rights of Aboriginal and Torres Strait Islander communities will be acknowledged and upheld.

Institutional Integrity

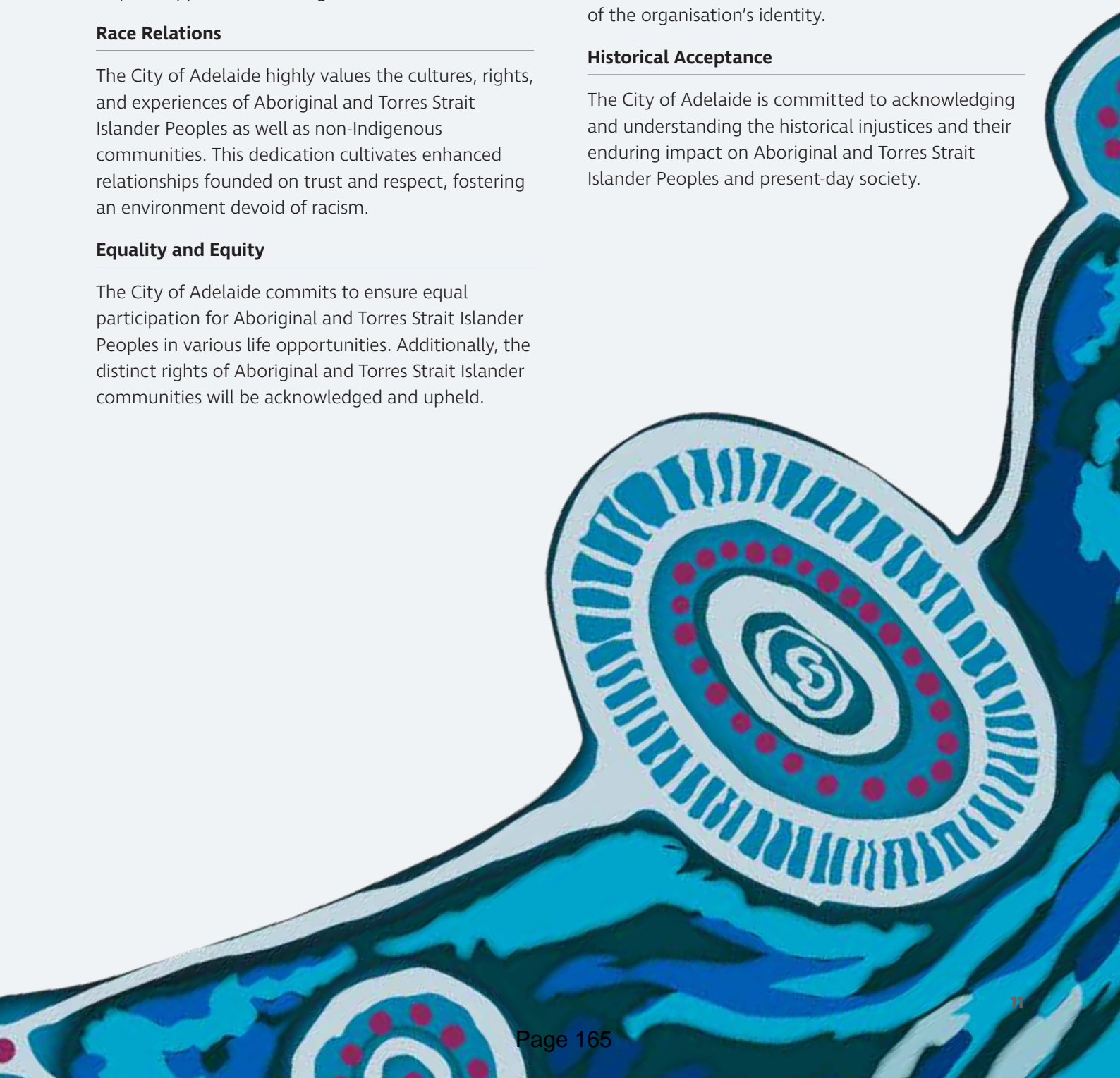
The City of Adelaide is committed to actively promoting reconciliation, aiming for both systemic and cultural transformations within the organisation and the broader community. Through collaboration with the Aboriginal and Torres Strait Islander community, the focus is on implementing practical approaches to instigate change and to support Aboriginal and Torres Strait Islander priorities within the organisation.

Unity

The City of Adelaide actively acknowledges and respects Aboriginal and Torres Strait Islander cultures and heritage, recognising them as essential elements of the organisation’s identity.

Historical Acceptance

The City of Adelaide is committed to acknowledging and understanding the historical injustices and their enduring impact on Aboriginal and Torres Strait Islander Peoples and present-day society.



Reconciliation Governance

The City of Adelaide has established the Reconciliation Committee under section 41 of the *Local Government Act 1999 (SA)*. The Reconciliation Committee is now entering its 22nd year of providing guidance to Council.

Council's Reconciliation Committee serves as an advisory body that supports the promotion of reconciliation in the city. Its responsibilities include crafting and overseeing the implementation of the City of Adelaide's Stretch Reconciliation Action Plan, contributing to policy formulation, and offering strategic advice to the Council on matters that may affect Aboriginal and Torres Strait Islander communities.

The Reconciliation Committee is led by Dual Chairpersons, one representing the Aboriginal and Torres Strait Islander community and the other representing the non-Indigenous community. The Committee is comprised of representatives from the Council and strategic agencies and includes members from the Kurna and other Aboriginal communities.

On 13 December 2022, the City of Adelaide Reconciliation Committee appointed members for the term of Council (2022–2026).

Appointments made:

Aboriginal and/or Torres Strait Islander representatives:

Ms Yvonne Agius, Dual Chairperson

Ms Deanne Hanchant-Nichols

Mr Ivan Tiwu Copley OAM, JP

Council Members:

The Right Honourable the Lord Mayor Dr Jane Lomax-Smith and Dual Chairperson

Councillor Janet Giles

Councillor Dr Mark Siebentritt

Councillor David Elliott

Strategic Agency Representatives:

Chair Kurna Yerta Aboriginal Corporation

CEO Reconciliation South Australia

Attorney-General's Department, Aboriginal Affairs and Reconciliation

Proxies:

Ms Kveta Vlotman

Ms Lynette Crocker



Back row: Ian Liddy, Jason Downs, Talisha King, Mark Siebentritt, David Elliott

Front Row: Ivan Tiwu-Copley, Dr Jane Lomax Smith, Yvonne Agius, Kveta Vlotman, Deanne Hanchant-Nichols, Lynette Crocker **Absent:** Janet Giles, Mitzi Nam

RAP Working Group

The RAP Working Group is a dedicated internal cross-organisational team focused on driving positive change and fostering unity within the City of Adelaide. The Working Group provides regular reports to the Reconciliation Committee and the City of Adelaide Executive on RAP implementation initiatives and overall progress. The RAP Working Group includes employees who are focused on developing, guiding, and implementing initiatives that address historical injustices and promote reconciliation within the community.

The Working Group includes the following positions:

- Director City Shaping (Executive RAP Champion)
- Team Leader Reconciliation – identified role (Chair)
- Manager Marketing and Communications
- Manager Creative City
- Coordinator Aboriginal Employment and Inclusion – identified role
- Team Leader People
- Lead, Media Relations
- Team Leader City Lifestyles
- Team Leader City Events
- Associate Director Governance and Strategy
- Leasing Coordinator, Rundle Mall
- Manager City Experience
- Business Investment Advisor
- Events and Activations Executive, Adelaide Central Market Authority
- Team Leader Social Planning
- Project Coordinator Reconciliation – targeted role
- Team Leader Horticulture
- Manager City Safety

Stretch RAP: Reconciliation Leadership

A Stretch RAP involves a more extended, strategic perspective with goals spanning three years. The City of Adelaide has the motivation, capability and capacity to deliver a Stretch RAP and significantly strengthen our reconciliation commitments.

To maintain focus and momentum towards the targets and commitments in the Stretch RAP, implementation is supported by a network of RAP champions at the senior employee, Team Leader and Manager level. Progress reports on implementation are shared with the Reconciliation Committee and Council throughout the calendar year so that the City of Adelaide is accountable, and the commitments are publicly communicated. The monitoring of actions is overseen by our Reconciliation Officer.

The Stretch RAP requires organisations to embed reconciliation efforts into their core business strategies, making them a fundamental part of daily operations. Over a three-year period, the Stretch RAP focuses on making impactful commitments with clearly defined, measurable targets and objectives.

Our Stretch RAP signifies a genuine and deepening engagement with Aboriginal and Torres Strait Islander communities, moving beyond symbolic gestures to implement real, transformative actions.

By setting a higher standard, the Stretch RAP demonstrates leadership and inspires other organisations to adopt ambitious goals.



Development of the RAP

This Stretch RAP has been developed through a rigorous consultation process with the City of Adelaide's employees and members of the Reconciliation Committee and Kaurna Yerta Aboriginal Corporation.

Reconciliation SA supported the City of Adelaide in its engagement and analysis to inform the development of this Stretch RAP. Over a six-week period, workshops were held with key internal and external stakeholders, including KYAC. Engagement activities were tailored to the audience and included engagement with existing City of Adelaide Aboriginal employees.

Workshop participants explored opportunities and actions under four RAP themes:

1. Relationships

Building meaningful relationships supports the City of Adelaide to meet the aspirations of local Aboriginal and Torres Strait Islander communities.

2. Respect

Respect for Aboriginal and Torres Strait Islander communities creates healthy relationships, embraces diversity and promotes harmony.

3. Opportunities

Providing opportunities for Aboriginal and Torres Strait Islander communities to assist the City of Adelaide in its goal of being a socially inclusive city.

4. Governance

Defines the roles and responsibilities of key stakeholders, including the City of Adelaide leadership, staff, and external partners, ensuring accountability, transparency, and effective oversight throughout the RAP's implementation.

The themes and opportunities from the consultation which have shaped the actions and deliverables under each of the four RAP pillars included:

Leadership

Genuine relationships are evident between the City of Adelaide and the Kaurna community and should be broadened across the organisation.

Building capability

Induction processes and ongoing cultural awareness for all City of Adelaide employees of First Nations protocols and relationships will improve project outcomes.

Procurement

The City of Adelaide can leverage its procurement spending to support Aboriginal and Torres Strait Islander businesses in a genuine approach to reconciliation.

Engagement

Engagement protocols with Aboriginal and Torres Strait Islander People are required to respect the demands on the community and Kaurna People for cultural engagement, advice and participation.

Strategic

There is an economy of scale and increased benefits to be achieved by collaborating and partnering with other organisations on reconciliation and an opportunity for the City of Adelaide to lead across the local government sector.

Engagement with the wider community and Aboriginal and Torres Strait Islander community identified the following themes:

- The importance of sharing local Aboriginal and Torres Strait Islander Peoples histories and amplifying the voices of Elders.
- Prioritising initiatives that support the emotional and mental wellbeing of City of Adelaide employees and Aboriginal communities.
- Transparent reporting on progress and outcomes of the RAP, with opportunities for community feedback.
- The need for action on systemic racism, health inequities, and justice reform.

City of Adelaide's Major Initiatives

Kurna Voices – cultural mapping

In partnership with the Kurna Yerta Aboriginal Corporation, the City of Adelaide has developed Kurna Voices, a project to map the city and showcase culturally significant Kurna sites through historical text, archival images, oral histories, and video interviews with Kurna Elders and community leaders. The Kurna Voices website was launched during National Reconciliation Week in 2024.

The site's research incorporates Tiati – truth-telling – to offer genuine Kurna narratives, including stories of the destruction of Dreaming tracks and important cultural sites along River Torrens/ Karrawirra Pari. The interactive map explores the sacred connections of the Kurna People to the land now known as Adelaide and highlights significant historical events and experiences from early colonisation.



Uncle Jeffrey Newchurch – Kurna Voices Project



Stretch Reconciliation Action Plan City of Adelaide Initiatives

1995

Annual Aboriginal
Flag Raising Ceremony
at Adelaide
Town Hall

1997

Reconciliation
Vision Statement

1998

National Sorry Day
Acknowledgement

2006

Doris Graham
commemorative
plaque

2012

Council reaffirms its
commitments with revised
Reconciliation Vision
Statement and National Sorry
Day Acknowledgement
Karna dual-naming of city
squares and two city
footbridges

2010

Two pieces from South
Australian Museum –
Kadlitpinna and Kuri Dance
19th Century aquarelle
paintings by George French
Angas unveiled in Queen
Adelaide Room

2013

Naming of
Reconciliation Plaza
Protocol and Guidelines on
Welcome to Country and
Acknowledgement of Country
Commemorative plaque on the
Adelaide Town Hall
Lord Mayoral Civic Reception
for the Recognise Long
Walk campaign

2001

Permanent flying of
Aboriginal Flag in
Victoria Square/
Tarntanyangga

2002

Reconciliation
Committee as a formal
committee of Council
Karna Recognition at
Council meetings with
Acknowledgement of Country
Karna dual-naming of
Adelaide Park Lands

2008

First annual Reconciliation
Action Plan
Aboriginal Employment Policy
Karna remains found within
Frome Road car park and
reburial ceremony held

2007

Flying of Aboriginal and
Torres Strait Islander flags
in Grote Street
Interpretative Information Audio
Bollards on Aboriginal
Flagpole in Victoria Square/
Tarntanyangga

2005

Reconciliation
Grants Program

2014

Alice Dixon
Memorial tree
replanting

2019

Installation of a Kurna Shield and Acknowledgement of Country in the City of Adelaide Customer Centre

Ngadlu Padninthi Kumangka cultural marker unveiled in Pakapakanthi/Victoria Park (Park 16)

Opening of Gladys Elphick Park

2021

Laneway renaming to No Fixed Address Laneway as part of the City of Music Laneways project

First capital city to conduct an official Cultural Burn Project in partnership with Traditional Owners

City of Adelaide launches our tenth RAP

City of Adelaide Reconciliation Committee photo displayed in Colonel Light Room

2020

Kardi Munta (Emu Net) cultural marker unveiled in Pityarilla/Park 19

2015

Opening of the Mankurri-api Kuu/ Reconciliation Room in the Adelaide Town Hall (first of such in any Council nationwide)

Unveiling of permanent install and commissioned artwork by artist Donald 'Bluey' Roberts, titled Reconciliation Spirit Tree.

