



# CITY PLANNING, DEVELOPMENT AND BUSINESS AFFAIRS COMMITTEE AGENDA & REPORTS

for the meeting

Tuesday, 7 November 2023  
at 7.00 pm

in the Colonel Light Room, Adelaide Town Hall

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Members – The Right Honourable the Lord Mayor, Dr Jane Lomax-Smith  
Councillor Noon (Chair)

Councillor Martin (Deputy Chair)

Councillors Abrahamzadeh, Couros, Davis, Elliott, Giles, Hou, Li, Dr Siebentritt and Snape

**1. Acknowledgement of Country**

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

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

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

**2. Apologies and Leave of Absence**

Nil

**3. Confirmation of Minutes - 3/10/2023**

That the Minutes of the meeting of the City Planning, Development and Business Affairs held on 3 October 2023, be taken as read and be confirmed as an accurate record of proceedings.

View public 3 October 2023 Minutes [here](#).

**4. Declaration of Conflict of Interest**

**5. Deputations**

**6. Workshops**

Nil

**7. Reports for Recommendation to Council**

7.1	National Heritage Management Plan for the Adelaide Park Lands and City Layout	4 - 350
7.2	Greater Adelaide Regional Plan Discussion Paper Public Consultation	351 - 368
7.3	Encroachment Policy Review	369 - 392
7.4	Draft City of Adelaide Economic Development Strategy, Competitive, Sustainable, Connected	393 - 430

**8. Reports for Noting**

Nil

- 9. Exclusion of the Public** 431 - 433
- In accordance with sections 90(2), (3) and (7) of the *Local Government Act 1999* (SA) the City Planning, Development and Business Affairs will consider whether to discuss in confidence the reports contained within section 10 of this Agenda.
- 10. Confidential Reports for Recommendation to Council**
- 10.1 Hilton Leasing Matter [s 90(3) ((b), (d))] 434 - 473
- 11. Closure**

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

Strategic Alignment - Dynamic City Culture

Public

**Tuesday, 7 November 2023**  
**City Planning, Development and Business Affairs 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 for the City Planning, Development and Business Affairs Committee to note the submissions to the draft National Heritage Management Plan (National HMP) for the Adelaide Park Lands and City Layout, and to seek the Committee's endorsement to submit the proposed National Heritage Management Plan for the Adelaide Park Lands and City Layout to the Commonwealth Government for approval.

## RECOMMENDATION

The following recommendation will be presented to Council on 14 November 2023 for consideration

### THAT THE CITY PLANNING, DEVELOPMENT AND BUSINESS AFFAIRS COMMITTEE RECOMMENDS TO COUNCIL:

#### THAT COUNCIL

1. Notes the consultation summary on the draft National Heritage Management Plan for the Adelaide Park Lands and City Layout contained in Attachment A to Item 7.1 on the Agenda for the meeting of the City Planning, Development and Business Affairs Committee held on 7 November 2023.
2. Approves the proposed National Heritage Management Plan for the Adelaide Park Lands and City Layout contained in Attachment B to Item 7.1 on the Agenda for the meeting of the City Planning, Development and Business Affairs Committee held on 7 November 2023
3. Notes the budget requirements outlined by the National Heritage Management Plan as part of future budget processes, commencing from the 2024/25 Annual Business Plan and Budget.
4. Authorises the Chief Executive Officer to finalise the National Heritage Management Plan for the Adelaide Park Lands and City Layout as contained in Attachments B, to Item 7.1 on the Agenda for the City Planning, Development and Business Affairs Committee held on 7 November 2023 for submission to the Commonwealth Government.
5. Authorises the Chief Executive Officer to make further amendments to the National Heritage Management Plan for the Adelaide Park Lands and City Layout following feedback from the Commonwealth Government as contained in Attachments B, to Item 7.1 on the Agenda for the City Planning, Development and Business Affairs Committee held on 7 November 2023.

## IMPLICATIONS AND FINANCIALS

City of Adelaide 2020-2024 Strategic Plan	<b>Strategic Alignment – Dynamic City Culture</b> 3.2 - Pursue world and state heritage listing for the Adelaide Park Lands and City Layout.
Policy	The National Heritage Management Plan will develop policies for the ongoing management of the Adelaide Park Lands and City Layout in support of the National Heritage Listing.
Consultation	Broad community consultation on the draft National Heritage Management Plan ran from 28 February 2023 to 28 March 2023. Targeted consultation was undertaken with key stakeholders including the Department for Environment and Water, Department for Infrastructure and Transport, Adelaide Park Lands Association, Kaurna Yerta Aboriginal Corporation as well as lands managers including universities, schools, Adelaide Botanic Garden, Adelaide Zoo and the Adelaide Cemeteries Authority.
Resource	Not as a result of this report
Risk / Legal / Legislative	The project is being delivered in accordance with the funding agreement with the Federal Government to prepare a National Heritage Management Plan for the Adelaide Park Lands and City Layout.
Opportunities	To improve understanding of the National Heritage Values of the Adelaide Park Lands and City Layout and inform future development, decision making and management strategies for the place. Completion of the National Heritage Management Plan supports the World Heritage Bid nomination
23/24 Budget Allocation	Under the Australian Heritage Grants Funding Agreement Council contributed \$25,000 in 2022/23 towards the development of the National Heritage Management Plan.
Proposed 24/25 Budget Allocation	Recommendation of future budget impacts of approximately \$380,000 for consideration across the next 2-5 years, commencing with the 2024/25 financial year.
Life of Project, Service, Initiative or (Expectancy of) Asset	The National Heritage Management Plan will be used for the ongoing management of the Adelaide Park Lands and City Layout to maintain, protect and enhance the heritage listed values.
23/24 Budget Reconsideration (if applicable)	The project has been considerably funded by the Federal Government through the 2021-2022 Australian Heritage Grants Program. The agreement for Federal Government funding has been extended until 30 Dec 2023.
Ongoing Costs (eg maintenance cost)	The National Heritage Management Plan is required to be reviewed in 5 years by the <i>Environment Protection and Biodiversity Conservation Act 1999 (Commonwealth)</i> .
Other Funding Sources	The project is funded under the Federal Government's Australian Heritage Grants Program.

# DISCUSSION

## Background

1. The City of Adelaide secured Federal Government funding under the Australian Heritage Grants Program in April 2022 to prepare a National Heritage Management Plan (National HMP) for the Adelaide Park Lands and City Layout which is listed as a National Heritage Place.
2. The Federal Department of Climate Change, Energy, the Environment and Water (DCCEEW) recommends that all National Heritage Listings develop a National Heritage Management Plan.
3. Swanbury Penglase was engaged to develop the National HMP to improve understanding of the National Heritage Values of the Adelaide Park Lands and City Layout and inform future development, decision making and management strategies for the place. The draft National HMP incorporates policies for the ongoing management of the Adelaide Park Lands and City Layout in support of the National Heritage Listing.
4. The project has been undertaken in accordance with the funding agreement with the Federal Government to prepare a National HMP for the Adelaide Park Lands and City Layout.
5. The role of the National HMP is to:
  - 5.1. Provide clear direction, guidance and information for land managers to protect and manage heritage listed values of the National Heritage Place.
  - 5.2. Identify and articulate the values of the place to guide day-to-day management and to assist in future decision-making for conservation, interpretation, and visitation by providing clear guidance to ensure no adverse impact on the heritage listed values.
  - 5.3. Ensure the heritage values and the linked physical components are appropriately cared for.
6. The development of the National HMP provides the opportunity to:
  - 6.1. Ensure greater clarity on National Heritage Values.
  - 6.2. Identify attributes that diminish the National Heritage Values.
  - 6.3. Monitor potential cumulative impacts of land uses and limit further alienation of the Adelaide Park Lands.
  - 6.4. Maintain and enhance the Adelaide Park Lands and City Layout.
  - 6.5. Minimise potential heritage impacts and provide clear policy to guide development in the Adelaide Park Lands and within the City grid.
  - 6.6. Provide policy to guide leasing agreement heritage impacts.
7. The benefits of the Plan include greater clarity, promotion and protection of National Heritage Values; monitor any cumulative impacts of land uses to limit alienation of the Adelaide Park Lands; enhance the Adelaide Park Lands and City Layout; and minimise potential heritage impacts and provide clear policy to guide development in the Adelaide Park Lands and within the city grid.

## Stakeholder Consultation

8. During the development of the draft National HMP, Swanbury Penglase consulted with key internal and external stakeholders. Workshops were held with the City Planning Development and Business Affairs Committee, Kadaltilla / Adelaide Park Lands Authority and the Reconciliation Committee.
9. The purpose of the engagement process was to:
  - 9.1. Inform key stakeholders about the purpose of the Adelaide Park Lands and City Layout National HMP.
  - 9.2. Seek feedback on proposed management policies that may affect the use, association, and enjoyment of the Adelaide Park Lands and City Layout.
  - 9.3. Build partnerships to support future delivery.
  - 9.4. Create a shared understanding of the National HMP and what it aims to achieve.
10. Consultation opened on 28 February 2023 and closed on 28 March 2023 with the community. Targeted consultation was undertaken with key stakeholders and Adelaide Park Lands land managers including:
  - 10.1. Department for Environment and Water
  - 10.2. Department for Infrastructure and Transport

- 10.3. Adelaide Park Lands Association
  - 10.4. Kurna Yerta Aboriginal Corporate (KYAC)
  - 10.5. Universities
  - 10.6. Schools
  - 10.7. Adelaide Botanic Gardens
  - 10.8. Adelaide Zoo
  - 10.9. Cemeteries Authority.
11. Feedback has been provided by the Commonwealth Heritage Branch of the Department of Climate Change, Energy, the Environment and Water (DCCEEW) on the National HMP and compliance specific to the *Environment Protection and Biodiversity Conservation Act (1999)* (EPBC Act).

### Consultation Feedback

12. In response to the consultant process 24 submissions were received. Copies of all written submissions are contained in **Attachment A**.
13. Some of the key issues raised during public consultation included:
- 13.1. Further description required on the condition and integrity of the National Heritage Values.
  - 13.2. The current strategies with respect to First Nations input to decisions that affect the management of the Adelaide Park Lands were not specific enough to satisfy the requirements of *Schedule 5* of the *EPBC Act*.
  - 13.3. Contemporary threats faced by the Adelaide Park Lands were not adequately addressed including:
    - 13.3.1. Ongoing conservation and management challenges despite National Heritage Listing and *Adelaide Park Lands Act*.
    - 13.3.2. Lack of coherence between legislative frameworks for different levels of government (National, State and Local).
    - 13.3.3. Lack of shared policy for land managers.
    - 13.3.4. Planning system dictating changes to cultural landscape management policy.
    - 13.3.5. Lack of public scrutiny of heritage impact assessment including those for Kurna Country.
    - 13.3.6. Introduction of special legislation to override *Adelaide Park Lands Act*.
  - 13.4. Greater recognition of stakeholder group consultation in ongoing management and review of the National HMP.
  - 13.5. Greater clarity on who will be responsible for each of the policies (contained in Chapter 7 of the National HMP).

### Consultation Outcomes

14. Following consultation feedback, and in response to the key issues raised, the following key changes to the National HMP are proposed:
- 14.1. Corrections to text and formatting for ease of use.
  - 14.2. Revisions to **Section 5 – Heritage Significance, ‘Attributes of National Value’** table to include a condition rating for each attribute.
  - 14.3. Revision of **Chapter 6** to include a **‘Key Issues’** section (**Section 6.8**) to include recent actions that may impact the National Heritage Values including discussion about the Royal Adelaide Hospital, new Women’s and Children’s Hospital and Karen Rolton Oval.
  - 14.4. Clearly articulated responsibilities for community and stakeholder engagement including community groups and First Nations people.
  - 14.5. Amendment to policy wording in **Chapter 7 – Conservation Policy** and inclusion of responsibilities and priority for implementation.
  - 14.6. Inclusion of a policy in **Chapter 7 – Conservation Policy**, that encourages the development of a **Conservation Agreement** between the City of Adelaide, State Government and Federal Government that defines an appropriate level of development within and adjacent to the Adelaide Park Lands which does not detract from the National Heritage Values.

- 14.7. Inclusion in **Section 7 - Conservation Policy**, of a Compliance Table with the *EPBC Act* and the *Environment Protection and Biodiversity Conservation Regulations (2003)*.
15. The draft National HMP provided in this report has incorporated feedback from Community and Key Stakeholders.

#### **City of Adelaide responsibilities**

16. Implementation priorities proposed to be delivered by the City of Adelaide are contained in Chapter 7 of the document. The recommendations are a combination of policy considerations, legislative requirements and actions (the latter identified by a timeframe for implementation).
17. City of Adelaide will prioritise implementation of:
  - 17.1. GIS mapping of National Heritage Value items, which will also be included as layers within the City Plan for integration with other key spatial layers.
  - 17.2. Management Plan for historic plantings including identification, assessment, maintenance recommendations, replacement species and climate change assessment.
  - 17.3. Strategic assessment (already in progress) on cumulative impacts, encroachment and impact management.
  - 17.4. Heritage survey of Adelaide Park Lands landscape elements.
  - 17.5. Planning Code Amendment to reflect EPBC requirements in SA Planning system.
18. The above projects reinforce and strengthen the National Heritage Values in several existing statutory frameworks including the Adelaide Park Lands Management Strategy and Planning and Design Code.

#### **Next Steps**

19. The draft National HMP will be submitted to the Australian Heritage Council.
20. Feedback from the Federal Government will be collated into a final draft for Australian Heritage Council approval.
21. On receiving Federal endorsement, all participants will be updated and internal process changes will be enacted for implementation and management of the National HMP for the Adelaide Park Lands and City Layout.
22. As a public document the National HMP will be referenced in the draft Adelaide Park Lands Management Strategy, and by the City of Adelaide Community Land Management Plans for the Adelaide Park Lands.
23. Implementation of priority actions by the City of Adelaide across the next 2 to 5 years is estimated at \$380,000, which will be progressed for consideration through future budget processes.

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## **ATTACHMENTS**

**Attachment A** – Consultation Summary Report – Draft National Heritage Management Plan dated October 2023

**Attachment B** – Proposed National Heritage Management Plan for the Adelaide Park Lands and City Layout

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- END OF REPORT -



# **NATIONAL HERITAGE MANAGEMENT PLAN FOR THE ADELAIDE PARK LANDS AND CITY LAYOUT**

## **SUMMARY OF SUBMISSIONS AND RESPONSE**

VERSION - 17 OCTOBER 2023

## Background

In 2008 'The Adelaide Park Lands and City Layout' was inscribed on the National Heritage List (NHL) by the Commonwealth of Australia and defined in Environment Protection and Biodiversity Conservation (EPBC) Regulations 2000 (Com).

The requirements of a management plan for a National Heritage Place and the fundamental principles for appropriate heritage management are contained in the EPBC Regulations (schedules 5A and 5B). Schedule 5B requires that:

*5. The management of National Heritage places should make timely and appropriate provision for community involvement, especially by people who:*

- (a) have a particular interest in, or association with, the place; and*
- (b) may be affected by the management of the place.*

The consultation draft of the National Heritage Management Plan (HMP) for the Adelaide Park Lands and City Layout was prepared by Swanbury Penglase dated February 2023.

In response to Schedule 5B the engagement had the following purpose:

- Inform key stakeholders about the purpose of the Adelaide Park Lands and City Layout HMP.
- Seek their views and gather responses to proposed management policies that may affect their use, association, and enjoyment of the Park Lands and City Layout.
- Build partnerships to support future delivery.
- Create a shared understanding of the objectives of the HMP.

The **goals and methodology of engagement** were:

- Seek feedback from stakeholders on proposed draft policies to manage the national heritage values of the Park Lands and City Layout.
- Offer a range of opportunities for stakeholders to give an opinion through Your Say Adelaide and written submissions following a formal presentation of the draft policies.
- Consult with directly affected stakeholders via a survey to identify how they currently use/manage the Park Lands and how their needs can be considered in the development of heritage policy.
- Invite stakeholders to identify key issues and opportunities that affect the conservation of the Park Lands and its ongoing use.

The resultant feedback and comments from the engagement process were provided to the consultants and Council for consideration in the evolving HMP.

## Public Consultation

Consultation ran from 28 February 2023 to 28 March 2023.

Submissions were invited from a range of State Government agencies, Commonwealth Heritage agencies, adjacent local government areas, institutions, and environment and community organisations including:

- Department for Environment and Water
- Department for Infrastructure and Transport
- Surrounding local Councils
- Adelaide Park Lands Association
- Kurna Yerta Aboriginal Corporate (KYAC)
- Universities
- Schools
- Adelaide Botanic Gardens
- Adelaide Zoo
- Cemeteries Authority.

## Response to Engagement & Submissions

A brief summary of the engagement response is provided below while details of specific responses to the engagement process reflected in the updated HMP are provided in the table in the following section. Feedback was received from:

- Heritage, Reef & Ocean Division| Heritage Branch | Cultural Heritage Section, Department of Climate Change, Energy, the Environment and Water
- Green Adelaide
- Heritage SA (DEW)
- Department of Infrastructure and Transport (SA)
- SA Water
- Minister for Planning (Nick Champion)
- Adelaide Cemeteries Authority
- University of Adelaide
- Botanic Gardens and State Herbarium
- Central Adelaide Local Health Network
- City of West Torrens
- City of Charles Sturt
- South West City Community Association
- The North Adelaide Society
- Adelaide Park Lands Association
- South East City Residents Association
- 6 x email respondees
- 8 x Your Say submissions
- 1 x community member letter

A total of 31 submissions were received and are detailed in the **Appendix**.

## Council Boards & Committees

Council sought comment and feedback on the draft HMP from the following board/committee meetings:

- Kadaltilla / Adelaide Park Lands Authority (30 March 2023)
- Reconciliation Committee (22 March 2023)
- City Planning, Development and Business Affairs(7 March 2023)

Swanbury Penglase assisted in the preparation and delivery of content for these workshops.

Following the presentations, members were invited to provide further responses. Following this presentation, Kadaltilla / APLA submitted a revised version of their original submission.

## Community consultation

Online engagement was undertaken through YourSay promoted through various Council social media and online platforms. The engagement response was as follows:

- **493 'Aware' visitors:** These are unique visitors which could be individuals, or individuals visiting on behalf of organisations. These visitors have made 810 visits to the Your Say Adelaide page which means some visitors will have visited the page more than once.
- **241 'Informed' visitors:** These are visitors that have explored the available consultation materials more closely to learn more about your project e.g. browsed the FAQs, viewed the draft management plan etc.
- **8 'Engaged' visitors:** These are the people who have submitted feedback through the survey.

Additional to these submissions, a further 8 community responses were received through the consultation email address:

[NatHeritMgmtPI@cityofadelaide.com.au](mailto:NatHeritMgmtPI@cityofadelaide.com.au)

## Kadaltilla / Adelaide Park Lands Authority Submission to Draft National Heritage Management Plan on 30 March 2023

Summary of Submission	Response
<p><b>1. Kadaltilla/APLA requests that the following issues be clearly identified and policy to address the issues considered.</b></p>	
<p>1.1 Zoning and the Planning &amp; Design Code Changes to the zoning provisions for the Adelaide Park Lands Zone through a state-controlled Code Amendment process can undermine National Heritage management policy contained in those provisions.</p>	<p>Reference to concurrence of Planning and Design Code with NHMP policies/EPBC Act requirements within document.</p> <p>Include in implementation to review the provisions of the South Australian Planning and Design Code for concurrence with the policies of this Heritage Management Plan and prepare appropriate amendments for integration in future Code revisions including associated online spatial mapping and reference to all heritage levels such as world, commonwealth, national, state and local heritage listings on the heritage layer.</p>
<p>1.2 Community Land Management Plans Community Land Management Plans are routinely changed retrospectively (or simultaneously) to accommodate developments, rather than the plans guiding development.</p>	<p>Community land management plans to be updated in regular update cycle to reflect 5yr NHMP review cycle.</p> <p>Include reference to update for concurrence in revision cycle for CLMPs.</p>
<p>1.3 Adelaide Park Lands Management Strategy The Strategy is prepared by Kadaltilla/APLA and is endorsed by both Adelaide City Council and the State Planning Minister, however the provisions of this Strategy and the advice of Kadaltilla/APLA is regularly ignored.</p>	<p>The draft NHMP strengthens references to the Act and the roles required of State Government. Whilst the comment does not relate directly to content of the NHMP, the feedback is noted.</p>
<p>1.4 State Heritage Listing - The need for heritage management policy to be in place has been put forward as the reason for the delay of the State Heritage listing of the Adelaide Park Lands despite the fact that such listings have historically occurred ahead of the drafting of management plans or heritage standards.</p>	<p>The National HMP in Section 7.1.4 of Chapter 7 advocates support for State Heritage listing of the Adelaide Park Lands and City Layout.</p> <p>Refer to Chapter 7 Section 7.4.1 - Policy and Recommendations Table (page 208).</p>
<p><b>2. Kadaltilla/APLA notes that the recommendation to align the state Adelaide Park Lands Act boundary with the National Heritage listing boundary may be contentious and suggests that there be extensive consultation on this recommendation ahead of any redefinition and suggests the following wording:</b></p> <p><i>In consultation with the broader community</i> Kadaltilla/APLA should review and consider redefining the boundary of the Adelaide Park Lands under the Adelaide Park Lands Act 2005 to align to the National Heritage List boundary.</p>	<p>Any changes to the Adelaide Park Lands Act would be done in consultation with Kadaltilla / APLA.</p> <p>Delete 7.1.5 - any changes to the Adelaide Park Lands Act would be done in consultation with Kadaltilla / APLA.</p>
<p><b>3. Kadaltilla/APLA requests consideration of the following with regard to the discussion and recommendations around the EPBC Act referral process:</b></p>	<p>Additional detail about the referral process included in sections:</p>

<p>3.1 Insert some discussion or case studies of how to relate the values and attributes of the National Heritage listing to development applications (especially for buildings and other infrastructure)</p> <p>3.2 Identify and give examples or guidelines on the assessment of significant impact, <u>including incremental impacts</u> that may become significant over time.</p> <p>3.3 Provide clear information on how and in what context bodies such as the City of Adelaide and/or Kadaltilla/APLA might instigate federal referrals or Ministerial intervention under the EPBC Act where the proponent neglects to do so</p>	<ul style="list-style-type: none"> <li>- 6.2.1 <i>Environment Protection and Biodiversity Conservation (EPBC) Act 1999 (Cth)</i></li> <li>- 6.8.1 Encroachment and Development</li> <li>- 6.8.2 Past Referrals to the Commonwealth</li> </ul> <p>Add a new section 6.2.2 – Instigating a Referral to within Chapter 6 include discussion on referrals.</p> <p>Add a further new section 6.8.2 – Past referrals to the Commonwealth to identify some of the issues that have been encountered.</p> <p>Refer to Chapter 6 Section 6.2.2 – Instigating a Referral (page 179) and 6.8.2 - Past Referrals to the Commonwealth (page 196)</p>
<p><b>4. Acknowledge and support the role of community advocacy and volunteerism as a National Heritage value</b></p> <p>Provide a recommendation to support advocacy and volunteerism (such as Kaurna-led education and tourism programs, Trees for Life biodiversity projects and the Adelaide Park Lands Association's Guided Walks and Park Ambassador programs).</p>	<p>Integrate recommendation to support advocacy and volunteerism (such as Kaurna-led education and tourism programs, Trees for Life biodiversity projects and the Adelaide Park Lands Association's Guided Walks and Park Ambassador programs) into Implementation Strategy table</p>
<p><b>5. Alter the following recommendations on the grounds that there can be tension between (i) the need to restore and protect areas of native vegetation and re-generation and (ii) proposals for activation</b></p> <p>2.1.5 Identify areas at risk of encroachment within the Park Lands and prioritise these for activation projects and events to encourage community use, appreciation, and connection with the Park Lands.</p> <p>2.3.2 Identify areas at risk of alienation and prioritise these for activation projects and events to encourage community use, appreciation, and connection with the Park Lands.</p> <p>Instead of suggesting only "activation projects" for alienated sites, better wording for 2.1.5 and 2.3.2 might be</p> <p>Identify areas at risk of alienation/encroachment and prioritise these for restoration projects, cultural programming and temporary events to encourage community use, appreciation, and connection with the Park Lands.</p>	<p>Refine policies in Chapter 7.</p> <p>Delete 2.3.2 (duplication) and amend Recommendation 2.1.5 (now 1.1.5) within Chapter 7 as follows:</p> <p>Recommendation 1.1.5 - Identify areas at risk of <u>alienation/encroachment within the Park Lands</u> and prioritise these for <u>restoration projects, cultural programming and temporary activation projects</u> and events to encourage <u>a more diverse</u> community use, <u>broader</u> appreciation, and connection with the Park Lands, <u>with the aim that these areas are not seen as areas for development.</u></p> <p>Refer to Chapter 7, Section 7.4.1 - Policy and Recommendations Table (page 20)</p>
<p><b>6. In addition to the above Kadaltilla/APLA suggests consideration of the following recommendations:</b></p>	
<p>6.1 That the P&amp;D Code include an overlay or trigger for all levels of heritage listings for South Australia: World; Commonwealth; National; State; and Local Heritage, and that these heritage places are also identified in appropriate spatial mapping.</p>	<p>Add spatial mapping policy.</p> <p>Revise Recommendation 7.3.3 (now 6.3.2) within Chapter 7 as follows:</p> <p>Recommendation 6.3.2 - Review the provisions of the South Australian Planning and Design Code for concurrence with the polices of this Heritage Management</p>

	<p>Plan and prepare appropriate amendments for integration in future Code revisions <u>including associated online spatial mapping and reference to all heritage levels such as world, commonwealth, national, state and local heritage listings on the heritage layer.</u></p> <p>Refer to Chapter 7, Section 7.4.1 - Policy and Recommendations Table (page 209)</p>
6.2 Analysis be undertaken to establish the carrying capacity for the Adelaide Park Lands which defines the extent and character of sympathetic development consistent with the protection of National Heritage values, (recognising that the Adelaide Park Lands are likely already close to capacity)	Refer response to Kadaltilla/APLA 6.4
6.3 Consideration be given to undertaking a strategic assessment under the EPBC Act, as a higher level strategic planning process for the National Heritage place. This might include the carrying capacity analysis recommended above.	<p>Recommend a 'Conservation Agreement is recommended in Chapter 7.</p> <p>Revise Chapter 7 as follows and insert the following policies and recommendations:</p> <p>Policy 6.10 – Form a Conservation Agreement under the EPBC Act between the Commonwealth Minister for the Environment and the South Australian state government, in consultation with Kadaltilla / Adelaide Park Lands Authority, to protect the National heritage values of the Adelaide Park Lands and City Layout. The agreement should describe an appropriate level of development in the Park Lands as well as in adjacent previously alienated areas of Park Land</p> <p>Recommendation 6.10.1 - Engage an expert consultant to facilitate and establish a Conservation Agreement under the EPBC Act between the Commonwealth Minister for the Environment and the South Australian state government, in consultation with Kadaltilla / Adelaide Park Lands Authority and other relevant stakeholders with the purpose of defining acceptable levels of development within and adjacent to the Park Lands.</p> <p>Refer to Chapter 7, Section 7.4.1 - Policy and Recommendations Table (page 210)</p>
<p>6.4 That the tracking of cumulative impacts be undertaken with specific reference to the National Heritage listing boundary of the Adelaide Park Lands in a methodical and measured fashion that considers:</p> <ul style="list-style-type: none"> <li>- potential impacts;</li> <li>- historical trends;</li> <li>- projected trends, with carrying capacity 'bandwidths' that are considered to be consistent with the heritage values of the place;</li> <li>- periodical review of both the cumulative effect of potential impacts; and periodical review of projections and carrying capacity 'bandwidths'.</li> </ul>	<p>The Park Lands have had varied uses historically, many of which have disappeared while others have emerged.</p> <p>A condition assessment is a requirement of the HMP review, and policy can be strengthened to include mention of cumulative impacts and historical trends.</p> <p>Change Policy wording to Policy 8.3 to strengthen consideration of cumulative impacts and use trends.</p> <p>Amend Policy 8.3 within Chapter 7 as follows:</p> <p>The Heritage Management Plan is reviewed every five years, consistent with Section 341X of the EPBC Act, or sooner should major change <u>or significant cumulative impacts</u> occur in the interim.</p> <p>Refer to Chapter 7, Section 7.4.1 - Policy and Recommendations Table (page 212)</p>

	<p>Also, refer above to DCCEEW comments regarding cumulative change and suggested new Policy and Recommendation as per below:</p> <p>Policy 1.7 - Protect the Park Lands from future potential cumulative impacts of land use.</p> <p>Recommendation 2.7.1 - Reduce potential cumulative impacts on the Park Lands by monitoring and evaluating changes in land use and implementing a holistic view of tracking any proposed changes. This HMP should act as a snapshot in time and provides a record of the state of the National Heritage values by which a comparison should be made with any future changes.</p> <p>Refer to Chapter 7, Section 7.4.1 - Policy and Recommendations Table (page 202)</p>
<p>6.5 A review be undertaken to establish how City, State and Commonwealth systems can achieve greater coherence in the protection and management of the National Heritage place, including with regard to heritage impact assessment, and to assist in identifying owner and proponent obligations under the EPBC Act.</p>	<p>As noted above, include in discussion of referral process. Include as a recommendation within Chapter 7 to investigate options to develop a strategic approach at State, Commonwealth and local level to manage development impact on the Adelaide Park Lands and City Layout. Option could include Conservation Agreement between the three levels of government.</p>

## External Submission

	Stakeholder	Summary of Submission	Response
<b>Federal Government</b>			
1.	<p><b>Heritage, Reef and Ocean Division  Heritage Branch   Cultural Heritage Section</b></p> <p><b>Department of Climate Change, Energy, the Environment and Water</b></p>	<p><b>Overall document</b></p> <p><i>Commonwealth and State government departments</i></p> <p>In 2022 the Commonwealth Government created a new department with responsibility for World, National and Commonwealth heritage places and the EPBC Act. Please change all references currently to the Department of Agriculture, Water and the Environment to: the Department of Climate Change, Energy, the Environment and Water (DCCEEW).</p> <p>When referencing government departments, we recommend specifying if they are Commonwealth or State departments. This is to avoid confusion regarding responsibility as some departments have the same name.</p>	<p>Replace 'Department of Agriculture, Water and the Environment– Historic Heritage Section (Federal Government)' with 'Department of Climate Change, Energy, the Environment and Water (DCCEEW) (Commonwealth Government)' where referenced.</p> <p>Replace 'Australian Department of Agriculture, Water and the Environment' with 'Commonwealth Government Department of Climate Change, Energy, the Environment and Water where referenced.</p> <p>Edit HMP to ensure there is a clear distinction when referencing Commonwealth or State Government Departments by making specific reference.</p>
		<p><i>Factual and grammatical errors</i></p> <p>The HMP includes factual and grammatical errors in chapters 1,2,5 and 6. These include misnaming Edward Gibbon Wakefield in Background 2.1, as well as inconsistencies with the use of abbreviations, naming conventions, capitalisation and incomplete sentences. Recommend these chapters are reviewed and thoroughly proofread and edited for consistency and accuracy.</p>	<p>Review, edit and rewrite to ensure:</p> <ul style="list-style-type: none"> <li>• Correct factual and grammatical errors in chapters 1,2,5 and 6.</li> <li>• Correct the naming of Edward Gibbon Wakefield</li> <li>• Consistent use of abbreviations, naming conventions, capitalisation and incomplete sentences.</li> </ul>
		<p><i>Difficulty in navigation</i></p> <p>At nearly 300 pages the document is large and difficult to navigate. With HMPs of this size the department recommends 'bookmarking' the document when saving it as a PDF, so that a navigation pane acts as a contents page and allows for ease in accessing information. This is particularly important for the daily management of</p>	<p>Implement bookmarking for the PDF.</p> <p>CoA separated chapters for the purpose of community consultation. All chapters were publicly available.</p>



	Stakeholder	Summary of Submission	Response
		heritage places to ensure accurate and efficient decision making.	
		<p><i>Useability</i></p> <p>The aim of a HMP is to guide the management of a heritage listed place to ensure that all people involved with the place have ready access to policies they must follow and the context for why. Whilst the HMP is necessary for place managers and decision makers to make decisions and guide changes or development at a heritage place, it must also be useable for tradespeople, local councils and anyone interested in using or maintaining the place.</p> <p>The useability of the HMP could be improved in several ways including:</p>	
		<ul style="list-style-type: none"> <li>Reducing the length of Chapter 3 – Historical background. This chapter is well written but would recommend only including the necessary context and not as much detail. Alternatively, a separate detailed history may be provided as an appendix.</li> </ul>	<p>Retain Chapter 3 but relocate Section 3.11 – key Historical Plans of Adelaide and Section 3.12 – Key Plans of Park Lands Alienation to Appendix F.</p> <p>Relocate Section 3.10 - Chronology of Major Events to Appendix E.</p> <p>These changes will reduce Chapter 3 by 54 pages making the document easier to read and more useable.</p> <p>Refer to Appendix E and F.</p>
		<ul style="list-style-type: none"> <li>Move all end notes and footnotes throughout the HMP to the end of the document, as they currently detract from the readability of the document. It should also be noted the HMP inconsistently uses footnotes or end notes, recommend using only one form of referencing for usability.</li> </ul>	<p>Replace Footnotes with Endnotes.</p> <p>All Endnotes will be located at the end of the document.</p> <p>Refer to Endnotes.</p>
		<ul style="list-style-type: none"> <li>Remove Section 3.11 Key Historical Plans of Adelaide and 3.12 Key plans of the Park Lands Alienation to be appendices to the HMP.</li> </ul>	<p>Relocate Section 3.11 - Key Historical Plans of Adelaide and Section 3.12 - Key Plans of the Park Lands Alienation in the Appendix F.</p> <p>Refer to Appendix F.</p>

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		<ul style="list-style-type: none"> <li>Recommend page numbers are continuous throughout the document, not restarting for each chapter.</li> </ul>	Page numbering to be continuous.
		<p><b>Section 1.2 - Recommendations</b></p> <p>If recommendations are placed at the front of the document, it is recommended that the policy they align to is included for reference. These policies should guide the daily operations of the place and provide advice for decision makers during times of change or development. The recommendations will be most useful if they all align with a dedicated policy and are referenced as such. If the recommendation does not align to a policy, then consider whether they may be removed to reduce the number of recommendations.</p>	<p>Include Policy number reference to each recommendation within Chapter 1, Section 1.2 of the HMP.</p> <p>Refer to Chapter 1, Section 1.2 - Recommendations (page 6).</p> <p>Refer to Chapter 7 Conservation Management Policy for further information.</p>
		<p><b>Section 2.5 - Methodology</b></p>	
		<p><i>Statutory obligations</i></p> <p>Under the EPBC Act, a HMP for a National Heritage listed place must be compliant with the Environment Protection and Biodiversity Conservation Regulations 2003 Schedule 5A – Management Plans for National Heritage Places and Schedule 5B – National Heritage Management Principles. The methodology in the HMP incorrectly references this as ‘Schedule 5A of the Environment Protection and Biodiversity Conservation Regulations (Aus) 2000: ‘Management Plans for Commonwealth Heritage Places’. The Commonwealth Heritage List is a separate list on which Adelaide Park Lands and City Layout is not included. To ensure compliance with the EPBC Act, and to assist the City of Adelaide in ensuring National Heritage values are not significantly impacted, it is important that the HMP references the correct statutory obligations and seeks to fulfill them within the HMP.</p>	<p>Delete entire para – It is also guided .... Implementation plan.</p> <p>Insert new para – The HMP complies with the Environment Protection and Biodiversity Conservation Regulations 2003 Schedule 5A – Management Plans for National Heritage Places and Schedule 5B – National Heritage Management Principles.</p> <p>Refer to Chapter 2, Section 2.6 – Methodology (page 14).</p>

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		<p><i>First Nations heritage</i></p> <p>Under this section the author has referenced seeking guidance from the publication <i>Ask First – A Guide to Respecting Indigenous Heritage Places and Values</i> prepared by the Australia Heritage Commission. This document was published in 2002 and more recent publications have been released on best practice engagement with First Nations peoples regarding their heritage. The department recommends reviewing the following documents for a more contemporary understanding of First Nations heritage:</p> <ol style="list-style-type: none"> <li>1) <u><i>Dhawura Ngilan: A vision for Aboriginal and Torres Strait Islander heritage in Australia</i></u>. Heritage Chairs of Australia and New Zealand, 2020.</li> <li>2) <u><i>Partnering with Indigenous organisations for a sustainable environment: Guidance for non-Indigenous organisations seeking to build effective and respectful partnerships with Indigenous organisations and communities</i></u>. Australian Government, Department of the Environment and Energy, 2019.</li> <li>3) <u><i>Engage Early: Guidance for proponents on best practice Indigenous engagement for environmental assessments under the Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act)</i></u>. Australian Government, Department of the Environment, 2016</li> </ol>	<p>Delete sentence – The document ... Commission.</p> <p>Insert the following new para –</p> <p>The document was also prepared in light on the following First Nations heritage publications: <u><i>Dhawura Ngilan: A vision for Aboriginal and Torres Strait Islander heritage in Australia</i></u>. Heritage Chairs of Australia and New Zealand, 2020; <u><i>Partnering with Indigenous organisations for a sustainable environment: Guidance for non-Indigenous organisations seeking to build effective and respectful partnerships with Indigenous organisations and communities</i></u>. Australian Government, Department of the Environment and Energy, 2019; and <u><i>Engage Early: Guidance for proponents on best practice Indigenous engagement for environmental assessments under the Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act)</i></u>. Australian Government, Department of the Environment, 2016.</p> <p>Refer to Chapter 2, Section 2.6 – Methodology, page 14.</p>
		<p><b>Section 2.5.1 – Consultation and Process</b></p> <p>The list of internal and key stakeholders does not include representatives from the Kaurna nation. In producing the HMP did the authors consult with the Kaurna nation as the traditional owners of the land on which Adelaide Park Lands and City Layout is located? If so, they should be included. If not, the authors should seek to consult directly with the Kaurna nation in line with National Heritage Management Principle 6: <i>Indigenous people are the primary source of information on the value of their</i></p>	<p>The CoA has consulted with and invited feedback from KYAC and the draft National HMP was presented and workshopped with the Reconciliation Committee.</p> <p>Include aspirational management procedures and Policies. Indicate current level of consultation City of Adelaide is undertaking and future consultation goals.</p> <p>Refer new Policies below.</p>

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		<p><i>heritage and that the active participation of indigenous people in identification, assessment and management is integral to the effective protection of indigenous heritage values.</i></p>	
		<p><b>Chapter 5 – Heritage Significance</b></p> <p><i>Matters of National Environmental Significance</i></p> <p>Under the EPBC Act an action will require approval from the Australian Government Environment Minister if the action has, will have, or is likely to have, a significant impact on a matter of national environmental significance. There are nine 'matters' of significance, one of which is National Heritage. As this applies to Adelaide Park Lands and City Layout it is important that this information is clear within the HMP. The references to Matters of National Environmental Significance (MNES) throughout Chapter 5 need revision to ensure they are accurately represented otherwise the HMP risks providing confusing information to decision makers, particularly regarding changes, developments, and the need to refer actions. Further information is available online: <a href="https://www.dcceew.gov.au/heritage/significance/significant-impact-guidelines/1.1">Matters of National Environmental Significance: Significant Impact Guidelines 1.1 (dcceew.gov.au)</a>.</p>	<p>Include the following section within the HMP to provide explanation regarding National Environmental Significance:</p> <p>5.2.3 National environmental significance (NES)</p> <p>Under the EPBC Act an action will require approval from the Australian Government Environment Minister if the action has, will have, or is likely to have, a significant impact on a matter of national environmental significance. There are nine 'matters' of significance, one of which is National Heritage. A search has been undertaken to identify the other if <del>there are any</del> matters of national environmental significance or other matters protected by the Environment Protection and Biodiversity Conservation Act 1999 in the area namely the Local Government Area of the City of Adelaide. A copy is included in the Appendix. Further information is available online: <a href="https://www.dcceew.gov.au/heritage/significance/significant-impact-guidelines/1.1">Matters of National Environmental Significance: Significant Impact Guidelines 1.1 (dcceew.gov.au)</a></p> <p>Refer to Chapter 5, Section 5.2.3 - National environmental significance (page 140)</p>
		<p><i>National Heritage listing</i></p> <p>Whilst referring to the National Heritage significance of Adelaide Park Lands and City Layout there is reference to the 'Indigenous Heritage Register' (5.1 and 5.2.4). This is not a Commonwealth register and should not be included in this section as it does not apply to the National Heritage listing and should instead be included under State heritage significance.</p> <p>Section 5.2.5 references the use of the South Australian list of Threatened Species of Flora and Fauna. This too</p>	<p>Note that the Commonwealth List of Threatened Species of Flora and Fauna is referred to in the NES section and referenced to the Appendix.</p> <p>Move 5.2.4 Indigenous Heritage Register to new 5.3.4 in the section 5.3 State and Local Heritage Values.</p> <p>Refer Chapter 5, 5.3.3 Register of Aboriginal Sites and Objects (page 169)</p> <p>Move 5.2.5 List of Threatened Species of Flora and Fauna to new 5.3.4 in the section 5.3 State and Local Heritage Values.</p> <p>Refer Chapter 5, 5.3.4 - List of Threatened Species of Flora and Fauna (page 169)</p>

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		<p>should be included under the State not National Heritage information.</p> <p>The Commonwealth also maintains a list of Threatened Species of Flora and Fauna, and we recommend referencing the Commonwealth list of Threatened Species for the National Heritage values and the South Australia list for the State Heritage listing.</p>	
		<b>Chapter 6 – Opportunities &amp; Constraints</b>	
		<p>Section 6.21- recommend highlighting that the reason Adelaide Park Lands and City Layout is protected under the EPBC Act is because it is included in the National Heritage list for outstanding value to the nation – as opposed to because of where it is located or who the place manager is.</p>	<p>Include the following sentence within the introductory sentence in Section 6.2.1 and outline that the Adelaide Park Lands and City Layout have been included on the National Heritage list because of its outstanding value:</p> <p>The Adelaide Park Lands and City Layout is included in the National Heritage list for outstanding value to the nation and is protected under the Commonwealth EPBC Act 1999. Approval is required under the EPBC Act for any ‘action’ occurring within, or outside, the Adelaide Park Lands and City Layout that has, will have, or is likely to have a significant impact on its National Heritage values.</p> <p>Refer to Chapter 6, Section 6.2.1 - Environment Protection and Biodiversity Conservation (EPBC) Act 1999 (Cth) (page 179)</p>
		<p>Recommend expanding on end of Section 6.2.1 on what the Minister for the Environment is making a decision about. The Minister’s decision is for approval for the action to proceed, and the Minister may choose not to approve an action. You may choose to also note that there are penalties for individuals and/or organisations who do not refer actions to the Minister for the Environment that may have a significant impact on Matters of National Environmental Significance.</p>	<p>Amend Chapter 6 to provide further information about the Minister’s decision making.</p> <p>Revise sentence within section 6.2.1.as follows:</p> <p>If so, that action must be referred to the Minister of the Environment for a decision. The Minister may decide to approve the action to proceed or may choose not to approve the action. It is important to note that there are penalties for individuals and/or organisations who do not refer actions to the Minister for the Environment that may have a significant impact on Matters of National Environmental Significance.</p> <p>Refer to Chapter 6, Section 6.2.1 - Environment Protection and Biodiversity Conservation (EPBC) Act 1999 (Cth) (page 179).</p>
		<p>We would also recommend removing the link in the HMP as this relates to all areas of managing a National Heritage place and instead replace it with a link specific</p>	<p>Revise Chapter 6, page 2 as follows:</p> <p>Remove link within section 6.2.2 Instigating a referral and insert the following new link:</p>

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		to guidance on approvals: <a href="#">Referrals under the EPBC Act - DCCEEW</a>	<a href="#">Referrals under the EPBC Act - DCCEEW</a> Refer to Chapter 6, Section 6.2.2 – Instigating a Referral (page 179).
		<i>Definitions</i> In Section 7.2 the words listed under ‘Definitions’ have been used frequently throughout the HMP with the same meaning as intended in this chapter. If using a list of definitions for frequently used words, recommend placing this at the start of the HMP.	Relocate Section 7.2 - Definitions to Chapter 2 in place of 2.6 and renumber sections within Chapter 2 accordingly. Refer to Chapter 2, Section 2.7 – Definitions (page 15).
		<i>Compliance table</i> Recommend including a compliance table in this chapter that highlights which policy comply with Schedule 5A and Schedule 5B of the EPBC Regulations 2003. This ensures you are following best heritage practice, but also allows for ease of reviewing and updating the HMP in five years.	Include “EPBC Act 1999 and Regulations 2003 Compliance Table” after 7.4.1 Policy and Recommendation Table. Refer to Chapter 7, Section 7.5 – Compliance Table (page 180)
		<i>Policy recommendations</i> Policies 2.5 and 3.4 are the same lead policy. Each policy should identify a different issue and as such should not be duplicated.	Delete 3.4. and 3.4.1 (duplicates) Retain 2.5 (now policy 1.5). Refer to Chapter 7, Section 7.4.1 – Policy and Recommendation Table (page 201).
		Recommend specifying in policies whether heritage values being referenced are at a National, State or Local level.	Amend policies to reflect heritage values. Revise Chapter, Section 7.4.1 – Policy and Recommendation Table to ensure that the heritage values are referenced at National, State or Local level. Refer to Chapter 7, Section 7.4.1 – Policy and Recommendation Table (pages 200 – 212).
		Recommend including a policy regarding pursuing a more strategic approach to protection of the Park Lands in the future to address cumulative impacts.	Add new Policy and Recommendation within Chapter 7 as follows: Policy 2.7 - Protect the Park Lands from future potential cumulative impacts of land use. Recommendation 2.7.1 - Reduce potential cumulative impacts on the Park Lands by monitoring and evaluating changes in land use and implementing a holistic view of tracking any proposed changes. This HMP should act as a

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			<p>snapshot in time and provides a record of the state of the National Heritage values by which a comparison should be made with any future changes.</p> <p>Refer to Chapter 7 Section 2.41 – Policy and Recommendation Table (pages 202).</p>
		<p><b>Context</b></p> <p>It is best practice that the HMP for a place on the National Heritage list is not inconsistent with Schedule 5A (Management Plans for National Heritage Places) and Schedule 5B (National Heritage Management Principles) of the Environment Protection and Biodiversity Conservation Regulations 2003, as set out in the EPBC Act. The HMP is not currently consistent with Schedule 5A and 5B, therefore it is recommended that the following areas need to be strengthened and/or amended:</p>	<p>Amend to comply with Schedule 5A.</p> <p>Refer below.</p>
		<p><i>(e) describe the condition of the National Heritage values of the place</i> – this is partly satisfied as an assessment of the condition of the National Heritage values is spread throughout Chapters 4 and 6. Recommend including a summarized table of all the National Heritage values and their current condition. This acts as a reference for efficient decision making, and to review changes to the condition of the values.</p>	<p>Add the following to Chapter 5:</p> <p>Add in condition and integrity column (with ranking –poor, fair, good) to 5.2.5 - Attributes of National Heritage Value and include an explanatory comment covering useability.</p> <p>Refer to Chapter 5, Section 5.2.5 - Attributes of National Heritage Value (pages 142 – 156).</p>
		<p><i>(h) have policies to manage the National Heritage values of a place</i> - the following policies are not consistent with the EPBC Act:</p> <p><i>iii) the stakeholder and community consultation and liaison arrangements</i> - There is no policy on stakeholder and community consultation and liaison arrangements.</p> <p>Policy 7.8.1 states community will be involved in CLMP review process, however community and stakeholders should be consulted on any significant changes to policy and/or management.</p>	<p>Insert new Policy to “7.4.1 Policy and Recommendations Table” and update numbering.</p> <p>Add new Policy 8.2 - Land managers will consult with relevant stakeholders, including community groups, on significant changes to management policy and proposed development affecting the Park Lands and City Layout. They will seek to actively consult prior to decisions directly impacting on the National Heritage values.</p> <p>Add new Recommendation 8.2.1 - Refer policy for implementation strategy.</p> <p>Refer to Chapter 7, Section 7.4.1 - Policy and Recommendations (page 211).</p>

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		<p><i>iv) the policies and protocols to ensure that Indigenous people participate in the management process</i> – There needs to be a policy that specifically highlights how the Kurna community will be able to participate in the management process of Adelaide Park Lands and City Layout.</p>	<p>Insert new Policy and Recommendation to “7.4.1 Policy and Recommendations Table” under “Community and Stakeholder Engagement”.</p> <p>Insert new Policy.</p> <p>Add new Policy 8.3 - Appropriate opportunities will be provided for Aboriginal people to be consulted on and involved in the management of their cultural heritage places and values, including intangible aspects.</p> <p>Insert the following new Recommendations:</p> <p>8.3.1 - Ensure that the City of Adelaide’s Reconciliation Committee is regularly updated and consulted on changes and actions which may impact on Aboriginal cultural values in the Park Lands and City Layout to ensure the Kurna people are involved in the ongoing management of the Adelaide Park Lands and City Layout.</p> <p>8.3.2 - Maintain a permanent role for a Kurna representative on the Kadaltilla/ Adelaide Park Lands Authority to ensure the Kurna people are involved in the ongoing management of the Adelaide Park Lands and City Layout.</p> <p>8.3.3 - Engage people with relevant expertise and experience in consultation to develop processes that ensure meaningful and effective engagement with the Kurna people.</p> <p>Refer to Chapter 7, Section 7.4.1 - Policy and Recommendations Table (page 212).</p>
		<p><i>v) the protocols for the management of sensitive information</i> - There is a policy for sensitive and confidential First Nations heritage values and places located in the area, but this is insufficient to manage such a large place. Recommend separate policies for sensitive information regarding First Nations peoples and a policy for sensitive information relating to the management of Adelaide Park Lands and City Layout by the City of Adelaide.</p>	<p>Insert following new Policy and recommendation within Section 7.4.1:</p> <p>Policy 9.2 - In consultation with the Kurna people, seek cultural consent and recognise the Indigenous Cultural and Intellectual Property protocol to appropriately manage sensitive or confidential information about Aboriginal Heritage values and places.</p> <p>Recommendation 9.2.1 - Ensure that protocols are in place to appropriately manage sensitive or confidential Aboriginal information.</p> <p>Refer to Chapter 7, Section 7.4.1 - Policy and Recommendations Table (page 212).</p>
		<p><i>vi) the planning and management of works, development, adaptive reuse and property divestment proposals</i> – There are policies relating to development.</p>	<p>Insert the following new Policies and Recommendations:</p> <p>Policy 3.12 - Adaptive reuse of heritage places is encouraged and preferred over the development of new buildings and sites.</p>



	Stakeholder	Summary of Submission	Response
		<p>However, there are no specific policies for adaptive reuse and property divestments.</p>	<p>Recommendation 3.12.1 - Encourage opportunities for adaptive reuse of heritage places in preference to new development.</p> <p>Refer to Chapter 7, Section 7.4.1 - Policy and Recommendations Table (page 206).</p>
		<p><i>vii) how unforeseen discoveries or disturbances of heritage are to be managed</i> – Section 6.2.5 highlights the processes for historical archaeology under the Heritage Places Act (1993) (SA) but a specific policy is needed to advise decision makers on unforeseen discoveries or disturbances of heritage.</p>	<p>Include specific policy on unforeseen discoveries or disturbances of heritage.</p> <p>Include the following new Policies and Recommendations within Chapter 7:</p> <p>Policy 3.13 - Historical archaeological remains in the Park Lands and City Square are protected in accordance with the Heritage Places Act 1993 and its guidelines.</p> <p>Recommendation 3.13.1 - Where there is reasonable suspicion that archaeological artefacts could be present, a risk assessment is carried out in the planning of development proposals and earth works, in accordance with the Archaeological Provisions Guideline published by the Department of Environment &amp; Water.</p> <p>Recommendation 3.13.2 - In the event of an unforeseen discovery of historical archaeological remains, work should immediately cease in the area and the discovery reported to Heritage SA, for advice, prior to continuing work. Heritage SA will determine if a permit may be required under Section 27 of the Heritage Places Act and what actions are required by the applicant to attain a permit. Works must not re-start in the area until confirmation is received from State Government's DEW.</p> <p>Policy 4.2 - Conserve and manage Aboriginal sites and objects in the Park Lands area.</p> <p>Recommendation 4.2.1 - Ensure that prior to the preparation of development proposals, the potential for sub-surface deposits of Aboriginal cultural material is subject to archaeological assessment in consultation with the Kaurna people.</p> <p>Recommendation 4.2.2 - Ensure that works and maintenance service contracts include notice of the potential for unforeseen discovery of Aboriginal cultural heritage, including human remains, and the relevant statutory obligations and notification procedures if a discovery occurs. In addition, work with the Kaurna people and other relevant stakeholders to develop follow-up procedures, within the required statutory obligations, should a discovery be made. Refer also Implementation Strategy 7.5.2 for staff training provisions.</p>

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			<p>Recommendation 4.2.3 - In the event of an unforeseen discovery of an Aboriginal object, site or remains, work should immediately cease in the area and the discovery reported to the Aboriginal Heritage Branch of the Aboriginal Affairs Reconciliation Division (AARD) of the Attorney General's Department of, as required by Section 20(1) of the Aboriginal Heritage Act 1988 (SA), The Aboriginal Heritage Branch will advise on the appropriate process, which may include recording the site and further action under Sections 12 and/or 23 of the Act. Works must not re-start in the area until confirmation is received from AARD.</p> <p>Refer to Chapter 7, Section 7.4.1 - Policy and Recommendations Table (pages 205 - 206).</p>
		<p><i>xi) the research, training and resources needed to improve management</i> – Policy 7.5 relates to understanding and complying with the EPBC Act, but the sub policies relate to training. Under (h) xi a policy is required that demonstrates what research, training and resources are needed to improve management. This should be a separate policy to a policy that ensures all people managing and making decisions regarding Adelaide Park Lands and City Layout are aware of their obligations under the EPBC Act.</p>	<p>Add in the following new Policy and recommendations within Chapter 7:</p> <p>Policy 7.5 - Ensure that the asset managers and lease holders of lands in Adelaide Park Lands and City Layout are aware of and comply with the obligations that arise from the protections under the EPBC Act.</p> <p>Recommendation 7.5.1 - New leases and licences granting use of lands in the Park Lands and service contracts include a description of the obligations and constraints that arise from the protections under the EPBC Act 1999.</p> <p>Recommendation 7.5.2 - Provide training opportunities for land managers and those responsible for maintenance in the Park Lands and City Squares in heritage management, including the requirements and obligations under the EPBC Act 1999, the identification of Aboriginal sites and objects, together with the preparation of a guide for their internal use to help facilitate this understanding.</p> <p>Refer to Chapter 7, Section 7.4.1 - Policy and Recommendations Table (pages 210).</p>
		<p><i>(i) include an implementation plan</i> – Policy 7.4.1 states the need to develop a strategy for the implementation of the actions in the HMP. An implementation plan is a necessary element of a HMP to be compliant with the EPBC Act. Recommend that the next version of the HMP includes the implementation plan.</p>	<p>Implementation Plan to be included in the Policy and Actions Table.</p> <p>Revise Chapter 7 as follows:</p> <p>Add column to 7.4.1 Policy and Recommendations Table to the right of the "Actions" column. New column to be "Implementation - Responsibility".</p> <p>Add new column to the right of "Implementation -Responsibility". New column to be "Priority for Implementation" and add in High, Medium, or Low ranking for each Action.</p>

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			Change existing "Priority" column to "Timeframe for Implementation". Refer to Chapter 7, Section 7.4.1 (page 200).
		<p><i>2. The management of National Heritage places should use the best available knowledge, skills and standards for those places, and include ongoing technical and community input to decisions and actions that may have a significant impact on their National Heritage values.</i></p> <p>The HMP does not comply with this management principle as there needs to be further involvement of the Kurna community and further evidence of ongoing technical and community input into decisions and actions that may have a significant impact on Adelaide Park Lands and City Layout. This can be addressed through specific policies.</p>	<p>Insert the following policies and recommendations within Chapter 7, Section 7.4.1:</p> <p>Policy 8.3 - Appropriate opportunities will be provided for Aboriginal people to be consulted on and involved in the management of their cultural heritage places and values, including intangible aspects.</p> <p>Recommendation 8.3.1 - Ensure that the City of Adelaide's Reconciliation Committee is regularly updated and consulted on changes and actions which may impact on Aboriginal cultural values in the Park Lands and City Layout to ensure the Kurna people are involved in the ongoing management of the Adelaide Park Lands and City Layout.</p> <p>Recommendation 8.3.2 - Maintain a permanent role for a Kurna representative on the Kadaltilla/ Adelaide Park Lands Authority to ensure the Kurna people are involved in the ongoing management of the Adelaide Park Lands and City Layout</p> <p>8.3.3 Engage people with relevant expertise and experience in consultation to develop processes that ensure meaningful and effective engagement with the Kurna people.</p> <p>Refer to Chapter 7, Section 7.4.1 (page 211).</p>
		<p><i>3. The management of National Heritage places should respect all heritage values of the place and seek to integrate, where appropriate, any Commonwealth, State, Territory and local government responsibilities for those places.</i></p> <p>Compliance with this management principle could be strengthened through greater clarity around the responsibilities of the Commonwealth and the State in managing National Heritage places. Recommendations in the 'General feedback' seek to assist with strengthening the HMP under this management principle.</p>	<p>Insert the following policies and recommendations within Chapter 7:</p> <p>Policy 6.10 – Form a Conservation Agreement under the EPBC Act between the Commonwealth Minister for the Environment and the South Australian state government, in consultation with Kadaltilla / Adelaide Park Lands Authority, to protect the National heritage values of the Adelaide Park Lands and City Layout. The agreement should describe an appropriate level of development in the Park Lands as well as in adjacent previously alienated areas of Park Land</p> <p>Recommendation 6.10.1 – Engage an expert consultant to facilitate and establish a Conservation Agreement under the EPBC Act between the Commonwealth Minister for the Environment and the South Australian state government, in consultation with Kadaltilla / Adelaide Park Lands Authority and other relevant stakeholders with the purpose of defining acceptable levels of development within and adjacent to the Park Lands.</p>

	Stakeholder	Summary of Submission	Response
			Refer to Chapter 7, Section 7.4.1 (page 210).
		<p>5. <i>The management of National Heritage places should make timely and appropriate provisions for community involvement, especially people who:</i></p> <p>a) <i>have a particular interest in, or associations with, the place; and</i></p> <p>b) <i>may be affected by the management of the place.</i></p> <p>Compliance with this management principle could be strengthened by increased policies relating to community involvement under Policy 7.8. For example, what can the City of Adelaide do to involve communities that have a particular interest in or may be affected by their management of Adelaide Park Lands and City Layout?</p>	<p>Include the following new set of policies and recommendations within 7.4.1 Policy &amp; Recommendations Table to manage Community and Stakeholder Engagement, including:</p> <p>Policy 7.5 - Ensure that the asset managers and lease holders of lands in Adelaide Park Lands and City Layout are aware of and comply with the obligations that arise from the protections under the EPBC Act.</p> <p>Recommendation 7.5.1 - New leases and licences granting use of lands in the Park Lands and service contracts include a description of the obligations and constraints that arise from the protections under the EPBC Act 1999.</p> <p>Recommendation 7.5.2 - Provide training opportunities for land managers and those responsible for maintenance in the Park Lands and City Squares in heritage management, including the requirements and obligations under the EPBC Act 1999, the identification of Aboriginal sites and objects, together with the preparation of a guide for their internal use to help facilitate this understanding.</p> <p>Policy 8.2 - Land managers will consult with relevant stakeholders, including community groups, on significant changes to management policy and proposed development affecting the Park Lands and City Layout. They will seek to actively consult prior to decisions directly impacting on the National Heritage values.</p> <p>Policy 8.3 - Appropriate opportunities will be provided for Aboriginal people to be consulted on and involved in the management of their cultural heritage places and values, including intangible aspects.</p> <p>Policy 8.4 - Land managers of the Adelaide Park Lands and City Layout will maintain regular contact with DCCEEW, including informal consultations where appropriate, and formally refer any action that potentially impacts on any heritage values or places as required by the EPBC Act.</p> <p>Recommendation 8.4.1 - Establish a communications policy and timeframe and format for regular consultations with DCCEEW.</p> <p>Refer to Chapter 7, Section 7.4.1 - Policy and Recommendations Table (pages 210, 211, 212).</p>
		<p>6. <i>Indigenous people are the primary source of information on the value of their heritage and that the active participation of indigenous people in identification,</i></p>	<p>Refer to Schedule 5A Item h (iv) for new management Policy.</p> <p>Refer to Schedule 5B Item 2 for new consultation Policy.</p>

	Stakeholder	Summary of Submission	Response
		<p><i>assessment and management is integral to the effective protection of indigenous heritage values.</i></p> <p>The HMP is not compliant with this management principle. A policy is required on Kurna nation representation and involvement in the management of Adelaide Park Lands and City Layout. A policy is also recommended on increased consultation with the Kurna nation on the HMP.</p>	<p>Refer to Chapter 7, Section 7.51 - EPBC Act 1999 and Regulations 2003 Compliance Table (pages 214, 215).</p>

State Government			
	Stakeholder	Summary of Submission	Response
2	Green Adelaide Dept of Environment and Water	Generally supportive of the HMP.	No change requested.
		Concerned about the lack of policies or actions regarding:	
		<ul style="list-style-type: none"> <li>Maintaining or enhancing the biodiversity value of the Park Lands. Recommend inclusion of actions for the development of a management plan to improve biodiverse plantings through revegetation to enhance habitat and resources and conserve the biodiversity value of the Park Lands. This would not only help acknowledge the vegetation and biodiversity value of the Park Lands prior to European settlement, it would also acknowledge the current role the Park Lands play to support ecological processes.</li> </ul>	Although the HMP supports the Adelaide Park Lands contribution to biodiversity, biodiversity is not a National Heritage Value and is comprehensively addressed in other CoA strategies and management plans for the Adelaide Park Lands.  This use and value have developed over time and may change without affecting the National Values.
		<ul style="list-style-type: none"> <li>Include additional action in 3.1 regarding conservation of biodiverse Park Lands landscape character including areas for native vegetation or revegetation.</li> </ul>	"As Above"
		<ul style="list-style-type: none"> <li>Urban Watercourse Management Program occurring upstream meaning timeframes for action 5.2.4 (Chapter 7) may need to be amended,</li> </ul>	Revise wording to support water quality improvements:  Policy 5.1.3 - Continue to monitor and manage the water quality of Karrawirra Parri / River Torrens and other water ways within the Park Lands to enable continued use for recreational activities and support biodiversity.  Refer to Chapter 7, Section 7.4.1 - Policy and Recommendations Table (page 207).
		<ul style="list-style-type: none"> <li>Recommend that the 'conservation' policies and actions be prioritised, particularly those related to: <ul style="list-style-type: none"> <li>Karrawirra Parri / River Torrens, and</li> <li>conserving the diverse landscape character of the Park Lands including native plantings.</li> </ul> </li> </ul>	Included within Chapter 7 Section 7.4.1 - Policy and Recommendations Table Recommendation 3.11.  Refer to Chapter 7 Section 7.4.1 - Policy and Recommendations Table, Recommendation 3.11 (page 202).
<ul style="list-style-type: none"> <li>Update 6.2.8 to reflect Green Adelaide's Vision around WSUD and green urban infrastructure.</li> </ul>	Noted. Green Adelaide's Vision Statement regarding WSUD has been acknowledged in Chapter 6, Section 6.2.12.		

			Refer to Chapter 6, Section 6.2.12 (page 185).
3	<b>Heritage SA Dept of Environment and Water</b>	The Conservation Policy focuses on the historic value of the landscape plans of Brown (1880) and Pelzer, proposing these be retained or reinstated through the Park Lands. The National Heritage values do not focus on this value – they encapsulate the plan and Park Lands as a creative planned work; as a facilitator of concentrated, systematic settlement and as an ongoing public open space for recreation. Focusing policy on an 1880s park plan seems contrary to these values and will limit the future use and social importance of the place for the community. Further, the remnant 1880s planned parks would not be of National Heritage Value.	<p>The values statement under criteria (f), refers directly to designed nineteenth century landscapes, including use of specimen trees. Surviving elements are proposed retained, not restored nor reconstructed.</p> <p>Brown is only one of the successive landscape designers who worked for the City of Adelaide.</p> <p>Revise and add the following policies and recommendations within Section 7.4.1:</p> <p>Policy 3.3 - Undertake further research to understand the high integrity and intact remnant historic designed landscapes of successive landscape designers.</p> <p>Recommendation 3.3.1 - Undertake further research to understand the high integrity and intact nineteenth century to present day remnant underlying plantings, spatial structure and vistas developed in the Park Lands. Plantings identified in poor condition in Opportunities, Constraints and Key Issues are assessed as a priority.</p> <p>Recommendation 3.3.2 - Maintain reference to the National Heritage Values in the Adelaide Park Lands Community Land Management Plan to recognise the cultural significance of the high integrity and intact nineteenth century to present day spatial designs where these are best represented in the Park Lands. Future revegetation zones should be planned to conserve the integrity of the spatial design and visual intent.</p> <p>Refer to Chapter 7 Section 7.4.1 - Policy and Recommendations Table (page 203).</p>
		The HMP proposes that Heritage SA and DEW review and support this document – while it is appropriate for these organisations to ‘review’ the document Heritage SA (DEW) does not agree that they should ‘support’ it.	Delete Policy 7.1.2 within Chapter 7, Section 7.4.1.
		Heritage SA supports the principles and intent of the HMP but has concerns with the direction of some Conservation Policy where it could constrain development based on matters beyond National values. The table below provides more detail on some of these concerns.	
		The HMP references the future listing of the Park Lands and City Layout as a State Heritage Area, references to this should be removed from current, short-term recommendations.	Noted. As the State Heritage Area Overlay would add another layer of protection consistent with the national Heritage Listing values it is important the HMP supports any future Heritage Overlay for the Adelaide Park Lands and City Layout and therefore 7.1.4 (Chapter 7) should be revised to reflect this.

			<p>Revise 7.1.4 (Chapter 7) to support a State Heritage Area Overlay for the Adelaide Park Lands and City Layout.</p> <p>Policy 7.1.3 - Support the creation of an Adelaide Park Lands and City Layout State Heritage Area Overlay for the Adelaide Park Lands and City Layout.</p> <p>Refer to Chapter 7 Section 7.4.1 - Policy and Recommendations Table (page 208).</p>
		<p>The HMP discusses the values inherent in views/vistas associated with the Adelaide Plan. It is recommended that this discussion be qualified, as it is unclear whether Light’s design decisions included consideration of views/vistas – they may be consequential, rather than intentional.</p>	<p>Designed views/vistas are mentioned in the National Values under Criteria (f). Agree that there is no record that Light considered views and vistas in formulating his design, other later speculation that the stepped nature of portions of the city layout may have been partially informed by advantage views to the Park Lands. Views and vistas within the Park Lands and City Layout have developed over time because of the overlay of subsequent designers and by consequence of greater city density.</p> <p>Revise wording around views/vistas to qualify/clarify policy.</p> <p>Revise comments for views and vistas attributes within Chapter 5, Section 5.2.5 page 149 as follows:</p> <p>Views and vistas of the city and within the city were unlikely to be intentionally designed by Light, and were more likely <u>consequential and</u> evolved. Later landscape designers intentionally created views and vistas through planting (i.e. Pelzer’s Cross of Sacrifice in the eastern part of Pennington Gardens). <u>Thus, both consequential and intentional</u> views and vistas developed over time in the contemporary city and holds increasing importance nowadays.</p> <p>Refer to Chapter 5, Section 5.2.5 (page 149)</p> <p>Revise Chapter 6, Section 6.4.4 page 188 as follows: Views and vistas were <u>consequential and</u> were not a consideration in Light’s planning of the city layout and have developed over time as the form of the city evolved. ...</p> <p><u>Many successive landscape designers intentionally designed views and vistas within the Park Lands such as Schomburgk, Brown, and Pelzer.</u> In the Park Lands, John Ednie Brown’s master plan intended gardenesque scenes including winding and treed pleasure ways and picturesque views to stands of specimen trees framed in open spaces. Many of these are still evident in less developed parts of the Park Lands, although many are obscured by later revegetation efforts. There is an opportunity to further understand <u>restore the remnant</u> historic nineteenth <u>and twentieth century landscape design scenes and potentially incorporate it through</u> by careful future planning of revegetation <u>to conserve the space</u> around early tree groupings, and through a replacement program.</p> <p>Refer Chapter 6, Section 6.4.4 (page 188)</p>



			<p>Revise Chapter 7, Section 7.4.1 page 202 as follows:</p> <p>Consider <u>consequential and intentional</u> views and vistas when planning new work and plantings within the Park Lands. Views and vistas within the Park Lands were developed to the design of John Ednie Brown and August Pelzer in which the Parks were structured around ‘Gardonesque’ scenes and included views to the Mt Lofty Ranges, views from Terraces to the Park Lands, treed ways and stands of specimen trees as featured highlights within large open spaces surrounded by perimeter planting within the Park Lands.</p> <p>Refer to Chapter 7, Section 7.4.1 page 202</p>
		<p>Conservation policy identifies that alienated Park Land be returned where possible, or at least ‘swapped’ where new development occurs. Discussion reinforcing why this is important would assist in this argument.</p>	<p>The integrity of the original Colonel Light Plan includes the portions previously designated Park Lands and subsequently alienated for various purposes. Returning alienated Park Lands will assist with the interpretability of the original layout. As an interim solution swapping portions so that no further net loss occurs, in a sense maintains the status quo.</p> <p>Expand discussion on benefits of reclaiming Park Lands.</p>
		<p>Any time the document refers to heritage values it should be prefaced with ‘national’ to differentiate between any future State or local heritage values associated with the Park Lands and City Layout.</p>	<p>Make revisions throughout the HMP to differentiate ‘National’ values from state and local heritage values.</p>
		<p><b>1.1 Background</b></p> <p>Second paragraph – Heritage SA may/ may not use this as a tool for development assessment referrals – would only relate to SHP listings at present.</p>	<p>Revise fourth paragraph from ‘It will...’ to ‘It is intended to be used...’</p> <p>Refer to Chapter 2 Section 2.1 – Background (page 9)</p>
		<p><b>1.2 Recommendations</b></p> <ul style="list-style-type: none"> <li>• Dot point 4 – next 12 months – primary focus for conservation/ reinstatement is Brown’s 1880 Master Plan.</li> </ul> <p>The HMP focuses on the historic value of garden designs and layouts, since 1837, but particularly 1880. The Statement of Significance for the place does not focus on this – it is simply the design and layout of the city/ park lands, retained open space for public use. Focusing on a particular planting/ design period, many years after the establishment of the Park Lands, sets the area in a specific time, unrelated to the period of significance of the place.</p>	<p>The values statement under criteria (f), refers directly to designed nineteenth century landscapes, including use of specimen trees. Surviving elements are proposed retained and conserved, not reconstructed. This does not constrain changes or other values being developed.</p> <p>Minor refinement of polices in Chapter 7 section 7.4.1 (pages 200 – 212)</p>

		<ul style="list-style-type: none"> <li>• Dot point 8 – next 12 months – Heritage SA and DEW can review, encourage, but not support/ adopt – as per comments in first row above.</li> </ul>	Delete dot point 8 in Chapter 1
		<p><b>Chapter 5 – Heritage Significance</b></p> <ul style="list-style-type: none"> <li>• The Statement of Significance for the proposed State listing as a State Heritage Area is incorrect, the South Australian Heritage Council approved an updated Statement of Significance for the Adelaide Park Lands and City Layout at its meeting 7 April 2022, with further changes approved 11 April 2022. The updated Statement is provided in Attachment 2.</li> </ul>	<p>Update Section 5.4.1 to refer to most current statement dated 11 April 2022 as supplied by Heritage SA.</p> <p>Refer to Chapter 5, Section 5.4.1 (page 170)</p>
		<ul style="list-style-type: none"> <li>• Chapter content sets expectations not in alignment with much of what is included in chapter 7.</li> </ul>	<p>Chapter 7 conservation policies protect the places of heritage significance identified in Chapter 5.</p> <p>Refer to Chapter 7, Section 7.4.1 (pages 200 – 215)</p>
		<ul style="list-style-type: none"> <li>• Under (f) – para 3 – is the ‘landscape planting design’ of outstanding heritage value to the nation? This suggests that the design schemes/ layouts were typical to the period and commonly found in many large gardens/ parks in Australia. This paragraph sets the focus for the conservation of all 1880+ park designs and may not be a robust argument (same for ‘attributes of heritage value’ section).</li> </ul>	<p>The HMP is guided by the criteria statements and national values statement. This is the Commonwealth assessment of the place’s values and not able to be revised by the consultant.</p> <p>Section 5.2.1 is extracted from the official values of the listing.</p> <p>Minor refinement of policies in Chapter 7.</p> <p>Refer to Chapter 7, Section 7.4.1 (pages 200 – 215)</p>
		<ul style="list-style-type: none"> <li>• Statements of Cultural Significance – Individual Parks – need to make it clear here that these statements have no statutory standing, nor are they endorsed by the South Australian Heritage Council.</li> </ul>	<p>Revise title of section 5.4 to note ‘Non-Legislative’ Values Statements.</p> <p>Refer to Chapter 5, Section 5.4 (page 170)</p>
		<ul style="list-style-type: none"> <li>• 5.2.7 - The heritage assessment includes a list of ‘elements of heritage value’. A more comprehensive list of ‘intrusive’ elements would also assist understanding, with reasons why the elements are intrusive. A list of intrusive elements would be useful, to support the arguments for Conservation Policy.</li> </ul>	<p>Include a comprehensive list of intrusive elements.</p> <p>Refer to Chapter 6, Section 6.4.3 (page 187)</p>
		<b>Chapter 6 - Opportunities and Constraints</b>	

		<ul style="list-style-type: none"> <li>• <b>6.2.5</b> – State Heritage Areas – a Heritage Standard is not considered a Conservation Plan.</li> </ul>	<p>Delete reference to Conservation Plan.</p> <p>Refer to Chapter 6, Section 6.2.7 (page 181)</p>
		<ul style="list-style-type: none"> <li>• <b>6.2.5</b> – State Heritage Places – 2nd paragraph – this is triggered by the PDI Regulations and Planning and Design Code, not the Heritage Places Act – definition of development (PDI Act) and referral processes (Schedule 9 under PDI Regs) – suggest making this clearer or move to PDI Act section.</li> </ul>	<p>Move section on PDI Act to Section 6.2.9</p> <p>Refer to Chapter 6, Section 6.2.9 -Planning, Development and Infrastructure Act 2016 (page 183)</p>
		<b>Chapter 7 - Conservation Management Policy</b>	
		<ul style="list-style-type: none"> <li>• <b>2.3</b> – define areas ‘alienated’ so these are separate from built areas of cultural heritage value.</li> </ul>	<p>Noted. Further context added around ‘alienated’ lands.</p> <p>Revise Policy 2.3 within Section 7.4.1 as follows:</p> <p>Policy 2.3 - Restore previously alienated land <u>which is not of State or Local Heritage value in the Park Lands</u> when the opportunity arises.</p> <p>Refer to Chapter 7, Section 7.4.1 – Policy and Recommendations Table (page 201)</p>
		<ul style="list-style-type: none"> <li>• <b>3.1.3</b> – It is not known if Light considered views/ vistas as part of his design of the city layout – so this is not a heritage issue – it may be a landscape issue though, as values have emerged over time – should be developed further in ‘views’ section of HMP.</li> </ul>	<p>Addressed in Section 6.4.4. which identifies that views and vistas were not part of Light’s planning of the city and Park Land layout and have developed over time</p> <p>Refer to Chapter 6, Section 6.44 – Views and Vistas (page 188)</p>
		<ul style="list-style-type: none"> <li>• <b>3.3.1</b> – <i>“Conserve remnant underlying spatial structure and vistas developed following JE Brown’s 1880 landscape master plan where this is represented in the Park Lands”</i> –</li> </ul> <p>Integrity and intactness threshold needs to be determined to support this and evidence to demonstrate what aspects remain as at 2023.</p>	<p>The values statement under criteria (f), refers directly to designed nineteenth century landscapes, including use of specimen trees. Surviving elements are proposed to be retained and conserved, not reconstructed. This does not constrain changes or other values being developed.</p> <p>Minor refinement of policies in Chapter 7.</p> <p>Revise Policy 3.3.1 - <u>Undertake further research to understand the high integrity and intact</u> <del>Assess the nineteenth century and twentieth century to present day</del> <u>remnant underlying plantings, spatial structure and vistas developed in the Park Lands.</u> Plantings identified in poor condition in Opportunities, Constraints and Key Issues are assessed as a priority.</p> <p>Refer to Chapter 7, Section 7.4.1 – Policy and Recommendations Table (page 203)</p>
		<ul style="list-style-type: none"> <li>• <b>3.3.2</b> – <i>“Assess and conserve the 19th century plantings identified in poor condition in Opportunities,</i></li> </ul>	<p>“As Above”</p>