Unveiling of permanent installation of commissioned artwork by artist, Paul Herzich 'My Country, Our State' recognising and celebrating the diversity of Aboriginal cultures in South Australia

2022

Establishment of new Reconciliation Committee Membership

2024

Kurna Voices cultural mapping tool launch

Support for KYAC's Kurna Artefact Ceremony at Possum Park/ Pirltawardli (Park 1)

2016

Reconciliation Plaza flag banners

2018

Lord Mayor Civic Reception to commemorate 10th anniversary of the National Apology to the Stolen Generations

Inaugural launch of Kids on Country event

First Smoking Ceremony in Adelaide Town Hall to mark the Investiture of the newly elected Council 2019

Launch of Lord Mayor's NAIDOC Award

2017

Inaugural launch of NAIDOC in the Mall event
Tarntanyangga Cultural Marker opened

Lord Mayoral Civic Reception for 25th Anniversary of the Mabo Decision

Lord Mayoral Civic Reception to commemorate the 50th anniversary of the 1967 Referendum

2023

Lord Mayors NAIDOC Awards

NAIDOC in the Mall event

Aunty Shirley Peisley Portrait displayed in the Council Chambers

Launch of the Place of Reflection – Memorial to Stolen Generations

Uluru Statement from the Heart displayed in the Adelaide Town Hall

Kids on Country event



*Kuma Kaaru Dance Group 2019
Photographer: Josh Geelen*



1. Relationships

Building meaningful relationships supports the City of Adelaide to meet the aspirations of local Aboriginal and Torres Strait Islander communities.

Focus area

Recognising and collaborating with the Traditional Owners, the Kurna People, and wider Aboriginal and Torres Strait Islander communities to foster connection and engagement, enhance relationships, boost the participation of Aboriginal and Torres Strait Islander communities in council initiatives, and collaborate with community groups and organisations to commemorate significant cultural milestones.

	Action	Deliverable	Timeline	Responsibility
1.	Establish and maintain mutually beneficial relationships with Aboriginal and Torres Strait Islander stakeholders and organisations.	1.1 Meet with local Aboriginal and Torres Strait Islander stakeholders and organisations to continuously improve guiding principles for engagement.	December 2025, 2026, 2027	Team Leader, Reconciliation
		1.2 Review, update and implement an engagement plan to work with Aboriginal and Torres Strait Islander stakeholders.	December 2026	Team Leader, Reconciliation
		1.3 Establish and maintain two formal partnerships with Aboriginal and Torres Strait Islander organisations including: <ul style="list-style-type: none"> • Yanun Project Services • Kuma Kaaru. 	December 2025, 2026, 2027	Team Leader, Reconciliation
2.	Build relationships through celebrating National Reconciliation Week (NRW).	2.1 Circulate Reconciliation Australia's National Reconciliation Week (NRW) resources and reconciliation materials to all employees.	27 May – 3 June 2025, 2026, 2027	Team Leader, Reconciliation
		2.2 RAP Working Group members to participate in two external NRW events.	27 May – 3 June 2025, 2026, 2027	Team Leader, Reconciliation
		2.3 Encourage and support employees and senior leaders to participate in at least two external events to recognise and celebrate NRW.	27 May – 3 June 2025, 2026, 2027	Team Leader, Reconciliation
		2.4 Organise at least one internal NRW event, including at least one organisation-wide NRW event annually.	27 May – 3 June 2025, 2026, 2027	Team Leader, Reconciliation
		2.5 Register all our NRW events on the Reconciliation Australia website NRW website.	27 May – 3 June 2025, 2026, 2027	Team Leader, Reconciliation



	Action	Deliverable	Timeline	Responsibility
		2.6 The City of Adelaide commits to organising at least one NRW event each year at the Adelaide Central Market and/or Rundle Mall.	27 May – 3 June 2025, 2026, 2027	Manager, City Experience General Manager, Adelaide Central Market Authority Events and Activations Executive, Rundle Mall Management
3.	Promote reconciliation through our sphere of influence.	3.1 Develop and implement an employee engagement strategy to raise awareness of reconciliation across our workforce.	December 2025	Team Leader, Reconciliation
		3.2 Communicate our commitment to reconciliation publicly.	December 2025, 2026, 2027	Chief Executive Officer
		3.3 Implement strategies to positively influence our external stakeholders to drive reconciliation outcomes.	December 2025	Team Leader, Reconciliation
		3.4 Collaborate with two RAP and other like-minded organisations to implement innovative approaches to advance reconciliation.	June 2027	Team Leader, Reconciliation
		3.5 Prominently display the Reconciliation Committee photo in Town Hall.	February 2025	Manager, Creative City
		3.6 Continue to share news about reconciliation achievements and profile Aboriginal and Torres Strait Islander employees in employee newsletters.	December 2025, 2026, 2027	Manager, People
		3.7 Host two Aboriginal and Torres Strait Islander-led community reconciliation activities outside of National Reconciliation Week to engage the wider community in reconciliation.	December 2025, 2026, 2027	Team Leader, Reconciliation
4.	Promote positive race relations through anti-discrimination strategies.	4.1 Continuously improve HR policies and procedures concerned with anti-discrimination.	December 2026	Manager, People
		4.2 Engage with Aboriginal and Torres Strait Islander employees and/or Aboriginal and Torres Strait Islander advisors to continuously improve our anti-discrimination policy.	December 2026	Manager, People
		4.3 Develop, implement, and communicate an anti-discrimination policy for our organisation.	December 2026	Manager, People

	Action	Deliverable	Timeline	Responsibility
		4.4 Senior leaders to publicly endorse and support anti-discrimination campaigns, initiatives, and stances.	June 2025	Manager, People
		4.5 Provide ongoing education for senior leaders and managers on the effects of racism to allow a public stance against racism.	December 2025	Manager, People
		4.6 Investigate mechanisms that can be used to identify the possible impact of Council activities on Aboriginal and Torres Strait Islander People, e.g., impact assessments.	June 2027	City Planning and Heritage
5.	Co-design engagement protocols with KYAC that formalise and strengthen the existing partnership.	5.1 Invite Kurna representation on the Kadaltilla Board as a KYAC strategic representative.	Provide report: June 2025, 2026, 2027	Associate Director, Governance and Strategy
		5.2 Invite Kurna representation on the Reconciliation Committee as a KYAC strategic representative.	January 2025, 2026, 2027	Team Leader, Reconciliation
		5.3 Co-design with KYAC the Kurna Yerta Aboriginal Engagement Protocol detailing preferred methods for collaborating with City of Adelaide.	June 2025	Team Leader, Reconciliation
		5.4 Investigate opportunities to embed Kurna cultural heritage advice within Council resourcing.	June 2027	Team Leader, Reconciliation
6.	Build relationships with the SA Voice to Parliament representatives to ensure open communication.	6.1 Amend the Terms of Reference of the Reconciliation Committee to enable a strategic Voice representative of the Voice to South Australian Parliament to become a strategic representative on the Committee.	December 2025, 2026, 2027	Team Leader, Reconciliation
		6.2 Investigate opportunities to engage with the Central Voice representatives to ensure two-way communication.	December 2025, 2026, 2027	Team Leader, Reconciliation

The South Australian Voice to Parliament is a pioneering initiative aimed at enhancing the participation of Aboriginal and Torres Strait Islander Peoples in the political processes that affect their communities. Established in 2023, it provides a direct, formal channel for Indigenous South Australians to advise the South Australian Parliament and South Australian Government on matters of policy, legislation, and resource allocation.





*City of Adelaide Cultural Burn 2021
Partners: Green Adelaide and Firesticks Alliance*



2. Respect

Respect for Aboriginal and Torres Strait Islander communities creates healthy relationships, embraces diversity and promotes harmony.

Focus area

Recognising the Traditional Owners of the land, the Kurna People, displaying the Aboriginal and Torres Strait Islander flags, enhancing community awareness and engagement, and advocating for reconciliation.

	Action	Deliverable	Timeline	Responsibility
7.	Increase understanding, value and recognition of Aboriginal and Torres Strait Islander cultures, histories, knowledge and rights through Cultural Learning.	7.1 Conduct a review of the cultural learning needs within our organisation.	June 2025 June 2026	Manager, People
		7.2 Consult local Traditional Owners and the Reconciliation Committee on the implementation of a Cultural Learning Strategy.	June 2026	Manager, People
		7.3 Implement and communicate the Cultural Learning Strategy to all employees.	December 2025	Manager, People
		7.4 All RAP Working Group members, HR Managers, senior executive group and all new employees to undertake formal and structured Cultural Learning.	December 2025	Manager, People,
		7.5 100% of employees undertake formal and structured face-to-face cultural learning training on commencement at the organisation and refresher within a 3-year period.	June 2025, 2026, 2027	Manager, People
		7.6 Collaborate with the Local Government Association to co-design with Aboriginal and Torres Strait Islander Peoples a Local Government Cultural Learning package tailored for the local government sector.	June 2027	Manager, People
8.	Demonstrate Respect to Aboriginal and Torres Strait Islander Peoples by observing cultural protocols.	8.1 Increase employee understanding of the purpose and significance behind cultural protocols, including Acknowledgement of Country and Welcome to Country protocols.	June 2025	Team Leader, Reconciliation
		8.2 Review and communicate a cultural protocol document (tailored for all local communities we operate in), including protocols for Welcome to Country and Acknowledgement of Country.	June 2025	Team Leader, Reconciliation
		8.3 Invite local Traditional Owners to provide a Welcome to Country at a minimum of 15 significant events.	June 2025, 2026, 2027	Manager, Creative City



	Action	Deliverable	Timeline	Responsibility
		8.4 Council Members, senior leaders and employees provide an Acknowledgement of Country or other appropriate protocols at all meetings and public events.	December 2025	Team Leader, Reconciliation
		8.5 Display Acknowledgment of Country plaques in our Customer Service Centre, Libraries, and Community Centres.	December 2025	Team Leader, Reconciliation
		8.6 Consult with Traditional Owners to rename the primary conference, meeting, and training rooms at the Colonel Light Centre with co-names honouring significant Aboriginal and Torres Strait Islander leaders in South Australia. These names will be selected in collaboration with the Reconciliation Committee and broader members of the Aboriginal and Torres Strait Islander communities.	December 2026	Team Leader, Reconciliation
		8.7 Provide First Nations led workshops for Council Members and Senior Leaders to learn an Acknowledgement of Country in Kurna.	February 2025	Associate Director, Governance and Strategy
		8.8 Develop a Sitting Fees Procedure for targeted community engagement with Aboriginal and Torres Strait Islander People so that community members are appropriately remunerated.	December 2025	Associate Director, Governance and Strategy
9.	Engage with Aboriginal and Torres Strait Islander cultures and histories by celebrating NAIDOC Week.	9.1 RAP Working Group members to participate in an external NAIDOC week event(s).	July 2025, 2026, 2027	Team Leader, Reconciliation
		9.2 Review HR policies and procedures to remove barriers to employees participating in NAIDOC Week.	June 2025	Manager, People
		9.3 Deliver and support employees to participate in NAIDOC Week events in our local area, including: <ul style="list-style-type: none"> • NAIDOC in the Mall • Lord Mayor's NAIDOC Awards • NAIDOC artwork commissioning. 	July 2025, 2026, 2027	Chief Executive Officer
		9.4 Collaborate with the SA NAIDOC Committee to support celebrations in the CBD including the NAIDOC March and Family Fun Day.	July 2025, 2026, 2027	Team Leader, Reconciliation

	Action	Deliverable	Timeline	Responsibility
		9.5 Officially recognise the recipient of the annual Lord Mayor's NAIDOC Award on both the website and social media platforms.	July 2025, 2026, 2027	Office Manager, Office of the Lord Mayor
		9.6 Provide an internal and external CEO NAIDOC week message.	July 2025, 2026, 2027	Chief Executive Officer
10.	Increase awareness, understanding and visibility of Kaurna as the Traditional Owners through physical interpretation throughout the city.	10.1 Secure funding and establish key locations across the CBD, including cultural landmarks, public spaces, and transport hubs, to promote the Kaurna Native Title Determination through state grants, council budget allocation, corporate sponsorship, federal funding, and philanthropic partnerships.	June 2027	Team Leader, Reconciliation
		10.2 In consultation with Traditional Owners review renaming of city laneways to represent ancestral Kaurna families.	June 2026	Manager, City Infrastructure
		10.3 Co-design with Kaurna Traditional Owners a Kaurna welcome art installation on Sir Donald Bradman Drive and West Terrace.	December 2026	Manager, Creative City
11.	With Traditional Owners develop a process for the repatriation of ancestral remains.	11.1 In consultation with Traditional Owners design a Repatriation of ancestral remains protocol in partnership with KYAC.	December 2026	Manager, Park Lands and Sustainability
		11.2 Review and design a record-keeping tool to ensure ongoing monitoring and maintenance of repatriated ancestral remains.	June 2027	Manager, Park Lands and Sustainability





*Kuma Kaaru Dance Group 2019
Photographer: Josh Geelen*



3. Opportunities

Providing opportunities for Aboriginal and Torres Strait Islander communities to assist the City of Adelaide in its goal of being a socially inclusive city involves fostering active engagement, partnership, and co-design with Indigenous Peoples.