		<p>Constraints and Key Issues as a priority.” - Why are the 19th century plantings being given primacy over other plantings in the Park Lands?</p> <ul style="list-style-type: none"> <li>o The National Statement of Significance states ‘The tree planting designed and implemented since the 1850s and the living plant collection of the Park Lands....’</li> </ul> <p>The Park Lands thus far reflect 187 years of use and thinking about landscape design and planting philosophies as identified by the Statement of Significance. While Brown’s 1880 plan is the first comprehensive landscape plan for the Park Lands, most of it wasn’t implemented until after Pelzer became the City Gardener in 1899. Consequently, the implementation of much of the 1880 plan took place in the first decades of the 20th century. The focus on the 1880 plan ignores other planting philosophies implemented in the Park Lands before and after the 1880 plan, this is not the intent of the National Statement of Significance, which very clearly states since 1850 and without end date. In conserving remnant landscape design/plan plantings those remnants should be able to demonstrate sufficient integrity and intactness to meet significance at the National threshold.</p>	<p>Section 3.3.2 does not suggest that other layers of planting are not important, rather that some nineteenth century plantings are in poor condition and their setting has been affected by later planting. Most later plantings are in good condition.</p>
		<ul style="list-style-type: none"> <li>• <b>3.3.3</b> - “Review Adelaide Park Lands CLMP to recognise cultural significance of the 19th century spatial designs where these are represented in the Park Lands. Future revegetation zones should be planned to conserve the integrity of the spatial design and visual intent.” – as above – integrity and intactness threshold needs to be devised to protect the areas that demonstrate significance at the national level.</li> </ul> <p>The focus on 19th century plantings and 1880 master plan (largely implemented in the 20th century) could be viewed as a bid to reinstate the 1880 plan to the detriment of future open space uses, this does fit with the national statement in part. Only those areas that still demonstrate National values at threshold should be the focus of this statement (and clearly define what</p>	<p>The values statement under criteria (f), refers directly to designed nineteenth century landscapes, including use of specimen trees. Surviving elements are proposed retained and conserved, not reconstructed.</p> <p>Revise Policy 3.3.3 and change numbering as follows:</p> <p>Policy 3.3.2 – <u>Review the Adelaide Park lands CLMP Maintain reference to the National Heritage Values in the Adelaide Park Lands Community Land Management Plan to recognise the cultural significance of the high integrity and intact nineteenth and twentieth century to present day spatial designs</u> where these are best represented in the Park Lands. Future revegetation zones should be planned to conserve the integrity of the spatial design and visual intent.</p> <p>Refer to Chapter 7, Section 7.4.1 – Policy and Recommendations Table (page 203)</p>

		they are) so that management isn't used as a means to reinstate an 1880s master plan in areas where it has ceased to exist for decades thereby locking future South Australians into a 19th century concept of acceptable open space uses for leisure and recreation.	
		<ul style="list-style-type: none"> <li>• <b>3.7</b> - This policy needs to be clearer – is it about removing buildings from the Park Lands or maintaining the 2023 balance of built form vs open space? Need (heritage) justification for the policy position.</li> </ul>	<p>Revise Policy 3.6 wording from 'Maintain the balance of the existing....' To 'Maintain a balance of building to..</p> <p>Refer to Chapter 7, Section 7.4.1 – Policy and Recommendations Table (page 204)</p>
		<ul style="list-style-type: none"> <li>• <b>3.11</b> - As per previous comments – expand on what the 'intrusive elements' are.</li> </ul>	<p>Include a comprehensive list of intrusive elements in Section 6.4.3.</p> <p>Refer to Chapter 6, Section 6.4.3 – Intrusive Elements (page 187)</p>
		<p><b>7.1.2 and 7.1.3 -</b></p> <ul style="list-style-type: none"> <li>• The HMP proposes that Heritage SA and DEW review and support this document – while it is appropriate for these organisations to 'review' the document Heritage SA (DEW) does not agree that they should 'support' it.</li> </ul>	<p>Delete 7.1.2.</p> <p>Refer to Chapter 7, Section 7.4.1 – Policy and Recommendations Table (page 208)</p>
		<ul style="list-style-type: none"> <li>• Concerned that the National Heritage Management Plan's focus on aspects not recently 'ground truthed' with thresholds for integrity and intactness clearly defined will result in hampering on-going uses of the Park Lands into the future as open space and a place for leisure and recreation. There are concerns that the National Heritage Management Plan as written may not enable a change in open space uses (for example vegetated park to playing field and vice versa). The Plan may make it difficult for the Adelaide City Council, who is responsible for managing and maintaining the Park Lands, to make decisions. Note: the State Heritage significance around landscape character doesn't give primacy to any particular period of time or designer – 'The association with and cultural significance of the Park Lands and squares has continued to evolve and has been reinforced by the myriad of ways South Australians use the public open space with its distinctive landscape character created by its parks and gardens, formal and informal sporting grounds and areas, and leisure and recreational</li> </ul>	<p>As above. the values statement under criteria (f), refers directly to designed nineteenth century landscapes, including use of specimen trees. Surviving elements are proposed retained and conserved, not reconstructed. It is not the intention of the plan to restrict change of use.</p> <p>Include in implementation strategy need to undertake further research to understand the high integrity and intact nineteenth century to present day remnant underlying plantings, spatial structure and vistas developed in the Park Lands</p>

		facilities.' See also Statement of Significance prepared for the proposed State Heritage Area in Attachment 2.	
		<ul style="list-style-type: none"> <li>• <b>7.1.4</b> - Progress the creation of an Adelaide Park Lands and City Layout State Heritage Area as recommended by the South Australian Heritage Council – this is not within the remit of the HMP however, the plan could support the listing of the Park Lands and City Layout as a State Heritage Area in the Planning and Design Code by the Planning Minister.</li> </ul>	<p>Revise Recommendation 7.1.4 now 7.1.3 (Chapter 7) to support a State Heritage Area Overlay for the Adelaide Park Lands and City Layout.</p> <p>Recommendation 7.1.3 - <u>Progress Support</u> the creation of an Adelaide Park Lands and City Layout State Heritage Area Overlay for the Adelaide Park Lands and City Layout as recommended by the South Australian Heritage Council.</p> <p>Refer to Chapter 7, Section 7.4.1 – Policy and Recommendations Table (page 208)</p>
4	Department of Infrastructure and Transport (SA)	Congratulated CoA on a well presented and highly ambitious HMP.	Comment does not request changes.
		Concerned the HMP supports State Heritage Area creation; this would create an additional legislative assessment on top of existing rigorous planning processes particularly for existing DIT operational / maintenance processes, street tree planting and road widening projects that would need to be able to continue under a similar arrangement to existing.	<p>The State Heritage Area Overlay is an important tool in the protection of the National Heritage Listing values as such Recommendation 7.1.4 (Chapter 7) is revised to support the Overlay.</p> <p>Refer to Chapter 7, Section 7.4.1 – Policy and Recommendations Table (page 208)</p>
		Check document to ensure correct names of Aboriginal organisations and legislation.	Revise the HMP to include correct names of Aboriginal organisations and legislation are used.
		Recommended approval of references to Kaurna people burial sites by KYAC.	<p>Noted. These sites are publicly available through previous reports but agree to make these references more generic.</p> <p>Revise to obscure burial site locations.</p> <p>Refer to Chapter 4, Section 4.2.2 – Aboriginal Evidence (page 57)</p>
		<p><b>General Comment</b></p> <p>The Attorney-General's Department, Aboriginal Affairs and Reconciliation (AGD-AAR) have provided advice that the strong preference of the South Australian Aboriginal community is that the term "Aboriginal" is preferable to "Indigenous". Recommend this amendment is applied throughout the document.</p>	<p>Noted. The word Indigenous has only been used in the document when it is quoted from historic sources or in legislation. Will add [Aboriginal] where this occurs.</p> <p>Revise the HMP replace "indigenous" with Aboriginal or add "[Aboriginal]". The CoA also uses ' First Nations'.</p>
		<p><b>Contents page</b></p> <p>Include page numbers within contents page.</p>	<p>Add page numbers to contents page.</p> <p>Refer to Contents Page.</p>

		<p><b>1.2 - Recommendations (page 1)</b></p> <p>As the Park Lands include Aboriginal cultural and heritage values, the Department recommends the AGD-AAR is included as a key agency for review and seeking support, in addition to the agencies already mentioned; Heritage SA and the Department for Environment and Water.</p>	<p>Although AGD-ARR will be included in any future review, the recommendation is not required as part of this HMP.</p> <p>DEW and Heritage SA have requested removal of these recommendations.</p> <p>Delete recommendation for consistency across State Government agencies.</p> <p>Refer to Chapter 1, Section 1.2 – Recommendations (page 7)</p>
		<p><b>Recommendations (page 1) and 7.4.1 Policy and Actions Table (Action 7.1.4) (page 248)</b></p> <p>Notes the intention to progress the creation of an Adelaide Park Lands and City Layout State Heritage Area however is concerned the State Heritage Area listing may potentially add an additional legislative assessment and approval process on top of the existing Commonwealth legislative assessment and approval process. The Department’s operational and maintenance activities within a new Adelaide Park Lands and City Layout State Heritage Area would need to be able to continue under a similar arrangement to the exemptions in the Planning, Development and Infrastructure (General) Regulations 2017:</p> <ul style="list-style-type: none"> <li>• Schedule 13 - State agency development exempt from approval, 5 - Certain development within the Park Lands, or</li> <li>• Schedule 5 - Exclusions from definition of development - State heritage areas, 2 - Council works.</li> </ul> <p>Further, the Department is currently liaising with the Australian Government on a number of South Australian Government initiatives in the Parklands and would not support additional process on top of an already rigorous assessment process.</p>	<p>Revise Recommendation 7.1.4 now 7.1.3 (Chapter 7) to support a State Heritage Area Overlay for the Adelaide Park Lands and City Layout.</p> <p>Recommendation 7.1.3 - <del>Progress</del> Support the creation of an Adelaide Park Lands and City Layout State Heritage Area Overlay for the Adelaide Park Lands and City Layout <del>as recommended by the South Australian Heritage Council.</del></p> <p>Refer to Chapter 7, Section 7.4.1 – Policy and Recommendations Table (page 208)</p>
		<p><b>4.2.2 - Aboriginal Evidence (page 132)</b></p> <p>References to locations of Kaurna burial sites should be approved by the Kaurna Yerta Aboriginal Corporation (KYAC) Board to determine if they allow this information to be made publicly available. This is information that is protected by the Aboriginal Heritage Act 1988.</p>	<p>Noted. These sites are publicly available through previous reports but agree to make these references more generic.</p> <p>Revise to obscure burial site locations.</p> <p>Refer to Chapter 4, Section 4.2.2 – Aboriginal Evidence (page 57)</p>

		<p><b>5.2.4 - Indigenous Heritage Register</b></p> <p>Update the name of this section (and other references in the document) to reflect the correct name of the Register: Register of Aboriginal Sites and Objects</p>	<p>Change wording from 'Indigenous Heritage Register' to 'Register of Aboriginal Sites and Objects'.</p> <p>Refer to Chapter 4, Section 4.2.2 – Aboriginal Evidence (page 57)</p>
		<p><b>6.2.3 - Aboriginal Heritage Act 1988 (amended 2016) (page 226)</b></p> <p>Amend to include recent Machinery of Government changes; the Aboriginal Heritage Act 1988, is administered by the Attorney-General's Department, Aboriginal Affairs and Reconciliation.</p>	<p>Revise HMP to include administration Machinery of by the Attorney-General's Department, Aboriginal Affairs and Reconciliation.</p> <p>Refer to Chapter 2, Section 2.6.1 – Consultation and Process (page 14) and Chapter 6, Section 6.2.4 – Aboriginal Heritage Act 1988 (Version 1.1.2021) (page 181)</p>
		<p><b>6.2.4 - Native Title Act 1994 (page 226)</b></p> <p>Amend to Commonwealth Native Title Act 1993, or Native Title (South Australia) Act 1994.</p>	<p>Change of wording to <i>Commonwealth Native Title Act 1993, or Native Title (South Australia) Act 1994</i>.</p> <p>Refer to Chapter 6, Section 6.2.5 - Aboriginal Heritage Act 1988 (Version 1.1.2021) (page 181)</p>
		<p><b>6.3 - Aboriginal Heritage (page 232)</b></p> <p>The opportunities nominated in the Stretch Reconciliation Action Plan 1 July 2021 - 30 June 2024, are well considered and demonstrate practical ways to acknowledge Kurna connection to this area.</p>	<p>Reconciliation Plan has been addressed in Chapter 7.</p> <p>Refine policies in Chapter 7.</p> <p>Refer to Chapter 7, Section 7.4.1 - Policy and Recommendations Table Policy 4.1 and Recommendation 4.1.1 (page 206)</p>
		<p><b>7.4.1 - Policy and Actions Table (Action 2.2.2)</b></p> <p>Supports the proposed partnership with Green Adelaide to conserve and manage the Karrawirra Parri/River Torrens. The Department suggests that the strategies and policies developed through this partnership reflect the recreation and movement value of the area, in addition to the natural environment, water quality and biodiversity</p>	<p>Reference the need for wholistic management of the River Torrens as a river system.</p> <p>Refer to Chapter 7, Section 7.4.1 - Policy and Recommendations Table, Recommendation 2.2.2 (page 201)</p>
		<p><b>7.4.1 - Policy and Actions Table (Action 2.6) (page 244)</b></p> <p>Notes the intention to restrict new surface transport corridors (roads, train lines) and further widening of corridors in or through the Park Lands. The Department supports and acknowledges the national heritage values of the Park Lands, however, the Department would strongly recommend reframing this Action away from</p>	<p>Revise the wording but retain the intent of the policy as follows:</p> <p>Policy 2.6 – <u>Restriet Balance future infrastructure and transport needs such as new surface transport corridors (roads, train lines) and further widening of corridors in or through the Park Lands, with the protection of the National Heritage values while acknowledging that multi-lane roads are a major physical and visual intrusion on the Park Lands and reduce their connectivity.</u></p>



		specifically restricting new and widened transport corridors. This might unintentionally restrict sustainable transport options, such as tram extensions, any new walking/cycle paths or alternative transport solutions that reduce reliance on private vehicles, that may be proposed or restrict the need to implement infrastructure and transport solutions that address urban congestion and mitigate road user crash numbers and severity. In addition, the Metropolitan Adelaide Road Widening Act 1972, and associated Plan outlines provisions for identifying road widening requirements.	Refer to Chapter 7, Section 7.4.1 - Policy and Recommendations Table, Policy 2.6 (page 202)
		<p><b>7.4.1 - Policy and Actions Table (Action 3.2.1) (page 244)</b></p> <p>Suggests consideration of the continuation of tree planting adjacent roads into the city and through the Park Lands, where that planting can provide canopy cover and shade, especially to the active transport network.</p>	<p>Noted the HMP does not intend to restrict planting to corridors – policy refers to continuous avenues.</p> <p>Planting is a key feature of policies in Chapter 7, revise Recommendation 3.2.1 as follows for greater clarity:</p> <p>Recommendation 3.2.1 - Ensure a distinction between the landscape character and planting of the city streets and edges and that of the Park Lands. Avoid <del>continuing strong avenues of trees along streets along through roads into the city and extending</del> which extend into the Park Lands. The avenues should stop at the Park Land edge.</p> <p>Refer to Chapter 7, Section 7.4.1 - Policy and Recommendations Table, Recommendation 3.2.1 (page 203)</p>
		<p><b>7.4.1 - Policy and Actions Table (Action 3.11.1)</b></p> <p>Acknowledges the desire to remove intrusive elements, including several roads, from the Park Lands to restore form and setting. Suggests that the function of these intrusive elements is considered prior to their alteration or removal. If the functionality is an ongoing requirement, then less intrusive solutions that respect the form and setting of the Park Lands may be considered.</p>	<p>Include a comprehensive list of intrusive elements in Section 6.4.3.</p> <p>Refer to Chapter 6, Section 6.4.3 – Intrusive Elements (page 187).</p>
		<p><b>7.4.1 - Policy and Actions Table (Action 5.3.1 and 5.3.2)</b></p> <p>Recognises that the existing bicycle and pedestrian links through the Park Lands will be maintained and supports the development of a strategic plan to improve connectivity for bicycle and pedestrian access.</p>	<p>Addressed in Chapter 7.</p> <p>Refer to Chapter 7, Section 7.4.1 - Policy and Recommendations Table, Recommendation 5.2.1 (page 207)</p>
<b>5</b>	<b>Minister for</b>	Advised that the draft HMP is an important milestone to assist the City of Adelaide in protecting the National	General comment that did not request a change to the National HMP.

<b>Planning</b>	Heritage listed Adelaide Park Lands and City Layout for future generations.	
	The document should be reviewed by Kurna community representatives, for accuracy of narrative and terminology used throughout the document particularly in reference to Kurna and Aboriginal peoples.	<p>The CoA has consulted with and invited feedback from KYAC and the draft HMP was presented and workshopped with the Reconciliation Committee.</p> <p>Revise Chapter 7 as follows and insert the following policies and recommendations:</p> <p>Policy 8.3 - Appropriate opportunities will be provided for Aboriginal people to be consulted on and involved in the management of their cultural heritage places and values, including intangible aspects.</p> <p>Recommendation 8.3.1 - Ensure that the City of Adelaide's Reconciliation Committee is regularly updated and consulted on changes and actions which may impact on Aboriginal cultural values in the Park Lands and City Layout to ensure the Kurna people are involved in the ongoing management of the Adelaide Park Lands and City Layout.</p> <p>Recommendation 8.3.2 - Maintain a permanent role for a Kurna representative on the Kadalitilla/ Adelaide Park Lands Authority to ensure the Kurna people are involved in the ongoing management of the Adelaide Park Lands and City Layout</p> <p>8.3.3 Engage people with relevant expertise and experience in consultation to develop processes that ensure meaningful and effective engagement with the Kurna people.</p> <p>Refer to Chapter 7, Section 7.4.1 - Policy and Recommendations Table (page 211)</p>
	Consider including an introductory statement noting that this document respectfully and deliberately does not include pre-settlement history, from either the Kurna community (preferred) or from the authors. It is important the absence of Kurna history in this HMP relative to the detail provided on post-settlement history is not perceived as a diminishment of Aboriginal history.	<p>There are several sections that demonstrate the enduring connection of the Aboriginal people to their lands including (but not limit; 3.1 Kurna Country, 4.2.2 Aboriginal Evidence.</p> <p>Consider recommendation for an introductory statement in context of broader document and purpose.</p>
	Working with Kurna Miyurna is an essential aspect of managing the Adelaide Park Lands. Using terminology which is predictive of the preferred approach such as "working with", "in collaboration with", "in partnership with" instead of "assist" or "for" is important in empowering and giving voice, agency and mutual benefit to the Kurna community.	<p>Refine policies in Chapter 7 to use appropriate terminology.</p> <p>Refer to Chapter 7, Section 7.4.1 - Policy and Recommendations Table (page 200 - 212)</p>

		<p>Sharing of information about Kurna culture, heritage or knowledge should only be undertaken with Kurna Miyurna consultation and cultural consent, including ongoing recognition of Indigenous Cultural and Intellectual Property (ICIP). Kurna Miyurna should be included in discussions and planning for all potential opportunities in the Park Lands and squares. Engagement with Traditional Owners can celebrate and embed cultural richness to create more holistic outcomes.</p>	<p>Refine Chapter 7, policy 8.2 (now 9.2) as follows:  <u>Policy 9.2 - In consultation with the Kurna people, seek cultural consent and recognise the Indigenous Cultural and Intellectual Property protocol to appropriately manage sensitive or confidential information about Aboriginal Heritage values and places.</u>  Refer to Chapter 7, Section 7.4.1 - Policy and Recommendations Table, Policy 9.2 (page 212)</p>
		<p>Consider opportunities to provide an area or areas of Park Land that can be co-managed by the Kurna community for teaching and practicing of culture, showing what the plains/river area looked like and how it was managed prior to settlement. Noting a cultural burn was facilitated in Tuthangga/Carriageway Park (Park 17) in 2021. An area such as this could be used as an education tool within and outside of the Kurna community for all. The Dept for Environment and Water (DEW) has working models of co-managing National Parks with Traditional Owners which could be reviewed as an exemplar for an Adelaide Park Lands Management model.</p>	<p>Mentioned as an opportunity in the plan and in policy and is addressed in Chapter 7.  Refer to Chapter 7, Section 7.4.1 - Policy and Recommendations Table, Policy 8.3, Recommendations 8.3.1, 8.3.2 (page 212)</p>
		<p>Aboriginal Heritage Act 1988 - Several sites across the Park Lands and City Layout area are registered in the Register of Aboriginal Sites and Objects. Consider the inclusion of a map indicating these areas, to complement the other maps already in the document of the Local and State built Heritage Places within the National heritage listed area. Consult with Kurna Miyurna for appropriateness to share this information in this document.</p>	<p>Revise Section 4.1.1 (Chapter 7) to support the actions within the City of Adelaide Reconciliation Action Plan 2021 – 24 which includes the development of a Kurna Cultural Map.  Refer to Chapter 7, Section 7.4.1 - Policy and Recommendations Table, Recommendations 4.1.1 (page 206)</p>
		<p>Ensure that works and maintenance service contracts include not only 'notification procedures' upon discovery of Aboriginal cultural heritage but include clear follow up management procedures prepared in collaboration with the Kurna Miyurna and other relevant stakeholders which also works within the required statutory obligations. Consider including reference to the Draft Aboriginal Heritage (Miscellaneous) Amendment Bill currently out for public consultation which will change reporting procedures.</p>	<p>Include reference to Draft Aboriginal Heritage (Miscellaneous) Amendment Bill. Alternately consultant to note revision number of legislation.</p>

	<p>Consider how to prioritise the delivery of on-ground works to preserve and enhance the Park Lands utilising existing reports, such as the Adelaide Park Lands Management Strategy, and minimise the funds spent on further reporting. It is noted that the Adelaide Park Lands Management Strategy is currently being updated by the City of Adelaide on behalf of Kadaltilla / Adelaide Park Lands Authority under the Adelaide Park Lands Act 2005.</p>	<p>Key projects for delivery are being considered throughout the update to the Adelaide Park Lands Management Strategy 2015-25. Note recommendation to streamline planning and delivery of projects in the Park Lands.</p>
	<p>The following recommendations directly relate to the planning system:</p> <ul style="list-style-type: none"> <li>• Progress the creation of an Adelaide Park Lands and City Layout State Heritage Area – within the next 12 months.</li> <li>• Assess the designated landscapes identified in the HMP for State or Local Heritage listing – within the next 2 to 5 years.</li> <li>• Review the provisions of the Planning and Design Code (the Code) for concurrence with the policies of the HMP and prepare appropriate amendments for integration in future Code revisions – within the next 2 to 5 years.</li> </ul> <p>The actions recommended in the draft HMP are high level and as such, it is difficult to comment on the implications of this document on the day-to-day operation of the planning system. However, it is considered that the HMP, once finalised, can be used to inform the Regional Planning program (in particular, review of The 30-Year Plan for Greater Adelaide), and could also be useful in informing future development assessments affecting the Adelaide Park Lands and City Layout.</p>	<p>The National HMP can inform the CoA's submission to the Greater Regional Adelaide Plan (in development).</p> <p>Refine Recommendation 7.3.3 (now 7.3.2) within Chapter 7 as follows:</p> <p>Recommendation 7.3.2 - Review the provisions of the South Australian Planning and Design Code for concurrence with the policies of this Heritage Management Plan and prepare appropriate amendments for integration in future Code revisions <u>including associated online spatial mapping and reference to all heritage levels such as world, commonwealth, national, state and local heritage listings on the heritage layer.</u></p> <p>Refer to Chapter 7, Section 7.4.1 - Policy and Recommendations Table, Recommendations 7.3.2 (page 209)</p>

Land Managers			
	Stakeholder	Summary of Submission	Response
6	<b>Adelaide Cemeteries Authority</b>	<p>Noted the alienation of the West Terrace Cemetery. Advised of their ongoing commitment to management of the Cemetery with regard to Burra Charter Principles. Requested the finalised HMP reflect:</p> <ul style="list-style-type: none"> <li>• ACA investment in conservation projects,</li> <li>• ACA's ongoing management of flora and fauna including remnant vegetation</li> <li>• challenges securing funding for restoration of memorials / monuments</li> <li>• development of new burial areas</li> <li>• existing West Terrace Cemetery CMP objectives.</li> </ul>	<p>Add section within the HMP about ACA's role, issues, constraints and opportunities to relevant section, as noted in submission,</p> <p>Refer to Chapter 6, Section 6.6.4 (page 192)</p>
7	<b>The University of Adelaide</b>	<p>Advised of the University's Park 10 / 12 Sports Master Plan and that the HMP policies may limit expansion of university facilities.</p>	<p>The National HMP does not intend to limit future planning of facilities in the Park Lands. This is addressed through the City of Adelaide plans and processes.</p> <p>The submission does not request changes to the National HMP.</p>
		<p>Noted University's involvement in the Common Development Framework relating to South Australian Health and Biomedical Precinct, Lot 14.</p>	<p>The submission does not request changes to the National HMP.</p>
		<p>Noted University's involvement in developing the Victoria Drive/Frome Road heritage precinct.</p>	<p>The submission does not request changes to the National HMP.</p>
		<p>Noted also that the University is a major tenant of the National Wine Centre.</p>	<p>The submission does not request changes to the National HMP.</p>
8	<b>Botanic Gardens and State Herbarium</b>	<p>BGSH board feels their organisation is under-represented in the HMP, with opportunities to improve coordination, operational and planning linkages between Park Lands and BGSH management.</p> <p>Made the following recommendations relating to:</p> <p><b>1.3 – Recommendations</b></p>	<p>Add further discussion on contribution of BGSH to National Values.</p> <p>Refer to Chapter 5, Section 5.2.5 - Attributes of National Heritage Value (page 148).</p>
		<p><b>Page 1 – Point 3</b> - Those additional opportunities for additional bus stops near BGSH be included in DIT considerations</p>	<p>Noted. Location of bus stops is not a National Heritage consideration however public transport is important to reduce car parking.</p> <p>Alternative transport to reduce reliance on private vehicles is addressed in Recommendation 2.5.1.</p>

			Refer to Chapter 7, Section 7.4.1 - Policy and Recommendations Table, Recommendation 2.5.1 (page 201).
		<b>Page 2 - Point 11</b> - Support BGSB staff to meet with Adelaide Park Lands Management Authority annually,	Noted. This feedback has been forwarded to the Kadaltilla / Adelaide Park Lands Authority Advisor.  This opportunity is available to any agency.
		<b>Page 2 and 4 - Points 18 and 64</b> - BGSB should be noted as a potential partner for the collaborative River Torrens riverbank remediation programs.	Relates to implementation of specific recommendations in Chapter 7.  Refer to Chapter 7, Section 7.4.1 - Policy and Recommendations Table, Policy 2.2, Recommendations 2.2.1, 2.2.2 (page 201).
		<b>Page 2 - Point 27</b> - Street parking is an important revenue income stream for BGSB and request that the Hackney Road and Plane Tree Drive parking be considered outside of the car parking reduction target of the Park Lands.	Noted. This matter is outside the scope of the HMP as detailed transport and car parking arrangements are not national heritage considerations.  On-street parking changes to be considered through separate processes (if and as required).
		<b>Page 3 – Point 37</b> - Support for statue of Queen Iparrityi to be within the Adelaide Botanic Gardens rather than the CBD.	Amend reference in Chapter 6, Section 6.3 to a “location in the City of Adelaide”.  Refer to Chapter 6 Section 6.3 – Aboriginal Heritage (page 186)
		<b>2.3 Location - Page 3 Map</b> - Ensure consistency of boundaries of defined area of Park 11/ Mistletoe Park,	Amend Park 10 and 11 boundaries.  Refer to Chapter 2, Section 2.3 – Location map (page 10)
		<b>Page 38</b> - ABG should be acknowledged as a place for its contributions to community, culture and tourism.	Minor change to include BGSB.  Refer to Chapter 4, Section 4.2.7 - Park Lands- Landscape Character (page 61).  Refer to Chapter 5, Section 5.2.5 - Attributes of National Heritage Value (page 148)
		<b>Page 39</b> - The Board of the Botanic Gardens and State Herbarium should be recognised more formally as sustaining and protecting Adelaide Botanic Garden and Botanic Park in the parklands as a manager of 20% of the parklands	Minor change to better describe BGSB contribution.  Refer to Chapter 4, Section 4.2.7 - Park Lands- Landscape Character (page 61).
		<b>Section 4.2.7 - Park Lands (Page 9 Landscape Character (pdf page 137))</b> - The ABG and Botanic Park are significant contributors to the Park Lands character and botanical integrity but are not listed here as worthy of mention. We recommend that they are included in this context.	Minor change to better describe BGSB contribution.  Refer to Chapter 4, Section 4.2.7 - Park Lands- Landscape Character (page 61).

		<b>Section 4.3.10 Tainmunda / Botanic Gardens / River Torrens Park (Park 11) Page 22 (pdf page 150)</b> - Correct name to Adelaide Botanic Garden throughout HMP	Correct name to Adelaide Botanic Garden throughout the National HMP.
		<b>Pdf Page 185</b> - The importance of ABG is noted in the values statements but is generally under-acknowledged in other key areas of this document e.g. the table on page 192 discusses allowance for civic, public, cultural and institutional buildings and domains and publicly accessible landscaped open space and designers and does not list the Adelaide Botanic Garden site contribution nor the many Directors and Managers which contributed to both the botanic gardens and more general parklands landscape design.	Acknowledge the ABG and Botanic Park site contribution to the Park Lands Design by identifying and including the Adelaide Botanical Garden in Section 5.2.5 as an attribute of National Heritage value.  Refer to Chapter 5, Section 5.2.5 - Attributes of National Heritage Value (page 148)
		<b>Pdf Page 195 Park 11</b> - To “Reflects landscape design of John Ednie Brown and August Pelzer” ADD “and the Directors of the Adelaide Botanic Garden and Botanic Park”.	Include reference to the Directors of ABG and Botanic Park within the table of Section 5.2.5.  Refer to Chapter 5, Section 5.2.5 - Attributes of National Heritage Value (page 148)
		<b>Pdf Page 201</b> - Review references from DASH Architects included in HMP (pg 201) that do not accurately reflective of organisation and land uses	The HMP references the DASH Report and the purpose of the HMP is not to edit previous reports by other consultants. However references to the report will be reviewed.
		<b>Pdf Page 224</b> - Include Botanic Gardens & State Herbarium Act 1979 and associated regulations in list of management acts	Include Botanic Gardens & State Herbarium Act 1979 and associated regulations in list of management acts.  Refer to Chapter 6, Section 6.2.10 - Botanic Gardens and State Herbarium Act 1978 (page 185)
9	<b>Central Adelaide Local Health Network</b>	Support the proposed plan and commend the Adelaide City Council on this initiative and its intent to be a resource to inform future developments, decision making and management strategies.	General comments that do not request a change to the National HMP.
		<b>Chapter 4, page 41</b> - East of rail line, Karen Rolton Oval. First paragraph refers to 'the New Royal Australian Hospital' this should read 'Royal Adelaide Hospital'.	Change 'new Royal Australian Hospital' to 'Royal Adelaide Hospital'
		<b>Chapter 4 - page 43</b> - Bonython Park west of the Railway Line - although currently accurate this may need to reflect the future site of the new Women's and Children's Hospital site.	Amend to reference future site of the new Women's and Children's Hospital.

<b>Local Government</b>			
	<b>Stakeholder</b>	<b>Summary of Submission</b>	<b>Response</b>
10	<b>City of West Torrens</b>	Advised there were no issues arising from the HMP that affect City of West Torrens.	No changes to National HMP were requested.
11	<b>City of Charles Sturt</b>	Commend the approach that has been taken.	No changes to National HMP were requested.
<b>Community Groups</b>			
	<b>Stakeholder</b>	<b>Summary of Submission</b>	<b>Response</b>
12	<b>South-West City Community Association</b>	Have little faith the HMP will produce stronger protections for the Park Lands, given the recent State Government projects ignoring existing protections.	It is intended the HMP will clearly identify and articulate the values and guide future decision making. It also aims to ensure these values and physical components are appropriately cared for.  General comment about recent developments in the Park Lands that does not request a change to the National HMP.
		SA's Planning and Design Code, and recent changes to the legislation allowing infrastructure of virtually any kind on Park Lands. Protection of the Park Lands should be paramount, and should exclude the State Government of the day, and any others for that matter, from having 'carte blanche' over decisions regarding developments on the Park Lands, particularly with regard to heritage. Once it is gone, that is it.	This is a comment about the State Government Planning and Design Code and legislations.  General comment about recent developments in the Park Lands that does not request a change to the National HMP
		There should be clear and enforceable legislative protection of the Park Lands to allow it to be, and remain, the Open Green Public Adelaide Park Lands	"As Above" The relevant legislation is the Adelaide Park Lands Act (SA) 2005.
		It does not matter what new documents are created or updated to afford protection to the Park Lands if state and local governments, and planners, continue to 'spin' the contents of these documents to provide for whatever outcomes they desire. This needs to be addressed as the highest priority because without adequate protection going forward anything put into this proposed document will not matter.	"As Above"



13	The North Adelaide Society	TNAS acknowledged the significant work undertaken in preparation of the report.	General comment that does not request a change to the National HMP.
		Noted State Government projects have not been sympathetic to the heritage values of the Park Lands.	It is intended the HMP will clearly identify and articulate the values and guide future decision making. It also aims to ensure these values and physical components are appropriately cared for.  General comment about recent developments in the Park Lands that does not request a change to the National HMP
14	Adelaide Park Lands Association	The APL Assoc wholeheartedly endorse the HMP.	General comment supporting National HMP.
		For the integrity of the HMP further identification and discussion of the following is essential: <ul style="list-style-type: none"> <li>· ongoing conservation and management challenges despite National Heritage Listing and Park Lands Act</li> <li>· lack of coherence between legislative frameworks for different levels of government (National, State and Local)</li> <li>· lack of shared policy for land managers</li> <li>· planning system dictating changes to cultural landscape management policy,</li> <li>· lack of public scrutiny of heritage impact assessment including those for Kaurna Country</li> <li>· introduction of special legislation to override Adelaide Park Lands Act.</li> </ul>	Add a new section 6.8 – Key Issues within Chapter 6 to identify and discuss current issues.  Refer to Chapter 6, Section 6.8 – Key Issues (pages 194 - 196)  Revise Chapter 7 as follows and insert the following policies and recommendations:  Policy 6.10 – Form a Conservation Agreement under the EPBC Act between the Commonwealth Minister for the Environment and the South Australian state government, in consultation with Kadaltilla / Adelaide Park Lands Authority, to protect the National heritage values of the Adelaide Park Lands and City Layout. The agreement should describe an appropriate level of development in the Park Lands as well as in adjacent previously alienated areas of Park Land  Recommendation 6.10.1 - Engage an expert consultant to facilitate and establish a Conservation Agreement under the EPBC Act between the Commonwealth Minister for the Environment and the South Australian state government, in consultation with Kadaltilla / Adelaide Park Lands Authority and other relevant stakeholders with the purpose of defining acceptable levels of development within and adjacent to the Park Lands.  Refer to Chapter 7, Section 7.4.1 - Policy and Recommendations Table (page 210)
		Noted recommendation to amend the Adelaide Park Lands Act boundary with the National Listing is contentious. Amend to read: <i>“In consultation with the broader community Kadaltilla / Adelaide Park Lands Management Authority should review and consider redefining the boundary of the Adelaide Park Lands under the Adelaide Park Lands Act 2005 to align to the National Heritage List boundary.”</i>	Delete 7.1.5 - any changes to the Adelaide Park Lands Act would be done in consultation with Kadaltilla / Adelaide Park Lands Authority.
		Requested the HMP provide guidance around the EPBC Act referral process, including actions that would require	More detail can be added around the referral process. All activities that may impact on the national values require self-assessment. It would be difficult (with

	self-assessment (including cumulative incremental impacts).	<p>possible unintended consequences) to develop a definitive list of activities that require self-assessment/referral and those that don't. Suggest further discussion is added on this in the 'Current Issues' section, as noted above, with reference to the Attributes of National Heritage Values.</p> <p>Add a new section 6.2.2 – Instigating a Referral to within Chapter 6 include discussion on referrals.</p> <p>Add a further new section 6.8.2 – Past referrals to the Commonwealth to identify some of the issues that have been encountered.</p> <p>Refer to Chapter 6 Section 6.2.2 – Instigating a Referral (page 179) and 6.8.2 – Past Referrals to the Commonwealth (page 196).</p>
	Provide clear information on how bodies such as the City of Adelaide and/or APLA might instigate federal referrals or Ministerial intervention under the EPBC Act where the proponent of a development (such as the State Government) may neglect to do so.	<p>Add a new section 6.2.2 – Instigating a Referral to within Chapter 6 include discussion on referrals.</p> <p>Refer to Chapter 6 Section 6.2.2 – Instigating a Referral (page 179)</p>
	Amend 2.1.5 and 2.32 regarding activation project for alienated sites to <i>“Identify areas at risk of alienation / encroachment and prioritise these for restoration projects, cultural programming and temporary events to encourage community use, appreciation, and connection with the Park Lands.”</i> (emphasis in red original).	<p>Delete 2.3.2 (duplication) and amend Recommendation 2.1.5 (now 1.1.5) within Chapter 7 as follows:</p> <p>Recommendation 1.1.5 – Identify areas at risk of <u>alienation/encroachment within the Park Lands</u> and prioritise these for <u>restoration projects, cultural programming and temporary activation projects</u> and events to encourage <u>a more diverse community use, broader appreciation, and connection with the Park Lands, with the aim that these areas are not seen as areas for development.</u></p> <p>Refer to Chapter 7, Section 7.4.1 – Policy and Recommendations Table (page 20)</p>
	The P&D Code include an overlay for all levels of heritage listings in South Australia: World; Commonwealth; National; State; and Local Heritage, and that these heritage places are also identified in appropriate spatial mapping.	<p>Add spatial mapping policy.</p> <p>Revise Recommendation 7.3.3 (now 6.3.2) within Chapter 7 as follows:</p> <p>Recommendation 6.3.2 – Review the provisions of the South Australian Planning and Design Code for concurrence with the polices of this Heritage Management Plan and prepare appropriate amendments for integration in future Code revisions <u>including associated online spatial mapping and reference to all heritage levels such as world, commonwealth, national, state and local heritage listings on the heritage layer.</u></p> <p>Refer to Chapter 7, Section 7.4.1 – Policy and Recommendations Table (page 209)</p>
	Tracking of cumulative impacts be undertaken with specific reference to the National Heritage listing	As above, a condition assessment is a requirement of the HMP review.

		<p>boundary of the Park Lands in a methodical and measured fashion that considers:</p> <ul style="list-style-type: none"> <li>• potential impacts</li> <li>• historical trends;</li> <li>• projected trends, with established ‘bandwidths’ that are considered to be consistent with the heritage values of the place;</li> <li>• periodical review of both the cumulative effect of potential impacts; and</li> <li>• periodical review of projections and ‘bandwidths’.</li> </ul>	<p>Change Policy wording to Policy 8.3 to strengthen consideration of cumulative impacts and use trends.</p> <p>Amend Policy 8.3 within Chapter 7 as follows:</p> <p>The Heritage Management Plan is reviewed every five years, consistent with Section 341X of the EPBC Act, or sooner should major change or <u>significant cumulative impacts</u> occur in the interim.</p> <p>Refer to Chapter 7, Section 7.4.1 – Policy and Recommendations Table (page 212)</p> <p>Also, refer above to DCCEEW comments regarding cumulative change and suggested new Policy and Recommendation as per below:</p> <p>Policy 1.7 – Protect the Park Lands from future potential cumulative impacts of land use.</p> <p>Recommendation 2.7.1 – Reduce potential cumulative impacts on the Park Lands by monitoring and evaluating changes in land use and implementing a holistic view of tracking any proposed changes. This HMP should act as a snapshot in time and provides a record of the state of the National Heritage values by which a comparison should be made with any future changes.</p> <p>Refer to Chapter 7, Section 7.4.1 – Policy and Recommendations Table (page 202)</p>
		<p>An analysis should be undertaken to establish the carrying capacity for the Park Lands which defines the extent and character of sympathetic development consistent with the protection of National Heritage values, (recognising that the Park Lands are likely already close to capacity)</p>	<p>“As Above”</p>
		<p>Consideration should be given to undertaking a strategic assessment under the EPBC Act, as a higher-level strategic planning process for the National Heritage place. This might include the carrying capacity analysis recommended above</p>	<p>Revise Chapter 7 as follows and insert the following policies and recommendations:</p> <p>Policy 6.10 – Form a Conservation Agreement under the EPBC Act between the Commonwealth Minister for the Environment and the South Australian state government, in consultation with Kadaltilla / Adelaide Park Lands Authority, to protect the National heritage values of the Adelaide Park Lands and City Layout. The agreement should describe an appropriate level of development in the Park Lands as well as in adjacent previously alienated areas of Park Land</p> <p>Recommendation 6.10.1 - Engage an expert consultant to facilitate and establish a Conservation Agreement under the EPBC Act between the Commonwealth Minister for the Environment and the South Australian state government, in consultation with Kadaltilla / Adelaide Park Lands Authority and other relevant</p>

			<p>stakeholders with the purpose of defining acceptable levels of development within and adjacent to the Park Lands.</p> <p>Refer to Chapter 7, Section 7.4.1 - Policy and Recommendations Table (page 210)</p>
		A review be undertaken to establish how City, State and Commonwealth systems can achieve greater coherence in the protection and management of the National Heritage place, including with regard to heritage impact assessment. This would assist in identifying owner and proponent obligations under the EPBC Act.	"As Above".
		Ensure all heritage impact assessments prepared by relevant heritage experts publicly available.	<p>Assessments are available through the Department of Climate Change, Energy, the Environment and Water.</p> <p>Addressed within Recommendation 2.6.1 and 6.6.1 within Chapter 7.</p> <p>Refer to Chapter 7, Section 7.4.1 - Policy and Recommendations Table (page 204 and 210)</p>
15	<b>South-East City Residents Association</b>	Supports the submission by the Adelaide Parklands Association to the CoA regarding Draft National Heritage Management Plan for the Adelaide Park Lands and City Layout. In particular, the provision of better safeguards and monitoring to assess new development proposals and the ongoing health and amenity of the Park Lands in accordance with National Heritage values; and to recognise the important heritage value of community volunteerism and advocacy.	<p>The submission of the Adelaide Park Lands Association has been considered and in response a number of changes have been recommended to the National HMP as suggested by the Association.</p> <p>Refer to responses to Adelaide Park Lands Association.</p>
		Concerned about the continued incremental loss and degradation of this precious urban green space in Adelaide. The loss and degradation are not only occurring from the erection of new permanent buildings such as hospitals, police barracks, schools (facilitated in many cases by the state government rezoning parts of the Park Lands or enacting special legislation that overrides other statutory protections), but also from the laying of more heat retaining hardstand surfaces (e.g. bitumen and concrete for motor sports in Victoria Park), access roads and car parks.	<p>It is intended the HMP will clearly identify and articulate the values and guide future decision making. It also aims to ensure these values and physical components are appropriately cared for.</p> <p>General comment that does not request a change to the National HMP.</p>

<b>Other Stakeholders</b>			
<b>Community Emails</b>			
	<b>Stakeholder</b>	<b>Summary of Submission</b>	<b>Response</b>
<b>16</b>	<b>Email responsee</b>	Supports the ideas suggested for improving the security of our Parklands. It appears that not enough citizens realise the present and future value of our Parklands. If we do not reverse this, our Parklands will continue to be 'picked off' by State Governments for projects that they deem will attract more positive votes for them than negative. It is a very serious and important issue and Council is right to endeavour to encourage debate.	It is intended the HMP will clearly identify and articulate the values and guide future decision making. It also aims to ensure these values and physical components are appropriately cared for.  General comment about recent developments in the Park Lands that does not request a change to the National HMP.
<b>17</b>	<b>Email responsee</b>	Supports the draft National Heritage Management Plan for the Adelaide Park Lands.	Supportive comment that does not request a change to the National HMP.
<b>18</b>	<b>Email responsee</b>	Supports APA submission to the City Council on the Swanbury Penglase draft report.	The submission of the Adelaide Park Lands Association has been considered and in response a number of changes have been recommended to the National HMP as suggested by the Association.  Refer to response to submission by Adelaide Park Lands Association.
<b>19</b>	<b>Email responsee</b>	Supports development in the Park Lands that is for community use, does not support anything that creates private spaces (including office and housing).	It is intended the HMP will clearly identify and articulate the values and guide future decision making. It also aims to ensure these values and physical components are appropriately cared for.  General comment that does not request a change to the National HMP.
<b>20</b>	<b>Email responsee</b>	Noted inadequacy of self-assessment provisions of National Heritage listing.  Should ensure there are no new buildings, no fencing of parklands for extended periods of time for short term financial gain and no dicing of existing parkland areas. They are a precious resource and once trampled upon gone forever.	It is intended the HMP will clearly identify and articulate the values and guide future decision making. It also aims to ensure these values and physical components are appropriately cared for.  Additional information is included in the National HMP on self-assessment requirements
		The Park Lands need to be protected from alienation and unsympathetic development and Infrastructure.	General comment about recent developments in the Park Lands that does not request a change to the National HMP
<b>21</b>	<b>Email</b>	Supports the submission by the Adelaide Parklands Association.	The submission of the Adelaide Park Lands Association has been considered and in response a number of changes have been recommended to the National HMP as suggested by the Association.  Refer to response to submission by Adelaide Park Lands Association.

		<p>The important aspects are:</p> <ol style="list-style-type: none"> <li>1. To preserve the world-unique nature of the Adelaide Parklands</li> <li>2. To ensure continued free public access to nature in all parts of the Adelaide Parklands</li> <li>3. To prevent further loss of Parklands to building of any permanent nature – whether for public or private facilities.</li> <li>4. To maintain Adelaide’s attractive/ green appearance – which makes it a desirable place to live in and/or visit for many purposes.</li> </ol>	<p>It is intended the HMP will clearly identify and articulate the values and guide future decision making. It also aims to ensure these values and physical components are appropriately cared for.</p> <p>General comment that does not request a change to the National HMP.</p>
		<p>Concerned the State Government have recently overridden Council and planning regulations to select sites within the Parklands for development – including permanent buildings and fenced-off areas within the Parklands – and appears empowered to do so</p>	<p>General comment about recent developments in the Park Lands that does not request a change to the National HMP</p>
		<p>Believe the Parklands should have State Heritage listing, National and World Listings – as these should protect the Parklands from further threat of development.</p>	<p>The Park Lands have National Heritage listing and the City of Adelaide is currently working towards developing a Tentative World heritage Listing Bid.</p> <p>The Adelaide Park Lands Management Strategy supports State Heritage listing.</p> <p>The issues raise have been addressed in Policy 6.9 and Recommendation 6.1.3, 6.91 within Chapter 7.</p> <p>Refer to Chapter 7, Section 7.4.1 - Policy and Recommendations Table (page 208 and 210)</p>
<b>Your Say Summary</b>			
<b>22</b>	<b>YourSay Submission</b>	<p>No comment specific to HMP.</p> <p>Concerned that heritage status can be overridden by Government and heritage listing should have permanency.</p>	<p>It is intended the HMP will clearly identify and articulate the values and guide future decision making. It also aims to ensure these values and physical components are appropriately cared for.</p> <p>General comment that does not request a change to the National HMP.</p>
<b>23</b>	<b>YourSay Submission</b>	<p>No comment specific to HMP.</p> <p>Made queries around removing eucalypt trees due to fire risk and removing the Aquatic Centre to create an oval.</p>	<p>General comment that does not request a change to the National HMP.</p>
<b>24</b>	<b>YourSay Submission</b>	<p>In respect of: "Identify areas at risk of encroachment within the Park Lands and prioritise these for activation projects and events to encourage community use, appreciation, and connection with the Park Lands."</p>	<p>It is intended the HMP will clearly identify and articulate the values and guide future decision making. It also aims to ensure these values and physical components are appropriately cared for.</p> <p>Addressed in Chapter 7 of the National HMP.</p>

		Suggested activation of the Park Lands through events may threaten the conservation of the Park Lands.	
25		Have little faith the HMP will produce stronger protections for the Park Lands given recent State Government projects ignoring existing protections.	General comment about recent developments in the Park Lands that does not request a change to the National HMP
26	<b>YourSay Submission</b>	Advised the Park Lands should be 'left untouched' for the enjoyment of the people.	It is intended the HMP will clearly identify and articulate the values and guide future decision making. It also aims to ensure these values and physical components are appropriately cared for.  General comment that does not request a change to the National HMP.
27	<b>YourSay Submission</b>	Questioned the wisdom of having so many overlapping Management Plans for the Park Lands.	It is intended the HMP will clearly identify and articulate the values and guide future decision making. It also aims to ensure these values and physical components are appropriately cared for.  It is intended that there will be alignment between the different Management Plans.
		Noted the HMP supports the intention of the Park Lands to provide access to nature, clean air, and relaxation to the Public.  Highlighted the need to maintain open green space in response to climate change and increasing urban temperatures.	This has been addressed and identified in the National HMP.
		Concerned the State Government overrides the role of the City of Adelaide to look after the Park Lands.	General comment about recent developments in the Park Lands that does not request a change to the National HMP, noting the NHMP provides additional protections.
28	<b>YourSay Submission</b>	Supported greater protection of the Park Lands for its heritage value but also societal value of the open space, particularly in light of recent Government and developer projects affecting the Park Lands.	It is intended the HMP will clearly identify and articulate the values and guide future decision making. It also aims to ensure these values and physical components are appropriately cared for.  General comment about recent developments in the Park Lands that does not request a change to the National HMP.
		Highlighted the importance of River Torrens to Adelaide and suggested Park Lands Boundary and protections should include full length of River from Hills to Sea.	The full length of the Karawirra Peri / River Torrens is outside the scope of the National Heritage values.
29	<b>YourSay Submission</b>	They feel the current Government doesn't value heritage or Park Lands. The highest priority is advocating for and promoting the return of alienated land to Park Lands.	Addressed in Section 7.4.1 – Policy and Recommendations Table within Chapter 7.  Refer to Chapter 7, Section 7.4.1 – Policy and Recommendations Table (pages 200 – 212).

30	<b>YourSay Submission</b>	Noted the policies within the HMP are only as useful as the agencies that are prepared to apply them in their decision making. The highest priority is prohibition of alienation and further erosion of Park Lands	It is intended the HMP will clearly identify and articulate the values and guide future decision making including the return of alienated land. It also aims to ensure these values and physical components are appropriately cared for.  Addressed in Section 7.4.1 – Policy and Recommendations Table within Chapter 7.  Refer to Chapter 7, Section 7.4.1 – Policy and Recommendations Table (pages 200 – 212).
<b>Community Letters (via consultation on the Land Management Plan for the Adelaide Park Lands)</b>			
31	<b>Community member</b>	<p>Key issues and opportunities that affect the conservation of the park lands and their ongoing use that have not been included in the HMPlan</p> <p>There is clear policy overlap and alignment between the CLMP draft and this draft HMPlan because both play a key role in one of the mutually shared key purposes:</p> <p>The HMPlan has multiple references to the park lands' CLMP. Now is the time to align content, to avoid misalignment between the two policy docs.</p> <p>The process of better aligning the policy documents' content during the March to May 2023 window of opportunity will be beneficial to each.</p> <p>The following CLMP references appearing in the HMPlan require alignment now – not in “two to five years” as is currently planned:</p> <ul style="list-style-type: none"> <li>· Review the Park Lands CLMPs and all other master plan documents to ensure that the heritage value of the natural topography is described.</li> <li>· Ensure that master plans and other strategic documents for the City Squares contain objectives for strengthening their rectilinear form and allow for the return of land removed by dissecting roads.</li> <li>· Review the Adelaide Park Lands CLMP to recognise the cultural significance of the nineteenth century spatial designs where these are represented in the Park Lands. Future revegetation zones should be planned to conserve the integrity of the spatial design and aesthetic intent.</li> </ul>	<p>Amendments have been made to the CLMPs to ensure there is alignment between the Management Plans. Refer to Policy 6.3.</p> <p>Alignment with CLMP has been addressed in Policy 6.3 within Chapter 7.</p> <p>Refine and combine Recommendation 7.3.4 (now 6.3.1) and 7.3.2 as follows:</p> <p>Recommendation 6.3.1 - Review the Park Lands Management Strategy and the Adelaide Park Lands Community Land Management Plan for concurrence with the policies of the National Heritage Management Plan.</p> <p>Refer to Chapter 7, Section 7.4.1 – Policy and Recommendations Table (pages 209).</p>



		<p>· Review the Adelaide Park Lands Community Land Management Plan for the Park Lands and City Squares for concurrence with this Heritage Management Plan.</p> <p>Integrate the heritage management guidelines into future CLMPs, lease and licencing agreement, maintenance service contracts, and other management documents.</p>	
		<p>The matter of related revegetation and biodiversity also needs attention and inclusion in the current (March) draft of the HMPlan. For example: Excerpt sourced from HMPlan section 6.4.2: Integrity ... The integrity and legibility of nineteenth century and early twentieth century landscape designers such as John Ednie Brown and August Pelzer has been obscured by later revegetation. Revegetation and biodiversity of the Park Lands is valued by the local community and an important community building activity. Large areas of the Park Lands have been set aside for this purpose through the CLMP process. An opportunity exists to review the CLMPs5 to plan future revegetation to conserve and restore the earlier layers of significance, including the replacement of historic plantings.</p>	<p>Policy 6.3 in Chapter 7 seeks to Integrate the policies contained in this Heritage Management Plan into all future planning documents including the Park Lands Management Strategy, Community Land Management Plans, and future statutory planning controls.</p> <p>Refer to Chapter 7, Section 7.4.1 – Policy and Recommendations Table (pages 209).</p>
		<p>The reference on page 11 about the Langmead and Johnson 'authorship of the Adelaide Plan' claim has been addressed more recently than 2008 and the authors might benefit from the new information (as would the draft HMPlan). Heritage architect Peter Bell revisited this academic squabble in 2018 and wrote an appendix piece with compelling content. (Peter Bell, 'Was it really Light's Plan?' – appendix essay in: Heritage Assessment – Adelaide Park Lands and City Squares, DASH Architects and Peter Bell, 17 May 2018, pages 77–82.) Bell's work threw much doubt on Langmead and Johnson's 1986 thesis and left little doubt that it was, after all, Light's Plan.</p>	<p>Retain as Peter Bell's assessment is referenced several times throughout the history section, beginning page 30. The document supports that Light is the author of the Adelaide Plan.</p>
		<p>Acreage of the Adelaide park lands: see Section 4, page 8 at 4.2.7. The authors are in error claiming that the park lands' total area comprises 9.31ha (should be 931ha, or as is more commonly claimed, 930ha). Similarly, a reference to 7.6ha is almost certainly meant to be 760ha</p>	<p>Correct 931ha to 930ha and 7.6ha to 760ha.</p> <p>Refer to Chapter 4, Section 4.2.7 – Park Lands (page 61)</p>
		<p>List of park lands state heritage places: page 207 of the HMPlan pdf doc. There is no reference to the 10 places</p>	<p>The Thebarton Mounted Police Barracks is not within the boundaries of the National Heritage place and is no longer a State Heritage place..</p>

		at the SAPOL barracks in Park 27. Is this because the 'New Women's and Children's Hospital Act 2022' promptly removed these from the listing once proclaimed? Is it assumed then that the interacting Heritage Places Act has been already amended to formalise this? Worth checking	
		PDF page 225: reference to the operational date of the Adelaide Park Lands Management Strategy 2015–25. This was signed off by council in 2016, but not until August 2017 by the minister. The reference to '2018' is puzzling.	Retain as the published issue is dated January 2018. Refer to Chapter 6, Section 6.2.3 – Adelaide Park Lands Act 2005 (page 180)
		Page 3 of Chapter 6 (and pages to follow) authors claim that "a conservation plan [is] defined as a Heritage Standard", but communications seen, provided by the SA Heritage Council in 2021, is that a Heritage Standard might be a substitute for a conservation plan, but it is apparently not the same thing. (Email letter: SA Heritage Council to APA President, Shane Sody, 2 March 2021.)	Correct the wording in accordance with advice from Heritage SA. Refer to Chapter 6, Section 6.2.7 State Heritage Areas (page 181)
		Page 5 of Chapter 6 (PDF page 228) there is reference to park lands zones (plural) but there is only one park lands zone (one of seven zones for planning purposes in the City of Adelaide)	Within Section 6.2.9, change "Adelaide Park Lands Zones" to "Adelaide Park Lands Zone". Refer to Chapter 6, Section 6.2.7 State Heritage Areas (page 183)
		Chapter 6 (PDF page 224): section 'Governance and Management' Land Use Management, the text is "Corporation of the City of Adelaide (approximately 89%)". The commonly accepted ratio (within ACC) is ACC 74% and state government the remainder. This is ACC's printed view in many of its park lands policy docs (even though it is not accurate because other agencies such as the commonwealth government are responsible registered proprietors of some small parcels of land perceived as 'park lands'. There are other agencies, too	Correct "approximately 89%" to "approximately 80%". Refer to Chapter 6, Section 6.2.7 State Heritage Areas (page 189)
		Author/typesetter: reader navigation Amendment of document footers would improve reader accessibility. A lack of sufficient footer detail mean that the reader cannot easily tell where he or she is. A page number is insufficient. Better to amend footers to show chapter number, title, and page number (and of total pages), eg: Chapter 4, chapter title, page 3 (of 12)	Page numbering to be continuous.

# Adelaide Park Lands and City Layout Draft National Heritage Management Plan

October 2023, ref 22109



**Swanbury  
Penglase**

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This project received grant funding from the Australian Government.

Edition	Date	Written by	Checked & Approved by	Comment
001	07.02.2023	SS, AK, SL, DB	AK	Draft
002	29.05.2023	SS, AK, SL	SS	Internal Review
003	10.10.2023	SS, AK, SL	SS	Draft - for DCCEEW /CoA Review

## Table of Abbreviations

The following abbreviations are used throughout the report to identify the various stakeholders involved.

<b>CoA</b>	City of Adelaide
<b>DCCEEW</b>	Commonwealth Department of Climate Change, Energy, the Environment and Water
<b>DIT</b>	State Government Department of Infrastructure and Transport
<b>DEW</b>	State Government Department of Environment and Water
<b>ABG</b>	The Botanic Gardens and State Herbarium of South Australia
<b>AARD</b>	Attorney-General's Department Aboriginal Affairs and Reconciliation (SA)
<b>ACA</b>	Adelaide Cemeteries Authority
<b>DfE</b>	State Government Department for Education
<b>APA</b>	Adelaide Park Lands Authority
<b>SATC</b>	Tourism SA
<b>GA</b>	Green Adelaide
<b>KYAC</b>	Kurna Yerta Aboriginal Corporation
<b>SAGov</b>	Government of South Australia

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*We wish to acknowledge the custodians of this land, the Kurna people and their Elders past and present. We acknowledge and respect their continuing culture and the contribution they make to the life of this city and this region.*



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# 1. Executive Summary



# 1. Executive Summary

## 1.1 Background

Swanbury Penglase was engaged by the City of Adelaide to develop a Heritage Management Plan (HMP) for The Adelaide Park Lands and City Layout in July 2022. The project has come about because of the inclusion of the place on the National Heritage List by the Federal Government in November 2008 under the *Environment Protection and Biodiversity Conservation Act 1999*.

The Adelaide Park Lands and City Layout represents a diverse and complex cultural landscape with a range of values related to its historical association with the colonisation of Australia, Colonel William Light's unique city plan and creative achievement, and its social value to South Australians who see it as fundamental to the character and ambience of the city. In addition to the Park Lands and City Layout, there are several heritage sites of local and state significance in the area.

This document for The Adelaide Park Lands and City Layout has been developed in accordance with the *Burra Charter (The Australia ICOMOS Charter for Places of Cultural Significance 2013)* and the Federal Government's guidelines for Managing National Heritage Places. It will be used as a tool by City of Adelaide, State and Commonwealth Government agencies to inform future development, decision making and management strategies for the area.

A number of issues and opportunities which currently or potentially may impact on the National Heritage Values have been identified including: the statutory context; cultural landscape; understanding the attributes of National Heritage Value; alienation and cumulative development of Park Lands; Management by the City of Adelaide, State Government, Kaurna Miyurna (Kaurna People), Leaseholders, and Others; Kaurna Cultural Heritage; Use; Climate Change; Tourism; Interpretation; and other further opportunities.

## 1.2 Recommendations

The implications of the key issues are addressed through conservation policies and implementation strategies, which include:

- > Form of the Park Lands and City Layout.
- > Conservation of fabric and visual setting.
- > Aboriginal cultural heritage.
- > Use.
- > Interpretation.
- > Management and governance.
- > Community and stakeholder engagement.
- > Review, recording and monitoring.

Some of the key policy ideas are:

- > Successful conservation of the Park Lands and City Layout requires a holistic management approach amongst the various land managers responsible for the area.
- > A key physical attribute of the National Heritage Values is Light's design, including layout of North and South Adelaide incorporating a gridded street pattern (including hierarchy of roads), six town squares separated by the Karrowirra Parri/ River Torrens and encircled by Park Lands (often referred to as figure-of-eight form).
- > The complexity of the layered cultural landscape developed over time is conserved, which reflects the values of Aboriginal use and cultural significance, the natural topography, European settlement, Light's diagrammatic plan, and the subsequent phases of evolution of the city and landscape, including the influence of later designers.
- > An agreement about an appropriate level of development and infrastructure within the Park Lands is critical.
- > Further study is needed to understand the high integrity and intact remnant historic landscapes, and a replacement planting strategy is required where high integrity landscape features are represented.
- > Maintenance is vital to the future of the Park Lands.
- > Free and open public access to the Park Lands is essential to maintaining the identified social value.



## 2. Introduction

# 2. Introduction

## 2.1 Background

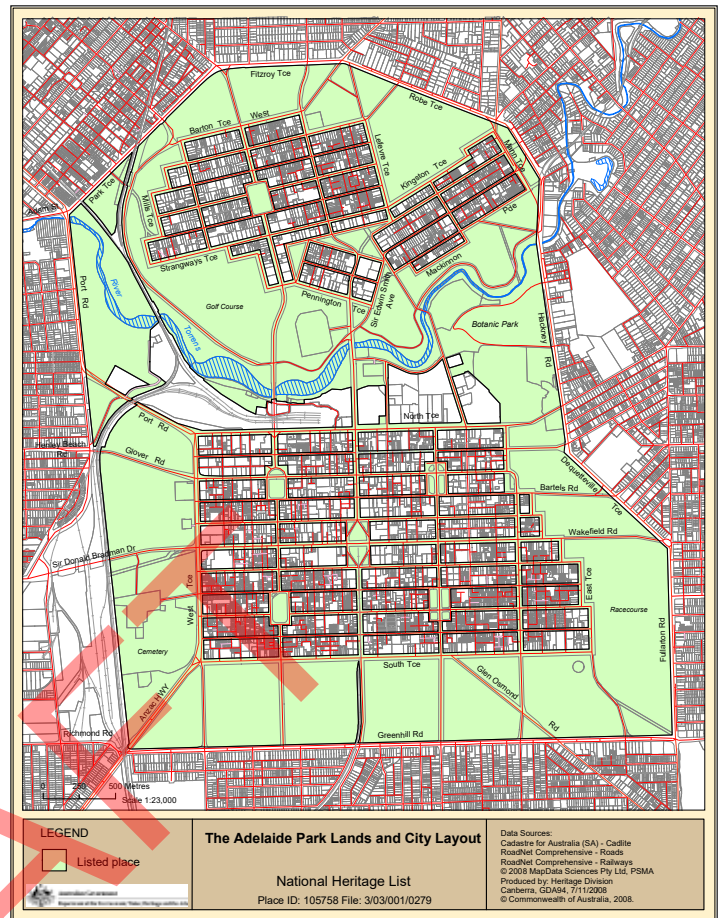
This Heritage Management Plan (HMP) was commissioned by the City of Adelaide and addresses The Adelaide Park Lands and City Layout located in South Australia.

The Adelaide Park Lands and City Layout is inscribed on the Australian National Heritage List as a place of outstanding national heritage significance which was founded on Edward Gibbon Wakefield's principles of Systematic Colonisation and embodies Colonel William Light's 1837 plan defined by its layout of North and South Adelaide incorporating gridded street pattern (including hierarchy of roads), six town squares separated by the Karrowirra Parri/River Torrens and encircled by its renowned Park Lands.

The place is defined in the National Heritage List as comprising approximately 900 hectares in Adelaide and North Adelaide with the outer boundary being the boundary of the City of Adelaide local government area. However, it excludes privately owned land in the city layout, railway land, University of Adelaide, University of South Australia, Royal Adelaide Hospital, State Library, Museum, Art Gallery of South Australia, Government House and grounds, Old and New Parliament Houses and grounds, Festival Theatre, Adelaide Casino, Convention Centre, Adelaide Railway Station and other areas as shown below.

The HMP is intended as a document which helps owners, managers and authorities understand the National Heritage Values of The Adelaide Park Lands and City Layout. It specifies how those values can be best conserved over time. It is intended to be used as a tool by owners, Council, State and Commonwealth Government agencies to manage change, inform future development, decision making and management strategies for the place.

This study was funded by the Commonwealth Government through the Protecting National Historic Sites Program and has been prepared with reference to the principles of the *Environment Protection and Biodiversity Conservation Act 1999* (Cth) (EPBC Act) and Regulations.



Location and boundary map of the Nationally Heritage Listed - The Adelaide Park Lands and City Layout.  
Source: Australian Government, Heritage website, 10575802.pdf (dcceew.gov.au), accessed 6 December 2022.

## 2.2 Objectives

The primary objectives of the National Heritage Management Plan are to:

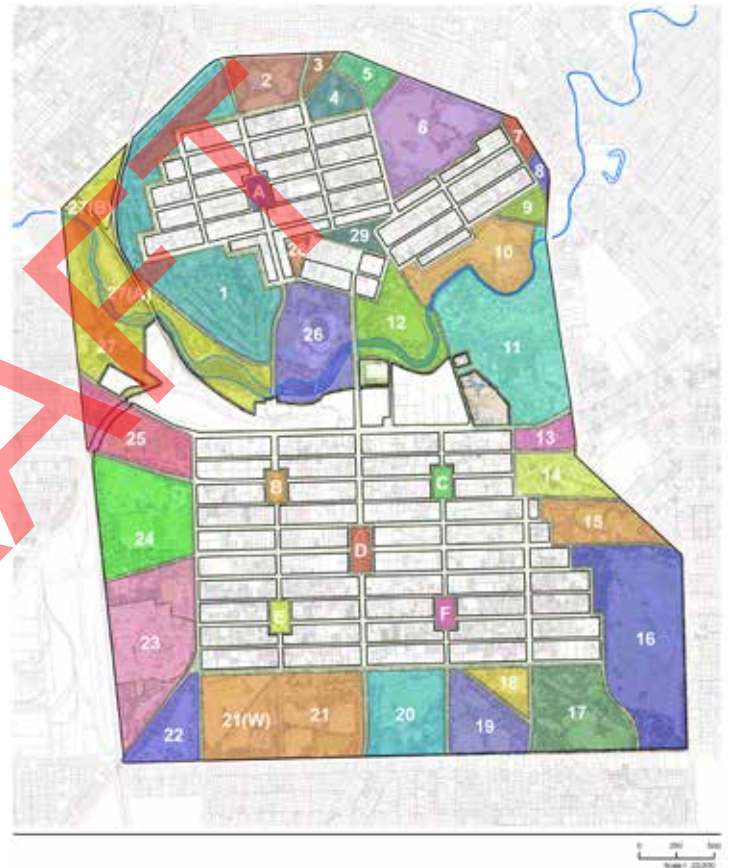
- > Provide policies for the ongoing management of The Adelaide Park Lands and City Layout.
- > Identify and articulate the values of the site and guide future decision-making for conservation, interpretation, and visitation.
- > Ensure the heritage values and the physical components to which they are linked are appropriately cared for.<sup>1</sup>

Thus, the HMP will provide “clear and detailed objectives, principles, policies, and processes to maintain, protect and conserve the ‘heritage listed’ values of the listed place”,<sup>2</sup> in line with the *EPBC Act and Regulations*. The Scope of Works includes:

- > Development of a methodology that will:
  - Identify and articulate the values of the heritage place
  - Develop policies to protect the listed values of the National Heritage Listing
  - Develop policies to assist in informing potential changes in use and landscape character whilst ensuring consistency with its heritage values
  - Develop policy that will support objectives to grow city visitation and tourism opportunities.
  - Develop a structure to assess and review potential cumulative impacts on the Adelaide Park Lands and City Layout.
  - Develop a simplified process to streamline self-assessments by establishing a body of actions that would not impact on the heritage ‘listed values’
- > Prepare Draft HMP for internal and key stakeholder consultation.
- > Lead and consult with key stakeholders including:
  - the City of Adelaide’s Reconciliation Committee
  - Kadaltilla/Adelaide Park Lands Authority
  - State Government Department for Environment and Water
  - State Government land managers to ensure the HMP addresses state managed Park Lands
- > Workshop the HMP with Council and Kadaltilla/Adelaide Park Lands Authority.
- > Development of an Implementation Plan.
- > Provide a process for ongoing monitoring, reviewing, and reporting on the heritage values.
- > Develop HMP in a form to be submitted to the Commonwealth Government.<sup>3</sup>

## 2.3 Location

Adelaide is located on Kurna Country and is the capital city of South Australia. It is situated on the Adelaide Plains between the Mount Lofty Ranges and the Gulf St Vincent. In 2020, Adelaide’s population was recorded as 1,376,601 people. The City of Adelaide local government area correlates with the boundaries of the National Heritage listing for The Adelaide Park Lands and City Layout. It covers 900 hectares. The National Heritage listed site takes in North and South Adelaide which are defined by their gridded street layout and city squares and are divided by the Karrawirra Parri/River Torrens. North Adelaide is primarily residential whereas South Adelaide is the central business district. The site also encompasses the Park Lands which encircle the city and provide a green belt for recreational and cultural activities.



The Adelaide Park Lands and City Layout map showing key information including Park numbers.

## 2.4 State and Local Heritage Places within the National Heritage Boundary

### 2.4.1 State Heritage Places

The following Places are listed on the State Heritage Register and are located within the boundaries of the National Heritage Listed place namely, The Adelaide Park Lands and City Layout. These Places are tabled below and further information on them is accessible on the South Australian Heritage Places database. These State Heritage Places satisfy one or more criteria listed in Section 16 of the *Heritage Places Act (1993)*.

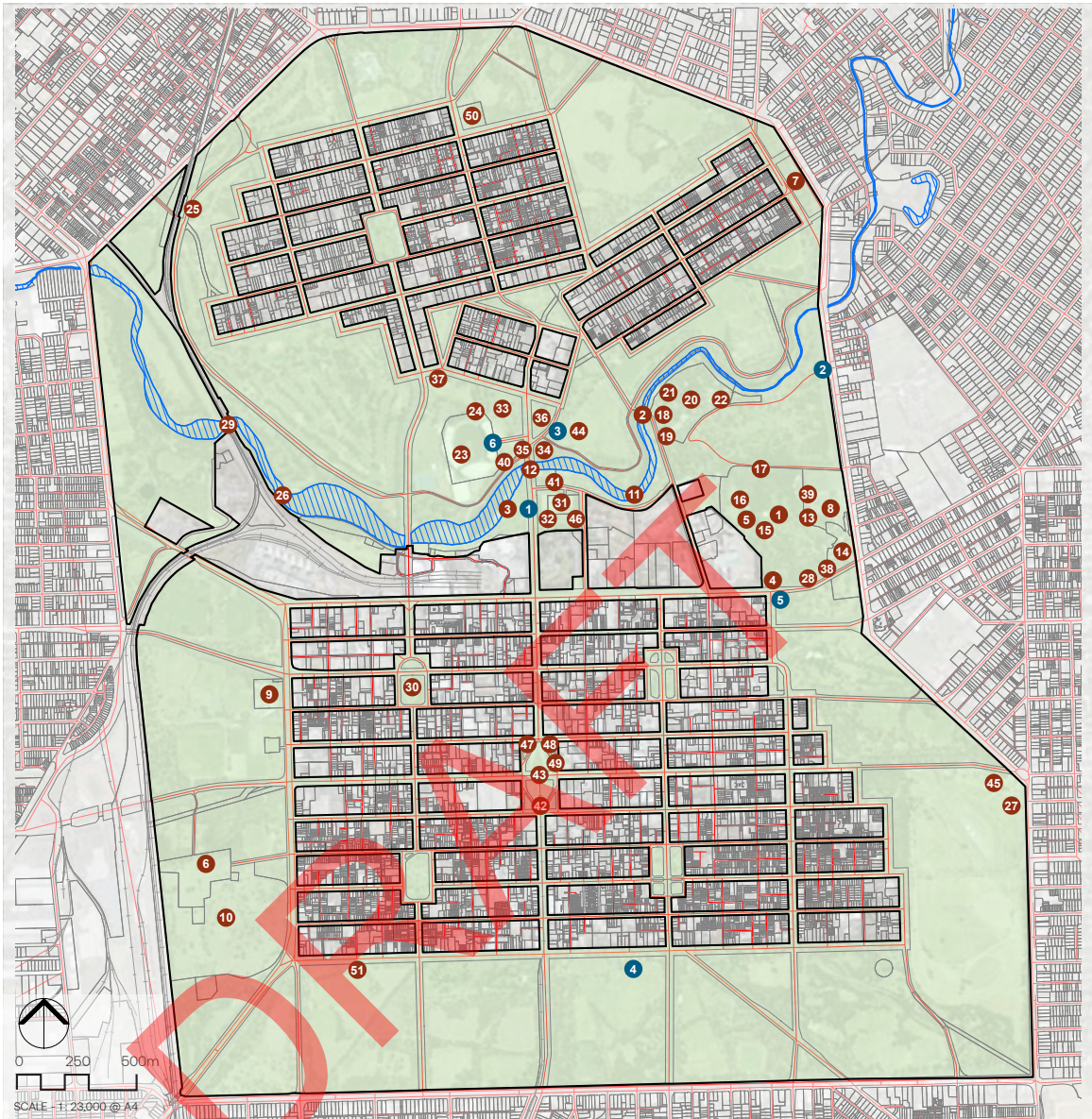
Number as shown on Map (red)	South Australian Heritage Number (SAHR) Number	Details
1	10642	Museum of Economic Botany, Adelaide Botanic Garden
2	10765	Albert Bridge over the River Torrens [Metal Girder]
3	10783	Elder Park Rotunda
4	10843	Main Entrance Gates to Adelaide Botanic Garden
5	10850	Palm House, Adelaide Botanic Garden
6	10891	West Terrace Cemetery Catholic (John Smyth Memorial) Chapel
7	10960	Mann Terrace Olive Plantation
8	12349	Former Municipal Tramways Trust (MTT) Hackney Tram (later Bus) Depot, including the Goodman Building & Tram Barn (now the State Herbarium of South Australia), Adelaide Botanic Garden
9	12557	Adelaide High School (formerly Adelaide Boys High School) 1951 building only and Observatory Site
10	12722	West Terrace Cemetery
11	13639	The University of Adelaide Footbridge [Metal Arch]
12	13640	Adelaide Bridge over the River Torrens [Concrete Arch]
13	13641	Morgue - former Dead House Dwelling
14	13642	National Wine Centre of Australia Administration Building [“Yarrabee House”] (former Lunatic Asylum Medical Officer’s Residence) and Front Fence
15	13643	Simpson Kiosk, Adelaide Botanic Garden
16	13644	Boy and Serpent Fountain, Economic Garden, Adelaide Botanic Garden
17	13645	Dwelling - North Lodge (former Head Gardener’s Cottage), Adelaide Botanic Garden
18	13647	Head Keeper’s Cottage, Adelaide Zoo
19	13648	Main Gates and Walling, Adelaide Zoo
20	13649	Rotunda, Adelaide Zoo
21	13650	Elephant House, Adelaide Zoo
22	13651	Administration Building (former Director’s Dwelling), Adelaide Zoo
23	13654	The George Giffen, Sir Edwin Smith & Mostyn Evan Grandstands, Adelaide Oval
24	13655	Adelaide Oval Scoreboard
25	13657	North Adelaide Railway Station [The associated Signal Cabin was destroyed by fire c1990]
26	13658	Torrens Weir (Weir No. 1), Adelaide
27	13661	Grandstand, Victoria Park Racecourse
28	13669	East Lodge, Adelaide Botanic Garden
29	13670	Railway Bridge over River Torrens
30	14139	Colonel William Light’s Grave and Monument, Light Square
31	14617	Former Torrens Training Depot, including Drill Hall and Parade Ground
32	16177	Pioneer Women’s Memorial Garden

Number as shown on Map (red)	South Australian Heritage Number (SAHR) Number	Details
33	16179	Statue of Hercules
34	16180	Memorial to GF and JH Angas
35	16181	Memorial to Captain Sir Ross Smith, Creswell Gardens
36	16182	Women's War Memorial Garden, Cross of Sacrifice and Stone of Remembrance
37	16232	Light's Vision and Memorial to Colonel William Light
38	17067	Stone wall, Adelaide Botanic Garden
39	20996	Bicentennial Conservatory, Adelaide Botanic Garden
40	26348	War Memorial Oak
41	26365	Former Torrens Lake Police Station
42	26375	John Dowie's Three Rivers Fountain
43	26388	Statue of Queen Victoria
44	26392	University of Adelaide Grandstand
45	26393	Victoria Park Racecourse (North-East Precinct)
46	26394	Wattle Grove WWI War Memorial (Dardanelles Campaign, also called Gallipoli Campaign)
47	26396	Captain Charles Sturt Monument
48	26397	John McDouall Stuart Monument
49	26398	Charles Cameron Kingston Monument
50	26400	North Adelaide Service Reservoir
51	26423	Shelter Shed, Princess Elizabeth Children's Playground

#### 2.4.2 Local Heritage Places

The following Local Heritage Places are located within the boundaries of the National Heritage Listed place namely, The Adelaide Park Lands and City Layout. These Places are tabled below and further information on them is accessible on the South Australian Heritage Places database. Local Heritage Places satisfy one or more of the values set out in Section 67(1) of the *Planning, Development and Infrastructure Act, 2016 (SA)*.

Number as shown on Map (blue)	Heritage Number	Details
1	1260	Memorial to Jah Gardener
2	1264	Carriageway entrance gates
3	1265	Statue of His Majesty King George V and Pedestal
4	1608	Glover Playground Pavillion
5	1609	War Horse Memorial Trough and Obelisk
6	1610	Victor Richardson Gates



**State Heritage Places with National Heritage Listing**

- 1 Museum of Economic Botany, Adelaide Botanic Garden **10642**
- 2 Albert Bridge **10765**
- 3 Elder Park Rotunda **10783**
- 4 Main Entrance Gates to Adelaide Botanic Garden **10843**
- 5 Palm House, Adelaide Botanic Garden **10850**
- 6 West Terrace Cemetery Catholic (John Smyth Memorial) Chapel **10891**
- 7 Mann Terrace Olive Plantation **10960**
- 8 Former Municipal Tramways Trust Depot **12349**
- 9 Formerly Adelaide Boys High School and Observatory Site **12557**
- 10 West Terrace Cemetery **12722**
- 11 The University of Adelaide Footbridge **13639**
- 12 Adelaide Bridge **13640**
- 13 Morgue - former Dead House Dwelling **13641**
- 14 Yarrabee House and Front Fence **13642**
- 15 Simpson Kiosk, Adelaide Botanic Garden **13643**
- 16 Boy and Serpent Fountain, Adelaide Botanic Garden **13644**
- 17 Dwelling - North Lodge (former Head Gardener's Collage), Adelaide Botanic Garden **13645**
- 18 Head Keeper's Collage, Adelaide Zoo **13647**
- 19 Main Gates and Walling, Adelaide Zoo **13648**
- 20 Rotunda, Adelaide Zoo **13649**
- 21 Elephant House, Adelaide Zoo **13650**
- 22 Former Director's Dwelling, Adelaide Zoo **13651**
- 23 The George Gien, Sir Edwin Smith & Mostyn Evan Grandstands, Adelaide Oval **13654**
- 24 Adelaide Oval Scoreboard **13655**
- 25 North Adelaide Railway Station **13657**
- 26 Torrens Weir **13658**
- 27 Grandstand, Victoria Park Racecourse **13661**
- 28 East Lodge, Adelaide Botanic Garden **13669**
- 29 Railway Bridge **13670**
- 30 Colonel William Light's Grave and Monument **14139**
- 31 Former Torrens Training Depot, including Drill Hall and Parade Ground **14617**
- 32 Pioneer Women's Memorial Garden **16177**
- 33 Statue of Hercules **16179**
- 34 Memorial to GF and JH Angas **16180**
- 35 Memorial to Captain Sir Ross Smith, Creswell Gardens **16181**
- 36 Women's War Memorial Garden, Cross of Sacrifice and Stone of Remembrance **16182**
- 37 Light's Vision and Memorial to Colonel William Light **16232**
- 38 Stone wall, Adelaide Botanic Garden **17067**
- 39 Bicentennial Conservatory, Adelaide Botanic Garden **20996**
- 40 War Memorial Oak **26348**
- 41 Former Torrens Lake Police Station **26365**
- 42 John Dowie's Three Rivers Fountain **26375**
- 43 Statue of Queen Victoria **26388**
- 44 University of Adelaide Grandstand **26392**
- 45 Victoria Park Racecourse (North-East Precinct) **26393**
- 46 Wattle Grove WWI War Memorial **26394**
- 47 Captain Charles Sturt Monument **26396**
- 48 John McDouall Stuart Monument **26397**
- 49 Charles Cameron Kingston Monument **26398**
- 50 North Adelaide Service Reservoir **26400**
- 51 Shelter Shed, Princess Elizabeth Children's Playground **26423**

**Local Heritage Places with National Heritage Listing**

- 1 Memorial to Jah Gardener **1260**
- 2 Carriageway entrance gates **1264**
- 3 Statue of His Majesty King George V and Pedestal **1265**
- 4 Glover Playground Pavilion **1608**
- 5 War Horse Memorial Trough and Obelisk **1609**
- 6 Victor Richardson Gates **1610**

## The Adelaide Park Lands and City Layout Heritage Places

## 2.5 Acknowledgements

The following organisations/bodies have provided valuable assistance and direction to the consultant team in the preparation of this HMP:

- > City of Adelaide
- > City of Adelaide's Reconciliation Committee
- > Kadaltilla/Adelaide Park Lands Authority
- > State Government Department for Environment and Water
- > State Government land managers

## 2.6 Methodology

This HMP has been prepared based on the principles and processes set out in *The Australia ICOMOS Charter for Places of Cultural Significance*, *The Burra Charter 2013* and broadly follows the methodology established by Dr James Semple Kerr's *The Conservation Plan: A Guide to The Preparation of Conservation Plans for Places of European Cultural Significance (2013)*.

The HMP complies with the Environment Protection and Biodiversity Conservation Regulations 2003 Schedule 5A – Management Plans for National Heritage Places and Schedule 5B – National Heritage Management Principles.

The document was also prepared in light of the following First Nations heritage publications: *Dhawura Ngilan: A vision for Aboriginal and Torres Strait Islander heritage in Australia*. Heritage Chairs of Australia and New Zealand, 2020; *Partnering with First Nations organisations for a sustainable environment: Guidance for non-First Nations organisations seeking to build effective and respectful partnerships with First Nations organisations and communities*. Australian Government, Department of the Environment and Energy, 2019; and *Engage Early: Guidance for proponents on best practice First Nations engagement for environmental assessments under the Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act)*. Australian Government, Department of the Environment, 2016.