Focus area

Enhancing the employment and retention of Aboriginal and Torres Strait Islander employees at the City of Adelaide, extending financial support to community groups and organisations, and partnering with Kaurna and broader Aboriginal and Torres Strait Islander communities to amplify cultural tourism opportunities in the city.

	Action	Deliverable	Timeline	Responsibility
12.	Improve employment outcomes by increasing Aboriginal and Torres Strait Islander recruitment, retention and professional development.	12.1 Engage with Aboriginal and Torres Strait Islander employees to consult on the effectiveness of our recruitment, retention and professional development strategy.	June 2025	Manager, People
		12.2 Review and update an Aboriginal and Torres Strait Islander recruitment, retention, and professional development strategy.	December 2025	Manager, People
		12.3 Advertise job vacancies to effectively reach Aboriginal and Torres Strait Islander candidates.	December 2025	Manager, People
		12.4 Review HR and recruitment procedures and policies to remove barriers to Aboriginal and Torres Strait Islander participation in the workplace.	December 2025	Manager, People
		12.5 Aboriginal and Torres Strait Islander employees to be supported to take on management and senior-level positions by providing professional and career development pathways.	June 2025	Manager, People
		12.6 Commit to achieving an Aboriginal and Torres Strait Islander employment target of 2% of all City of Adelaide employees by 2027.	June 2027	Manager, People
		12.7 Investigate graduate, traineeship and internship programs as an entry pathway into the organisation.	December 2025, 2026, 2027	Manager, People
		12.8 Conduct a comprehensive review of cultural leave and other workplace policies to ensure that cultural load is minimised, creating an inclusive environment that supports the recruitment, retention, and professional development of Aboriginal and Torres Strait Islander employees.	June 2025	Manager, People



	Action	Deliverable	Timeline	Responsibility
13.	Increase Aboriginal and Torres Strait Islander supplier diversity to support improved economic and social outcomes.	13.1 Develop and implement an Aboriginal and Torres Strait Islander Business Procurement Strategy with a clear target on expenditure procured from Aboriginal and Torres Strait Islander businesses.	December 2026	Team Leader, Procurement and Contract Management
		13.2 Maintain Supply Nation membership.	December 2027	Team Leader, Procurement and Contract Management
		13.3 Develop and communicate opportunities for procurement of goods and services from Aboriginal and Torres Strait Islander businesses.	December 2026	Team Leader, Procurement and Contract Management
		13.4 Review and update procurement practices to remove barriers to procuring goods and services from Aboriginal and Torres Strait Islander businesses.	December 2026	Team Leader, Procurement and Contract Management
		13.5 Maintain commercial relationships with two Aboriginal and/or Torres Strait Islander businesses.	December 2025, 2026, 2027	Team Leader, Procurement and Contract Management
		13.6 Train all relevant employees in contracting Aboriginal and Torres Strait Islander businesses through Supply Nation or an equivalent organisation.		Team Leader, Procurement and Contract Management
		13.7 Explore collaboration opportunities with Kurna and other local Aboriginal and Torres Strait Islander tourism providers to create a continuous tourism product and/or provide cultural experiences in the city.	December 2025	Adelaide Economic Development Agency
		13.8 Maintain the Kurna Register on the City of Adelaide website promoting Kurna performers, educators, and tourism experts.	December 2025	Lead, Web and User Experience
14.	Strengthen land management practices by embedding cultural burn practices into the City of Adelaide practices.	14.1 In partnership with cultural experts conduct a cultural burn each year on the Adelaide Park Lands.	December 2025, 2026, 2027	Manager, Park Lands and Sustainability
		14.2 Develop an internal process (standard operating procedure) for conducting a cultural burn led by Aboriginal and Torres Strait Islander People.	June 2027	Manager, Park Lands and Sustainability
		14.3 Review the City of Adelaide's burn permit process to ensure no barriers to Aboriginal and Torres Strait Islander participation.	June 2027	Manager, City Safety

	Action	Deliverable	Timeline	Responsibility
15.	Strengthen the management of the Adelaide Park Lands, waterways and land practices through Kurna collaboration.	15.1 Recruit the inaugural Aboriginal Ranger position to oversee cultural land management practices in the Adelaide Park Lands.	June 2025	Manager, Park Lands and Sustainability
		15.2. Collaborate with the Kurna community to explore possibilities for integrating First Nations perspectives on land and waterways management strategies and practices relating to the Adelaide Park Lands.	June 2025	Manager, Park Lands and Sustainability
16.	Review community building leasing and event procedures to remove barriers to Aboriginal and Torres Strait Islander participation.	16.1 Investigate community building leasing arrangements of Council facilities to promote Aboriginal and Torres Strait Islander business participation.	June 2026	Manager, City Lifestyles
		16.2 Review event procedures and guidelines to identify opportunities to encourage organisers to engage more in reconciliation.	June 2026	Manager, City Experience
17.	Strengthen existing and explore new partnerships with Aboriginal community-controlled organisations to address the social determinants of health.	17.1 Investigate partnerships to deliver community-controlled housing.	June 2027	Property Development
		17.2 Develop strategies for addressing the drivers of violence against women.	June 2027	Team Leader, Reconciliation
		17.3 Develop programs to support Aboriginal and Torres Strait Islander People's social and emotional wellbeing through increased participation in City of Adelaide Community Centres and libraries.	June 2027	Manager, City Lifestyles
		17.4 Review community grants funding programs to ensure the process captures data, funding and support for Aboriginal and Torres Strait Islander led programs.	June 2027	Manager, City Lifestyles





*Kuma Kaaru Dance Group 2019
Photographer: Josh Geelen*



4. Governance

Tracking progress and reporting.

Focus area

City of Adelaide's policies and procedures embed reconciliation practices that support the implementation of the Reconciliation Action Plan (RAP).

	Action	Deliverable	Timeline	Responsibility
18.	Establish and maintain an effective RAP Working group (RWG) to drive governance of the RAP.	18.1 Maintain Aboriginal and Torres Strait Islander representation on the RWG.	December 2025, 2026, 2027	Team Leader, Reconciliation
		18.2 Develop Terms of Reference for the RWG.	June 2025	Team Leader, Reconciliation
		18.3 Meet at least four times per year to drive and monitor RAP implementation.	March, June, September, December 2025, 2026, 2027	Associate Director, Governance and Strategy
		18.4 Demonstrate leadership in reconciliation by setting performance targets for leaders aligned to RAP activity.	April 2025, 2026, 2027	Chief Executive Officer
19.	Provide appropriate support for effective implementation of the RAP commitments.	19.1 Embed resource needs for RAP implementation.	December 2025, 2026, 2027	Team Leader, Reconciliation
		19.2 Embed key RAP actions in performance expectations of senior management and employees.	June 2025	Chief Executive Officer
		19.3 Embed appropriate systems and capability to track, measure and report on RAP commitments.	June 2025, 2026, 2027	Team Leader, Reconciliation
		19.4 Maintain an internal RAP Champion from senior management.	June 2025, 2026, 2027	Chief Executive Officer
		19.5 Include RAP as a standing agenda item at senior management meetings.	January 2025	Team Leader, Reconciliation
20.	Build accountability and transparency through reporting RAP achievements, challenges, and learnings, both internally and externally.	20.1 Contact Reconciliation Australia to verify that our primary and secondary contact details are up to date, to ensure we do not miss out on important RAP correspondence (June annually).	June 2025, 2026, 2027	Team Leader, Reconciliation



	Action	Deliverable	Timeline	Responsibility
		20.2 Contact Reconciliation Australia to request a unique link to access the online RAP Impact Survey.	August 2025, 2026, 2027	Team Leader, Reconciliation
		20.3 Complete and submit the annual RAP Impact Survey to Reconciliation Australia.	September 2025, 2026, 2027	Team Leader, Reconciliation
		20.4 Report RAP progress to employees and senior leaders quarterly.	March, June, September, December 2025, 2026, 2027	Team Leader, Reconciliation
		20.5 Publicly report against RAP commitments annually, outlining achievements, challenges and learnings.	December 2025, 2026, 2027	Team Leader, Reconciliation
		20.6 Investigate participating in Reconciliation Australia's biennial Workplace RAP Barometer.	February 2026	Team Leader, Reconciliation
		20.7 Submit a traffic light report to Reconciliation Australia at the conclusion of this RAP.	December 2027	Team Leader, Reconciliation
		20.8 Develop an annual video progress report on Reconciliation activity each calendar year to share publicly.	December 2025, 2026, 2027	Team Leader, Customer and Marketing
		20.9 Review Terms of Reference for the Reconciliation Committee at the end of every Council term.	January 2027	Associate Director, Governance and Strategy
21	Continue our reconciliation journey by developing our next RAP.	21.1 Register via Reconciliation Australia's website to begin developing the next RAP.	June 2027	Team Leader, Reconciliation

Artwork Explanation




Flowing through the centre of the artwork is Karrawirra Pari (Red Gum Forest River), a significant resource for the Kurna People. This name reflects the deep connection between Kurna custodians and the environment in which our People thrived for thousands of years.

Karrawirra Pari is a monumental resource that provides water, food and materials used to make artefacts. Detailed throughout the artwork utilising different colours is a representation of Pangkarra (family territories). Pangkarra is integral to identity, heritage, and the ongoing responsibilities to care for and maintain the land inherited by those who came before them.

Surrounding Karrawirra Pari are sacred sites where members belonging to Kurna family groups who lived amongst their Pangkarra would come together to conduct traditional ceremonies. The textures incorporated within this artwork exhibit specific elements relating to Yarta (land). Firstly, we have a representation of Mukurta (Hills), Secondly, the nomadic flow of water that would rage during Kudlila (Winter).

Pat Caruso – We Create Print Deliver



Talisha King
Reconciliation Officer
P: (08) 8203 7933
E: Reconciliation@cityofadelaide.com.au





North Adelaide Public Golf Course Redevelopment - Consultation under the *Aboriginal Heritage Act 1998 (SA)*

Wednesday, 3 December 2025
Reconciliation Committee

Program Contact:
Sarah Gilmour, Associate
Director Park Lands, Policy &
Sustainability

Approving Officer:
Ilia Houridis, Director City
Shaping

Strategic Alignment - Our Environment

Public

EXECUTIVE SUMMARY

The purpose of this report is to provide an update on the State Government's engagement under the *Aboriginal Heritage Act 1988 (SA)* (the Act) relating to the North Adelaide Public Golf Course redevelopment and to advise that the Minister has granted authorisations under sections 21 and 23 to allow excavation, removal, relocation and management of Aboriginal Heritage materials where necessary to facilitate the North Adelaide Golf Course project, subject to 31 conditions (**Attachment A**).

On 3 July 2025, the State Government initiated consultation under the Act regarding the proposed redevelopment of the North Adelaide Public Golf Course.

As the redevelopment will involve ground-disturbing works, the applicant sought Ministerial authorisations under sections 21 and 23 of the Act. The Minister for Aboriginal Affairs, Hon Kyam Maher MLC consulted with Traditional Custodians and Aboriginal stakeholders to inform his decision.

The consultation opened on 3 July 2025 and was originally scheduled to conclude on 31 July 2025.

At its meeting held on 22 July 2025, the Council decided to request a five week extension to the consultation until 4 September 2025 ([Link 1](#)) to ensure appropriate and meaningful consultation with Aboriginal People.

The Council was concerned about the time frame and level of information provided by the State Government for the consultation and authorised the Lord Mayor to write to the State Government requesting an extension ([Link 2](#)).

Administration separately made a submission ([Link 3](#)) to the consultation on 24 July 2025 that expressed concerns about the consultation timeframes and advised of a study undertaken by the City of Adelaide in collaboration with Heritage SA to investigate the potential for subsurface deposits in the Adelaide Park Lands ([Link 4](#)).

On 5 September 2025, the Reconciliation Committee endorsed a submission out of session to the consultation ([Link 5](#)).

On 17 October 2025, the Minister provided a response to the Reconciliation Committee's submission to the consultation. The Minister has granted conditional approval under the Act (**Attachment A**) to permit the excavation, removal, relocation, and management of Aboriginal heritage materials where necessary to facilitate the North Adelaide Golf Course project, subject to 31 conditions.

RECOMMENDATION

THAT THE RECONCILIATION COMMITTEE

1. Notes that the Minister for Aboriginal Affairs, Hon Kyam Maher MLC, has granted authorisations under section 21 and section 23 of the *Aboriginal Heritage Act 1988 (SA)* as contained in Attachment A to Item 6.7 on the Agenda for the Reconciliation Committee held on 3 December 2025, in relation to the State Government's proposal to redevelop the North Adelaide Public Golf Course to provide conditional approval for ground disturbing works.

IMPLICATIONS AND FINANCIALS

City of Adelaide 2024-2028 Strategic Plan	Strategic Alignment – Our Environment <i>The status, attributes and character of our green spaces and the Park Lands are protected and strengthened</i>
Policy	Not as a result of this report
Consultation	The State Government consulted on the proposal from 3 July 2025 and provided an extension to the City of Adelaide to make a submission by 4 September 2025.
Resource	Not as a result of this report
Risk / Legal / Legislative	As the North Adelaide Public Golf Course redevelopment involves ground-disturbing works, the applicant sought Ministerial authorisations under sections 21 and 23 of the <i>Aboriginal Heritage Act 1988</i> (SA).
Opportunities	Not as a result of this report
25/26 Budget Allocation	Not as a result of this report
Proposed 26/27 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
25/26 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

DISCUSSION

Purpose

1. The purpose of this report is to provide an update on the State Government's engagement under the *Aboriginal Heritage Act 1988* (SA) (the Act) relating to the North Adelaide Public Golf Course redevelopment and to advise that the Minister has granted authorisations under sections 21 and 23 to allow excavation, removal, relocation and management of Aboriginal Heritage materials where necessary to facilitate the North Adelaide Golf Course project, subject to 31 conditions (**Attachment A**).

Background

2. On 3 July 2025, the State Government initiated consultation under the Act regarding the proposed redevelopment of the North Adelaide Public Golf Course.
3. This followed the gazettal of the *North Adelaide Public Golf Course Act 2025* (SA), which confirmed the *Aboriginal Heritage Act 1988* (SA) applies to the site.
4. As the redevelopment will involve ground-disturbing works, the applicant sought Ministerial authorisations under sections 21 and 23 of the Act.
5. The Minister for Aboriginal Affairs, Hon Kyam Maher MLC consulted with Traditional Owners and Aboriginal stakeholders to inform his decision.
6. The consultation opened on 3 July 2025 and was originally scheduled to conclude on 31 July 2025.
7. At its meeting held on 22 July 2025 Council resolved to request a five week extension to the consultation until 4 September 2025 ([Link 1](#)) to ensure appropriate and meaningful consultation with Aboriginal People. Accordingly, the Lord Mayor wrote to the State Government requesting an extension ([Link 2](#)).
8. Council identified the following key issues in relation to the consultation:
 - 8.1. The absence of a concept plan for the Application Area within the consultation materials, which would indicate the location and type of proposed construction.
 - 8.2. The need for Administration to prepare a submission and seek an extension to allow adequate consideration of the potential impacts.
9. Administration separately made a submission to the consultation on 24 July 2025 that expressed concerns about the consultation timeframes and that the Reconciliation Committee had not been afforded a specific opportunity to be briefed ([Link 3](#)).
10. The submission advised of a study undertaken by the City of Adelaide in collaboration with Heritage SA to investigate the potential for subsurface deposits in the Adelaide Park Lands.
 11. The study was an implementation project under the National Heritage Management Plan for the Adelaide Park Lands and City Layout that was funded and delivered by the City of Adelaide in 2024/25 and shared with the Reconciliation Committee on 7 May 2025 for awareness and information ([Link 4](#)).
 12. The State Government's Consultation Information Pack was updated on 30 July 2025 to include a summary of a cultural heritage assessment undertaken in 2023 by Neale Draper and Associates.
 13. This assessment, attributed as an unpublished report prepared for the City of Adelaide, was developed in consultation with Kaurna representatives and pertains to part of the Application Area.
14. Reconciliation Committee endorsement of a submission to the consultation was sought out of session to meet the extended deadline and was finalised and forwarded on 5 September 2025 ([Link 5](#)), reaffirming the Committee's commitment to supporting processes that protect and uphold Aboriginal cultural heritage.
15. The submission also conveyed the Committee's intention to continue working collaboratively with the State Government, seeking outcomes that are respectful, informed, and culturally appropriate.
16. On 17 October 2025, the Minister wrote to the Committee Chairs regarding the State Government's application for authorisations under sections 21 and 23 of the *Aboriginal Heritage Act 1988* (SA) for the North Adelaide Golf Course Redevelopment (**Attachment A**).
17. The Minister advised that Aboriginal Affairs and Reconciliation (AAR) had undertaken consultation on the application, including public notices, direct engagement with Aboriginal parties, and seeking advice from the State Aboriginal Heritage Committee.
18. After considering the feedback received, along with other relevant materials and advice, the Minister granted the Department of the Premier and Cabinet (DPC) authorisations for a period of ten years to undertake works that may uncover, disturb, or impact Aboriginal heritage.

19. The Minister acknowledged the area's deep cultural and historical significance for Kaurna People, particularly the Pirltarwardli site (6628-503), as culturally and spiritually important both before and after colonisation.
20. In approving the authorisations, the Minister imposed 31 conditions, including requirements to:
 - 20.1. Establish a *Protected Area* over the Pirltarwardli site, with only limited maintenance and safety works permitted.
 - 20.2. Consult and engage regularly with the Kaurna Yerta Aboriginal Corporation (KYAC) and key Kaurna Traditional Custodians.
 - 20.3. Develop a *Cultural Heritage Management Plan* in collaboration with KYAC and AAR prior to any ground-disturbing works.
 - 20.4. Offer KYAC opportunities to participate in heritage surveys, provide cultural awareness training, and engage heritage monitors.
 - 20.5. Ensure heritage management oversight by qualified archaeologists.
 - 20.6. Provide regular consultation logs, annual progress reports, and compliance with AAR's Aboriginal Sites and Remains Protocols.
21. The full list of conditions is provided in **Attachment A**.
22. The Minister emphasised DPC's obligations under the *Burial and Cremation Act 2013* (SA) and encouraged continued engagement with KYAC to protect heritage and explore employment opportunities within the project.

Next Steps

23. Administration will continue to update the Reconciliation Committee as information is shared by the State Government on progress with the redevelopment of the North Adelaide Public Golf Course.

DATA AND SUPPORTING INFORMATION

Link 1 – [Council Agenda – Tuesday, 22 July 2025 - MoN - Aboriginal Heritage Consultation](#)

Link 2 – [Lord Mayor Letter to Hon Kyam Maher MLC - North Adelaide Golf Course Redevelopment – 25 July 2025](#)

Link 3 – [City of Adelaide Submission - Aboriginal Heritage Act - North Adelaide Golf Course Redevelopment - 24 July 2025](#)

Link 4 – [Adelaide Park Lands and City Layout National Heritage Management Plan, Archaeological Assessment](#)

Link 5 – [City of Adelaide – Reconciliation Committee Submission- Aboriginal Heritage Act - North Adelaide Golf Course Redevelopment - September 2025](#)

ATTACHMENTS

Attachment A – State Government authorisation under sections 21 and 23 of the *Aboriginal Heritage Act 1988* (SA) for the North Adelaide Golf Course Redevelopment

- END OF REPORT -



AUTHORISATIONS UNDER SECTIONS 21 AND 23 OF THE ABORIGINAL HERITAGE ACT 1988 (SA)

On 29 May 2025, Mr Robert Lustri, Director Major Projects of the Department of the Premier and Cabinet (**DPC**) sought authorisations under sections 21 and 23 of the *Aboriginal Heritage Act 1988* (SA) (**Act**) to redevelop and expand amenities at the North Adelaide Golf Course (**Project**). All terms used in this instrument are as defined in the Act (as amended from time to time), unless stated otherwise.

Authorisation Area

The authorisations are sought over multiple land parcels, roads and easements, comprising most of Park 1 Pirltawardli / Possum Park and Park 27A John Brown Park, bounded by the Karrawirra Pari / River Torrens, Park Terrace, Jeffcott Road, Barton Terrace West, Mills Terrace, Strangways Terrace, and Montefiore Road in North Adelaide, South Australia (**Authorisation Area**).

The Authorisation Area is shown bounded in yellow at Attachment 1. A list of coordinates for the Authorisation Area and land parcels intersecting the Authorisation Area is at Attachment 2. To the extent of any inconsistency, Attachment 2 prevails.

Ministerial directions

The parties listed in this instrument must comply with any directions issued by the Minister for Aboriginal Affairs (**Minister**), and/or their delegate under the Act, in relation to the protection and preservation of any discovered Aboriginal sites or remains, or any Aboriginal sites or remains for which new information becomes known. These directions may be issued at any time and apply even if this instrument allows otherwise.

Aboriginal Heritage

The Authorisation Area is known to contain and intersect three Aboriginal sites for which records exist on the central archives, as summarised in the table below:

Site Number	Name	Type/Description	Site Status
6628-503	Adelaide Native Location / Piltawodli	Historic	Determined
ID 40	'Karrawirraparri (River Torrens) Kurna Mythological Site'	Cultural	Reported
ID 41	'Karrawirraparri (River Torrens) Kurna Mythological Site (Adelaide Parklands locality)'	Cultural	Reported

Authorised Activities

Authorisations under sections 21 and 23 of the Act were sought to facilitate the Project within the Authorisation Area, which proposes the following:

1. all activities associated with the construction of a world-class golf course that would include expanding and reshaping the existing courses to create a new 18-

OFFICIAL

Hole Championship Course, the establishment of additional amenities such as a new Driving Range, Mini Golf Course and Executive Short Course, as well as the construction of associated utilities, buildings, facilities and infrastructure (**Project Activities**); and

2. excavating, trenching, uncovering, exposing, removing, salvaging, collecting, storing, relocating, reburying and otherwise handling and managing Aboriginal sites, objects and/or remains (together, **heritage**) (**Heritage Management Activities**),

(Project Activities and Heritage Management Activities are together, **the Project**)

where reasonably required to facilitate the Project, as well as future works required for the development, maintenance or use of services, facilities or infrastructure associated with the Project.

Having considered the application and the outcomes of a consultation process undertaken on my behalf in accordance with section 13 of the Act, I, the Hon Kyam Maher MLC, being the Minister and responsible for the Act, make the following authorisations:

Section 21 and 23 Authorisations

Pursuant to sections 21 and 23 of the Act, and subject to the conditions set out below, I hereby authorise the parties described below to:

1. excavate land for the purpose of uncovering any heritage; and
2. damage, disturb or interfere with any Aboriginal heritage,

in each case where reasonably necessary to undertake Project Activities and Heritage Management Activities within the Authorisation Area (together, **Authorisations**).

These Authorisations extend to the following people and entities to the extent that any of them reasonably carry out any Authorised Activities within the Authorisation Area (together, **Authorised Parties**):

1. the Premier of South Australia
2. Ministers responsible for the administration of *North Adelaide Public Golf Course Act 2025* (SA) from time to time
3. the Chief Executive of DPC and their delegates (**Chief Executive**)
4. contractors and any other persons employed or engaged by, or on behalf of, the Chief Executive who are required in relation to the Project
5. employees, agents, contractors, and subcontractors of Crown instrumentalities and statutory authorities, and the employees of any administrative units associated with them and who are required in relation to the Project
6. the Corporation of the City of Adelaide and any of its employees, agents, advisors, contractors, and subcontractors required in relation to the Project
7. SA Power Networks and any of their employees, agents, advisors, contractors, and subcontractors required in relation to the Project.

Duration of Authorisations

The Authorisations commence from the date of this instrument and expire ten (10) years after that date.

Conditions of Authorisation

In accordance with my powers under section 14 of the Act, I impose the following conditions upon the Authorisations granted in this instrument:

General

1. Authorised Parties remain subject to any obligations that they may have under the Act (as amended from time to time) and any other applicable legislation not otherwise addressed in the Authorisations.
2. Without limiting Condition 13, the Chief Executive must engage an archaeologist to oversee all Heritage Management Activities.
3. The Chief Executive must use best endeavours to avoid and protect in situ any Aboriginal remains, remnants of the Colonial Store, and Aboriginal heritage in site 6628-503 north of War Memorial Drive that may be discovered during Authorised Activities. In any event, Authorised Parties must comply with the *Aboriginal Sites Discovery Protocol* and *Aboriginal Remains Discovery Protocol* at Attachment 3 at all times.

Notes:

- in the Authorisations and attachments, a reference to an **archaeologist** means a person with a tertiary degree in archaeology recognised in Australia engaged or approved by the Chief Executive in relation to the Project or an archaeologist employed by Attorney-General's Department - Aboriginal Affairs and Reconciliation (**AAR**).
- in the Authorisations and attachments, a reference to Kurna Yerta Aboriginal Corporation RNTBC (**KYAC**) means the Board of KYAC.