### 2.6.1 Consultation and Process

Internal and key stakeholder consultation was undertaken by the consultant team. The list of stakeholders engaged included:

- > City of Adelaide
- > City of Adelaide's Reconciliation Committee
- > Kadaltilla/Adelaide Park Lands Authority
- > State Government Department for Environment and Water
- > State Government land managers
- > State Government Heritage SA
- > State Government Attorney-General's Department – Aboriginal Affairs and Reconciliation
- > Commonwealth Government Department of Climate Change, Energy, the Environment and Water (DCCEEW)

HMP workshop sessions were also held with the Community, Council and Kadaltilla/Adelaide Park Lands Authority.

### 2.6.2 Physical investigations

A physical inspection of the National Heritage Listed place namely The Adelaide Park Lands and City Layout was undertaken by the team. This inspection process analysed the spatial configuration and condition of the place with the intent of proposing future ongoing management and maintenance recommendations in the HMP.

Overlay maps were created from previous historical maps and plans of the area. In addition, in relation to the individual Parks within the Park Lands, historical information was drawn from David Jones key 2007 text, "Adelaide Park Lands & Squares Cultural Landscape Assessment Study".<sup>4</sup> This historical information was used onsite to identify and cross check areas which deserved further investigation and to understand the rate of change/degradation of these places compared to Jones 2007 Report.

Current high-resolution aerial photography and current cadastre information formed the base for the overlay maps. This allowed the consultant team to set up site wide and detailed individual site investigations sheets ahead of the physical inspection for a more informed and tailored process to occur.

The consultant team also investigated the broader urban design characteristics of the site, including vistas, streetscape character, key sites and general amenity.

### 2.6.3 Historical research and analysis

Information collected during the physical investigations was analysed against background material and historical data. Further research and contextual analysis was undertaken to provide evidence and justification for the conservation management principles, policies and actions required for the places listed in the National Heritage Values relating to The Adelaide Park Lands and City Layout. There is a wealth of historical information which relates to the Place and a thorough review of available literature has been undertaken in particular David Jones 2007 text, "Adelaide Park Lands & Squares Cultural Landscape Assessment Study". This research and analysis forms the basis of the following Chapters in this document.



## 2.6.4 Framework for Measuring Condition and Integrity of Values

This report has adopted the State of the Environment guidelines “Study of condition and integrity of historic heritage places” for measuring the condition and integrity of historic heritage places, as follows.

### Integrity

Rating	Guideline
Low	A site has had important features (such as structures, machinery, archaeological deposits etc.) removed, or a new structure covers the site. A building has major elements that would contribute substantially to its heritage values, removed or extensively altered. Original cladding of walls or roof may have been replaced with newer materials or removed entirely, interiors may have been removed or destroyed, or re-arranged with the insertion of a new interior.
Medium	Where the values of the place do not relate directly to fabric (such as in a place valued for association with an historic event, community associations or use), judgement has been made on the impact of changes in diminishing the ability of the viewer to understand the associations of the place. There has been some loss of important elements, but the site or building still retains sufficient significant fabric for its values to be understood and interpreted. Intrusions are not substantial.
High	The features that contribute to the value of the place are very largely intact and not compromised by significant removals, modification or additions.

### Condition

Rating	Guideline
Poor	There are signs of damage from water penetration, rot, instability or structural failure of buildings, or erosion or major disturbance of sites. This may include the loss of a roof, fire damage, wall collapse or subsidence, major rising or falling damp damage, or major disturbance or damage to a site. Internally, walls, floors or joinery are missing, or in a dilapidated condition. Loss of significant fabric, including landscape elements, movable objects, archaeological deposits, etc.
Fair	A site retains its important features, including (where relevant) landscape elements, vegetation, associated movable objects etc. but these are in need of conservation action and maintenance. A building is structurally sound, but has had inadequate maintenance and is in need of minor repair. Internally, walls, floors and joinery are in need of minor repair, painting etc.
Good	A site has its important features well-maintained. A building is structurally sound, weathertight, and with no significant repair needed. Internally, walls, floor and joinery are well maintained.

## 2.7 Definitions

The following is a list of definitions which are used throughout the subsequent text. These are taken from the Australia ICOMOS Charter for the Conservation of Places of Cultural Significance 2013 (Burra Charter):

- > **Place** means the site, area, land, landscape, building or other work, group of buildings or other works, and may include components, contents, spaces, and views.
- > **Fabric** means all the physical material of the place including components, fixtures, contents and objects.
- > **Conservation** means all the processes of looking after a place so as to retain its cultural significance. It may include a number or combination of the maintenance, preservation, restoration, reconstruction and adaptation.
- > **Maintenance** means the continuous protective care of the fabric and setting of a place and is distinguished from repair which involves restoration or reconstruction.
- > **Preservation** means maintaining the fabric of the place in its existing state and retarding its deterioration.
- > **Restoration** means returning the existing fabric of a place to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.
- > **Reconstruction** means returning a place to a known earlier state and is distinguished from restoration by the introduction of new materials into the fabric. This should not be confused with either re-creation or conjectural reconstructions which are outside the scope of the Charter.
- > **Adaptation** means modifying a place to suit proposed compatible uses.
- > **Compatible use** means a use which involves no change to the culturally significant fabric, changes which are substantially reversible or changes which require a minimal impact.

## 2.8 Project team

This report has been prepared by the following people:

- > Andrew Klenke
- > Dr Stephen Schrapel
- > Dr Susan Lustrì
- > Daniel Butcher
- > David Jones (peer review)



# 3. Historical Background

# 3. Historical Background

The Adelaide Park Lands and City Layout have a long and well documented history. Internationally and nationally, Adelaide is well known not only as a colonial settlement founded on Edward Gibbon Wakefield's principles of Systematic Colonisation but also as an exemplar of a nineteenth century planned park land town, and a precursor to the Garden City movement. Surveyor General, Colonel William Light's 1837 Adelaide Plan is defined by its gridded city layout divided by the Karrawirra Parri/River Torrens into North Adelaide and South Adelaide punctuated by six city squares and encircled by its renowned figure eight belt of Park Lands. Light's plan, and specifically the Park Lands and City Squares, have evolved over time and been shaped not only by wider historical, social, political, and cultural forces but also by successive landscape gardeners' and designers' actions and philosophies, while being governed by Adelaide's soils, climate, and rainfall. The Adelaide Plan is enduring and clearly legible today. It defines the City of Adelaide bringing social, cultural, and environmental benefits to the people of South Australia and continues to be revered for its design.

## 3.1 Kurna Country

Adelaide is located on the traditional country of the Kurna people, who know it as *Tandanya/Tarndanya/Tarnda Kanya*; the place of the Red Kangaroo Dreaming.<sup>5</sup> "Perched above Kangaroo Grass land, it was the summer rest place for kangaroos – *tarndana*, red kangaroo place, with somewhere on it the rock of the Red Kangaroo ancestor".<sup>6</sup> Prior to colonisation, the site of Adelaide was characterised by grassland and woodland belts comprising Sheoak, Grey Box and Eucalyptus (Red Gum) trees which provided habitats for abundant bird and animal life, including possums and kangaroos.<sup>7</sup> The freshwater Karrawirra Parri/River Torrens which flowed from the hills to the coast was home to plentiful riverine life.

It is recognised that Aboriginal and Torres Strait Islander peoples have lived in Australia for upwards of 60,000 years.<sup>8</sup> Across the continent, rivers and estuaries were home to large populations of Aboriginal people due to supply of fresh water, food and resources.<sup>9</sup> The Kurna people lived, collected food, used resources, and carried out ceremonies on the Adelaide plains.<sup>10</sup> Initiation rites in particular were held in the vicinity of where Adelaide Oval now stands.<sup>11</sup> The Kurna people harvested and ate a range of foods, including the edible root of the bulrush known as *warnpa* which grew in the shallows of the Karrawirra Parri/River Torrens.<sup>12</sup> The plains offered a diverse range of environments, foods, and water sources accessed at various times of the year, and there was an annual cyclical migration between the River estuary and the hills,<sup>13</sup> with the plains being "summer country, the time to burn, dig yams, fish in the warm coastal water, gather herbs and thistles, hunt possum and lure kangaroo".<sup>14</sup>

Early European artists in Adelaide illustrated the "cultivated" appearance of the vegetation, the result of thousands of years of 'firestick farming' by the Kurna people",<sup>15</sup> with "[h]ill and plain ... usually burnt in late summer.<sup>16</sup> The managed appearance of the landscape was noted by early Europeans, including Colonel William Light, who:

*"thought the country 'looked more like land in the possession of persons of property rather than left to the course of nature alone', and John Morphett considered it 'very picturesque and generally well timbered, but in the disposition of the trees more like an English park than we would have imagined to be the character of untrodden wilds'".<sup>17</sup>*

At the time of European contact, the Kurna population was estimated at approximately 700,<sup>18</sup> however it was "possibly several thousand before European contact".<sup>19</sup> In 1840, Charles Sturt recognised their rights and "informed the South Australian colonists that the 'aboriginal people of the Province' exercised 'distinct, defined and absolute rights of propriety and hereditary possession', and had done so 'from time immemorial'".<sup>20</sup>

## 3.2 Colonisation of South Australia

In Britain, the Industrial Revolution created a dramatic increase in population in the country's cities which led to problems of overcrowding and poverty, thus emigration "emerged as a hot political topic of the day".<sup>21</sup> In 1828, Robert Gouger (1802-1846), a London solicitor, was considering emigrating to Swan River in Western Australia when a friend suggested he should first seek the advice of political economist and theorist of colonisation, Edward Gibbon Wakefield (1796-1862). Wakefield was serving a prison sentence during which time he formulated ideas on emigration and specifically his theory of settlement.<sup>22</sup>

### Wakefield's Systematic Colonisation: land, capital, labour and the social ideal

In contrast, to the other Australian settlements, which were colonial penal settlements - typical of the time, and which relied on convict labour, Wakefield began developing his idea of a colony as a commercial enterprise established by free settlers; one which required a balance of land, capital, and labour. In January 1829, Wakefield suggested to Gouger that what was required was "concentration",<sup>23</sup> and land to be sold at a fixed price, this in turn could fund the emigration of free settlers not convicts. With Wakefield in prison, it was Gouger who promoted this new system of colonisation. It was first described in the June 1829 publication: a Sketch of a proposal for colonizing Australasia.<sup>24</sup> In August, it was further detailed in A letter from Sydney, reportedly written by a New South Wales colonist, but authored by Wakefield. The proposal was well received, and the next task was to build an influential support base<sup>25</sup>

Gouger persevered with, and promoted, Wakefield's idea which linked land sales to emigration. In October 1833, Wakefield's most detailed description of what was now known as "systematic colonisation" was explained in his book *England and America*.<sup>26</sup> He believed that through judicious planning, a balance of land, capital, and labour could be achieved. This, in turn, would provide social and economic stability.<sup>27</sup>

*"Systematic self-supporting colonization, therefore, rests mainly on the principles: - 1st, SELECTION, instead of a chance collection of emigrants; 2d, CONCENTRATION, instead of an injurious and unnecessary dispersion of colonists; and 3d the SALE, instead of the gratuitous disposal of the public waste lands; the price being employed in supplying labour".<sup>28</sup>*

In essence, the "idea was for commissioners to sell parcels of appropriated South Australian land to sober, industrious British people, farmers and capitalists (colonists), and then use the funds raised to help pay the passage of labourers (emigrants) to work for them";<sup>29</sup> all of which for the "mutual benefit of colony and mother country".<sup>30</sup>

In 1833, Wakefield's supporters of South Australian colonisation rented rooms in London's Adelphi district and began to formulate a scheme for settlement.<sup>31</sup> Gouger worked hard to garner support for the idea and in 1833, the South Australia Association was formed to promote the new colony to parliamentarians and capitalists.<sup>32</sup> It included influential men, many of whom were serving members of parliament.<sup>33</sup> The South Australia Association put forward a Bill to parliament which was subsequently passed on 15 August 1834 resulting in the *South Australia Act of 1834* (or *Foundation Act of 1834*). Under the Act, the South Australian Colonization Commission was established on 3 May 1835,<sup>34</sup> "with authority from the British Government to raise funds through land sales and other means to establish the province of South Australia as a self-supporting venture".<sup>35</sup> It included the following members: Robert Torrens - Chairman, Captain John Hindmarsh - Governor, James Hurtle Fisher - Resident Commissioner, Colonel William Light - Surveyor General, and George Fife Angas as one of the Commissioners.

The settlement of Adelaide was founded on the following principles of Wakefield's systematic colonisation:

*"minimum land pricing to concentrate settlement, and not land grants; detailed surveying of town and country landholdings ahead of sale; containing urban and rural settlement within surveyed districts; town acres within the city of Adelaide and a framework of Preliminary Districts and Special Surveys (the latter criticised by Wakefield himself) in the rural areas with 80 acre farm units (sections) in order to promote intensive forms of farming rather than pastoral activities; and linking 1 acre town block and 80 acre rural land purchases as part of the preliminary land order system".<sup>36</sup>*

Wakefield's scheme was influential and the large size of the town blocks "provided ample opportunity for sub-division and were designed thus to attract investors. This feature of Adelaide's plan was repeated in subsequent Wakefieldian settlements founded in New Zealand including Wellington, Nelson, Whanganui, New Plymouth, Dunedin and Christchurch".<sup>37</sup>

In summary, the colony or province as it was referred to, was founded on Wakefield's systematic colonisation balancing land, labour, and capital.<sup>38</sup> It reflected social ideals and an era when liberalism and laissez-faire capitalism were increasingly important.<sup>39</sup> Thus, South Australia was "proposed to be a self-supporting place, independent of Britain, where there would be political and religious freedom in a 'Paradise of Dissent'".<sup>40</sup> Interestingly, Wakefield never visited South Australia but maintained contact with Light and took an interest in his work and the progress of the colony.<sup>41</sup>

### South Australia's 1835 Town Plan

In the early nineteenth century, English and French ships had undertaken coastal surveys of South Australia which provided some information to those in London considering the location of the new colony. As architectural historians Johnson and Langmead suggested, it was "during the two years of preparation that the plan for the city of Adelaide was set out, not in 1837".<sup>42</sup> While the British government waited for approval for the survey expedition to South Australia to proceed "there was little to do but plan. Essential to 'systematic colonization' schemes was careful and extensive pre-planning".<sup>43</sup>

On 18 September 1835, in London, Rowland Hill, Chairman of the Sub-Committee of the South Australian Commissioners' Board at its inaugural meeting called for consideration of building issues, in particular "means of shelter in the Colony, Tents, wooden houses, places for Stores. Permanent buildings. Plan of Town and Government buildings these on a permanent plan".<sup>44</sup> On 12 October 1835, the Building Committee held a meeting with the Public Officers of the Colony with Rowland Hill as Chair, and it was recorded that "two sketches of a plan of the Town were laid before the Committee designed by Mr. Finnis and Mr. O'Brien".<sup>45</sup> A surveyor and former soldier, Boyle Travers Finniss (1807-1893), would later become Premier of South Australia.<sup>46</sup> while military surveyor Edward O'Brien, would take up a post as Surveyor General in Mauritius. In 1836, Finniss wrote that the "Town as originally designed in England, consists [sic] of 1000 acre sections, [i.e. one acre town lots]".<sup>47</sup> In Finniss's 1837 diary written in South Australia he confirmed that the "town was originally designed in England and a plan was shown to intending emigrants by Mr. Rowland Hill ... This gave the impression quite wrongly that there would be some sort of settled spot where they could go on arrival and proceed to build their house".<sup>48</sup> Indeed, architect Daniel Garlick recalling his arrival in 1837 wrote:

*"The members of [the] family were disappointed with the appearance of Adelaide, as before they left England they were shown a picture of Government House on a hillside, and a ship riding snugly at anchor on the River Torrens, and there were numerous other improvements which looked nice on paper. On arrival they experienced considerable difficulty in finding the settlement".<sup>49</sup>*

Johnson and Langmead believed that of the two copies of the plan of Adelaide - one displayed in November 1835 by Rowland Hill in the official London offices located at Adelphi Terrace, and the other reportedly taken to South Australia - "Neither copy is extant (one thrown away, the other burnt)".<sup>50</sup> Further, they have also argued that the plans were authored by George Strickland Kingston (1807-1880) who would become Deputy Surveyor General, and not Finniss and O'Brien. However, given that these plans are no longer extant, it is not possible to determine with absolute certainty the author or the town plan design and, as architectural historian Avey pointed out, "how closely these ideations resembled the final layout of Adelaide".<sup>51</sup>

### Aboriginal land tenure

The rights and status of the Aboriginal people had barely been considered in the planning of the colony and, indeed, the *South Australia Act* of 1834 had wrongly identified the land "waste and unoccupied".<sup>52</sup> Aboriginal land tenure was ignored, as it had been in earlier colonial settlements,<sup>53</sup> however the tide was turning. Many in the British reformist government of the time were "evangelicals and had actively campaigned against slavery, which was abolished in 1833, and they now turned their attention to Aboriginal rights".<sup>54</sup> While the *South Australia Act* was being passed, a Select Committee of Inquiry was:

*"convened to inquire 'into the state and condition of the aboriginal tribes of countries ... under the dominion of Great Britain'. More immediately relevant to the planner of the colony was a letter from Van Diemen's Land Governor, George Arthur, to the Colonial Office in which he reflected on the disastrous consequences of colonisation on the Aboriginal people of his colony. Referring to the proposed colony of South Australia, he advised that 'every effort ... ought to be made, to come to an understanding with the natives'. It was, he added, 'a great oversight that a treaty was not, at that time, made with the natives, and such compensation given to the chiefs, as they would have deemed a fair equivalent for what they surrendered'".<sup>55</sup>*

In July 1835, the Colonial Secretary wrote to the Colonization Commissioners and enquired about the provisions made for the Aboriginal people, in addition the Secretary of State was equally concerned that "they were claiming a vast territory that might 'embrace in its range numerous Tribes of People whose proprietary Title to the Soil, we have not the slightest ground for disputing'".<sup>56</sup> The Colonization Commissioners reacted and conceived numerous proposals. They promised to protect Aboriginal land which was shown to be in "actual occupation and enjoyment",<sup>57</sup> in addition to negotiating the purchase of lands, and appointing a Protector of Aborigines whose role was to look after their welfare. However, Lord Glenelg was not convinced and believed that the *Act* should be altered, suggesting that the colony should be delayed until the Statute had been changed. Torrens was "stunned" and believed that "if the objections of the Colonial Office were not withdrawn ... 'the Colony was pretty well ended'".<sup>58</sup> Prospective colonist Robert Thomas wrote to the Secretary of State and questioned:

*"how a 'few strolling savages' could be allowed to further delay the start of the colony ... the colonists were on the verge of establishing a home for the 'overabundant population of Great Britain in comfort and affluence' on lands now 'waste'. He confessed himself at a loss to understand how a people, few in number, ignorant of the 'arts of civilised life', and 'averse to cultivating the land' could be considered its 'actual proprietor'".<sup>59</sup>*

Compounding this, Torrens threatened the government that the Board would resign and the "Commissioners engaged in a sort of brinkmanship to push through the Colonel Office objections".<sup>60</sup>

The pressure exerted by the Commissioners had the desired effect and on 21 January 1836, the Colonial Office and Lord Glenelg backed down.<sup>61</sup> On 16 February 1836, the "Letters Patent" was issued which defined the extent of the colony, and on 22 February 1836 authorised the government so that "the colonists now had the legal authorities they needed to make a start".<sup>62</sup> Specifically, the "Letters Patent Establishing the Province of South Australia", stated that:

*"nothing in those our Letters Patent contained shall be construed to affect the rights of any Aboriginal Natives of the said Province to the actual occupation or enjoyment in their own Persons or in the Persons of their Descendants of any lands therein now actually occupied or enjoyed by such Natives".<sup>63</sup>*

However, as Avey noted, there is no evidence "that this consideration was factored into Light's selection of the site for Adelaide and its environs, or that any compensation was paid before surveying commenced".<sup>64</sup>

### 3.3 The 1837 Adelaide Plan: Adelaide Park Lands and City Layout

#### Founding of Adelaide 1836: selecting the site for the colony's capital

On 4 February 1836, Colonel William Light (1786–1839) accepted the appointment of Surveyor General to South Australia. Light had been overseas and had returned to England in mid-January 1836, so he had been absent for much of the colony planning in London.<sup>65</sup> On 9 March 1836, in London, the Colonization Commissioners gave Light a “Letter of Instructions” related to the new colony with the following key information:

*“13. Whenever you find a good harbour you will cause the neighbouring land for a considerable distance to be carefully examined, and if the spot is well suited for the site of even a secondary town, you will direct such a survey ...*  
*14. You will proceed to determine which of the several sites shall be selected as that of the first town ... The best possible result ... will be most effectually secured by placing the whole responsibility of the decision in your hands ...*  
*16. With a view to the successful completion of this important service, you will make yourself acquainted ... with the circumstances which have determined the sites of the new towns in the United States of America, in Canada, &c ...*  
*17. When you have determined the site of the first town, you will proceed to lay it out in accordance with the ‘Regulations for the preliminary sales of colonial lands in the country’.*  
*You will make the streets of ample width, and arrange them with reference to the convenience of the inhabitants and the beauty and salubrity of the town; and you will make the necessary reserves for squares, public walks and quays ...”*<sup>66</sup>

Light was given the difficult task of exploring the some 2,400 kilometres of South Australian coastline and surrounding countryside within a timeframe of approximately two months.<sup>67</sup> In addition to selecting a site for the capital, Light’s duties included laying out the first town, dividing surrounding 150 square miles land into sections with allowance for adjoining roads, and preparing for arrival of the colonists as specified by the Commissioners<sup>68</sup> In order to prepare for this, planning historian Brand believed that, prior to “his departure in May 1836, Light would have been acquainted with all the plans made for the colony up to that point and carried out what research he could on new town precedents in America and Canada as he had been formally instructed to do”.<sup>69</sup>

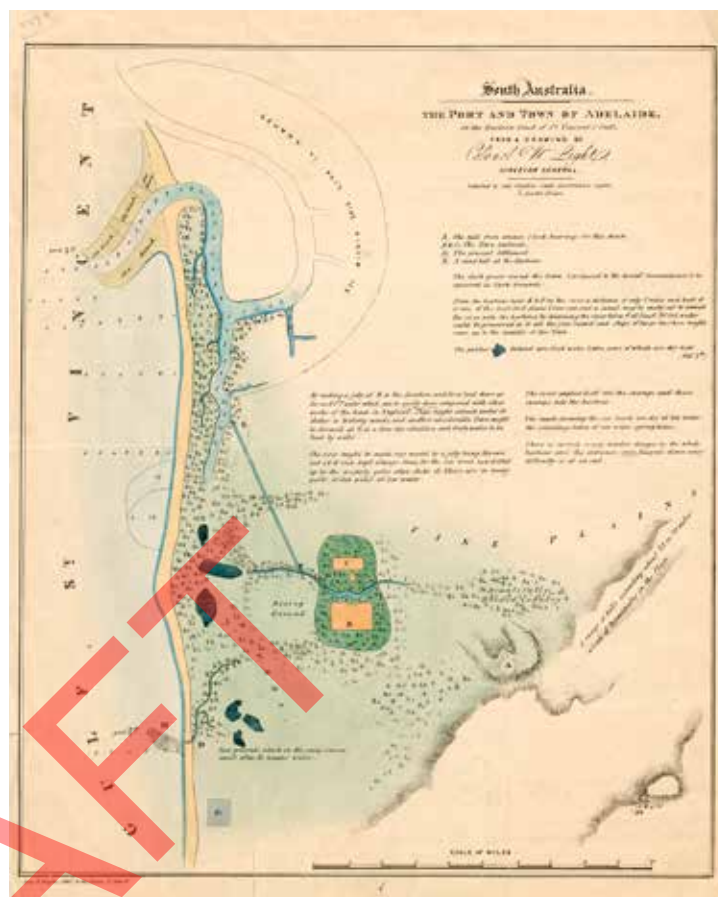


Figure 1: “South Australia: the port and town of Adelaide, on the eastern coast of St. Vincent’s Gulf/from a drawing by Colonel W. Light, Surveyor General”. Langmead and Johnson date this map as published after August 1837 based on a sketch that Light made on 7 February 1837. Source: National Library of Australia (NLA), MAP RM 1120.



Figure 2: William Light, "The commencement of colonization in South Australia", c.1837, Adelaide.  
Source: Art Gallery of SA (AGSA) 0.670.

From February to September 1836, nine emigrant ships left England for the new colony including the *Rapid*, which departed in May, carrying Light. The *Cygnets*, departed earlier in March, carrying Deputy Surveyor General George Strickland Kingston (1807–1880) and the remainder of the surveying party. On 2 July 1836, the *Africaine* sailed, carrying Robert Gouger, for whom the journey was the culmination of years of planning with Wakefield. Robert Thomas, whose letter to the Secretary of State had pressured the government into proceeding with the colony also travelled on the *Africaine*.<sup>70</sup>

On 17 August 1836, Light arrived in South Australia, while Kingston, although departing London earlier, arrived on 11 September 1836. Between August and December 1836, Light explored the area and "settled early in that time on the plains around the River Torrens" for the town.<sup>71</sup> With colonists and their cargo landing just south west of Holdfast Bay, a small settlement was established until the site was fixed upon (Figure 1). In December 1836, Light announced the site which he had chosen was approximately 8 kilometres inland from the coast and lay between Holdfast Bay and Outer Harbor. On 28 December 1836, Governor Hindmarsh proclaimed the Colony of South Australia. Light recalled that during the period from 31 December 1836 to 11 January 1837, he "was employed in looking repeatedly over the ground, and devising in my mind the best method of laying out the town according to the course of the River, and the nature of the ground".<sup>72</sup> By 11 January 1837, Light had selected the site of Adelaide to be within reasonable distance of Port Adelaide as well as on the rise of the Para Plateau, in part so it would not be flooded by the Karrowirra Parri/River Torrens.<sup>73</sup> In answer to the question of site choice, Light replied, "it was on a beautiful and gently rising ground, and formed altogether a better connection with the river than any other place".<sup>74</sup>

During December 1836, the first colonists arrived in Adelaide, although it was "several months before they could select town lots and more than two years before country sections were available, upsetting the intentions behind ... [Wakefield's] founding theory",<sup>75</sup> which had been based upon the "detailed surveying of town and country landholdings ahead of sale".<sup>76</sup> Planning historian Garnaut noted that this "dual system of governance, which saw authority divided between Adelaide and London, political and personal tensions and economic mismanagement affected the colony's early progress and threatened its survival. It was against this background that the task of laying out the city streets, squares and parklands was carried out"<sup>77</sup> (Figure 2).

### Laying out the City of Adelaide

On 11 January 1837, Light commenced the cadastral survey with the “ceremonial hammering in of the first peg at the north-western corner of South Adelaide – the intersection of North and West Terraces”.<sup>78</sup> It marked the corner of Town Acre 1 and later became Station A of the trigonometric survey of the country sections of the district of Adelaide.<sup>79</sup> Light had “already decided that the terraces surrounding the town would be 150 feet wide (approximately 46 metres). Station A was therefore set 150 feet back from the north-west edge of the plateau escarpment”.<sup>80</sup> Light’s plan clearly responded to the topography, terrain, and in particular the River escarpment. With his team, Light “measured and pegged [the site] into uniform acre units, divided by a grid of north-south and east-west streets of varying widths”.<sup>81</sup> Light and his team were “occasionally assisted by local Aboriginal people and newly arrived settlers. ... Using the limited resources available to the surveying team, in trying conditions and under unreasonable time pressure”<sup>82</sup> they laid out the capital.

The Adelaide Plan is divided into two parts, by the Karrawirra Parri/River Torrens, known as North Adelaide and South Adelaide. South Adelaide developed as the main city centre with an administrative and commercial hub with industry, warehousing, entertainment, religious, residential and other uses contributing to its character, while North Adelaide became dominated by residential and related land uses. In both North and South Adelaide perimeter terraces bordered the Park Lands and the regular grid of the wide streets within the terraces were punctuated by squares, five in the south and one in the north. Despite Light’s original plan of the survey undertaken in the summer of 1836-37 having been destroyed by fire in January 1839, several copies of this plan had been prepared. The Provincial Survey “A” depicts the overall ‘Plan of Adelaide’ (Figure 3).<sup>83</sup> Provincial Survey “A” was drawn by Robert G. Thomas in 1837 to Light’s draft plan and gives the street names, shows the connecting roads through the parklands, as well as the extent of the Park Lands ring. The impact of topography on the layout of the grid plan over the landscape can be seen, with the effect felt though irregularities along East Terrace and the layout of North Adelaide on the higher ground with “three rectangles of uneven size each set to take advantage of the landscape”.<sup>84</sup> Interestingly, Light did not receive any “instructions from the Commissioners requiring a True North alignment for the Town. The resultant skew of only a few degrees from North was simply coincidental”.<sup>85</sup>



Figure 3: “William Light’s Plan of Adelaide, 1837. Drawn by 16 year old Robert Thomas to Colonel Light’s draft”. (History Trust of South Australia). One of the original plans. “The streets were named by a Street Naming Committee that met on 23 May 1837, indicating that this plan must have been completed after that date.”  
Source: [Light’s Plan of Adelaide 1837 | Adelaidia \(history.sa.gov.au\)](https://www.history.sa.gov.au/light-plan-adelaide-1837), accessed 30 August 2022.



### 1042 Town Acres, city squares and street widths

In 1835, the South Australian Colonization Commission issued “Regulations for the Disposal of Land in the new Colony”, which stipulated that Town Sections were to be half an acre (later this changed to one acre) and that the site of the Colony’s first town was to be one square mile.<sup>86</sup> With each town section to be one acre, Light designed the blocks to be square requiring the surveyors to mark both front and side dimensions of 316.23 links (one Gunter’s chain is 66 feet long and is subdivided into 100 links thus one link is 1/100 chain). As surveying historian Porter pointed out, from a surveying perspective, rectangular one acre blocks would have been far simpler with a front measuring 250 links and a depth of 400 links.<sup>87</sup> It remains unclear as to why Light chose square shaped town acres over rectangular.

Light was directed by the Commissioners to lay out 1000 one acre land parcels. Initially, he designed South Adelaide as a rectangle comprising 640 one acre parcels; i.e. 32 parcels wide from West to East Terraces by 20 one acre parcels deep from North to South Terraces and equally one square mile enclosed with 150 foot wide Terraces.<sup>88</sup> North Adelaide was designed to have 360 one acre parcels enclosed with 150 feet wide streets.

However, Light’s Plan for South Adelaide had to accommodate five public squares each measuring 6 acres totalling 30 acres, in addition to a central square of 8 acres. The Government required four town acres for its own purposes. These additional requirements totalled 42 acres thus Light’s plan had to accommodate 1042 one acre parcels.

The “squares, located at the meeting of the principal wider streets, were formed by removing the acres adjoining the street crossings”.<sup>89</sup> The central square in South Adelaide, Victoria Square, comprised 8 acres with the government reserved four town acres located around its perimeter and a further acre for the future council to the north on King William Street. Four smaller squares in South Adelaide were located in four quadrants of the plan and were 6 acres each and named Light, Hurtle, Hindmarsh and Whitmore Squares. The anticipated importance of the central location of Victoria Square, became evident when “eight of the first ten choices for the 1042 town acres were made around Victoria square” by purchasers.<sup>90</sup>

Generally, South Adelaide was divided by streets into city blocks which are eight town acres wide by two town acres deep, with the exception of the town acres removed to make way for the Squares and the stepped East Terrace layout. The edge on the eastern boundary of South Adelaide was a designed response to the topography of the flood plain of First Creek, giving East Terrace a stepped appearance. The eight by two town acre city block pattern was also used for two of the North Adelaide rectangles (Jerningham Street rectangle and Kermod Street rectangle).

South Adelaide had 700 blocks therefore North Adelaide required 342 blocks to ensure a total of 1042 blocks was achieved. The three uneven rectangles which made up North Adelaide comprised: 224 one acre parcels centred around Wellington Square with Jeffcott Street measuring 200 Links (two chains/132 feet/40m) wide; 86 one acre parcels with the 150 links (one and a half chains/99 feet/30m) wide Jerningham Street; and 32 one acre parcels with the 100 links (one chain/66 feet/20m) wide Kermod Street.<sup>91</sup> North Adelaide clearly responded to the Para Plateau and Karrawirra Parri/River Torrens escarpment.<sup>92</sup>

Light used a “hierarchy of road widths” which ranged from 100 to 200 Links (one chain to two chains/66 feet to 132 feet/20 to 40 metres).<sup>93</sup> As mentioned, the boundary Terraces were 150 feet wide (approximately 46m) these were named North, South, East and West Terraces. King William Street was 200 links (two chains/132 feet/40m). While intermediate width streets were 150 links (one and a half chains/99 feet/30m) wide, such as Flinders Street. In addition, in the east-west direction, streets were generally alternated between narrow and wide.<sup>94</sup>

Light’s plan for Adelaide, with its strong north-south and east-west axes has been criticised for its lack of north-south streets (six compared to eleven running east-west). Historian Grenfell Price defended this as emanating from a “desire to check the northerly winds”, but as Avey has recognised “equally it facilitated preferable north-south orientations for future built development”.<sup>95</sup> A further criticism has been of the wide streets which were initially ridiculed but later seen to be a benefit for the city’s development. The scale of the streets and town acres led to what Avey called “subversion of the initial plan” as,

*“Secondary and service roads logically developed as business, industry and patterns of occupation developed. Future subversion of the initial plan instigated by private landowners was entirely in the spirit of laissez-faire capitalism and ensured that they would be located where they were required, but that the expense of sacrificing land for access was carried by the private investor”.*<sup>96</sup>

Thus, the Adelaide Plan with its wide streets and initial acre grid, developed to encompass a variety of smaller laneways and the subdivision of square acres into smaller irregularly shaped land parcels, yet the acre grid remains perceptible today.

### Preliminary land orders and Town Acre auction

Land was required to be sold prior to settlement to fund the colony of South Australia. An indicative plan illustrating the division of land not only garnered interest but also instilled confidence in investors.<sup>97</sup> As mentioned, in 1836, Finniss wrote that the “Town as originally designed in England, consists [sic] of 1000 acre sections, [i.e. one acre town lots], 437 of these were sold in England preparatory to the sailing of the 1st Expedition”.<sup>98</sup> In 1835, George Fife Angus, Thomas Smith and Henry Kingscote purchased 102 preliminary land orders and the right for pasture on 220,160 acres. Indeed, this “secured the venture financially and resulted in the founding of the South Australian Company”,<sup>99</sup> a company which “engaged in all aspects of the colonial project and became a pragmatic, practical and willing enabler of the enterprise”.<sup>100</sup>

*“[T]he requirement that preliminary land orders be sold to investors prior to the scheme’s approval in the hope that the colony would begin and proceed as self-funded, meant that 437 acres of town land had been spoken for prior to settlement. Early investors in the colonial project were promised a preferential selection of acres prior to the sale of town land and they were assured that 1000 acres would be available during this process. Thus directed, Light was obliged to lay out a plan that responded to this initial agreement and after setting aside acres for public squares, a colonial church and public office, the plan for Adelaide comprised 1042 acres”.<sup>101</sup>*

Thus, out of a total of 1042 acres only 998 were available for selection. Light nominated 38 acres for town squares, four acres for government buildings, one acre for local government, and one acre for the Church of England which was donated by the wealthy Pascoe St Leger Grenfell.<sup>102</sup>

By March 1837, Light had completed the survey and laid out Adelaide’s 1042 town acres, 700 in South Adelaide and 342 in North Adelaide,<sup>103</sup> and land was ready for sale.<sup>104</sup> The Regulations stipulated that the first 437 town acres of preliminary land orders would entitle the owner to one town acre and eighty country acres. In Britain, prior to the colonists leaving, a ballot was held to determine the priority of choice for selecting country sections.<sup>105</sup> On 15 March 1837, the colonists devised a ballot for selecting their pre-purchased town acres. The ballot comprised two bags; one bag contained Land Orders and the other bag contained the Order of Selection determining the order of selection of the pre-purchased preliminary land orders of the 437 town acres. On 23 March 1837, the preliminary land orders were selected.<sup>106</sup> On 27 and 28 March 1837, the remaining town acres, which were not preliminary land orders, were sold at auction.<sup>107</sup> By 28 March 1837, even though there was “only an open space dotted with clumps of trees and marked with rows of survey pegs, the city of Adelaide at last existed”.<sup>108</sup> The town acres were sold to three main groups including: resident investors, absentee investors, and the South Australian Company (Figure 4).<sup>109</sup>

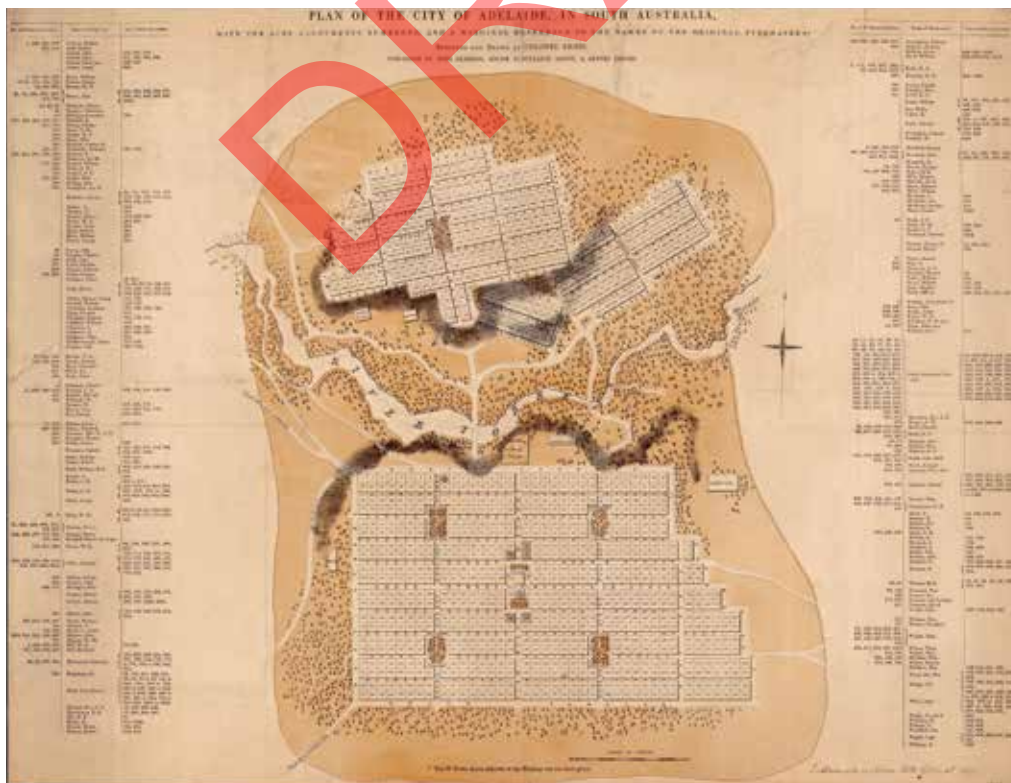


Figure 4: “Plan of the city of Adelaide, in South Australia: with the acre allotments numbered, and a marginal reference to the names of the original purchasers / surveyed and drawn by Colonel Light”, 1840. Source: NLA MAP RM1128.

### “Park Grounds” Park Lands

Light’s 1837 “South Australia: The Port and Town of Adelaide” Plan (Figure 1) illustrated dark green areas set aside as “Park Grounds”. The 1837 Provincial Survey “A” Adelaide Plan (Figure 3) showed nine areas in the Park Grounds which were reserved for other purposes including: the government domain (government house), military barracks, guard house, hospital, cemetery, store house, school, botanic garden, and market place. The school’s location remained as drawn but the locations of the other sites changed. Although, all these original nine functions were accommodated within the Park Lands.<sup>110</sup> As Garnaut pointed out, the reservation of these sites in the Park Lands indicates that Light viewed the Park Lands as not only a public space for the use of the citizens but also foreshadowed institutional and government use of them. However, there were no instructions regarding the proposed use of the Park Lands and it is unclear whether additional alienation was envisioned. Over time, this has occurred between North and South Adelaide, most notable on the northern side of North Terrace spanning from the west to the east Park Lands; this alienation will be discussed in more detail later.<sup>111</sup>

As shown on Light’s early Adelaide Plans (Figures 3, 4 and 5), the Park Lands were indicative only. Light “planned a green belt to girdle the town ... ‘the outer boundaries of the Park Lands ... [were] not then definitely fixed, only roughly sketched in ...’, as George Kingston reminisced in 1877”.<sup>112</sup> The Park Lands during “this time had no defined boundary, as ‘villages’ (inner suburbs) were yet to be surveyed”.<sup>113</sup> Indeed, in the first few years of settlement though “defined on Colonel Light’s plan, the parklands were not readily defined on the ground. ‘City streets, indicated by pegs in the ground or painted boards fixed on trees, were disfigured by gaunt stumps and boles of trees’. To fence and clearly define the parklands was a cost too great for the fledging government”.<sup>114</sup>

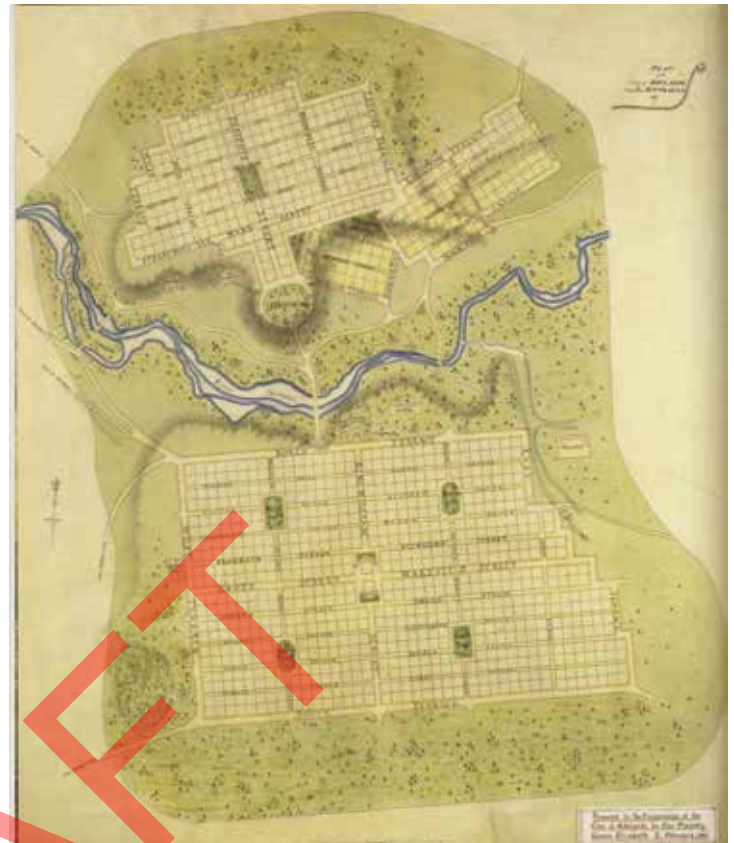


Figure 5: “Colonel Light’s plan showing the city of Adelaide encircled by Park Lands, 1837”, showing the indicative edge of the Park Lands. Source: Adelaide City Archives (ACA) CC001383 cited in Sumerling, P., *The Adelaide Park Lands: A Social History*, (Adelaide: Wakefield Press, 2011), p.162.

After the Town Acres auction of 27 and 28 March 1837, the survey team commenced surveying the rural parcels.<sup>115</sup> Light undertook a trigonometric survey followed by a detailed survey. He was required to set out a number of 134 acre blocks which would later need to be readjusted and subdivided to 80 acre blocks. The Park Lands were laid out to a width of 30 chains.<sup>116</sup> The 80 acre blocks for the rural land parcels was pre-determined by the Commissioners and based on Wakefield's Systematic Colonisation principles. Although, "these principles had to be sacrificed to some degree for South Australia when the pre-sale of land parcels did not reach required targets. This forced the Commission to reduce its price per acre for rural land in order to reach the necessary funding level. The settlers who had already committed to purchase parcels at the higher price were compensated by the Commission increasing the size of their parcels to 134 Acres".<sup>117</sup> Light's task of laying out the 134 acre rural land parcels for the 437 preliminary land order owners to select, and then laying out an 80 acre pattern added complexity to the process. On 17 May 1837, a meeting was held and Light presented a map for preliminary land order holders to make their rural 134 acre selections. After this date, Light's surveying team set out "parcel corners" of rural blocks "on request", while Light restructured "his plan to accommodate the required 80 Acre parcels to fit around the geometry of the 134 Acre blocks already chosen".<sup>118</sup>

Thus, the first country surveys were not available for selection until May 1838.<sup>119</sup> According to some sources, it was not until 1839, that the outer boundary of the Park Lands was delineated once the country sections had been surveyed (Figure 6).<sup>120</sup> By this time the "area of the city surrounded by its Park Lands covered around 12.95 square kilometres (five square miles)".<sup>121</sup>

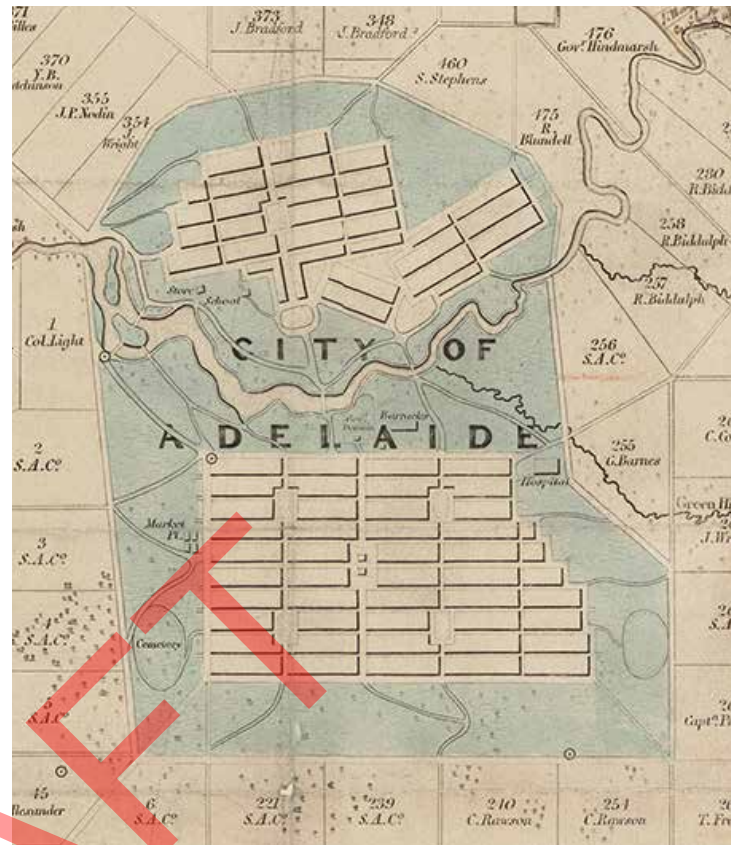


Figure 6: "The district of Adelaide, South Australia [cartographic material]: as divided into country sections, from the trigonometrical surveys of Colonel Light late Survr. Genl./John Arrowsmith, 10 Soho Square, 1839", showing the defined edge of the Park Lands.  
Source: SLSA C 794.

### The authorship of the Adelaide Plan

Although the Adelaide Plan is generally credited to Light, in the 1980s, Langmead and Johnson made a case for attributing it to Deputy Surveyor General George Strickland Kingston.<sup>122</sup> According to Kingston's diary, Light "had decided on fixing the site of the City of Adelaide on the spot I [Kingston] had pointed out".<sup>123</sup> Thus, according to Langmead and Johnson, Kingston discovered and recommended the site for Adelaide.<sup>124</sup> Johnson also detailed Kingston's role in the South Australian Association in London in the building department and the survey department which prepared the 1835 Adelaide Plan for the Commissioners, and according to Johnson, Kingston designed this 1835 plan and based it on the Cataneo Plan which will be discussed later; this plan was brought to South Australia.<sup>125</sup> In addition, Johnson and Langmead detailed Kingston's role in surveying Adelaide.<sup>126</sup> Johnson argued that the "correct attribution for the design of Adelaide's town plan as it was laid out must be specifically, George Strickland Kingston, as principal designer from October 1835 to March 1837, and Kingston and William Light jointly, January to March 1837 ... Henceforth it must be known as the Kingston/Light plan of Adelaide".<sup>127</sup> The authorship of the Adelaide Plan continues to be debated as Freestone noted in 2008 in the journal article entitled "The Adelaide Wars".<sup>128</sup>

Indeed, others have suggested that elements of the Adelaide Plan can be attributed to those other than Light such as Osmond Gilles, the Colonial Treasurer, who some suggest was responsible for the belt of Park Lands, based on the evidence of Arthur Leake, a wealthy nineteenth century pastoralist from Tasmania.<sup>129</sup> While Catherine Helen Spence claimed that Rowland Hill was responsible for the Park Lands, following the suggestion of his brother Matthew Davenport Hill.<sup>130</sup>

### Pre-nineteenth century precedents: the gridded city with squares

The origins of the Adelaide Plan have long intrigued historians and many theories have been proposed. Precedents stem back to antiquity and provide a historical background to the development and use of the gridded city plan. The ancient Greeks settled the eastern Mediterranean based on a "simple triangulation surveying method to produce a square or rectangle. The plans were precise grids, usually imposed on the landscape, which were invariably divided into precincts, devoted to market, administration, religion, defence, various classes of housing and other community needs".<sup>131</sup> Over time, the Romans adopted a similar approach to city planning often incorporating the renowned forum or central meeting place. Roman architect Marcus Vitruvius Pollio's *Ten Books on Architecture* also discussed the design of cities and was highly influential in the Renaissance. This resulted in two Vitruvian plans: one was the central place octagonal or round plan, and the other was the orthogonal or Cataneo Plan named after Pietro Cataneo who designed it in 1554. Indeed, "British interpretations of the Cataneo Plan were an essential part of the expansion of empire".<sup>132</sup> Similarly, the "North American experience of British colonization presents some excellent examples of the Cataneo Plan. William Penn's Philadelphia as published in 1687, reveals the essential five squares rather far apart. The intersection of the central square by two major streets hints at the forum bounded by castramentation [sic]".<sup>133</sup> The 1733 plan for Savannah, Georgia by James Oglethorpe was also a gridded city with squares. "Expectations for Adelaide were comparable to those for Savannah or Philadelphia. In fact, Penn, Oglethorpe and the Adelaide founders had much in common: relatively liberal political attitudes, a belief in religious freedom and a desire to establish a new paternalistic landed gentry – an agrarian, rather than industrial society. These expectations were critical to the plan adopted for the South Australian capital city".<sup>134</sup> According to Johnson and Langmead, Kingston's 1835 Adelaide Plan "was of course the now familiar Cataneo Plan".<sup>135</sup> Johnson went further and suggested that the "theoretical, historical and circumstantial evidence is firm enough to say with some conviction that, in his 1835 town plan, Kingston not only included five town squares but a surround of park lands".<sup>136</sup> Although, the authorship of the Adelaide Plan and the 1835 design, and whether it included Park Lands, is hotly contested. Regardless of authorship, the 1837 Adelaide Plan clearly illustrates a gridded city layout with squares.

As others have pointed out, there are similarities between Light's Adelaide Plan and Gother Mann's unbuilt Plan of Toronto (Toronto Harbour dated 1788.<sup>137</sup> Mann's plan "incorporated as design components the spatial concepts of inter alia Vitruvius, Cataneo, Newcourt's London, Oglethorpe's Savannah and the model of Dorchester. The town site was a gridded subdivision of one mile (1.6km) square incorporating five symmetrically located squares and a sixth opening to the waterfront".<sup>138</sup> Light's Adelaide Plan had five squares and an encircling "common" similar to Mann's. Mann denoted his common as 40 Chains wide, while Light intended his Park Lands to be 30 Chains. Mann "used square 1 Acre town parcels separated by 100 Link roads. Light used square 1 Acre city parcels separated by a hierarchy of road widths from 100 to 200 Links".<sup>139</sup> Precedents for the Park Lands have attracted much attention and require further detailed analysis.

### Park Lands precedents

As Johnson noted “there was no single source for the park lands and reasons were inherently tangled. Yet it is obvious that a belt of common park land was believed to be socially necessary and part of contemporary thinking about city improvement and planning. The *idea* was not new to Adelaide, it was in the air, obviously current. But its *application* was completely new, fresh, one-of-a-kind in the world”.<sup>140</sup>

Many academic scholars have analysed the Adelaide Plan and identified various “potential precedents for, and influences on, its layout ... Military camps, Classical, Medieval, Hispanic and New World town layouts have been examined and exemplars proposed. The conventional wisdom is that there is no specific inspirational source ... although speculation continues on possible foundations for the parklands”.<sup>141</sup>

The concept of integrating open space in towns and cities for various uses such as defence, agriculture, markets, animal grazing, community gathering places, and recreation has a “long historical lineage”.<sup>142</sup> The history of urban open space has “varied from discrete sites such as public piazzas, squares and gardens, and private parks and estates ... within towns, to perimeter agricultural or grazing lands”.<sup>143</sup> “Encircling open public land emerged in the design of towns based on the sixteenth century Spanish Laws of the Indies in which ‘commons’, ‘where the people may go for recreation and take their cattle to pasture’ ... were prescribed around the central urban core”.<sup>144</sup>

Perhaps the clearest model for the Adelaide Plan stems from the seventeenth century. As Garnaut pointed out, the Adelaide Plan has been “described as ‘textbook’ ... the layout exemplifying the key characteristics of Lord Shaftesbury’s seventeenth century ‘Grand Modell’ of colonial planning”.<sup>145</sup> It comprised “wide streets laid out in geometric, usually grid-iron form, usually on an area of one square mile; public squares; standard sized rectangular plots ... some plots reserved for public purposes; and a physical distinction between town and country, usually by common land or an encircling green belt”.<sup>146</sup> Over time, the need for green space associated with cities became even more critical in the face of the Industrial Revolution.

### Britain’s Industrial Revolution: the need for green open space

In Britain, in the nineteenth century, as architectural historian Collins pointed out, the “social, industrial and economic changes linked with the Industrial Revolution led to overcrowding, poverty, poor housing conditions and pollution in towns and cities all of which exacerbated public health issues. Air quality suffered with pollution emanating from new industrial manufacturing processes, domestic coal fires, the increased traffic of horses and carriages in the streets, as well as the lack of sewerage or waste removal systems able to cope with the increased population”.<sup>147</sup> This added to the “prevailing stench and the physical tumult of city streets”.<sup>148</sup> Thus, the:

*“need for public urban parks became increasingly recognised as British towns and cities grew so large that it was no longer easy for citizens to travel to the countryside for recreation in the open air. ... In time, social and sanitary reformers looked to green open spaces as “urban lungs” to ameliorate pollution and become restorative environments for the working population”.*<sup>149</sup>

In Britain, when the “colony of South Australia was under consideration, Madras-born barrister John Arthur Roebuck, a follower of the Utilitarian Jeremy Bentham, was one of a circle of advocates of public open space both within and on the edge of cities. Roebuck urged parliament to purchase land for public parks and walks and included encircling common lands ... in his suggestions”.<sup>150</sup> In 1833, a House of Commons Select Committee investigated the “most appropriate means of acquiring public open spaces for the ‘health and comfort’ of the ‘middle and humble classes’. Recommendations and legislation for public walks and other urban spaces ensued and were in the air during the time when the British parliament was debating and ultimately passed (in 1834) the South Australian Colonization Bill”.<sup>151</sup>

Further to the Colonization Commissioners giving Light the sole responsibility for selecting the site of the new colony, they also issued specific instructions to Light in March 1836 to “make the necessary reserves for squares, public walks and quays’ in the South Australian capital, suggesting that their directive was influenced by contemporary thought about the need for public space in urban environments”.<sup>152</sup> Light is also “likely to have been familiar with the book *The Friend of Australia* written by a retired officer of the British East India Company, Thomas John Maslen ... [who] proposed a rationale for, and means of, incorporating urban open space that was strikingly similar to that applied in Adelaide: “All the entrances to every town should be through a park, that is to say, a belt of park of about half a mile in width, should entirely surround every town, excepting such parts or sides as are washed by a river or lake. This would greatly contribute to the health and pleasure of the inhabitants; it would render the surrounding prospects beautiful, and give a magnificent appearance to a town, from whatever quarter viewed”. Whether or not he had read Maslen, Light’s decision to include an encircling belt of parklands, and one of such vast proportion, was novel for Australia”.<sup>153</sup>

### Ebenezer Howard and the Garden City Movement

The Adelaide Park Lands are recognised as having “pre-nineteenth century precursors but also hold a significant place within the modern and larger idea of the green belt that emerged with Ebenezer Howard’s late nineteenth century garden city idea”.<sup>154</sup> British Urban Planner, Ebenezer Howard (1850-1928) founded the English Garden City Movement which was highly influential internationally in twentieth century urban planning. Howard was a liberal social reformer who was influenced by the 1889 utopian novel “*Looking Backward*” written by Edward Bellamy.<sup>155</sup> In 1898, Howard published his own book “*To-morrow: A Peaceful Path to Social Reform*” which was re-published in 1902 as the seminal text “*Garden Cities of To-morrow*”.<sup>156</sup> He proposed the idea of a Garden City which was a self-sufficient city with a population of 30,000 encircled by an agricultural belt. It was a response to the large-scale migration from rural areas to cities, which were becoming increasingly overpopulated.<sup>157</sup> During Howard’s lifetime two garden cities were established, both in Hertfordshire, England, namely Letchworth (1903) and Welwyn Garden City (1920).<sup>158</sup> Howard’s “green belt as a means of containing urban growth and of separating town and country”<sup>159</sup> was highly influential and he identified the Adelaide Plan as an exemplar of his model.

### Goyder’s rural town plan

The Adelaide Plan is also recognised as a model plan for the layout of South Australian rural government funded towns in the years following the settlement of Adelaide (Figure 7) in particular from 1860 to 1900 implemented by Surveyor General G.W. Goyder.<sup>160</sup> The “key elements of town acre, encircling parklands, perimeter suburban allotments and radial streets emanating from the centre, described by Meinig ... as ‘the mark of Adelaide’, were indelibly stamped across the South Australian countryside”.<sup>161</sup>

In summary, the “original cadastral (land boundary) survey is reflected in the geometry of the city and environs today. There has been little change in the fundamental alignments since 1836”.<sup>162</sup> Indeed, “evidence of the boundaries initially set out by Light are clearly preserved in the alignment of our existing roads and land parcels despite subdivisions, re-subdivisions and occupation encroachments that have occurred”.<sup>163</sup>

Light’s Adelaide Plan with its gridded layout, city squares and renowned encircling Park Lands established a template of growth for the City. Its against this backdrop that the Adelaide Park Lands and City Layout developed over time from its nineteenth century beginnings to the city that is it today. The following section examines this development and charts the key changes over the past one hundred and eighty-six years.

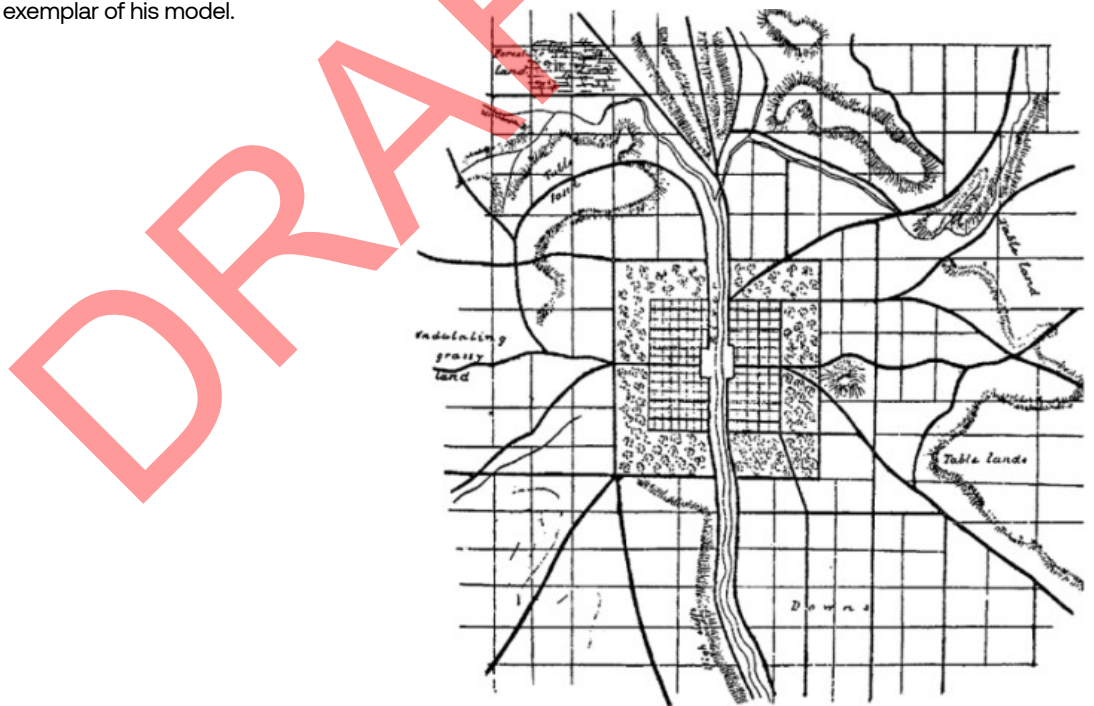


Figure 7: “Goyder’s ideal township, 1864”.

Source: Williams, M., *The Making of the South Australian Landscape: A study in the historical geography of Australia*, (London and New York: Academic Press, 1974), p.358.

### 3.4 Early use of Parklands 1836 to 1850s: a gathering place, natural resources and despoliation

#### Park Lands uses at settlement

In the early years of settlement, the Park Lands were used for various purposes from a gathering place to fulfilling the more utilitarian function of providing natural resources and building materials to the fledgling colony. In the first three years following settlement, settlers were allowed to live on the Park Lands. This was due to the delay in surveying the town and country sections. The government designated Emigration Square in the west Park Lands as a site for temporary housing but many squatted in other areas, in particular along the Karrawirra Parri/River Torrens.<sup>164</sup> Emigration Square operated until 1840 when it closed and was demolished.<sup>165</sup>

Perhaps, surprisingly, in these initial years “there were no plans or principles to guide how the Parklands should be used or laid out. It took time to delineate them as a distinctive space, separate from the central administrative and business area, and to restore and improve them in order to realise their potential and benefits as a public space”.<sup>166</sup> Interestingly, the “ownership” of the Parklands was initially uncertain due to vagaries in the colony’s legislative framework and administrative structure ... The Colonization Act required that all land, other than that designated for roads, be purchased. Consequently, in 1839, Governor Gawler bought the Parklands for the use of the people.<sup>167</sup> Therefore, the Park Lands were no longer designated “Wastelands of the Crown” but were “for the inhabitants of the City”.<sup>168</sup> The Governor apparently “acted in his capacity as Resident Commissioner to provide the Colonial Treasurer with a promissory note for £2,300 dated 16th April, 1839 being for 2,300 acres (809.40 hectares) at £1 per acre”.<sup>169</sup>

By the end of 1838, the European population of Adelaide was 5,000, by 1840 this grew to 13,800.<sup>170</sup> Coupled with population growth, the built environment of Adelaide developed with several key places and buildings being constructed. By 1840, these included: West Terrace Cemetery (c.1837); Government House (East wing, c.1840), and Adelaide Gaol (c.1841).<sup>171</sup> An early 1839 painting illustrates the built development along North Terrace with surrounding Park Lands in the foreground and distance (Figure 8). In 1843, an early colonist commented that a:

*“considerable space of the river, and a belt all round the town, was reserved on the original plan as park lands, or pleasure grounds for the citizens. Along the river side, and to the east of the town, this affords delightful walks and landscapes even in its natural state; and when the town council has replenished their coffers, so as to be in a position to enclose the land, to lay out walks, &c., it will make one of the most delightful pleasure grounds in the world. It already possesses all the appearance of a fine park, and only requires walks laid out, and a few shrubs planted, to render it complete”.*<sup>172</sup>



Figure 8: “North Terrace, View taken looking East S East”, 1839, by Martha Berkeley.  
Source: Lock-Weir, T., *Visions of Adelaide: 1836-1886*, (Adelaide: Art Gallery of South Australia, 2005), p.27.



### The Corporation of the City of Adelaide

On 19 August 1840, the first Corporation of the City of Adelaide was formed by the passage of the *Municipal Corporation Act 1840* making it the first municipal corporation in Australia. The first Mayor was James Hurtle Fisher. However, the Corporation was short-lived and collapsed due to insolvency in 1843. For the following six years the City of Adelaide was managed by the Police Commissioner.<sup>173</sup> In 1852, the City Corporation was re-formed under the *Municipal Corporation Act of 1849*. The Municipal Corporation Act of 1849 did not direct the Corporation on how the Park Lands were to be managed although the Act did identify it was “for public purposes”.<sup>174</sup> In 1852, “following a period of responsibility by various groups and individuals, the non-alienated parts were placed under the custodial ‘care, control and management’ of the Corporation of the City of Adelaide” which later became the Adelaide City Council “which has administered and tended them ever since”.<sup>175</sup> Later, the *Municipal Corporation Act of 1861* stated that the Park Lands were “dedicated for ‘the purpose of public recreation, amusement, health and enjoyment’ and were not owned by the Councils but ‘vested in Her Majesty and her successors’”.<sup>176</sup> Thus, the Act “confirmed the purpose of the Parklands and established municipal obligations to manage and care for its design”.<sup>177</sup>

### The “Aboriginal Location” in the Park Lands

Following settlement, the Kurna people were “allocated” an area of the Park Lands that was referred to as the “Aboriginal Location”. As Harris explained, it was the first of several sites allocated to the Adelaide Plains Aboriginal community.<sup>178</sup> The “Aboriginal Location” was used from 1837 to 1851 and was the “earliest ‘allocated space’ for First Nations people within South Australia”.<sup>179</sup> Initially, it was a small ration camp necessitated by the diminishing wildlife which had occurred since settlement. Also known as Bromley’s camp after the Protector of Aborigines, Captain Walter Bromley, the camp was located on a small island in the Park Lands which had been assigned for the Botanical Gardens, now located in Bonython Park.

Following a fire at Bromley’s camp, a new camp was established shortly after, with the aim “to make some provision for the Indigenous inhabitants, in order to ward off the trouble expected with the impending surveys”.<sup>180</sup> William Wyatt replaced Bromley as Protector but together they established the new camp. It was referred to as the Old Location and was built in the vicinity of Bromley’s house. In 1838, Wyatt reported that the Location was completed with 12 huts, a schoolhouse and storeroom. Wyatt also reported that the Location is home to several families and young men when they are not hunting.<sup>181</sup> In 1838, it was also recalled that the huts were only used when it was raining heavily.<sup>182</sup>

The Old Location was replaced shortly after by Piltawodli (1839–1845), the first Aboriginal Mission in South Australia. Piltawodli was located in the Park Lands between North and South Adelaide where the Kurna people traditionally camped. It was located on the north side of the Karrawirra Parri/River Torrens (Figure 9).<sup>183</sup> It was also known as “The Native Location or Aboriginal Location”.<sup>184</sup> The Colonial Store (Iron Store) was located north of Piltawodli and was the site for hangings of white people but soon included Aboriginal people. In December 1840, the Native School was officially opened. Piltawodli is “important, as it was here that Kurna children were taught in their own language, where a substantial settlement was built for Kurna families, and where information on Kurna people, including their language, traditions and movements in and around Adelaide, was recorded by missionaries”.<sup>185</sup>

In the 1840s and 1850s, public corroborees were held by the Kurna people and other visiting groups in the Police Paddocks and other sites in the Park Lands.<sup>186</sup> However, in 1843, the missionary and the Protector “made what became a fateful decision: to separate the children from the adults in a deliberate attempt to reduce the influence of the Kurna adults. The school became a live-in school such that the boys lived at the school and the girls lived supervised, away from their parents, in some of the Kurna huts. Kurna people today consider these children their first ‘stolen generation’”.<sup>187</sup> In 1845, Piltawodli was torn down by soldiers and the Governor ordered the Kurna people to leave. The Native School Establishment near Kintore Avenue was then used. Piltawodli has a “special relevance to Kurna people and, because it played ‘a central role on the history of South Australian race relations, it also has importance for all South Australians’”.<sup>188</sup>



Figure 9: Kingston’s Map showing the “Aborigines Location”, 1842.  
Source: “Map: City of Adelaide by George S. Kingston and Edward Stephens”, Map: City of Adelaide by George S. Kingston and Edward Stephens (colour) | Historical maps of Adelaide (experienceadelaide.com.au), accessed 20 September 2022.

### **Park Lands natural resources: Clay and lime pits, and limestone quarries**

Initially, the Park Lands were characterised by woodland and grassland comprising native vegetation and fauna. John Chittleborough, a *HMS Buffalo* Pioneer reminisced that:

*“the river in those days ... from Hindmarsh to Walkerville was very beautiful ... there was a chain of large waterholes connected by a small stream, nearly level with the top of the bank which rippled over a gravelly bottom through thick tea-tree scrub, reeds and rushes ... large pools, varying considerably in length, but extending generally to the outer bank of the present watercourse, and being 30 to 100 yards apart, remained full all the summer, and were surrounded by overhanging eucalypti. Most of the waterholes were very deep, so much so that divers could not reach the bottom in some parts.’ He recalled the Torrens abounding with crayfish, mussels and six-inch minnows”.*<sup>189</sup>

However, colonisation had a profound effect on the landscape particularly within the first decade following settlement. Chittleborough claimed that due to the lack of restrictions, trees and vegetation along the Karrawirra Parri/River Torrens were cut down, in addition gravel was carted away for building and paving. The “natural surface of the stream was destroyed and the banks between the large pools were washed away and deposited in the bottom of the deep holes”.<sup>190</sup> The “rapid deterioration and depredation of the Park Lands was [also] exacerbated by the theft of timber used for building homes or lighting fires”.<sup>191</sup> The Governor banned tree felling in the Park Lands but it continued into the 1840s.<sup>192</sup> Indeed, reflecting the destruction of much of the native vegetation, the Corporation of the City of Adelaide (Corporation) sold the dead trees for firewood up until 1868, providing a lucrative income.<sup>193</sup>

The Park Lands provided natural resources, in addition to timber and gravel, including: fresh water in the Karrawirra Parri/River Torrens; firewood; road making and building materials such as sand and limestone.<sup>194</sup> It was not long until clay and lime pits, brickyards, and limestone quarries were established along the River. From the 1850s to the late 1870s, parts of the northern Park Lands, adjacent Barton Terrace were used for limestone excavation.<sup>195</sup> In 1879, the Corporation was paid £375 for limestone from the Barton Terrace paddock.<sup>196</sup> Later, in 1890s, the practice continued, and the Corporation was still issuing permits for limestone quarrying in the northern Park Lands. In 1894, the Corporation profited from sales to R. Lewis of Prospect with the removal of 3,344m<sup>2</sup> of limestone. Also, in 1894, a sand and gravel excavation licence for the Karrawirra Parri/River Torrens was issued to a Mr G. Bickle. In 1896, a permit for limestone excavations was issued to a Mr Harrington who raised 2,000m<sup>2</sup> of limestone. Indeed, the “limestone holes” in the Park Lands scarred the landscape and were used to dump street sweepings.<sup>197</sup>

### **Olive plantations**

As the native vegetation was cleared, exotic plant species were introduced. One of the early uses of the Park Lands included olive plantations. As early as 1837, olives were planted in the Park Lands and City Squares.<sup>198</sup> Olive trees were brought out by Governor John Hindmarsh on the *HMS Buffalo* in 1836. The Adelaide soils, rainfall and climate suited the olive tree and from “a tentative beginning” in 1837 to the late 1880s, both colonial and municipal governments “systematically cultivated large numbers of olives” in the Park Lands.<sup>199</sup> The number of olive trees planted in the Park Lands steadily increased to around 6,679 recorded in c.1883-1884, and still remain today. Indeed, the olive trees provided the Corporation with revenue from the sale of olive oil to the pharmaceutical company Faulding.<sup>200</sup>

### Grazing livestock

The Park Lands were largely “undeveloped open space that produced income [for the Corporation] from depasturing licenses and quarrying leases, brick making, and lime burning”.<sup>201</sup> The “depasturing” or grazing licences were particularly lucrative. In the early years of settlement, the grazing of livestock was a primary use of the Park Lands (Figure 10). It also kept grass in the Park Lands under control with little cost.<sup>202</sup> Sheep, cattle and horses were allowed to graze in the Park Lands with an animal grazing permit. Later, in the twentieth century, as the Park Lands were transformed from paddocks into playing fields; income from depasturing decreased. In addition, during the 1920s bakeries, dairies, breweries, transitioned from horse-drawn transport to motorised transport and demand fell for the agistment of horses in the Park Lands.<sup>203</sup>

However, the grazing of livestock in the Park Lands was enduring (Figure 11) and up until the end of the 1960s, “Cows Only” signs were still in use around the Park Lands.<sup>204</sup> In 1963, there were approximately a thousand livestock still grazing on the Park Lands. However, in 1972 the last two dozen cows in the Park Lands, next to North Adelaide Railway Station, were removed, while around 60 horses were located in Park 6 off Lefevre Terrace in North Adelaide.<sup>205</sup> The long history of horse agistment which began in the 1850s creates a “delightful rural character in a capital city”,<sup>206</sup> and this tradition continues today on Lefevre Terrace.

In the early years, the north west Park Lands was the site of sheep and cattle markets, and a slaughterhouse was established in Bonython Park in 1840 and remained in use until 1910 (Figure 12). From 1852 to 1853, the Corporation’s main income resulting from the Park Lands was from the slaughterhouse and cattle markets.<sup>207</sup> In 1913, it was able to oust the cattle market after 65 years and relocate it to the northern suburb of Gepps Cross.<sup>208</sup>



Figure 11: “Montefiore Hill - Sheep grazing on Pennington Gardens - St Peters Cathedral”, c.1905.  
Source: City of Adelaide Archives (CAA) HP0364.

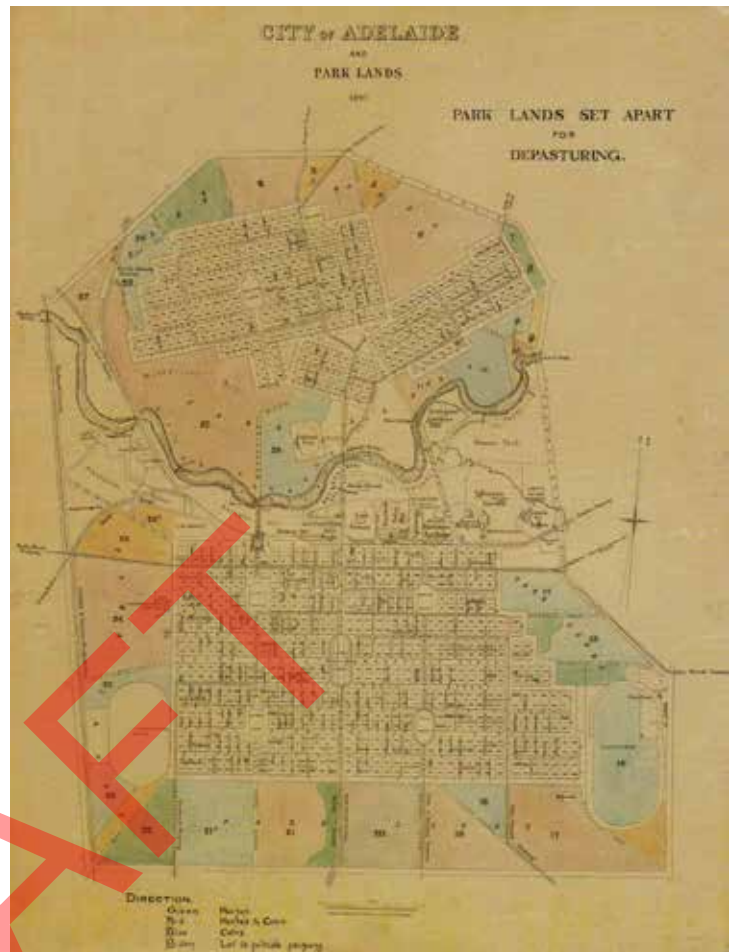


Figure 10: “Map showing areas of depasturing, 1895”. Green denoted Horses. Red denoted Horses and Cows. Blue denoted Cows.  
Source: ACA HP1190 cited in Sumerling, P., *The Adelaide Park Lands: A Social History*, (Adelaide: Wakefield Press, 2011), p.198.



Figure 12: Part “Map showing areas of depasturing, 1895”. Also, showing Cattle Market, Slaughter House, (top right) and Sheep Market (bottom left).  
Source: ACA HP1190 cited in Sumerling, P., *The Adelaide Park Lands: A Social History*, (Adelaide: Wakefield Press, 2011), p.198.

### Rubbish dumps and nightsoil pits

In the first decades of settlement, other less desirable uses of the Park Lands were also established, such as rubbish dumps and nightsoil pits, contributing to the despoliation of the Park Lands. The Karrawirra Parri/ River Torrens became an open sewer. Within the first decade the landscape was denuded of original trees which when coupled with damage from quarrying, led to the loss of fauna.<sup>209</sup> After 1843, the Park Lands were badly deteriorated. The trees were stripped, there were heaps of rubbish and offal, the ground was pitted with clay and lime pits and squatters inhabited the Park Lands.<sup>210</sup> Although the Corporation generated substantial revenue from activities such as quarrying, the tide was turning. After more than a decade of over-use, in the early 1850s, the Park Lands despoliation was increasingly criticised:

*“wherever the eye wanders it encounters broken fences ... excavations varied by heaps of broken bottles, old clothes and rubbish, with other more obnoxious abominations ... [and] drainage from slaughterhouses to pollute the waters of the Torrens’, and, about the Park Lands west of the city, ‘ ... could scarcely have presented a more perfect picture of ruin and desolation.’ ... Located at various spots around the Park Lands were active limestone, sand and gravel quarries, as well as many foul-smelling rubbish dumps. A quagmire in the winter and a tinderbox in the summer.”<sup>211</sup>*

In response to complaints from the public, the Corporation raised revenue for improvements and instigated works.<sup>212</sup> By the 1850s, the Corporation commenced a replanting program.<sup>213</sup> In 1856, “the corporation began to focus on the Park Lands; however, it was difficult to know where to begin amelioration of 18 years of ‘cold neglect’.”<sup>214</sup>

## 3.5 Landscaping the Park Lands 1850s to 1880s: balancing rehabilitation and revenue

From the mid 1850s, landscaping discussions and debates were commonplace at the Corporation driven by the Governor’s concerns “about the overall aesthetic appearance of the Park Lands”.<sup>215</sup> In 1855, George Francis (1800-1865) became the first director of the Adelaide Botanic Garden (1855-65).<sup>216</sup> He established the “foundational tree plantings and landscape designs” for Victoria Square, Brougham Gardens, and Palmer Gardens. These evolved and were modified by inaugural City Gardener, William O’Brien, whose position as City Gardener was likely established in the Corporation through Francis’s advocacy.<sup>217</sup>

### William O’Brien – City Gardener (1861-1874): Establishing the Park Lands horticultural framework

In 1858, William O’Brien (c.1812-1884) arrived in Adelaide and in 1861 he became the first City Gardener of the Corporation of the City of Adelaide. O’Brien was born in Ireland and trained in Dublin and London as a horticulturist. Importantly, as landscape architecture scholar, Jones pointed out, he established the “horticultural and design frameworks of the Park Lands and Squares”,<sup>218</sup> including the North Terrace promenade.<sup>219</sup> The City’s Squares will be discussed later in more detail, however, it is important to note that, O’Brien established the Victoria Square planting and was:

*“exceedingly successful in choosing and establishing trees and perennial garden bedding plants, although there appears to be little design expertise in the planting arrangements as they tended to be linear, parallel and in lines aligned to roadsides and occasionally pathways. ... Victoria Square and the ... Pennington Gardens West ... [were] examples of a planting design style that imposed formal lines upon the landscape often with minimal species diversity, that indicated little skill and knowledge in the principles of Picturesque or Gardenesque garden and public park design that were commonly discussed in the literature at the time. This regimented strategy was also applied in the Park Lands where the opportunity arose to establish plantation lines adjacent to roadways such as Glen Osmond [Melbourne] Road, Anzac Highway [Bay Road], Rundle Street, Unley Road, Bartels Road and Peacock Road.”<sup>220</sup>*

O’Brien favoured Australian native species for the Park Lands’ “shelterbelt corridors” and both exotic and native tree species for the Squares. In the 1870s, he implemented a planting strategy which focussed on mass tree planting with specimen trees located along pedestrian routes in particular the semi-union jack configurations for each Square, and on the North Terrace promenades.<sup>221</sup> In 1872, North Terrace was removed from the control of the City Gardener and Richard Schomburgk took over the management of landscaping North Terrace in his role as manager of the ‘Government Plantations’.<sup>222</sup>

O'Brien used not only many long-lived tree species but also those which thrived in Adelaide's conditions and responded well to the soils, climate, and rainfall. He preferred northern hemisphere deciduous tree species, but he also used Mediterranean species as well as Australian native tree species.<sup>223</sup> O'Brien received praise from Adelaide City Councillors and the press for his flower bed designs and these plantings were "a clear policy action to strategically appease the Corporation".<sup>224</sup>

O'Brien brought horticultural knowledge, skill and capability to his role as City Gardener and created the:

*"foundations of the present Squares in the City of Adelaide today. Each Square was developed as a display space for the growth of trees, pedestrian pathway systems often in formal lines similar to conventional English urban square or 'village green' designs, and plantations were established along major roadways through the Park Lands within fenced shelterbelt enclosures. This 12 years of busy planting and garden establishment left incoming City Gardener, William Pengilly, with an established landscape to simply build upon without needing a solid appreciation of landscape design or horticultural expertise."*<sup>225</sup>

Francis and O'Brien's legacy continued for the remainder of the nineteenth century and was perpetuated by their successors, Schomburgk, Director of the Botanic Garden (1865-1891), and as mentioned, Pengilly, City Gardener (1867-1883). The landscape design focussed on formal plantings coupled with civic amenity.<sup>226</sup> Under Schomburgk, North Terrace became an **avenue of trees**; a significant transformation from the **scant landscaping** of the 1860s. Schomburgk planted approximately 9,000 trees in Botanic Park, with "avenues framing vistas to distant buildings".<sup>227</sup>

In 1867, William Pengilly was appointed City Gardener to the Corporation (1867-1883). Pengilly continued the work of O'Brien. However, he was dismissed following a series of conflicts. Pengilly was "competent in garden establishment and maintenance" but he failed to appreciate Adelaide's environmental conditions, in addition to which he made poor "tree selection, tree-hole preparation, fertilising, post-establishment, and tree spatial arrangement [which] ... brought his downfall at a time when the Corporation was seeking to shift its priorities from gardening to the civic beautification of the Park Lands".<sup>228</sup>

Figure 13: Townsend Duryea's 1865 panorama, View of Adelaide from the Town Hall Tower looking north west along King William Street across the city buildings to the Park Lands, showing the lack of trees in the Park Lands and a plantation at Pennington Terrace, 1865.  
Source: SLSA B 5099/15 cited in Sumerling, P., *The Adelaide Park Lands: A Social History*, (Adelaide: Wakefield Press, 2011), p.175.