Engagement with Kurna about the Project

4. Before and during the Project, the Chief Executive must use best endeavours to consult with:
 - a) KYAC
 - b) any Kurna Elders nominated by KYAC (**Kurna Elders**), and
 - c) with their prior permission through AAR, the Kurna Traditional Owners listed on the site card for the 'Karrawirraparri (River Torrens) Kurna Mythological Site' (IDs 40 and 41) (**Karrawirra Pari Site Card Informants**),in seeking to incorporate Kurna values, stories, art, language and history into the Project's design and delivery.
5. The Chief Executive must provide AAR and KYAC with a consultation record of the Chief Executive's endeavours towards, and the outcomes of, this engagement with KYAC, the Kurna Elders and the Karrawirra Pari Site Card Informants (subject to 4(c), above) every three (3) months for twelve (12) months from the date of this instrument. The consultation records must be made available to all Kurna Traditional Owners upon written request.

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Intersection of the Par 3 course and site 6628-503 (Adelaide Native Location / Piltawodli)

6. Notwithstanding anything to the contrary in the Authorisations, Project Activities involving ground disturbing works are not authorised within the part of site 6628-503 that intersects the Par 3 course (**Protected Area**), other than Project Activities that are associated with:
 - a) lawn resurfacing
 - b) maintenance and service connections
 - c) protection, conservation, preservation or memorialisation of the area in consultation with KYAC
 - d) removing, pruning or otherwise maintaining any Culturally Modified Tree (**CMT**), where a qualified arborist has assessed it as necessary for public safety.
7. Authorised Parties must use best endeavours to minimise ground disturbance associated with Project Activities in Condition 6.
8. For the avoidance of any doubt, Project Activities do not extend to the removal, alteration or replacement of, or upgrades to, the existing Piltawodli Memorial, without the written permission of KYAC.

Notes:

- the Protected Area is shown hatched in pink on the map at Attachment 4.
 - the Piltawodli Memorial is located in the vicinity of coordinate: Geocentric Datum of Australia 2020, Map Grid of Australia Zone 54, Easting = 279662.595, Northing = 6133496.746 (depicted on the map at Attachment 4).
9. Condition 17 (heritage monitoring) applies to any Project Activities involving ground disturbing works or maintenance of CMTs in the Protected Area.

Aboriginal heritage survey

10. Before any Project Activities involving ground disturbing works commence, the Chief Executive must make an offer in good faith to KYAC to:
 - a) nominate no less than four Kurna Traditional Owners, of an equal gender balance, to participate in a heritage survey of the Authorisation Area (including the Protected Area) that seeks to identify and record any Aboriginal heritage, including historical heritage and CMTs.
 - b) provide input on the selection of an archaeologist to undertake this heritage survey.
11. Following KYAC's response to the offer required by Condition 10, or otherwise after ten (10) working days has lapsed since the offer was made, the Chief Executive must engage an archaeologist to carry out the heritage survey required in Condition 10.
12. The Chief Executive must provide a written summary of key findings from the heritage survey, including an inventory of all identified heritage within the Authorisation Area (including CMTs), photographs and associated spatial data, to AAR and KYAC within ten (10) working days of the heritage survey being undertaken.

Notes:

- for the avoidance of doubt, Conditions 18 through 25 (heritage discoveries), apply to all Aboriginal heritage, including CMTs, identified and recorded during

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the heritage survey contemplated by Conditions 10 and 11.

- Condition 27 (management of Aboriginal objects) applies to the collection and management of Aboriginal objects that are identified and recorded in any part of the Authorisation Area during the heritage survey contemplated by Conditions 10 and 11, and which cannot be avoided by Authorised Activities.
- for the purposes of the Authorisations, where there is any disagreement on whether a tree is a CMT for the purposes of the Act, AAR will definitively decide the matter.

Historic Aboriginal heritage

13. The Chief Executive must engage an historic archaeologist with demonstrated experience working in contact and/or colonial archaeology to oversee and manage any Heritage Management Activities in relation to any historic Aboriginal heritage within the Authorisation Area, including the Colonial Store and the part of site 6628-503 north of War Memorial Drive.

Notes:

- for the avoidance of doubt, Conditions 18 through 20 (discovery of Aboriginal sites and new information about same), and Condition 27 (management of Aboriginal objects) apply to any historic Aboriginal heritage within the Authorisation Area.
- for the purposes of the Authorisations, where there is any disagreement on whether any discovery is historic Aboriginal heritage, AAR will definitively decide the matter.

Culturally Modified Trees (CMTs)

14. Subject to the public safety condition at 6(d), above, Authorised Parties must use best endeavours to avoid any impacts to all CMTs identified within the Authorisation Area. If impacts to a CMT cannot be avoided by Project Activities, an Authorised Party must provide KYAC, the Kurna Elders, the Karrawirra Pari Site Card Informants (subject to 4(c), above) and AAR (**notified parties**) with written justification as to why the proposed impacts are unavoidable and a description of the impacting works.

- a) works may not proceed in relation to the CMT until five (5) working days have elapsed; or
 - b) until AAR (having liaised with the other notified parties) informs the Authorised Parties if the Minister requires further measures for the protection and preservation of the CMT,
- whichever is the sooner.

Cultural Heritage Management Plan (CHMP)

15. Before commencing any Authorised Activities involving ground disturbing works, the Chief Executive must prepare a CHMP regarding the management of Aboriginal heritage during the life of the Project and must use best endeavours to develop it in consultation with KYAC, the Kurna Elders, the Karrawirra Pari Site Card Informants (subject to 4(c), above) and AAR before finalising it.
16. The Chief Executive must ensure that the CHMP is consistent with the Act and the Authorisations. Where the CHMP is inconsistent with the Authorisations, the terms of the Authorisations prevail to the extent of any inconsistency.

Aboriginal heritage monitoring

17. Before commencing any Project Activities that involve ground disturbing works (including topsoil stripping) within those parts of the Authorisation Area designated in Attachment 5 as the Heritage Monitoring Zone:
- a) an Authorised Party must make an offer in good faith to KYAC to engage an adequate number of Aboriginal heritage monitors, being at least one for each piece of earth moving equipment engaged in excavation works, for the purpose of observing all ground excavations and provide KYAC five (5) working days to respond to that offer
 - b) where the offer is accepted, heritage monitors must be retained until excavations are complete, or until they reach a level that is, in the view of an archaeologist, unlikely to contain Aboriginal heritage

Notes:

- for the purposes of this Authorisation, the introduction, distribution or shaping of introduced soil or other spoil material within the Authorisation Area does not constitute ground disturbing works
- for the purposes of the Authorisations, where there is any disagreement between KYAC and an Authorised Party about what the adequate number of heritage monitors may be, AAR may definitively decide the matter.

Heritage discoveries

Discoveries of Aboriginal sites and new information about sites

18. If any Authorised Party discovers an Aboriginal site within the Authorisation Area while undertaking any Project Activities (or any Heritage Management Activities as the case may be), or if new information relating to a known Aboriginal site¹ within the Authorisation Area becomes known to any Authorised Party, all Authorised Parties must immediately cease activities within at least three (3) metres of the site (**Discovery Zone**) and comply with the *Aboriginal Sites Discovery Protocol* at Attachment 3.
19. The Authorised Party must, as soon as reasonably practicable, report the discovery or any new information in relation to known Aboriginal sites, referred to in Condition 18 to the Minister through AAR.
20. Project Activities (or Heritage Management Activities as the case may be) must not commence or resume in the Discovery Zone until the Authorised Party has complied with the *Aboriginal Sites Discovery Protocol* at Attachment 3, which, in any event, must not be less than five (5) working days from the date a method to manage the discovery is provided to AAR. AAR may advise the Authorised Party in writing that Project Activities (or any Heritage Management Activities as the case may be) may resume or commence in the Discovery Zone before the five (5) working day period has lapsed.

Discoveries of Aboriginal remains and new information about remains

21. If any Authorised Party discovers Aboriginal remains within the Authorisation Area while undertaking any Project Activities (or any Heritage Management Activities as the

¹ Meaning new information relating to known Aboriginal sites or any Aboriginal sites encountered during the currency of this authorisation.

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case may be), or if new information relating to known remains² within the Authorisation Area becomes known to any Authorised Party, all Authorised Parties must immediately cease activities within at least five (5) metres of the remains (**Discovery Zone**) and comply with the *Aboriginal Remains Discovery Protocol* at Attachment 3.

22. The Authorised Party must, as soon as reasonably practicable, report the discovery of the remains, or any new information in relation to known remains, referred to in Condition 21, to the Minister through AAR.
23. Project Activities (or Heritage Management Activities as the case may be) in the Discovery Zone must not resume or commence until the Authorised Party has complied with the *Aboriginal Remains Discovery Protocol and Method for Managing Remains* at Attachment 3, which, in any event, must not be less than five (5) working days from the date a method to manage the discovery is provided to AAR. AAR may advise the Authorised Party in writing that Project Activities (or any Heritage Management Activities as the case may be) may resume or commence in the Discovery Zone before the five (5) working day period has lapsed.
24. Where an archaeologist considers it necessary, an Authorised Party must engage an archaeologist to sieve excavated soils associated with any discovered Aboriginal remains. AAR must be notified if an Authorised Party or an archaeologist decides that sieving will not occur where Aboriginal remains are discovered.
25. Notwithstanding Condition 24, despite the archaeologist's or an Authorised Party's decision to the contrary, AAR may still require an Authorised Party to sieve or rebury excavated soils that are reasonably likely to be associated with a discovery of Aboriginal remains.
26. Where discovered remains cannot be avoided, an Authorised Party must use best efforts to rebury all discovered remains in a dedicated location within the Authorisation Area (subject to relevant legislation, including any permission or authorisation required under the *Burial and Cremation Act 2013*), if requested in writing by KYAC. This condition extends to the burial of discovered objects and/or other cultural material found during Authorised Activities or Heritage Management Activities, if requested in writing by KYAC.

Management of Aboriginal objects

27. For all Aboriginal objects in the Authorisation Area, an Authorised Party must engage at least one Aboriginal cultural heritage monitor or, failing that, an archaeologist, to collect (where required) and record the object(s) in line with the requirements in Attachment 6 and then report them to AAR as soon as reasonably practicable

Note: If there is any disagreement about whether any discovered object(s) are, or form part of, an Aboriginal site(s), AAR will definitively decide the matter.

Aboriginal heritage reporting and site card requirements

28. Authorised Parties must comply with the Aboriginal heritage reporting and site card lodgement requirements as set out in Attachment 6.

Legislative Awareness and Cultural Awareness

29. All Authorised Parties involved in or directly managing Project Activities involving ground disturbing works must undergo a legislative awareness and a heritage

² Meaning new information relating to remains encountered during the currency of this authorisation.

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identification session, approved by AAR, that covers the relevant provisions of the Act, the *Coroners Act 2003* (SA) and the Authorisations, prior to taking part in those Project Activities.

Note: Aboriginal heritage monitors engaged under Condition 17 are not required to undergo a legislative awareness and a heritage identification session.

30. The Chief Executive must make an offer to KYAC to deliver KYAC-led cultural awareness sessions for all personnel involved in, or directly managing, Project Activities involving ground disturbing works. The Chief Executive must provide KYAC five (5) working days to respond to that offer.

Other reporting requirements

31. Without limiting specific reporting requirements in this instrument, an Authorised Party must, until the Project is completed, provide annual reports to KYAC, the Kaurna Elders, the Karrawirra Pari Site Card Informants (subject to 4(c), above) and AAR, documenting the progress of the Project and, at minimum, a summary of:
- a) all Aboriginal heritage discoveries
 - b) the timing, nature and location of recent, current and near-future Project Activities, and Heritage Management Activities, including the involvement of KYAC and Traditional Owners, as applicable
 - c) the nature, extent and location of any Aboriginal heritage being held in storage, as well as the details of any Aboriginal heritage that has been reburied or otherwise relocated.

Under section 14 of the Act, a person, who without reasonable excuse, contravenes or fails to comply with a condition of the Authorisations, is guilty of a criminal offence.



**HON KYAM MAHER MLC
MINISTER FOR ABORIGINAL AFFAIRS**

17 / 10 / 2025

Attachments:

- 1. Map of the Authorisation Area in relation to Aboriginal heritage
- 2. Coordinates and intersecting land parcels for the Authorisation Area
- 3. Aboriginal Sites and Remains Discovery Protocols
- 4. Map depicting the Protected Area showing the Par 3 course in relation to site 6628-503 (including coordinates and intersecting land parcels for the Protected Area)
- 5. Map depicting the Heritage Monitoring Zone (including coordinates and intersecting land parcels for the Heritage Monitoring Zone)
- 6. Reporting and site card lodgement requirements for Aboriginal heritage discoveries.