### Formal gardens, landscaping, facilities and revenue

The establishment of recreational facilities and formal gardens in the Park Lands had begun with the establishment of the Victoria Park Racecourse (1847), the Adelaide Botanic Garden (1855) with George Francis as inaugural director, the South Australian Cricket Association (1871), and the Zoological Gardens (1883). In June 1856, the first major bridge was constructed over the Karrawirra Parri/River Torrens when King William Street was extended to North Adelaide. The area between Pennington Terrace and the new bridge was the "first serious beautification scheme".<sup>229</sup>

By 1856, three miles of fencing had been erected on the Park Lands increasing to five miles by December 1864 and around 11,000 trees had been planted, with the majority being eucalyptus numbering 8,000. Fencing had the dual purpose of keeping livestock contained in the Park Lands paddocks and protecting newly planted trees. It was soon realised by the Corporation's ranger that "revenue ... could be raised by entirely fencing the Park lands to 'increase returns', and he urged that the process be speeded up so that areas could be leased out as grazing land for stock owners",<sup>230</sup> and provide income for the Corporation.

In 1866, thousands of willow slips, bamboo shoots and iris plants were planted along the banks of the Karrawirra Parri/River Torrens to help mitigate the effects of flooding. The following year, over 18,000 trees were planted, and in 1872 the Park Lands were in the process of being "transformed 'from being the receptacle for all kinds of filth and the origin of blinding dust storms [to a landscape] ... clothed with succulent grass and groves of shady trees, giving grateful citizens shelter in the hot summer days'".<sup>231</sup> Beautification and protection occurred simultaneously with the harmful revenue raising sand-carting from the Karrawirra Parri/River Torrens in addition to limestone quarrying; all facilitated by the *Municipal Act of 1861*.<sup>232</sup> However, change was slow and in 1865 photographer Townsend Duryea captured the City's panoramas which illustrated that the Park Lands were still largely bare (Figure 13).<sup>233</sup>

Indeed, from settlement up until the 1880s, the Corporation accrued more income from the Park Lands than it spent on improvements, works and maintenance.<sup>234</sup> The Corporation's financial position and "survival ... determined policies, and lack of public interest reflected the abuse to which the Parklands were subjected for financial gain".<sup>235</sup>



### 3.6 Beautification of the Park Lands 1880s to pre- World War Two: recreation and the Gardenesque transformation

The *Municipal Act of 1861* marked a turning point in the City’s development and “incorporated clauses for the future damming of the Torrens and the beautification of the Park Lands”.<sup>236</sup> As Adelaide’s population increased, the Park Lands were increasingly sought after for sporting activities. The Park Lands were re-levelled, grass mown, and areas fenced to “accommodate the rise in the number of sporting clubs and the grazing of animals, which went hand in hand with planting”<sup>237</sup> Before 1880, almost 70 miles of fencing were completed. In addition, the Park Lands were viewed with increasing importance demonstrated by the establishment of “The Adelaide Park Lands Act 1878” which defined the land parcels in the Park Lands.<sup>238</sup>

#### Edwin Thomas Smith – Mayor (1879–82, 1887–88)

In 1879, Edwin Thomas Smith (1830–1919) was elected Mayor of the City of Adelaide. Smith was born in England and arrived in Adelaide in 1853. He became a leading South Australian politician, brewer, philanthropist and was instrumental in the 1887–1888 Adelaide Jubilee International Exhibition.<sup>239</sup> According to Sumerling, during his term as Mayor, the Park Lands “underwent a revolution ... [and those that succeeded him] followed his plans of beautifying the Park Lands, inspired by his example”.<sup>240</sup> As Jones noted, Smith was:

*“instrumental in the civic beautification transformation of the Corporation from 1879 to 1888 as Mayor. Over this nine year period the Corporation experienced a major transformation in civic and infrastructure with Smith largely personally providing the vision and leadership to create many of the landscape spaces and facilities in the Park Lands and Squares that are taken for granted today, in particular Elder Park ... With this vision, Smith was obviously adept in obtaining the most competent individuals to aid in the fruition of these projects enabling the hiring of [John Ednie] Brown and [August] Pelzer. Thus, Smith provided the political vision and support to enable the Gardenesque transformation of most of the Park Lands and Squares in the 1880s under Pengilly, Brown and later Pelzer whom completed the remaining Park Lands and a renovation of most of the Squares”.*<sup>241</sup>

#### John Ednie Brown – Conservator of Forests (1878–90): The 1880 Report and the ‘Picturesque’ design approach

In 1878, John Ednie Brown (1848–1899) was appointed the second Conservator of Forests, a position which he held until 1890. It should be noted that Brown was also “Conservator of Plantations” (April–August 1882, August 1882–1 June 1883). Brown was born in Scotland and trained as a silviculturist and forest conservator. He approached his work from a “very strong scientific and economic botany perspective”.<sup>242</sup> In 1880, the Corporation commissioned him to produce a “System of Planting” for the Park Lands.<sup>243</sup> Brown wrote the key text, a “*Report on a System of Planting the Adelaide Park Lands*” (1880) (*Report*) (Figure 14),<sup>244</sup> which was to shape the Park Lands for decades to come. He also authored “*A Practical Treatise on Tree Planting in South Australia*” (1881) and “*Flora of South Australia*” (1882).

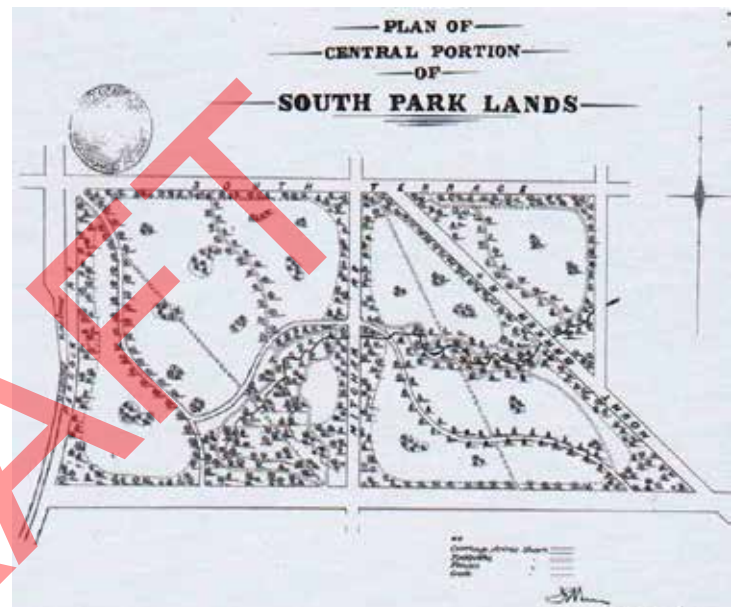


Figure 14: Plan from the 1880 Brown Report.  
Source: ACA cited in Sumerling, P., *The Adelaide Park Lands: A Social History*, (Adelaide: Wakefield Press, 2011), p.184.

The 1880 Report is hailed as a “major precedent of landscape architecture in Australia. It is a very important planting design document articulating, in a scientific manner, the attributes and constraints of each Park Land block and thereupon making recommendations as to the spatial formation and species suitable for plantation and tree establishment on each Park Land block”.<sup>245</sup> It should be noted that the 1880 Report excluded the Squares. As Jones pointed out, Brown and his 1880 Report “have long been underestimated in Adelaide historical literature”.<sup>246</sup> Indeed, it was the “first landscape master plan in Australia”.<sup>247</sup> In spite of his short tenure:

*“Brown had a major influence upon the planting design approach taken by the Council in the 1880s as it was clearly the Report (1880) that set forth plans and reasoning that successive City Gardeners and Mayors used to articulate their visions for the civic beautification of the Park Lands and parks and gardens in the Corporation. Further, Brown continued to indirectly influence the implementation of this Report (1880) through the free supply of tree specimens from the Department of Forests, later renamed the Woods & Forests Department, nurseries to the Corporation. It was also a Report (1880) that August Pelzer read and sought to implement upon his appointment at City Gardener in 1899 to the Corporation as evidenced in his frequent references to the document in his Annual Reports to the Corporation and similar Annual Reports to the Corporation by Mayors whom often cited paragraphs from the Report (1880) as justification for the expenditures on improving the Park Lands and Squares ... Brown, in terms of the Park Lands, was also influential in enabling a ready free supply of tree specimens to be planted throughout the Park Lands to service the planting activities of the Corporation’s City Gardeners”.<sup>248</sup>*

Brown’s Report “envisaged a ‘picturesque’ design approach being implemented in the Parklands” (Figure 15).<sup>249</sup> This approach focussed on utilising existing topography, carriage drives, avenues of trees, creating vistas, using flowing lines rather than straight, contrasting foliage, and using exotic plant species.

While Schomburgk was known for creating long vistas, Brown preferred “dividing the Park Lands into discrete segments by enclosing areas of open space with a perimeter of trees, with further internal clumps of trees breaking up the open areas”.<sup>250</sup> The design principle of defining open spaces by planting trees on the perimeter continues to inform park management practices to the current day.<sup>251</sup>



Figure 15: “Sketch showing the planting proposal for the Torrens’ banks and adjacent parklands (from *Report on the System of Planting the Adelaide Park Lands*, 1880).

Source: Jones, D., “Designing the Adelaide parklands in the 1880s: the proposals of John Ednie Brown”, *Studies in the History of Gardens & Designed Landscapes*, Vol.18, 1998, p.294.

### Numbering of Parks: 1883

One of Brown’s recommendations was that the Park Lands should be divided into 28 parks and these Park Land blocks should be numbered. Smith was mindful of the “ongoing pressure to beautify the Park Lands”,<sup>252</sup> and he was supportive of Brown’s numbering of, and dividing of, 28 parks in preparation for planting and landscaping. Up until 1883, there were no park numbers or names.<sup>253</sup> Although, Brown’s numbers have changed over time with blocks being divided or amalgamated. Beginning in the early 1900s, parks were also named, such as Creswell and Osmond Gardens.

By March 2012, the Council endorsed the dual naming or “Kaurna place naming” of all Park Lands and Squares. This followed the important step taken in 1997 when the City of Adelaide signed a Reconciliation Statement in which Guiding Principle 5 stated; “Council acknowledged the prior occupation of this land by the Kaurna people, and will seek opportunities to recognise Kaurna heritage through physical features of the City and by supporting community cultural activities”.<sup>254</sup>

### Torrens Lake: 1881

One of the defining landscape features of Adelaide is the Torrens Lake which was constructed in the 1880s. Brown proposed damming the Karrawirra Parri/River Torrens to create a lake. Following an unsuccessful first attempt at damming the River and forming a lake in the 1860s, this later attempt was successful. On 21 July 1881, the new weir and Torrens Lake were opened. It was “hailed as a triumph and a wonderful novelty for Adelaide”.<sup>255</sup> The steep banks were graded and “2000 yards of broad paths were built for promenading, as it was believed walkers would benefit from the moral and social effects of the new lake”.<sup>256</sup> Aquatic clubs and boating and fishing licences, became increasingly popular and within a couple of months over 140 boats were licensed for use of the lake.<sup>257</sup> Coinciding with the opening of the new lake, Adelaide’s underground sewerage system was finally capable of diverting sewage destined for the Karrawirra Parri/River Torrens to the new treatment depot at Islington. The new lake added to the beautification of the Park Lands (Figures 16 and 17).

### Fencing: designated recreational grounds

Smith also advocated for designated, enclosed recreational grounds for sports such as football, cricket, lawn tennis, archery, polo and croquet.<sup>258</sup> With a new emphasis of recreation, there was a pressing need for sporting grounds. However, it was not as simple as it would seem, as there were:

*“few places actually suitable for many of the activities proposed. Both the grazing of thousands of animals and the more serious issue of the uneven surface of the Park Lands caused problems. Those areas where there were no plantations or grazing animals generally contained too many potholes from the extraction of limestone and hillocks from the continual dumping of rubbish; furthermore, while demands for use of the Park Lands for sporting activities were growing, the steady progress of tree planting and the creation of gardens within them, clashed with these aspirations”.*<sup>259</sup>

The use of the Park Lands was impacted by extensive fencing on both the outer and inner park edges in order to keep livestock contained. In fact, by 1880, the entire Park Lands were fenced.<sup>260</sup> Gates provided some access, but they were not located in convenient places for walkers. In the early 1880s, gates for bath chairs for the infirm were constructed and in 1885, the width of other gates were increased for prams. In 1908, access to tracks in the Park Lands were sanctioned for cyclists.<sup>261</sup>

The issue of fencing the Park Lands has been ever-present and divisive. Interestingly, “within 20 years, when there were nearly 80 miles of fencing and when formal parks and gardens were being created, the whole process was reversed, and the fences were removed – slowly”.<sup>262</sup> By 1964, “four parks were entirely without fencing, with 35 miles still to be removed and, by 1972, 20 miles of fencing remained. With horses and cows still grazing in nine parks, Town Clerk Arland deplored the fact that ‘fencing separated people from the vista’”.<sup>263</sup>



Figure 16: “Before the damming of the River Torrens, looking east to the city”, c.1865.  
Source: ACA LS1020 cited in Sumerling, P., *The Adelaide Park Lands: A Social History*, (Adelaide: Wakefield Press, 2011), p.170.



Figure 17: “Rowing east of City Bridge”, c.1882.  
Source: ACA HPO155 cited in Sumerling, P., *The Adelaide Park Lands: A Social History*, (Adelaide: Wakefield Press, 2011), p.42.



### War Memorials and commemorative tree plantings

The Park Lands were also the site of community engagement and reflection particularly related to World War One. In 1909, the Wattle League was established as an Australian nationalist women's movement which planted wattles and English Oak trees in commemoration of war effort. By 1914, the Wattle League were planting wattle and other trees in the Park Lands.<sup>264</sup> During World War One, the League "changed its emphasis to patriotically supporting the troops overseas. In September 1915, while the fighting at Gallipoli was still going on, the Dardanelles Memorial was built in the south Park Lands. It was one of the first monuments to the Gallipoli campaign anywhere in the world. The 1920s saw a new element introduced into garden design by the movement to commemorate the dead of the Great War, and war memorial plantings, usually of avenues of trees, occurred in the Park Lands, as throughout Australia".<sup>265</sup>

### August Wilhelm Pelzer - City Gardener (1899-1932): Gardenesque Landscape

In mid 1899, with the support of Smith, August Pelzer was appointed as City Gardener.<sup>266</sup> August Wilhelm Pelzer (c.1862-1934) was born in Germany and arrived in Adelaide in 1886. He was trained in horticulture at the Royal Horticultural College in Geisenheim, Nassau. Pelzer was highly respected and experienced and in 1929 was described as "one of the leading authorities of arboriculture, floriculture and landscape gardening in Australia".<sup>267</sup> As Jones explained, Pelzer is a significant figure in the Park Lands history due to both his length of tenure with the Corporation and "his ability to create a large autonomous Parks & Gardens Department reportable directly to the Town Clerk and Mayor that enabled a visually coherent Gardenesque landscape to be designed, planted and created in the City, including much of its roadside shelterbelts, that is underappreciated today".<sup>268</sup> Gardenesque is a term used by John Claudius Loudon (1783-1843) and referred to landscape gardening as art,<sup>269</sup> distinct from the natural style.

Pelzer was aware of Brown's 1880 Report including its plans and recommendations and was heavily influenced by it. The Report effectively guided and inspired Pelzer's first five to ten years at the Corporation. Pelzer often quoted the Report to the Corporation and it "provided him with the plan – the vision—in clear English and well-graphically illustrated to plant various sections of the Park Lands but also educate successive Town Clerks, City Engineers and Lord Mayors about what could be achieved if funds and staffing were forthcoming".<sup>270</sup> In 1929 Pelzer summarised his design philosophy and wrote:

*"A garden is a work of art, and every work of art should have its subject, theme or motive. In certain types of gardening it may be possible to give a general—more or less vague—feeling of beauty, or of festivity, or courtliness; but when one essays the larger flights of composition in informal landscape, it is positively necessary to artistic success that some definite, concrete motive be adopted and developed. Years ago there was a violent controversy raging between advocates of the formal garden on the one hand, and of the natural style on the other. Nowadays we may fairly claim to have achieved a full freedom in these matters. Every well-trained landscape "architect" designs freely in either the formal or the natural style. Indeed, one frequently uses both styles in different parts of the same project".<sup>271</sup>*

As Jones pointed out, this "indicates Pelzer's clear understanding of style, his knowledge of the gardening debate about informal and formal that occurred in Australia in the 1920s, but also recognition that the new discipline of 'landscape architecture' had arrived in Australia and was about to lift the formal role and professional recognition of the landscape designer".<sup>272</sup>

Pelzer was responsible for War Memorial Drive, the establishment of the Women's War Memorial Garden in the eastern part of Pennington Gardens with the Cross of Sacrifice (Figure 18), and various playgrounds including Adelaide's first one, Glover Playground, on South Terrace opened in December 1918. After Pelzer retired, A. Stanley Orchard (1881-1939) was appointed as Curator of Parks & Gardens in 1935. He was responsible for Grundy Gardens. He took over from Pelzer but had little power to influence the Park Lands due to a major restructure.

Figure 18: "Black and white postcard of Pennington Gardens East with the Memorial Garden and Cross of Sacrifice with the Cathedral behind c.1935". Source: Private Collection cited in Jones, D., "Adelaide Park Lands & Squares Cultural Landscape Assessment Study", (Adelaide: Corporation of the City of Adelaide, October 2007), p.212.



### Defining tree species: Norfolk Island Pines and Moreton Bay Figs

There are several tree species which define Adelaide's Park Lands and indeed its City Squares. From Jones' extensive research on Adelaide's Park Lands and Squares, he concluded that among the key defining tree species were Norfolk Island Pines and Moreton Bay Fig trees.<sup>273</sup> They were planted in various locations over time and reappear across the city to form a distinct visual element in the landscape.

Norfolk Island Pines are a distinctive tree which due to their form and height (often growing to 50–65m) create visually dominant landmarks. They are endemic to Norfolk Island. The use of Norfolk Island Pines in the Park Lands dates back to the 1870s. In 1874, O'Brien wrote to the Mayor and suggested suitable trees for the Squares which included Norfolk Island Pines.<sup>274</sup> In 1880, Brown also identified Norfolk Island Pines as desirable in parks including Park 4 (along the LeFevre Road alignment), Park 12, Park 16 (Victoria Park Racecourse), and Park 26. Later, Pelzer too chose Norfolk Island Pines in Park 4 where in 1921 the Corporation approved the planting of 44 trees. Pelzer recorded that he in fact planted 53 Norfolk Island Pines on LeFevre Road.<sup>275</sup> This Norfolk Island Pine plantation in Park 4 still exists today. In the 1920s, Pelzer was also propagating Norfolk Island Pines in the Corporation Nursery and planting them in other parts of the Park Lands including Park 12.<sup>276</sup>

Moreton Bay Figs are also a unique tree with an imposing canopy and sculptural exposed root base, they too can reach around 60m in height. They are native to eastern coastal Australia. Similarly, the large scale of Moreton Bay Figs also provided distinct elements in the landscape. In Park 1 and Park 27, Moreton Bay Figs located on War Memorial Drive were extant as early as 1849.<sup>277</sup> In the 1850s, the first Moreton Bay Figs were planted along North Terrace near the Adelaide Hospital.<sup>278</sup> The planting of Moreton Bay Figs on North Terrace was continued by Owen Smyth.

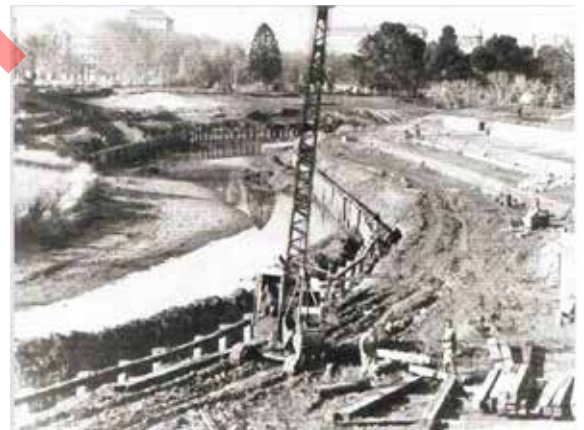
In the c.1860s, O'Brien initiated the planting of Moreton Bay Figs in Park 1,<sup>279</sup> and in Park 27.<sup>280</sup> This was continued in Park 1 in 1880 by Brown who nominated Moreton Bay Figs as a suitable tree for the Park Lands including in Park 1 along the Upper Carriage Way (with extensive plantings), and Lower Carriage Way (pre-dating the c.1920s War Memorial Drive) (with partial plantings).<sup>281</sup> Similarly, in Park 10 some early Moreton Bay Figs c.1860s are extant. Brown in 1880 recommended Moreton Bay Figs for Park 10 and other specimens in this park date from 1860s-1880s.

In Park 12 and Park 26, O'Brien planted Moreton Bay Figs in the c.1860s "in locations today that are integral to the overall character and spatial design of the landscape".<sup>282</sup> In Park 12, this includes the Moreton Bay Fig grove sited on the side of Sir Edwin Smith Avenue planted by O'Brien in the 1860s. In 1880, Brown recommended Moreton Bay Figs in Park 26. Examples include the Moreton Bay Fig planted by O'Brien in the 1860s near Light's Vision. Montefiore Hill crest is also covered with Moreton Bay Figs as is the lower edge of the Montefiore Escarpment. The cluster of 14 Moreton Bay figs on Montefiore Hill includes 11 planted by O'Brien in the 1860s with 3 more recent trees planted in the 1990s. This is the "largest group planting of Moreton Bay Figs ... in the Adelaide Park Lands".<sup>283</sup> In addition, there is a Moreton Bay Fig corridor of 8 trees planted on the northern embankment of Adelaide Oval.

### William C.D. Veale: Town Clerk of the City of Adelaide (1947-1965)

Following on from Pelzer, Adelaide's Park Lands were influenced by other prominent figures including William Veale. William Charles Douglas Veale (1905-1971) became Deputy City Engineer in 1926, City Engineer in 1929, and Town Clerk of the City of Adelaide from 1947 to 1965. In 1957, Veale travelled to North America and Europe on a study tour of over 40 cities. Veale's tour and reports influenced the Corporation's policy agendas for the next decade and led to a major Park Land "renovation and development".<sup>284</sup> In 1965, when Veale retired, *The Advertiser* claimed "no man since Col. Light has left his imprint so ineffably [sic] on the City of Adelaide, or so transformed its character".<sup>285</sup>

In 1937, Veale implemented major works to the southern bank of the Karrawirra Parri/River Torrens near the university by constructing sheet piling to the Torrens Lake banks. The banks were graded to form terraces with two levels of footpaths with dry stone walling edging and semi-circular seating recesses.<sup>286</sup> Later, in 1960, the northern banks were graded and terraced to match the southern bank near the university (Figures 19, 20 and 21).<sup>287</sup>



Figures 19 and 20: Landscaping the banks of the Torrens Lake, c.1959-61.

Source: ACA 3554-27-37 and ACA 3554-27-1 cited in Sumerling, P., *The Adelaide Park Lands: A Social History*, (Adelaide: Wakefield Press, 2011), p.197.

Veale was also involved in Grundy Gardens, Light's Vision landscape, Rymill Park, Veale Gardens, renovations to the Karrowirra Parri/River Torrens weirs, upgrading playground equipment, and reclaiming the Torrens Parade Ground from the Commonwealth. Light's Vision was initiated as part of the State's centenary celebrations in 1936. It created a site at Montefiore Hill where Light's Adelaide Plan could be viewed from high ground. In 1938, the statue of Light was relocated there from Victoria Square in celebration of Light.<sup>288</sup>

In the early to mid twentieth century, the influence of Pelzer and Veale was significant as:

*“For 60 years – until 1960 – just two men were responsible for a substantial transformation of the Park Lands. August Pelzer was City Gardener between 1899 and 1932, and William Charles Douglas (Bill) Veale ... While Pelzer can be attributed with the fashion for formal European-style gardens on the Park Lands, Veale's contribution was far more dramatic and ambitious. His efforts involved major engineering works to create new parks, integral to which was the construction of lakes, landscaping large areas of the Park Lands using bulldozers and the construction of miles of terracing and walling, and extensive water features and statuary”.*<sup>289</sup>

Veale's work redefined the landscape of the Park Lands, and provided many spaces for citizens and visitors alike to gather in. He created a vision which still exists today.



Figure 21: Completed landscaping, 1963.  
Source: ACA 3554-27-013 cited in Sumerling, P., *The Adelaide Park Lands: A Social History*, (Adelaide: Wakefield Press, 2011), p.197.

### 3.7 The City Squares: Victoria, Hindmarsh, Hurtle, Light, Whitmore, and Wellington Squares

#### Naming of the Squares

The City's Squares developed in a different manner to the Park Lands and the following section delves into more detail about their individual history. Light's Adelaide Plan illustrated six Squares; five located in South Adelaide and one located in North Adelaide. The five located in South Adelaide include Victoria Square, Hindmarsh Square, Hurtle Square, Light Square, and Whitmore Square. Wellington Square is the only square located in North Adelaide. Light removed 6 town acres from his 1837 Adelaide Plan to create each of the five smaller squares and eight town acres to form the large central Victoria Square (Figure 22).



Figure 22: “Shows Lots 1-700 from North Terrace to South Terrace and East to West Terrace. All squares and major streets named”, dated 12 July 1852. The town acres removed for the Squares are shown.  
Source: SLSA C 32.

Victoria Square reflects Light's original design in terms of its “original edges or perimeter”.<sup>290</sup> It was named in honour after Princess, later Queen, Victoria. Geographically, it is the centre of the Adelaide Plan however over time North Terrace has assumed greater importance due to the location of numerous public and institutional buildings. Light's 1837 Adelaide Plan (Figure 23) depicted an east-west road through Victoria Square but no north-south road, indicative landscaping was also shown in the two green coloured sections with concave excisions. However, Victoria Square was “left, following Light's survey, as a despondent wasteland with little care as to its development as a garden nor as a Square to which its epithet implied”.<sup>291</sup> In 1838, a pioneer settler described the Square, he “observed a fowler shooting parrots in a gum tree in the Square whom informed him that he was in the centre of the town of Adelaide, surrounded by scrub in the Square ... [he] concluded, “... there is not the remotest chance that this ... can ever come to any good”.”<sup>292</sup>

The other Squares: Hindmarsh Square, Hurtle Square, Light Square, Whitmore Square, and Wellington Square are all rectangular-shaped and also reflect Light's original Adelaide Plan (Figure 23). The Squares were named by the Street Naming Committee on 23 May 1837. Hindmarsh Square was named after Governor John Hindmarsh, the first Governor of South Australia. Hurtle Square was named after James Hurtle Fisher, the first Resident Commissioner of South Australia. Light Square was named in honour of Colonel William Light, who incidentally also served on the Street Naming Committee.<sup>293</sup> Indeed, on 5 October 1839, when Light died, he was buried in Light Square. Whitmore Square was named after William Wolryche Whitmore, who was a British Member of Parliament and was credited for the introduction of the South Australia Foundation Act to the British House of Commons.<sup>294</sup> Finally, Wellington Square was named after Arthur Wellesley, the first Duke of Wellington, a British statesman and general, and victor at the Battle of Waterloo, who was responsible for the passage of the South Australia Foundation Act through the British House of Lords.<sup>295</sup>

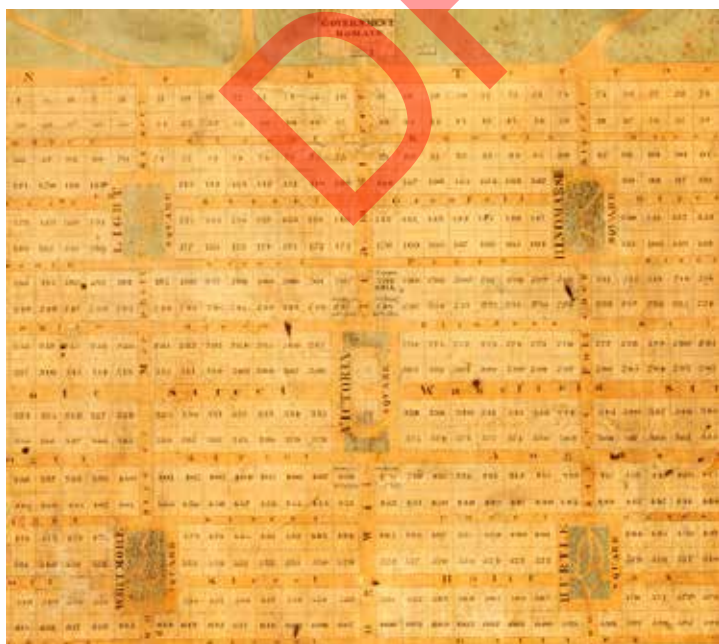


Figure 23: Light's Plan of Adelaide, 1837, showing the six green coloured landscaped Squares.  
Source: [Light's Plan of Adelaide 1837 | Adelaidia \(history.sa.gov.au\)](https://www.history.sa.gov.au/adelaidia/light-plan-of-adelaide-1837), accessed 30 August 2022.

### Landscaping the Squares: 1850s

As discussed, from the mid 1850s, landscaping discussions and debates were commonplace at the Corporation driven by the Governor's concerns regarding the "aesthetic appearance"<sup>296</sup> of the Park Lands. On 17 July 1855, the Colonial Secretary wrote to the Corporation requesting that "something should be done to improve the present very unsightly appearance of most of the Park Lands".<sup>297</sup>

Earlier, in April 1854, the Corporation had petitioned the Colonial Government for "funds to fence, layout and plant all the Squares".<sup>298</sup> The Corporation had already fenced Victoria Square in 1852, however this was considered inadequate. George Francis, horticulturalist and later inaugural Director of the Adelaide Botanic Garden, won the tender for the 1854 work, excluding fencing, and it was completed by September 1855. Importantly, this was the "first record of conscious landscape design works and planting activities in the Squares" (Figure 24).<sup>299</sup> A total of 3,000 trees were planted in Victoria Square; 1,500 trees were planted in Hindmarsh, Light, Hurtle, and Whitmore Squares; and 1,000 in Wellington Square.



Figure 24: Victoria Square, c.1866-1867 showing the original plantings of 1854.  
Source: SLSA B 22415.

Francis's work set the framework for the Squares, which City Gardener, O'Brien later adopted when he was appointed in 1861. O'Brien's most important task when he was appointed was the condition of Victoria Square. Frances had established a garden with foundation plantings but there had been little maintenance. Further, the Square existed as two garden quadrants at this time; equal northern and southern quadrants<sup>300</sup>. O'Brien reported on the Squares and explained:

*“Contractors are to remove fences on both divisions of Victoria Square and replace them in the southern part with a post and wire fence. The northern division of Victoria Square is to be fenced by the Corporation with iron hurdles and gates which have been procured from Messrs Morewood and Rogers. The paths are to be 16 feet [4.8m] wide and gravelled. We will dig a border around the whole at a given distance with a fence on both divisions ready for trees and plants as per the plan. I will plant a hedge of sweet briar [Rosa ssp] along the whole of the fence. I intend to provide and plant 3,000 trees and shrubs, these being acacia [Acacia ssp?], almond [Prunus dulcis], olive [Olea europaea], gums [Eucalyptus ssp], poplars [Populus ssp], cypress [Cupressus ssp] and others, laburnum [Laburnum ssp], honeysuckle [Melaleuca ssp], willows [Salix ssp], Spanish broom [Spartium junceum], aloes [Aloe ssp], cactus, geraniums [Geranium ssp], roses [Rosa ssp] and some bulbs. All the open spaces will be regulated and planted with grass seed. Hurtle and Whitmore Squares will be fenced in with post and rail. The rails to be taken from Victoria Square and new ones provided if required. I will also dig a border as in Victoria Square and plant a hedge of sweet briar [Rosa ssp] and plant at least 750 trees and shrubs in each Square. Similarly for Hindmarsh and Light Squares. Wellington and Hurtle Squares will be fenced and a briar [Rosa ssp] hedge put in as before and 1,000 trees and shrubs.”<sup>301</sup>*

In the 1860s, O'Brien utilised British and Mediterranean plant species but preferred Australian natives.

One of the defining landscape elements of the Squares were pedestrian circulation pathways. Over time, the pedestrian pathways across the Squares evolved. Originally, Light denoted meandering pathways in his Adelaide Plan (Figure 25). In Victoria Square, by c.1855 -1865, there were two landscaped quadrants, established tree plantings and concave diamond pedestrian pathways as designed by Francis and carried out by O'Brien. These pathways were later modified.

In Light Square, in 1865, a formal cross pathway linking north to south and east to west both with straight paths were used. The latter was retained when a cross-axis pathway was also introduced and evident in 1875. In Hurtle Square, in 1880, the union jack pathway was extant. By 1936, the north-south and cross-axial pathways were formed. In Wellington Square, in 1880, the formal union jack configuration was clear. In Hindmarsh Square, by 1886, it was evident that a cross axial union jack pathway had been implemented. By 1917, Whitmore Square's axial pathway system was evident with a “minor union jack pathway system”<sup>302</sup> overlaid but this dates back to 1880 as shown on the Smith Survey (Figure 26).

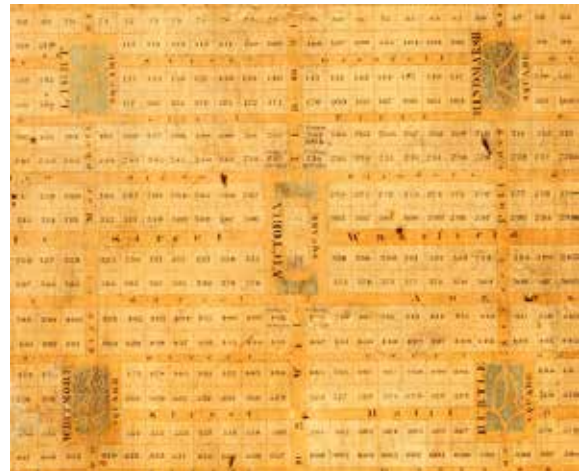


Figure 25: Light's Plan of Adelaide, 1837, showing the green coloured landscaped Squares, all with meandering paths except Victoria Square.

Source: [Light's Plan of Adelaide 1837 | Adelaidia \(history.sa.gov.au\)](https://www.history.sa.gov.au), accessed 30 August 2022.



Figure 26: Smith Survey of the City of Adelaide, 1880, illustrating the union jack circulation pathway in Whitmore Square.

Source: Smith Survey cited in Jones, D., “Adelaide Park Lands & Squares Cultural Landscape Assessment Study”, (Adelaide: Corporation of the City of Adelaide, October 2007), p.609.

### Beautifying the Squares: 1870s-1880s

From the late 1870s to early 1880s, the Corporation focussed on “renovating” the landscaping of the Squares including garden bed establishment, tree planting, fencing and new fountains and statuary, and a “general improvement of the Squares as befitting the ‘advancement’ of the City and its social culture”.<sup>303</sup> In the late 1870s, the condition of the existing fencing around the Squares attracted the attention of the Corporation. Mayor William Bunday advocated the removal of the decaying, old, split post and rail fences from the Squares and proposed to erect ornamental railings. Bunday believed this was a key factor in beautifying the City and saw this as an important aim of his term as Mayor. The City Surveyor prepared designs for the cast iron, ornamental railing fences, with Victoria Square to receive more elaborate palisading. By early 1881, fencing was erected around all five squares. However, a public vote on the extension of King William Street through Victoria Square meant that the palisades were not erected there, pending the vote.<sup>304</sup> *The Victoria Square Thoroughfare Act 1882*, gazetted in 1882, enabled King William Street to be extended through Victoria Square. Not everyone agreed and there was some community opposition concerning the “visual aesthetic deterioration of the Squares as portions in each were dissected or appropriated for bitumen”.<sup>305</sup> The Corporation believed though that: “the chief points of value carrying King William Street through the Square, are the construction of a line of communication between the hitherto several portions of the magnificent street and an unobstructed view, southwards of that picturesque and pleasing portion of the city, North Adelaide”.<sup>306</sup>

*“The visual aesthetic argument is interesting as Light never planned for King William Street to connect to North Adelaide as Government House was to terminate this vista at North Terrace. It is also interesting to postulate, given the design of the Square’s overall in Light’s plans whether he intended roads to dissect the Squares at all or whether they would act to ameliorate the summer dust that would otherwise be funnelled down the north-south street corridors”.*<sup>307</sup>

In late 1883, the road through Victoria Square was completed (Figure 27). In the Corporation’s Annual Report of 1883-84, Mayor Edwin Smith reported that the new road was finished, the four quarters of the Square were enclosed with palisading, the planting was completed and “already the trees and shrubs begin to show signs of that beauty to which it is hoped they will ultimately attain”.<sup>308</sup>



Figure 27: Victoria Square, 1887.  
Source: SLSA B 63015/1.

The City Squares received much attention from the Corporation. With Pelzer’s appointment as City Gardener in 1899, he set out to “renourish the Squares”,<sup>309</sup> improving lawns, flower beds and trees in each Square. He also erected hoops alongside the pathways in Victoria, Hindmarsh, Hurtle, Light, and Whitmore Squares, with iron hoops to the four large garden beds in Wellington Square. By the end of 1901, all Squares were fenced with wire netting preventing dogs damaging the landscaping. The Squares underwent a Gardenesque transformation under Pelzer. Pelzer removed trees which were overcrowding the squares, planted new ones, and protected the gardens from dogs with wire netting. However, attitudes to fencing changed over time and by c.1929-31, under Pelzer, all fencing and palisading was removed from Victoria Square.

### Tramway excisions and roads

One of the key factors which influenced the design of the Squares was transport. Earlier, in the first decade of the twentieth century the Municipal Tramways Trust installed electric trams throughout the city (Figure 28). In 1909, electric tram tracks cut through Hindmarsh Square and Hurtle Square dividing them both into their present four sections (Figure 29). Light Square was also modified with the tramway which introduced a new east-west route along the alignment of Currie Street.<sup>310</sup> However, Whitmore Square and Wellington Square were barely impacted. Whitmore Square's north-western corner was excised. The affected Squares were subsequently remodelled and relandscaped to accommodate the tramway tracks.

The Squares were also affected by new roads and road widening. In 1910, the Currie Street roadway was cut through the northern portion of Light Square which still exists today. In 1924, in Hurtle Square, Pelzer removed 10 Moreton Bay Figs in line with Halifax Street to suit the widening of the north-south roadway and this arrangement remains today.<sup>311</sup> During 1926, the southern end of Hindmarsh Square was excised to suit the Pirie Street widening. In the 1960s, Victoria Square was also redesigned. Road realignment works were completed when King William Street was temporarily closed in 1965 and diagonal roads were introduced.<sup>312</sup> The removal of the north-south road through Victoria Square changed the Square. Today, there is still east-west access through Reconciliation Plaza, and north-south access in via the diagonal roads around the Square.

### Renewal of Squares

Over time, the Squares have been continually renewed and updated. Near the end of World War Two, in late 1944, "Alderman (later Lord Mayor) John McLeay turned the Corporation's attention to the quality of its Squares. The funds expended on the Squares had dwindled, many of the trees planted in the 1860s-70s and in the 1880s-1930s were aging or in poor quality, and much of the Squares had been appropriated for air raid construction and training purposes".<sup>313</sup> The Squares underwent numerous further renovations throughout the twentieth century. However, even to the present day, they continue to be a place of respite of landscaped green space particularly for those who work in the city.



Figure 28: "A panoramic view of Adelaide featuring Victoria Square, King William Street with traffic of electric trams, cars, and a horse drawn vehicle", 1911.

Source: SLSA PRG 280/1/15/807.



Figure 29: Hindmarsh Square looking west showing the electric trams cutting through the Square, April 1911.

Source: SLSA B 2154.

### 3.8 World War Two to 2000s: Park Lands sport, carparks and informal gardens

During World War Two, the “lack of labour as well as priorities directed towards the war effort and elsewhere saw the Park Lands become so neglected that they were considered no better than cow paddocks ... Despite this, over 300 permits to play sports on the park lands were issued in the year 1944-45”.<sup>314</sup> Post-World War Two “management of the Park lands included de-fencing, de-stocking, road re-alignment and deviation, as well as the creation of more space for sporting activities”.<sup>315</sup> As mentioned, in 1972 the last two dozen cows were removed from the Park Lands, however today, horses still graze in the North Adelaide Park Lands.

Post-World War Two, car ownership rose, and car parking became a serious problem in the Park Lands. This made the “de-fencing process both a curse and a blessing. By 1948 about 40 roads crossed the Park Lands and within a couple of years traffic flow and parking problems in the city had reached a crisis point. ... In March 1957 Councillor Rymill warned the council that, ‘if the parking issue wasn’t sorted soon the Parks would have to be used’. Wherever city roads crossed the Park Lands, illegal parking took place in sections where there was no kerbing. This also applied to ‘most of the terraces on the city side of the parklands and to those abutting them in suburban council areas’. Protestors, including local architects, argued against the Park Lands being used for parking. In 1962 internationally renowned visiting architect Robin Boyd advised: ‘don’t undersell your parklands ...’.<sup>316</sup> As a comparison, in 1836, there were 25 roads in and through the Park Lands, but by 1987 there were 44 public roads (Figure 30).<sup>317</sup> Today, the issue of car parking continues, particularly in relation to temporary events such as the Royal Adelaide Show where large numbers of cars park on the Park Lands.

From the mid to late twentieth century, landscaping philosophies changed, and this was played out in the design of Park Lands gardens. In 1972, the Corporation “decided ... not to create any further formal gardens”.<sup>318</sup> From the 1980s, there continued to be a “move away from creating formal gardens and planting exotics. Instead the emphasis turned to re-instatement of native vegetation. Director of Parks Andrew Taylor, “sought to replant parts of the Park Lands with native and indigenous grasses, shrubs and trees; a philosophical agenda that continues to today”.<sup>319</sup>

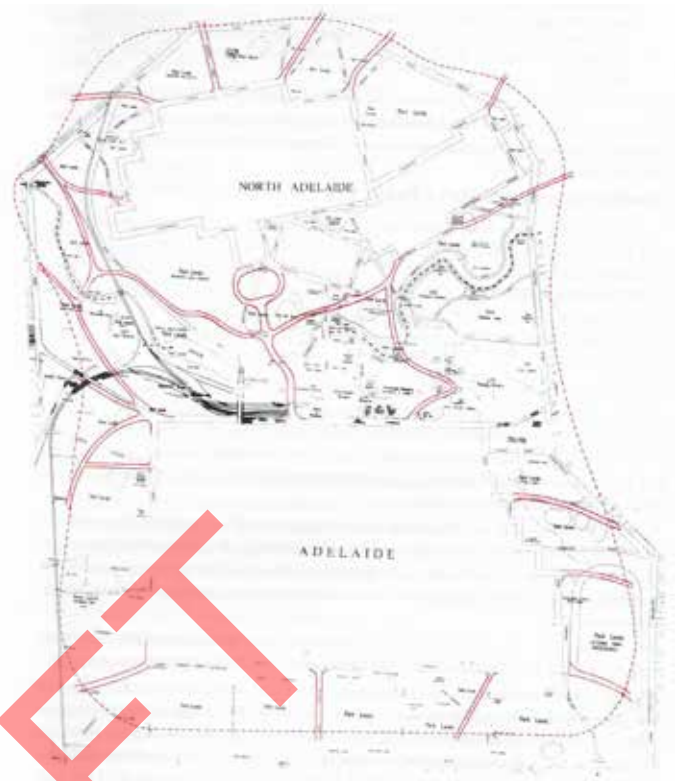


Figure 30: Roads shown on Light’s original plan (red) compared to the number of roads c.1987.

Source: Daly, J., Decisions and Disasters: Alienation of the Adelaide Parklands, (Adelaide: Bland House, 1987), p.119.



## Alienation of Park Lands

One of the most prominent issues related to the Park Lands is the alienation of land. “More dramatically and officially, alienation began when an initial 380 acres were acquired for ‘public buildings’, most along the south side of River Torrens, that is the north edge of South Adelaide ... Alienation is a legal term for the conveyance from one entity to another of anything including land”.<sup>320</sup> In 1849, the *Municipal Corporations Act* was enacted which together with successive legislation “guided decisions over excision of sections of parklands for government and other ends. The earliest alienation, as mentioned, was one of the most significant. It was a strip of land between North Terrace and the Karrowirra Parri/River Torrens and ran from the north-west corner of the city to the north-east corner. The “loss of such an expansive area and its conversion for prominent cultural and institutional buildings including Parliament House, the Art Gallery and University of Adelaide, destroyed ‘the open prospect down to the river’<sup>321</sup> ... The expunging of this significant strip marked as ‘Park Lands’ in the original plan provided a precedent for later severances that progressively further masked and eroded the intended purpose of the river valley”.<sup>322</sup> In 1903, the Park Lands Preservation Society was founded to protect against further alienation. Over time:

*“[o]ther alienated sections of the Parklands were turned over to roads, bridges, railway yards, tracks and sheds, a major tramcar depot, and water and sewerage works. Some housed facilities like the Adelaide Gaol and Police Barracks, both built in the north-western Parklands, and an Astronomical Observatory and the Bureau of Meteorology constructed in the West Parklands. After World War 2 the observatory and weather bureau were replaced by the Adelaide High School. The Adelaide Railway Station and Environs Redevelopment (ASER) on North Terrace in the 1980s comprised a multi-storey hotel, casino and convention centre and heralded the first major commercial development on the parklands.”<sup>323</sup>*

In 1973, the Festival Centre was opened and built on an “already alienated section of parklands ... However, amongst other changes, it meant the demolition and relocation of the City Baths. Consequently, a swimming centre was built in the North Parklands. Originally outdoor, it was converted to a covered complex in 1985, creating the Adelaide Aquatic Centre, and raising local ire over what was regarded as a visual intrusion into the Parklands<sup>324</sup> ... Since the 1980s, other executed developments on the Parklands – the ASER project, previously mentioned, the National Wine Centre in the East Parklands and the redevelopment of the Memorial Drive tennis complex adjacent to Adelaide Oval – have all met with strong opposition. The underlying issues – what are the Parklands for and who should use them – and the tensions that these raise have not changed: ‘the real threat has never been wholesale alienation [of the Parklands], but there has always been the risk ... of slow, piecemeal allocation of parts ... for inappropriate, intrusive and sometimes tasteless ‘development’, often in the name of adding to the public amenities’”.<sup>325</sup> Initially the Park Lands covered 2,300 acres but alienated land amounted to a loss of over 600 acres, today the total area is 1,730 acres.<sup>326</sup> The alienation of the Park Lands is illustrated in the section entitled Key Plans of the Park Lands Alienation which has been extracted from Daly’s key text *Decisions and Disasters: Alienation of the Adelaide Parklands*.<sup>327</sup>

# Developmental Sequence



**1839**  
 > Light's 'Vision'



**1845**  
 > Outer boundary established by subdivision of Country Sections  
 > Majority of connecting routes cut through Park Lands



**1895**  
 > Government lands within Park Lands expanded  
 > Alienated lands dedicated to railway, university and hospital



**1930-1950**  
 > University land expands to north  
 > Mounted police barracks established  
 > Squares bisected by through roads



**2008**  
 > Land for new hospital/health precinct created  
 > National heritage listing

### A place for community

In 2022, the Adelaide Park Lands covers 760 hectares, and the City of Adelaide website asserts it is “Australia’s biggest backyard. Residents and visitors alike can enjoy healthy and balanced living through sport and exercise, recreation and relaxation. There are 29 parks and 6 city squares all with a variety of different features and facilities”.<sup>328</sup> The City of Adelaide proudly states the “expansive Adelaide Park Lands are the city’s crowning glory. Part of Colonel Light’s vision to design a city that enriched its people’s wellbeing and quality of life, the Park Lands embrace the city in a leafy figure of eight. They are the city’s lungs, backyard, playground, meeting space and more”.<sup>329</sup>

The Park Lands has been and continues to be the site of many community events, some of which attract large numbers of locals, interstate and international visitors alike. These events included motorsport events such as the Australian Grand Prix, to the Adelaide 500 (Victoria Park) which is still held today. Other sporting events range from the Tour Down Under cycling (based in Victoria Square and through the city streets) (Figure 31), to equestrian events. Horse racing has a long history in the Park Lands stemming back to Victoria Park Racecourse, and today the Australian International 3 Day Event triathlon Horse sport (east Park Lands) is still held.

Large concerts are also frequently held in the Park Lands including Carols by Candlelight (Elder Park) (Figure 32), Rymill Park, and Botanic Park. The Adelaide Oval also provides a venue for concerts. The Park Lands has provided a site for many multicultural festivals over the years. These include: the Asia Oasis Street Food Festival (War Memorial Drive), OzAsia Festival including the Lucky Dumpling Market (Elder Park), and Glendi Greek Festival (Victoria Square) to name a few. Tasting Australia (established 1997) gourmet food festival is also held in Victoria Square.

The Adelaide Fringe is one of the most notable community events held in the east Park Lands and attracts a large number of visitors, as does the world music festival, Womadelaide held on 34 hectares of Botanic Park attracted around 90,000 people (Figure 33). The Adelaide Fringe was established in 1960 and includes events such as Gluttony (Rymill Park) and the Garden of Unearthly Delights (east Park Lands) (Figure 34). Similarly, the Adelaide Festival (Elder Park) holds open-air events in the Park Lands. Bonython Park too has a history of hosting various circuses. The city streets also provide sites for community events such as the Christmas Pageant.

The City of Adelaide promotes the Park Lands for use as a wedding venue, highlights facilities such as dog parks, cycling and walking trails, tennis, basketball and netball courts, football fields, soccer pitches, cricket pitches, hockey fields, fitness stations, skate and ride parks, and playgrounds including Bonython playground, Marshmallow play space, Glover (North) playground, Bush Magic playground, and Princess Elizabeth playground.

Day to day, the Park Lands ovals, basketball courts and playgrounds are also used by various city schools including Pulteney Grammar School, Gilles Street Primary School, Sturt Street Primary School, and Adelaide High School. These provide schools on compact city sites to have access to green space for recess and lunchtimes, and for school sporting activities.



Figure 31: Tour Down Under.

Source: Experience Adelaide website, [Experience Adelaide | Santos Tour Down Under](#), accessed 14 November 2022.



Figure 32: Carols by Candlelight in Elder Park.

Source: Experience Adelaide website, [Experience Adelaide | Carols by Candlelight](#), accessed 14 November.



Figure 33: Womadelaide.

Source: Experience Adelaide, [Experience Adelaide | WOMADelaide](#), accessed 14 November 2022.



Figure 34: Adelaide Fringe.

Source: Experience Adelaide website, [Experience Adelaide | Adelaide Fringe](#), accessed 14 November 2022.

### Sustaining and protecting the Park Lands

Maintaining the Park Lands especially during the summer months has been an ever-present challenge. Stemming from the late 1950s, debates ensued regarding “whether the Park Lands should be maintained in the warmer months as European green or Australian brown, the Adelaide City Council, along with other government agencies and private companies, has resolved the issue by adopting a compromise that is somewhere between these two extremes, through the Glenelg to Adelaide Park Lands Recycled Water Project, which began in September 2008”.<sup>330</sup> In a “landmark but costly \$75 million project funded by the state and federal governments, recycled water is piped 8.3 kilometres underground from the Glenelg Wastewater Treatment Plant. Pipes encircle the entire Park Lands on the inner and outer boundaries along 34 kilometres to connect with the existing Adelaide City Council irrigation network, using an open-trench process, micro-tunnelling and horizontal drilling techniques under major roads, train lines and the River Torrens. On Monday, 11 January 2010, the Glenelg to Adelaide Park Lands recycled water pipeline was officially launched by the project partners, the State Government and the Australian Federal Government”.<sup>331</sup>

Currently, the City of Adelaide has a number of Biodiversity projects in progress including the Native Bee BnB, South Park Lands creek revival, Bonython Park/Tulya Wardli riparian restoration, “Kaurna Cultural Burn”, Carp removal, and the Biodiverse Carbon Offset Planting Reservoir Park/Kangatilla (Park 4).<sup>332</sup> The “Kaurna Cultural Burn” will be undertaken by the City of Adelaide in association with the Kaurna people and will be a controlled burn in a biodiverse area of the Park Lands. The Kaurna people traditionally used fire to manage the land. The “Kaurna Cultural Burn” will be an “historic occurrence and the first such project to be undertaken in a capital city in Australia”.<sup>333</sup> The Bonython Park/Tulya Wardli riparian restoration is another project which focusses on biodiversity by revegetating the Karrawirra Parri/River Torrens back to a natural riverbank ecosystem which aims to provide an insight into how the area may have appeared prior to European settlement (Figure 35). The Biodiverse Carbon Offset Planting project aims to revegetate part of Reservoir Park/Kangatilla (Park 4) with native flora and create habitats for native fauna.

Over time, the importance of Adelaide’s Park Lands has been recognised (Figures 36, 37 and 38). In 2005, the *Adelaide Park Lands Act* was enacted. The Act was created “to establish a legislative framework that promotes the special status, attributes and character of the Adelaide Park Lands; to provide for the protection of those park lands and for their management as a world-class asset to be preserved as an urban park for the benefit of present and future generations; and for other purposes”.<sup>334</sup> On 11 December 2006, the Adelaide Park Lands Authority charter was adopted by the Adelaide City Council and on 14 December 2006 it was gazetted. It is a “key advisor to both the Council and the State Government on the protection, management, enhancement and promotion of the Adelaide Park Lands”.<sup>335</sup> The Park Lands Authority is also known as the Kadaltila/Park lands Authority. Currently, the City of Adelaide manages around 80 per cent of the Park Lands with the other 20 per cent (including the Botanic Park and Adelaide Botanic Garden) managed by the South Australian Government.<sup>336</sup>

On 4 November 2008, the “Adelaide Park Lands and City Layout received the nation’s highest heritage honour when it was included on the [National Heritage List](#)”.<sup>337</sup> Within this National Heritage Place, there are approximately 49 State Heritage Places and six Local Heritage Places, as discussed in more detail in the Significance Chapter.



Figure 35: Bonython Park/Tulya Wardli riparian restoration works.

Source: City of Adelaide website, [Biodiversity projects | City of Adelaide](#), accessed 14 November 2022.



Figure 36: Adelaide, 2022.

Source: City of Adelaide website, [Adelaide City Highlights | City of Adelaide \(cloudtour.cc\)](#), accessed 14 November 2022.



Figure 37: Adelaide, 2022.

Source: City of Adelaide website, [Adelaide City Highlights | City of Adelaide \(cloudtour.cc\)](#), accessed 14 November 2022.



Figure 38: Adelaide, 2022.

Source: City of Adelaide website, [Adelaide City Highlights | City of Adelaide \(cloudtour.cc\)](#), accessed 14 November 2022.

### 3.9 Conclusion

Light's Adelaide Plan has changed little since its inception. The colonial settlement based on Wakefield's principles of Systematic Colonisation, defined by the gridded city layout with its city squares and encircling Park Lands epitomises the archetypal nineteenth century parkland town. The importance of Light's Adelaide Plan and in particular the Park Lands was captured in 1911 by the then "Mayor of Adelaide, Lewis Cohen, [who] proclaimed that 'the parks are the pride and glory of this city – the best and greatest asset it has or ever can have. To every generation they are becoming more valuable'".<sup>338</sup> Thus, the Park Lands have "proven to be Adelaide's major and emblematic asset, unique in the world and unequalled, then and now".<sup>339</sup>

The Adelaide Park Lands and City Layout are much revered and "distinguishes the South Australian capital from its national equivalents and sets it apart internationally".<sup>340</sup> Thus, as Jones summarised, Light's 1837 Adelaide Plan is a:

*"significant symbolic expression of the spirit of the new colony and the essence of the Wakefieldian vision upon which it was based. The Plan is a significant spatial design, in terms of its town planning legacy, but also the role it played and continues to play in articulating a design and planning character for the City as well as numerous other settlements throughout South Australia that reside within versions of the same plan model. Thus, there is symbology value with the Plan associated with the origins of the settlement, value in its contribution to town planning and settlement theory both in South Australia and internationally, and aesthetic and spiritual value to the City that it encircles and symbolises."*<sup>341</sup>

From uncertain beginnings, the Park Lands and City Layout have been maintained and today are celebrated for the social, cultural and environmental benefits they bring to Adelaide. The enduring legacy of the Adelaide Plan continues today shaping the City and Park Lands. As Johnson poignantly concluded:

*"Who then could know that a small colonial town and its verdant parks would contain expressions so much more than expected ... and an archetype so valuable"*<sup>342</sup>

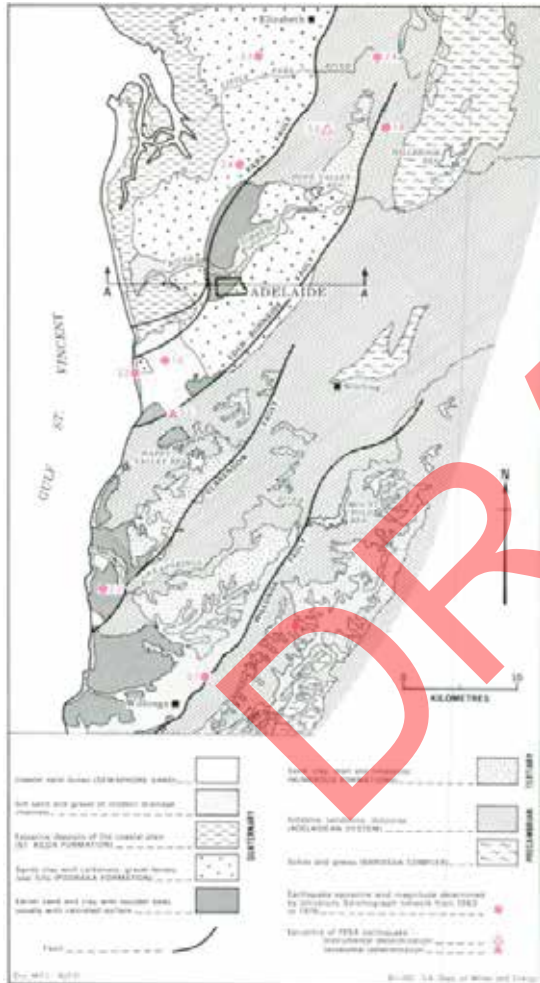


# 4. Place Description

# 4. Place Description

## 4.1 Chapter Outline

This chapter begins with an overview description of the Adelaide Park Lands and City Layout study area, including site wide attributes such as the area's geology, topography, climate, and overall visual setting. It then provides a physical description of the individual Parks and City Squares. This second part includes information about the development sequence of the Parks and Squares and comments on the physical condition of landscape and built elements.



## 4.2 General Description of the Area

### 4.2.1 Natural Environment

#### Topography, Geology and Hydrology

Adelaide City and its Park Lands are sited on the first major rise in ground away from the coast of the Gulf St Vincent, with the two parts of the city set either side of one of the numerous creeks emerging from the Mt Lofty Ranges. As mentioned earlier, Light selected the area to ensure against flooding and with the understanding that access to a fresh water supply was essential.

Geologically, the rise in elevation corresponds to a buried fault scarp along the Para fault line which was formed in a series of faulting events between 1.5 million and 10,000 years ago. Geologists have since commented that the ancient geological history hence played a part in the siting of the city.<sup>343</sup> The higher topography achieved Light's aim of avoiding flood prone areas and the rise along the fault line provided natural damming to the river which created the deep pools observed by the Adelaide settlers.

The legacy of the local topography can also be read in Light's adjustments to the rectilinear grid layout north and south of Karrawirra Parri/River Torrens, the most prominent feature in the area's landscape. The different orientation of the two North Adelaide grids was controlled solely by the course of the river and the shape of its escarpments to maximise the flattest areas of the plateau<sup>344</sup>. The irregular shape of East Terrace was similarly planned to avoid the seasonal swampy patches occurring around a Karrawirra Parri/River Torrens tributary later known as Botanic Creek.

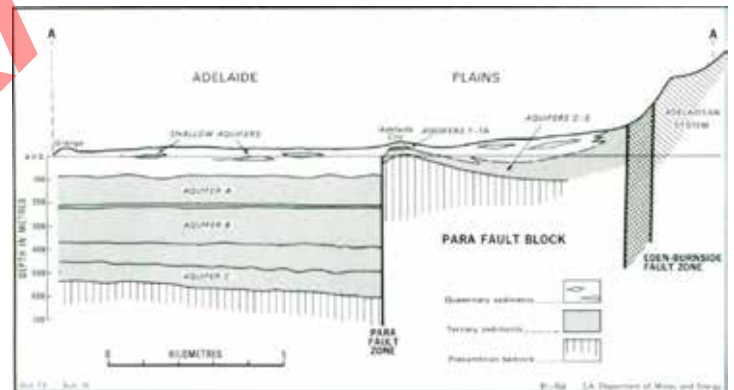


Figure 1 (left): Geological map of the Adelaide Plains showing the position of Adelaide City adjacent to the Para Fault line. Source: Selby, J. & Lindsay, J. M. & South Australia. Engineering geology of the Adelaide City area. (1982).

Figure 2 (top): Geological section across the Adelaide region. Source: Selby, J. & Lindsay, J. M. & South Australia. Engineering geology of the Adelaide City area. (1982).

Since establishment, the most notable changes to the topography in the study area have occurred to the shape and nature of the Karrawirra Parri/River Torrens. Over the course of European settlement, the river was transformed from a small seasonal creek that dried to a few waterholes in summer to a lake and green park lands that are a central focus for the city.<sup>345</sup> Early depictions of the river show wooded and gently sloping banks, but within a short time of settlement, the riverbank vegetation was plundered, and the banks were scoured by winter flows, making the river perilous and impassable in some areas. Eventually, Torrens Lake was created by the formal damming of the river in 1881 which completed the transformation of the river from a resource to recreational use. Later, under the direction of town clerk William Veale, stone terraces and formal gardens were built between the Adelaide and Albert Bridges further formalising the riverbanks. Substantial fill also appears to have occurred in Park 10 and Park 12 to the north of the river to create flatter areas for sporting fields.



Figure 3: Government Hut, Adelaide, Martha Berkeley, c.1839 showing the gently sloping riverbanks. Source: Art Gallery of South Australia



Figure 4: Drawing by Samuel Calvert of the early settlement in Adelaide looking south-east from a point near Strangways Terrace in North Adelaide – showing the comparative degree of erosion. Source: SLSA PRG 50/37/8

DRAFT



## Soils

Soils in the Adelaide region are generally red-brown earths which are well known for their seasonal movement, swelling when wet in winter and shrinking when dry in summer. This highly reactive nature of the clayey alluvial soil, together with the existence of local perched water tables caused problems in city streets, turning them into a 'city of endless mud'<sup>346</sup> in the early days of the settlement. Bullock drays were forced to use the footpaths to avoid becoming stuck in knee deep mud. Numerous early accounts also appear in newspapers about the resultant cracking to masonry structures due to the swell shrink of soil around footings.

Previously prepared reports have identified four main soil types found to be the study area. They include:

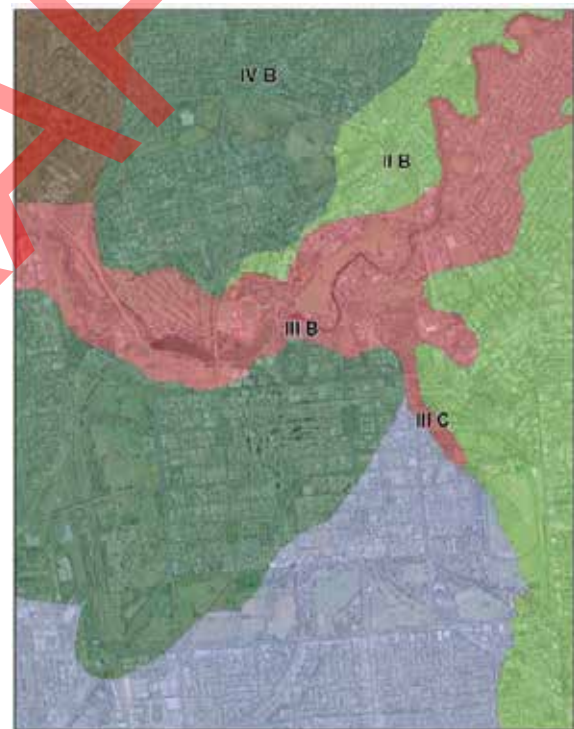
- > Alluvial Soils which have no general profile, are varied in textures and position. They are common along the River and rising terraces along the River.
- > Red Brown Earth (Western region – Lower Outwash Plain) – light textured topsoils over well-structured red-brown clay subsoil, generally associated with savannah woodlands.
- > Red Brown Earth (Eastern region – Upper Outwash Plain) – similar to the description above but with less water-logging problems than those of the western region. Probably characterised more by Blue gums (*Eucalyptus leucoxlyn*).
- > Brown Soil – typically a sandy or loamy topsoil, gradually increasing to clay loams deep in the profile and occurring in strong association with mallee woodlands.<sup>347</sup>

These areas have been mapped onto the study area in the figures below. The varying soil types also affected the success of introduced species which is evident in the comparative heights of the same tree in parks north and south of the river.



**Figure 3.**  
Soil Boundaries in the Adelaide Park Lands  
LOP Lower Outwash Plain. Alluvial fan of the River Torrens below the Para Flats with alluvium all Para Flats Vegetation.  
PFB Para Flats Block: Eastern tilting area and platform.  
PFB-M Middle of alluvium against material.  
PFB-O Outwash alluvial from Para Flats Block and including some older alluvium/ River Terrace.  
T.A.L. Fluvial terraces and stream channel of River Torrens, including broad floodplain at tributary junction.  
UOP Upper Outwash Plain: Contacting alluvial fans of creeks draining the Eden Flats Block and its escarpment.  
UOP-L Lower part of the Upper Outwash Plain.  
UOP-U Upper part of the Upper Outwash Plain.

Figure 5: Soil Boundaries in the Adelaide Park Lands. Source: Melanie Long. *A Biodiversity Survey of the Adelaide Park Lands, South Australia* in 2003.



**Figure 4.**  
Pre-European Vegetation Communities of the Adelaide Park Lands  
I *E. microcarpa*-*E. leucocarpa* Woodland  
II *E. amygdalina*-*E. camaldulensis* Woodland (+ II B)  
III *Acacia* Woodland (+ III B and III C)  
IV *E. peruvia* Mallee Woodland (+ IV B)  
V *Eucalyptus* sp. (*E. tyronensis*) Mallee Woodland

Figure 6: Pre-European Vegetation Communities of the Adelaide Park Lands. Source: Melanie Long. *A Biodiversity Survey of the Adelaide Park Lands, South Australia* in 2003.

### Vegetation & Biodiversity

Prior to European settlement, the area was actively managed by the Kurna people and contained significant levels of biodiversity, probably the richest in South Australia. River red gums, the South Australian bluegum and some Drooping sheoak were common along the banks of Karrawirra Parri/River Torrens, and in the city area, open grassy woodlands and mallee woodlands occurred.<sup>348</sup> Large expanses of shoulder-high grass covering the Adelaide plains which impressed the early settlers were a product of the “fire-stick farming” practiced by the Kurna people to encourage renewal of seeding flora.<sup>349</sup>

Upon arrival, European settlers cleared the native vegetation for stock grazing, agriculture, and housing. Many new plant species were introduced to the detriment of native flora and resulted in significant loss of biodiversity. The level and swiftness of vegetation clearing is illustrated in the denuded landscape recorded in the Duryea panorama of 1865. In his 1996 seminal survey of the Adelaide plains region, naturalist Darrell Kraehenbuehl concluded that the destruction was so complete that hardly any remnants of the original flora remain.<sup>350</sup> Two River Red Gums in the Adelaide Botanic Garden are the only remaining large trees in the Park Lands identified in previous surveys and some smaller trees in the West Terrace Cemetery.<sup>351</sup>

From the 1990s onwards greater value was placed on bio-diversity loss, and considerable efforts have since been made by the City of Adelaide and other community interest groups such as Bush for Life to restore areas of pre-European vegetation. Revegetation has had a major influence on the current physical condition and landscape character of the Park Lands. As a result, the Park Lands today are a mixture of exotic and native species. The plantings of native Australian trees largely consist of Western Australian eucalypts, River Red Gums, Sugar Gums and Lemon-scented Gums. Other Australian trees commonly found across the Park Lands include Kurrajongs and Morten Bay Figs. There are also patches of native Australian shrubs including Acacia, Melaleuca, Grevillea, Callitris, Hakea and Callistemon. The most abundant exotic tree species across all areas are the Pepper Tree, Aleppo Pine, Radiata Pine, Athel Pine, Ash Trees, Elms and Olives. At lower level, most of the area is covered with exotic grasses.<sup>352</sup>

Areas identified of bio-diversity importance in 2003 include:

- > West Terrace Cemetery is one of the most important sites for local indigenous species in the Adelaide area as it contains many examples of remnant flora.
- > Tuttinga/Park 17 has stands of native grasses and a Trees for Life Bush Care Site that contains many examples of locally indigenous species.
- > Pityarrilla /Park 19 contains areas of native grasses.
- > Kurranga /Park 20 also contains areas of native grasses as well as areas of Native Sorrel and Blank-Anther Flax-Lilly.
- > Minno Wirra/Park 21 West has areas of naturally re-generating grass and non-grass understorey species.<sup>353</sup>



Figure 7: A portion of Duryea's 1865 Panorama of Adelaide, looking down King William St toward North Adelaide showing the completely barren north and south Torrens River valley. Source: SLISA: B5099.

#### 4.2.2 Aboriginal Evidence

The Kurna people are the recognised traditional owners of the Adelaide Plains. Kurna country is described as extending from Cape Jervis to Port Wakefield along the eastern shore of Gulf St. Vincent, and inland to the Mount Lofty Ranges.

Following the arrival of the European settlers, the cultural practices and traditional way of life of the Kurna people were initially suppressed by the colonial administrators, and later complicated and disrupted by the sponsored arrival of Aboriginal peoples from outlying districts, including as far away as the upper reaches of the River Murray<sup>354</sup>. Eventually the surviving Kurna were forcibly sent to colonial missions far away from their traditional lands. Tangible evidence of their use and management of the lands that make up the City and Park Lands was lost in the subsequent complete transformation of the area into a European designed landscape. Micro relief features that may have formed evidence of Kurna daily life and cultural practices, such as arrangements of stones, fish traps, midden heaps, areas cleared of vegetation and hollowed trees utilised as shelters no longer exist. It is however reported that a now dead hollow River Red Gum in the Botanic Gardens was used as a camping place by Aboriginal people for fifteen years after the official opening of the Adelaide Botanic Garden.<sup>355</sup>

Gradually the Kurna population in Adelaide increased during the second half of the twentieth century as the laws and policies which discriminated against Aboriginal people were overturned and irrespective of their displacement, the Kurna people maintained a cultural and spiritual tie to their country, particularly to sites along Karrawirra Parri/River Torrens. Since the 1960s a distinct Kurna identity has re-emerged, supported by efforts to recover the Kurna language.<sup>356</sup> A much greater awareness of the spiritual connection to their land has also developed. Several sites within the Park Lands and City Layout are recorded in the South Australian Register of Aboriginal Sites and Objects – refer **Heritage Significance**.

As the only open space remaining around the city area, the Park Lands and Squares have been the focus of Aboriginal reconciliation and activities in the Adelaide city region. In 1997 the City of Adelaide was among the first Councils to sign a Reconciliation Statement and subsequently in 2002 Council endorsed the dual naming of Victoria Square/Tarntanyangga and the Aboriginal flag was to be permanently flown in the square, a first in Australia. By 2012 all 28 Parks and the Squares had dual names, developed in consultation with the Kurna people. In May 2021, the Kurna community and the City of Adelaide collaboratively delivered the Kurna Kardla Parranthi Cultural Burn Project in Carriageway Park /Tuthangga (Park 17) in the south Park Lands, the first cultural burning project in a capital city setting.<sup>357</sup> Whilst these are seen as positive steps towards reconciliation, the recognition of the traditional owners remains contested. It has been argued that the naming of Parks and Squares which conform to the colonial spatial divisions is a further protraction of the colonial perspective and signifies the repeated practice of consigning Aboriginal people to city fringes. The level of memorialisation to colonial achievements, specifically to European men, throughout the Park Lands and City Squares is also criticised for its lack of balance.<sup>358</sup>

#### 4.2.3 Historic Archaeological Evidence

In the fledgling years of the colony, areas within the Park Lands on the banks of the river were the site of temporary settlements while colonialists waited for houses to be built. Later, other official uses included stock yards, government stores and the 'Native Location'. Informally, the Park Lands were exploited for squatting, rubbish tips, clay pits and stone quarrying. As the use of the Park Lands and Squares evolved and expanded, these early uses were removed, and the areas repurposed. Their locations are documented in archival sources but the extent to which evidence of them is recorded in archaeological deposits is unclear, as subsequent alterations to the topography and landscape is likely to have impacted upon their integrity.<sup>359</sup> Archaeological investigations at the Adelaide Gaol by the SA Museum have uncovered materials from the temporary settlements.

Later government institutions developed in the second half of the nineteenth century in the Park Lands, now not extant, or their sites redeveloped, may also have the potential to reveal information not available in the document record.

Sites previously investigated in the Park Lands include:

- > Old Adelaide Gaol – a series of excavations carried out by Keryn Walshe, SA Museum, unpublished 2011-2018<sup>360</sup>
- > Adelaide Observatory 1885 Transit Building in Tambawodli/Park 24 was investigated by Cameron Hartnell of Australian Heritage Services during the redevelopment of the Adelaide High School site, March 2014.

Archaeological assessments in the Park Lands include:

- > IHC 2020. Brown Hill and Keswick Creek Stormwater Management (Adelaide Park Lands). Unpublished report prepared for ProcurePM, Adelaide.
- > IHC 2022. New Women's and Children's Hospital – The Barracks. Historic Archaeological Assessment. Unpublished report prepared for the State Government Department of Infrastructure and Transport, Adelaide, South Australia

#### 4.2.4 Current Land Tenure and Management

The City of Adelaide manages approximately 74 per cent of the Park Lands, with the remaining 26 per cent (which includes the Adelaide Botanic Garden and Botanic Park) managed by various departments and agencies of the South Australian Government. The City of Adelaide licences the use of portions of the Park Lands to various state government authorities, community groups, private schools and sporting associations, a record of which is published online.



Figure 8: An extract from the online mapping database provided by the City of Adelaide showing the areas controlled by the City and those controlled by the State government. Source: <https://adelaidecity.maps.arcgis.com/apps/MapSeries/index.html?appid=271731c2c0714bda9af2fc394983203b>



Figure 9: An extract from the online mapping of City of Adelaide leases and licences. Source: <https://adelaidecity.maps.arcgis.com/apps/MapSeries/index.html?appid=271731c2c0714bda9af2fc394983203b>

#### 4.2.5 City Layout

Little has changed to the fundamental layout of Adelaide since the city was surveyed according to Light's plan. The layout is composed of one major grid to the south of the river of 700 square one-acre allotments and three smaller grids to the north of the river of 342 allotments. The south, or city grid, is orientated with its longer dimension east-west whereas the three smaller north grids are rotated to follow the shape of the river escarpment, forming small triangular shaped pieces of park land where they intersect. Allotments are arranged in groups of sixteen (eight back-to-back) running east-west, resulting in fewer north-south streets. The streets are generally wide and alternate between being 99 and 66 feet (30 and 20m), except for the central east-west Grote and Wakefield streets which are 132 feet (40m), as are the surrounding four terraces. The squares were formed by deleting six allotments from the pattern for the smaller squares and eight for the large central square.

Light and his surveyors laid out the larger south portion of the city first, starting in the north-west corner, south of the river, and worked from west to east and north to south. It is unclear how Light reached the decision to delete the northern most allotments along the eastern edge and instead extend the eastern limit of the plan in the south-eastern corner. One account records that upon pegging out the north-eastern corner, the surveyors found that it lay in the river's flood plain and the final block of allotments to the east was removed instead of revisiting the allotment size.<sup>361</sup> As 700 were planned for the south grid, the make-up was simply added to the south-eastern corner. Another researcher has argued that the adjustment demonstrates a degree of pragmatism amongst the surveying party when they discovered that Light's notional plan did not transfer to the ground conditions and the adjustment was made possible by their work pattern. Working eastwards in a looping fashion allowed them to take advantage of the shape of the entire flat plateau. At each succeeding traverse extra blocks of allotments were added to the eastern edge which formed the stepped eastern terrace. This change had the added advantage that there were more lots with Park Land views.<sup>362</sup> It may be that this modification which inspired Light's further experimentation with the northern grids which were laid out subsequently, and for which there are obvious advantages to more lots with fronts to Park Lands since this area was intended primarily for housing. Efforts have been made to geometrically relate the various grid orientations in the plan, but these are not supported by ground measurements.<sup>363</sup>



Figure 10: Modifications to the original layout of a portion of the Adelaide from an urban morphology study of several Australian and American cities. Source: Siksna, A., 1997. The effects of block size and form in North American and Australian city centres. *Urban morphology*, 1 (1), pp.19-33.

In the subsequent development of the city grid, it was quickly found that the long east-west blocks prevented north-south passage, and the deep, square allotments lacked sufficient street frontage for division into smaller lots. The blocks were soon threaded with a series of alleys, lanes, and passages. A portion of the development of the variety of smaller lanes is shown in the figure above. Most of these have since been formalised into public streets. The most pronounced change has been the formation of Frome Street which runs in the north-south direction from North Terrace to Carrington St.

From the mid nineteenth century, early settlers planted a range of specimen trees and street trees in the city. In the 1870s, the City of Adelaide began systematically planting street trees.<sup>364</sup> Currently, more than 50 per cent of the city's streets have street tree plantings numbering in excess of 6,000 trees with around 60 species.<sup>365</sup> Some of these street trees have thrived in the local conditions, notably the London Plane tree which lines Frome Road. This avenue of trees was planted in 1902 as part of the Arbor Day celebrations. Street Planting remains a priority for the City of Adelaide and forms part of the City of Adelaide Greening section of the Adelaide Design Manual which covers not only Green Infrastructure but more specifically guides street tree typology, principles, and has a street tree classification map and a strategic planting map.<sup>366</sup> The City of Adelaide has identified that Green Infrastructure has a positive influence on liveability in a city and plays a fundamental role in "creating a high quality of life and ... creating a city that is climate resilient and adaptable to future needs".<sup>367</sup> With increasing numbers of street trees within the City Layout, there is potential for the distinction between the Park Lands and City to be blurred; perhaps reflecting current priorities and attitudes towards our environment and climate.