Sections 21 and 23 Authorisation Area - North Adelaide Golf Course Redevelopment Project – Authorisation Area



Attachment 2 - Coordinates and intersecting land parcels for the Authorisation Area

Coordinate System:

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GDA2020 MGA Zone 54

Waypoint	Easting	Northing
1	279297.912	6134747.234
2	279330.085	6134612.328
3	279333.457	6134601.810
4	279209.233	6134564.682
5	279257.250	6134416.421
6	279300.811	6134281.894
7	279304.210	6134271.398
8	279180.316	6134235.043
9	279229.805	6134081.612
10	279358.482	6134120.758
11	279404.318	6134134.707
12	279634.355	6134204.687
13	279752.382	6134240.073
14	279778.438	6134159.186
15	279781.594	6134149.387
16	279966.413	6134204.827
17	279969.963	6134194.102
18	280046.794	6133961.901
19	280128.248	6133986.737
20	280137.687	6133964.689
21	280142.868	6133948.172
22	280147.187	6133931.294
23	280150.215	6133912.221
24	280151.199	6133897.127
25	280150.161	6133873.794
26	280147.698	6133857.207
27	280143.151	6133837.941
28	280138.336	6133824.139
29	280133.434	6133810.514
30	280128.139	6133795.735
31	280123.540	6133783.193
32	280117.970	6133768.475
33	280112.967	6133753.371
34	280108.398	6133739.953
35	280104.526	6133726.096
36	280101.600	6133712.807
37	280099.160	6133700.206
38	280097.072	6133685.937
39	280095.450	6133668.217
40	280094.923	6133652.521
41	280095.006	6133637.273
42	280103.788	6133457.346
43	280104.383	6133449.511
44	280095.905	6133447.089
45	280008.518	6133433.942
46	279961.732	6133444.769
47	279901.025	6133472.609

Coordinate System:
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48	279805.132	6133525.582
49	279799.657	6133515.253
50	279794.589	6133505.117
51	279787.937	6133497.198
52	279767.347	6133498.782
53	279742.799	6133505.909
54	279724.427	6133504.325
55	279693.385	6133499.574
56	279651.573	6133493.239
57	279634.626	6133482.944
58	279621.006	6133467.581
59	279612.811	6133450.353
60	279602.298	6133439.565
61	279596.746	6133442.172
62	279584.237	6133433.964
63	279579.219	6133441.157
64	279572.657	6133451.741
65	279552.100	6133473.360
66	279535.827	6133489.418
67	279525.455	6133509.104
68	279514.237	6133533.869
69	279502.384	6133555.248
70	279492.224	6133581.283
71	279479.101	6133606.260
72	279468.306	6133619.596
73	279457.396	6133634.974
74	279457.338	6133635.033
75	279447.854	6133649.837
76	279437.916	6133662.340
77	279428.631	6133673.159
78	279413.842	6133689.285
79	279401.487	6133703.449
80	279388.273	6133715.284
81	279374.742	6133728.521
82	279369.559	6133735.300
83	279363.406	6133739.114
84	279356.964	6133742.732
85	279347.627	6133745.093
86	279341.198	6133745.526
87	279332.917	6133745.448
88	279322.004	6133741.899
89	279321.984	6133741.899
90	279319.126	6133740.301
91	279314.841	6133737.908
92	279314.026	6133739.100
93	279289.141	6133726.197
94	279289.888	6133724.970
95	279272.334	6133724.307

Coordinate System:
GDA2020 MGA Zone 54

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96	279258.298	6133724.723
97	279245.134	6133725.803
98	279227.503	6133725.967
99	279215.844	6133727.606
100	279204.940	6133728.197
101	279188.797	6133726.964
102	279174.878	6133722.931
103	279162.659	6133717.808
104	279162.643	6133717.793
105	279156.821	6133712.717
106	279146.772	6133706.702
107	279134.706	6133700.161
108	279120.969	6133695.834
109	279105.796	6133694.535
110	279095.616	6133695.854
111	279082.212	6133698.894
112	279071.372	6133706.357
113	279060.400	6133715.083
114	279048.803	6133726.601
115	279038.189	6133740.952
116	279031.253	6133755.203
117	279016.075	6133782.463
118	279010.122	6133793.474
119	279000.812	6133812.096
120	278988.469	6133832.166
121	278981.460	6133842.586
122	278969.660	6133860.626
123	278958.301	6133881.907
124	278948.745	6133901.311
125	278937.786	6133923.434
126	278929.214	6133944.050
127	278924.177	6133959.945
128	278918.533	6133980.088
129	278912.462	6133995.225
130	278906.084	6134007.148
131	278899.750	6134018.760
132	278893.750	6134027.218
133	278888.023	6134039.045
134	278883.293	6134053.537
135	278882.773	6134064.492
136	278883.403	6134078.115
137	278885.209	6134089.624
138	278890.244	6134109.781
139	278894.067	6134124.858
140	278896.706	6134143.480
141	278898.216	6134160.866
142	278898.066	6134174.248
143	278897.665	6134185.527

Coordinate System:
GDA2020 MGA Zone 54

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144	278896.339	6134197.993
145	278893.305	6134211.550
146	278889.109	6134224.013
147	278883.333	6134234.884
148	278877.438	6134243.832
149	278868.541	6134254.051
150	278858.508	6134265.907
151	278848.095	6134275.323
152	278838.877	6134281.051
153	278817.134	6134296.597
154	278799.639	6134309.572
155	278773.980	6134327.422
156	278758.015	6134336.581
157	278739.842	6134348.517
158	278725.070	6134356.996
159	278714.159	6134362.060
160	278705.295	6134367.506
161	278695.214	6134373.767
162	278690.669	6134377.586
163	278685.129	6134380.194
164	278677.028	6134379.810
165	278665.127	6134377.746
166	278657.745	6134374.592
167	278649.359	6134372.149
168	278645.050	6134393.097
169	278674.640	6134419.594
170	278674.974	6134419.316
171	278682.284	6134423.611
172	278740.064	6134489.411
173	278753.445	6134477.268
174	278807.607	6134426.493
175	278832.168	6134402.676
176	278838.967	6134395.290
177	278952.577	6134265.195
178	279019.414	6134196.942
179	279022.742	6134197.998
180	279022.876	6134197.635
181	279029.538	6134199.651
182	279029.401	6134200.111
183	279042.746	6134204.344
184	279026.843	6134267.051
185	279017.353	6134330.042
186	279010.546	6134435.489
187	279034.523	6134599.083
188	279052.729	6134686.926
189	279058.368	6134712.216
190	279063.661	6134711.427
191	279071.302	6134749.199

Coordinate System:
GDA2020 MGA Zone 54

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192	279099.577	6134888.097
193	279100.540	6134892.828
194	279100.855	6134894.499
195	279246.918	6135056.599
196	279280.126	6135090.271
197	279280.785	6135091.871
198	279283.300	6135096.802
199	279286.097	6135101.357
200	279473.373	6135309.951
201	279498.878	6135337.635
202	279547.206	6135388.092
203	279563.093	6135403.515
204	279577.282	6135415.778
205	279593.833	6135427.908
206	279608.528	6135437.031
207	279622.376	6135444.277
208	279623.788	6135444.284
209	279626.113	6135444.217
210	279628.566	6135443.646
211	279631.124	6135442.825
212	279633.299	6135441.458
213	279636.254	6135438.952
214	279641.446	6135434.310
215	279648.214	6135427.221
216	279655.527	6135419.154
217	279657.793	6135415.997
218	279663.808	6135407.330
219	279669.869	6135397.564
220	279678.836	6135381.364
221	279680.505	6135378.141
222	279688.610	6135358.680
223	279781.034	6135094.724
224	279787.926	6135063.548
225	279691.721	6135035.663
226	279410.480	6134948.780
227	279405.581	6134946.042
228	279402.573	6134942.208
229	279399.000	6134935.719
230	279400.908	6134925.319
231	279415.912	6134883.517
232	279444.834	6134793.981

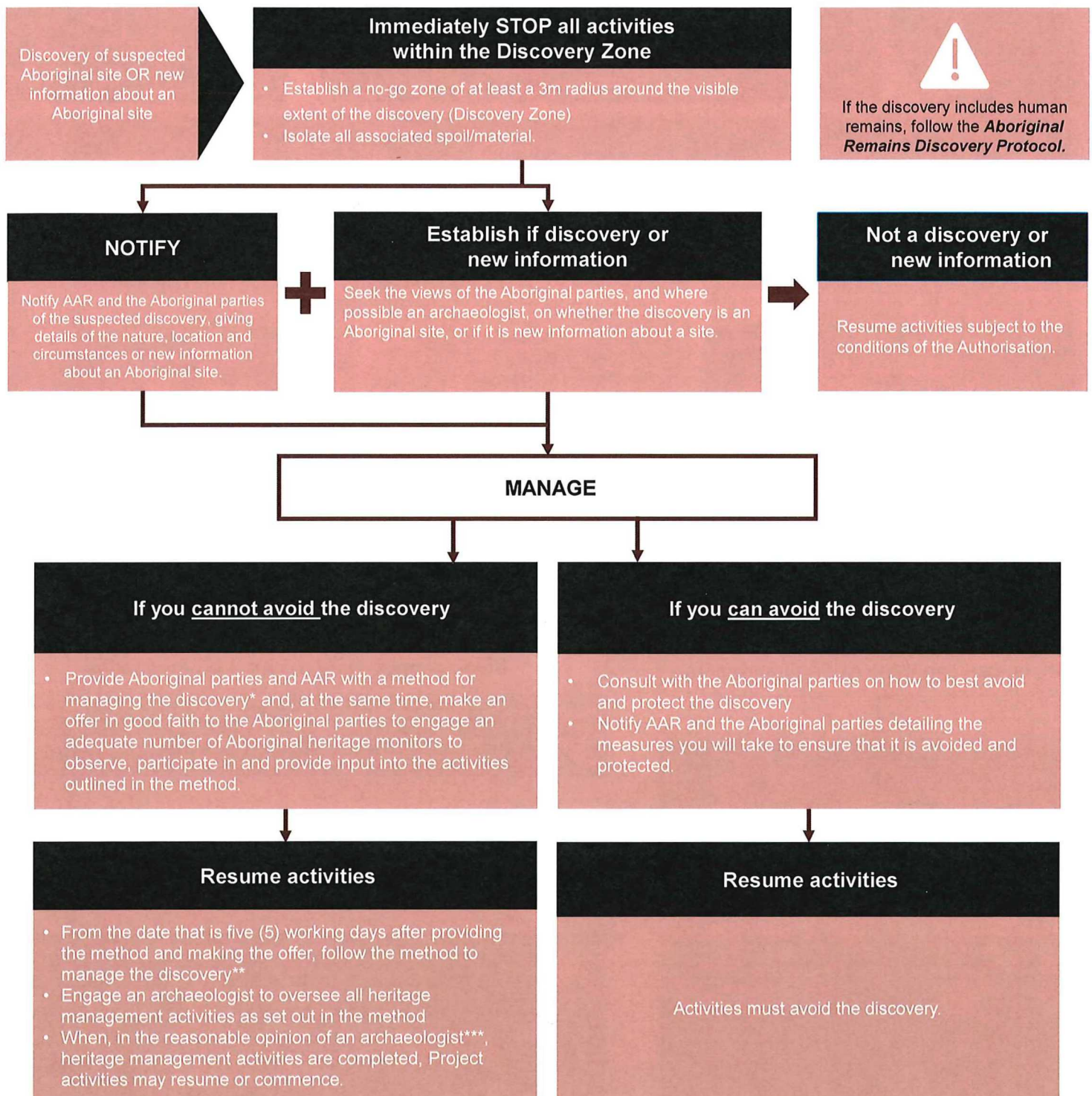
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Title	Volume	Folio	Parcel ID	Whole/Partial
CT	6116	946	D15497 A27	Partial
CR	5260	214	D30327 A53	Partial
CT	5320	362	D34345 A5	Partial
CR	5373	132	D34345 A6	Partial
CR	6102	711	D81642 A106	Whole
CR	6102	710	D81642 A107	Whole
CR	6112	473	D85638 A14	Partial
CR	6144	507	D86067 A17	Partial
CT	5444	119	F22072 A23	Partial
CT	5444	119	F22072 A24	Partial
CR	5807	962	F41835 A2	Partial
CR	5766	849	H106100 S1191	Whole
CR	6144	507	H106100 S1627	Partial
CR	6144	507	H106100 S1628	Whole
CR	6144	507	H106100 S1640	Partial
CR	6144	507	H106100 S1641	Partial
CR	6144	507	H106100 S1644	Whole

Aboriginal Sites Discovery Protocol

Pursuant to sections 20A(1), 21(2) and 23(3) of the Aboriginal Heritage Act 1988 (SA)

- The purpose of this document is to provide a 'stop – notify – manage' process.
- Where impacts to Aboriginal sites are unavoidable, they should be mitigated to the extent possible.
- For discoveries of Aboriginal objects that do not form part of an Aboriginal site, refer to the Authorisation.
- Aboriginal parties are Traditional Owners and/or Aboriginal organisations specified by AAR for the purposes of the Authorisation.
- Defined terms in the Act and the Authorisation have the same meaning in this protocol.
- If there is any disagreement about the application or interpretation of this protocol, or any part of it, AAR will definitively decide the matter.



*This method should be prepared by an archaeologist in consultation with the Aboriginal parties. The method must comply with this protocol, the Authorisation and the Act. Guidance may be sought from AAR. AAR may provide feedback on any proposed method, which must be considered by the Authorised Parties.

**AAR may advise in writing that activities may commence earlier.

***Where there is a dispute about whether heritage management activities are completed, AAR will definitively decide the matter.