Light's 1837 Adelaide Plan is defined by its gridded layout which is reinforced by the boundaries of the town acres and these property boundaries have been retained over time. Even today, these town acre property boundaries effectively delineated building edges and constrain built development. Although, there has been subdivision of town acres over time, the town acre/street boundary edge in particular has been consistently maintained. Other adjoining boundaries, i.e. not the street boundary, have changed with subdivision and the introduction of lanes and access roads as mentioned. Thus, the town acre/street boundary is of particular importance. The cost per square metre of such property generally ensures that development is built to the boundary. This in turn reinforces the original City Layout. Although, the area between the town acre boundary and street is often subject to different landscaping treatments such as planting, kerbing, and footpaths, the building edges remains largely consistent and distinct. A few exceptions are noted where buildings are not constructed to the town acre/street boundary particularly diagonal building orientation and undercut towers to multistorey buildings which were popular in the late twentieth century. These gridded building edges are clearly discernible particularly in current aerial photographs.



Figure 11: Adelaide, 2022, Source: City of Adelaide website, [Adelaide City Highlights | City of Adelaide \(cloudtour.cc\)](#), accessed 14 November 2022.

#### 4.2.6 City Squares

Light's Adelaide Plan illustrated six Squares; five located in South Adelaide and one located in North Adelaide. The five located in South Adelaide are Victoria Square, Hindmarsh Square, Hurtle Square, Light Square, and Whitmore Square. Victoria Square was located centrally while the remaining squares were designed in the four quadrants of the plan. Wellington Square is the only square located in North Adelaide. As mentioned, Light removed six town acres from his 1837 Adelaide Plan to create each of the five smaller squares and eight town acres to form the large central Victoria Square.

In the twentieth century, all the squares were given dual names in consultation with the Kurna people including: Victoria Square/Tarntanyangga, Light Square/Wauwi, Hurtle Square/Tangkaira, Hindmarsh Square/Mukata and Whitmore Square/Iparrityi, and in North Adelaide, Wellington Square/Kudnartu.

The Squares' form has changed, some more than others, and the defined outer boundary of the Squares is less clear than the 1837 Adelaide Plan, however overall, they broadly correspond. Although, the City Squares have been re-landscaped numerous times and have been impacted by evolving transport systems, they continue to serve their original function as public green spaces within the city environment. Today, they are defined not only by their landscaped character but also provide circulation paths, seating areas, water features, memorials, statuary, shelter, recreational facilities and play spaces, and in the case of Victoria Square, it provides a central meeting space in the city.

#### 4.2.7 Park Lands

Light's Adelaide Plan included a 'green girdle' of public land that surrounded the city grids, later known as the Park Lands, and separates the grids from the outlying country sections. Originally covering approximately 930ha, 170ha of the Park Lands has since been used for cultural institutions, hospitals, railways, sporting facilities and other state sponsored development, predominantly in the zone between North Terrace and Karrawirra parr/River Torrens. These areas of intensive use are specifically excluded from the Adelaide Park Lands and City Layout National Heritage Place. The remaining 760ha comprise various land uses including sporting grounds, school fields, the Adelaide Botanic Gardens, but most of the land is public park, managed as 29 distinct parks.

In the wider development of metropolitan Adelaide as a low-density suburban city, the Park Lands have served as the barrier around the city to the subsequent urban sprawl across the Adelaide plain, but also impacted on their shape because of the greater focus on quick and easy transport. In addition to the already established routes to Port Adelaide and Glenelg, Light indicated several meandering roads through the Park Lands emanating from the grid corners and wide terraces. Over time a railway system was developed with the city station on North Terrace and more roads were cut through the Park Lands to align to the major city streets. By the 1890s these had culminated into the division of the Park Lands into the 29 segments. With the advent of private motor transport, the routes have been further reinforced and widened. Today the outer ring road is three lanes in each direction. Most of the outer edges to the north and east are lined with low scale housing. The west outer edge is defined by the south running rail lines. The south outer edge is lined with generally two to three storey office buildings.

#### Landscape Character

The Park Lands landscape character and integrity varies considerably. The overarching landscape principle is the provision of accessible, public, landscaped green space, and this to a large degree is successful. It is a designed cultural landscape in contrast to a natural landscape. There is little original vegetation, so the extant landscape is one which has been planned and designed over time and reflects changing cultural attitudes. Given the expansive extent of the Park Lands it is understandable that its landscape character cannot be singularly defined but rather it is defined by its multiplicity. The Park Lands reflect not only many eras of its use but also varied landscape designs and plantings in particular the work of John Ednie Brown and August Pelzer.

Of particular note, is the contribution made by the Adelaide Botanic Garden and Botanic Park. These expansive landscaped areas define important areas within the Park Lands. The Adelaide Botanic Garden: a formal garden which dates back to 1857, holds a botanically important collection of living plants, while the Botanic Park established in 1873 with its avenue of planes trees planted in 1874 and its Moreton Bay Fig trees provides a more informal landscape. Both play an important role in the cultural landscape of the Park Lands.

The landscape is also defined by various recreational spaces; Adelaide Oval, tennis courts, basketball courts, and the manicured greens of the golf course to name but a few. Early uses are also still evident within the landscape especially olive plantations and the horse paddock. Highly curated, designed spaces are also part of the Park Lands character such as Pelzer's gardenesque Osmond Garden, Veale Gardens, and the Japanese inspired Himeji Garden. Other informal landscaping such as the wetlands are also present.

The integrity of plantings also varies greatly. The Adelaide Botanic Garden provides examples of plantings with high integrity. The integrity of the remaining Park Lands' plantings is the result of not only the appropriateness of plant species selection for the site in terms of soil, rainfall, and topography, but also maintenance which reflects City of Adelaide priorities. The integrity of the plantings is also directly affected by whether the park is irrigated or unirrigated. The integrity of individual parks will be discussed in more detail below.

### Trails and paths

The Park Lands have a complex network of trails and paths for walking, and cycling. The Park Lands Path Ring Route is a series of connected trails which loop both North Adelaide and South Adelaide.<sup>368</sup> Many of the paths are bitumised which make them both wheelchair and pram accessible. Although many trails exist, there is a lack of a single cohesive trail encapsulating the entirety of the Park Lands. This results in a fragmented experience when attempting to navigate the entirety of the cities perimeter. This also results in the language of the numerous trails often differing in width, quality and fabric.

Adjacent are examples of the typical trails observable within the Park Lands:

The Torrens Linear Trail intersects the central section of the Adelaide Park Lands, notably crossing from the north to south bank of the River Torrens twice. The trail within the Park Lands has been bitumised in full, with accompanying planting landscaping of high condition. It is notable that the Park Lands stretch of the trail is of a greater width when compared to the outer city trail, allowing for better cyclist and pedestrian cohesion.

There are also boardwalk paths along the River Torrens. However, it is noted that it is difficult to cross major roads in some instances, specifically at the major city entry roads.



Figure 12: Park 19: Walking / cyclist trail northwest entry, City of Adelaide 2023



Figure 13: Park 23 Walking / cyclist trail north, Swanbury Penglase 2022



Figure 14: Park 17 Walking / cyclist Trail, Swanbury Penglase 2022



Figure 15: Park 12 Park Lands section of Torrens Linear Trail, Swanbury Penglase 2022



## Interpretation

Interpretation and signage within the Park Lands was updated c.2012-2014 as part of the Adelaide City & Park Lands Signage Strategy. This was a city-wide wayfinding project focussing on both pedestrians and cyclists.<sup>369</sup> This signage strategy was awarded the 2015 AILA SA Award in Urban Design – Wayfinding Strategy. The graphical style of the signage is succinct and straightforward to interpret.

The typical signage indicating the park names, park number and landmark locations can typically be located at the commencement of any trail or entry to each park.

As well as this signage denoting a place of significance, be it historic or cultural, can be found within the majority of parks. Additionally, these information panels often contain detailed description of parks origin and/or namesake.

The other typical form of signage is the marker indicating a place of interest. These typically highlight the facility itself, as well as the park name, number as well as graphically highlight the services and restrictions within the space. These markers can be found at most sporting or recreational facilities.



Figure 16: Adelaide Park Lands Interpretive Signage typical park identification signage, Swanbury Penglase 2022



Figure 17: Adelaide Park Lands Interpretive Signage typical information panel, Swanbury Penglase 2022

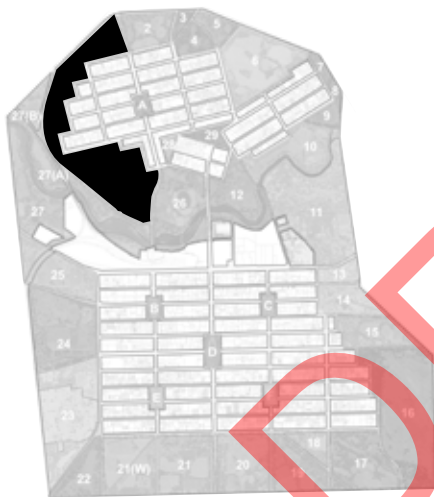


Figure 18: Adelaide Park Lands Interpretive Signage typical marker indicating a place of interest, Swanbury Penglase 2022



Figure 19: Golf on the park lands north of Adelaide playing in a dry grass field c.1923. Stock fences are still evident. The Town Hall and Post Office towers are in the distance. Source: SLSA 280/1/30/241

### 4.3 Description, Condition, and Integrity of Individual Parks and Squares



#### 4.3.1 Piltawodli/Possum Park (Park 1)

Piltawodli/Possum Park (Park 1) is a crescent shaped area which wraps around the western edge of North Adelaide. Its arcing western boundary is generally defined by War Memorial Drive and Gawler railway line, and its eastern extent is defined by Montefiore Road and the stepped western profile of North Adelaide.

The park character is dominated by the irrigated grassed golf courses: North Adelaide Golf Course developed early in the twentieth century, expanded in the 1920s, and further extended northwards in the 1940s; and a smaller Par 3 course to the south added in the 1960s. The planting implemented to service the golf course was introduced by August Pelzer, following from Brown's species selection proposal, but adapted to suit the course design. In effect, it was an adaptation of the earlier design. The landscape planting acts to divide the large park into its multiple golf holes, making use of the site's topography (falling to the southwest in the direction towards the river).

The area is highly significant in the early history of the colony's establishment, being located on one of the main routes from Port Adelaide. It was the site of the original Colonial Store and the upper portion of Piltawardli or 'Native Location' which has importance to the Kaurna community, however there is now no physical evidence of the existence remaining on the surface of former uses as any structures were entirely removed or disturbed by the later development. Sub-surface archaeological deposits of these still may exist.

Surviving pre-golf course elements include:

- > The underlying structure of Brown's c.1880 masterplan of perimeter planting and two winding carriageways, although obscured. The lower carriageway was re-shaped to make War Memorial Drive, and now forms the lower park boundary.
- > Most of the park's edge planting is consistent with Brown's planting proposal, with alternating Pines, Oaks, and Gums throughout, however it has been heavily impacted by road expansion.
- > Remnants of nineteenth century upper carriageway plantings, such as several established Pines, Oaks, and Sugar Gums.
- > Three nineteenth century Morton Bay Figs at the southern tip of the Golf Course acting as an entry to War Memorial Drive, once part of staggered planting along the entirety of War Memorial Drive.

Planting implemented by Brown and Pelzer is generally well maintained when in a proximity to the central golfing turf area. In contrast to this, where the space does not serve any purpose the quality of the landscape and planting is in far poorer condition. Many of the early trees in these undesirable areas are stunted and in poor health, with low level shrubbery overwhelming the space.

Sporting courts adjacent Mills Terrace, introduced by Pelzer, have undergone recent conservation works and are in good condition, faithfully maintained with its original fabric of timber posts and chicken wire. Pelzer’s earlier court and surrounding landscaping is now compromised by an adjacent modern court with conventional hurricane fencing and steel framing.

Along the park’s northwest perimeter is the former North Adelaide Railway Station (SHR 13657). Although the building no longer functions as a ticket office and station, it is still a prominent stop along the rail line with considerable foot traffic. The associated Signal Cabin was destroyed by fire c.1990. The park also contains the State Heritage listed Torrens Weir (weir no. 1) and The Railway Bridge over the River Torrens (metal truss).

An interpretative installation near the Par 3 golf course putting green, including a grouping of stones, bronze plaque and possum sculpture commemorates the 1840’s “Pirlawodli” location.

The park overall is in excellent condition due to the upkeep provided by the golf course. There are a few locations that lack this level of upkeep, such as the landscapes directly adjacent to Barton Terrace West and the northern perimeter lining Fitzroy Terrace. However, overall the space functions effectively as a golfing facility.



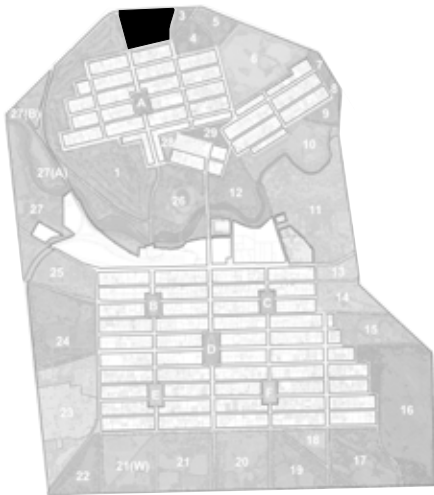
Figure 20a - 2021 Park 1 aerial photograph. Source: Location SA



Figure 20b - 1936 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)



Figure 20c - Plan from Brown Report. Source: Brown, J. Report on the system of planting the Adelaide Park Lands (1880)



#### 4.3.2 Pardipardinyilla/Denise Norton Park (Park 2)

Padipadinyilla/Denise Norton Park is above North Adelaide, bounded by through roads east and west, Barton Terrace to the south and Fitzroy Terrace to the north. The underlying spatial structure dates from the Brown/Pelzer era with a good degree of the original perimeter planting surviving, as well as some stands of major specimen trees. However, the introduction of contemporary sporting facilities covering most of the area has compromised the legibility of the park's earlier landscape design. The facility that has had the greatest impact on the site is the Adelaide Aquatic Centre and its substantial carpark which occupies a large percentage of the northwest section of the park.

Extant nineteenth century perimeter planting contains some of the largest and most significant trees in the northern park lands. Specifically, densely planted pines, Red Gums and Sugar Gums stand in excellent condition along the north and east perimeter. A single large Morton Bay Fig stands to the park's southwest corner and is mirrored on the adjacent corner of Park 3, forming an entry/exit to North Adelaide (this becomes a common theme across the Park Lands numerous entries/exits). This area has a recently introduced set of modern sporting courts with surrounding native revegetation. The southern perimeter planting consists of multiple Kurrajongs and Morton Bay Figs planted in an interchanging linear fashion lining the edge of Barton Terrace. This area of planting is in varying health, with a large percentage of the Kurrajongs closer to the parks centre in far poorer health. Beyond this row of planting is a second row of younger hibiscus.



Figure 21a - 2021 Park 2 aerial photograph. Source: Location SA

Central to Park 2 are four large recreational ovals licenced to Blackfriars Priory School, the condition of these ovals appears to be poor in some places. This may be a result of the parks typography and the lack of decent soil coverage. The remnants of a diagonal planting corridor of pines (not evident on Brown's Planting Proposal) remain in part from the parks northwest to southeast corner. It can be assumed that this corridor predates the swim centre, as it continues either end of the centre.

The park also contains the Bush Magic Play Park, designed by landscape architect Ian Barwick, and built in 1988.

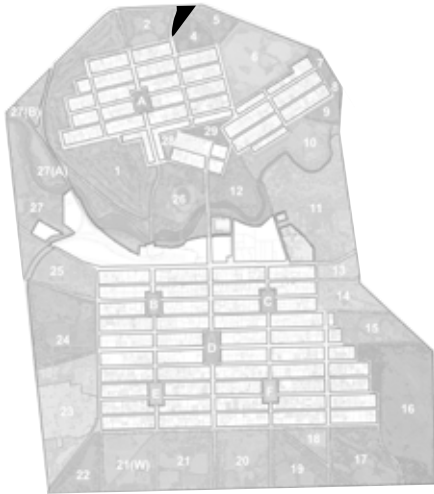
The condition of the park is overall mixed, it does maintain several examples of large trees of the earlier Brown / Pelzer era. However, the soil condition and typography of the park have resulted in areas of poor vegetation quality. Due to the poor condition of grass coverage to the ovals they may not function as efficiently as other similar parkland locations.



Figure 21b - 2007 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)



Figure 21c - Plan from Brown Report. Source: Brown, J. Report on the system of planting the Adelaide Park Lands (1880)



#### 4.3.3 Kantarilla/Yam Daisy Park (Park 3)

Kandarilla/Yam Daisy Park is a small triangular shaped piece of land bounded by two major arterial roads heading north from the city, Prospect Road and Main North Road, and the ring road of Fitzroy Terrace to the north. It does not have any programmed use and is a revegetation site. There is evidence of intended planting plans proposed by Brown and Pelzer. However, it appears as though this planting was only partially implemented with little to no evidence of major trees from early plantings observable.

The park as a whole lacks any distinct planting character, the few larger trees are in relatively poor health and don't represent a greater overall planting proposal. The northwest corner of the park contains a single significant Morton Bay Fig in relatively poor health. Within this corner an aging Norfolk Island Hibiscus and aging Pepper Tree also stand in poor health. The eastern perimeter planting only contains a single large Sheoak. The southern perimeter contains a single large pine at its northern apex, as well as a few adjacent aging pepper trees. All the central planting is relatively new revegetation.



Figure 22a - 2021 Park 3 aerial photograph. Source: Location SA

The 1936 aerial image shows a greater level of perimeter planting once existed partially to the northern and eastern perimeters. However, today this planting is no longer observable. It can be assumed that it was removed during the expansion of Prospect and Main North Road. Park 3 may have been encroached on to preserve the perimeter planting of adjacent parks 2, 4 and 5.



Figure 22b - 1936 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)

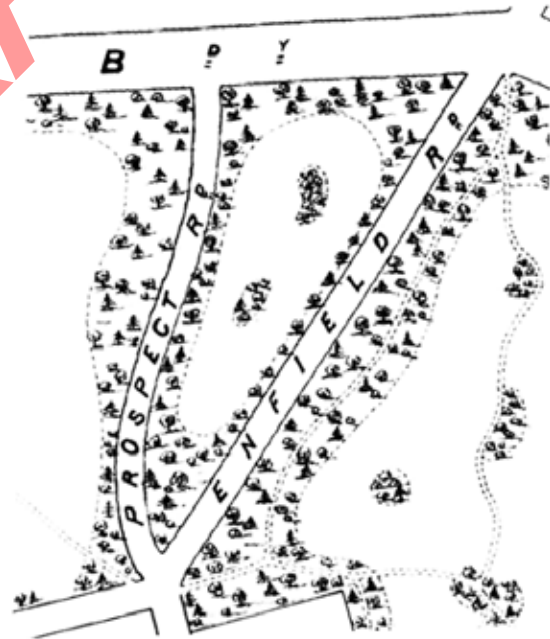
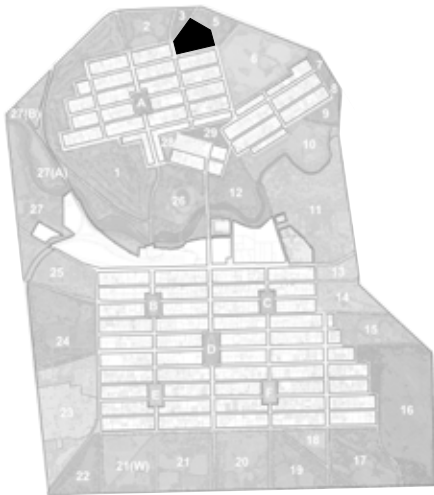


Figure 22c - Plan from Brown Report. Source: Brown, J. Report on the system of planting the Adelaide Park Lands (1880)



#### 4.3.4 Kangatilla/Reservoir Park (Park 4)

Kangatilla/Reservoir Park is to the north east of North Adelaide. It is bounded to the west by Main North Road, to the east by an extension of LeFevre Terrace (LeFevre Road) and to the south by Barton Terrace. The underlying spatial structure from the Brown/Pelzer design is still discernible despite changes to the park's shape along its eastern boundary and the introduction of sporting fields and other infrastructure. In the nineteenth century Lefevre Road was once a linear continuation of Lefevre Terrace, terminating at the intersection of Main North Road and Fitzroy Terrace. However, in the 1980's the road was deviated resulting in a redefining the perimeter of Park 4 and 5.

The North Adelaide Service Reservoir (SHR 26400) and its neighbouring North Adelaide Zone Substation sit within the park's southwest corner. It is clear from numerous historic aerial images that these two facilities have gradually expanded over time, resulting in repeated removal of earlier vegetation. The planting perimeter to the north of the park, parallel to Main North Road consists of a range of major Sugar Gums, Pines, Pepper Trees and Norfolk Island Hibiscus. Many young gums have been introduced as part of revegetation efforts, creating a dense planting environment effectively concealing the substation infrastructure beyond.



Figure 23a - 2021 Park 4 aerial photograph. Source: Location SA



A small percentage of nineteenth century planting remains along the original section of linear Lefevre Road. The road's newer deviation is lined with Young Sheoaks and Pines. The new planting is distributed in a similar fashion to the former Pines to emulate the earlier planting. It is of note that the newer planting is in poor health when compared to the established trees.

The southern perimeter planting consists of elderly stunted elms lining the entirety of Barton Terrace. Beyond the outer planting perimeter is a partial row of older pines that terminate at the edge of the Reservoir compound. The western perimeter planting consists of multiple large pines evenly distributed in a linear orientation. This results in the North Adelaide Service Reservoir being effectively concealed from the streetscape. This section of dense pines continues vertically, once wrapping the entirety of the Reservoir compound. However, as mentioned prior these pines have been gradually removed with a few individuals remaining around the compound's perimeter.

The central area of the park has had many natives and young natives more recently introduced. A path that once ran from the intersection of Main North Road and Fitzroy Terrace to the centre of the southern perimeter remains in part, delineated by the remaining parallel planting. From earlier photography, Park 4 once housed two recreational ovals, however, the eastern oval appears to have been forfeited to allow further revegetation.



Figure 23b - 2007 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)



Figure 23c - 1936 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)

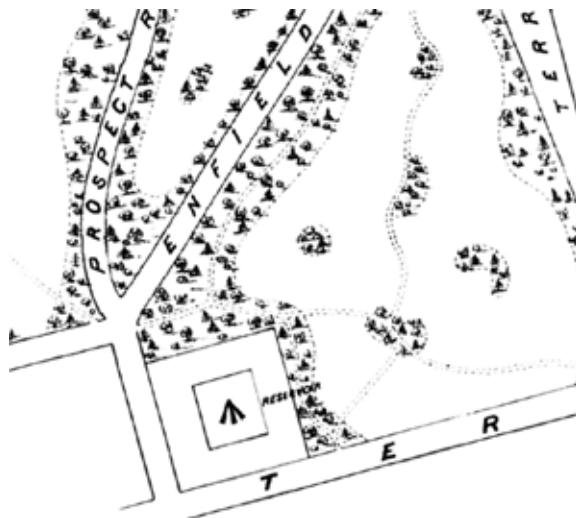
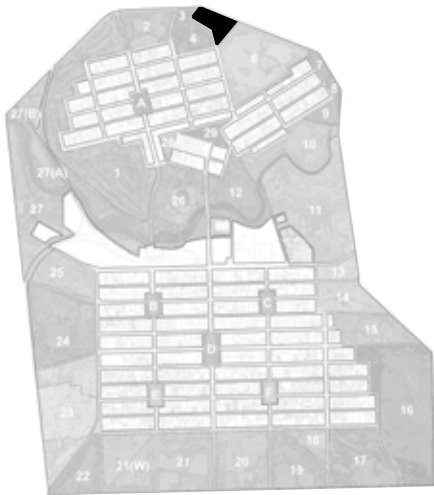


Figure 23d - Plan from Brown Report. Source: Brown, J. Report on the system of planting the Adelaide Park Lands (1880)

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#### 4.3.5 Ngampa Yarta/Bragg Park (Park 5)

Ngampa Yarta/Bragg Park is to the northeast of North Adelaide, bounded by Lefevre Terrace, Robe Terrace and Barton Terrace East. The park has two irrigated public sporting ovals and the remainder is managed as an un-irrigated revegetation site.

There is evidence of the planting proposed by Brown's earlier plan. However, it appears this planting was only partially implemented and to minimal success. Changes to the park's profile have only further compromised this early era of planning. Lefevre Road was once linear, terminating at the intersection of Main North Road and Fitzroy Terrace. However, in the 1980s the road was deviated resulting in a redefining the perimeter of Park 4 and 5. Prior to the deviation the road was lined either side with Stone Pines. Of these early pines a few remain along the unchanged section of linear road. The roads deviation is lined with young Sheoaks and Pines with a similar distribution to the earlier Pines in an attempt to emulate the former planting. The newer planting is in poor health when compared to the established pines. A few large pines that would have stood at the entry of Lefevre Road in the northeast corner of Park 5 remain. Beyond this, there are a notable few older Gums and Pepper Trees to the north of the park, as well as notable few Norfolk Island Hibiscus to the south.



Figure 24a - 2021 Park 5 aerial photograph. Source: Location SA



Figure 24b - 2007 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)



Figure 24c - 1936 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)

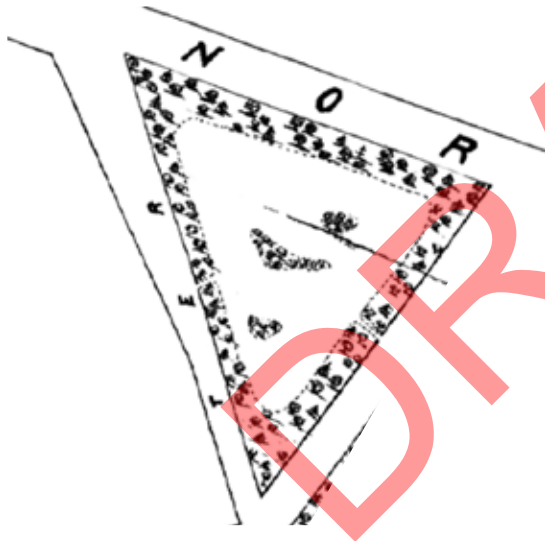
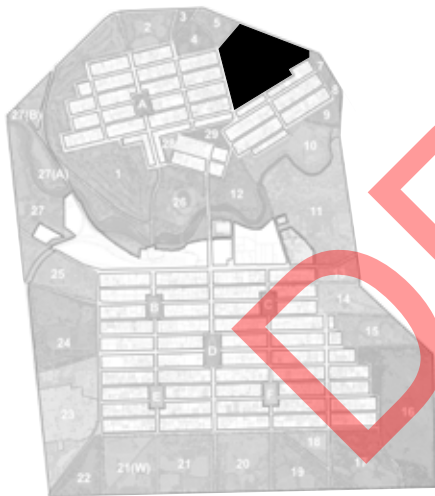


Figure 24d - Plan from Brown Report. Source: Brown, J. Report on the system of planting the Adelaide Park Lands (1880)



Figure 25: Kingstone Terrace North Adelaide looking East 1870, Source: SLSA B 6606



#### 4.3.6 Nantu Wama/Lefevre Park (Park 6)

Nantu Wama/Lefevre Park is the largest park to the east of North Adelaide. The park's primary use for the agistment of horses is long standing and dates from the 1850s to the late 1870s when sheep, cattle and horses were agisted to the area. Much of the areas not in use for horse pasturing are the site of recent revegetation which has thickened the edges and infilled formerly open spaces. The eastern corner of the park contains the Wilderness Oval and Tennis Courts.

Most of the perimeter planting strongly reflects the planting design intent of Brown and Pelzer but few other features from this era of planning were implemented, such as the winding carriageway, stands of specimen trees and smaller paths. Other uses appear to have fallen away. This is evident by the facilities appearing in a 1936 aerial photograph but not apparent today or revegetated. The park also has retained key views of the Mount Lofty Ranges noted in Brown's initial surveys of the area.

The surviving nineteenth century perimeter planting parallel to the Princess Highway consists of assorted Pines, Pepper Trees and Sugar Gums. The southwest perimeter planting parallel to Kingston Terrace, consists of White Cedars, assorted Pines and mostly Sugar Gums and Red Gums. The eastern edge of Kingstone Terrace has a line of White cedars planted parallel to the road and these once continued to much of the southwest perimeter, but they are now no longer observable beyond the eastern perimeter edge. All that can be observed is a few substantial Pines. The western perimeter planting parallel with Lefevre Terrace, consists of Norfolk Island Hibiscus, Norfolk Island Pines, numerous assorted Pines, and mostly Sugar Gums and Red Gums.

A single substantial Morton Bay Fig stands nearby and is an anomaly, as the placement of the figs usually denoted the boundary, edge, or entry of an area. The northeast perimeter planting parallel to Medindie Road, consists of a few significant pepper trees, Pines, and Sugar Gums.

The North Adelaide Glover Playground is situated central to the western perimeter, established in 1920 with a donation from the then Lord Mayor Charles Glover. Like the South Terrace Playground in Park 20, this location was originally put forward by Pelzer.



Figure 26b - 1936 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)



Figure 26a - 2021 Park 6 aerial photograph. Source: Location SA



Figure 26c - Plan from Brown Report. Source: Brown, J. Report on the system of planting the Adelaide Park Lands (1880)

**4.3.7 Kuntingga/The Olive Groves (Park 7) & Parngutilla/The Olive Groves (Park 8)**

Kuntingga/The Olive Groves is primarily associated with the Mann Terrace Olive Grove (SAHR 10960). These Park Lands were amongst the first planted c.1856 by the Adelaide City Corporation in their project of developing the Park Lands after they had fallen into considerable disrepair and neglect in the 1840s. The northern section of the park contains the older significant section of the olive grove that lacks the gridded planting layout consistent across the newer plantings. Most of the perimeter planting however strongly reflects the later planting design intent of Brown from the 1880s.

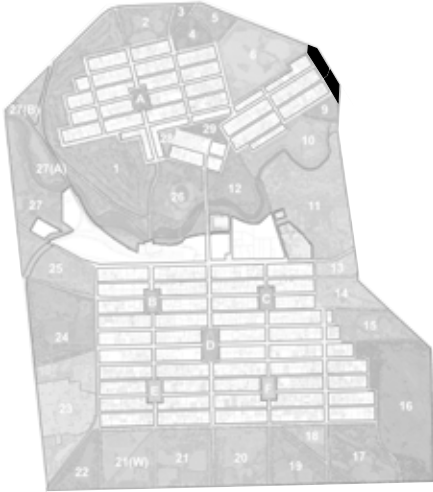


Figure 27a - 2021 Park 7 aerial photograph. Source: Location SA



Figure 27b - 1936 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)

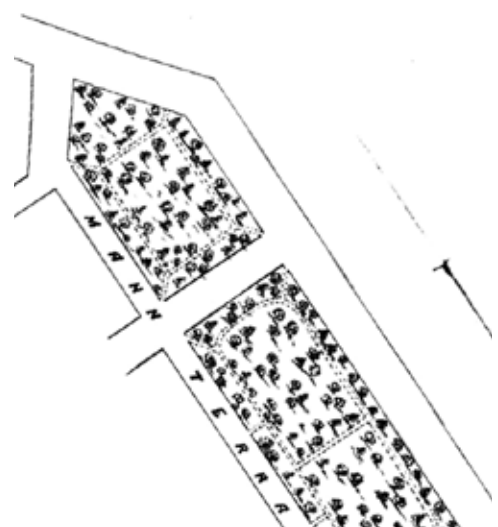


Figure 27c - Plan from Brown Report. Source: Brown, J. Report on the system of planting the Adelaide Park Lands (1880)



Figure 28a - 2021 Park 8 aerial photograph. Source: Location SA

The central section of the park was formally a continuation of Stanley Street, now contains a young and formally planted section of olive trees. This extension once defined the boundary between Park 7 and Park 8. When the extension of Melbourne Street was introduced the park boundaries were redefined, with the entire northern section of park 8's Olive Grove now associated with park 7, resulting in significant increase to Park 7's footprint. The southern section of Olive Grove that once belonged to park 8 retains a large percentage of older Olive trees that appear to be in poor health. For this reason, it can be assumed several younger Olive Trees have been introduced to repopulate the area. The age of the younger olive trees appears to be consistent with those planted during the closure of the Stanley Street extension. When this extension was removed, and Mann Road was introduced the northeast corner of Park 9 became associated with Park 8. The southern tip of Park 8 is consistent with Brown's Planting Plan for the eastern section of Park 9. Therefore, a corridor of large gums and Morton Bay Figs that are not consistent with Park 8's design intent. Morton Bay Figs at the southern tip of the park are in poor health. Another reason for the park's change in profile is attributed to the introduction of the underground O-Bahn bus track at the park's southern tip, and this may be attributing to the poor health of the nearby Morton Bay Figs.

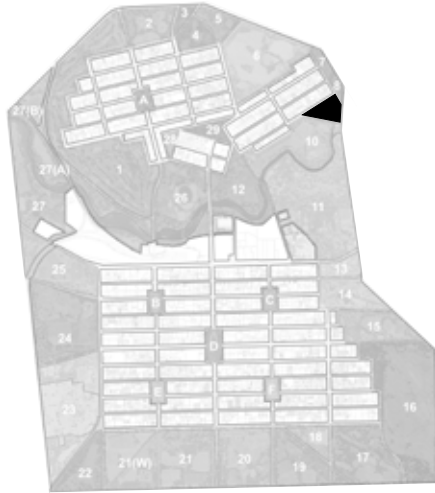
The perimeter planting lining both Park Road and Mann Road, consists of assorted Pines, Kurrajong and Red Gums. The original perimeter to the park ran parallel with the edge of Mann Terrace. The integrity of the park has been partially compromised with the introduction of Mann Road within the park. This resulted in the perimeter planting now remaining central to the mound/island between Mann Road and Mann Terrace. As well as this an intrusive concrete drain has been introduced with in the older section of olive grove.



Figure 28b - 1936 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)



Figure 28c - Plan from Brown Report. Source: Brown, J. Report on the system of planting the Adelaide Park Lands (1880)



#### 4.3.8 Tidlangga/Bundeys Paddock (Park 9)

Tidlangga/Park 9 is to the south of the lower North Adelaide grid, bounded by Mackinnon Parade, Bundeys Road and Mann Road. The site has undergone substantial change in recent years with the introduction of the Prince Alfred Oval to the grounds. Initially the area functioned as a grazing space, firewood collection and agistment, and eventually several paddocks were introduced with wire fencing lining the perimeter of the site. Some of this fencing still exists along the northern edge of the park. The title of Bundeys Paddock was introduced in 2017 to honour the Mayor of Adelaide William Bundeys, who took office between 1883 to 1886.

Brown's planting plan appears to have been initially implemented with the exclusion of the central carriageway, however over time newer planting and implementation of public sporting facilities have repeatedly reshaped Park 9. The original pathways apparent in the 1936 aerial image no longer exist. These paths once facilitated pedestrian access between the North Adelaide suburbs to the eastern suburbs. Several significant eucalypts line the northern edge of the park, these are in Brown's planting plan but do appear to be established prior to the 1936 aerial image. Along the eastern and southern edge are several pines and substantial figs.



Figure 29a - 2021 Park 9 aerial photograph. Source: Location SA

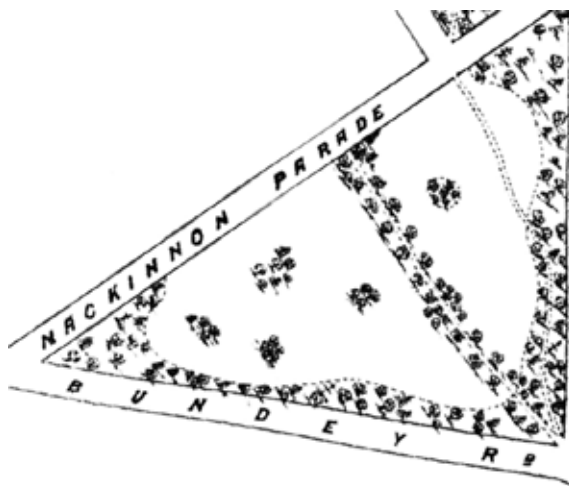
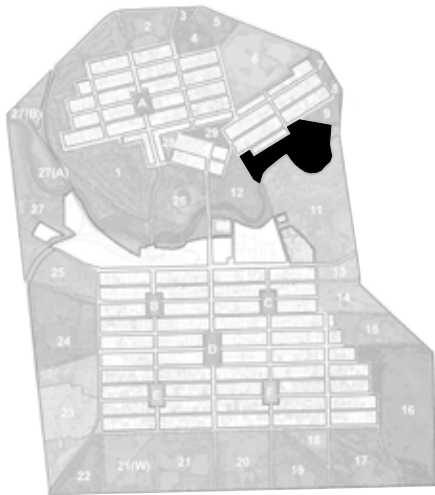


Figure 29b - Plan from Brown Report. Source: Brown, J. Report on the system of planting the Adelaide Park Lands (1880)



Figure 29c - 1936 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)





#### 4.3.9 Warnpangga/Mistletoe Park (Park 10)

Warnpangga/Mistletoe Park is a large park stretching across the bottom of North Adelaide from Bundeys Road (east) to Frome Road (west). Its northern edge is formed by the stepped profile of Mackinnon Parade and its southern edge by the winding War Memorial Drive which follows the river. Most of the open central area of the park is managed by the University of Adelaide under licence for sporting use, including a portion to the east for their archery club.



Figure 30a - 2021 Park 10 aerial photograph. Source: Location SA

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Beyond the lack of planting central and eventual removal of roads dividing the space, Park 10 is a strong reflection of the Brown era landscape master plan and planting proposal, particularly the park's southern perimeter which supports thriving Pines, Sugar Gums and Palms. They stand out amongst the reeds and shrubs and a considerable amount of wildlife have made a home amongst the vegetation. The central northern edge of Park 10 (southern edge of MacKinnon Parade) reflects uniform planting of eucalyptus in an evenly distributed pattern. This is consistent with the adjoining northern edge of Park 9. Other notable facilities within Park 10 include the Lower North Adelaide Soldiers Memorial.

Several University sporting clubs call Park 10 home. They include:

- > Adelaide University Soccer Club.
- > Adelaide University Athletics Club.

A significant area of the park to the Southeast is dedicated to the City of Adelaide's nursery and Green Waste Recycling & Mulch Centre. This facility acts to service and maintain Park Lands. It has a hedged fence which mitigates the visual impact.



Figure 30b - 1936 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)

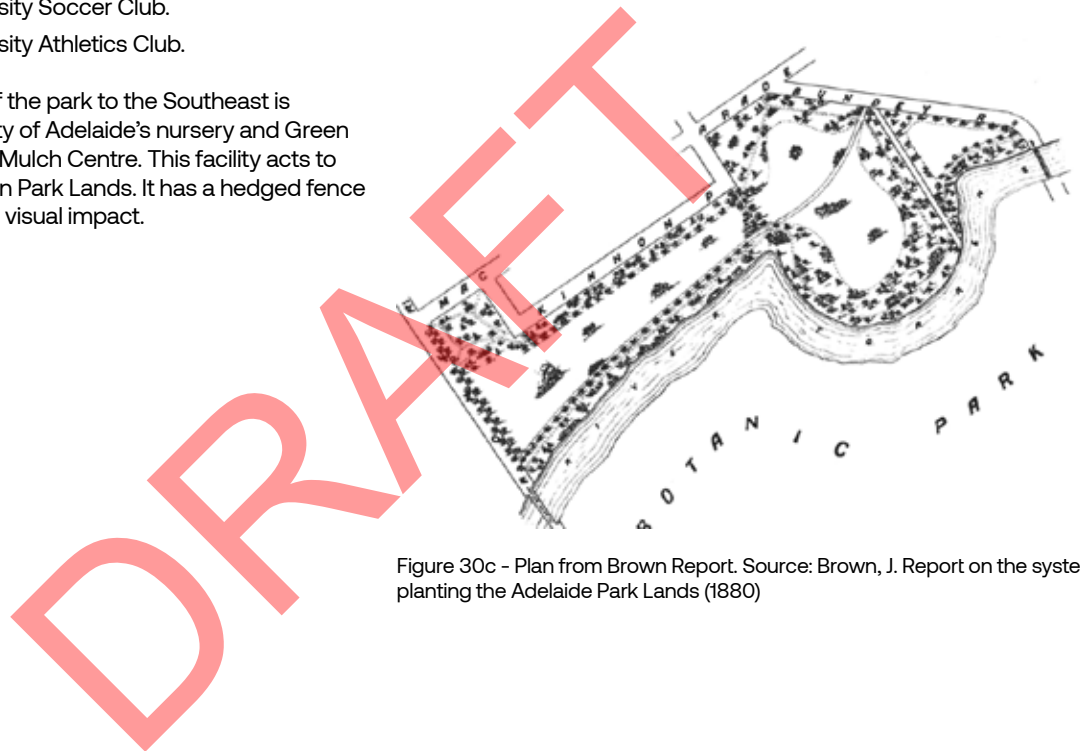
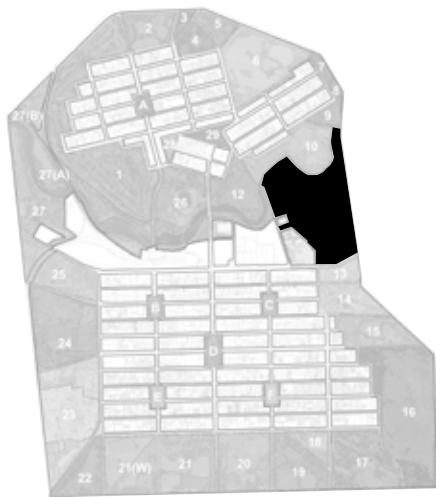


Figure 30c - Plan from Brown Report. Source: Brown, J. Report on the system of planting the Adelaide Park Lands (1880)



#### 4.3.10 Tainmuddilla/Adelaide Botanic Garden/River Torrens Park (Park 11)

Park 11 is a large multifaceted park situated between North Terrace, King William Road, Frome Rd, Pennington Tce and Sir Edwin Smith Ave. The northern perimeter of the park is defined by the profile of the River Torrens. The park is internally divided into three independently managed areas. They are:

- > Adelaide Botanic Gardens and Botanic Park governed by the State Government Department for Environment and Water and the Board of the Botanic Gardens and State Herbarium. The management of the State Heritage Values in these areas is guided by the Adelaide Botanic Gardens Conservation Study (2006). Several State Heritage places are distributed through the gardens.
- > The Adelaide Zoo established 1883, is home to many heritage structures as well as the Adelaide Zoological Gardens. This facility is independent to the character of the Park Lands, with its own landscape plan and language. A considerable amount of space on the northern edge of Botanic Park is dedicated to servicing this facility.
- > Tainmuddilla/Karrawirra Pari, is the remaining portion of land north and south of the river managed by the City of Adelaide.



Figure 31a - 2021 Park 11 aerial photograph. Source: Location SA

Botanic Park is a strong example of Brown and Pelzer's planting philosophies. A large percentage of planting proposed is still evident and thriving. Specifically, Pines, Elms and Morton Bay Figs occur within this space. The space is also the primary home of the largest flying fox population with South Australia. Large festivals and events such as the Moonlight Theatre and WOMAdelaide annually take place within this space.

The Tainmuddilla area along the river consists of thriving planting proposed by Brown and Pelzer. A few notable pines and palms stand out amongst the reeds and shrubs. The area (including the southern edge of Park 10) is an example of a landscape thriving with dense and diverse planting, with an abundance of wildlife within a parkland setting. Its notably less maintained than other sections central and to the west of the Park Lands.



Figure 31b - 2007 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)



Figure 31c - Plan from Brown Report. Source: Brown, J. Report on the system of planting the Adelaide Park Lands (1880)



#### 4.3.11 Karrawirra/Red Gum Park (Park 12)

Karrawirra/Red Gum Park consists of several designed landscapes. The park is bound by North Terrace, King William Road, Frome Rd, Pennington Tce and Sir Edwin Smith Ave. The major portion north of the river acts as an extension of the University of Adelaide sports fields and is licenced to them for those purposes.

The majority of perimeter planting evident today can be attributed to Brown’s planting plan, for example the significant pines lining the southern edge of the Torrens, the numerous Moreton Bay Figs scattered across the park and the “Red Gum Forest” to the North of the park. This park was formally known as “Peace Park” as it was once the place where peace marches would commonly be held.

Park 12 also contains multiple examples of significant historic Adelaide bridges. These include the Albert Bridge to the east (bordering with Park 11), the King William City Bridge (bordering with Park 26) to the west and the Adelaide University Footbridge to the South.

##### Cross of Sacrifice and surrounding gardens

To the west of Park 12 is the Cross of Sacrifice and surrounding gardens. This memorial aligns diagonally parallel with St Peters Cathedral generating a key view of the location. Directly between the cathedral and the memorial is a significant Moreton Bay Fig, presumably from Brown’s era of planting.

Another memorial on the site is the Ataturk Monument. Penned by Turkish military commander and first President of Turkey, Mustafa Kemal ‘Ataturk’, in 1934 as a tribute to the ANZACs killed at Gallipoli. The memorial was dedicated on 11 November 2008



Figure 32a - 2021 Park 12 aerial photograph. Source: Location SA

### University Sports Fields and surrounds

The largest central area of Park 12 is designated for use by the University of Adelaide and includes its State Heritage listed grandstand. The perimeter planting to this area has gradually lessened over time as the oval has expanded. Directly to the west of the grandstand is the memorial to King George V and the South Australian Naval Memorial Gardens. Other elements of note, to the Southwest of the park are the Angas Gardens and associated memorials; John Simpson Kirtpatrick Memorial and the John Howard Angas Memorial. All of these memorials and associated gardens represent unique landscape language from each other; however, each is well maintained and does not interfere with the perimeter planting proposed by Brown. Another notable feature of the area is the “Peace Pole”, one of 250,000 such poles placed around the world in the name of the World Peace Prayer Society.

### Torrens Parade Ground and surrounds

The Torrens Parade Ground is a landscape managed by the State Government Department for Environment and Water. In the surrounding landscape are the State Heritage listed Pioneer Women’s Memorial Garden, initially conceived as the “Garden of Memory”. Also within this zone is the Esther Lipman Gardens Park honouring the state’s first elected female councillor, with bronze busts of other local pioneers, the Vietnam War Memorial and the Aboriginal and Torres Strait Islander War Memorial with associated gardens.

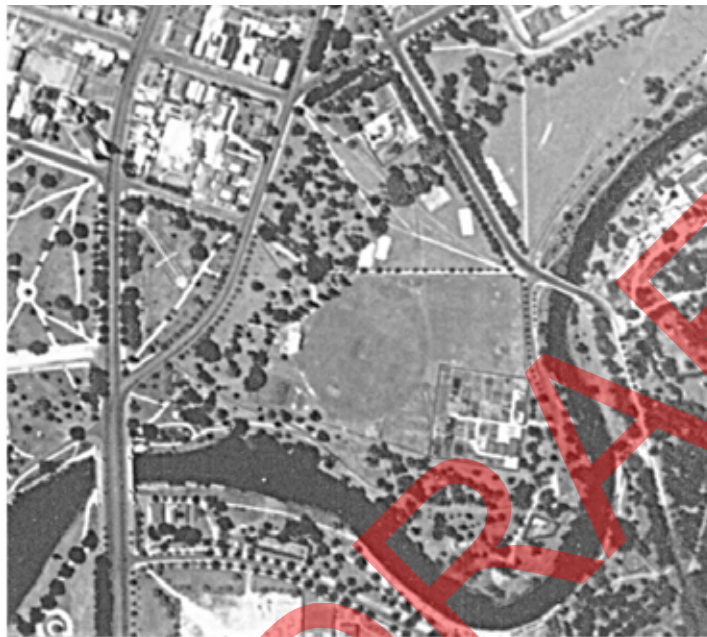


Figure 32b - 1936 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)



Figure 32c - Plan from Brown Report. Source: Brown, J. Report on the system of planting the Adelaide Park Lands (1880)

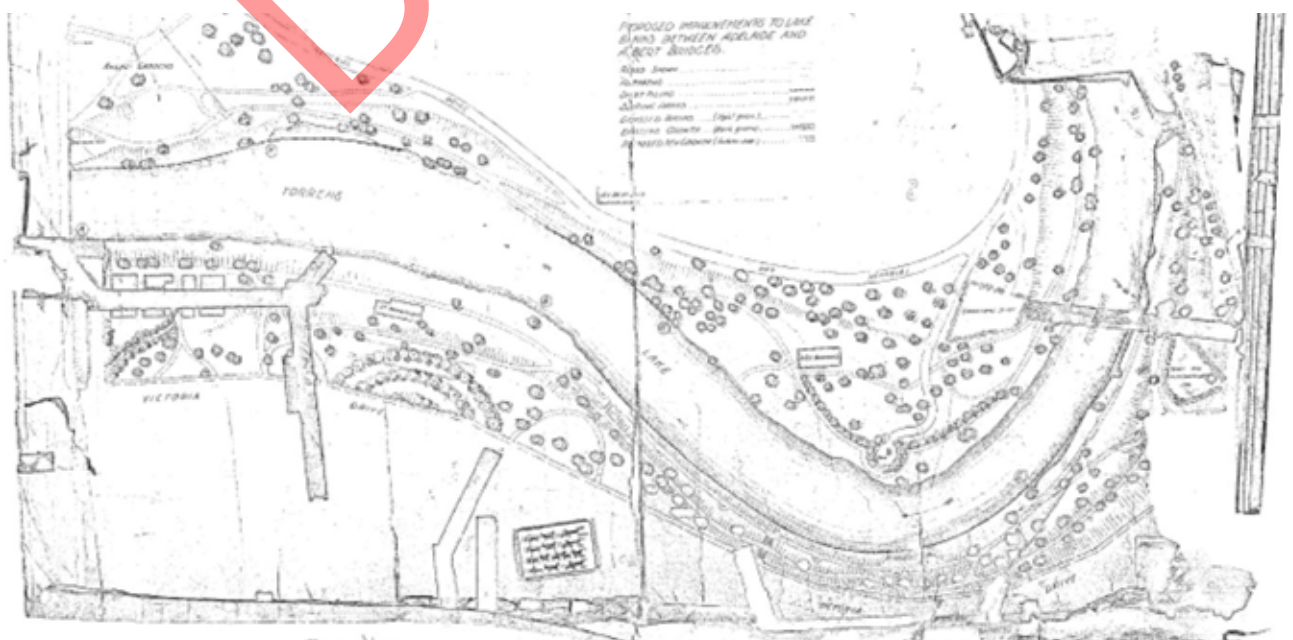
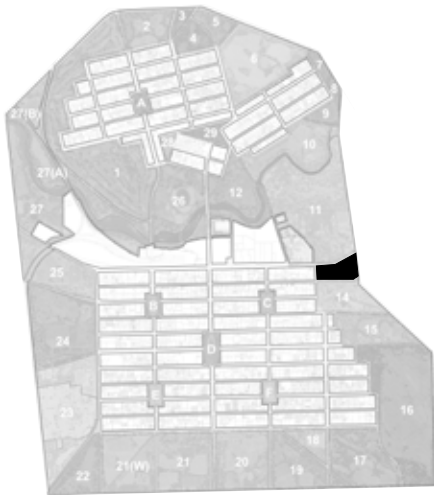


Figure 32d

**Swanbury  
Penglase**



#### 4.3.12 Kadlitpina/Rundle Park (Park 13)

Kadlitpinna /Rundle Park (Park 13) is a smaller parkland in comparison to the majority of other parks. The park has historically been managed and planted in conjunction with Mullawirraburka/Park 14 and Ityamaitpinna/Park 15, with the three notionally considered as the ‘East Park Lands’. The park is bound by North Terrace, East Terrace, Rundle Road, Dequetteville Terrace. Following fencing in the late 1870s the Park assumed the role and function of a semi-formal garden, and this function has remained today. The space serves an important role as a key location for several parkland festivals and events, such as the Adelaide Fringe.

The Northeast corner of Park 13 once housed the Kent Town Waterworks. The facility pumped water from the Torrens across the city until 1974. This facility covered a three and a half acres of the parks northeast corner, the compound incorporated several large industrial facilities. Currently, the only remaining fabric from the facility is the Octagonal Valve House. Upon the closure of the facility, this section of the park was returned to the City of Adelaide.

The northwest corner of the park houses the South Australian Light Horsemen Memorial. The site commemorates the South Australian Light Horseman who died in the World War I battles in Egypt, Palestine, and Gallipoli. The memorial consists of a granite horse trough that was once situated in Victoria Square and moved in 1967. As well as the trough, a white granite obelisk was erected in 1995 by the Royal Australian Armoured Corps. The memorial commemorates the 50th anniversary of Victory in the Pacific Day on the 15th of August 1945.



Figure 33a - 2021 Park 13 aerial photograph. Source: Location SA

Park 13 once housed a small wading pool as part of an early wetlands landscaping proposal, this facility was installed parallel to the ornamental boating pool in 1961 within the neighbouring Park 14. However, the space was filled in to facilitate a pétanque ground and spectators seating.

In terms of vegetation, the most notable trees within the park line the northern edge of the park. There are multiple extremely tall and healthy gums, varying in species along the southern edge of North Terrace. There is also a large concentration of Blue Gums situated within the former Waterworks compound. It appears the diagonal carriageway proposed within Brown's Planting Plan was somewhat implemented, a large majority of the original implemented White Cedar, Aleppo Pines and English Elm that lined the carriageway have been replaced with juvenile plant of a similar nature.

The park is in large part irrigated and typically populated by larger trees in excellent health. It is of note, the heavy foot traffic during festival periods results in the ground condition ranging from average to poor throughout the year. This issue is compounded with heavy rainfall.

The parks condition is relatively high, the larger vegetation is in good health and acts to assist in the parks function as an open public space.



Figure 33b - 1936 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)

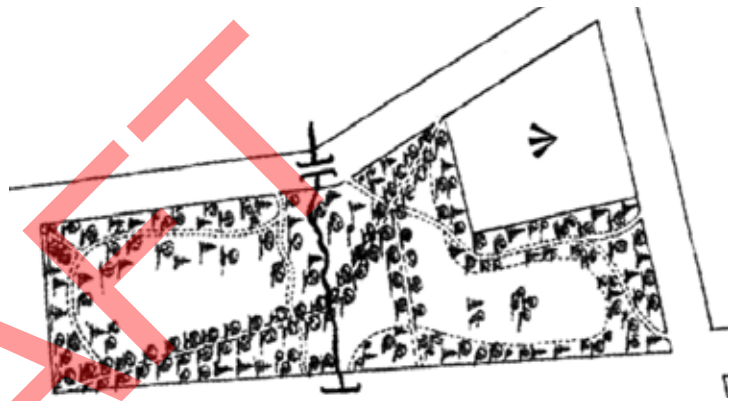
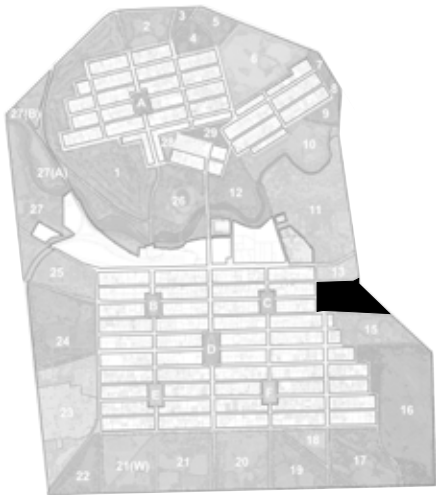


Figure 33c - Plan from Brown Report. Source: Brown, J. Report on the system of planting the Adelaide Park Lands (1880)

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#### 4.3.13 Murlawirrapurka/Rymill Park (Park 14)

Murlawirrapurka/Rymill Park (Park 14) is a smaller section of parkland in comparison to most other parks. The park has historically been managed and planted in conjunction with Kadlitpinna /Park 13 and Ityamaitpinna/Park 15, with the three notionally considered as the ‘East Park Lands’. The park is bounded by Rundle Road, East Terrace, Bartels Road, Dequetteville Terrace. Historically the space served as a despoiled grazing wasteland. With the commencement of tree plantings and fencing in the late 1870s and 1880s the character of the park has shifted to that of a semi-formal garden, and this function has remained today.

The northern section acts primarily as an event/festival space for the “Gluttony” Fringe Festival. This section of the park contains several large River Red Gums and Blue Gums in overall good condition. Similar to Park 13, the heavy foot traffic during festival periods results in the ground condition ranging from average to poor throughout the year. This issue is compounded with heavy rainfall.

The southern section of park functions as an open public garden, containing the well-maintained Rymill Park Rose Garden and picnic facilities. This space maintains some prominent key views of Adelaide’s CBD.



Figure 34a - 2021 Park 14 aerial photograph. Source: Location SA

The primary facilities within the park are the Rymill Ornamental Boating Pool and Adelaide Bowling Club facilities. The ornamental boating pool and accompanying kiosk are currently closed to the public, having fallen into poor condition due to lack of use.

Additionally, the recently introduced southern entrance/exit to the Adelaide O-Bahn bus line has encroached significantly into the park, compromising the parks original design intent and open nature. The introduction of this element, combined with the other primary facilities have acted to divide the park into a northern and southern section. Notably the O-Bahn entrance reflects the city connection to the former Kensington tramline.

The parks overall condition is mixed, the introduction of the O-Bahn has had a profound effect on the nature of the space. The lengthy construction caused the Boating pool and Kiosk to close indefinitely due to a lack of access, this in turn resulted in the conation of the pool and its immediate surroundings to suffer greatly.

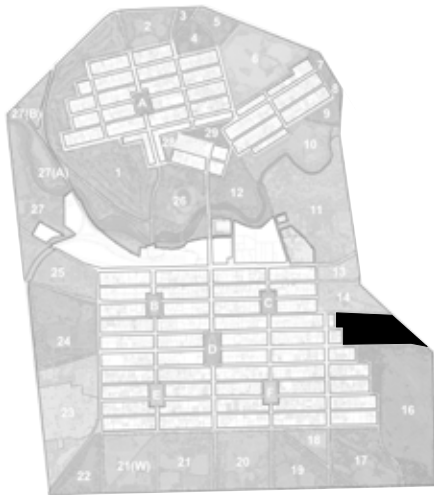


Figure 34b - 1936 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)



Figure 34c - Plan from Brown Report. Source: Brown, J. Report on the system of planting the Adelaide Park Lands (1880)

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#### 4.3.14 Ityamai-itpina/King Rodney Park (Park 15)

Ityamai-itpina/King Rodney Park (Park 15) is a smaller section of parkland in comparison to most other parks. The park has historically been managed and planted in conjunction with Kadlitpinna /Park 13 and Murlawirrapurka/Rymill Park (Park 14), with the three notionally considered as the ‘East Park Lands’. The park is bounded by Wakefield Road, East Terrace, Bartels Road, and Dequetteville Terrace. The site historically served as a despoiled grazing wasteland, then at the commencement of tree plantings in the late 1870s and 1880s, assumed the role and function of a semi-open woodland dispersed by three recreation ovals and an Olive (*Olea europaea*) grove, and this function has remained today. The remainder is managed as an un-irrigated revegetation site.

Park 15 demonstrates partial implementation of Brown’s c.1880 planting plan. The western section of pathways and planting corridors have been implemented, including the olive plantation. However, the eastern open area of the park has been divided into three ovals for the use by Prince Alfred College.

Brown’s planting plan is largely implemented to the outer edges, most trees present within the park are either River Red Gum or Blue Gum.



Figure 35a - 2021 Park 15 aerial photograph. Source: Location SA

East Park lands Playground

The main playground entry fence and bathroom structure appear to remain unchanged since their establishment in 1924. The site of the playground is within the original olive grove, with a portion of the remaining olive trees within the current fence line of the playground. The components and size of the playground compound has changed numerous times over the year.

Adelaide Eastern Parkland Skatepark (former tennis court)

Park 15 is also home to one of the two parkland skateparks. This facility was established when the former Adelaide Skatepark became the site of the current Royal Adelaide Hospital. The new facility replaced a pre-existing concrete tennis court.

The parks overall condition is high, the ovals are in excellent condition with the surrounding vegetation providing excellent shelter from the nearby busy roads. The playground and skatepark are in good condition with consistent use.

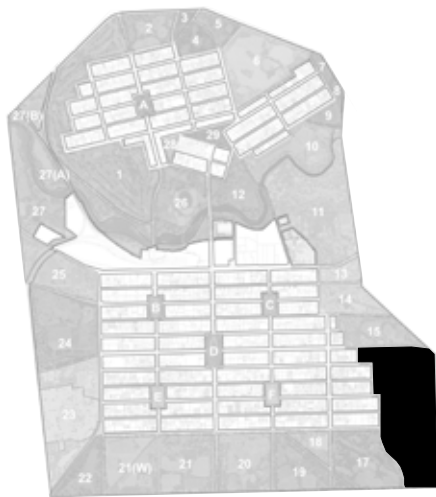


Figure 35b - 1936 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)



Figure 35c - Plan from Brown Report. Source: Brown, J. Report on the system of planting the Adelaide Park Lands (1880)

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#### 4.3.15 Pakapakanthi/Victoria Park (Park 16)

The land use of Pakapakanthi/Victoria Park is one of the largest intact parkland spaces to the east of the city. The park is bounded by Wakefield Road, Fullarton Road, Greenhill Road and Beaumont Road.

The grandstand is a dominant feature of the park and has a significant association with the early use of the Park Lands, which is further discussed in page 166. The space has principally been a venue for equestrian activities and events for most of its history since colonisation and this is reflected in shape and design of later adaptation for other uses when horse racing fell away. A secondary function of Park 16 has been as a venue for tree planting, the establishment of tree plantations, and more importantly its role as the site for the first Arbor Day plantings and celebrations in Australia; the fore-runner of the present Land Care, Greening Australia, and catchment management initiatives. Extant plantings are primarily River Red Gums and South Australian Blue Gum.

Park 16 has undergone a major landscape redevelopment over the past few years. The largest impact to the park has been the removal of the historic 1840's racecourse circuit and most of the associated Adelaide Racing Club facilities. As well as this, the introduction of the second introduced Brown Hill Keswick Creek Wetland site to the southern edge of the former racecourse.

Within the race track area there is an emphasis on walking, cycling and running trails. This somewhat reflecting its initial intended use, as the horse racing tracks profile has been reconfigured into a running track.



Figure 36a - 2021 Park 16 aerial photograph. Source: Location SA

The few Horse Racing structures that remain have been adapted into functional cafes and clubs better suited for public use. Specifically, the Grand, Jockeys Quarters and Refreshment still remain with effective adaptive reuse undertaken. Conservation work has been done to the Victoria Park Fullarton Road Entry Gate leaving it, and the surrounding fencing in good condition. As of 2022 the space has once again been selected as the primary location for the State Government Motorsport Park

The southern end of Park 16 is home to the Inaugural Arbor Day site, this has resulted in a rich landscape of unique and dense tree planting. Due to the age of the Arbor Day planting, there is a large majority of well-established trees and wildlife creating a unique atmosphere within the Park Lands. There is remaining evidence of the former Beaumont Road extension across this section of park, distinguished by a lack of established trees along the former trail.

The new Adelaide Wetlands have activated a largely neglected section of the park. Considerable changes have been made to the topography of the site, including hills that generate unique views of the Adelaide CBD. The central feature of the wetland is the artificially produced lake, it appears as though the lakes central island makes a feature of the existing planting cluster originally proposed in Brown’s planting masterplan. The Wetlands terminate at the northern edge of the Inaugural Arbor Day site, framing and not impeding on this significant site in a cohesive way.

Pengilly, Brown and Pelzer’s proposed planting that frame the former racecourse and park perimeter have remain ultimately unaffected by the removal of the racecourse facilities. The significant planting specifically to the Northeast has been reinterpreted and introduced into new landscape designs in a similar way to the reinterpretation of the former facilities.

From the corner of Fullarton Road and Greenhill Road moving North to the center of Park 16, evidence of the c.1880s era planting plan is accurately implemented and retained. Several varieties of Eucalypts, Oak and Pine trees consistent with the 1880 Planting Plan are evident.

#### Southern Woodlands

The Southeast corner of this site is known as the space in which the first Arbor Day in South Australia was held in 1889. Most trees planted during this event are substantial. The space is now framed by a new set of bitumen bike trails and bridges as an extension of the wetlands works. The former dirt pathway that acted as the extension of Beaumont Road (that once connected to the corner Fullarton Road and Greenhill Road) has now all but eroded. The only remnant of this path is the line of planting that once sat parallel.

Several of the significant trees that have failed over time have been actively readapted as “habitat trees” for local wildlife. This reflects the change in values to the space, with a greater emphasis on native wildlife conservation taking place. The condition of this location is very high, with regular upkeep undertaken by council.

#### Northwest Olive Grove

This Olive Grove is notable due to its lack of alterations evident dating as far back as 1936. Browns Planting Plan originally outlined a walkway intersecting the space, however this never eventuated. The condition of this location is relatively high for an unirrigated area. The grid on which the trees have been planted is still quite defined and maintained.



Figure 36b - 1936 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)

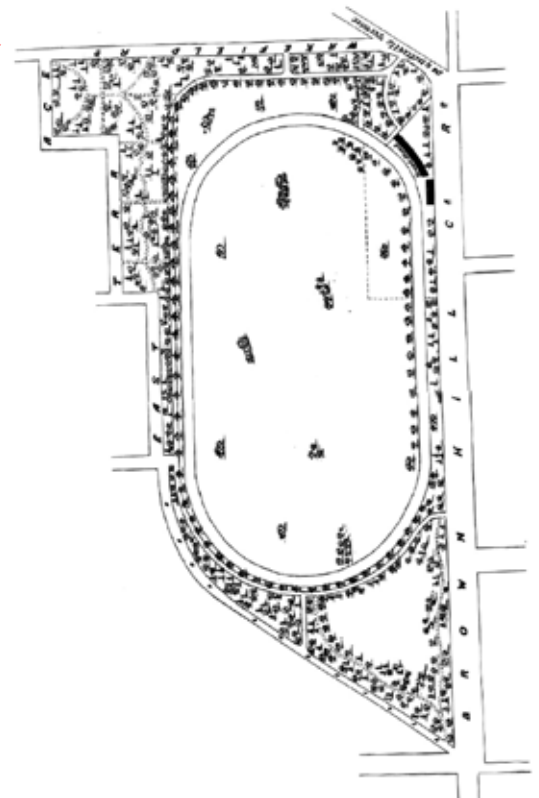
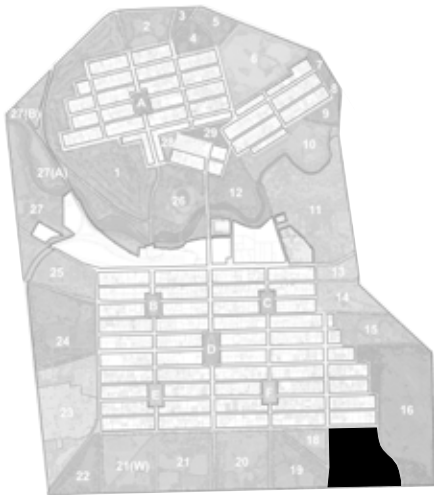


Figure 36c - Plan from Brown Report. Source: Brown, J. Report on the system of planting the Adelaide Park Lands (1880)



#### 4.3.16 Tuthangga/Carriageway Park (Park 17)

Tuttangga/Carriageway Park is one of the largest parks within the Park Lands. The profile of the park has been redefined due to the alterations of Beaumont Road. The park is bound by Greenhill Road, Beaumont Road, South Terrace and Hutt Road.

Park 17 is a rare example of successfully implemented and retained early landscape design. Although this example does not exactly reflect Brown's 1880 design as drawn, the intent of a winding tree lined carriageway is a prominent feature of the park. The Elms are in poor health for substantial lengths of the carriageway. Conservation efforts have been taken to retain these significant trees, a dense layer of mulch is in place for the entirety of the carriageway and several Elms have been replanted.

There are also other more recent linear avenues which follow established paths connecting the city to the southern suburbs of Unley and beyond. A lesser-known feature of Park 17 is the former site of the reservoir built in 1881 to supply water to Glenelg. All that remains of this structure today is a large unassuming mound with relatively established trees thriving atop.



Figure 37a - 2021 Park 17 aerial photograph. Source: Location SA



Figure 37b - 2007 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)

Other recreational sporting activities take up a majority of the open space within this park. As well as South Terrace Croquet Club, The South Australian Croquet Association Inc, SA Obedience Dog Club Inc and the SA Touch Rugby Clubhouse.

What was once the extension of Beaumont Road that connected onto Greenhill Road has now been split into two carparks. With the northern section of Beaumont Road servicing the Park 16 Wetlands, and the southern section servicing the recreational sporting activities of Park 17.

To the Southwest of the park is a small section divided by Glen Osmond Road, in this area are a collection of tall Radiata Pines under planted with native pines.

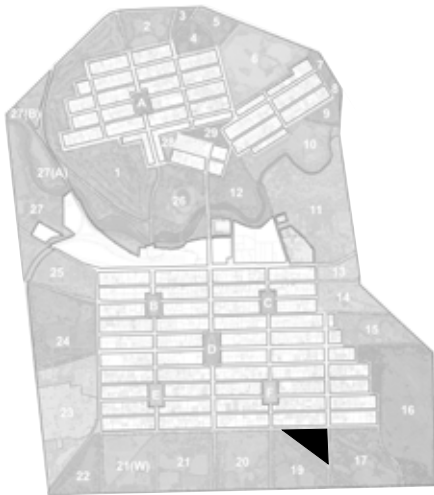


Figure 37c - 1936 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)



Figure 37d - Plan from Brown Report. Source: Brown, J. Report on the system of planting the Adelaide Park Lands (1880)





#### 4.3.17 Wita Wirra/Peppermint Park (Park 18)

Wita Wirra/Park 18 is a good representation of the Brown and Pelzer spatial structure and planting design, but somewhat obscured by a later layer of native plantings, particularly to the southeast corner. The space is bound by Glen Osmond Road, Hutt Road and South Terrace. This park specifically contains large and impressive Eucalypt trees, Ash and Elms that generally range from fair to poor condition.

Park 18 is also home to the Adelaide City Football Club and adjoining oval. To the south of the Football Club, are the aforementioned eucalypt trees as well as newer native planting framed around a recently developed creek/wetland development.

In the Northwest corner of the park, is an example of a Pelzer Garden layout that has been retained and conserved. The northwest and the southeast of this park greatly contrast each other with the former reflecting Pelzer's green and highly considered planting placements, whereas the latter is a sporadic collection of smaller natives and shrubs distributed between the perimeter planting.



Figure 38a - 2021 Park 18 aerial photograph. Source: Location SA



Figure 38b - 2007 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)

A unique feature of Park 18 is the Adelaide Himeji Garden, a Green Japanese Oasis with many unique examples of planting within the Park Lands. It is of note that the garden's central point is a large pine that can be assumed to predate the Himeji Garden judging by the size and surrounding landscape.

The parks overall condition is very high. The gardens are very well maintained and appear to have consistent maintained upkeep. The sporting ovals are also in excellent condition, with significant shelter provided by the surrounding taller trees.



Figure 38c - 1936 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)

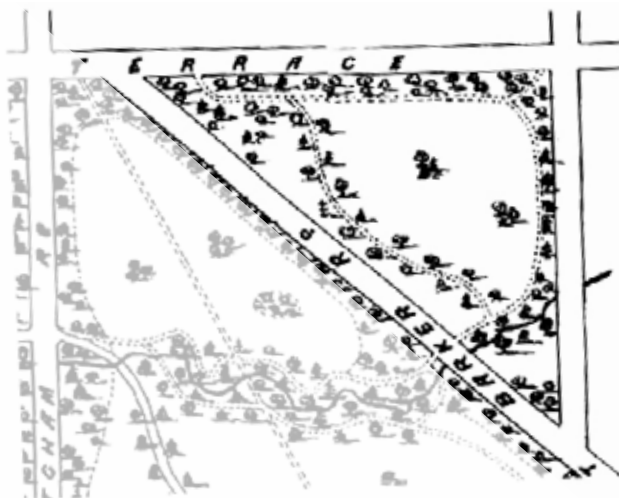
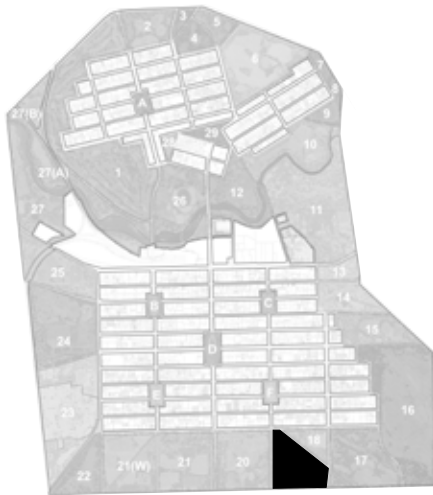


Figure 38d - Plan from Brown Report. Source: Brown, J. Report on the system of planting the Adelaide Park Lands (1880)



#### 4.3.18 Pityarilla/Pelzer Park (Park 19)

Pityarilla/Park 19 is a relatively small park within the context of the southern Park Lands. The space is bound by Glen Osmond Road, Unley Road, Greenhill Road and Hutt Road. The language of the park's vegetation is consistent with the neighbouring Park 20. Most of the perimeter planting strongly reflects the planting design intent of Brown/Pelzer. The internal space has undergone extensive revegetation. Only a few species reflect the planting designs proposed beyond a small percentage of surviving Ash, Elms and Pines. Brown's intended carriageway and creek planting scheme have not been implemented.

The northern perimeter parallel to Glen Osmond Road, contains the largest percentage of significant trees. This includes the linear planting of large Sugar Gums and smaller Elms parallel to the road. The northwest tip of the park contains a small cluster of older Carobs and Norfolk Island Hibiscus. Central to this area is a cluster of Morton Bay Figs that have been integrated into the "Marshmallow Playground".



Figure 39a - 2021 Park 19 aerial photograph. Source: Location SA

The western perimeter planting parallel to Unley Road, contains a smaller number of significant trees. They comprise of a few Olive trees, assorted Pines and Elms. Beyond this, the perimeter planting to the south and east is mostly composed of recent natives, Ash and Eucalypts.

Central to the space are two avenues, the western avenue begins in the northwest corner and terminates central to the southern perimeter. This avenue is lined with lined with relatively young Ash trees in good to poor condition. This avenue is documented on Brown's 1880 Planting Plan. The second avenue begins in the northwest corner and terminates in the southeast corner. This avenue is lined with Poplar Trees in poor health. The lower section of the avenue have had recently introduced eucalyptus trees.



Figure 39b - 2007 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)

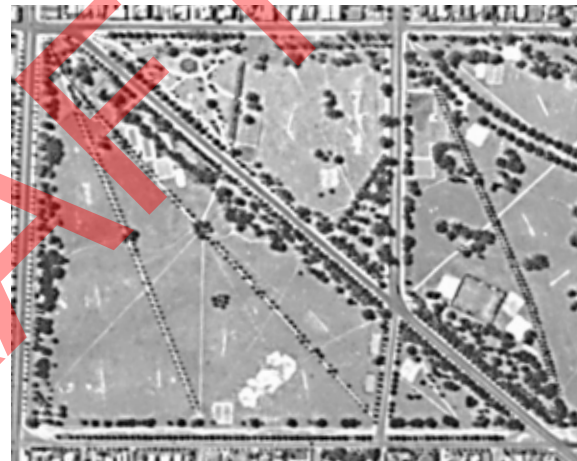


Figure 39c - 1936 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)

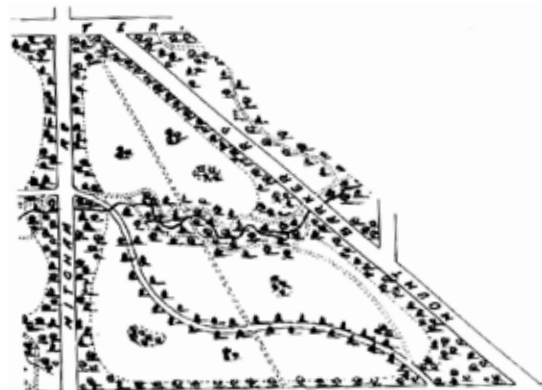
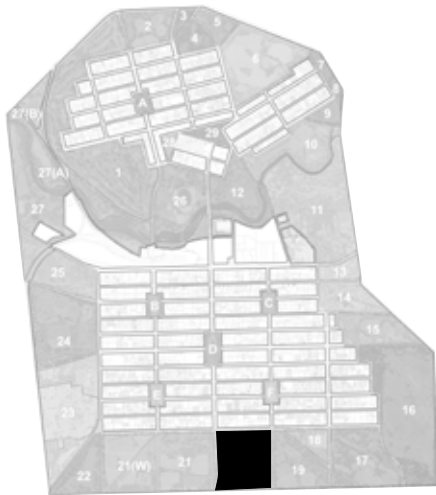


Figure 39d - Plan from Brown Report. Source: Brown, J. Report on the system if planting the Adelaide Park Lands (1880)

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#### 4.3.19 Kurangga/Blue Gum Park (Park 20)

Kurangga/Blue Gum Park/Park 20 is a relatively small park within the context of the southern Park Lands. The space is bound by Unley Road, Greenhill Road, South Terrace and Peacock Road. The language of the park's vegetation is consistent the neighbouring Park 19. The park is a reasonable representation of Brown and Pelzer's spatial structure and planting design, although the inclusion of several contemporary recreational facilities has partially compromised the design intent. It is evident that by the 1930s all perimeter planting was completed as well as the dense wooded planting to the southeast of the park. Not implemented however, was the pathways and carriageways proposed. Brown intended for weaving trails to run throughout the site rather than the angular and linear pathways evident today.

The northern half of the park is allocated almost in full to Pulteney Grammar School, including several irrigated sporting fields, tracks, courts and other sports facilities. All these locations are accessible to the main school campus via the land bridge over South Terrace. Overall, the park is in good condition, the perimeter planting has been well maintained and relatively unaltered.

##### South Terrace Glover Playground (Local Heritage Place, 1608)

Located in the northern section of Park 20 is the Glover Playground. The site has been modified and improved several times over the years however there is evidence of the original site profile and landscaping was penned by Pelzer.



Figure 40a - 2021 Park 20 aerial photograph. Source: Location SA

Adelaide Hockey Club and Courts

The southwest corner of Park 20 is home to the Adelaide Hockey Club and associated courts. It is clear from the aerial images 1936 to 2007 that the area has consistently been a space for numerous courts and sporting facilities. In its current form the site is the most coherent and uniform iteration.

TreeClimb Adelaide, Club De Petanque D'Adelaide and City Dirt

The Southeast section of the park has undergone a great deal of change in recent years. The space initially proposed by Brown to function as a forest with walking trail and lake, never eventuated in that form. Rather, it did receive dense planting of Eucalypts, Pines and a handful of Figs.

As of recently the space has introduced a tree climbing facility and dirt bike trail. These two facilities are unintrusive to the planting in the area, in fact the tree climb acts as a celebration to the significant trees. In a similar way the dirt bike track and ramps have been introduced by a team of volunteers who have been forced to work around significant trees rather than form new clearings. This has generated an environment that takes full advantage of what had been proposed by Brown and successfully activates the area to a new generation of occupants.