Aboriginal Remains Discovery Protocol

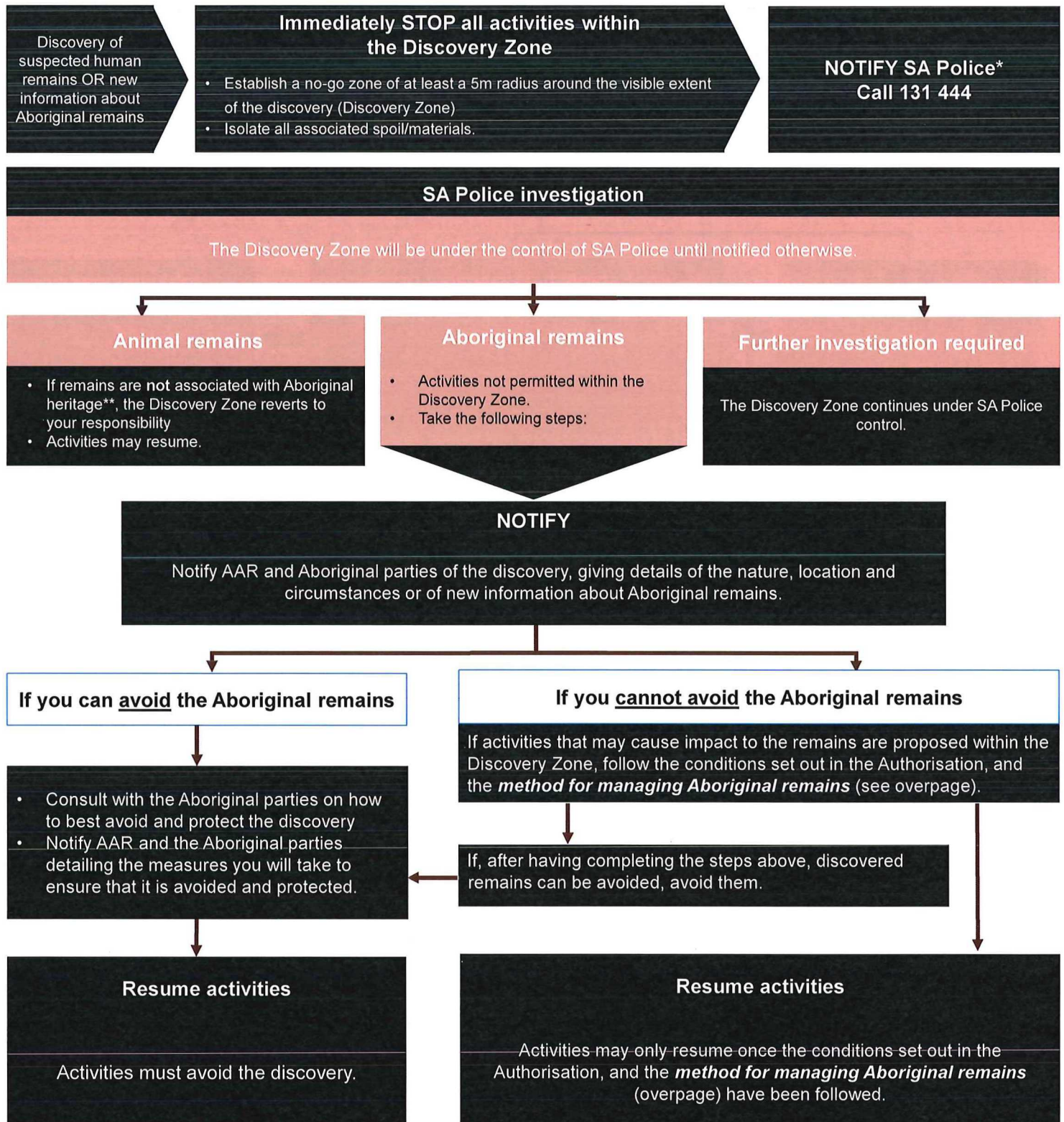
Pursuant to sections 20A(1), 21(2) and 23(3) of the Aboriginal Heritage Act 1988 (SA)

- The purpose of this document is to provide a 'stop – notify – manage' process.
- In all cases where human remains are discovered, this must be immediately reported to SA Police. Do not interfere with the remains.
- Human remains must be always treated with dignity and respect.
- Where impacts to remains are unavoidable, this should be mitigated to the extent possible.
- Aboriginal parties are Traditional Owners and/or Aboriginal organisations specified by AAR for the purposes of the Authorisation.
- Defined terms in the Act and the Authorisation have the same meaning in this protocol.
- If there is any disagreement about the application or interpretation of this protocol including the method overpage or any part of them, AAR will definitively decide the matter.

Responsible parties

You - Authorised party

SA Police



*If it is new information about previously-reported Aboriginal remains, notification to SA Police is not required

Animal remains, particularly those of native animals, found in association with Aboriginal objects (e.g. stone tools) and/or other cultural materials (e.g. charcoal, shell material, burnt stones) may indicate the presence of an Aboriginal site. If such a discovery is made, use the **Aboriginal Sites Discovery Protocol.

Method for managing Aboriginal remains

Where discovered Aboriginal remains cannot be avoided, or where some impacts to remains will likely occur, an Authorised Party must:

1. Consult with the Aboriginal parties about the proposed management of the remains that may be impacted.
2. Advise AAR and the Aboriginal parties in writing:
 - that you have assessed that avoiding the remains is not reasonably possible
 - of the justification for your decision
 - of the outcomes of your consultation with the Aboriginal parties in deciding how the remains will be managed.
3. Provide Aboriginal parties and AAR with a method for managing the discovery and make an offer in good faith to the Aboriginal parties to engage an adequate number of heritage monitors to observe, participate in and provide input into the heritage management activities outlined in the method. The method should be prepared by an archaeologist in consultation with the Aboriginal parties. The method must comply with this protocol, the Authorisation and the Act and must include the following:
 - careful excavation and removal of soil in layers of no more than approximately 10 cm deep using hand trowel, shovel or small excavator within the Discovery Zone. This excavation must occur until – in the view of an archaeologist – culturally sterile layers or bedrock is reached.
 - provision for an archaeologist to be engaged to oversee all heritage management activities.
4. From the date that is not less than five (5) working days from the date of the provision of the method and making of the offer outlined in Step 3, follow the method to manage the discovery. AAR may advise in writing that heritage management activities may commence earlier.
5. When, in the reasonable opinion of an archaeologist, heritage management activities set out in the method are completed, Project activities may resume or commence.

Note:

- Guidance may be sought from AAR in preparing any proposed method. AAR may provide feedback on any proposed method, which must be considered by the Authorised Parties.
- In the event of a dispute between the parties in relation to whether the heritage management activities are completed AAR will conclusively decide the matter.

Sections 21 and 23 Authorisation Area - North Adelaide Golf Course Redevelopment Project – Protected Area

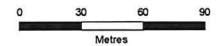


NORTH ADELAIDE

- AAR Heritage Sites**
- ▨ Determined
- Authorisation Area**
- ▭ Authorisation Area
- North Adelaide Golf Course**
- ▭ Par 3
- Protected Area**
- ▨ Protected Area
- Piltawodli Memorial**
- △ Piltawodli Memorial



1:2,500



Produced by: Aboriginal Affairs and Reconciliation (AAR)
Data sources: Aboriginal Heritage - AAR
Topographic - Landstrat - Location SA
Aerial imagery - DEW
Projection | Datum: 2025242_012
Job No: 1909/2025
Compiled: 1909/2025

Information derived from AAR's central archives is confidential under section 10 of the Aboriginal Heritage Act 1988 (SA).

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Coordinate System:
GDA2020 MGA Zone 54

OFFICIAL

Waypoint	Easting	Northing
1	279388.277	6133722.133
2	279467.586	6133721.446
3	279490.328	6133721.994
4	279499.956	6133714.902
5	279593.830	6133645.744
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7	279711.601	6133558.983
8	279787.534	6133519.506
9	279782.035	6133501.358
10	279767.572	6133502.082
11	279756.664	6133501.883
12	279742.799	6133505.909
13	279724.427	6133504.325
14	279693.385	6133499.574
15	279651.573	6133493.239
16	279634.626	6133482.944
17	279632.949	6133481.052
18	279631.618	6133480.387
19	279613.539	6133465.924
20	279590.398	6133444.229
21	279580.850	6133438.818
22	279572.657	6133451.741
23	279552.100	6133473.360
24	279535.827	6133489.418
25	279525.455	6133509.104
26	279514.237	6133533.869
27	279502.384	6133555.248
28	279492.224	6133581.283
29	279479.101	6133606.260
30	279468.306	6133619.596
31	279457.396	6133634.974
32	279457.338	6133635.033
33	279450.457	6133645.773
34	279447.854	6133649.837
35	279437.916	6133662.340
36	279428.631	6133673.159
37	279413.842	6133689.285
38	279401.487	6133703.449
39	279388.273	6133715.284
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OFFICIAL

Title	Volume	Folio	Parcel ID	Whole/Partial
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CR	6144	507	H106100 S1640	Partial



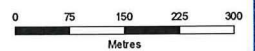
NORTH ADELAIDE

Authorisation Area

- Authorisation Area
- Heritage Monitoring Zone



1:7,000



Produced by:
Aboriginal Affairs and Reconciliation (AAR)
Data sources:
Aboriginal Heritage - AAR
Topographic / cadastral - Location SA
Aerial imagery - CDW
Projection | Datum:
2023/12, 2011
Completed:
17/09/2025

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Source: Esri, Maxar, Earthstar Geographics, and the GIS User Community

Coordinate System:
GDA2020 MGA Zone 54

OFFICIAL

Waypoint	Easting	Northing
1	278732.519	6134467.193
2	278796.820	6134404.538
3	278881.949	6134314.218
4	278920.701	6134269.005
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6	279013.379	6134154.637
7	279018.906	6134146.197
8	279028.183	6134127.887
9	279052.277	6134091.851
10	279070.006	6134065.004
11	279159.633	6133911.318
12	279171.433	6133892.407
13	279179.371	6133896.765
14	279190.775	6133902.122
15	279225.701	6133917.204
16	279236.813	6133921.613
17	279248.170	6133925.351
18	279258.886	6133928.526
19	279229.805	6134081.612
20	279449.567	6134148.472
21	279423.985	6133918.172
22	279425.697	6133917.472
23	279435.189	6133912.999
24	279444.433	6133908.033
25	279453.404	6133902.589
26	279480.460	6133885.185
27	279481.900	6133884.251
28	279500.791	6133871.868
29	279511.011	6133864.704
30	279520.764	6133856.916
31	279530.012	6133848.535
32	279567.026	6133812.826
33	279572.912	6133806.906
34	279580.587	6133798.380
35	279618.687	6133753.533
36	279619.474	6133752.600
37	279627.319	6133742.624
38	279632.100	6133735.841
39	279655.913	6133700.520
40	279662.259	6133690.474
41	279667.998	6133680.069
42	279673.109	6133669.342
43	279675.298	6133664.371
44	279696.244	6133667.441
45	279708.573	6133668.842
46	279720.965	6133669.475
47	279733.372	6133669.339

Coordinate System:**OFFICIAL**

GDA2020 MGA Zone 54

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51	279783.885	6133665.594
52	279799.972	6133662.842
53	279811.332	6133660.561
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55	279833.536	6133653.964
56	279843.824	6133652.666
57	279853.909	6133651.134
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64	279923.315	6133627.328
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69	279964.143	6133609.198
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Coordinate System:**OFFICIAL**

GDA2020 MGA Zone 54

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117	279525.455	6133509.104
118	279514.237	6133533.869
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125	279468.306	6133619.596
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Coordinate System:**OFFICIAL**

GDA2020 MGA Zone 54

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150	279281.136	6133724.639
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153	279245.134	6133725.803
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156	279204.940	6133728.197
157	279188.797	6133726.964
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185	278906.084	6134007.148
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190	278882.773	6134064.492
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Coordinate System:**OFFICIAL**

GDA2020 MGA Zone 54

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196	278898.216	6134160.866
197	278897.665	6134185.527
198	278896.339	6134197.993
199	278893.305	6134211.550
200	278889.109	6134224.013
201	278883.333	6134234.884
202	278877.438	6134243.832
203	278868.541	6134254.051
204	278858.508	6134265.907
205	278848.095	6134275.323
206	278838.877	6134281.051
207	278817.134	6134296.597
208	278799.639	6134309.572
209	278773.980	6134327.422
210	278758.015	6134336.581
211	278739.842	6134348.517
212	278725.070	6134356.996
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217	278685.129	6134380.194
218	278677.028	6134379.810
219	278665.127	6134377.746
220	278662.532	6134376.637
221	278657.745	6134374.592
222	278649.359	6134372.149
223	278645.050	6134393.097
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OFFICIAL

Title	Volume	Folio	Parcel ID	Whole/Partial
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CR	6144	507	D86067 A17	Partial
CT	5444	119	F22072 A23	Partial
CR	5807	962	F41835 A2	Partial
CR	6144	507	H106100 S1627	Partial
CR	6144	507	H106100 S1640	Partial

**Attachment 6 –
Reporting and site card lodgement requirements for Aboriginal heritage discoveries**

Archaeological reporting

1. Where Aboriginal sites and remains cannot be retained in-situ, and are removed from their original locations, an Authorised Party must provide AAR and KYAC with a plain English report within six months of this removal, which, at minimum, includes:
 - a) an executive summary
 - b) introduction and background
 - c) the nature and extent of the discovered site or remains
 - d) the location of the discovered site or remains, depicted on a colour map
 - e) details of the methods used for the excavation, uncovering, removal, relocation and/or reburial of the site or remains
 - f) the results and outcomes of excavation, uncovering, removal, relocation and/or reburial of the site or remains
 - g) the dates upon which any excavation, uncovering, removal, relocation and/or reburial works took place, including a comprehensive list of individuals present during these works
 - h) the results of any sieving of soil associated with these works
 - i) the results of any non-destructive analysis of excavated site or remains, including:
 - an inventory and basic archaeological analysis of any heritage excavated, uncovered, removed, relocated and/or reburied, such as objects, hearth contents, or faunal remains
 - in the case of Aboriginal remains, the sorting of the remains into specific individuals
 - in the case of Aboriginal remains, an inventory of the remains excavated, uncovered, removed, relocated and/or reburied, and an assessment of same, which may include the individual's stature during life, sex, age at death and any other relevant observations such as tooth wear, bone condition and pathologies.
 - the results of any destructive scientific analyses undertaken, such as radiocarbon dating, where authorised under the *Aboriginal Heritage Act 1988* (SA).
 - j) details concerning the temporary storage of any heritage, prior to its relocation and/or reburial
 - k) details about the relocation and/or reburial of any heritage, including spatial data and scale photographs of this process where appropriate
 - l) any heritage recommendations stemming from these works.