Figure 40b - 2007 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)



Figure 40c - Plan from Brown Report. Source: Brown, J. Report on the system if planting the Adelaide Park Lands (1880)



Figure 40d - 1936 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)

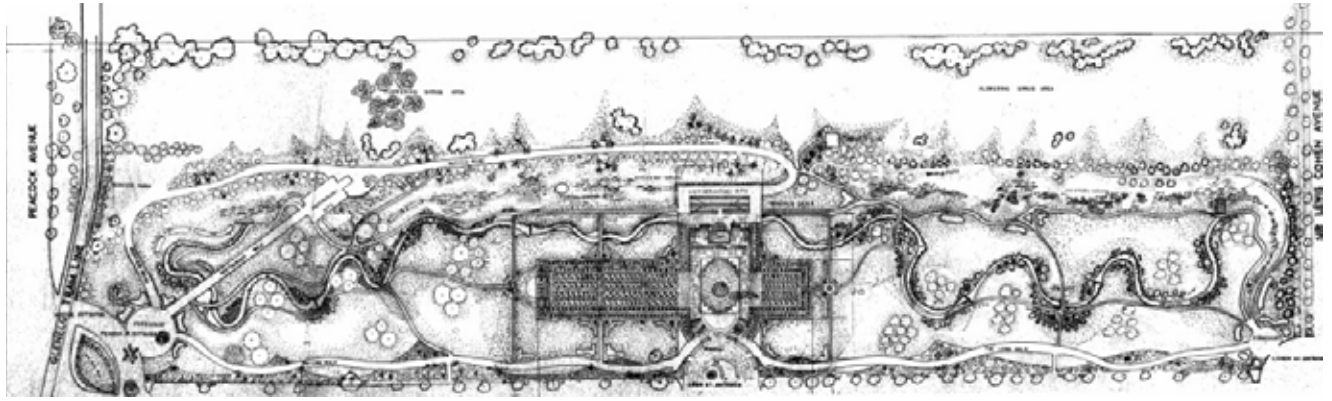


Figure 41: Original Plan for Veale Gardens, as drafted in 1962, ACC archives

#### 4.3.20 Walyu Yarta/Veale Park (Park 21)

Park 21 and Park 21W were once considered a single park, however upon the introduction of Sir Lewis Cohen Avenue (1902-1903) the two parks were separated. The park is bound by Peacock Rd, Greenhill Road, South Terrace and Sir Lewis Cohen Avenue.

The park is home to the most significant and intricate garden landscaping development within the Park Lands, the Veale Gardens advocated by Town Clerk Colonel William Veale. The garden boasts highly refined landscaping features, including creeks, fountains and exotic vegetation to great effect. Several of the nineteenth century Pines, Norfolk Island Hibiscus, Ash, Sheoak and Elm have been incorporated into the garden. Within the gardens several contemporary structures can be observed, including the Walyu Yarta Community Garden, a non-descript communal function facility and the Adelaide Pavilion. The Adelaide Pavilion is of note due to its original built form, however further additions to the structure have compromised its original design.

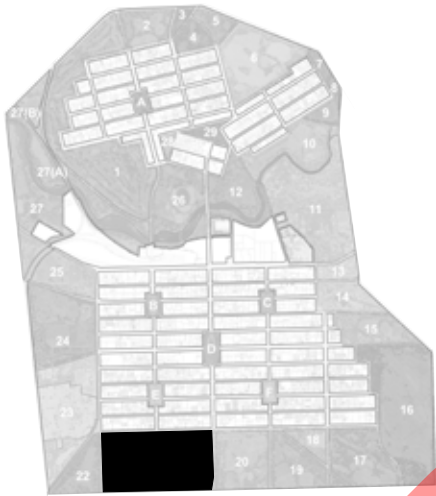


Figure 42a - 2021 Park 21 aerial photograph. Source: Location SA

Along the eastern perimeter of the park there is a heavy concentration of significant Pines, Pepper Corns, Elm, Olive and Morton Bay Figs. This park perimeter forms the western edge of the Glenelg Tram Line, on the eastern side tram track a line of elm that appears to be of significant age. The health of the significant planting is of varying quality. Further south the health of the vegetation is poor. For example, several dead pines are prevalent. Younger planting of natives and gums are also prevalent along this perimeter, the younger planting is of no significance. A small shelter is housed central to this perimeter, it appears to be in poor condition and its purpose is not clear.

The southern perimeter planting consists of scattered significant trees in generally poor health. The area consists of Pines, Ash, Pepper Corns, Norfolk Island Hibiscus and Moreton Bay Figs. Younger planting of natives and gums are also prevalent along this perimeter. Several shelter sheds once lined this perimeter between the significant trees. There is no evidence of these shelters beyond the new vegetation that has been introduced in their place. The western perimeter planting consists of recently planted Morton Bay Figs to line one side of Sir Lewis Cohen Avenue. Beyond this, a few small cluster of elms in poor health are of any significance.



Figure 42b - 2007 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)



Central to the space, directly to the south of the Veale Gardens is evidence of a line of Ash in poor health. This can be observed to the greatest extent in the southwest corner of the Gardens, then scattered across the Gardens southern perimeter. A pedestrian pathway lined with Ash is evident in the 1936 aerial image, from the northeast corner to the centre of the southern perimeter of the park. The only remnants of this can be seen where the path intersect with the southern perimeter of the Veale Gardens. Only a few Ash trees in poor health can be observed.

The southwest corner of the park contains a sports field that has no associated facilities. Beyond this, the remaining park south of the Veale gardens lacks any purposed or consistent planting design intent. The general planting observed is of an inconsistent nature, with multiple native species from multiple planting eras. A stand of Pines and a stand of Elms can be identified from the 1936 aerial image, however their footprint is confused by younger plantings.

Overall, Park 21 reflects a landscape full of inconsistencies. The Veale Gardens refined and maintained nature greatly contrasts the poor health and lack of consistent planting design methodology evident to the remaining park.

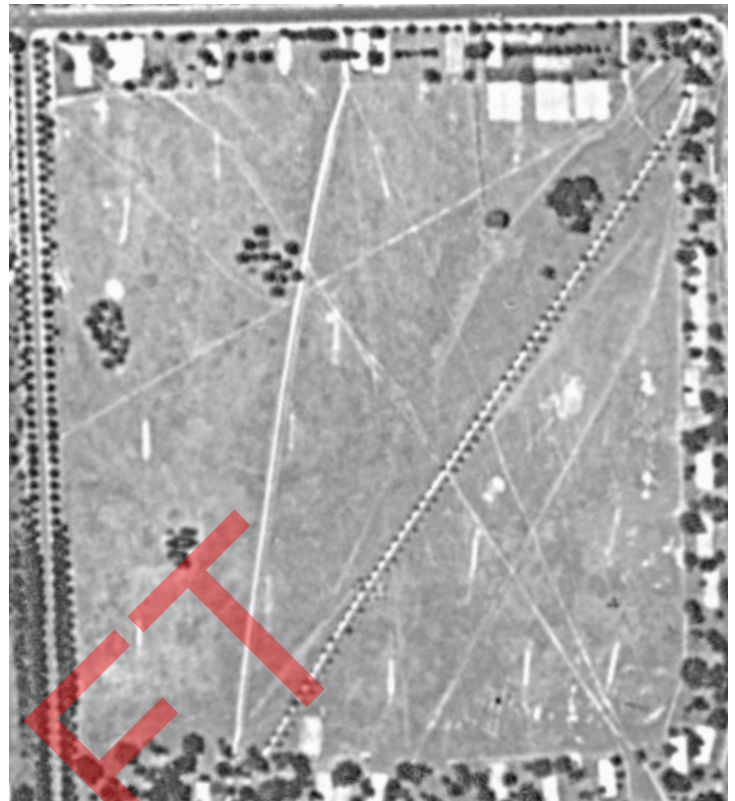


Figure 42c - 1936 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)

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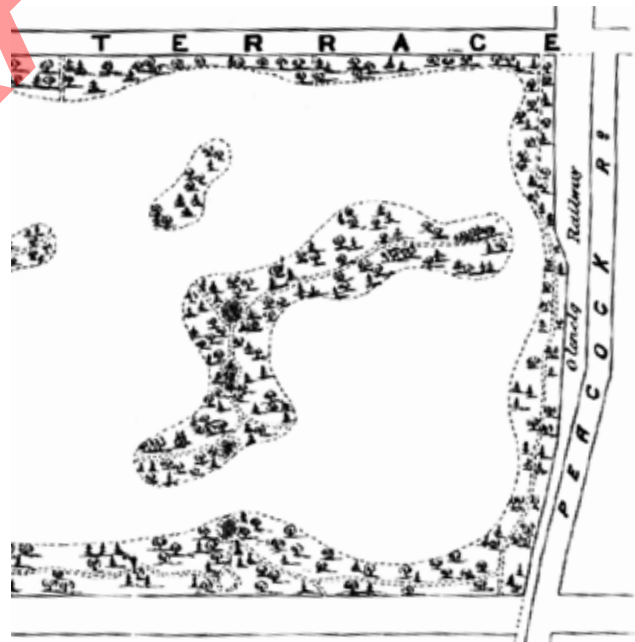
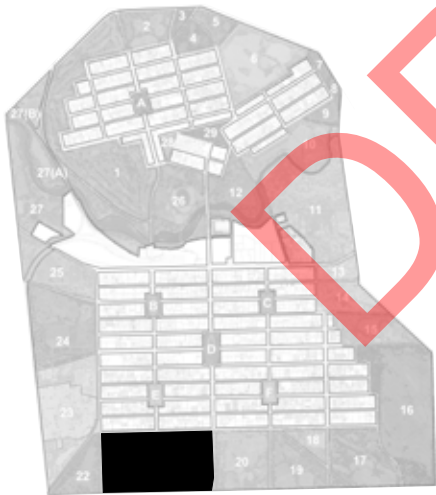


Figure 42d - Plan from Brown Report. Source: Brown, J. Report on the system of planting the Adelaide Park Lands (1880)



Figure 43: Women from the Soldiers Mother Association assembled at Wattle Grove in the Adelaide Park Lands for an ANZAC Day service c.1927. Source: SLSA SRG 168/1/58/46.



#### 4.3.21 Mirnu Wirra/Golden Wattle Park (Park 21W)

Mirnu Wirra/ Park 21 West was formally combined with the adjacent Park 21, only separated at the introduction of Sir Lewis Cohen Avenue. The park is mostly unirrigated, with only the vegetation lining the northern perimeter and sporting ovals lining the western perimeter receiving maintenance and upkeep. The space was once most notably the home to the Wattle Grove Precinct and War Memorial Obelisk introduced in 1915. The area contained many Golden Wattles planted throughout. However, by 1940 the Grove was largely neglected, and the original pergola surrounding the memorial obelisk was removed. The original Wattles are no longer discernible, however subsequent generations of Wattles and the original five White Cypress Pines remain. The latter encircled the pergola and were planted to symbolise the five allies in WW1. The war memorial obelisk was relocated on the 11th November 2018 to the Torrens Parade Ground within Park 12.

Along the northern perimeter there are scattered trees of significance, mainly comprised of Ash and Elms. Additionally, along this perimeter the Princess Elizabeth Playground, developed in 1927 is situated. The red brick shelter shed built as part of the original playground is listed on the State Heritage Register.

Along the eastern perimeter new Moreton Bay figs have been planted. Along the southern perimeter there are scattered Conifers and Pines of varying significance, with younger gums and natives disbursed throughout. It is of note that this perimeter once housed several shelter sheds evident in the 1936 aerial image, there are no remnants of these structures on site. Along the western perimeter there are scattered significant Olive and Pepper trees situated more so to the north, beyond this there are younger gums and natives disbursed throughout. A changeroom shelter used by the Adelaide Lutheran Sports Club has been constructed to service the adjoining sports fields.



Figure 44: Princess Elizabeth Playground c.1945. Source: History Trust Glass Negative Collection, GN08770



Figure 45: Princess Elizabeth Playground c.1945. Source: History Trust Glass Negative Collection, GN08770



Figure 46a - 2021 Park 21W aerial photograph. Source: Location SA

Central to the space several segmented stands of pines across the park. The condition of these stands varies in health, ranging from thriving to poor. Running north to southwest is a Sugar Gum Pedestrian Avenue planted in c.1930. To the northwest several sports fields have been introduced, with young native vegetation surrounding the perimeter. The southwest of the park once housed sporting fields however, currently the space has a range of vegetation disbursed throughout of different ages and species. The area is listed as a conservation area.

Overall, the park is in questionable condition. The integrity of the site has been lost due to the repeated planting and removal of vegetation. The significance of Wattle Grove is of some importance however, the lack of significant fabric and introduction of further planting to the area has resulted in an inconsistent landscape that lacks direction or planting design intent.



Figure 46b - 2007 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)

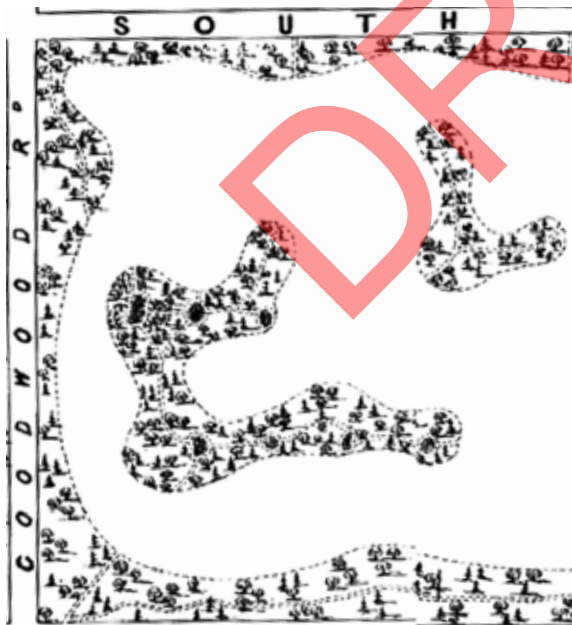


Figure 46c - Plan from Brown Report. Source: Brown, J. Report on the system of planting the Adelaide Park Lands (1880)

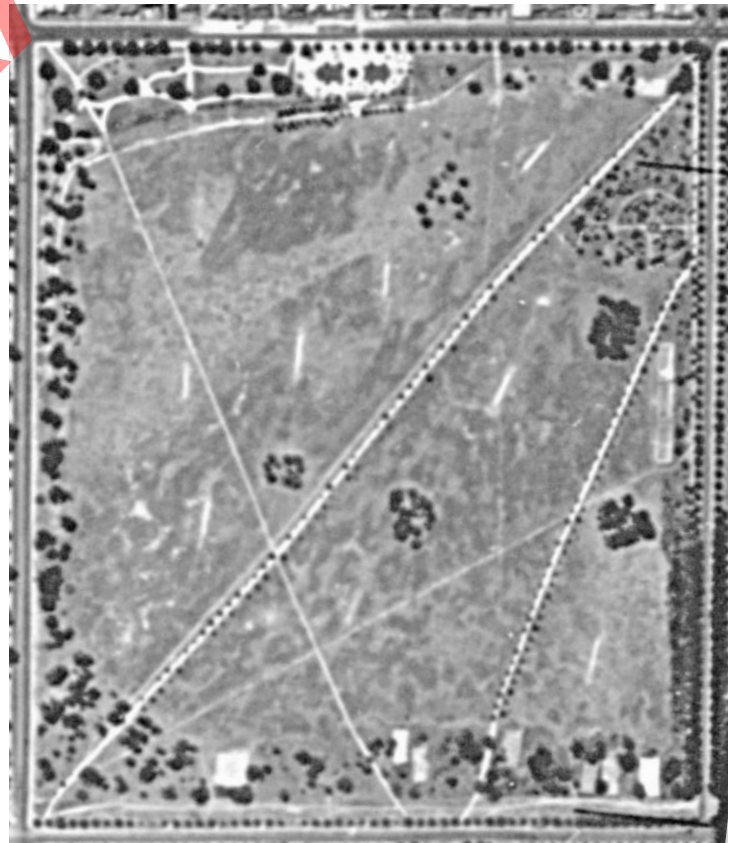
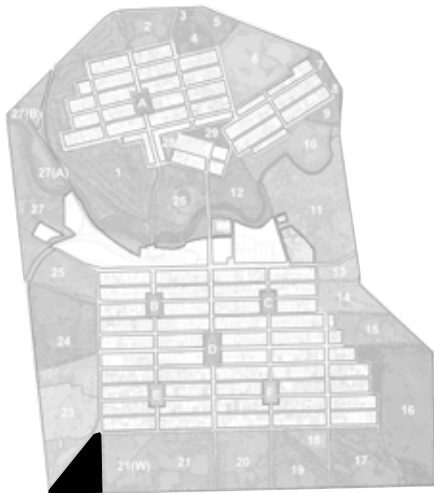


Figure 46d - 1936 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)

**Swanbury  
Penglase**



#### 4.3.22 Wikaparntu Wirra/Josie Agius Park (Park 22)

Wikaparntu Wirra/Josie Agius Park/Park 22 is a relatively small park in the southwest corner of the Adelaide Park Lands. The site is bounded by Sir Lewis Cohen Avenue, Greenhill Road, Goodwood Road, and South Terrace. The current state of the park reflects a location that has in large part been compromised by the introduction of recreational facilities and vehicle parking. The northern to central area of Park 20 is home to 24 netball courts used by the SA United Church Netball Association, these courts serve as the primary function of this park. The courts are relatively unintrusive and take full advantage of the perimeter planting to create a visual and audible barrier between the courts and nearby busy roads.

The perimeter planting is a good example of the spatial planning and design intents of Brown and Pelzer. Most of the planting along Anzac Highway and Goodwood Road is thriving, with the majority being unirrigated large and significant Eucalypt and Pines. Along Greenhill Road most of the large planting is consistent with a greater deal of pines present, there is a significant Black Cockatoo population nesting in the various pine trees within this area.

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Figure 47a - 2021 Park 22 aerial photograph. Source: Location SA

The area directly south of the courts serves as a makeshift car park at different intervals through the year. This space is clearly not designed to function as a car park, the ground level undulates and does not drain appropriately. The soil is in very poor condition, it is partially mixed with gravel resulting in a lack of vegetation present in the area. Additionally, all existing trees within this area appear to be in poor health. Water often pools in this area, reflecting the poor condition and drainage of the landscape.

The parks overall condition is mixed, the eastern and western perimeters house numerous large and healthy trees in excellent condition. The netball courts are in excellent condition and take full advantage of the surrounding landscape. However, beyond this all other open locations within the park lack any evidence of considered landscaping or upkeep.



Figure 47b - 1936 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)



Figure 47c - 2007 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)

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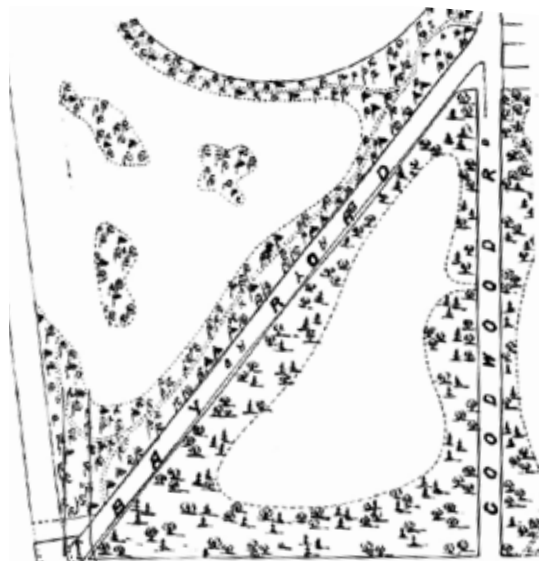
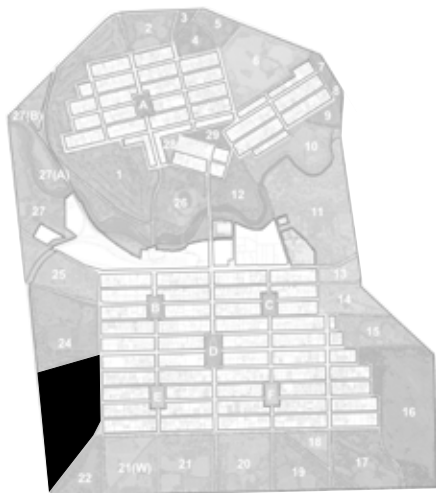


Figure 47d - Plan from Brown Report. Source: Brown, J. Report on the system of planting the Adelaide Park Lands (1880)



#### 4.3.23 Warraninthe/G S Kingston Park (Park 23)

Warraninthe/G S Kingston Park is to the west of the city grid. The park is bound by Anzac Highway, Greenhill Road, Goodwood Road. Its dominant feature is the West Terrace Cemetery which divides the park into three distinct areas. The park is bound by Anzac Highway, Greenhill Road, Goodwood Road.

##### North of Wylde Street and South of Sir Donald Bradman Drive

The Warraninthe Environmental Trail is the first example of a successfully implemented wetland landscaping development within the Park Lands. The area is currently in excellent condition with thriving vegetation and wildlife abundant. The Southern edge of Sir Donald Bradman Drive contains several large Blue Gums, River Red Gums and assorted pines. Additionally, along the northern parks perimeter is the art installation “Lie of the Land”, this is comprised of several Kanmantoo stone domes inspired by depictions of Aboriginal camps during the time of settlement. This area is well maintained and partially irrigated.

There is a strong contrast in the planting language between the Southern edge of Sir Donald Bradman Drive and the Warraninthe Environmental Trail. With the former consistent with traditional park lands gums and pines of the Brown planting era, and the latter demonstrating the modern interpretation of a native Australian wetland landscape comprising of low shrubbery and lesser trees. This section of the park is fully irrigated with consistent maintenance apparent and in excellent condition.

The northeast corner of the park is home to the Kingstone Park gardens and gazebo. This location is well maintained, with multiple flowerbeds complemented by large River Red Gums, assorted



Figure 48a - 2021 Park 23 aerial photograph. Source: Location SA

pinus and Morton Bay figs. There are two very large and neglected Morton bay figs of note, one in the Northwest corner of the southern park, mirrored with another to the Southwest corner of the Sir Donald Bradman Drive overpass. These two figs represent a gateway from the West of the city. The condition of the area is overall high but rapidly drops beneath the Sir Donald Bradman Drive overpass and edge of railway precinct.

Adelaide Cemetery

There are numerous stunted trees along the entire surrounding perimeter, the majority being gums and pinus (pinus mostly along northern edge) The original oval perimeter of the cemetery is still apparent, illustrated by the aging tree line that once defined the boundary. The Western railway edge of the cemetery contains a few intact examples of Brown era planting that have remained completely uninterrupted. The condition of the cemetery is very poor, with very poor soil quality and general upkeep of vegetation.

South of cemetery north of Anzac Highway

Planting along Anzac Highway in very good condition, the location is irrigated and well maintained. Several large gums in excellent condition line the edge of Anzac Highway. The southwest edge of parkland is heavily overgrown with numerous species of smaller shrubs, larger gums, and pinus. The space is not irrigated and an excellent example of parkland reforestation. The only major landscaping intervention to this area is the bitumen bike trail running from the park's southern apex to the northern central perimeter. Although overgrown, this section of park is in excellent condition.

Overall, Park 23 is in mixed condition, each of the three sections have locations of significance. The location of poorest condition is the cemetery, the soil quality and vegetation is consistently poor. This is greatly contrasted by the northern and southern sections, containing considerably better vegetation in terms of health and scale.



Figure 48b - 2007 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)

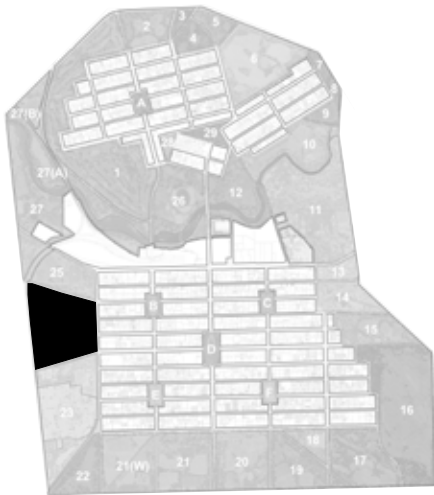


Figure 48c - 1936 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)



Figure 48d - Plan from Brown Report. Source: Brown, J. Report on the system of planting the Adelaide Park Lands (1880)





#### 4.3.24 Tampawardli/Ellis Park (Park 24)

Tampawardli/Ellis Park is to the west of the city grid and is bounded by the railway to the west, West Terrace to the east, Sir Donald Bradman Drive to the south and Glover Ave to the north. Sometime between the 1880 plan and the aerial image of 1936 the Park's northern boundary was reshaped when Glover Avenue (formerly Mile End Road) was realigned to connect to Currie Street instead of Hindley Street. The area is home to Adelaide High School which was built over the former Adelaide Observatory site on West Terrace.



Figure 49a - 2021 Park 24 aerial photograph. Source: Location SA



Figure 49b - 1936 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)

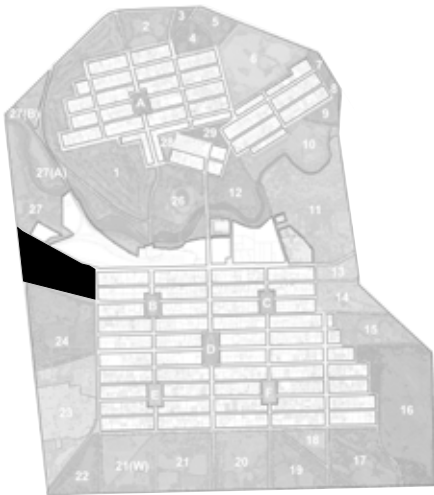
The Park is characterised by large plateaus of irrigated exotic grasses which step down in level towards the west. Used principally for sporting fields associated with the school and the Commet's soccer club, the grassed areas are surrounded by perimeter planting to road and railway edges. The western perimeter planting towards the railway is thicker and contains many examples of planting undertaken in line with Brown's c.1880 design. There is numerous Morton Bay Figs, although in poor condition generally. Two large Morton Bay Figs sit either end of the Sir Donald Bradman Drive railway overpass. Due to the size and isolation from other significant planting along the park's perimeter, the two figs appear to frame an entry to the city, rather than lining the park lands perimeter. In contrast to this is the northern, eastern, and southern edges of this section is a more recent mix of exotics and natives and does not appear to reflect Brown's planting plan.



Figure 49c - 2007 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)



Figure 49d - Plan from Brown Report. Source: Brown, J. Report on the system of planting the Adelaide Park Lands (1880)



#### 4.3.25 Kantarilla/Gladys Elphick Park (Park 25)

Kantarilla/Gladys Elphick Park is bisected by the railway line and is two distinct areas which are not related in use or character. The park is bounded by West Terrace, Port Road, James Congdon Drive, and Glover Avenue

##### West of rail line, Narnungga Park

The western section of this park is a rare example of Park Land reclamation. A section of the park had been an SA Water depot since 1879, relinquished in 2012.

Due to the relatively new nature of the park, there are only a few larger gums to the northern edge of the park that remain from the former SA Water compound. The space now reflects a modern representation of landscape design, with many smaller native species and works of art by Aboriginal artists and designers. Due to the rail line dividing the western section of park there is a clear isolation from the greater CBD.



Figure 50a - 2021 Park 25 aerial photograph. Source: Location SA



Figure 50b - 2007 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)

East of rail line, Karen Rolton Oval

Like the west, the eastern portion of Park 25 has undergone significant change in recent years. The redevelopment of the Karen Rolton Cricket Oval and its facilities have resulted in substantial change. Further to this, the southwest of the park has been redeveloped into the new Adelaide City Skatepark resulting in further redevelopment of the landscape character. Additionally, there has been a small landscaping development at the southern edge of the Karen Rolton Oval, observed to act as a breakout space for the Royal Adelaide Hospital.

Few nineteenth century era plantings remain beyond scattered perimeter planting. The majority of these remain along the railway line, western edge of West Terrace and a few of the more significant that have been incorporated into the Skatepark complex.

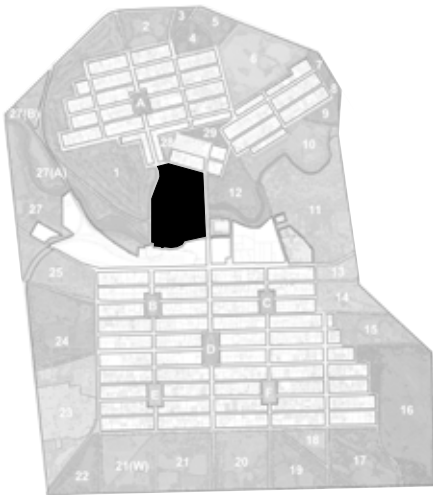


Figure 50c - 1936 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)



Figure 50d - Plan from Brown Report. Source: Brown, J. Report on the system of planting the Adelaide Park Lands (1880)

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#### 4.3.26 Tarndanya Womma/River Torrens (Park 26)

Tarndanya Womma/Park 26 is a large and diverse cultural landscape stretching from the banks of the river to the south up to Pennington Terrace in North Adelaide. It is bounded to the west by Montefiore Road and to the east by King William Road. The area hosts Adelaide Oval, Tennis Stadium and a large portion of Lake Torrens. It is bordered to the south by the Festival Centre, Adelaide’s major performance venue, and the Adelaide Convention Centre.

The location also holds Kaurna significance. The space specifically at the banks of the river was used as a place of hunting, gathering, camping, socializing and in later years relevance as a “Red Kangaroo Dreaming” site.

The areas contains the first Australian war memorial tree planted in memory of the fallen of World War I. The site was once the location of River Torrens original ford and road connecting the central CBD to North Adelaide. This would also later become the location of the first bridges to cross the Torrens.



Figure 51a - 2021 Park 26 aerial photograph. Source: Location SA

Planting in some areas dates from the Brown and Pelzer era. The perimeter planting proposed by Brown remains along the northern edge of the park and the northern edge of the Torrens remains. The gardens along the Northeastern edge of the oval are well maintained with multiple large trees, with several large Pines, Morton Bay Figs and Palms.

The Northwest corner of Park 20 is home to the Light's Vision and Memorial to Colonel William Light (16232). This location is situated at a high point in the park and overlooks much of the Adelaide CBD, hence its namesake. The area is surrounded by multiple large Morton Bay Figs.

To the south of the river, Elder Park and Rotunda (10783) remains a popular location for outdoor events within the city. The key feature of the park is the cast iron rotunda. It is notable that most of the planting along the southern bank of the Torrens appears to have gradually been removed over time. Specifically, the once established large pines that lined the southeast bank.



Figure 51b - 2007 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)

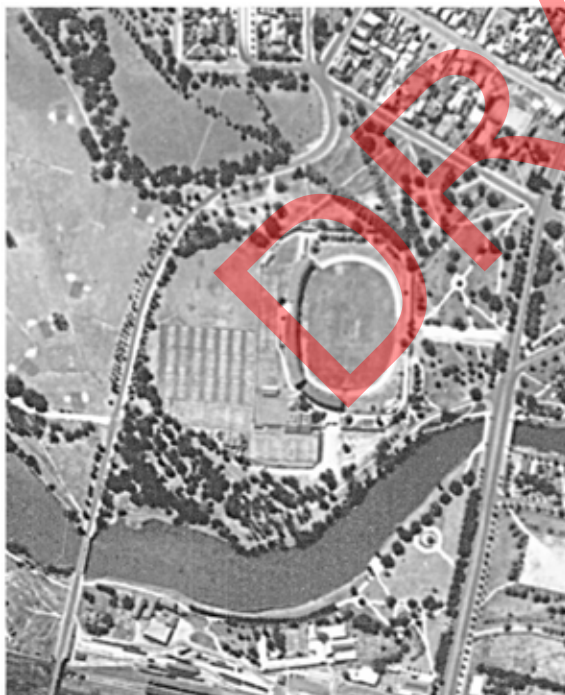
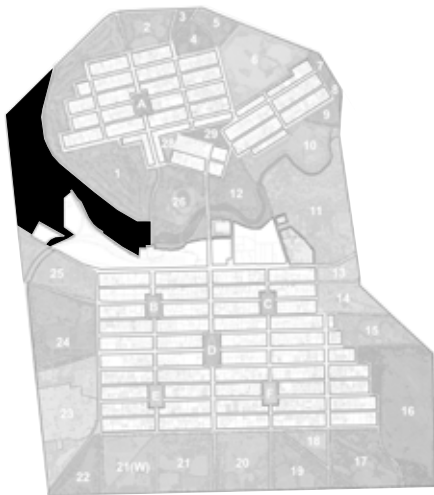


Figure 51c - 1936 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)



Figure 51d - Plan from Brown Report. Source: Brown, J. Report on the system of planting the Adelaide Park Lands (1880)



#### 4.3.27 Tulya Wardli/Bonython Park/Helen Mayo Park (Park 27)

Tulya Wodli/ Bonython Park is a complex and diverse set of areas that represents a highly modified landscape. The space is bound by North Terrace, Port Road, the Outer Harbour railway line, Park Terrace, Montefiore Road and War Memorial Drive. The major portion of the Piltawodli 'Native Location' site on the northern shores of the River Torrens/Karrawirra Parri, with the associated Colonial Store site in Piltawodli/Park 1 and original 'Native Location' sites adjacent to the former Slaughterhouse site, have strong cultural values to the Kaurna as well as a role in the state's early development as the site of the first settlement.

##### Bonython Park west of Railway Line

Bonython Park development introduced a 1960s Gardenesque landscape into the southern and central portions of Park 27, these works introduced recreational and function spaces into the park to better utilise the significant planting and wildlife along the Torrens.

The Old Adelaide Gaol stands as one of the country's oldest operating gaols, it is now acting as a museum and spiritual tour location. The facility still appears to retain its prison security infrastructure, this in affect compromises a significant section of the park. For example, the barbered hurricane fencing and numerous security cameras appear to serve no purpose and are of no significance as the facility it is non-operational and only impeded on the aesthetics of the surrounding landscape. The facility itself is in adequate condition, the landscaping and planting to the Gaols main entrance appear to be independent of the greater Park Lands.



Figure 52a - 2021 Park 27 aerial photograph. Source: Location SA

The former Mounted Police Barracks currently as a reminder of the state's history of mounted policing. Beyond the State Heritage value of the land and its structures, the large compound serves little functional service to the city as a whole. The majority of the compound is inaccessible to the public as it does still function partially for policing purposes, however not nearly as vital as it once was.

In terms of the parks overall character the Old Adelaide Gaol and Mounted Police Barracks are of great significance to the park however should be interpreted independently as heritage structures, rather than an element of the park.

The Olive Plantation to the North and East of the former Mounted Police Barracks, are a significant manifestation of the horticultural advancement and vision of the colony that still characterises the Adelaide Park Lands landscape today. The plantation today also serves as the paddock for the mounted police horses, in a way amalgamating two functions of Park 27 that were once vital but now may be considered fringe. The condition of the Olive Plantation is relatively good, the olive trees themselves are robust and thrive with little maintenance. The areas surround the plantation lack the general care when compared to the rest of Bonython Park. The roads between the Gaol and the Barracks remain unsealed, and illegal dumping is observed to take place.

#### Mary Lee Park North of Rail Line

Mary Lee Park is an interesting example of a section of parkland that has undergone a recent and complete redevelopment. The recent landscaping changes to the space can be paralleled with the neighbouring Plant 4 development. Brown's Planting Plan did include this section parkland, however it appears this planting was never implemented. Some significant planting exists along the western edge of the Rail Line. The majority of this planting consists of Eucalypts of a medium size and high-level shrubs. It can be assumed this is railway planting rather than a part of a landscape planting plan.

The southern corner of this section contains a single Pine Tree is of significance, this Pine Tree is alone in an area of overgrown shrubbery. It is clear this area requires further work and is not fully utilised.



Figure 52b - 2007 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)



Figure 52c - 1936 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)



Karrawirra Parri Weir and Sluice Gates

This section of Park 27 can be considered an extension of the Park 1 Adelaide Golf Course, with a large amount of Brown and Pelzer's planting language carrying over. The planting along the southern edge of War Memorial Drive reflects Brown's planting plan, with several significant Morton Bay Figs, Eucalypts, Norfolk Island Hibiscus and Pines. The condition of planting in this area is of high quality as it is maintained in accordance with the golf course.

The Torrens Weir, constructed in 1880 was introduced to better manipulate the flow of water to the Torrens. The surrounding landscape has become a place of recreation. Interpretive signage successfully indicates the full history and significance of the space, both as a First Nation's and Colonial Location.

The section of Torrens beyond the Weir demonstrates a diverse and thriving section of planting. A large amount of wildlife exists in these areas as it is generally inaccessible due to large and dense plantings present. Due to an abundance of water provided gradually by the weir, this area can be seen to thrive in terms of wildlife and vegetation yearlong.

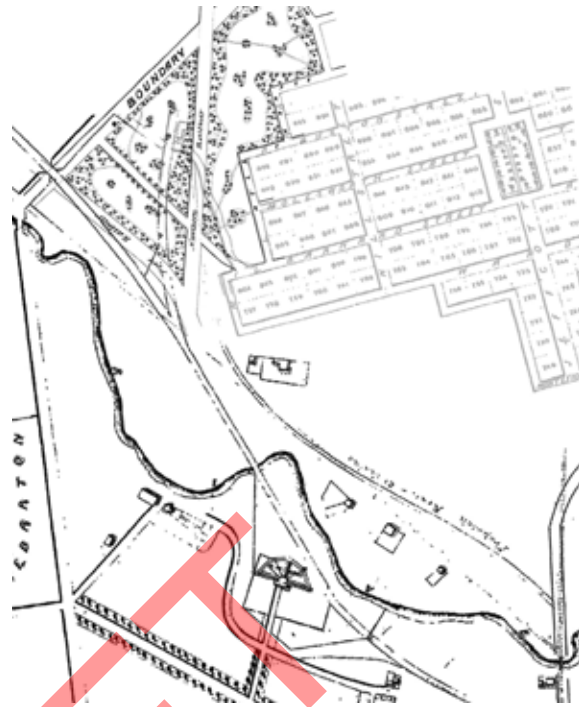
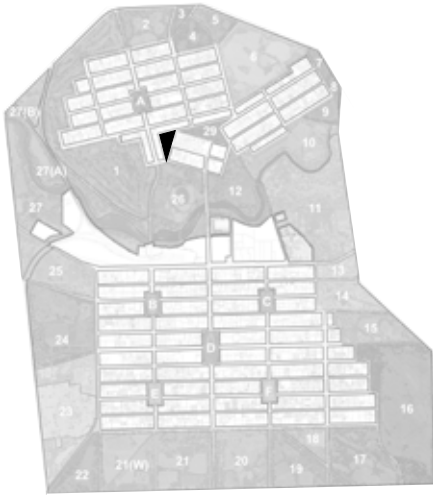


Figure 52d - Plan from Brown Report. Source: Brown, J. Report on the system of planting the Adelaide Park Lands (1880)

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#### 4.3.28 Pangki Pangki/Palmer Gardens (Park 28)

Palmer Gardens/Pangki Pangki is a strong and uncommon example of the Victorian landscape style proposed by Pelzer, as well as contributes to the overall visual character of North Adelaide. The space is bound by Palmer Place. The park maintains an integral relation with Brougham Gardens/Tandotittinga/Park 29, as the planting and landscape language is relatively consistent between the two.

These spaces remain in exquisite condition with a greater level of care evident than most of the greater park lands. Although the remaining trees are few and widely disbursed across the park, they appear to be well maintained and in good health. The space contains multiple significant pines of great height, as well as Elms, Ash and Morton Bay Figs. It can be observed that the percentage of significant vegetation has decreased when compared to mapping from a few years prior.



Figure 53a - 2021 Park 28 aerial photograph. Source: Location SA



Figure 53b - 2007 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)

The diagonal pedestrian pathways central to the space, have relatively new vegetation, and were once were line with Elms, of which only two remain. Several younger species of vegetation have been introduced that compromise the original design intent of the park, for example several garden beds and Jacaranda have been introduced.



Figure 53c - 1936 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)

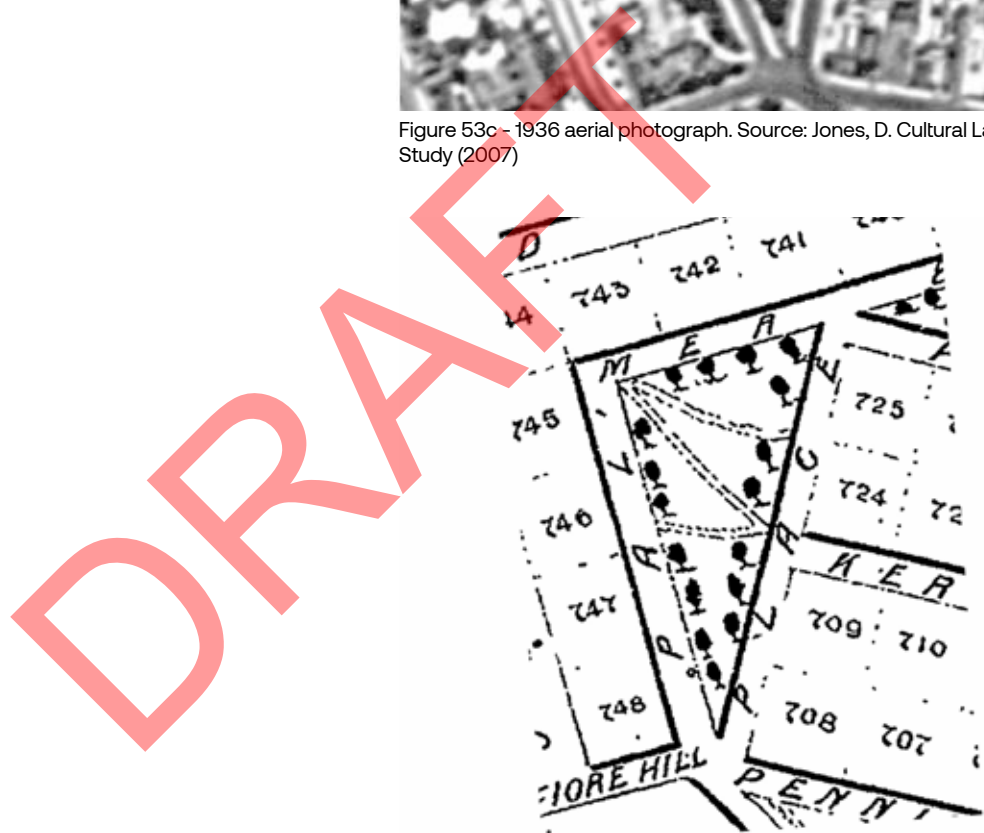
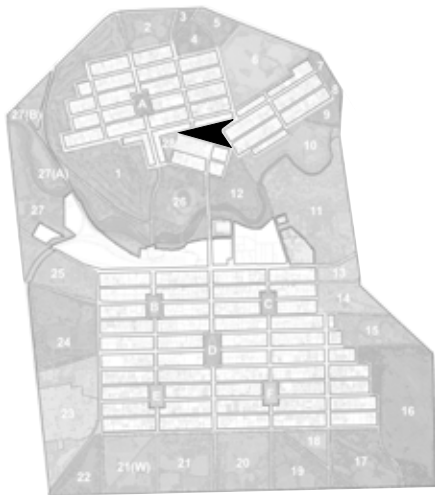


Figure 53d - Plan from Brown Report. Source: Brown, J. Report on the system of planting the Adelaide Park Lands (1880)



#### 4.3.29 Tantutittingga/Brougham Gardens (Park 29)

Like Park 28, Brougham Gardens/Tandotittinga/Park 29 is a strong example of Victorian garden style proposed by Pelzer. The space is bound by Brougham Place. The park maintains an integral relation with Palmer Gardens/Pangki Pangki/Park 28, as the planting language is relatively consistent between the two.



Figure 54a - 2021 Park 29 aerial photograph. Source: Location SA



Figure 54b - 2007 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)

These spaces remain in exquisite condition with a greater level of care evident. Although the remaining significant trees are few and widely disbursed across the park, they appear to be well maintained and in good health. The space contains multiple significant pines of great height, as well as Elms, Ash and Morton Bay Figs. This park also contains a few notable palms, however, have been incorporated well into the park's planting design. When compared to Park 28, Park 29 appears to have retained a higher percentage of larger trees.

The diagonal pedestrian pathways central to the space, have relatively new vegetation. It is clear that the pathways once were lined with significant elms, of which only two remain. Several garden beds and jacaranda have been introduced.

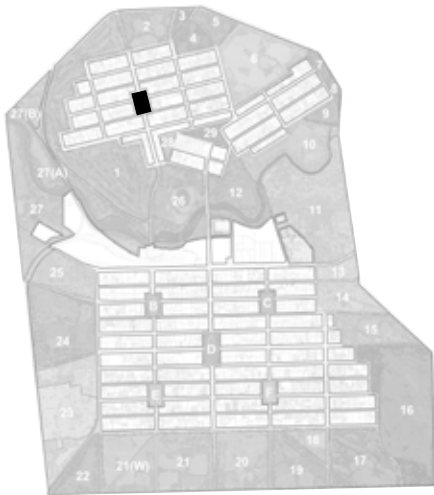


Figure 54c - 1936 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)



Figure 54d - Plan from Brown Report. Source: Brown, J. Report on the system of planting the Adelaide Park Lands (1880)

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#### 4.3.30 Kudnartu/Wellington Square

Wellington Square is one of the six internal city Square, this Square is the single square situated within North Adelaide. Wellington Square is at the junction of Jeffcott Street, Molesworth Street and Tynte Street North Adelaide. The space functions effectively as a City Square, with large open green spaces and several seating locations. Historic photos indicate that the park has in most part been revegetated, only the taller trees of the Brown era have remained consistent throughout the Squares lifetime.

Within this park we can observe typical Victorian era plant species, including Moreton Bay Figs, Canary Island Pine and Carob planted in avenues parallel to the pedestrian pathways. Larger pines are scattered central to the park, ranging in terms of size and condition. A single stunted olive tree remains due west of the park's centre. Two Morton Bay Figs either side of the southern park perimeter act as a point of entry. The work of Pelzer is also evident within the park with period plantings of English Elms, Italian Poplar, Kurrajong, Pink Kurrajong, Arizona Cypress. Additionally, several younger trees and rosebushes have been introduced.



Figure 55a - 2021 Wellington Square aerial photograph. Source: Location SA

The park is in overall good condition, with a high level of upkeep evident. Despite changes to significant vegetation largely due to age, the Square still possesses the original rectangular footprint proposed by Light. Wellington Square is only one of two Squares in the Park Lands (the other being Whitmore Square) that has not been compromised by the introduction of roads and tramways. Additionally, the park has also retained its original pedestrian pathway configuration.



Figure 55b- 1936 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)

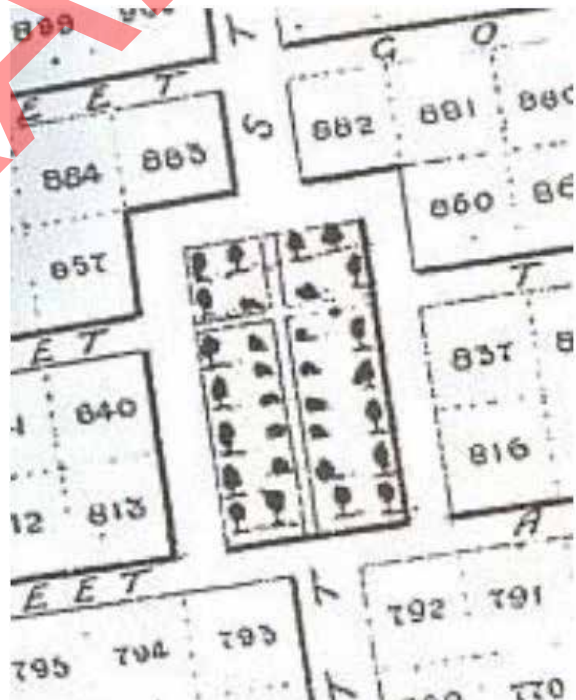
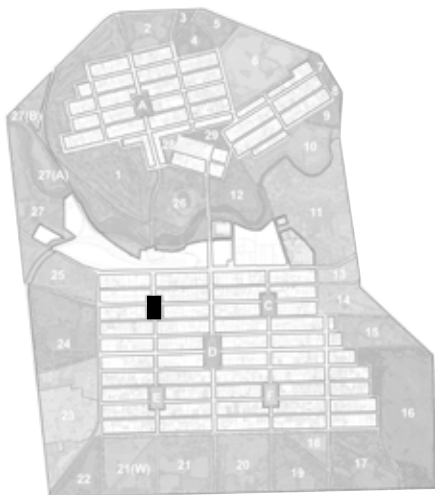


Figure 55c - Plan from Brown Report. Source: Brown, J. Report on the system of planting the Adelaide Park Lands (1880)



#### 4.3.31 Wauwi/Light Square

Wauwi/Light Square is one of the six internal City Squares, situated to the northeast. The space is Bisected (east-west) by Grenfell Street, Light Square is on the north-south route of Morphett Street. The space is a symbolic location as the place in which the Monument and Grave of Colonel William Light resides (14139). Historic photos indicate that the park has in most part been revegetated, only the taller trees of the Brown era have remained consistent throughout the Squares lifetime. Although the Square is surrounded by heavy traffic, the space functions effectively as a City Square, with large open green spaces and several seating locations. The location is also often used for public events, such as “The Festival of Lights”.



Figure 56a - 2021 Light Square aerial photograph. Source: Location SA



The Square reflects a typical mid-Victorian styled public park that incorporated the union jack as the pedestrian pathway design, this pedestrian pathway network in particular is significant as it remains relatively unchanged to this day. The park has been partially compromised by the introduction and eventual expansion of Currie Street, dividing the park into a northern and southern section. In the northern section of park, we can observe a single significant Moreton Bay Fig as well as multiple younger Carob's and a young rose garden. In the southern larger section of the park we observe stunted Carob's planted in a linear avenue style, parallel with the pedestrian pathways.

The park is in overall excellent condition, it is clear that the space is well maintained. The larger trees and garden beds are in excellent condition.



Figure 56b - 1936 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)

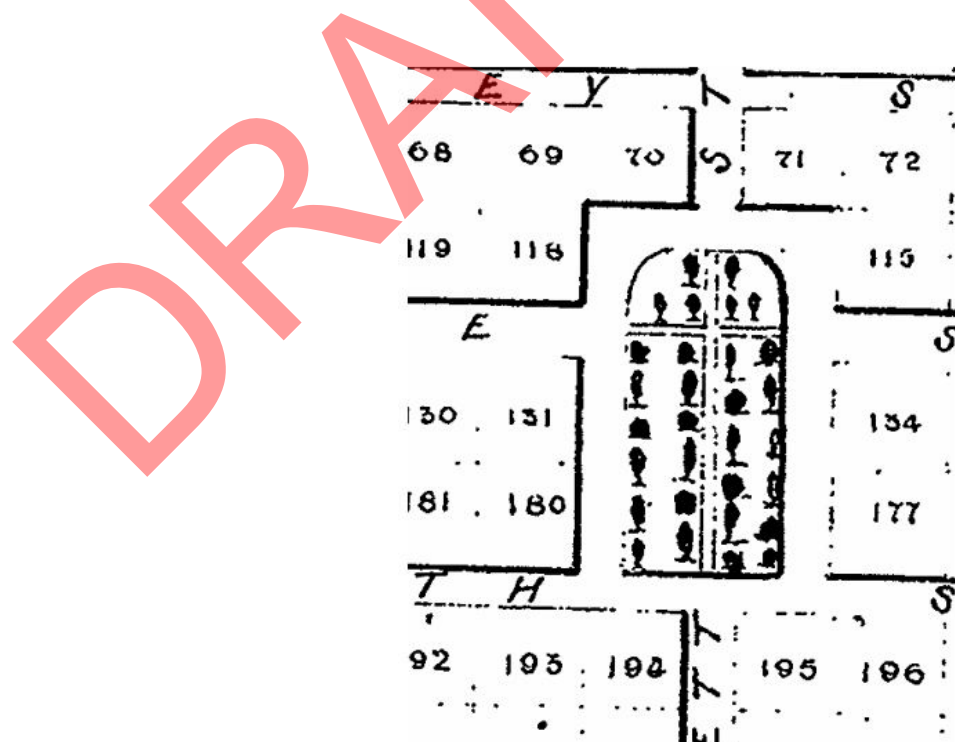
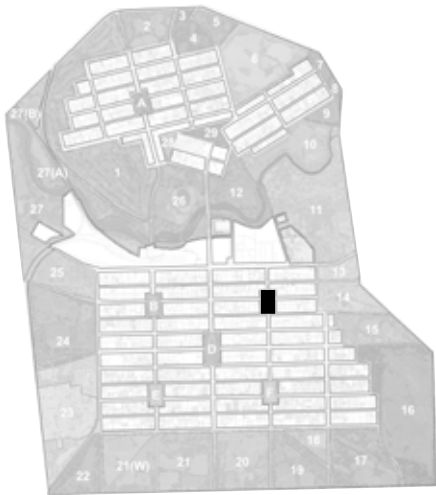


Figure 56c - Plan from Brown Report. Source: Brown, J. Report on the system of planting the Adelaide Park Lands (1880)



#### 4.3.32 Mukata/Hindmarsh Square

Hindmarsh Square is one of the six internal City Squares, situated to the northwest. The space is bisected into four quadrants by Pulteney Street and Grenfell Street. The square is an example of a significantly compromised park due to the introduction of roads and tramways from 1909 onwards. This has resulted in the park being divided into four quadrants with a significant lack of landscaping coordination.

Currently the four park quadrants function as open public space, all of which serving a different purpose. Each space contains a different planting language, this ranges from extremely tall pines to relatively new flowerbeds. The one constant between the quadrants is an established Morton Bay Fig, all four of the large figs are situated generally towards the central corner of the park.

The Northeast quadrant functions as a breakout space to the adjoining stores and hotel. The area contains a more modern landscape, with a Morton Bay Fig and failing pine tree at its centre. A large percentage of the space is covered by either paving or bitumen resulting in a lesser green area than available. The condition of this area is poor overall, it is evident that the landscaping has been a detriment to the health of the trees due to paving within the immediate root zone. It is clear that the perimeter planting is irrigated, however the central space is not.



Figure 57a - 2021 Hindmarsh Square aerial photograph. Source: Location SA

The Northwest quadrant contains numerous public sculptures in an undulating landscape. This area functions primarily as a circulation / breakout space, servicing the adjoining stores and restaurants. The grassed area is heavily utilised by the public, with the trees providing adequate shelter. A large percentage of the space is covered by either paving or bitumen resulting in a lesser green area than available. The overall condition of the space is average. It is clear that the perimeter planting is irrigated.

The Southeast quadrant functions as an open green space, often used for public events such as the Adelaide Fringe. The areas central space is relatively open, the majority of trees are situated along the western perimeter. There is evidence of a former circular flowerbed central to the space. The condition of this space is overall high, the trees and grass appear to be thriving. It is clear that the space is regularly irrigated.

The Southwest quadrant is an open green space populated with larger pines of varying heights and widths. The park contains trees planted around its perimeter, as well as two circular flowerbeds central to the space. The condition of this space is overall high, the trees and grass appear to be thriving. It is clear that the space is regularly irrigated.

The condition of the park is dependent upon the quadrant, however overall, it could be considered mixed. The lack of intrusive paving and bitumen to the south has resulted in better overall condition and health of vegetation. The multiple Morton Bay Figs and tall pines are in excellent condition to this space. However, the parks northeast and northwest quadrants suffer severely from a lack of planting and landscaping cohesion, resulting in a poorer overall condition when the square is considered as a whole.



Figure 57b - 1936 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)

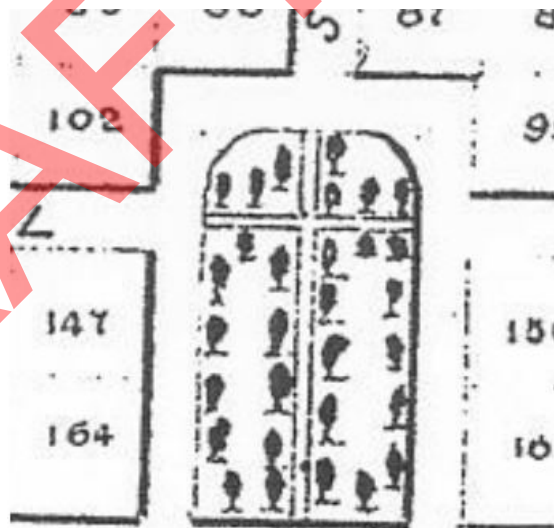
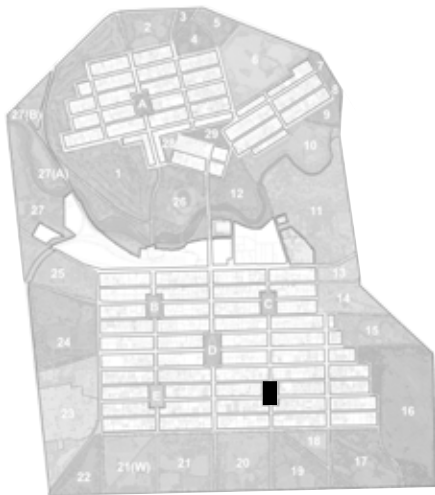


Figure 57c - Plan from Brown Report. Source: Brown, J. Report on the system of planting the Adelaide Park Lands (1880)



#### 4.3.33 Tangkaira/Hurtle Square

Hurtle Square is one of the six internal City Squares, situated to the southeast. The space is bisected into four quadrants by Pulteney Street and Halifax Street. The park functions as an irrigated open green space, with several seating locations. The park's original form has been greatly compromised with the introduction of road and tram infrastructure. This has severely affected its historical landscape and planting design strategies. Although the four quadrants of the square function in a similar way, the extent of the road expansion has resulted in the square being difficult to read as a succinct park. There is a sense of isolation between each quadrant.



Figure 58a - 2021 Hurtle Square aerial photograph. Source: Location SA

The Square reflects a typical mid-Victorian styled public park that incorporated the union jack as the pedestrian pathway design, this pedestrian pathway network in particular is significant as it remains relatively unchanged beyond the road expansion. The square contains trees in a range of species and ages. The most notable being four excessively tall pine trees overhanging the pedestrian footpath and roadway. Additionally, there are two large Moreton Bay Figs, amongst the largest within the park lands. Running central to Halifax Street are two sizeable roadway islands. These islands are of note due to the range of pines planted within, one of which being significantly taller and older than most. Hinting towards a former era of painting before the invasive introduction of roads. The Square has recently undergone a small landscape development, incorporating interpretive signage in efforts to rebrand the space as “the Forest of Dreams”.

The condition of the park is relatively high, the remaining vegetation is in excellent condition. The quality of grass is especially high. The introduced vegetation with the “the Forest of Dreams” landscape development is in good condition, as well as effectively creates a separation between pedestrian footpath and roadway.



Figure 58b - 1936 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)

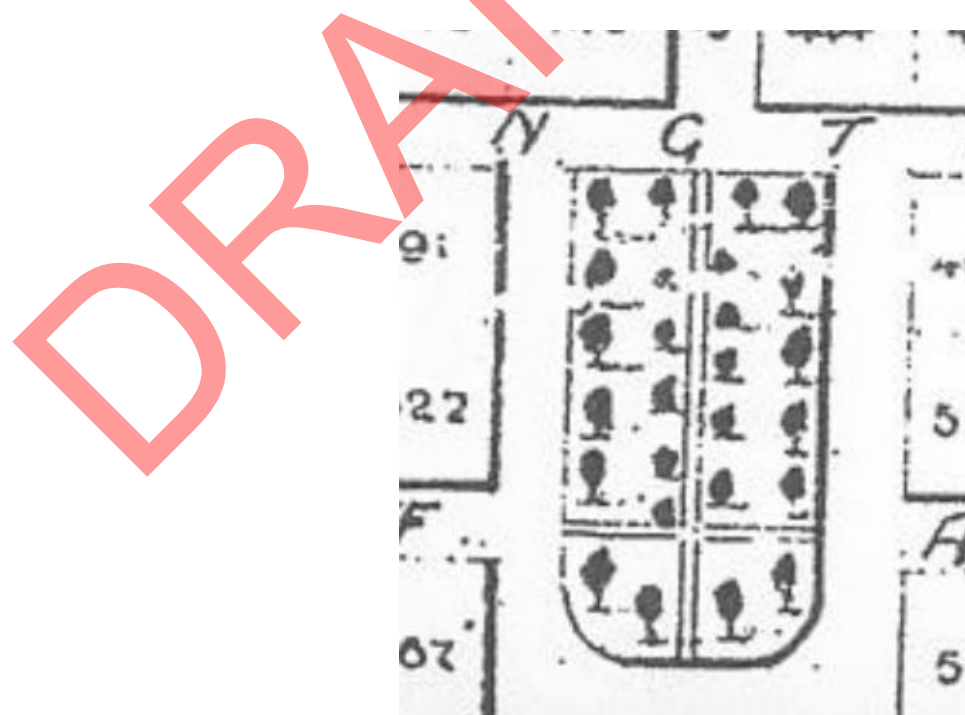
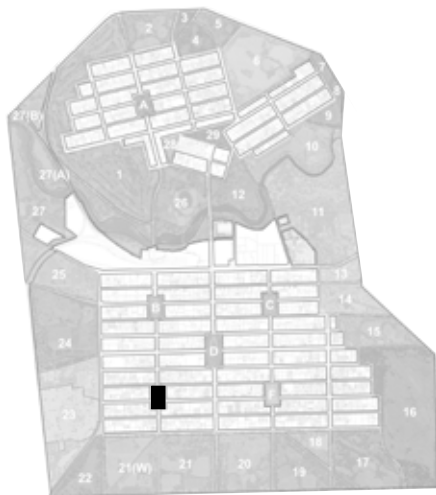


Figure 58c - Plan from Brown Report. Source: Brown, J. Report on the system if planting the Adelaide Park Lands (1880)



#### 4.3.34 Iparrityi/Whitmore Square

Whitmore Square is one of the six internal City Squares, situated to the southwest. Whitmore Square is the focal point of the south-west quadrant of Adelaide - at the intersection of Morphett Street and Sturt Street. The Square is an irrigated open green space, housing a sporting court and several smaller murals. Additionally, the Square is one of the two that retains its profile as proposed by Light (the other being Wellington Square).

The Square reflects a typical mid-Victorian styled public park that incorporated the Union Jack as the pedestrian pathway design, this pedestrian pathway network in particular is significant as it remains relatively unchanged to this day. The Square contains several larger Moreton Bay Figs and Pines, as well as lesser Canary Island Pine, Olive, Pepper trees, English Elms, Italian Poplar, Kurrajong, Pink Kurrajong, Arizona Cypress, and Carob planted in a clear diagonal grid, effectively complementing the Victorian-era diagonal walkways..



Figure 59a - 2021 Whitmore Square aerial photograph. Source: Location SA

The Square is also unique as its overall area has increased to include planting stands to the northern and southern entries of Morphett Street, as well as relatively young planting stands to the southeast and southwest corners of the park.

The overall condition of the Square is very high, the trees and grass are in great health and act as the key feature of the space.



Figure 59b - 1936 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)



Figure 59c - Plan from Brown Report. Source: Brown, J. Report on the system of planting the Adelaide Park Lands (1880)



#### 4.3.35 Tarntanyangga/Victoria Square

Tarndanyangga/Victoria Square is the largest of the six internal City Squares. The space is an integral segment of the overall Adelaide Park Lands and Squares, it acts as the geographic centre of the City of Adelaide. Its form has undergone numerous major road redevelopments and associated landscape renovations that have compromised the initial physical and aesthetic drastically from Light's initial plan for the 'City of Adelaide'.

The Square holds historic and cultural significance as a site of symbolic importance to the Park Lands, greater CBD and the state as it acts as an important venue for Aboriginal and post-contact gatherings as well as numerous public events. Structures of historic significance on the site include important statues representing individuals who influenced the history and evolution of the colony/state, these include the Statue of Queen Victoria (26388), Captain Charles Sturt Monument northwest corner (26396), John McDouall Stuart Monument northeast corner (26397) and the Charles Cameron Kingston Monument northeast corner (26398)



Figure 60a - 2021 Victoria Square aerial photograph. Source: Location SA



The major central Square space is divided into two larger sections by Wakefield Street. The northern central section of the park is notable as a communal event space. The space is of key importance to the city due to its location and practicality as a venue for social and cultural events. The area has undergone the greatest change over time with complete redevelopment of the spaces landscape, fabric and vegetation. Due to the repeated re-imagining of the space, currently none of the plating is of any historic merit. The majority of what can be observed is newly planted native species, these smaller areas consist of mainly native shrubs and lesser vegetation. This complemented by modern landscaping including fountains, seating and bathroom facilities. All vegetation within this area is well irrigated. The overall condition of the area is relatively high, with the outlier being the poor condition of the public bathrooms.

The southern central section of the park is an open green space with public seating. Overall, the landscape is in poor condition. The condition of grass central to the space consistently struggles due to heavy event traffic. Trees and other vegetation have gradually deteriorated or been removed over time. Currently, only a few lesser trees remain, planted in a nonlinear fashion. The key feature of this space is the John Dowie's Three Rivers Fountain (26375). This area is irrigated regularly, however more often results in surface mud to grassed areas.

Beyond the two central spaces, the four outer diagonal corners of the Square contain the majority of the locations vegetation. These corners often serve as urban breakout spaces, extending the frontages to adjoining shops and offices. These spaces often contain seating, murals and flowerbeds all of which lack any consistent landscape design cohesion. Overall, these areas are in good condition, with those to the east in very good condition due to a heavy coverage by flowerbeds and those to the west being slightly worse due to heavier business shop fronts and foot traffic.



Figure 60b - 1936 aerial photograph. Source: Jones, D. Cultural Landscape Study (2007)

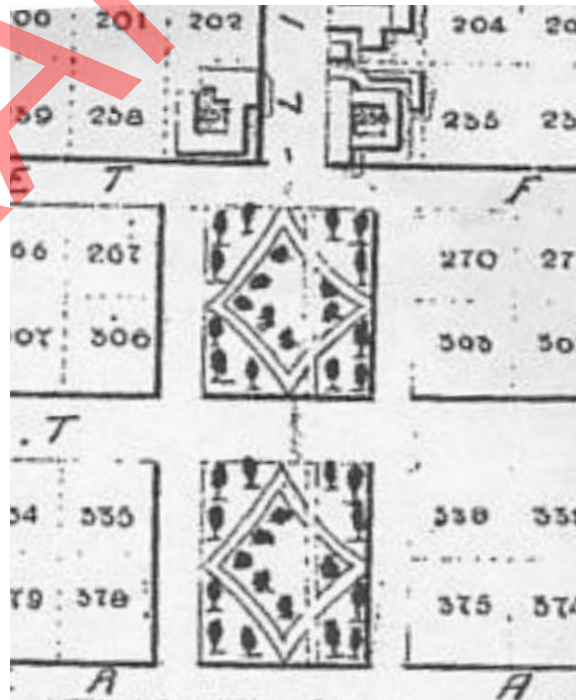


Figure 60c - Plan from Brown Report. Source: Brown, J. Report on the system of planting the Adelaide Park Lands (1880)



# 5. Heritage Significance

# 5. Heritage Significance

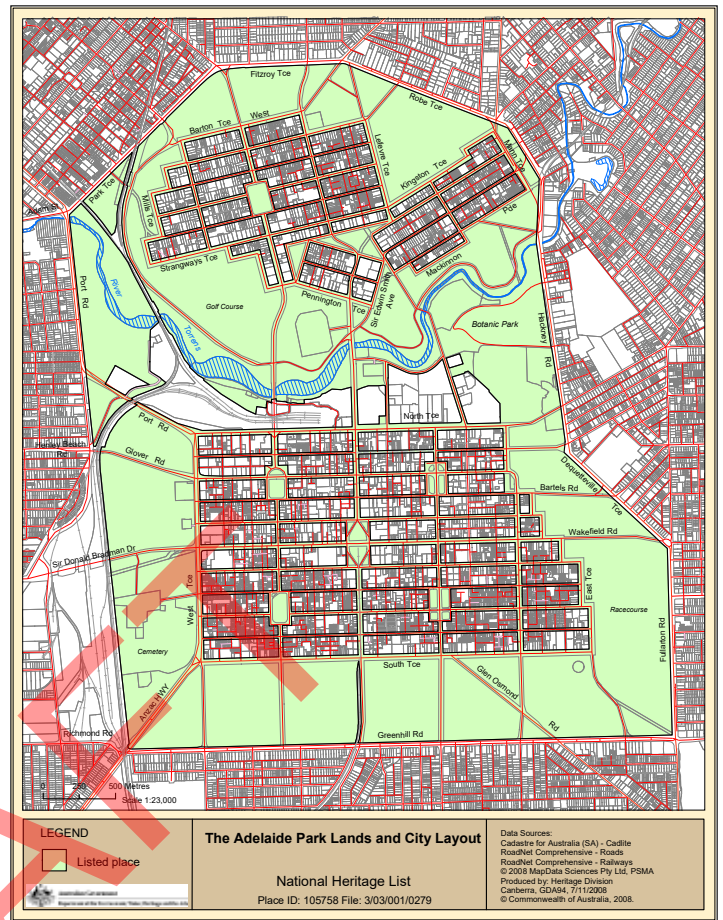
## 5.1 General

On 4 November 2008, “The Adelaide Park Lands and City Layout” was entered on the National Heritage List as a Place of national significance. This section is structured under the following headings: firstly, National Heritage Values; secondly, State and Local Heritage Values; and finally, Areas for Further Research.

The National Heritage section includes a copy of the Official Values referencing the Government Gazette, and the Summary Statement of Significance as published on the Australian Heritage database. It also identifies any matters of National Environmental Significance (NES). It includes the Attributes of National Heritage Value table.

The State Heritage section includes background information including the 2018 “State Heritage Assessment”, Statement of Heritage Significance, and the 2007 “Adelaide Park Lands & Squares Cultural Landscape Assessment Study”, Statements of Cultural Significance for Individual Parks. Further to this, the State Heritage Places and Local Heritage Places within the boundaries of the National Heritage listing are tabled. It also comments on the Register of Aboriginal Sites and Objects and Threatened Species Listings for Flora and Fauna.

It is noted that “Inclusion of a place on one or more of the above statutory lists will require that the administrative systems, processes and arrangements are incorporated into a management plan for a National Heritage place. It also involves working with all levels of government to ensure that all National Heritage Values are respected in any decisions made about the place”.<sup>370</sup> The final section includes Areas for Further Research identifies avenues for additional research.



Location and boundary map of the Nationally Heritage Listed - The Adelaide Park Lands and City Layout.  
Source: Australian Government, Heritage website, 10575802.pdf (dceew.gov.au), accessed 6 December 2022.

## 5.2 National Heritage Values

### 5.2.1 National Heritage Place: Official values as published with the listing.

**“Criterion (a) the place has outstanding heritage value to the nation because of the place’s importance in the course, or pattern, of Australia’s natural or cultural history.**

#### Values

The Adelaide Park Lands and City Layout is the physical expression of the 1837 Adelaide Plan designed and laid out by Colonel William Light. It has endured as a recognisable historical layout for over 170 years retaining the key elements of the plan; encompassing the layout of the two major city areas separated by the Torrens River, the encircling Park Lands, the six town squares, and the grid pattern of major and minor roads. It is substantially intact and reflects Light’s design intentions with high integrity.

The Adelaide Park Lands and City Layout is of outstanding importance because it signifies a turning point in the settlement of Australia. It was the first place in Australia to be planned and developed by free settlers, not as a penal settlement or military outpost. The colony of South Australia was established by incorporation as a commercial venture supported by the British Government, based on Edward Wakefield’s theory of systematic colonisation. To be commercially successful, there needed to be contained settlement to avoid speculative land sales and this settlement needed to be designed and planned to attract free settlers and to provide them with security of land tenure. The city layout with its grid plan expedited the process of land survey enabling both rapid settlement of land and certainty of title. The wide streets, public squares and generous open spaces provided amenity and the surrounding park lands ensured a defined town boundary while still allowing for public institutional domains. These elements are discernable today.

The Adelaide Park Lands is also significant for the longevity of its protection and conservation. The Adelaide Municipal Corporation Act (1840) established the city council as the ‘conservators’ of the city and park lands. The establishment of the Park Lands Preservation Society in 1903, along with successive community organisations marks a continuing pattern in community support for safeguarding the significance of the Park Lands for the Adelaide community.

The Adelaide Plan was highly influential as a model for planning other towns in Australia and overseas. It is acknowledged by town planners and historians as a major influence on the Garden City Planning movement, one of the most important urban planning initiatives.

**(b) the place has outstanding heritage value to the nation because of the place’s possession of uncommon, rare or endangered aspects of Australia’s natural or cultural history.**

The Adelaide Park Lands and City Layout is rare as the most complete example of nineteenth-century colonial planning where planning and survey were undertaken prior to settlement. The historical layout as conceived in the 1837 Adelaide Plan remains clearly legible today. The place is also the only Australian capital city to be completely enclosed by park lands and is the most extensive and substantially intact nineteenth-century park lands in Australia.

**(d) the place has outstanding heritage value to the nation because of the place’s importance in demonstrating the principal characteristics of: (i) a class of Australia’s natural or cultural places; or (ii) a class of Australia’s natural or cultural environments.**

The Adelaide Park Lands and City Layout is an exemplar of a nineteenth-century planned urban centre. It demonstrates the principal characteristics of a nineteenth century city including a defined boundary, streets in a grid pattern, wide streets, public squares, spacious rectangular blocks and expansive public open space for commons and public domains. The expression of these features with their generous open space reflects the early theories and ideas of the Garden City movement of an urban area set in publicly accessible open space with plantings, gardens, designed areas and open bushland.

**(f) the place has outstanding heritage value to the nation because of the place's importance in demonstrating a high degree of creative or technical achievement at a particular period.**

Adelaide Park Lands and City Layout is regarded throughout Australia and the world as a masterwork of urban design. Elements of the Adelaide Plan that contribute to the design excellence are the use of the encircling park lands to define the boundary of the development of the city and to provide for health, public access, sport, recreation and public institutional domains, thereby meeting both economic and social requirements. Designing the city layout to respond to the topography was highly innovative for its time with the northern sections of the city located and angled to take advantage of the rising ground while retaining the Torrens River as a feature within the Park Lands. The judicious siting and wide streets maximised views and vistas through the city and Park Lands and from some locations to the Adelaide Hills. The plan features a hierarchy of road widths with a wide dimension to principal routes and terraces and alternating narrow and wide streets in the east-west direction. Light's planning innovation is supported by substantial historical documentation.

The formal organisation, delineation and dedication of the Park Lands space was a pioneering technical achievement of William Light in the Adelaide Plan.

The overall landscape planting design implemented by several successive landscape designers/managers incorporated designed vistas, formal avenues, plantations, gardens, use of specimen trees, botanically important living plant collections particularly at the Adelaide Botanic Garden and the strategic placement of buildings and statuary in their settings.

The creativity of the city and parkland design is clearly legible in the contemporary landscape viewed from the air or from the Adelaide Hills. The civic design of Adelaide was used as a model for founding many other towns in Australia and New Zealand and it is cited in later seminal Garden City planning texts including Garden Cities of Tomorrow by Ebenezer Howard.

**(g) the place has outstanding heritage value to the nation because of the place's strong or special association with a particular community or cultural group for social, cultural or spiritual reasons.**

The Adelaide Park Lands has outstanding social value to South Australians who see it as fundamental to the character and ambience of the city. The Park Lands with their recreation areas, sports grounds, gardens and public facilities provide venues for individual and group activities and events, meetings and passive and active recreation. The Park Lands also have significant social value due to the range of important civic, public, and cultural assets and institutions within it.

The present Adelaide Parklands Preservation Society is the latest in a long history of community groups dedicated to protecting the Adelaide Park Lands. These have included the Park Lands Defence Association (1869-87), the Park Lands Preservation League (1903, 1948) and the National Trust of South Australia. The longevity of the involvement of community groups in campaigning for the protection and safeguarding of the Park Lands is exceptional.

**(h) the place has outstanding heritage value to the nation because of the place's special association with the life or works of a person, or group of persons, of importance in Australia's natural or cultural history.**

Colonel William Light is most famously associated with the plan of Adelaide. He bore the ultimate responsibility, as recorded in his surviving publications and letters<sup>371</sup>.

### 5.2.2 Summary Statement of Significance as published on the Australian Heritage Database

The following Summary Statement of Significance is published on the Australian Heritage Database.

*“The Adelaide Park Lands and City Layout is a significant example of early colonial planning which has retained key elements of its historical layout for over one hundred and seventy years.*

*The 1837 Adelaide Plan attributed to Colonel William Light and the establishment of Adelaide marks a significant turning point in the settlement of Australia. Prior to this, settlement had been in the form of penal colonies or military outposts where the chief labour supply was convicts.*

*The Colony of South Australia was conceived as a commercial enterprise based on Edward Gibbon Wakefield’s theory of systematic colonisation. It was to be established by free settlers who would make a society that would be ‘respectable’ and ‘self-supporting’.*

*The Adelaide Plan was the basis for attracting free settlers, offering certainty of land tenure and a high degree of amenity. Being formally laid out prior to settlement, with a grid pattern and wide streets and town squares, the Plan reflected new town planning conventions and contemporary ideas about the provision of common or reserved land for its aesthetic qualities, public health and recreation.*

*The Plan endures today in the form of the Adelaide Park Lands and City Layout. The key elements of the Plan remain substantially intact, including the layout of the two major city areas, separated by the meandering Torrens River, the encircling Park Lands, the six town squares, the gardens and the grid pattern of major and minor roads.*

*The Park Lands, in particular, are significant for the longevity of protection and conservation and have high social value to South Australians who regard them as fundamental to the character and ambience of the city of Adelaide.*

*The national significance of the Adelaide Park Lands and City Layout lies in its design excellence. The Adelaide Plan is regarded as a masterwork of urban design, a grand example of colonial urban planning. The city grid and defining park lands were laid over the shallow river valley with its gentle undulations, described by Light as the Adelaide Plains. The city layout is designed to take full advantage of the topography, an important innovation for the time. The streets were sited and planned to maximise views and vistas through the city and Park Lands and from some locations to the Adelaide Hills. A hierarchy of road widths with a wide dimension to principal routes and terraces and alternating narrow and wide streets in the east-west direction were featured on the historic plan. Features within the Park Lands area included a hospital, Government House, a school, barracks, a store house, a market and a botanic garden and roads.*

*The tree planting designed and implemented since the 1850s and the living plant collection of the Park Lands, particularly within the Adelaide Botanic Gardens are outstanding features. The encircling Park Lands provide for health and recreation for the inhabitants while setting the city limits and preventing speculative land sales on the perimeter.*

*The emphasis on public health, amenity and aesthetic qualities through civic design and provision of public spaces were to have an influence on the Garden City Movement, one of the most significant urban planning initiatives of the twentieth century. Ebenezer Howard, the founder of the Garden City Movement cites the Adelaide Plan as an exemplar in his Garden Cities of Tomorrow.*

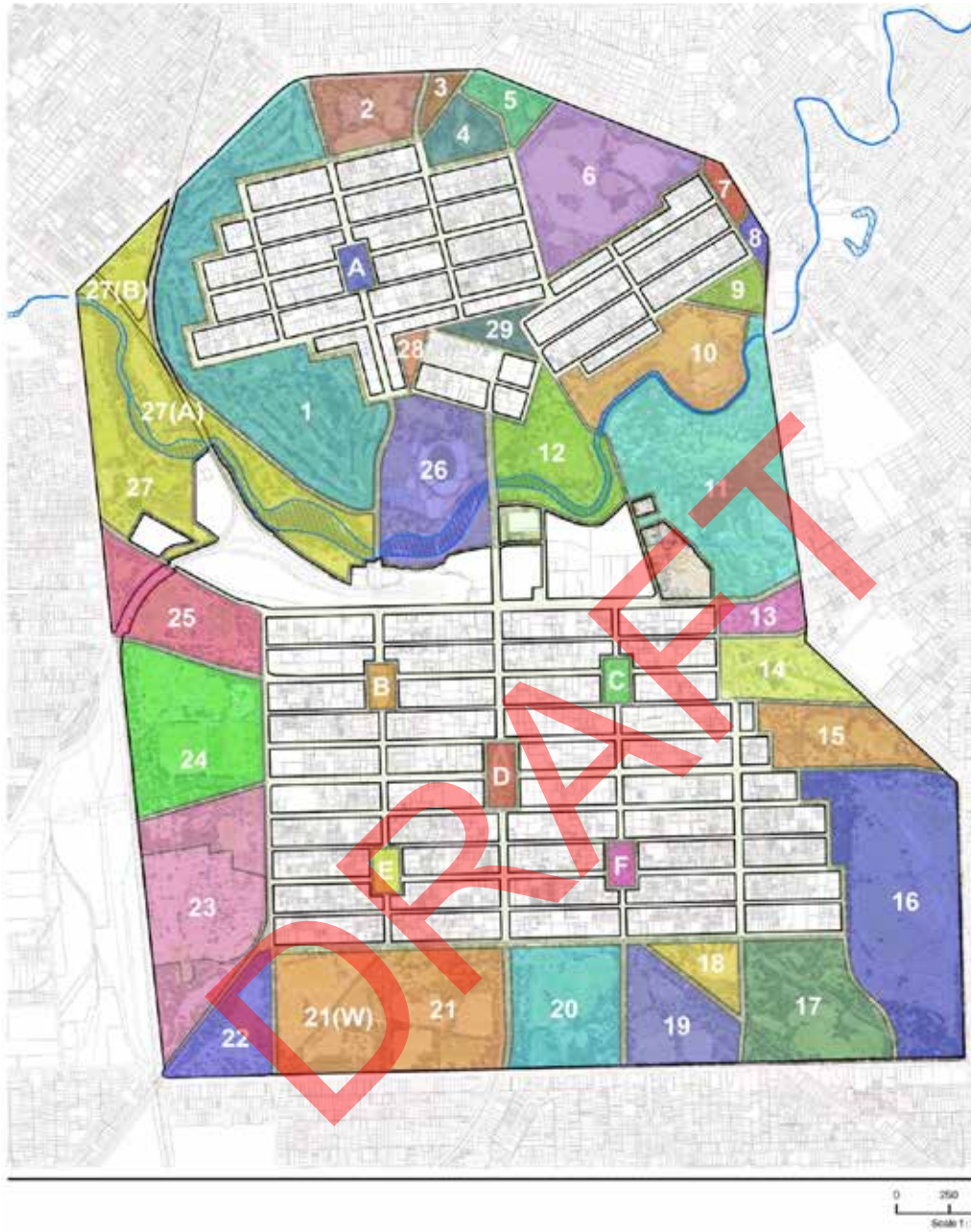
*Even before this influence, however, the Adelaide Plan was used as a model for the founding of many towns in Australia and New Zealand. It is regarded by historians and town planners as a major achievement in nineteenth century town planning.*

*The Adelaide Park Lands and City Layout is also significant for its association with Colonel William Light who is credited with the Adelaide Plan and its physical expression in the form of the Adelaide Park Lands and City Layout<sup>†31,372</sup>*

### 5.2.3 National environmental significance (NES)

Under the EPBC Act an action will require approval from the Australian Government Environment Minister if the action has, will have, or is likely to have, a significant impact on a matter of national environmental significance. There are nine ‘matters’ of significance, one of which is National Heritage. A search has been undertaken to identify the other matters of national environmental significance or other matters protected by the Environment Protection and Biodiversity Conservation Act 1999 in the area namely the Local Government Area of the City of Adelaide Council.<sup>373</sup> A copy is included in the Appendix. Further information is available online: Matters of National Environmental Significance: Significant Impact Guidelines 1.1 (dceew.gov.au)

### 5.2.4 Map of Park Numbers



**The Adelaide Park Lands and City Layout** Park Numbers

Place ID: 16  
File: 3/03/001

Map showing Park Numbers.