2. In the case of Aboriginal objects discovered, or collected from, within the Authorisation Area, an Authorised Party must provide AAR and KYAC with an inventory within six months of the discovery or collection of the object (whichever is first) that, at minimum, includes:
 - a) a unique identifier number for each object
 - b) a physical description of each object
 - c) geospatial information about the discovery location of each object, where recorded
 - d) any other information recorded relating to the object
 - e) where practical, and where considered necessary by an archaeologist, a scale photograph of the object(s).

Site card lodgement

3. An Authorised Party must lodge with AAR and KYAC in the case of Aboriginal sites or remains that are discovered within the Authorisation Area that are retained in-situ, a site card completed to AAR's satisfaction within six months of the date of discovery, which includes the measures that will be employed to ensure the protection of the site or remains for the life of the Project.

Aboriginal Ranger Program

Wednesday, 3 December 2025
Reconciliation Committee

Strategic Alignment - Our Environment

Public

Program Contact:

Sarah Gilmour, Associate
Director, Park Lands, Policy &
Sustainability

Approving Officer:

Ilia Houridis, Director, City
Shaping

EXECUTIVE SUMMARY

The purpose of this workshop is to provide an opportunity to shape the development of the Aboriginal Ranger Program as a strategic initiative that advances reconciliation, cultural heritage protection, environmental sustainability, and Aboriginal employment.

The workshop seeks input on the key cultural values, protocols, and responsibilities that should guide the Aboriginal Ranger Program, so it genuinely reflects and respects Aboriginal ways of Caring for Country in the context of the Adelaide Park Lands.

Strategic Alignment

The Aboriginal Ranger Program contributes to the City of Adelaide's Strategic Plan 2024-2028:

- Our Community – Increasing Aboriginal participation in civic life and strengthening cultural connections.
- Our Environment – Protecting and enhancing the Park Lands using sustainable and culturally informed practices.
- Our Corporation – Supporting a diverse workforce, including the target of at least 2% Aboriginal employment by 2027.

The program delivers on multiple pillars and actions in the Stretch Reconciliation Action Plan 2024-2027:

- Opportunities (Actions 15.1 & 15.2) – Recruiting the inaugural Aboriginal Ranger position and collaborating with Kaurna to integrate First Nations perspectives into Park Lands and waterways management.
- Opportunities (Action 12) – Supporting Aboriginal employment, retention, and professional development.
- Respect (Actions 8 & 14) – Embedding Kaurna cultural practices, such as cultural burns, into land care.
- Relationships (Actions 1 & 5) – Strengthening partnerships with KYAC and Aboriginal stakeholders through co-design and cultural protocol integration.

The Aboriginal Ranger Program contributes to the goals of the Adelaide Park Lands Management Strategy – Towards 2036 and the City of Adelaide's Integrated Climate Strategy 2030 – Resilient, Protected, Sustainable, relating to Caring for Country.

KEY QUESTIONS

Committee Members are invited to consider:

1. The specific activities Ranger(s) could undertake, including cultural and/or environmental land management and guided cultural tours at sites within the Adelaide Park Lands (where appropriate).
2. Key individuals or organisations to be engaged for advice on heritage, culture, and Caring for Country.
3. How the Program can support all generations – from young people to Elders.

Our Environment

Aboriginal Ranger Program

The purpose of this workshop is to provide an opportunity to shape the development of the Aboriginal Ranger Program

Park Lands, Policy and Sustainability
Roger Rigney, Aboriginal Ranger Program Coordinator
Matthew Field, Manager, Park Lands and Sustainability

- The workshop seeks input on the key cultural values, protocols, and responsibilities that should guide the Aboriginal Ranger Program, so it genuinely reflects and respects Aboriginal ways of Caring for Country in the context of the Adelaide Park Lands.
- This includes:
 - Seeking guidance on cultural values, protocols, and responsibilities.
 - Identifying priority Ranger activities, cultural advisors, and intergenerational engagement approaches.

Aboriginal Ranger Program

Key Questions



KEY QUESTION

What are Committee Members' views on the roles the Ranger(s) will be undertaking in the Adelaide Park Lands?

KEY QUESTION

What are Committee Members' views on individuals or organisations to be engaged for advice on heritage, culture, and Caring for Country?

KEY QUESTION

What are Committee Members' views on how the program can support all generations from young people to Elders?

Aboriginal Ranger Program

Program Overview

- The Aboriginal Ranger Program is a strategic initiative that advances reconciliation, cultural heritage protection, environmental sustainability, and Aboriginal employment.
- Features of the Program include:
 - Aboriginal-led roles in cultural heritage protection, environmental stewardship, and community engagement.
 - Co-designed with Kaurna Miyurna to embed cultural knowledge and practices in the management of the Adelaide Park Lands.

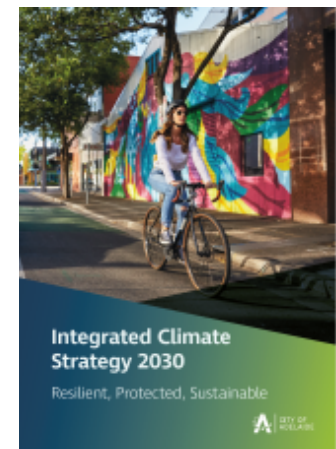
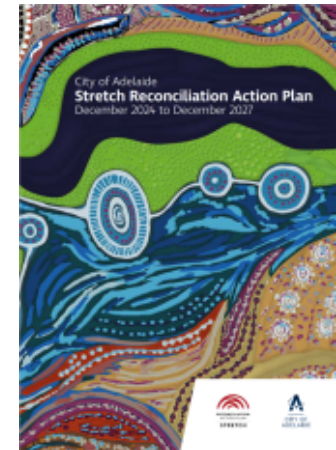


City of Adelaide Strategic Plan 2024 – 2028: Strengthen inclusion, protect Adelaide Park Lands, achieve $\geq 2\%$ Aboriginal employment target.

Stretch RAP 2024–2027 - Opportunities (12, 15.1 & 15.2; Respect (8 & 14); Relationships (1 & 5): Deliver on key actions for Aboriginal employment, cultural practice integration, and partnership building.

APLMS – Goal 3: Recognise, promote, and protect Kaurna cultural heritage sites; collaborate with Kaurna Miyurna to educate the community, reinstate Caring for Country practices and enhance visitor experience at sites of cultural significance.

Integrated Climate Strategy - Goal 3: Work in partnership with Kaurna Miyurna to return Caring for Country practices and principles to management of the Adelaide Park Lands.



Aboriginal Ranger Program

Key Questions



KEY QUESTION

What are Committee Members' views on the roles the Ranger(s) will be undertaking in the Adelaide Park Lands?

KEY QUESTION

What are Committee Members' views on individuals or organisations to be engaged for advice on heritage, culture, and Caring for Country?

KEY QUESTION

What are Committee Members' views on how the program can support all generations from young people to Elders?



Ngaityalya

Presentation – Community Wellbeing Strategy Development

Wednesday, 3 December 2025
Reconciliation Committee

Strategic Alignment - Our Community

Presenter:

Jennifer Kalionis, Associate
Director City Culture

Public

PURPOSE OF WORKSHOP

The Community Wellbeing Strategy will deliver on the City of Adelaide's Strategic Plan commitments and legislative responsibilities outlined in the State Public Health Plan. The Community Wellbeing Strategy will replace previous strategies including the Community Wellbeing Plan and Active City Strategy.

Stakeholder input will guide the development of the Community Wellbeing Strategy currently being delivered in partnership with the Centre for Social Impact, Flinders University.

We seek the feedback and any recommendations of the Reconciliation Committee in the development of the Community Wellbeing Strategy to ensure that the Strategy reflects the priority needs of Aboriginal and Torres Strait Islander peoples in the City of Adelaide. The Community Wellbeing Strategy will help the City of Adelaide to be clearer about our role and make sure our work is coordinated, evidence-based and meets the unique needs of our diverse communities.

Through its Reconciliation Action Plan and the work of the Reconciliation Committee, the City of Adelaide is committed to improving outcomes in a culturally appropriate and respectful way. This reflects the commitment of all governments to the National Agreement on Closing the Gap (2020) to institutional governance that is culturally safe, and responsive to the needs of Aboriginal and Torres Strait Islander peoples.

Feedback is sought to understand wellbeing priorities for the city to support the development of the Community Wellbeing Strategy.

A draft Community Wellbeing Strategy will be developed and consulted on in early 2026 to be finalised by the end of financial year.

KEY QUESTIONS

Consultation questions include:

- How can we strengthen connection and wellbeing in the City of Adelaide?
- What does a thriving City of Adelaide look like for residents, visitors, students and workers?

- END OF REPORT -

Our Community

Community Wellbeing Strategy Consultation

**Help shape the wellbeing
priorities for City of Adelaide.**

City Community
Sarah Cleggett

3 December 2025

Community Wellbeing Strategy Consultation

Introduction and context

- The Strategic Plan (2024-2028) requires Administration to develop a Community Wellbeing Plan by 2026.
- Stakeholder input will guide the development of the Community Wellbeing Strategy currently being delivered by City of Adelaide in partnership with the Centre for Social Impact, Flinders University.
- The Strategy will be guided by community development principles and will be informed by other City of Adelaide policies including the Stretch Reconciliation Action Plan 2024-2027.
- The Strategy delivers on Strategic Plan commitments, and legislative responsibilities outlined in the Public Health Action Plan. It will replace previous strategies including the Community Wellbeing Plan and Active City Strategy.

City of Adelaide's role in community wellbeing

- The City of Adelaide can improve community wellbeing through policy, programs, community infrastructure, partnerships, placemaking and other services.
- The Community Wellbeing Strategy will help us:
 - Be clearer about our role
 - Make sure our work is coordinated, evidence-based, and meets the unique needs of our diverse communities.



Community Wellbeing Strategy Consultation

Who is our community?



Residents
29,118
(est.2024)



Diversity
45% born overseas inc.
China, UK, India



Housing
High density (53%)
Increasing vertical communities.
Majority live in apartments
41% lone-person household



Mobility
High rates of transient populations
Students, short-term renters, visitors



Distinct socio-economic divide
Residents aged 15 years and over
split between low and high-income earners



Young people are our main age cohort
43% of residents are aged 20-35 years

Community Wellbeing Strategy Consultation

Priority groups

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Aboriginal and Torres Strait Islander Peoples	Children and Families	Culturally and Linguistically Diverse (CALD) People
International Students	Lesbian, Gay, Bisexual, Transgender, Intersex, Queer/questioning, Asexual (LGBTIQA+)	Older People (50 years and over)
People Experiencing Socioeconomic Disadvantage	People who are Refugees or Asylum Seekers	People with Disability
Women	Young People (12 to 25 years)	Other (identified through consultation)

Community Wellbeing Strategy Consultation

Current and emerging trends

City of Adelaide: Current and emerging trends



Source: City of Adelaide Resident Survey 2024 and ABS Census Data

South Australia: Current and emerging trends



Source: Wicked Problems Report, Flinders University, 2025

Community Wellbeing Strategy Consultation

Draft Themes

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Contributors to wellbeing



SEWB Diagram adapted from Gee et al., (2014)

Community Wellbeing Strategy Consultation

Next Steps

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Key Questions

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Strengths

How can we strengthen connection and wellbeing in the City of Adelaide?

Vision

What does a thriving City of Adelaide look like for residents, visitors, students and workers?



Community Wellbeing Strategy Consultation

Implications

Implication	Comment
Policy	The CoA Strategic Plan 2024-2028 outlines a commitment to develop a Community Wellbeing Plan by 2026, review the Active City Strategy by 2025, and review the Wellbeing (Public Health) Plan by 2026 (legislated requirement).
Consultation	Targeted stakeholder engagement will inform the development of the draft Strategy. Wider engagement will occur to finalise the Strategy.
Budget Consideration	None at this time. A costed implementation plan will be presented with the final Strategy.
Risk / Legal / Legislative	Development of the Strategy will assist in meeting Public Health Act legislation.
Opportunities	To be identified in the draft Strategy.