Source: City of Adelaide Council, [Map of the Adelaide Park Lands | Review of the Adelaide Park Lands Community Land Management Plan | Your Say Adelaide \(cityofadelaide.com.au\)](https://www.cityofadelaide.com.au/your-say-adelaide/), accessed 28 November 2022.

### 5.2.5 Attributes of National Heritage Value

The table below seeks to define some of the specific attributes that contribute to the overall National Heritage value of The Adelaide Park Lands and City Layout. The table is divided into General Attributes and Park Specific Attributes. The condition and integrity of each attribute is noted according to the adopted ratings described earlier.

Attribute	Comment	Integrity	Condition
<b>General</b>			
<p><b>Overall plan including layout of North and South Adelaide incorporating gridded street pattern (including hierarchy of roads), six town squares separated by the Karrawirra Parri/River Torrens and encircled by Park Lands (often referred to as figure-of-eight form)</b></p>	<p>The colonial settlement of South Australia was founded on the principles of Edward Gibbon Wakefield’s Systematic Colonisation. Specifically, the idea of a concentrated settlement, survey of land prior to sale, minimum price of land parcels, one acre town sections, and town acres linked to 80 acre rural sections. The Adelaide Plan later influenced other settlements founded on Wakefield’s principles particularly in New Zealand. It is likely that an 1835 Town plan was designed in London and this plan contained 1000 one acre town land parcels which were sold as preliminary land orders prior to settlement. Light’s 1837 Adelaide Plan contained 1042 town acres each one acre in area. Wakefield’s principles are embodied in the Adelaide Plan.</p> <p>The Adelaide Park Lands and City Layout is a physical expression of, and clearly reflects, Light’s 1837 Adelaide Plan. Adelaide and the Adelaide Plan have evolved over time. However, the 1837 plan is clearly legible, intact and of high integrity. The overall layout of North and South Adelaide has remained intact including the placement and width of major north-south streets and east-west streets. The town square in North Adelaide and the five town squares in South Adelaide remain and although modified over time by evolving transport systems such as cars and trams, much of their original layout and size is retained. The landscaping, planting, and the pedestrian circulation pathways have also changed considerably over time. Victoria Square, as Adelaide’s largest square, has undergone the most change, due to modifications in the position of roadways in particular King William Street which dissected the Square north-south in the 1880s but was later removed and traffic redirected on the diagonal roads around the Square.</p> <p>Although Light denoted some Government uses in the Park Lands on his 1837 Adelaide Plan, further alienation has occurred resulting in one of the most notable changes to the Adelaide Plan. The alienation of Park Lands has occurred particularly on the land between North Terrace and the Karrawirra Parri/River Torrens from the west to east Park Lands. The alienated land has been used for various uses including Parliament House, the Art Gallery, the University of Adelaide, the Railway Station, and Festival Theatre. A total of approximately 600 acres has been alienated of the original 2,300 acres resulting in the Park Lands now covering around 1,730 acres.</p> <p>Internationally and nationally, in terms of town planning, the Adelaide Plan is an exemplar of a nineteenth century planned Parkland Town reflecting not only historical precedents but also nineteenth century British public open space debates providing green spaces to city residents for health and social benefits in response to the Industrial Revolution. The 1837 Adelaide Plan was also later promoted as a model for the Garden City Movement. In addition, the Adelaide Plan was used as a model for rural government funded towns in SA by Surveyor General G.W. Goyder from 1860 to 1900.</p> <p>Thus, Light’s 1837 overall plan provides an important template to guide future the city’s development.</p>	<p>High - refer comments for description of integrity loss</p>	<p>n/a</p>



Attribute	Comment	Integrity	Condition
<p><b>Encircling Park Lands – public open space</b></p>	<p>The Park Lands reflect historical precedents dating back to Classical times and more recently the concept of designed green open space in cities was central to health and social debates during the Industrial Revolution.</p> <p>The Park Lands is a physical expression of, and clearly reflects, Light’s 1837 Adelaide Plan. The Park Lands completely encompass the city of Adelaide in a figure-of-eight form. They are unbroken by built form although there are buildings located in the Park Lands. Although, the ownership of the Park Lands was initially uncertain, in 1839, Governor Gawler bought them for the people. The Park Lands are largely public open space although there are areas which are not publicly accessible without paid admission such as Adelaide Oval, North Adelaide Golf Course, Adelaide Aquatic Centre, and Adelaide Zoo. Some Park Lands areas are free and publicly accessible during the day such as the Adelaide Botanic Garden and West Terrace Cemetery but not at night.</p> <p>The encircling Park Lands were shown on one of Light’s earliest rough plans entitled “South Australia: The Port and Town of Adelaide” dated February 1837. The areas were illustrated in dark green and denoted as “Park Grounds”. The Park Lands were also shown on the 1837 Provincial Survey “A” Adelaide Plan which illustrated green areas which encircled the city in the figure-of-eight form. As mentioned, Light also marked several government uses within the Park Lands on this Plan. Light’s 1837 “Plan of the City of Adelaide in South Australia” (Printed for the Second Report on Colonization of South Australia) illustrated trees in the Park Lands. Light intended the Park Lands to be either retained as, or designed as, green landscaped space.</p> <p>The above comments regarding the alienation of Park Lands are also relevant to this specific attribute.</p>	<p>High - refer comments for description of integrity loss</p>	<p>n/a</p>
<p><b>Defined outer boundary of city edges and corresponding inner boundary of Park Lands</b></p>	<p>On Light’s 1837 Adelaide Plan, the outer boundary of the city edges and corresponding inner boundaries of the Park Lands were clearly defined and have remained largely the same over time. The city edges contain the 700 town acres in South Adelaide and 342 town acres in North Adelaide. The city edges and inner boundary of the Park Lands contain development and prevent expansion of the city. This containment was established by Light in 1837 and is retained today.</p> <p>In South Adelaide, the city edge and inner boundaries of the Park Lands were delineated by the terraces: North, East, South, and West.</p> <p>In North Adelaide, the city edge of each block (from largest to smallest) and inner boundaries of the Park Lands were as follows. The Jeffcott Street block is defined by Barton Terrace West, O’Connell Street, Barton Terrace East, Lefevre Terrace, Brougham Place, Palmer Place, Montefiore Hill, Strangways Terrace, and Mills Terrace. The Jerningham Street block is delineated by Kingston Terrace, Mann Terrace, MacKinnon Parade, Brougham Place, and Lefevre Terrace. The Kermode Street block is bordered by Brougham Place, Sir Edwin Smith Avenue, Pennington Terrace, and Palmer Place.</p>	<p>Medium - legibility of northern edge of southern grid affected by development.</p>	<p>n/a</p>

Attribute	Comment	Integrity	Condition
<p><b>Defined outer boundary of Park Lands</b></p>	<p>On Light's 1837 Adelaide Plan, the outer boundary of the Park Lands was initially notional (roughly dotted line) because the country sections were yet to be surveyed. The Park Lands were laid out to a width of 30 chains. After the Town Acre auctions of March 1837, the survey team commenced surveying the rural parcels. The first country surveys were not available until May 1838 although some sources stated that it was not until 1839. Thus, c.1838-1839, the outer boundary of the Park Lands was delineated, following the completion of the surrounding country section land surveys.</p> <p>The c.1839 Adelaide Plan entitled "The district of Adelaide, South Australia: as divided into country sections, from the trigonometrical surveys of Colonel Light" illustrates the outer boundary of the Park Lands and the interface with the country sections. When compared to current aerial photos of Adelaide, the only area of difference is along Park Terrace and Fitzroy Terrace which appear to have been altered over time.</p> <p>The outer boundary of the Park Lands is reinforced by the placement of ring roads now known as Robe Terrace, Park Road, Hackney Road, Dequetteville Terrace, Fullarton Road (all of the former referred to as Princes Highway), Greenhill Road, the west side of the Park Lands is delineated by the railway corridor, James Congdon Drive, Port Road, Park Terrace, and Fitzroy Terrace.</p>	<p>High - little change since outer boundary defined</p>	<p>n/a</p>
<p><b>Six public Squares – public open landscaped space</b></p>	<p>Light's 1837 Adelaide Plan clearly shows the placement of one public square in North Adelaide and five public squares in South Adelaide. It illustrates Light's design intention that squares were to be open space (i.e. different from private acres) and were shown indicatively as green spaces/landscaped which shows trees and winding paths in each square with the exception of Victoria Square which is shaded green at each concave end of the Square but with no paths.</p> <p>The smaller squares were formed by removing six town acres at the intersection of the principal streets. Victoria Square, the largest square, was formed by removing eight town acres.</p> <p>The landscaping, planting schemes, and pedestrian circulation pathways have changed with successive gardeners/landscapers however the Squares continue to retain their intended function as public open landscaped space.</p>	<p>High - retained as public open space.</p>	<p>Good - noting that quality and condition of planting is variable</p>

Attribute	Comment	Integrity	Condition
<p><b>Form and defined outer boundary of the Squares</b></p>	<p>Light's 1837 Adelaide Plan delineated Light Square, Hurtle Square, and Wellington Square as rectilinear forms whereas Whitmore Square and Hindmarsh Square were shown as rectilinear with four curved corners. Victoria Square was designed as an elongated rectilinear form with two town acres squares in the middle and concave green spaces at the north and south ends.</p> <p>Over time the form and outer boundaries of the Squares have been modified by the integration of transport systems from horse and drays to electric trams, and vehicular traffic and its consequent road widening.</p> <p>The form of Victoria Square has changed markedly however east-west access through the Square has been maintained as has access around the Square albeit in a different configuration. The overall form of Victoria Square is no longer strictly rectilinear, but the corners have been separated by the roadway resulting in the Square being often described as a lozenge form which provides a more streamlined traffic flow.</p> <p>When comparing the current Light Square to the 1837 Adelaide Plan, the most discernible change is the dissection of the Square with the extension of east-west Currie Street through the Square. Similarly, all of the corners of the Square are separated by roadways which provide a more streamlined traffic flow.</p> <p>Whitmore Square is one of the most intact and has not had an east-west road introduced thus the Square retains its rectilinear form. The two southern corners has been separated from the remainder of the Square to improve traffic flow but on the whole the Square retains a similar form as it was intended.</p> <p>Hurtle Square has been dissected with the introduction of the east-west Halifax Street although its original rectilinear form is more discernible due to the northern and southern corners remaining intact and reinforcing the rectilinear shape. However, Hurtle Square has also been dissected by the north-south Pulteney Street which cuts through the Square.</p> <p>Similarly, Hindmarsh Square has also been dissected with the introduction of the east-west Grenfell Street and the north-south Pulteney Street.</p> <p>Wellington Square is the most intact and has not had any roads cut through it nor any roads dissecting corners of the original rectilinear form.</p> <p>The Squares' form has changed, some more than others, and the defined outer boundary of the Squares is less clear than the 1837 Adelaide Plan, however overall, they broadly correspond. Further changes should be closely monitored.</p>	<p>Medium - affected by road divisions and changes to form. Refer comments.</p>	<p>n/a</p>

Attribute	Comment	Integrity	Condition
<p><b>Overall rectilinear gridded street form and block pattern defined by town acre property boundaries</b></p>	<p>Adelaide's gridded city layout with its city squares reflects historical precedents dating back to antiquity. Light's 1837 Adelaide Plan is based on a series of grids which are still clearly legible. Light set out 1042 town acres of one acre each (700 in South Adelaide and 342 in North Adelaide). This reflected Wakefield's Systematic Colonisation by containing the settlement (number and size of allotments – one acre) and finite land sales.</p> <p>South Adelaide is a gridded layout with a stepped east boundary. There are eleven east-west streets and six north-south streets. These streets divide the overall grid into town blocks which are generally eight town acres wide by two town acres deep. The eight by two pattern is still discernible. Although, many of the town acres have been subdivided, the individual one town acre block pattern within the eight by two pattern can be seen in some instances.</p> <p>North Adelaide is divided into three blocks (from largest to smallest) Jeffcott Street block, Jerningham Street block, and Kermod Street block. The Jeffcott Street block has seven east-west streets and five north-south streets. The Jerningham Street block has five east-west streets and three north-south streets. The Kermod Street block has three east-west streets and two north-south streets. The Jerningham Street block and the Kermod Street block also utilise the eight by two town acre block pattern however the Jeffcott Street block generally adheres to a six town acre wide by two town acre deep block pattern.</p> <p>Although, roads have been modified by road re-surfacing, kerbing, footpaths etc., the width of the gridded streets and block pattern is defined by town acre property boundaries. These property boundaries have been retained over time.</p> <p>The 1837 Adelaide Plan has stood the test of time and has survived with little compromise particularly with evolving transport integration and modernisation which has generally only had a visible impact on the Squares rather than the gridded street and block pattern. This is largely due to Light's generous street widths which ultimately could accommodate these transport changes.</p>	<p>High - refer comments for description of integrity loss</p>	<p>n/a</p>
<p><b>Hierarchy of road widths</b></p>	<p>Light used a hierarchy of roads in his 1837 Adelaide Plan ranging from fewer north-south roads to more east-west roads apparently reflecting Light's concern over northerly winds. Interestingly, Light was not instructed to align the town True North, and this is considered coincidental.<sup>374</sup> Generally, the north-south roads were wider whereas the east-west roads were narrower. In addition, in the east-west direction, the streets were also generally alternated between narrow and wide.</p> <p>In South Adelaide, the North, South, East and West Terraces were 150 feet wide. The other streets ranged from 100 to 200 Links (one chain to two chains/66 feet to 132 feet/20 to 40 metres). King William Street was 200 links (two chains/132 feet/40m) while intermediate streets were 150 links (one and a half chains/99 feet/30m) such as Flinders Street.<sup>375</sup></p> <p>In North Adelaide, Jeffcott Street was 200 links (two chains/132 feet/40m), Jerningham Street measuring 150 links (one and a half chains/99 feet/30m) wide and Kermod Street was 100 links (one chain/66 feet/20m).</p> <p>This hierarchy of roads widths is still evident.</p>	<p>High - refer comments for description of integrity loss.</p>	<p>n/a</p>

Attribute	Comment	Integrity	Condition
<b>Designed response to topography</b>	<p>Light's 1837 Adelaide Plan was a designed response to topography. Light's 1837 "Plan of the City of Adelaide in South Australia" (Printed for the Second Report on Colonization of South Australia) clearly illustrates the topography of the land including shaded areas for land gradient, river and trees.</p> <p>Adelaide was laid out on the Para Plateau and responded to the Karrawirra Parri/River Torrens escarpment. It was located on top of the Para Plateau to prevent the city from being flooded by the River. Light commenced his cadastral survey with the first peg at the north west corner of South Adelaide. It marked the corner of Town Acre 1. He determined that the terraces would be 150 feet. Therefore, this point was set back 150 feet from the Para Plateau escarpment, a designed response to the topography. This point marked the intersection of North Terrace and West Terrace. South Adelaide was designed in relation to the escarpment line of the South side of the River. The Northern edge of South Adelaide was also set back 150 feet from the River escarpment. The staggered form of East Terrace also responded to the topography specifically the flood plain of First Creek.<sup>376</sup></p> <p>Light's design of North Adelaide also responded to the topography of the Para Plateau and Karrawirra Parri/River Torrens escarpment with each block orientated to suit. North Adelaide was located on rising ground and orientated towards the Karrawirra Parri/River Torrens. It was designed to suit the escarpment line of the North side of the River.<sup>377</sup></p>	<p>Medium - legibility affected by infrastructure and development in the zone between North Terrace and the Karrawirra Parri/River Torrens.</p>	
<b>Allowance for civic, public, cultural, institutional buildings and domains in the Park Lands</b>	<p>Light's 1837 Adelaide Plan illustrates government buildings within the Park Lands such as: Government House, Barracks, Hospital, Cemetery, School, Market, and Store House. It demonstrates Light's intent that the Park Lands would be used for these types of buildings but also that the majority of the Park Lands would be green space.</p>	<p>Medium - most Colonial era buildings do not have Park Land setting</p>	<p>n/a</p>
<b>Publicly accessible diverse landscaped open space and connectedness to the city</b>	<p>Light's 1837 Adelaide Plan denoted the Park Lands as green space. However, with a lack of instructions on their proposed use, it took time to define and shape their use. In addition, the ownership of the Park Lands was initially uncertain, but in 1839, Governor Gawler bought the Park Lands for the people. The Park Lands as publicly accessible diverse landscaped open space is highly valued and strongly defended by the community when perceived to be under threat.</p> <p>Today, the Adelaide Park Lands and Squares are characterised by publicly accessible diverse landscaped open space and a connectedness to the city. It includes plantings, gardens, designed areas, and open bushland. In particular:</p> <ul style="list-style-type: none"> <li>&gt; vegetation such as trees, shrubs, climbers, ground covers, and lawns including both native and exotic species</li> <li>&gt; landscape elements such as rocks, gravel, water features, rivers, lakes, sculptures, monuments, memorials</li> <li>&gt; pedestrian/cycling pathway circulation systems</li> <li>&gt; landscape furniture such as seats, benches, picnic tables, shade canopies</li> <li>&gt; playgrounds</li> <li>&gt; community kitchen gardens</li> <li>&gt; sports grounds such as cricket pitches</li> </ul> <p>They are used extensively by the community.</p>	<p>Medium - connectedness of the city and Park Lands affected by transport infrastructure development</p>	<p>Good - landscape generally good quality, in good condition and well maintained.</p>

Attribute	Comment	Integrity	Condition
<p><b>The Adelaide Botanic Garden and its botanically important living plant collection</b></p>	<p>In 1854, the Adelaide Botanic Garden's fifth and present site was selected. A "Botanical Garden" was identified in Light's 1837 plan of Adelaide, although it was shown in a different location to the final site. In 1855, George Francis (1800-1865) was appointed inaugural Superintendent and later Director of the Garden. On 4 October 1857, the Garden was opened to the public and since that time, has held an important place in the Park Lands and indeed Adelaide itself. In 1865, Richard Schomburgk (1811-1891) was appointed Director, with various other Directors appointed over the years. Over the past 166 years, the living plant collection has grown and buildings supporting the Garden's primary function have been constructed. The Adelaide Botanic Garden contains botanically important living plant collections which contribute to the National Heritage value of the Adelaide Park Lands and City Layout.</p>		
<p><b>Evidence of successive landscape design and planting characteristics</b></p>	<p>The Adelaide Park Lands and Squares is evidence of landscape design and planting established by successive generations of gardeners/designers/managers. It is primarily the work of William O'Brien, John Ednie Brown, August Pelzer, and William Veale. Each of these had a particular design philosophy and planting preference (i.e. exotic or native species).</p> <p>William O'Brien was the first City Gardener appointed in 1861 until 1874. O'Brien established the horticultural framework for the Park Lands and Squares. His work included landscaping the Squares, Pennington Gardens West, and the Park Lands. O'Brien used semi-union jack configurations for each Square and the North Terrace promenades. O'Brien favoured Australian native species for the Park Lands. He used both exotic and native species for the Squares. O'Brien focussed on formal plantings and public amenity.</p> <p>John Ednie Brown was appointed Conservator of Forests in 1878 until 1890. In 1880, Brown wrote the key text a "Report on a System of Planting the Adelaide Park Lands" (1880) (Report) which was to shape the Park Lands for decades to come. It is important to note that the Report didn't relate to landscaping the Squares only the Park Lands. The 1880 Report has been heralded as the first landscape master plan in Australia, it identified the form and planting for each Park Land block. The Report was influential with successive designers such as Pelzer implementing its recommendations. Brown's design philosophy was "Picturesque", and he incorporated avenues of trees, vistas, curved lines in lieu of straight, and exotic plant species. He also divided many Park Land blocks with internal clumps of trees surrounded by perimeter planting.<sup>378</sup></p> <p>August Wilhelm Pelzer was appointed City Gardener from 1899 to 1932. He influenced the Park Lands due to his long tenure and he introduced a "Gardenesque" landscape to the City; a term referring to a garden as a work of art. Pelzer was also influenced by Brown's 1880 Report. Pelzer was responsible for War Memorial Drive, the establishment of the Women's War Memorial Garden in the eastern part of Pennington Gardens with the Cross of Sacrifice, various playgrounds including Adelaide's first one, Glover Playground on South Terrace opened in December 1918.</p> <p>William C.D. Veale was appointed Deputy City Engineer in 1926, City Engineer in 1929, and Town Clerk from 1947 to 1965. In 1957, Veale travelled extensively to North America and Europe which influenced his work. He implemented major works to the Karrowirra Parri/River Torrens near the University and formed terraces with dry stone walling. He was also involved in Grundy Gardens, Light's Vision, Rymill Park, Karrowirra Parri/River Torrens weir, various playgrounds and Veale Gardens.</p>	<p>Medium - many of the nineteenth century schemes were not fully implemented, and others affected by later revegetation.</p>	<p>Fair - nineteenth century plantings in variable condition.</p>

Attribute	Comment	Integrity	Condition
<b>Views and vistas developed over time (consequential and intentional)</b>	<p>Views and vistas of the city and within the city were unlikely to be intentionally designed by Light, and were more likely consequential and evolved. Later landscape designers intentionally created views and vistas through planting (i.e. Pelzer's Cross of Sacrifice in the eastern part of Pennington Gardens). Thus, both consequential and intentional views and vistas developed over time in the contemporary city and holds increasing importance nowadays.</p>	<p>Medium - reciprocal views between Park Land areas affected by development.</p>	<p>n/a</p>
<b>Venue for social and cultural interactions and gathering</b>	<p>As discussed, Light's 1837 Adelaide Plan denoted the Park Lands as green space. However, with a lack of instructions on their proposed use, it took time to define and shape their use. In addition, the ownership of the Park Lands was initially uncertain, but in 1839, Governor Gawler bought the Park Lands for the people.</p> <p>The Adelaide Park Lands has been and continues to be a major venue for social and cultural interactions and gatherings. These are broad ranging and are summarised below:</p> <p>Public facilities and events, sports grounds, and gardens:</p> <ul style="list-style-type: none"> <li>&gt; Adelaide Botanic Gardens</li> <li>&gt; Adelaide Zoo</li> <li>&gt; Adelaide Oval (cricket/football)</li> <li>&gt; Karrawirra Parri/River Torrens (Rowing, Torrens Lake)</li> <li>&gt; Elder Park (concerts)</li> <li>&gt; Bonython Park (circus)</li> <li>&gt; Motorsport</li> <li>&gt; Equestrian events</li> <li>&gt; Adelaide Festival</li> <li>&gt; Adelaide Fringe</li> <li>&gt; Multicultural festivals</li> <li>&gt; Womadelaide</li> </ul> <p>Park Lands used by city-based schools:</p> <ul style="list-style-type: none"> <li>&gt; ovals</li> <li>&gt; basketball courts</li> <li>&gt; playgrounds</li> <li>&gt; running tracks</li> <li>&gt; hockey fields</li> <li>&gt; archery</li> </ul> <p>Recreation areas:</p> <ul style="list-style-type: none"> <li>&gt; golf courses</li> <li>&gt; lawn bowling</li> <li>&gt; skateboard park</li> </ul> <p>Uses have evolved over time and respond to changes in technology and changing public needs.</p>	<p>Good - most areas have a high level of use for gathering. Some areas affected by exclusive use.</p>	<p>n/a</p>
<b>Supporting archival records</b>	<p>Historical documentation exists including the papers of Colonel William Light such as his diary, notebooks, sketchbooks, and maps which are held by the State Library of SA (SLSA PRG 1). Other institutions such as the Adelaide City Council Archives hold an extensive collection of records, maps, and photographs related to Adelaide. There are also some archaeological studies of the area.</p>	<p>High</p>	<p>Unknown</p>

Attribute	Comment	Integrity	Condition
<b>Park specific</b>	Refer to Chapter 4 Place Description for more detail and mapping.		
<b>Piltawodli/Park 1</b>	Landscape design > Reflects landscape design of John Ednie Brown and August Pelzer. > Reflects landscape design of Veale.	Low - scheme only partially implemented.	Fair - condition of C19th planting variable
	Early colonial use > Historic sites include Colonial Store (Iron Store) site, Signal Station site.	Low - not extant	n/a
	War memorials > Third segment of War Memorial Drive.	Low - few original trees remain	Fair - variable condition
	Views > View from south to tree covered Montefiore Hill and North Adelaide.	High	n/a
<b>Padipadinyilla/Park 2</b>	Landscape design > Reflects landscape design of John Ednie Brown and August Pelzer.	Low - scheme only partially implemented and affected by later development	Fair - condition of C19th planting variable
<b>Kandarilla/Park 3</b>	Landscape design > Reflects landscape design of John Ednie Brown and August Pelzer.	Low - scheme only partially implemented	Poor - few surviving C19th plantings
<b>Kangattilla/Park 4</b>	Landscape design > Reflects landscape design of John Ednie Brown and August Pelzer.	Low - scheme only partially implemented	Poor - few surviving C19th plantings
<b>Ngampa Yerta/Park 5</b>	Landscape design > Reflects landscape design of John Ednie Brown and August Pelzer.	Low - scheme only partially implemented	Poor - few surviving C19th plantings
<b>Nanto Womma/Park 6</b>	Landscape design > Reflects landscape design of John Ednie Brown and August Pelzer.	Low - scheme only partially implemented	Poor - few surviving C19th plantings
	Early continuous use since settlement > Horse agistment.	High - use continues	n/a
<b>Kuntingga/Park 7</b>	Landscape design > Reflects landscape design of John Ednie Brown and August Pelzer.	Medium - affected by changed boundaries	Good
	Early use > Original olive plantation.	High	Good



Attribute	Comment	Integrity	Condition
<b>Barnгутtilla/Park 8</b>	Landscape design > Reflects landscape design of John Ednie Brown and August Pelzer.	Medium - affected by changed boundaries	Good
	Early use > Original olive plantation.	High	Good
<b>Tidlangga/Park 9</b>	Landscape design > Reflects landscape design of John Ednie Brown and August Pelzer.	Low - scheme only partially implemented	Poor - few surviving C19th plantings
<b>Warnpangga/Park 10</b>	Landscape design > Reflects landscape design of John Ednie Brown and August Pelzer.	Low - scheme only partially implemented	Poor - few surviving C19th plantings
<b>Tainmundilla/Park 11</b>	Landscape design > Reflects landscape design of John Ednie Brown and August Pelzer, and the Directors of the Adelaide Botanic Garden and Botanic Park.	Medium - spatial design is legible	Fair - C19th plantings in generally good condition
<b>Tainmundilla/Frome Road Park/Park 11A</b>	Nil	n/a	n/a
<b>Karrawirra/Park 12</b>	<b>Park 12 and Park 26 are two of the most significant Parks</b>		
	Landscape design > Reflects landscape design of William O'Brien, John Ednie Brown, August Pelzer, and A. Stanley Orchard.	Medium - not fully implemented	Good
	Recreational use > Recreational spaces and venues.	High	n/a
	Military use > Main military venue for the state.	High	n/a
	War memorials > Main war memorial places in the state	High	Good
	Special events > Key site for South Australian memorial, commemorative, and recreational events prior to and following colonisation (also Park 26).	High	n/a
<b>Kadlitpinna/Park 13/Rundle Park</b>	Landscape design > Reflects landscape design of William Pengilly and August Pelzer.	Medium - spatial design is legible	Fair - C19th plantings in generally good condition
<b>Mullawirraburka/Park 14/Rymill Park</b>	Landscape design > Reflects landscape design of William Pengilly and August Pelzer. > Reflects landscape design of Veale c.1950s-1960s.	Low - few elements of spatial design are legible	Fair - C19th plantings in generally good condition

Attribute	Comment	Integrity	Condition
<b>Ityamaitpinna/Park 15</b>	Landscape design > Reflects landscape design of William Pengilly and August Pelzer. > SA Blue gum.	Medium - spatial design is legible	Fair - C19th plantings in generally good condition
	Early use > Original olive grove.	Medium - obscured by revegetation	Fair
<b>Bakkabakkandi/ Park 16</b>	Landscape design > Reflects landscape design of John Ednie Brown and August Pelzer.	Low - few elements of spatial design are legible	Fair - C19th plantings in generally good condition
	Early recreational use > Venue for horse racing since the 1840s. > Venue for inaugural Arbor Day.	Low - horse racing ceased.	n/a
<b>Tuttangga Park 17</b>	Landscape design > Reflects landscape design of John Ednie Brown and August Pelzer.	High - best example of the spatial intent of Brown's design.	Fair - C19th plantings in generally good condition.
<b>Wita Wirra/Park 18</b>	Landscape design > Reflects landscape design of John Ednie Brown and August Pelzer. > Osmond Garden. > Himeji Garden.	Medium - best example planting design by Pelzer.	Good - C19th plantings in generally good condition.
<b>Pityarrilla/Park 19</b>	Landscape design > Reflects landscape design of John Ednie Brown and August Pelzer.	Low - few elements of spatial design are legible	Fair - C19th plantings in generally good condition.
<b>Kurrangga/Park 20</b>	Landscape design > Reflects landscape design of John Ednie Brown and August Pelzer	Low - few elements of spatial design are legible	Fair - C19th plantings in generally good condition.
	Recreational use > First playground in the state – Glover Playground.	High	Good

Attribute	Comment	Integrity	Condition
<b>Walyo Yerta/Park 21</b>	Landscape design <ul style="list-style-type: none"> <li>&gt; Reflects landscape design of William O'Brien, John Ednie Brown, August Pelzer.</li> <li>&gt; Reflects landscape design of Veale.</li> </ul>	Low - few elements of spatial design are legible. Veale garden is high integrity but is inconsistent with the general landscape character.	Fair - highly variable planting condition
<b>Minno Yerta/Park 21W</b>	Landscape design <ul style="list-style-type: none"> <li>&gt; Reflects landscape design of John Ednie Brown and August Pelzer.</li> <li>&gt; Princess Elizabeth Playground.</li> <li>&gt; Lundie Garden</li> </ul>	Low - few elements of spatial design are legible. Obscured by later revegetation.	Poor - C19th plantings in variable condition.
	Memorials <ul style="list-style-type: none"> <li>&gt; Wattle Grove.</li> <li>&gt; First Gallipoli War Memorial.</li> </ul>	Medium - major elements relocated but plantings extant	Fair
<b>Wikaparnda Wirra/ Park 22</b>	Landscape design <ul style="list-style-type: none"> <li>&gt; Reflects landscape design of John Ednie Brown and August Pelzer.</li> </ul>	Low - few elements of spatial design are legible. Dominated by hardstand courts.	Poor - C19th plantings in poor condition.
<b>Wirranendi/Park 23</b>	Landscape design <ul style="list-style-type: none"> <li>&gt; Reflects landscape design of John Ednie Brown and August Pelzer.</li> <li>&gt; Kingston Gardens</li> <li>&gt; West Terrace Playground.</li> </ul>	Medium - highly modified over time.	Fair - highly variable maintenance
	Early continuous use <ul style="list-style-type: none"> <li>&gt; West Terrace Cemetery.</li> </ul>	High	n/a
<b>Tambawodli/Park 24</b>	Landscape design <ul style="list-style-type: none"> <li>&gt; Reflects landscape design of John Ednie Brown and August Pelzer.</li> </ul>	Low - not fully implemented and few elements of spatial design are legible.	Poor - C19th plantings in poor condition.
<b>Narungga/Park 25</b>	Landscape design <ul style="list-style-type: none"> <li>&gt; Reflects landscape design of John Ednie Brown and August Pelzer.</li> </ul>	Low - not fully implemented and few elements of spatial design are legible.	Fair - few remaining C19th plantings in fair condition

Attribute	Comment	Integrity	Condition
<b>Tarndanya Womma/ Park 26</b>	Park 12 and Park 26 are the two most significant Parks.		
	Landscape design > Reflects landscape design of John Ednie Brown and August Pelzer as well as several Mayors/Lord Mayors, colonial/state Premiers, Town Clerks, and SACA office bearers.	Medium - overlay of several designs evident.	Fair - C19th plantings in good condition
	Recreational use > Venues for sporting and cultural events.	High	n/a
	Views and vistas > Significant vantage point.	High	n/a
	Early use > Original ford and first bridge sites.	High	n/a
	Memorials > Statues commemorating settlement and town planning. > First tree war memorial in Australia.	High	Good
<b>Tulya Wodli/Park 27</b>	Kaurna Country > "Bromley's camp" and "Old Location" – first ration camp for the Kaurna people.	unknown - archaeological value	n/a
	Early use > Location of slaughterhouse and cattle yards (potential archaeology only).	unknown - archaeological value	n/a
	Early government infrastructure > Adelaide Gaol, Police Barracks, railway lines and marshalling yards.	High - Most components survive.	Good
	Early use > Largest extant example of original c.1860s olive plantation.	Medium	Fair
<b>Palmer Gardens/ Pangki Pangki/Park 28</b>	Landscape design > Reflects landscape design of August Pelzer. > Brougham Gardens.	High	Good
<b>Brougham Gardens/ Tandotittinga/Park 29</b>	Landscape design > Reflects landscape design of August Pelzer. > Palmer Gardens.	High	Good
<b>Hindmarsh Square</b>	Light's 1837 Adelaide Plan > Reflects Light's concept of the Square as shown in the 1837 Adelaide Plan including roadway and pathway configurations.	Medium - impacted by roads cut through.	n/a
	Landscape design > Reflects landscape design of August Pelzer.	Low - variable by quadrant and not coherent	Fair - C19th plantings in fair condition

Attribute	Comment	Integrity	Condition
<b>Hurtle Square</b>	Light's 1837 Adelaide Plan > Reflects Light's concept of the Square as shown in the 1837 Adelaide Plan including roadway and pathway configurations.	Medium - impacted by roads cut through	n/a
	Landscape design > Reflects landscape design of William O'Brien (union jack pathway design) and August Pelzer.	Medium - layout legible	Fair
<b>Light Square</b>	Light's 1837 Adelaide Plan > Reflects Light's concept of the Square as shown in the 1837 Adelaide Plan including roadway and pathway configurations (moderately intact). > Reflects original rectangular village green form and character as proposed by Light.	Medium - impacted by roads cut through	n/a
	Landscape design > Reflects landscape design of George Francis, William O'Brien (union jack pathway design) and August Pelzer.	Low - highly modified	Fair - C19th plantings in fair condition
	Memorial > Remains of Colonial Light.	n/a	n/a
<b>North Terrace</b>	Site of the State's most significant cultural institutions		
	Light's 1837 Adelaide Plan > The North Terrace Promenade has remained consistent since Light's 1837 Adelaide Plan.	High	Good
	Landscape design > Reflects landscape design of Owen Smyth and August Pelzer. > Prince Henry Gardens.	Low - highly modified	Good - well maintained
	Memorial > State War memorial.	High	Good
<b>Tarndanyangga/ Victoria Square</b>	Light's 1837 Adelaide Plan > Central part of Light's 1837 Adelaide Plan.	Medium - impacted by roads cut through and reshaping.	n/a
	Landscape design > Reflects landscape design of August Pelzer.	Low - highly modified	Poor
	Memorials > Statues representing important state figures.	High	Good

Attribute	Comment	Integrity	Condition
<b>Wellington Square</b>	Light's 1837 Adelaide Plan <ul style="list-style-type: none"> <li>&gt; Reflects Light's concept of the Square as shown in the 1837 Adelaide Plan including roadway and pathway configurations (highly intact).</li> <li>&gt; Reflects the original rectangular village green form and character as proposed by Light.</li> </ul>	High - one of two squares which retain rectangular shape.	n/a
	Landscape design <ul style="list-style-type: none"> <li>&gt; Reflects landscape design of William O'Brien (union jack pathway design) and August Pelzer.</li> </ul>	Medium - best example of C19th design. Some plantings lost	Good
<b>Whitmore Square</b>	Light's 1837 Adelaide Plan <ul style="list-style-type: none"> <li>&gt; Reflects Light's concept of the Square as shown in the 1837 Adelaide Plan including roadway and pathway configurations (relatively intact).</li> <li>&gt; Reflects the original rectangular village green form and character as proposed by Light.</li> </ul>	High - one of two squares which retain rectangular shape.	n/a
	Landscape design <ul style="list-style-type: none"> <li>&gt; Reflects landscape design of William O'Brien (union jack pathway design) and August Pelzer.</li> </ul>	Medium - discernible C19th design. Some plantings lost.	Fair - C19th plantings in variable condition
<b>Long history of community groups dedicated to protecting the Park Lands</b>	There have been numerous community groups involved in protecting the Park Lands. These include the Park Lands Defence Association (1869-87), the Park Lands Preservation League (1903, 1948), the National Trust of South Australia, and more recently the Adelaide Park Lands Association. These community groups are often volunteer groups and support community involvement and access to the Park Lands and advocate for the protection of the Park Lands.	n/a	Good - strong and active community groups persist.

## 5.3 State and Local Heritage Values

### 5.3.1 State Heritage places

The following Places are listed on the State Heritage Register and are located within the boundaries of the National Heritage listed, The Adelaide Park Lands and City Layout. These Places are tabled below and further information on them is accessible on the South Australian Heritage Places database. These State Heritage Places satisfy one or more criteria listed in Section 16 of the Heritage Places Act (1993).

Number as shown on Map (red)	SA Heritage Register (SAHR) Number	Details	Address	Statement of Significance	Status Date
1	10642	Museum of Economic Botany, Adelaide Botanic Garden	Park Lands ADELAIDE	No Statement listed.	23-SEP-1982
2	10765	Albert Bridge over the River Torrens [Metal Girder]	Frome Road ADELAIDE	No Statement listed.	24-JUL-1980
3	10783	Elder Park Rotunda	King William Road ADELAIDE	No Statement listed.	24-JUL-1980
4	10843	Main Entrance Gates to Adelaide Botanic Garden	North Terrace ADELAIDE	No Statement listed.	28-MAY-1981
5	10850	Palm House, Adelaide Botanic Garden	Adelaide Botanic Garden North Terrace ADELAIDE	“The Adelaide Botanic Garden Palm House is a rare example of the larger iron and glass botanical houses of the mid-late 19th Century, made possible by the technological developments of the Industrial Revolution. It is an excellent example of a sophisticated tensile structure, and its design, by the German architect Gustav Runge, displays the skilled application of new and developing structural technologies to produce a building that is light, robust, simple and elegant. The high integration of successful structural logic with sophisticated architectural form and detailing, the almost indistinguishable interrelationships between form and function, and the absence of any similar example of the style or type of glasshouse in Australia or worldwide, gives the Adelaide Botanic Palm House a high architectural significance. The Palm House also has high historical significance for its close association with Dr R M Schomburgk, the highly regarded second Director of the Adelaide Botanic Garden, who was almost solely responsible for its existence, and who personally designed its interior. Schomburgk contributed much to the development and reputation of the Adelaide Botanic Garden and is a significant South Australian figure in his own right. [Adapted from: Bruce Harry & Associates ‘The Palm House, Adelaide Botanic Gardens Conservation Plan’ (Draft) 1991]” <sup>379</sup>	24-JUL-1980

Number as shown on Map (red)	SA Heritage Register (SAHR) Number	Details	Address	Statement of Significance	Status Date
6	10891	West Terrace Cemetery Catholic (John Smyth Memorial) Chapel	West Terrace ADELAIDE	No Statement listed.	24-JUL-1980
7	10960	Mann Terrace Olive Plantation	Mann Terrace NORTH ADELAIDE	No Statement listed.	27-SEP-1990
8	12349	Former Municipal Tramways Trust (MTT) Hackney Tram (later Bus) Depot, including the Goodman Building & Tram Barn (now the State Herbarium of South Australia), Adelaide Botanic Garden	Hackney Road ADELAIDE	No Statement listed.	05-APR-1984
9	12557	Adelaide High School (formerly Adelaide Boys High School) 1951 building only and Observatory Site	West Terrace ADELAIDE	<p>“Built 1947-51 as the Adelaide Boys High School and designed by Sydney architects E B Fitzgerald and J R Brogan, the building is of architectural significance as ‘the first mainstream International style building in Adelaide’ (R Apperly et al ‘A Pictorial Guide to Identifying Australian Architecture’ 1989, p 215). The school itself is of interest because of its origins as South Australia’s first Government high school, the Advanced School for Girls, originally located in Grote Street, Adelaide, which in 1908 amalgamated with the Pupil Teacher School and the Grote St Model School to become the Adelaide Continuation School (briefly) and then Adelaide High School. The place is also significant for including the site of the Adelaide Observatory (1859-1940s), which for many years was associated with (Sir) Charles Todd, the first Government ‘Observer’ and Superintendent of Electric Telegraphs who was responsible for the construction of the Overland Telegraph from Port Augusta to Darwin, which linked Australia to Britain in 1872. (HB: 8/2006)”<sup>380</sup>.</p>	28-NOV-1985



Number as shown on Map (red)	SA Heritage Register (SAHR) Number	Details	Address	Statement of Significance	Status Date
10	12722	West Terrace Cemetery	West Terrace ADELAIDE	“West Terrace Cemetery is the single most significant cemetery in South Australia and was part of Colonel Light’s plan for the City of Adelaide of 1837. Initially associated with the Anglican Church and the Reverend C B Howard, it has since been used by various denominations and faiths. It dates from the very beginnings of the colony and contains the graves and monuments of many of the leading political, religious, social and business figures of the first 150 years of South Australia’s history. It also contains many exceptionally fine monuments, some of them unique, and contains the most representative collection of monumental art and craft in the State. The monuments also provide an exceptionally important documentary record of specific and general historical events and developments, biographical information, genealogical information, migration patterns and religious and ethnic history.” <sup>381</sup>	23-NOV-1989
11	13639	The University of Adelaide Footbridge [Metal Arch]	Park Lands, Victoria Drive ADELAIDE	“The University of Adelaide Footbridge was built in 1937 and is believed to be the first welded steel bridge in South Australia. It was constructed as part of the Adelaide City Council’s contribution to South Australia’s Centenary in 1936, with funds donated by the Misses E and L Waite. (PJS 24/11/97)” <sup>382</sup>	11-SEP-1986
12	13640	Adelaide Bridge over the River Torrens [Concrete Arch]	King William Road ADELAIDE	No Statement listed.	11-SEP-1986
13	13641	Morgue - former Dead House Dwelling	Adelaide Botanic Garden North Terrace ADELAIDE	No Statement listed.	11-SEP-1986
14	13642	National Wine Centre of Australia Administration Building [‘Yarrabee House’] (former Lunatic Asylum Medical Officer’s Residence) and Front Fence	Botanic Road ADELAIDE	“Historically this place is associated with the Adelaide Lunatic Asylum that operated for 40 years on a site that is now part of the Adelaide Botanic Gardens. The former residence, which was built in 1866 for the Medical Officer of the Asylum, East Lodge, together with some walling and the former morgue, are all that remain of the Asylum. As a result of a land swap in the early 1930s, Yarrabee House was associated with the Botanic Gardens until the National Wine Centre was constructed in 2001. (PJS 24/11/97)” <sup>383</sup>	11-SEP-1986
15	13643	Simpson Kiosk, Adelaide Botanic Garden	Park Lands ADELAIDE	No Statement listed.	11-SEP-1986

Number as shown on Map (red)	SA Heritage Register (SAHR) Number	Details	Address	Statement of Significance	Status Date
16	13644	Boy and Serpent Fountain, Economic Garden, Adelaide Botanic Garden	Park Lands ADELAIDE	No Statement listed.	11-SEP-1986
17	13645	Dwelling - North Lodge (former Head Gardener's Cottage), Adelaide Botanic Garden	Plane Tree Drive ADELAIDE	No Statement listed.	11-SEP-1986
18	13647	Head Keeper's Cottage, Adelaide Zoo	Frome Road ADELAIDE	No Statement listed.	11-SEP-1986
19	13648	Main Gates and Walling, Adelaide Zoo	Frome Road ADELAIDE	No Statement listed.	11-SEP-1986
20	13649	Rotunda, Adelaide Zoo	Frome Road ADELAIDE	"The rotunda was erected in 1884 as the result of a donation from Sir Thomas Elder, then President of the Royal Zoological Society and an important benefactor to many worthy causes during his lifetime. The Zoological Gardens first opened in 1883 and were the direct descendant of the earlier Acclimatization Society. The rotunda is thus strongly associated with an early prominent citizen and one of the early societies in Adelaide. Apart from being one of the oldest structures at the Zoo, it is also one of the largest rotundas in South Australia - compare it with the rotunda in Elder Park, Adelaide, (registered place 13410) also donated by Elder. The rotunda was made locally by G E Fulton. (PJS 18/11/97)". <sup>384</sup>	11-SEP-1986
21	13650	Elephant House, Adelaide Zoo	Frome Road ADELAIDE	"Erected in 1900 to an Indian style, the Elephant House is within the Adelaide Zoological Gardens which opened in 1883. It is the only building of its kind in South Australia and is one of only seven structures dating from this period remaining in the Zoo. The House is familiar to generations of South Australians. (PJS 17/11/97)". <sup>385</sup>	11-SEP-1986
22	13651	Administration Building (former Director's Dwelling), Adelaide Zoo	Frome Road ADELAIDE	No Statement listed.	11-SEP-1986

Number as shown on Map (red)	SA Heritage Register (SAHR) Number	Details	Address	Statement of Significance	Status Date
23	13654	The George Giffen, Sir Edwin Smith & Mostyn Evan Grandstands, Adelaide Oval	Park Lands NORTH ADELAIDE	“The George Giffen (1882, 1889, 1929), Sir Edwin Smith (1929) and Mostyn Evan (1929) Grandstands are directly associated with the history and development of the Adelaide Oval and are the main viewing structures on South Australia’s principal sporting venue. The grandstands commemorate three notable South Australian identities who were associated with the development of sport in this State, either as sportsmen or through their involvement with the SA Cricket Association and the establishment of the Adelaide Oval itself. The scale, detailing and alterations to the grandstands reflect the continual growth and changes required to satisfy the demands of sports spectators over a period of more than a century. (HSA 10/00)” <sup>386</sup>	11-SEP-1986
24	13655	Adelaide Oval Scoreboard	Park Lands NORTH ADELAIDE	“The Adelaide Oval Scoreboard, completed in 1911, is an excellent example of an architect’s solution to a potentially mundane commission. Manually operated over four storeys, the Scoreboard incorporated new features including a novel approach to the layout of information which gave unparalleled detail on the progress of cricket matches, only surpassed with the advent of modern electronic scoreboards. (HSA 10/00)” <sup>387</sup>	11-SEP-1986
25	13657	North Adelaide Railway Station [The associated Signal Cabin was destroyed by fire c1990]	War Memorial Drive NORTH ADELAIDE	“Opened in 1857, North Adelaide is the third-oldest railway station building in the State, after Bowden and Alberton, and is the only surviving original station building on the Adelaide - Gawler line, which opened to Gawler in 1857 and was extended to Kapunda in 1860. The Register of the National Estate citation records that ‘the design is of interest to architectural history for the way it combines a typical mid-Victorian four room cottage under the same roof with the Station’s business functions, in a way that presents a symmetrical front to both portions. This variation on the station with residence theme may be compared with early NSW and Victorian stations which, if they did incorporate residences, were usually two storey (eg on the Geelong-Ballarat line, 1862) and it contrasts with later nineteenth century station buildings where standard designs with detached residences became more common. It also contrasts with Bowden and Alberton stations, which had no attached residences.” <sup>388</sup>	11-SEP-1986
26	13658	Torrens Weir (Weir No. 1), Adelaide	Park Lands ADELAIDE	No Statement listed.	11-SEP-1986
27	13661	Grandstand, Victoria Park Racecourse	Fullarton Road ADELAIDE	No Statement listed.	11-SEP-1986
28	13669	East Lodge, Adelaide Botanic Garden	Adelaide Botanic Garden North Terrace ADELAIDE	No Statement listed.	11-SEP-1986

Number as shown on Map (red)	SA Heritage Register (SAHR) Number	Details	Address	Statement of Significance	Status Date
29	13670	Railway Bridge over River Torrens	Park Lands ADELAIDE	No Statement listed.	11-SEP-1986
30	14139	Colonel William Light's Grave and Monument, Light Square	Light Square ADELAIDE	"Colonel William Light was the Colony's first Surveyor-General and was given sole responsibility for selecting the site of Adelaide and preparing the City Plan in 1836-37, for which he has been much praised. He also designed the layout of main roads and subdivision into 'sections' of much of the present metropolitan area. He died from tuberculosis in 1839 and was greatly mourned. His grave in Light Square is notable for being his final resting place and is also likely to be the only marked grave outside a dedicated cemetery in the metropolitan area. The original monument over his grave was completed in 1844 and was significant as one of the Colony's earliest memorials. It decayed and was replaced with the current memorial in 1905. (HB 2/06)". <sup>389</sup>	27-SEP-1990
31	14617	Former Torrens Training Depot, including Drill Hall and Parade Ground	King William Road ADELAIDE	"The site of the Torrens Training Depot and Parade Ground has been associated in the public consciousness with military activity since 1893. Prior to 1893, the Military Parade Ground was located in the area which is now the South Australia Museum forecourt on North Terrace. The Parade Ground has been the mustering point for South Australian troops embarking for the Boer War, World War One and World War Two. It has also been regularly used as a review and parade ground and a meeting point for military commemorative services such as Anzac Day marches. It has been associated with various units, but most particularly the 10th Battalion which was originally the Adelaide Rifles (and known as the Royal South Australian Regiment). This Regiment has had a particularly illustrious career on the battle front: in Gallipoli and France in World War One, and in Tobruk and New Guinea in World War Two. The Torrens Training Depot was built in 1936 and is an excellent example of the Inter-War Stripped Classical style of architecture in Adelaide, particularly as interpreted by architects working for the Commonwealth Government. The strictly symmetrical design of the building and its low scale with simplified classical motifs and Art Deco decorative elements make this one of the most notable buildings in Adelaide of this style to be constructed pre World War Two. The internal arrangement of the building typifies the functional organisation of the Army and its physical requirements. All external detailing which is original to the 1936 building is significant. Internally the open unrestricted form of the drill hall is the most significant aspect. The topography of the Parade Ground indicates the previous use of this area as a quarry for stone and fill for the construction of government buildings, including Government House. [Adapted from Torrens Training Depot Conservation Plan (1992)]." <sup>390</sup>	11-JUN-1998

Number as shown on Map (red)	SA Heritage Register (SAHR) Number	Details	Address	Statement of Significance	Status Date
32	16177	Pioneer Women's Memorial Garden	King William Road ADELAIDE	"The garden, sundial, sculpture, seat and wall were erected to commemorate the contribution made by pioneer women to South Australia's development. These five elements of the garden are integral to the layout design and its heritage significance. The garden illustrates a greater acknowledgment, and a changing perception, of the role of women in the community. The sculpture, the work of Ola Cohn, was the first piece of Modernist public art in Adelaide." <sup>391</sup>	12-FEB-1998
33	16179	Statue of Hercules	Pennington Garden West NORTH ADELAIDE	"The Statue of Hercules was Adelaide's second piece of public art. A copy of a classical masterpiece, the statue was presented to the City of Adelaide by a wealthy individual, W A Horn, who hoped to ornament the city with what was considered appropriate public art. William Horn was a notable nineteenth-century figure, and was involved with securing the Moonta-Wallaroo Mines for W W Hughes, organising and funding the Horn Scientific Expedition to Central Australia, and also served as MP for Flinders between 1887 and 1893. He was said to be 'one of the most generous public men' in South Australian history." <sup>392</sup>	11-JUN-1998
34	16180	Memorial to GF and JH Angas	Angas Garden King William Road NORTH ADELAIDE	"This memorial commemorates George Fife and John Howard Angas, prominent men in the history of South Australia. George Fife Angas had a significant role in the founding of South Australia, and both men made notable contributions to the development of the state thereafter through their philanthropy." <sup>393</sup>	11-JUN-1998
35	16181	Memorial to Captain Sir Ross Smith, Creswell Gardens	King William Road NORTH ADELAIDE	"The statue commemorates Sir Ross Smith, a famous South Australian aviator. Smith's flight from England to Australia in 1919 was a symbolic challenge to the perceived isolation of Australia from the rest of the world. It was the first such flight in less than 30 days, and was in response to a 10 000 pound prize offered by the South Australian Government." <sup>394</sup>	11-JUN-1998
36	16182	Women's War Memorial Garden, Cross of Sacrifice and Stone of Remembrance	Pennington Garden King William Road NORTH ADELAIDE	"The Memorial Garden was created in remembrance of those who died in World War One. Initiated by the women of South Australia, it is a reminder of the grief so many experienced as a result of the loss of their loved ones during the war. The Garden was designed by Herbert Baker, in conjunction with Sir Reginald Blomfield and Sir Edwin Lutyens. Sir Reginald Blomfield designed the Cross of Sacrifice. The Stone of Remembrance is from the design by Sir Edwin Lutyens. The Cross of Sacrifice and Stone of Remembrance are important as places highly valued by the community for their role as memorials, and as the site now used for Anzac Day services in Adelaide. (PJS 20/11/97)" <sup>395</sup>	12-FEB-1998

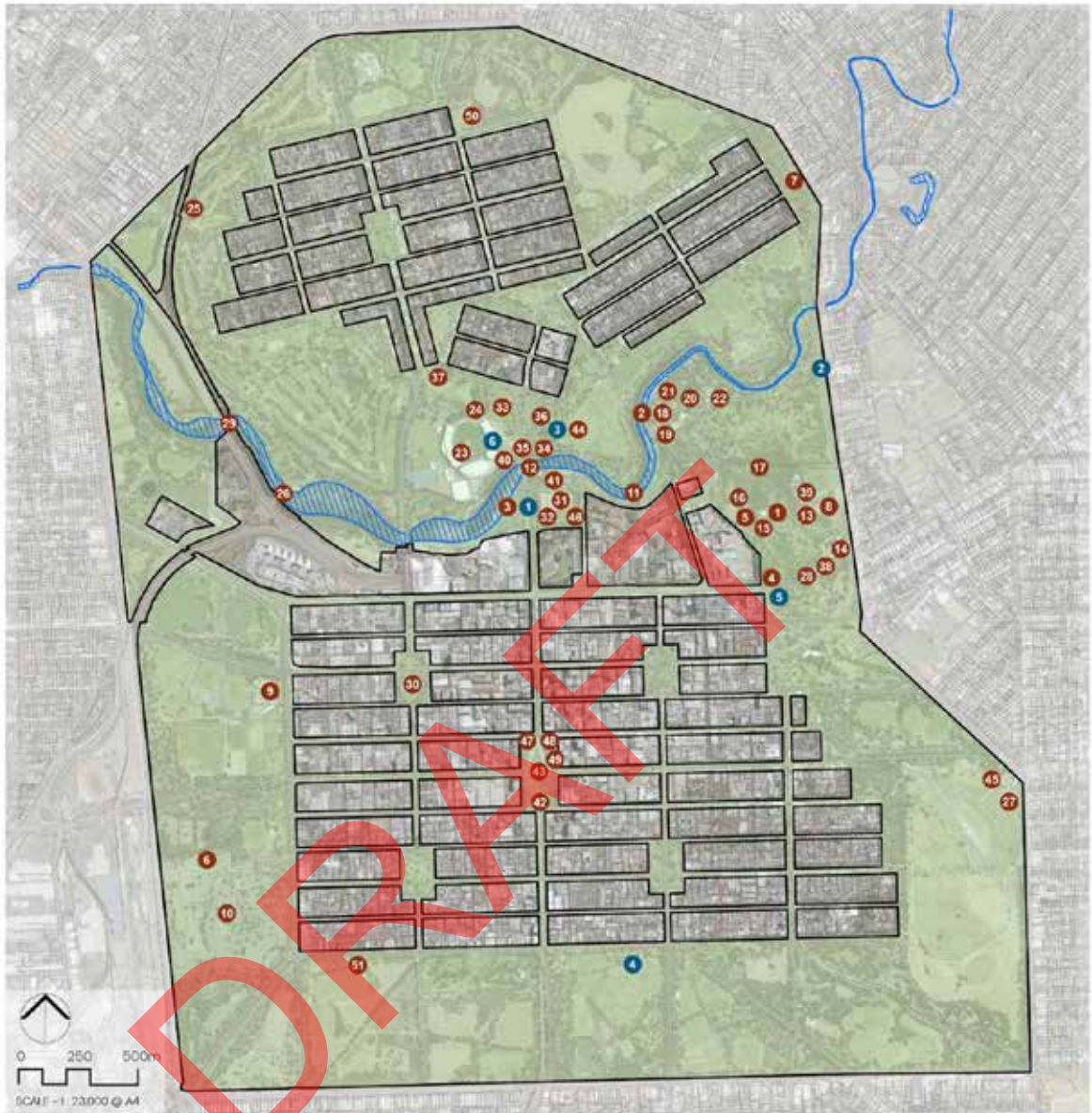
Number as shown on Map (red)	SA Heritage Register (SAHR) Number	Details	Address	Statement of Significance	Status Date
37	16232	Light's Vision and Memorial to Colonel William Light	Montefiore Hill NORTH ADELAIDE	"Light's Vision, the look-out and monument on Montefiore Hill, North Adelaide, commemorates Colonel William Light, South Australia's first Surveyor-General, who selected the site for the capital of the colony and laid out the city of Adelaide in 1836-37." <sup>396</sup>	08-OCT-1998
38	17067	Stone wall, Adelaide Botanic Garden	Adelaide Botanic Garden Botanic Road ADELAIDE	No Statement listed.	11-SEP-1986
39	20996	Bicentennial Conservatory, Adelaide Botanic Garden	Hackney Road ADELAIDE	"The 1989 South Australian Bicentennial Conservatory located in the Adelaide Botanic Garden demonstrates a high degree of creative and technical accomplishment, as a well-executed South Australian example of a glass house of the 'Late Twentieth Century Structuralist' style architecture. The Bicentennial Conservatory stands as an exemplar work of the celebrated local architect Guy Maron, who produced a creative and technically excellent contemporary design solution responding to the problems of designing a tropical glasshouse within a dry, temperate climate." <sup>397</sup>	12-DEC-2014
40	26348	War Memorial Oak	Creswell Gardens War Memorial Drive NORTH ADELAIDE	"The War Memorial Oak, planted on 29 August 1914, commemorates the outbreak of World War One. The decision to plant an oak, with a life expectancy of 500 years, demonstrates the desire of South Australians to have a living memorial to World War One, to remind them of the sacrifice made by the Australian forces on the battlefields of Europe. Its purpose was not to commemorate the War, but to inspire patriotism. It may well be South Australia's, (and possibly Australia's), earliest commemoration of the Great War." <sup>398</sup>	10-MAY-2013
41	26365	Former Torrens Lake Police Station	Victoria Drive ADELAIDE	"The former Torrens Lake Police Station is a unique surviving example of a station designed to house water police, as well as an uncommon example of a public building of the inter-War Spanish Mission style. It also has significant associations with both the development of law and order in South Australia, and the cultural development of the Torrens River precinct." <sup>399</sup>	07-MAR-2014
42	26375	John Dowie's Three Rivers Fountain	Victoria Square ADELAIDE	"The Three Rivers Fountains is of heritage significance because it demonstrates a high degree of creative, aesthetic and technical accomplishment, and because it was produced as a major work by a South Australian sculptor (John Dowie) of national standing at the height of his creative powers." <sup>400</sup>	09-MAR-2012

Number as shown on Map (red)	SA Heritage Register (SAHR) Number	Details	Address	Statement of Significance	Status Date
43	26388	Statue of Queen Victoria	Victoria Square ADELAIDE	<p>“The statue of Queen Victoria is a place of State heritage significance. It demonstrates a high degree of creative and technical accomplishment, and is intrinsically related to the heritage of Tarnpanyangga/Victoria Square, and the City of Adelaide. The cultural heritage of both would be diminished if the place was removed. Queen Victoria (Alexandrina Victoria), who was monarch of the United Kingdom and the British Empire, then encompassing South Australia and the other Australian colonies. Victoria’s statue was placed prominently in Adelaide’s central square that was named for her early in her long reign. She was still head of state when the original artwork was created (which is considered a good likeness) and when this statue was erected in Adelaide. Queen Victoria was also strongly identified with South Australia’s founding years and development as a British colony, as she ruled from 1837-1901, for close to the whole colonial period, to Federation and the creation of the state of South Australia in that year. The statue was funded by Sir Edwin Thomas Smith who was a leading figure in the evolution of the city of Adelaide, as an entrepreneur, public leader and a philanthropist. His work contributed to shaping the physical fabric of the city as well as influencing its cultural life. Over a fifty-year period he made a contribution which few could match; in many respects the Queen Victoria statue is his monument”<sup>401</sup></p>	09-MAR-2012
44	26392	University of Adelaide Grandstand	War Memorial Drive NORTH ADELAIDE	<p>“The University of Adelaide Grandstand is significant as an outstanding example of an early-20th century sporting building and as a representative of the establishment and development of formal recreational facilities in the Adelaide Parklands. As one of the first two sports buildings constructed by the University of Adelaide, it also demonstrates the emergence of the philosophy that sport and sporting achievement are an important part of tertiary education and student life. The building also has important associations with the expansion and development of the University of Adelaide.”<sup>402</sup></p>	07-MAR-2014

Number as shown on Map (red)	SA Heritage Register (SAHR) Number	Details	Address	Statement of Significance	Status Date
45	26393	Victoria Park Racecourse (North-East Precinct)	Fullarton Road ADELAIDE	<p>“The surviving buildings at the north-east corner of the former Victoria Park Racecourse have significant associations with the early use of the Adelaide Parklands for recreation and with the development of horse racing in this state. Victoria Park was the first official racetrack in South Australia, with the earliest meetings being held there in 1846. The oldest surviving building, the Grandstand (SHP No. 13661), was constructed in 1882. Victoria Park remained South Australia’s premier racecourse for many decades, with the Entrance Gates, Turnstile Building, Kiosk and former Adelaide Racing Club Office building representing later developments at the site from the 1920s to the 1950s. The precinct also demonstrates notable design and construction techniques as displayed by the 1880s Grandstand and 1950s Entrance Gates and Office Building. In addition, the precinct includes a rare surviving group of cast-iron turnstiles within the red-brick entrance building adjacent to the cast-iron gates. The precinct also demonstrates notable design and construction techniques as displayed by the 1880s Grandstand and 1950s Entrance Gates and Office Building. In addition, the precinct includes a rare surviving group of cast-iron turnstiles within the red-brick entrance building adjacent to the cast-iron gates.”<sup>403</sup></p>	17-JUN-2015
46	26394	Wattle Grove WWI War Memorial (Dardanelles Campaign, also called Gallipoli Campaign)	ANZAC Centenary Memorial Walk, Kintore Avenue ADELAIDE	<p>“The Wattle Grove WWI War Memorial is a very early World War I memorial, having been dedicated on 7 September 1915, less than six months after the Gallipoli landing. It is one of the earliest war memorials in Adelaide and South Australia (most monuments were not erected until after the War). It was dedicated to ‘Australasians’ and therefore included New Zealanders, where most other war memorials were dedicated to Australians or local men who served and/or died. The support within the Adelaide community for its erection within the Wattle Grove (its original location) testifies to the intense support contemporary South Australians had for those fighting at Gallipoli and the impact of the war on the community. The monument’s State Heritage value is enhanced by its association with Wattle Day which had been inaugurated to demonstrate Australian patriotism.”<sup>404</sup></p>	23-AUG-2013
47	26396	Captain Charles Sturt Monument	Victoria Square ADELAIDE	<p>“The monument to Captain Charles Sturt is of State Heritage value as a memorial to a significant colonist who completed some of the most noteworthy explorations in Australia and was an important South Australian public administrator. The fact that it was funded by public subscription indicates the regard in which Sturt was held. The location of Sturt’s monument is also significant, being located in Victoria Square.”<sup>405</sup></p>	08-MAR-2013



Number as shown on Map (red)	SA Heritage Register (SAHR) Number	Details	Address	Statement of Significance	Status Date
48	26397	John McDouall Stuart Monument	Victoria Square ADELAIDE	“In addition to commemorating the bold exploits of one of Australia’s premier explorers, the monument to John McDouall Stuart is of State Heritage value for the manner it invokes the era of the exploration of the Australian continent’s interior and the many consequences that flowed from this. These included the South Australian annexation of the Northern Territory, the construction of the Overland Telegraph and the pastoral penetration of the interior. The location of Stuart’s monument is also significant in its present and original position, being located in Victoria Square”. <sup>406</sup>	08-MAR-2013
49	26398	Charles Cameron Kingston Monument	Victoria Square ADELAIDE	“The Monument to Charles Cameron Kingston commemorates the work and achievements of a significant South Australian, particularly Kingston’s contribution to the formation of a federate Australia and his influence in drafting the Constitution of Australia. The location of the monument in Victoria Square is particularly apt because of his arrest there when preparing for a duel with a parliamentary critic and where he was later set upon by a prominent businessman”. <sup>407</sup>	08-MAR-2013
50	26400	North Adelaide Service Reservoir	corner of O’Connell Street and Barton Terrace NORTH ADELAIDE	“The North Adelaide Service Reservoir represents a significant feat of hydraulic engineering in South Australian history that demonstrates the evolution and pattern of the State’s development, particularly the growth of the colony, investment in infrastructure networks, and commitment to public health. The 1870s brick and cement structure was designed to increase and balance the pressure of water sent to the Port Adelaide area. It is a unique South Australian example of an underground reservoir, with its finely constructed red-brick arcades comprising piers and arches that form a ‘cathedral to water’. As a utilitarian structure it demonstrates a high degree of technical accomplishment in construction, materials and design.” <sup>408</sup>	30-AUG-2017
51	26423	Shelter Shed, Princess Elizabeth Children’s Playground	South Terrace ADELAIDE	“The Shelter Shed was built in 1929 as part of the Princess Elizabeth Children’s Playground on South Terrace, Adelaide. The playground was constructed following the Royal visit to Adelaide by the Duke and Duchess of York in May 1927, and is representative of both the playgrounds movement and the increasing recognition of children’s welfare and wellbeing during a period when supervised public playgrounds were developed for both play and personal improvement. The Playground has been in continuous use as a children’s playground for over 80 years, and alongside schools and kindergartens in the City, is one of Adelaide’s few civic places dedicated for children’s use”. <sup>409</sup>	07-MAR-2014



**State Heritage Places with National Heritage Listing**

- 1 Museum of Economic Botany, Adelaide Botanic Garden 10642
- 2 Albert Deigo 10766
- 3 Elder Park Rotunda 10783
- 4 Main Entrance Gates to Adelaide Botanic Garden 10843
- 5 Palm House, Adelaide Botanic Garden 10850
- 6 West Terrace Cemetery Catholic (John Smyth Memorial) Chapel 10891
- 7 Main Torrens Olive Plantation 10960
- 8 Former Municipal Tramways Trust Depot 12349
- 9 Formerly Adelaide Boys High School and Observatory Site 12557
- 10 West Terrace Cemetery 12722
- 11 The University of Adelaide Footbridge 13639
- 12 Adelaide Bridge 13640

- 13 Morgue - former Dead House Dwelling 13641
- 14 Yarrabee House and Front Fence 13642
- 15 Simpson Kiosk, Adelaide Botanic Garden 13643
- 16 Boy and Serpent Fountain, Adelaide Botanic Garden 13644
- 17 Dwelling - North Lodge (former Head Gardener's Cottage), Adelaide Botanic Garden 13645
- 18 Head Keeper's Cottage, Adelaide Zoo 13647
- 19 Main Gates and Walling, Adelaide Zoo 13648
- 20 Rotunda, Adelaide Zoo 13649
- 21 Elephant House, Adelaide Zoo 13650
- 22 Former Director's Dwelling, Adelaide Zoo 13651
- 23 The George Giblin, Sir Lowry Smith & Moxlyn (van Grandstands), Adelaide Oval 13654

- 24 Adelaide Oval Scoreboard 13655
- 25 North Adelaide Railway Station 13657
- 26 Torrens War 13658
- 27 Grandstand, Victoria Park Racecourse 13661
- 28 East Lodge, Adelaide Botanic Garden 13669
- 29 Railway Bridge 13670
- 30 Colonel William Light's Grave and Monument 14139
- 31 Former Torrens Training Depot, including Drill Hall and Parade Ground 14617
- 32 Pioneer Women's Memorial Garden 16177
- 33 Statue of Hercules 16179
- 34 Memorial to Giff and JH Angus 16180
- 35 Memorial to Captain Sir Ross Smith, Crosswell Gardens 16181

- 36 Women's War Memorial Garden, Cross of Sacrifice and Stone of Remembrance 16182
- 37 Light's Vision and Memorial to Colonel William Light 16232
- 38 Stone wall, Adelaide Botanic Garden 17067
- 39 Botanical Conservatory, Adelaide Botanic Garden 20996
- 40 War Memorial Oak 26348
- 41 Former Torrens Lake Police Station 26365
- 42 John Dowse's Three Rivers Fountain 26375
- 43 Statue of Queen Victoria 26388
- 44 University of Adelaide Grandstand 26392
- 45 Victoria Park Racecourse (North-East Precinct) 26393
- 46 Waller Grove WWI War Memorial 26394

- 47 Captain Charles Sturt Monument 26396
- 48 John McDouall Stuart Monument 26397
- 49 Charles Cameron Kingdon Monument 26398
- 50 North Adelaide Service Reserve 26400
- 51 Sheiber Shed, Princess Elizabeth Children's Playground 26423

**Local Heritage Places with National Heritage Listing**

- 1 Memorial to Ish Gardener 1260
- 2 Carriageway entrance gates 1264
- 3 Statue of His Majesty King George V and Pedestal 1265
- 4 Glover Playground Pavilion 1608
- 5 War Horse Memorial Trough and Obelisk 1609
- 6 Victor Richardson Gates 1610

## The Adelaide Park Lands and City Layout Heritage Places

### 5.3.2 Local Heritage Places

The following Local Heritage Places are located within the boundaries of the National Heritage listed, The Adelaide Park Lands and City Layout. These Places are tabled below and further information on them is accessible on the South Australian Heritage Places database. Local Heritage Places satisfy one or more of the values set out in Section 67(1) of the Planning, Development and Infrastructure Act, 2016 (SA).

Number as shown on Map (blue)	Heritage Number	Details	Address	Statement of Significance	Authorisation Date
1	1260	Memorial to Jah Gardener	King William Road Elder Park ADELAIDE	No Statement listed.	01-NOV-2001
2	1264	Carriageway entrance gates	Hackney Road Botanic Park ADELAIDE	No Statement listed.	01-NOV-2001
3	1265	Statue of His Majesty King George V and Pedestal	Sir Edwin Smith Avenue Angas Gardens NORTH ADELAIDE	No Statement listed.	01-NOV-2001
4	1608	Glover Playground Pavilion	South Terrace South Park Lands ADELAIDE	No Statement listed.	01-NOV-2001
5	1609	War Horse Memorial Trough and Obelisk	corner East Terrace and Botanic Road, Rundle Park ADELAIDE	No Statement listed.	01-NOV-2001
6	1610	Victor Richardson Gates	Victor Richardson Road, off King William Road, Adelaide Oval NORTH ADELAIDE	No Statement listed.	01-NOV-2001

### 5.3.3 Register of Aboriginal Sites and Objects

The central archive, which includes the Register of Aboriginal Sites and Objects (the Register), administered by Aboriginal Affairs and Reconciliation (AAR), has entries for Aboriginal sites within the project area.

### 5.3.4 List of Threatened Species of Flora and Fauna

The State Government Department for Environment and Water, Nature Maps website has been searched and a List of Threatened Species of Flora and Fauna has been generated. These records relate to the City of Adelaide Council area, not specifically the boundary of the National Heritage Listing. A copy is included in the Appendix.<sup>410</sup>

## 5.4 Non-Legislative Value Statements

### 5.4.1 Background

The section includes background information including the Statement of Significance Adelaide Park Lands and City Layout, prepared for the proposed State Heritage Area and as approved by the South Australian Heritage Council on 11 April 2022, and the 2007 “Adelaide Park Lands & Squares Cultural Landscape Assessment Study” - Statements of Cultural Significance for Individual Parks. These Statements provide an insight into the significance of the Place/s and foregrounds some of the relevant information from a State and Local perspective.

#### **Statement of Significance Adelaide Park Lands and City Layout (prepared for the proposed State Heritage Area). Approved by South Australian Heritage Council 11 April 2022.**

*“The Adelaide Park Lands, Squares and City Layout is an exemplar of colonial town planning. Attributed to Colonel William Light, it embodies the ideals of systematic colonisation devised by Edward Wakefield. The colony of South Australia was conceived as a self-supporting, socially responsible, commercial enterprise that was to be established by free settlers who would create a respectable society based on the ideals of social opportunity, civil liberty and religious freedom. The Adelaide Plan became a means to attract free settlers by offering ownership of land with a high degree of amenity reflecting contemporary ideas about the provision of reserved land for public health and recreation.*

*The Adelaide Park Lands, Squares and City Layout is an outstanding representation of a nineteenth century planned colonial settlement. The principal components of the Adelaide Plan (1837) are its grid pattern and width of streets, the parkland belt, and six internal squares. Light’s design responds to the topography of the site resulting in the spatial arrangement of the city and Park Lands over the shallow river valley of Karrowirra Parri (River Torrens); the siting of the streets to maximise views and vistas through the City and Park Lands; and a hierarchy of street widths with wider roads for the principal access routes and encircling terraces and alternating narrow and wide east-west streets. The main components of the Plan remain clearly legible and highly intact. Light also included some public amenities and limited government functions within the Park Lands including a hospital, Government House, school, barracks, store house, market, botanic garden and cemetery.*

*The town planning principles contained in the Adelaide Park Lands, Squares and City Layout went on to inform town planning in New Zealand in the mid-nineteenth century and George Goyder’s model for government-designed country towns in South Australia from the 1860s-1910s. The plan with its emphasis on public open space and its inherent health, amenity and aesthetic qualities also influenced the Garden City Movement, one of the most influential planning movements in the twentieth century. Its founder, Ebenezer Howard identified Adelaide as an exemplar of the Garden City model.*

*The Park Lands, Squares and City Layout has strong cultural and spiritual associations for many South Australians and has evolved from the identity initially forged from the ideals of Wakefield’s theory of systematic colonisation. The association with and cultural significance of the Park Lands and squares has continued to evolve and has been reinforced by the myriad of ways South Australians use the public open space, including small and large events, with its distinctive landscape character created by its parks and gardens, formal and informal sporting grounds and areas, and leisure and recreational facilities.*

*The Park Lands, Squares and City Layout has special associations with Colonel William Light, Edward Wakefield and the City of Adelaide (formerly Adelaide City Council). The combination of Wakefield’s ideals and Light’s plan are intertwined, and were instrumental in the early planning, design and establishment of the colony of South Australia. The City of Adelaide (formerly Adelaide City Council) has played a major and ongoing role in the care, control and management of the Adelaide Park Lands and City Layout, shaping its design and ultimately ensuring its overall preservation.”<sup>411</sup>*

## **Statements of Cultural Significance – Individual Parks from “Adelaide Park Lands & Squares Cultural Landscape Assessment Study” by David Jones, 2007**

The following Statements of Cultural Significance for each Individual Park is extracted from David Jones’ “Adelaide Park Lands & Squares Cultural Landscape Assessment Study”, 2007. These statements have no statutory standing, nor are they endorsed by the South Australian Heritage Council.

### **“Piltawodli/Park 1 - Statement of Cultural Significance**

*Piltawodli/Park 1 represents an integral segment of the overall Adelaide Park Lands that possesses important cultural significance in reflecting the spatial and planting design intent and philosophies of John Ednie Brown and August Pelzer in underpinning landscape development, with an additional contemporary layer with the proposals by Veale and tree planting generally in the Piltawodli/Park 1 within the golf course complex. Piltawodli/Park 1 contains several culturally significant historic sites comprising Colonial Store (Iron Store) site, Signal Station site, is immediately adjacent to the significant sites of Piltawodli (‘Aboriginal Location’) and the Weir, of which the latter is of national merit. It also contains the 3rd segment of the War Memorial Drive. The overall landscape is important in providing a treed precinct cloaking the Montefiore Hill and North Adelaide escarpment as viewed from the south, and contributes to the overall visual character of North Adelaide.”<sup>412</sup>*

### **“Padipadinyilla/Park 2 - Statement of Cultural Significance**

*Padipadinyilla/Park 2 represents an integral segment of the overall Adelaide Park Lands that possesses associative cultural significance in reflecting the spatial and planting design intent and philosophies of John Ednie Brown and August Pelzer, and hosts several contemporary facilities that have partially compromised the original intent but provide additional cultural and social significance to the place.”<sup>413</sup>*

### **“Kandarilla/Park 3 - Statement of Cultural Significance**

*Kandarilla/Park 3 represents an integral segment of the overall Adelaide Park Lands that possesses associative cultural significance in reflecting the spatial and planting design intent and philosophies of John Ednie Brown and August Pelzer, albeit it has been compromised since the 1940s in terms of planting strategies, and hosts several recreational spaces that have partially compromised the original intent but provide additional cultural and social significance to the place.”<sup>414</sup>*

### **“Kangattilla/Park 4 - Statement of Cultural Significance**

*Kangattilla/Park 4 represents an integral segment of the overall Adelaide Park Lands that possesses associative cultural significance in reflecting the spatial and planting design intent and philosophies of John Ednie Brown and August Pelzer, albeit it has been compromised since the 1940s in terms of planting strategies, and hosts several recreational spaces and a significant water engineering structure that have partially compromised the original intent but provide additional cultural and social significance to the place.”<sup>415</sup>*

### **“Ngampa Yerta/Park 5 - Statement of Cultural Significance**

*Ngampa Yerta/Park 5 represents an integral segment of the overall Adelaide Park Lands that possesses associative cultural significance in reflecting the spatial and planting design intent and philosophies of John Ednie Brown and August Pelzer, albeit it has been compromised since the 1940s in terms of planting strategies, and hosts several recreational spaces that have partially compromised the original intent but provide additional cultural and social significance to the place.”<sup>416</sup>*

### **“Nanto Womma/Park 6 - Statement of Cultural Significance**

*Nanto Womma/Park 6 represents an integral segment of the overall Adelaide Park Lands that possesses associative cultural significance in reflecting the spatial and planting design intent and philosophies of John Ednie Brown and August Pelzer. It hosts a functional land use – agistment – that has seen continuous use since settlement resulting in its colloquial cultural association as ‘the paddock’. This has not compromised the original intent but provides additional cultural and social significance to the place.”<sup>417</sup>*

### **“Kuntingga/Park 7 - Statement of Cultural Significance**

*Kuntingga/Park 7 represents an integral segment of the overall Adelaide Park Lands that possesses associative cultural significance in reflecting the spatial and planting design intent and philosophies of John Ednie Brown and August Pelzer. Importantly it displays historical and horticultural significance in terms of displaying evidence of the original olive (*Olea europaea*) plantation experimentation in South Australia and attempts to establish productive plantations in the Adelaide Park Lands by prominent early horticulturist John Bailey.”<sup>418</sup>*

### **“Barnгутtilla/Park 8 - Statement of Cultural Significance**

*Barnгутtilla/Park 8 represents an integral segment of the overall Adelaide Park Lands that possesses associative cultural significance in reflecting the spatial and planting design intent and philosophies of John Ednie Brown and August Pelzer. Importantly it displays historical and horticultural significance in terms of displaying evidence of the original olive (*Olea europaea*) plantation experimentation in South Australia and attempts to establish productive plantations in the Adelaide Park Lands by prominent early horticulturist John Bailey.”<sup>419</sup>*

#### **“Tidlangga/Park 9 - Statement of Cultural Significance**

Tidlangga/Park 9 represents an integral segment of the overall Adelaide Park Lands that possesses associative cultural significance in reflecting the spatial and conceptual planting design intent and philosophies of John Ednie Brown and August Pelzer, albeit it has been compromised since the 1940s in terms of planting strategies and the development of recreational facilities”.<sup>420</sup>

#### **“Warnpangga/Park 10 - Statement of Cultural Significance**

Warnpangga/Park 10 represents an integral segment of the overall Adelaide Park Lands that possesses associative cultural significance in reflecting the spatial and planting design intent and philosophies of John Ednie Brown and August Pelzer, albeit it has been compromised since the 1940s in terms of planting strategies, while enhancing its expansive character and views outwards, and hosts several recreational spaces that have partially compromised the original intent but provide additional cultural and social significance to the place”.<sup>421</sup>

#### **“Tainmundilla/Park 11 - Statement of Cultural Significance**

Tainmundilla/Park 11 represents an integral segment of the overall Adelaide Park Lands that possesses associative cultural significance in reflecting the spatial and planting design intent and philosophies of John Ednie Brown and August Pelzer, albeit it has been compromised since the 1940s in terms of planting strategies, while enhancing its expansive character and views outwards, and hosts several recreational spaces that have partially compromised the original intent but provide additional cultural and social significance to the place”.<sup>422</sup> [Please note that this extracted Statement does not address the significance of the Adelaide Botanic Garden, Botanic Park, and Adelaide Zoo in Park 11].

#### **“Tainmundilla/Frome Road Park/Park 11A - Statement of Cultural Significance**

Tainmundilla/Frome Road Park/Park 11A possesses minimal significance to the Adelaide Park Lands. It records the site of the original South Australian Agricultural & Horticultural Society showgrounds and Exhibition Building but no physical or spatial evidence of the latter is extant. In reviewing the ‘Western Approach’, Aitken, Jones & Morris in the Adelaide Botanic Garden Conservation Study (2006) concluded that the site had only contributory cultural significance as demonstrating a historical link between the former use of this area by the Agricultural and Horticultural Society of South Australia, and the role played by this Society in the reservation and establishment of the Botanic Garden on its current site. In terms of Conservation Policy the Study (2006) recommended:

“In the event that the former showgrounds site comes under the management of the Botanic Gardens of Adelaide (either wholly or in partnership with others), new links between Frome Road, Botanic Park, and the western approach to Adelaide Botanic Garden could be explored. Any redesign of this area should take into account the cultural significance of the site and its context, especially the entrance shown on Schomburgk’s 1874 plan (linking with the main east-west spine of the Garden)”.<sup>423</sup>

#### **“Karrawirra/Park 12 - Statement of Cultural Significance**

Karrawirra/Park 12 represents an integral segment of the overall Adelaide Park Lands that possesses associative cultural significance in reflecting the spatial and planting design intent and philosophies of William O’Brien, John Ednie Brown, August Pelzer, and A Stanley Orchard, and hosts several recreational spaces and venues that provide additional cultural and social significance to the place together with hosting the main military venue for the state, and a assemblage of the main war memorial places in the state. It is a highly symbolic tract of landscape that has always been a stage for South Australian primary symbolic, commemorative, memorial and recreational events and activities prior to and following colonization; a role it shares equally with Tandanya Womma/Park 26”.<sup>424</sup>

#### **“Kadlitpinna/Park 13/Rundle Park - Statement of Cultural Significance**

Kadlitpinna/Park 13/Rundle Park is a significant example of the re-crafting of the Adelaide Park Lands by William Pengilly and August Pelzer from an informal mixed species landscape into a semi-formal Gardenesque park characterised by tree-lined axial pedestrian pathways and feature memorials. It still retains much of this structure and character although it has been modified and extended in an unsympathetic approach along its north-eastern flank in the 1970s-2000s”.<sup>425</sup>

#### **“Mullawirraburka/Park 14/Rymill Park - Statement of Cultural Significance**

Mullawirraburka/Park 14/Rymill Park is a significant example of the re-crafting of the Adelaide Park Lands by William Pengilly and August Pelzer from an informal mixed species landscape into a semi-formal Gardenesque park characterised by tree-lined axial pedestrian pathways and feature memorials. More importantly, it is one of two major park facilities created in the 1950s-60s under Town Clerk Veale to serve as major recreational venue for Adelaideans. It still retains much of this 1870s-1930s structure and character although it was significantly renovated in the 1950s-60s to create a major park landscape with a feature lake”.<sup>426</sup>

#### **“Ityamaitpinna/Park 15 - Statement of Cultural Significance**

Ityamaitpinna/Park 15 is a quiet example of the re-crafting of the Adelaide Park Lands by William Pengilly and August Pelzer from open paddocks into a semi-formal Gardenesque park that was not realised. Instead, an open woodland unfolded that retained an existing Olive (*Olea europaea*) grove with patches of irregular plantings according to the style of the period, and a significant South Australian Blue Gum (*Eucalyptus leucoxylon*) allée was established along Wakefield Road. It is a contributory park land block to Mullawirraburka/Park 14 and Bakkabakkandi/Park 16 providing a valuable woodland and aesthetic intermission between these two heavily used park land blocks”.<sup>427</sup>

#### **“Bakkabakkandi/Park 16 - Statement of Cultural Significance**

Bakkabakkandi/Park 16 represents an integral segment of the overall Adelaide Park Lands that possesses associative cultural significance in reflecting the spatial and planting design intent and philosophies of John Ednie Brown and August Pelzer. Significantly it hosts two important cultural events in the history of state and Australia: the venue for horse racing continuously since the 1840s, and as a venue for the inaugural Arbor Day plantings across Australia. Because of the former, it hosts an assemblage of buildings, infrastructure, gardens and racecourse circuits that have evolved because of continual use and development but very much reflect the peak use and occupancy of the racecourse from the 1870s-1930s mirroring also the predominant tree planting phases around the park edges by Pengilly, Brown and Pelzer”.<sup>428</sup>

#### **“Tuttangga Park 17 - Statement of Cultural Significance**

Tuttangga Park 17 represents an integral segment of the overall Adelaide Park Lands that possesses tangible and associative cultural significance in reflecting the spatial and planting design intent and philosophies of John Ednie Brown and August Pelzer, and hosts several contemporary facilities that have partially compromised the original intent but provide additional cultural and social significance to the place”.<sup>429</sup>

#### **“Wita Wirra/Park 18 - Statement of Cultural Significance**

Wita Wirra/Park 18 represents an integral segment of the overall Adelaide Park Lands that possesses associative cultural significance in reflecting the spatial and planting design intent and philosophies of John Ednie Brown and August Pelzer, and hosts several contemporary facilities that have partially compromised the original intent but provide additional cultural and social significance to the place. Wita Wirra/Park 18 hosts important pathway and perimeter woodland elements proposed in the Report (1880), and hosts an important exemplar of Pelzer’s Gardenesque garden design style as expressed in Osmond Garden. It is also contains an important representative of classic Japanese Garden design principles and styles in Himeji Garden, and the only one of its type in South Australia”.<sup>430</sup>

#### **“Pityarrilla/Park 19 - Statement of Cultural Significance**

Pityarrilla/Park 19 represents an integral segment of the overall Adelaide Park Lands that possesses associative cultural significance in reflecting the spatial and planting design intent and philosophies of John Ednie Brown and August Pelzer, and hosts several contemporary facilities that have partially compromised the original intent but provide additional cultural and social significance to the place. Pityarrilla/Park 19 hosts important pathway and perimeter woodland elements proposed in the Report (1880), and Pityarrilla/Park 19A represents an important exemplar of Pelzer’s informal garden design style”.<sup>431</sup>

#### **“Kurrangga/Park 20 - Statement of Cultural Significance**

Kurrangga/Park 20 represents an integral segment of the overall Adelaide Park Lands that possesses associative cultural significance in reflecting the spatial and planting design intent and philosophies of John Ednie Brown and August Pelzer, and hosts several contemporary facilities that have partially compromised the original intent but provide additional cultural and social significance to the place. Kurrangga/Park 20 hosts important pathway and woodland elements proposed in the Report (1880), and also the first ‘first generation’ playground in Adelaide and South Australia being named after its instigation, Lord Mayor Charles Glover”.<sup>432</sup>

#### **“Walyo Yerta/Park 21 - Statement of Cultural Significance**

Walyo Yerta/Park 21 represents an integral segment of the overall Adelaide Park Lands that possesses associative cultural significance in reflecting the spatial and planting design intent and philosophies of William O’Brien, John Ednie Brown and August Pelzer, and hosts several contemporary facilities that have partially compromised the original intent but provide additional cultural and social significance to the place. As distinct from many Park Land blocks, Pelzer had to re-interpret the planting design philosophy during 1900-32, as devised by O’Brien and Brown, given changes in the edges of Walyo Yerta/Park 21 that split it into two equal sized blocks. Additionally Walyo Yerta/Park 21 hosts the most intensive garden creation as advocated by Town Clerk Colonel William Veale following his world study tour”.<sup>433</sup>

#### **“Minno Yerta/Park 21W - Statement of Cultural Significance**

Minno Yerta/Park 21W represents an integral segment of the overall Adelaide Park Lands that possesses associative cultural significance in reflecting the spatial and planting design intent and philosophies of John Ednie Brown and August Pelzer, and hosts several contemporary facilities that have partially compromised the original intent but provide additional cultural and social significance to the place. As distinct from many Park Land blocks, Pelzer had to re-interpret the planting design philosophy during 1900-32, as devised by Brown, given changes in the edges of Park 21 that split it into two equal sized blocks. Additionally Minno Yerta/Park 21W hosts the state significant Princess Elizabeth Playground, Lundie Garden, and the nationally significant ‘Wattle Grove’ which celebrates the Wattle Day League and the first war memorial established to honour Australian servicemen at Gallipoli in South Australia”.<sup>434</sup>

#### **“Wikaparnda Wirra/Park 22 - Statement of Cultural Significance**

Wikaparnda Wirra/Park 22 represents an integral segment of the overall Adelaide Park Lands that possesses associative cultural significance in reflecting the spatial and planting design intent and philosophies of John Ednie Brown and August Pelzer, and hosts several contemporary facilities that have partially compromised the original intent but provide additional cultural and social significance to the place. This is perhaps one of the most culturally mirrors [sic] the spatial perimeter intent and planting schedule proposed by Brown, in comparison to the rest of the Park Land blocks today”.<sup>435</sup>

#### **“Wirranendi/Park 23 - Statement of Cultural Significance**

Wirranendi/Park 23 represents an integral segment of the overall Adelaide Park Lands that possesses associative cultural significance in reflecting the spatial and planting design intent and philosophies of John Ednie Brown and August Pelzer, and hosts several contemporary facilities that have partially compromised the original intent but provide additional cultural and social significance to the place. As indicative of the historical attention paid to the quality of the West Park Lands (Wirranendi/Park 23, Tambawodli/Park 24, Narnungga/Park 25) by the Corporation, the West Park Lands (Wirranendi/Park 23, Tambawodli/Park 24, Narnungga/Park 25) including Wirranendi/Park 23 lacks a quality 1880s-1940s landscape and landscape character typical of many park land blocks. Notwithstanding this, it does possess the nationally significant West Terrace Cemetery, and associated significant Kingston Gardens and West Terrace Playground”.<sup>436</sup>

#### **“Tambawodli/Park 24 - Statement of Cultural Significance**

Tambawodli/Park 24 represents an integral segment of the overall Adelaide Park Lands that possesses associative cultural significance in reflecting the spatial and planting design intent and philosophies of John Ednie Brown and August Pelzer, and hosts several contemporary facilities that have partially compromised the original intent but provide additional cultural and social significance to the place. As indicative of the historical attention paid to the quality of the West Park Lands by the Corporation, the West Park Lands including Tambawodli/Park 24 lacks a quality 1880s-1940s landscape and landscape character typical of many park land blocks. Notwithstanding this, it does possess the significant Adelaide High School building complex”.<sup>437</sup>

#### **“Narnungga/Park 25 - Statement of Cultural Significance**

Narnungga/Park 25 represents an integral segment of the overall Adelaide Park Lands that possesses associative cultural significance in reflecting the spatial and planting design intent and philosophies of John Ednie Brown and August Pelzer, and hosts several contemporary facilities that have partially compromised the original intent but provide additional cultural and social significance to the place. As indicative of the historical attention paid to the quality of the West Park Lands by the Corporation, the West Park Lands including Narnungga/Park 25 lacks a quality 1880s-1940s landscape and landscape character typical of many park land blocks. Notwithstanding this, it does possess several important points of historical reference associated with the origins of the city survey (thereby the Adelaide plan) and the horticultural history of the state that are of state significance”.<sup>438</sup>

#### **“Tardanya Womma/Park 26 - Statement of Cultural Significance**

Tardanya Womma/Park 26 represents a nationally significant tract of land comprising sites and places of both national and state cultural heritage significance and merit that have associations to pre-contact and post-contact Kaurna and Aboriginal activities and meanings, post-contact sporting and cultural activities, significant iconic vantage points, an important series of colonial and post-colonial meeting points, the original ford and subsequent first bridge sites, an iconic statue containing both settlement and town planning meanings, the first tree planted as a war memorial in Australia for the fallen of World War I, and a large landscape possessing the philosophical and design intent of August Pelzer. It is a national, state and local place of cultural heritage merit containing considerable meanings and features of historic, aesthetic, social, geographical, design, and cultural associations and merit. Within Tardanya Womma/Park 26 there is still a strong mature layer that makes it an integral segment of the overall Adelaide Park Lands and Squares that possesses associative cultural significance in reflecting the spatial and planting design intent and philosophies of John Ednie Brown and August Pelzer as well as several Mayors/Lord Mayors, colonial/state Premiers, Town Clerks, and SACA office bearers”.<sup>439</sup>



#### **“Tulya Wodli/Park 27 - Statement of Cultural Significance**

Tulya Wodli/Park 27 represents a highly modified landscape that has experienced complete defoliation during the initial years of colonial settlement. While possessing the general spatial integrity of the form devised by Light in his ‘Plan of Adelaide, it’ has experienced considerable excisions and alienations thereby reducing the overall volume of Tulya Wodli/Park 27. These alienations have however introduced several new layers of cultural development – Olive (*Olea europaea*) Plantation, Adelaide Gaol, Police Barracks, railway lines and marshalling yards – that are illustrative of government infrastructure history and thus underpin the development of the State. Of major importance is the Piltawodli ‘Native Location’ site on the northern shores of the River Torrens/Karrawirra Parri, with the associated Colonial Store site in Piltawodli/Park 1 and original ‘Location’ sites adjacent to the former Slaughterhouse site, that have strong cultural values to the Kaurna and South Australian Aboriginal communities as well as a role in the state’s early development. Further, the Olive (*Olea europaea*) Plantations are a significant manifestation of the horticultural advancement and vision of the colony that still characterises the Adelaide Park Lands landscape today. The Plantation is also the largest extant example of an Olive (*Olea europaea*) Plantation established in the Park Lands in the 1860s, and has witnessed somewhat regular and repeated maintenance and harvesting. The Bonython Park development introduced a 1960s Gardenesque landscape into the southern and central portions of Tulya Wodli/Park 27, providing a new landscape purpose designed for recreational functions. Tulya Wodli/Park 27 has conceptual antecedents to the origins of the Park Lands but has been extensively changed and transformed to craft a formal organised recreational landscape except places that bear historical meanings to the foundations of the colony.”<sup>440</sup>

#### **“Palmer Gardens/Pangki Pangki/Park 28 - Statement of Cultural Significance**

Palmer Gardens/Pangki Pangki/Park 28 represents an integral segment of the overall Adelaide Park Lands that possesses important cultural significance in reflecting the spatial and planting design intent and philosophies of August Pelzer as well as a strong Victorian landscape style. Integral with Brougham Gardens/Tandotittinga/Park 29, it forms a significant Gardenesque intermission between the juxtaposed segments of as well as a landscaped gateway to North Adelaide, and contributes to the overall visual character of North Adelaide as venue of strong Victorian built form and spatial associations.”<sup>441</sup>

#### **“Brougham Gardens/Tandotittinga/Park 29 - Statement of Cultural Significance**

Brougham Gardens/Tandotittinga/Park 29 represents an integral segment of the overall Adelaide Park Lands that possesses important cultural significance in reflecting the spatial and planting design intent and philosophies of August Pelzer as well as a strong Victorian landscape style. Integral with Palmer Gardens/Pangki Pangki/Park 28, it forms a significant Gardenesque intermission between the juxtaposed segments of as well as a landscaped gateway to North Adelaide, and contributes to the overall visual character of North Adelaide as venue of strong Victorian built form and spatial associations.”<sup>442</sup>

#### **“Hindmarsh Square - Statement of Cultural Significance**

Hindmarsh Square exists as a significantly compromised landscape that has extensively been carved through with the creation of through roads in 1909, and extensive changes to its spatial arrangement and plantings arising from renovations to the Square in the 1930s by Pelzer. While possessing the antecedents of O’Brien’s Moreton Bay Figs (*Ficus macrophylla*) and Small-leaved Moreton Bay Fig (*Ficus platypoda*), the Square has an uncoordinated landscape being witness to attempts by Pelzer in the 1900s-30s and Taylor in the 1970s to create some degree of functional structure and design relevance to the quadrants. As a consequence, while the Square is a well known focal point for passive recreational activities, it lacks clear significance merit.”<sup>443</sup>

#### **“Hurtle Square - Statement of Cultural Significance**

Hurtle Square represents a reasonable example of the Park Land square concept that Colonel William Light was seeking to create, as depicted in his 1836 survey plans for Adelaide, including roadway and pathway system configurations, but over the years its circulation system design has been compromised and this has severely affected its historical planting design strategy. O’Brien sought to establish the latter and undertook period plantings that would create a mid-Victorian styled public park that appropriated the union jack as the pedestrian pathway design and used Victorian era plant species including Moreton Bay Figs (*Ficus macrophylla*), Canary Island Pine (*Pinus canariensis*), Captain Cook Pines (*Araucaria columnaris*), Olive (*Olea europaea*), Pepper (*Schinus aëria* var *molle*) trees, and Carob (*Ceratonia siliqua*) in single ornamental and avenue styles of plantings. Pelzer reinforced this planting strategy with period plantings of English Elms (*Ulmus procera*), Italian Poplar (*Populus nigra* ‘Italica’), Kurrajong (*Brachychiton populneus*), Pink Kurrajong (*Brachychiton populneus* x *acerifolius*), Arizona Cypress (*Cupressus arizonica*) together with other of his preferred species to conserve the basic spatial pattern, to address the major changes the Square experienced with the excision of land to create the internal roadways and electric tram routes, and update the landscape style to a more robust Gardenesque atmosphere and character. These changes in vegetation largely due to age and condition deterioration, and transportation changes, have resulted in a highly fragmented planting design for the Square that is far from the original rectangular village green or commonage form and character as proposed by Light. Accordingly, the Square has been severely compromised by vehicular and tramway alignment excisions, retaining only the intent of its original pedestrian pathway configuration, and the intent of its O’Brien established planting design. Accordingly, it lacks the integrity and cohesion of the Square as envisaged by Light as a designed and functional space.”<sup>444</sup>

#### **“Light Square - Statement of Cultural Significance**

Light Square represents a high symbolic place in harbouring the remains of Colonel William Light, the surveyor of the City of Adelaide. It represents a good example of the Park Land square concept that Colonel William Light was seeking to create, as depicted in his 1836 survey plans for Adelaide, including roadway and pathway system configurations. George Francis and City Gardener William O'Brien sought to establish the latter and undertook period plantings that would create a mid-Victorian styled public park that appropriated the union jack as the pedestrian pathway design and used Victorian era plant species including Moreton Bay Figs (*Ficus macrocarpa*) and Carob (*Ceratonia siliqua*) in single ornamental and avenue styles of plantings. Pelzer reinforced this planting strategy with period plantings together with other of his preferred species to conserve the spatial pattern and update the landscape style to a more robust Gardenesque atmosphere and character. Despite these plantings vegetation in the Square struggled due to the shallow soils and the ridge of limestone close to the ground surface that stifles strong tree growth. This resulted in a major replanting renovation of the Square in 1952 under Bone and it is clear that a further renovation of plantings must soon be entertained. Despite this, the Square still possesses the original rectangular village green or commonage form and character as proposed by Light. It has been severely compromised by vehicular and tramway alignment changes or excisions, including the Currie Street roadscape, but has retained much of its original pedestrian pathway configuration. Accordingly, it is a moderately intact version of the Square as envisaged by Light as a designed and functional space”.<sup>445</sup>

#### **“North Terrace - Statement of Cultural Significance**

North Terrace represents the most important corridor in the cultural development and expression of the City and the State of South Australia. Around this corridor is clustered some of the most important and culturally significant institutions and places that have witnessed events, activities and exhibitions that demonstrate the growth, maturation and cultural advancement of the colony and state. The North Terrace ‘Promenade’ has featured as an integral part of this corridor providing a pedestrian and vehicular route as part of this function but also a setting in which such institutions are accessed and placed on public display. The space, the width of the ‘Promenade’, has remained consistent since its survey by Light, but over the years the internal physical dimensions of the ‘promenade’, in terms of footpath, footpaths, lawn and garden, roadway, have altered. In the main they have remained consistent since the 1870s less the erosion of the gardens in the 1920s and 30s to accommodate buses and electric tramways especially in front of the Royal Adelaide Hospital. The larger portion of the ‘promenade’ comprises the strip of park land between King William Road and Frome Road within which a dual pathway system enveloping a mature park land or Gardenesque space was created under Owen Smyth in the 1860s-70s and thence renovated under Pelzer in 1911-12 and then the early 1930s, before the current renovation under Taylor Cullity Lethlean in 2001-05 that affects only the central tract of this ‘promenade’ portion. Of these, the Prince Henry Gardens and the State War Memorial Plaza remain as the most intact places in the ‘promenade’ and harness strong cultural, social, and symbolic associations with the history, memory, and cultural development of the colony and state. North Terrace represents the cultural door to the state today, the major place to gather, reflect and celebrate, and an important circulation corridor”.<sup>446</sup>

#### **“Tandanyangga/Victoria Square - Statement of Cultural Significance**

Tandanyangga/Victoria Square represents an integral segment of the overall Adelaide Park Lands and Squares, if not the central pivot point, illustrative of the Light plan for the ‘City of Adelaide’ that has been subject to successive major road construction and associated major landscape renovations that have in each instance resulted in marked changes to the physical and aesthetic character of the Square resulting in the present 1966 constructed design that drew part of its landscape structure from early plantings under Pelzer. As a consequence the Square has been severely compromised in its spatial form and layout, and possesses a mature and aging near-senescent vegetation structure. While of pivotal symbolic importance to the city and state, an important venue for Aboriginal and post-contact gatherings, and hosting several important statues representing individuals who influenced the history and evolution of the colony/state, the Square has not been subject to the regular renovations to its circulation systems and vegetation structure and is accordingly suffering from a lack of renewal and vision. Accordingly, it is a severely compromised version of the Square as envisaged by Light as a designed and functional space, and is displaying deterioration and vegetation senescence”.<sup>447</sup>

#### **“Wellington Square - Statement of Cultural Significance**

Wellington Square represents an unique example of the Park Land square concept that Colonel William Light was seeking to create, as depicted in his 1836 survey plans for Adelaide, including roadway and pathway system configurations. O'Brien sought to establish the latter and undertook period plantings that would create a mid-Victorian styled public park that appropriates the union jack as the pedestrian pathway design and used Victorian era plant species including Moreton Bay Figs (*Ficus macrocarpa*), Canary Island Pine (*Pinus canariensis*) and Carob (*Ceratonia siliqua*) in single ornamental and avenue styles of plantings. Pelzer reinforced this planting strategy with period plantings of English Elms (*Ulmus procera*), Italian Poplar (*Populus nigra 'Italica'*), Kurrajong (*Brachchiton populneus*), Pink Kurrajong (*Brachychiton x populneusacerifolius*), Arizona Cypress (*Cupressus arizonica*) together with other of his preferred species to conserve the spatial pattern and update the landscape style to a more robust Gardenesque atmosphere and character. Despite changes in vegetation largely due to age and condition deterioration, and transportation changes, the Square still possesses the original rectangular village green or commonage form and character as proposed by Light. It is only one of two Squares in the Park Lands that has not been compromised by vehicular and tramway alignment changes or excisions, and has as a consequence retained its original pedestrian pathway configuration. Accordingly, it is a highly intact version of the Square as envisaged by Light as a designed and functional space”.<sup>448</sup>

#### **“Whitmore Square - Statement of Cultural Significance**

Whitmore Square represents a good example of the Park Land square concept that Colonel William Light was seeking to create, as depicted in his 1836 survey plans for Adelaide, including roadway and pathway system configurations. O'Brien sought to establish the latter and undertook period plantings that would create a mid-Victorian styled public park that appropriated the union jack as the pedestrian pathway design and used Victorian era plant species including Moreton Bay Figs (*Ficus macrocarpa*), Canary Island Pine (*Pinus canariensis*), Olive (*Olea europaea*), Pepper (*Schinus aerea var molle*) trees, and Carob (*Ceratonia siliqua*) in single ornamental and avenue styles of plantings. Pelzer reinforced this planting strategy with period plantings of English Elms (*Ulmus procera*), Italian Poplar (*Populus nigra 'Italica'*), Kurrajong (*Brachchiton populneus*), Pink Kurrajong (*Brachychiton populneus x acerifolius*), Arizona Cypress (*Cupressus arizonica*) together with other of his preferred species to conserve the spatial pattern and update the landscape style to a more robust Gardenesque atmosphere and character. Despite changes in vegetation largely due to age and condition deterioration, and transportation changes, the Square still possesses the original rectangular village green or commonage form and character as proposed by Light. It is only one of two Squares in the Park Lands, the other being Wellington Square, that has not been severely compromised by vehicular and tramway alignment changes or excisions, and has as a consequence retained its original pedestrian pathway configuration. Accordingly, it is a relatively intact version of the Square as envisaged by Light as a designed and functional space”.<sup>449</sup>

## 5.5 Areas for Further Research

### **World Heritage Listing**

Following the National Heritage listing of The Adelaide Park Lands and City Layout in November 2008, the City of Adelaide has been increasingly interested in nominating the Place for inclusion on the World Heritage List. In 2020, Marshall and Lennon produced a report entitled “Review and Assessment of the Status and feasibility of the City of Adelaide’s World Heritage Bid for the Park Lands and City Layout”.<sup>450</sup> They recommended that a combined bid should proceed including the “1837 Adelaide town plan and the systematic colonisation settlement landscape of South Australia”,<sup>451</sup> meaning that The Adelaide Park Lands and City Layout bid would be combined with the Mount Lofty Ranges bid. Further research on the potential World Heritage bid should be undertaken.



# 6. Constraints, Opportunities & Key Issues

# 6. Constraints, Opportunities & Key Issues

## 6.1 Introduction

The National Heritage Listing and significance of the Adelaide Park Lands and City Layout creates constraints and opportunities regarding its management, use and future development. These opportunities and constraints arise from the broad range of heritage attributes of national value and their current integrity and condition. The National Heritage Values encompass historic, rarity, creative and social values, as well as the special association with the life and work of Colonel William Light. The values are represented in the place's tangible (physical assets) and intangible (traditions, social practices, and festive events).

Constraints and opportunities have been identified by detailed analysis of the area's history, a site survey of all the parks and Squares to assess condition and integrity, and a study of the statutory and policy frameworks which influence activities in the Park Lands and City Layout. They have been developed in discussion with various stakeholder groups and with the City of Adelaide who has a principal responsibility for managing a large portion of the area, including land use policies, strategic planning, and day-to-day management and maintenance. Not all the identified opportunities can be met and developed into conservation policy as other factors such as resourcing and issues like traffic planning in the City need to be considered. The goal should be to deliver as many as possible.

## 6.2 Statutory Requirements

The Adelaide Park Lands and City Layout is subject to a legislative and planning framework including the *Environment Protection and Biodiversity Conservation Act (1999)*, *Planning, Development & Infrastructure Act (2016)* and *Planning & Design Code*. In addition, the Adelaide Park Lands is subject to additional legislative and planning measures including the *Adelaide Park Lands Act (2005)*, the Adelaide Park Lands Management Strategy and the provisions of the *Local Government Act (1999)* with respect to community land. These statutory controls which affect the management of Park Lands and City Layout values are discussed in further detail below.

### 6.2.1 Environment Protection and Biodiversity Conservation (EPBC) Act 1999 (Cth)

The Adelaide Park Lands and City Layout is included in the National Heritage list for outstanding value to the nation and is protected under the Commonwealth *EPBC Act 1999*. Approval is required under the *EPBC Act* for any 'action' occurring within, or outside, the Adelaide Park Lands and City Layout that has, will have, or is likely to have a significant impact on its National Heritage Values.

An action is likely to have a significant impact on the National Heritage Values of a National Heritage place if there is a real chance or possibility that it will cause:

- > one or more of the National Heritage Values to be lost
- > one or more of the National Heritage Values to be degraded or damaged, or
- > one or more of the National Heritage Values to be notably altered, modified, obscured, or diminished.

With respect to a National Heritage place with historic heritage values an action is likely to have a significant impact if there is a real chance or possibility that the action will:

- > permanently remove, destroy, damage or substantially alter the fabric of a National Heritage place in a manner which is inconsistent with relevant values;
- > extend, renovate, refurbish or substantially alter a National Heritage place in a manner which is inconsistent with relevant values;
- > permanently remove, destroy, damage or substantially disturb archaeological deposits or artefacts in a National Heritage place;
- > involve activities in a National Heritage place with substantial and/or long-term impacts on its values;
- > involve the construction of buildings or other structures within, adjacent to, or within important sight lines of, a National Heritage place which are inconsistent with relevant values; and
- > make notable changes to the layout, spaces, form or species composition of a garden, landscape or setting of a National Heritage place in a manner which is inconsistent with relevant values.

The person or organisation appointed with the responsibility for a proposed action needs to undertake a 'self-assessment' to decide whether a proposed action is likely to have a 'significant' adverse impact on the National Heritage Values of the place. If so, that action must be referred to the Minister of the Environment for a decision.<sup>452</sup> The Minister may decide to approve the action to proceed or may choose not to approve the action. It is important to note that there are penalties for individuals and/or organisations who do not refer actions to the Minister for the Environment that may have a significant impact on Matters of National Environmental Significance.

### 6.2.2 Instigating a Referral

Referrals may be made by or on behalf of a person proposing to take an action, the Commonwealth or a Commonwealth agency, a state or territory government, or agency, provided that the relevant government or agency has administrative responsibilities relating to the action. (EPBC Act Chapter 4, Part 7 - Division 1: 69). The Commonwealth Minister may also request that a referral is made if the Minister believes a person proposes to take an action that the Minister thinks may be or is a controlled action (EPBC Act Chapter 4, Part 7 - Division 1: 70).

More guidance on approvals can be found at the Commonwealth Government Department of Climate Change, Energy, the Environment and Water website at the following link: [Referrals under the EPBC Act - DCCEEW](#)

### 6.2.3 Adelaide Park Lands Act 2005

In 2005 the South Australian government passed the Adelaide Park Lands Act 2005 (SA). In its operation, the Act does four main things:

- > defines the Adelaide Park Lands
- > requires a management strategy for the Park Lands
- > establishes seven statutory principles for the management of the Park Lands
- > establishes the Adelaide Park Lands Authority [Kadaltilla] – as an advisory body to the City of Adelaide and the State Government.

The statutory principles of the Act are:

- a) *the land comprising the Adelaide Park Lands should, as far as is reasonably appropriate, correspond to the general intentions of Colonel William Light in establishing the first Plan of Adelaide in 1837;*
- b) *the Adelaide Park Lands should be held for the public benefit of the people of South Australia, and should be generally available to them for their use and enjoyment (recognising that certain uses of the Park Lands may restrict or prevent access to particular parts of the Park Lands);*
- c) *the Adelaide Park Lands reflect and support a diverse range of environmental, cultural, recreational and social values and activities that should be protected and enhanced;*
- d) *the Adelaide Park Lands provide a defining feature to the City of Adelaide and contribute to the economic and social well-being of the City in a manner that should be recognised and enhanced;*
- e) *the contribution that the Adelaide Park Lands make to the natural heritage of the Adelaide Plains should be recognised, and consideration given to the extent to which initiatives involving the Park Lands can improve the biodiversity and sustainability of the Adelaide Plains;*
- f) *the State Government, State agencies and authorities, and the Adelaide City Council, should actively seek to co-operate and collaborate with each other in order to protect and enhance the Adelaide Park Lands;*
- g) *the interests of the South Australian community in ensuring the preservation of the Adelaide Park Lands are to be recognised, and activities that may affect the Park Lands should be consistent with maintaining or enhancing the environmental, cultural, recreational and social heritage status of the Park Lands for the benefit of the State.*

Kadaltilla/Adelaide Park Lands Authority does not have a direct role in the management of the Park Lands but is required by the Act to produce a management plan to guide its future development. In accordance with these provisions, a plan was prepared in 2018, *Adelaide Park Lands Management Strategy 2015–2025*. The plan acknowledges the National Heritage Values and makes several recommendations with respect to the National Heritage Values. Some of the issues identified by Kadaltilla in the strategy include:

- > Supporting population growth in and near the city.
- > Protecting and enhancing biodiversity.
- > Showcasing World and National Heritage Values.
- > Supporting tourism, investment and trading opportunities based on our clean, green reputation.
- > Providing high quality public spaces for rest and play.
- > Enhancing people's connection with each other and with the natural environment.
- > Mitigating the effects of a changing climate and promoting a carbon-neutral City.

Kadaltilla/Adelaide Park Lands Authority has an advisory role and no direct control over decisions which affect the Park Lands and City Layout, and the Park Lands Strategy is not a legally binding document.

No notification provisions exist within the Act, or in other instruments, for advice to be sought from the Authority with respect to any actions which affect the Park Lands and City Layout.

The area defined as the Park Lands by the plan – Refer GRO 01/2014 – does not include the City Layout and is different from the National Heritage List boundary. In future consideration of the Park Lands definition, the Authority may wish to consider including the original street layout since these roads are vested in the City of Adelaide and are fundamental to William Light's design.

Conserving the form, landscape structure and character created by previous designers constrains the Authority's recommendations with respect to the future development of the parks and Park Lands.

There is an opportunity for a future iteration of the Park Lands Strategy to integrate the conservation policies and recommendations of this plan.

There is also an opportunity for the Authority to advocate for restoring formerly alienated lands to the Park Lands and provide representations to the state government when land is threatened by development.

#### 6.2.4 Aboriginal Heritage Act 1988 (Version 1.1.2021)

The *Aboriginal Heritage Act 1988* protects Aboriginal heritage in South Australia, including from the impacts of excavation, damage, disturbance, or interference, whether registered or not. The Act is administered by the Attorney-General's Department - Aboriginal Affairs and Reconciliation (DPC-AAR). Aboriginal heritage includes Aboriginal ancestral remains, sites, and objects.

In 2016 the Act was amended to recognise Aboriginal people as primary decision makers about their own heritage. Aboriginal heritage can be sensitive, and the Act provides restrictions related to whether and how this information is shared.

Several sites across the Park Lands and City Layout area are registered in the Register of Aboriginal Sites and Objects.

#### 6.2.5 Native Title (South Australia) Act 1994 (Version 27.8.2001).

With the transfer of the land to certificate of title, native title to the Park Lands was extinguished. However, the wider region is within the native title area of the Kurna People (Tribunal file no. SCD2018/001). In 2018, the Kurna people were recognised as native title holders for lands around Adelaide. Seventeen parcels of land from Lower Light to Myponga were conferred native title rights (Agius vs State of South Australia No.6 2018).

#### 6.2.6 South Australian Heritage Places Act 1993

The *South Australian Heritage Places Act 1993* (HP Act) which replaced the earlier 1978 Act was enacted for the purposes of the identification, recording and conservation of places and objects of non-Aboriginal heritage significance, and establishes the South Australian Heritage Council.

Places that are found to meet one or more of the criteria in Section 16 of the HP Act may be entered on the South Australian Heritage Register (SAHR), administered by the Heritage Council. The HP Act also establishes penalties for damage or neglect of a State Heritage Place.

The HP Act also regulates protection and management of historical archaeology in South Australia.

#### 6.2.7 State Heritage Areas

At the time of preparation of this plan, the Adelaide Park Lands and City Layout is not currently protected by State Heritage legislation. The broader protection of areas identified of State Heritage significance is regulated by the *Planning, Development and Infrastructure Act* (PDI Act) and several other State Heritage areas have been created with this instrument. In 2018, the SA Heritage Council considered the values of the 'Adelaide Park Lands, Squares and City Layout' and determined that the area should be progressed as a State Heritage area, not a State Heritage place. The recommendation to create the area was made to the Minister for Planning and at the time of preparing this HMP, it is being considered by the SA government.

A 'Heritage Standard', is prepared for each State Heritage area. Heritage Standards provide principles and acceptable minimum standards for development proposals and form the basis of Heritage South Australia's decisions on proposed development referrals. The establishment of an Adelaide Park Lands and City Layout State Heritage area would benefit the monitoring and management of the State Values and in turn National Values as it creates an additional layer of oversight at the state level.

#### 6.2.8 State Heritage Places

There are 51 individual places within the Adelaide Park Lands and City Layout boundary which are afforded protections under the *South Australian Heritage Places Act (1993)* (HP Act). Changes to those places are regulated by the *Planning, Development and Infrastructure Act (2016)* (PDI Act). They include built structures, monuments, designed landscapes and individual trees – Refer **Chapter 5 Heritage Significance** for a list of the State Heritage places.

Because a place is not included on the State Heritage Register does not mean that the place is of no cultural significance. The cultural significance of a place may be yet unrecognised, or it may reflect administrative policy or lack of resources. The Heritage Council of SA continues to identify and register individual places of State Heritage value but is constrained by the level of resources available to it and generally public nomination of places for assessment takes precedence over pro-active surveys and reviews. The most recent heritage survey of the City of Adelaide was carried out in 2008/2009. There is an opportunity to consider further assessment of the designed landscapes identified in this plan for inclusion in the State Heritage Register.

## Historical Archaeology

The HP Act provides the statutory framework for the management of known or newly discovered archaeological sites through:

- > the designation of State Heritage Places (Section 16(1)), including places of archaeological significance, and their listing in the South Australian Heritage Register (the register)
- > the requirement for discoveries of archaeological artefacts of potential heritage significance (Section 16(2)) to be reported to the South Australian Heritage Council and not disturbed pending an assessment of their significance.

Archaeological artefact is defined by the HP Act as, 'any matter forming part of an archaeological deposit, or any artefact, remains or material evidence associated with an archaeological deposit, that relates to the non-Aboriginal settlement of South Australia, or to an activity undertaken by a person as part of the exploration of South Australia but does not include the remains of a ship or an article associated with a ship.'

The HP Act provides that the South Australian Heritage Council is the approval authority for permits to undertake works to a State Heritage place designated a place of Archaeological Significance in the South Australian Heritage Register.

The HP Act also has provisions that provide protection for archaeological artefacts that are not listed in the South Australian Heritage Register. This occurs by:

- > Part 5 Division 1 Section 27 (1) states that no one may excavate or disturb land with the suspicion or expectation that it contains archaeological artefacts.
- > Part 5 Division 1 Section 27 (2) states that no one may continue to excavate or disturb land where an archaeological artefact has been discovered.

The actions required in response to these clauses are (Section 27 (1)):

That a person must not without a permit from the Council –

- (a) Excavate or disturb any land (not designated as a place of archaeological significance) for the purpose of searching for or recovering archaeological artefacts of heritage significance; or
- (b) excavate or disturb land (not designated as a place of archaeological significance) knowing or having reasonable cause to suspect that the excavation or disturbance will or is likely to result in an archaeological artefact of heritage significance being discovered, exposed, moved, damaged or destroyed.

Section 27 (2) states:

A person who is aware or believes that he or she may have discovered or located an archaeological artefact of heritage significance (other than a person acting under the authority of a permit) must –

- (a) cease to excavate or disturb the place where the relevant object has been discovered
- (b) within the period specified by the regulations –
- (c) take no further action in relation to the recovering of the relevant object without a permit or other authorisation from the Council
  - (i) notify the Council of the location of the relevant object unless the person has reasonable grounds to believe that the Council is aware of the location of the relevant object;
  - (ii) furnish the Council with such information as the Council may reasonably require; and
- (d) if required by the Council surrender the relevant object to the Crown

The State Government Department for Environment and Water has recently published a guide to the archaeological provisions of the HP Act which can be found online at the following link:

<https://www.environment.sa.gov.au/topics/heritage/archaeology>

Known areas of historic archaeological potential such as the settlement site, government stores and 'Native Location' in Park 1 exist within the Park Lands. An opportunity exists to provide interpretation of the areas with archaeological potential.



### 6.2.9 Planning, Development and Infrastructure Act 2016

The *Planning, Development and Infrastructure Act 2016* (SA) (PDI Act) establishes the legislative framework for development in South Australia. The PDI Act defines development in relation to a State Heritage Place as “demolition, removal, conversion, alteration or painting of, or addition to, the place, or any work that could materially affect the heritage value of the place”. The PDI Regulations in Schedule 9 – Referrals stipulates in relation to State Heritage Places that “Development that is – (a) in the State Heritage Place Overlay, State Heritage Area Overlay or the Heritage Adjacency Overlay under the Planning and Design Code; and (b) specified by the Planning and Design Code as development of a class to which this item applies” must be referred to the Minister responsible for the administration of the Heritage Places Act 1993.

The PDI Act also defines development in relation to a Local Heritage Place as “any work (including painting) that could materially affect the heritage value of the place (including, in the case of a tree, any tree-damaging activity) specified by the Planning and Design Code for the purposes of this paragraph (whether in relation to local heritage places generally or in relation to the particular local heritage place)”.

The Planning and Design Code is a state-wide planning document which contains Overlays, Sub-Zones and general policies which form the rules that apply to a parcel of land and which a development application is assessed against.<sup>453</sup> The PDI Act allows local councils, through the Minister, to include places of local heritage value into the Code.

Controlled actions to a place listed on the South Australian Heritage Register include a change of use, alteration and modifications, installation of signage or any other activity which has the potential to impact on the State Heritage Values of the place, including development on surrounding sites. This also includes maintenance works such as painting, carrying out of repairs or the installation of new services. Any proposed action concerning a place included on the South Australian Heritage Register requires Development Approval by the local planning authority, in this case the City of Adelaide, with referral to the Minister responsible for heritage (or delegate) for direction. Heritage SA is the departmental agency of the Minister for Environment & Water who also serves as the minister responsible for heritage.



Figure 1: Adelaide Planning and Development Code Zones overlaid. Source: Location SA Map Viewer, Location SA Viewer, accessed 12 December 2022.

#### Planning and Design Code

In the Planning and Design Code, The Adelaide Park Lands and City Layout is divided into seven Zones, as shown below, including: Adelaide Park Lands, City Riverbank, Capital City, City Main Street, City Living, Community Facilities, and Business Neighbourhood.

In terms of the Adelaide Park Lands Zone (as shown in green), there are two desired outcomes:

- “D01: A unique publicly accessible and well-connected open space system, including the formal city squares, that creates a distinctive landscaped park setting for the City of Adelaide.*
- D02: A range of passive and active recreational activities with a high-level of amenity, including a safe and connected walking and cycling network, natural areas, sporting fields and club facilities, formal cultural gardens, public artwork and passive recreation areas, as well as opportunities to support a variety of temporary events, such as festivals, concerts and sporting events”.*<sup>454</sup>

In the Capital City Zone (as shown in light blue), there are also two desired outcomes:

*“D01: A zone that is the economic and cultural focus of the state supporting a range of residential, employment, community, educational, innovation, recreational, tourism and entertainment facilities generating opportunities for population and employment growth.*

*D02: High intensity and large-scale development with high street walls reinforcing the grid pattern layout of the city with active non-residential ground level uses to positively contribute to public safety, inclusivity and vibrancy. Design quality of buildings and public spaces is a priority in this zone”.*<sup>455</sup>

In the City Living Zone (as shown in pink), there is one desired outcome:

*“D01: Predominantly low-rise, low to medium-density housing, with medium rise in identified areas, that supports a range of needs and lifestyles located within easy reach of a diversity of services and facilities that support city living. Small scale employment and community service uses contribute to making the neighbourhood a convenient place to live without compromising residential amenity”.*<sup>456</sup>

In the City Main Street Zone (as shown in red), there are two desired outcomes:

*“D01: A mixed use zone providing important shopping, hospitality, commercial, community, cultural and entertainment facilities for the city supported by medium to high-density residential development. Non-residential activities including shops, restaurants and licensed premises positively contribute to the day and evening economies, public safety, walkability and city vibrancy.*

*D02: The built form positively contributes to:*

- (a) a streetscape that is visually interesting at human-scale, comprising articulated buildings with a high level of fenestration and balconies oriented towards the street.*
- (b) a fine-grain public realm comprising buildings with active frontages that are designed to reinforce the street rhythm and intimate character, that consider the facades, articulation and massing of existing buildings and any spaces between them, and provide narrow tenancy footprints at ground level”.*<sup>457</sup>

The City Riverbank Zone (as shown in light grey), has three desired outcomes:

*“D01: Exemplary design quality and architecture that is contemporary and innovative and respectful of the heritage buildings, Adelaide Park Lands setting and civic functions of the locality.*

*D02: A fine grained precinct with a quality public realm that is inviting and comfortable for pedestrians.*

*D03: Strong visual and physical connections between important buildings, public spaces, the Adelaide Park Lands and other key destinations”.*<sup>458</sup>

The Community Facilities Zone (as shown in yellow), has one desired outcome:

*“D01: Provision of a range of community, educational, recreational and health care facilities”.*<sup>459</sup>

Finally, the Business Neighbourhood Zone (as shown in bright blue) has two desired outcomes:

*“D01: A variety of housing and accommodation types and compatible employment-generating land uses in an environment characterised by primarily low-rise buildings.*

*D02: Buildings of a scale and design that complements surrounding built form, streetscapes and local character and provide for landscaping and open space”.*<sup>460</sup>

In addition, the Planning and Design Code, contains several heritage overlays including the State Heritage Place Overlay, Local Heritage Place Overlay, Heritage Adjacency Overlay, and Historic Area Overlay. The State Heritage Place Overlay has a Desired Outcome that:

*“D01: Development maintains the heritage and cultural values of State Heritage Places through conservation, ongoing use and adaptive reuse consistent with Statements of Significance and other relevant documents prepared and published by the administrative unit of the Public Service that is responsible for assisting a Minister in the administration of the Heritage Places Act 1993”.*<sup>461</sup>

The Local Heritage Place Overlay has the Desired Outcome that:

*“D01: Development maintains the heritage and cultural values of Local Heritage Places through conservation, ongoing use and adaptive reuse”.*<sup>462</sup>

The Heritage Adjacency Overlay has the Desired Outcome that:

*“D01: Development adjacent to State and Local Heritage Places maintains the heritage and cultural values of those Places”.*<sup>463</sup>

The Historic Area Overlay has the Desired Outcome that:

*“D01: Historic themes and characteristics are reinforced through conservation and contextually responsive development, design and adaptive reuse that responds to existing coherent patterns of land division, site configuration, streetscapes, building siting and built scale, form and features as exhibited in the Historic Area and expressed in the Historic Area Statement”.*<sup>464</sup>

There are fourteen Historic Areas affecting the City of Adelaide including the: North Adelaide Hill Street Historic Area Statement (Adel1); North Adelaide Childers East Historic Area Statement (Adel2); North Adelaide Wellington Square Historic Area Statement (Adel3); North Adelaide Tynte Historic Area Statement (Adel4); North Adelaide Carclew Historic Area Statement (Adel5); North Adelaide Archer West Historic Area Statement (Adel6); North Adelaide Margaret Street Historic Area Statement (Adel7); North Adelaide LeFevre Historic Area Statement (Adel8); North Adelaide Cathedral Historic Area Statement (Adel9); North Adelaide Women's and Children's Historic Area Statement (Adel10); North Adelaide Stanley Historic Area Statement (Adel11); North Adelaide Kentish Arms Historic Area Statement (Adel12); North Adelaide Finnis Historic Area Statement (Adel13); and Adelaide Historic Area Statement (Adel14).<sup>465</sup>

There is an opportunity to adopt HMP Policies and integrate these into future revisions of the Planning and Design Code.

There is also an opportunity to review the policies to ensure that they are consistent with maintaining and conserving a hard street edge within the City Layout.

The online mapping of heritage places and zones does not include reference to the National Heritage listing of the Park Lands and City Layout. There is an opportunity to include this in the heritage layer to ensure that land managers are alerted to their obligations when considering development.

#### Local Heritage Places

There are 6 places listed as Local Heritage places in the Planning and Design Code within the Adelaide Park Lands and City Layout which are afforded protections under the PDI Act. They include built structures and monuments, designed landscapes and individual trees – Refer **Chapter 5 Significance** for a list of the Local Heritage places.

Like a State Heritage place, controlled actions include changes of use, alterations and modifications, installation of signage or any other activity which has the potential to impact on the Local Heritage Values of the place, including neighbouring development that could affect the visual amenity. This also includes maintenance works such as painting, carrying out of repairs or the installation of new services. Any proposed action concerning a Local Heritage place requires Development Approval by the local planning authority, in this case the City of Adelaide. There are no referral provisions for Local Heritage places and advice is provided by the council's in house heritage experts.

Because a place is not included as a Local Heritage place in the Planning and Design Code does not mean that the place is of no cultural significance. The cultural significance of a place may be as yet unrecognised, or it may reflect administrative policy or lack of resources. There is an opportunity to consider further assessment of the landscapes identified in this plan for Local Heritage protection.

#### 6.2.10 Botanic Gardens and State Herbarium Act 1978

The Botanic Gardens and State Herbarium Act 1978 (Version 1.7.2015) provides for the establishment and management of public botanic gardens and herbaria and for other purposes. The Adelaide Botanic Garden and Botanic Park are governed by this Act.

#### 6.2.11 Local Government Act 1999

The *Local Government Act 1999* provides for local government in South Australia. It provides that all land owned by a council or under the care and control of council, (except roads), is community land unless the council resolves to exclude the land from this classification. The Act and Regulations further sets out the council's requirements in relation to community land, including the requirement to prepare and adopt a management plan for the land.

City of Adelaide has in place Community Land Management Plans (CLMP) for the areas of the Park Lands and City Layout which fall to their care and control. These are the key management documents which guide management decisions. The opportunities and constraints of the CLMP is discussed in further detail below, under **Governance and Management**.

#### 6.2.12 Landscape South Australia Act 2019

In 2020 the Landscape South Australia Act 2019 replaced the Natural Resources Management Act 2004 as the key framework for managing the state's land, water, pest plants and animals, and biodiversity. The Act establishes landscape management regions to be administered by the Landscape Board.

Green Adelaide is the Landscape Board with responsibility for the seventeen metropolitan council areas that comprise greater metropolitan Adelaide and includes the Adelaide Park Lands and City Layout. The Act requires the board to prepare a five-year Regional Landscape Plan and in 2021 Green Adelaide adopted the 'Green Adelaide Regional Landscape Plan 2021-26'. The Board's Amongst the plan's objectives was achievement of National Park City status by The International National Park City Foundation. This award was conferred to Adelaide in 2021, a first for Australia, and the second globally.

The 'Green Adelaide Regional Landscape Plan 2021-26' identifies seven key priorities including: coastal management; water resources and wetlands; green streets and flourishing parklands; biodiversity sensitive and water sensitive urban design; fauna, flora and ecosystem health in the urban environment; and controlling pest animals and plants.<sup>466</sup> The vision included the return of platypus to the River Torrens, and the peregrine falcon to the skies above the CBD. In addition, the water resources and wetlands priority directly relate to the River Torrens. In general, the aim is for urban creeks, rivers, estuaries and wetlands to provide not only habitat for native fauna, but also allow for recreational opportunities. These water resources form important biodiversity corridors. There are three key focus areas and outcomes namely W1, W2, and W3. Priority W1 is to "protect, enhance and restore water resources and water-dependent ecosystems through partnerships and on-ground delivery" with

an outcome of “biodiverse public and private blue and green spaces that enhance the quality and sustainability of water resources”. Priority W2 is to “build water knowledge and management capacity of public and private landholders, practitioners, community and industry” with an outcome of “effective management of watercourses and resources by landholders (public and private)”. Finally, Priority W3 is to “influence simple and enabling water management policy frameworks” with an outcome of “best practice, sustainable water management”.<sup>467</sup> These priorities should be understood within the National Heritage context.

There is an opportunity for Green Adelaide to include the cultural landscape values of the Adelaide Park Lands and City Layout in their future strategic plans.

## 6.3 Aboriginal Heritage

As discussed above, there is little physical evidence of pre-colonial use of the area. Nevertheless, the Kaurna people have maintained a cultural connection to sites within the Park Lands and City Layout boundary.

Since 2002, the City of Adelaide has established a formal Reconciliation Committee under section 41 of the *Local Government Act 1999*. In May 2008, Council adopted its first registered Reconciliation Action Plan (RAP) and this has been followed by ten subsequent action plans. The current plan, *Stretch Reconciliation Action Plan 1 July 2021 – 30 June 2024*, was endorsed in 2021. Reconciliation initiatives by the City of Adelaide has seen the 29 parks and significant heritage sites across the city and Park Lands assigned a Kaurna name, including each of the city squares. The Kaurna names appear in place name and wayfinding signage. The City website also publishes the Adelaide Kaurna walking trail which includes places of significance to Kaurna culture and heritage. More recently, the cultural practice of fire-stick farming occurred in the south Park Lands.

Further opportunities identified in the 2021-2024 action plan to conserve the Kaurna people’s connection with the Park Lands and City Layout include:-

- > Developing a Kaurna cultural map.
- > Identify opportunities for Kaurna street names in the CBD and North Adelaide.
- > Develop an opportunity to create a statue of Queen Iparrityi in a location in the City of Adelaide.
- > Employment opportunities for Kaurna people to assist with the management and maintenance of the Park Lands;
- > Support and incentivise opportunities for Kaurna run enterprises within the Park Lands and City Layout;
- > Educating the CoA employees, the Adelaide community and visitors to the Park Lands and City Layout on the use and importance of the area to the Kaurna people.

## 6.4 Condition

### 6.4.1 General Condition

In general terms, the physical attributes of the Park Lands and City Layout are in good condition, recognising that there is variability in the condition of some components. Most of the Park Land areas have a high level of patronage and numerous regular festive and sporting events continue to occur throughout. The physical spaces and landscape are generally well maintained.

Some areas of early planting are in a poor state due to water stress, soil compaction from car parking and tree pests.

Areas of the Park Lands in poor to fair condition include:

- > The northern portion of Park 23 where there is a small area north of the cemetery entrance to the south of Wylde Street with vegetation in poor condition, illegal dumping and a large homeless population.
- > The southern car park section of Park 22 has poor soil quality and drainage. The vegetation is in poor condition.
- > Park 7/8 Olive Grove contains trees in poor health and the open storm drain is intrusive.
- > The northern perimeter of Park 1 / golf course (along the southern edge of Park Terrace) there is no footpath, the ground drops away with no handrail or fence and the vegetation is overtaken by weeds.
- > Southern edge of Park 2 has stunted vegetation likely due to minimal soil over bedrock.
- > The section just south of the soccer oval in Mary Lee Park (Park 27B) is not accessible. Vegetation is dead and full of garbage.
- > Narnungga Urban Forest Park 25. Although recently developed, it contains a large homeless population and illegal dumping occurs.
- > Park 23/24 around Sir Donald Bradman Drive underneath the overpass the area is neglected, full of graffiti and garbage. There are two large early Morton Bay figs that are in poor health due to their surrounding conditions.
- > Areas of 19th century planting to the southern sections of Park 21 and 21W are neglected and under-used.
- > Park 17 - northwest end of carriage way is in poor health.
- > John E Brown Park (Park 27A) is overgrown. The perimeter of the railway line adjacent to the area is also poor and filled with garbage.

It is acknowledged that resource constraints may prevent the City of Adelaide from restoring all areas of the Park Lands. However, it is recommended that historic plantings in the above areas are identified as a priority and priority conservation actions are implemented to protect these historic plantings.

An opportunity exists to improve the water quality of Karrawirra Parri/ River Torrens in partnership with Green Adelaide and surrounding Councils to permit greater use and activation of the river. Refer to the ‘Green Adelaide Regional Landscape Plan 2021-26’ for further information regarding the greening of the City and specific priorities related to the River Torrens.

### 6.4.2 Integrity

The current boundary of the Park Lands has resulted from the gradual erosion of Light's original 1837 plan for the Park Lands and City Layout by successive rounds of land alienation for government and commercial purposes, notably in the zone between North Terrace and Karrowirri Parri/River Torrens. This encroachment is a major constraint. This section of North Terrace now forms the city's cultural boulevard and is the location of many key Adelaide buildings including Parliament House, Government House, the Art Gallery of South Australia, the State Library of South Australia, and the University of Adelaide. Many of these buildings are State Heritage Places and Parliament House is Nationally listed. It is unlikely that these previously alienated parcels of land will revert to Park Lands given the importance of these buildings to the city. It should also be noted that some Government uses in the Park Lands were denoted by Light on his 1837 Adelaide Plan. However, if the opportunity arises, previously alienated lands should be returned to the Park Lands where appropriate.

Transport infrastructure has also impacted on the integrity of the Park Lands. Additional roads have been cut through over time and arterial roads into the CBD have been widened considerably with loss of early perimeter planting. This has also resulted in spatial and physical barriers to a unified Park Lands belt. Thus, the configuration of modern roads and rail lines has created a constraint on:

- > A unified and cohesive Park Lands.
- > The form of the City Squares with roads cut through the squares.
- > The connection between the City and Park Lands.
- > The distinction between the Park Lands and City Layout.

Currently there are few opportunities to restore the areas of Park Land affected without broader societal change away from the use of private motor transport. However further widening of surface transport corridors will further impact on the integrity of the Park Lands.

The integrity and legibility of nineteenth century and early twentieth century landscape designers such as John Ednie Brown and August Pelzer has been obscured by later revegetation. Revegetation and biodiversity of the Park Lands is valued by the local community and an important community building activity. Large areas of the Park Lands have been set aside for this purpose through the CLMP process. An opportunity exists to review the CLMPs to plan future revegetation to conserve and restore the earlier layers of significance, including the replacement of historic plantings.

### 6.4.3 Intrusive elements

There is an opportunity to remove those elements and features possessing no cultural significance or those which are intrusive to the landscape attributes to improve the value of the Park Lands and City Layout.

Intrusive elements include:

- > The encroachment of widened arterial roads – West Terrace, Anzac Highway and Port Road.
- > Roads cut through the City Squares.
- > Morphett Street bridge as it reduces the legibility of North Terrace.
- > Adelaide Aquatic Centre building. This structure is bulky, high and of a form that is incongruous with the surrounding park setting. At time of writing, a new centre is proposed nearby in Pardipardinyilla/Denise Norton Park (Park 2). This new building should be broken down as much as is possible and designed in accordance with the "Adelaide Park Lands Building Design Guidelines" (2020).
- > Overhead power lines along Anzac Highway and through Park 14.
- > New Royal Adelaide Hospital as it has impacted on the reciprocal views between north and south Park Lands and reduce the legibility of the north western corner of the southern city grid.

#### 6.4.4 Views and vistas

Views and vistas were consequential and were not a consideration in Light's planning of the city layout and have developed over time as the form of the city evolved.

Many successive landscape designers intentionally designed views and vistas within the Park Lands such as Schomburgk, Brown, Pelzer, and Veale. In the Park Lands, John Ednie Brown's master plan intended gardenesque scenes including winding and treed pleasure ways and picturesque views to stands of specimen trees framed in open spaces. Many of these are still evident in less developed parts of the Park Lands, although many are obscured by later revegetation efforts. There is an opportunity to further understand the remnant historic nineteenth and twentieth century landscape design and potentially incorporate it through careful future planning of revegetation around early tree groupings, and through a replacement program.

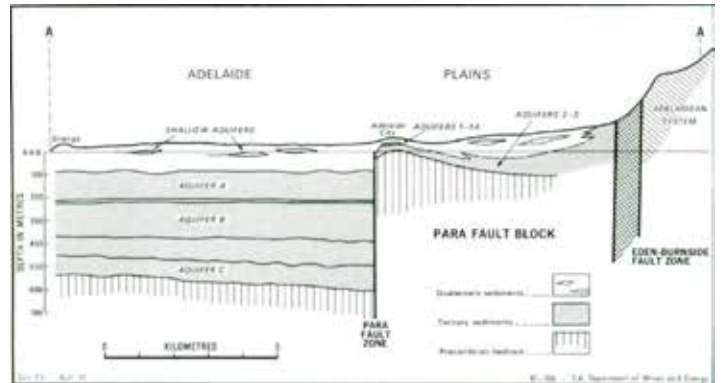


Figure 2: An example of Brown's proposed plan for park 17 including stands of Stone Pines



Figure 3: An example of a stand of Stone Pines in the south Park Lands now obscured by revegetation.

## 6.5 Governance and Management

### 6.5.1 Land Use Management

Various parties are responsible for the management of Park Lands and City Layout within the National Heritage boundary, including:

- > Corporation of the City of Adelaide (approximately 80%);
- > Minister for Environment and Water (portion of land in Park 27);
- > Minister for Education (Adelaide Botanic High School);
- > Minister for Transport, Infrastructure and Local Government (Torrens Parade Ground);
- > Minister for Health (BioMed Precinct, R.A.H)
- > Treasurer (National Wine Centre);
- > Renewal SA and Riverbank Authority (Greater Riverbank Precinct);
- > Board of the Botanic Gardens and State Herbarium (Botanic Park, Adelaide Botanic Garden);
- > Adelaide Cemeteries Authority (West Terrace Cemetery); and
- > Zoos SA (Adelaide Zoo).

The City of Adelaide manages the areas for which it is responsible through a Community Land Management Plan (CLMP). The process of creating a CLMP and their operation is discussed below in Section 6.5.2 Community Land Management Plan. Under s.20 of the Adelaide Park Lands Act, “each State authority must prepare and adopt a management plan for that part of the Adelaide Park Lands which it owns or occupies, or which is under its care, control or management.” Some areas such as the Botanic Gardens have management plans in place while plans for other areas are yet to be established.

Management plans should be established for all areas, and a review conducted of existing management strategies to identify gaps in recognising and protecting the National Heritage Values of Park Lands, and make sure that they include guidance on actions that could negatively affect Heritage values. The Botanic Gardens Master Plan (2021), for instance, lists State Heritage places and describes their contribution to the gardens, but no mention is made of the National Heritage Values.

All land managers within the Park Lands’ National Heritage boundary have obligations under the EPBC Act to protect and manage the National Heritage Values and their identified attributes. There are opportunities to:

- > Improve their understanding of the Park Lands’ National Heritage Values and attributes.
- > Ensure decisions about works, maintenance, or greater redevelopment of areas take into account the impact on the National Heritage Values.
- > Ensure they understand their obligations under the EPBC Act

### 6.5.2 Community Land Management Plan (CLMP)

As described above, under the provisions of the Local Government Act 1999, Councils are required to prepare and adopt a Community Land Management Plan (CLMP) for all local government land (except roads) that is under their care, control and management, including the Adelaide Park Lands. Community Land Management Plans are intended to provide guidance with respect to the management and use of community lands, and are required to be reviewed every five years.

Previously CLMPs existed for the individual parks within the Adelaide Park Lands, but the City of Adelaide has recently adopted a CLMP for the Adelaide Park Lands as a whole. This new approach is structured with two main parts. The first “provides information that applies to the Adelaide Park Lands system as a whole, while the second provides park specific information about the management of individual parks”. Details of the management of individual parks are outlined in subsequent annexures and includes policy regarding intended purpose, events, landscape development, facilities, trails, car parking, access, safety, signage, and use.

The inclusion of the Park Lands on the National Heritage list is explicit and the requirements of the EPBC Act with respect to actions that may impact on the National Heritage values. The values statement is included as is a guide to works likely to have a significant impact on the National Heritage values. The following diagram is included to explain the CLMP management framework.

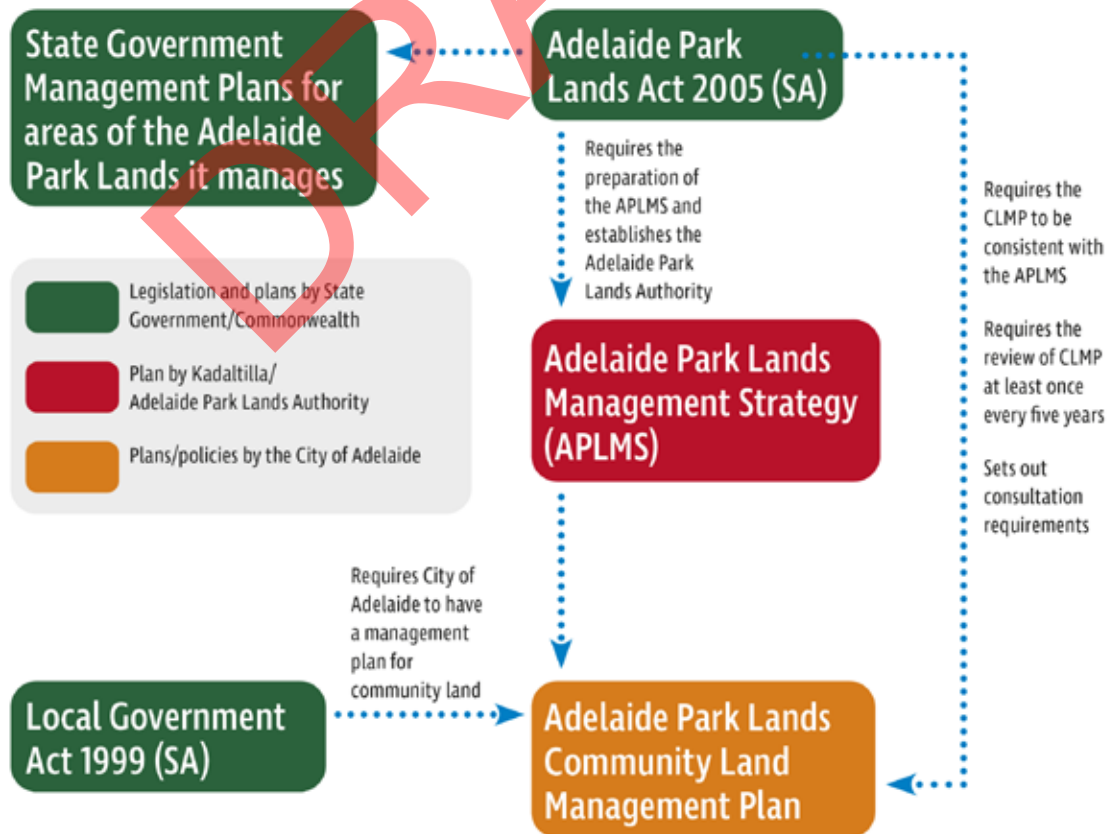


Figure 4: Adelaide Park Lands legislative and planning framework. Source: City of Adelaide, “Adelaide Park Lands Community Land Management Plan”, (October 2023), p.7.

### 6.5.3 Leases and Licencing Agreements

There are 52 individual leases and licencing agreements over portions of the Park Lands with terms ranging from 2 years to 80 years.

Many agreements are unlikely to acknowledge the National Heritage Values and obligations arising from the listing since they pre-date 2008. When the opportunity arises, these agreements should be reviewed to recognise to the National Heritage listing and ensure that the licence holders are aware of their obligations regarding the EPBC Act.



## 6.6 Use

### 6.6.1 General

There are a wide and various array of uses throughout the Park Lands and City Squares and these have changed over time according to fashion and population growth. Whilst the Park Lands are expansive, with some areas less used, they are not an inexhaustible resource. If the Park Lands and Squares are used beyond their capacity, there is an increased possibility of conflict between use and impacts to their National Heritage Values.

State managed areas generally have a dedicated use (Botanic Gardens/Adelaide High School/Zoo/Cemetery) and internal management strategies. The management of use in the areas where the City of Adelaide is responsible is conducted through the CLMP process which includes community consultation and five-yearly reviews.

In future planning land managers should continue to support and encourage the Kurna people's use of the Park Lands. In addition, land managers should continue to support and encourage recreational, educational, cultural, and environmental uses of the Park Lands with a view to minimise impact on the cultural significance of the area and without exclusivity of use.

Some areas within the Park Lands are not irrigated. These areas have environmental value as examples of the natural landscape but can appear neglected, are more susceptible to wear and tear, and encourage undesirable behaviours such as rubbish dumping and rough sleeping. Options to enhance the activation of non-irrigated areas could include selective irrigation in small areas and creating activities nodes to encourage greater activation and passive surveillance.

### 6.6.2 Leisure and Sports

Sporting grounds and facilities occupy a major portion of the Park Lands belt. The popularity of various sports has changed over time, and they have generally had a minor physical impact. Some larger facilities such as the redevelopment of the Adelaide Oval and Memorial Drive Tennis Centre have had a major impact in that select area, but for the most part, the impact is limited to line markings and small-scale amenities buildings and grandstands. The Park Lands can accommodate changes in sports and leisure activities where these uses are compatible and do not increase impact on the Park Lands and its heritage.

In planning for change, there should be opportunities for people to have access throughout the Park Lands. The Park Lands has a good array of pedestrian and cycle paths and further opportunities should be explored in future planning to provide trails and visual linkages through to the spaces and use for informal recreation.

The demand for car parking is high due to the regional catchment of the Park Lands and nearby venues, and the large proportion of people who travel by motor vehicle. There is limited space for car parking across the Park Lands, including around the sporting areas. It is recommended that the City of Adelaide continues to investigate and promote alternatives to minimise the impact of on-park car parking for nearby venues. Temporary carparking impacts the Park Lands not only in terms of soil compaction, dust levels, and damage to landscaping, but also in terms of areas which are kept "free" for carparking which in turn limits future landscaping potential.

### 6.6.3 Events

Areas in the Park Lands were originally sites of gathering for Aboriginal peoples prior to European settlement. Afterwards, as the major public open spaces near to the city, they continued to be the place of important social and civic events, more so than the City Squares. In recent decades the Grand Prix and Adelaide 500 car races have been held in the City and Park Lands. Other major events such as WOMA Adelaide and the annual Adelaide Fringe Festival are also held and attract large numbers of visitors. The Park Lands are also a popular choice as a wedding venue. These events are managed through City of Adelaide, Adelaide Event Guidelines 2022. This ongoing use for social, recreational, and cultural events is compatible with the National Heritage Values.

### 6.6.4 Cemetery

The West Terrace Cemetery is located in the west Park Lands and was identified in Light's 1837 plan of Adelaide. It holds an important place in the history of the Park Lands. The Cemetery is State Heritage listed and included in the National Heritage listing. The Adelaide Cemeteries Authority has an ongoing commitment to the management of the Cemetery in accordance with Burra Charter principles. It has invested in conservation projects, and the ongoing management of flora and fauna including remnant vegetation, while balancing the challenges associated in both securing funding for the restoration of memorials and monuments, and the development of new burial areas. The work of the Adelaide Cemeteries Authority is guided by the existing West Terrace Cemetery CMP.

### 6.6.5 Tourism

Tourism associated with the Adelaide Park Lands and City Layout is an important part of the economic activity of the state. The city attracts large numbers of visitors to its events, with most major events being held in the city or Park Lands. For example, the 2022 Adelaide Fringe attracted 32,011 tourists, 468 while the Adelaide 500 Supercars attracted 258,000 people over the four day event.<sup>469</sup> Indeed, the Adelaide Fringe generated \$50.1 million of new money to the state.<sup>470</sup>

There is an opportunity to build on the current event-based tourism strategy. As identified in the “Adelaide Park Lands Management Strategy 2015-2025”, under Strategy 5.1 – Ensure the values of the National Heritage listing are protected and promoted, “these values generate economic and social benefits through increased visitation and tourism and may be used to support the case for World Heritage listing”.<sup>471</sup> The National Heritage Values of the Park Lands and City Layout are a distinguishing characteristic of Adelaide and this could be increasingly promoted to attract more visitors to the City. In addition, in the current context, with climate change and the impact of the global pandemic, there is increasing interest in the importance of the natural environment, and Adelaide and its Park Lands could be promoted in this way as a key tourist destination, especially due to Light’s 1837 Adelaide Plan and the importance he placed on the Park Lands. The current Green Adelaide initiative which focusses on the “greening of our capital city”<sup>472</sup> adds to the case.

There is also an opportunity for the Adelaide Visitor Information Centre located on Pirie Street to provide detailed information on the National Heritage listing of the Adelaide Park Lands and City Layout in the form of graphic and written material particularly the history of Light, his 1837 Adelaide Plan and its significance. This would allow the National Heritage Values to be transmitted to a wider audience including tourists.

Connections to other cities, particularly those in New Zealand, which were also influenced by Edward Wakefield’s systematic colonisation could be established. These connections may open up other avenues for tourism related to the National Heritage listing.

### 6.6.6 Interpretation

Interpretation is an important way of conveying the National Heritage Values of the Adelaide Park Lands and City Layout to the public. Currently, there are interpretive signage panels located within the majority of parks. These panels denote places of significance and contain a brief history of the place and images of historical drawings and early photographs. There is also Light’s monument in Light Square. However, currently there is no interpretive signage in the city which identifies the Adelaide Park Lands and City Layout as a Nationally Heritage listed place. There is an

opportunity to remedy this by introducing interpretive signage which not only clearly identifies the listing but also provides a brief history and explanation of the Place’s significance and more specifically clearly conveys the National Heritage Values. The location of this signage should be prominent, and a suggested location could be at the existing Light monument in Light Square, with duplicated material located at the Adelaide Visitor Information Centre as mentioned above.

As mentioned, the Adelaide Visitor Information Centre provides visitors with material such as brochures, maps and event guides. The Experience Adelaide website similarly provides online maps and brochures but also information on a number of trails with interactive maps. A number of these such as the Heritage & Folklore Trail focus on the city’s history. Other self-guided Historical Trails include the “Park Lands Treasure Trail”, “City of Great Buildings trails”, “Adelaide Park Lands”, and “A guide to Adelaide’s churches”.<sup>473</sup>

There is an opportunity to develop a self-guided walking/cycling trail to help convey the National Heritage Values. This “National Heritage” trail could focus on William Light’s 1837 Adelaide Plan and the laying out of the city grid and Park Lands. The trail could logically start at the corner of North Terrace and West Terrace at Town Acre 1 where Light first began laying out the city, progress to Light’s Vision, and conclude in Light Square where William Light was buried taking on a number of sights along the way highlighting the attributes of National Heritage value. Alternatively, a guided walking tour could be initiated which would reflect the importance of the National Heritage listing and the interesting history of Light’s 1837 Adelaide Plan. This would require good training of those acting as guides to ensure accurate information is conveyed and provide a high quality experience. This could be supplemented with a digital interactive map similar to those used on the Experience Adelaide website.

There is also an opportunity to develop additional interpretive signage related to the Kaurna people’s heritage. The Experience Adelaide website contains information on the self-guided “Adelaide Kaurna Trail” which highlights places of significance.

### 6.6.7 Buildings within the Park Lands

Buildings and associated structures support the varied uses of the Park Lands. The “Adelaide Park Lands Building Design Guidelines” were released in 2020. The purpose of which was to provide a “toolkit” to “achieve high performing buildings that are respectful of their context, while also providing outstanding facilities for greater community participation [and] ... guide ... all building development in the Park Lands and ... set ... expectations for the standard of design quality”.<sup>474</sup> The 2020 Guidelines superseded the previous 2008 “Adelaide Park Lands Building Design Guidelines”.

The Guidelines apply to both new buildings and alterations, additions and upgrades of existing buildings. The document identifies six key design principles to “designing successful buildings within the Park Lands” including: 1 - Celebrate the quality, identity and cultural heritage of the Park Lands, 2 - Apply a “whole of park” approach, 3 - Activate the Park Lands, 4 - Be design exemplars, 5 - Balance the visual impact of built form within the Park Lands, and 6 - Design with sustainability and longevity in mind.<sup>475</sup> The Guidelines also provide the “tools” to achieve these design principles.

The Guidelines refer to the National Heritage listing. Principle 1 is pertinent and is to “celebrate the quality, identity and cultural heritage of the Park Lands”. It contains Objective 1.1 which states that the building must “contribute positively to and respect the cultural importance and heritage values of the National Heritage Listed Park Lands”. It specifically sets out that:

*“Buildings and associated landscapes must be planned and designed to protect and enhance the iconic layout of the Park Lands, through preserving and enhancing views and vistas, green park edges and significant landscape features.*

*If determined appropriate through research and consultation, buildings and associated landscapes must acknowledge and celebrate important Kaurua, European and multi-cultural historic and cultural qualities through appropriate artistic expression and design.”<sup>476</sup>*

This is an important document and in future revisions of the “Adelaide Park Lands Building Design Guidelines”, reference should be made to this HMP.

## 6.7 External Factors

### 6.7.1 Climate Change

Projections for climate change in Adelaide by 2050 include: the annual mean daily maximum temperature rising 1.6 degrees; the annual mean daily minimum temperature rising 1.5 degrees; the mean annual rainfall decreasing by 3%; the mean number of days over 35 degrees per year increasing by 9.3 days; and the mean number of days over 40 degrees per year increasing by 4.1 days.<sup>477</sup>

The Park Lands and Squares will be sensitive to the effects of climate change and will be affected in two major ways. The landscape has evolved over time in a certain climate specifically defined by maximum and minimum temperatures, temperature extremes, rainfall, and broader conditions such as storm events. These in turn directly affect growing conditions such as soil quality, water supply, and even the suitability of plant species, co-planting, and the growth of pest plants. Climate change will significantly impact the success of these existing plantings, and the sustainability of existing landscape designs. There is an opportunity in future works to greater address these issues to ensure the long term sustainability of the Park Lands and Squares making them “climate-resilient”,<sup>478</sup> as identified in the ‘Green Adelaide Regional Landscape Plan 2021-26’.

The second way which climate change will affect the Park Lands and City Layout is the additional pressure on the Park Lands and Squares to provide relief from the ‘heat island’ effect associated with urban areas. Urban heat mapping in metropolitan Adelaide has identified ‘heat islands’ which have less green spaces including grass, shrubs and trees. These ‘heat islands’ can be approximately 3 to 4 degrees hotter on a sunny day.<sup>479</sup> Green spaces and tree canopies are essential in countering the ‘heat island’ effects, and the Park Lands and Squares play a key role in ensuring a sustainable, liveable city which not only provides health benefits to the wider population but also provides habitat for native wildlife.<sup>480</sup>

## 6.8 Key Issues

### 6.8.1 Encroachment and Development

A long-standing issue facing the Adelaide Park Lands and City Layout is encroachment by infrastructure and development. As the city grows and greater demands for social infrastructure, government services, and transportation increase, there is constant pressure to utilise park land for these purposes. Successive state governments have created reserves and made changes to planning policy within the Park Lands to satisfy this demand, including for railway transport, public health care, education, state institutions (museums, art galleries, library) and entertainment. The history of these encroachments is well documented in the history section of this report and elsewhere.

Encroachment has impacted the Park Lands in two ways. First, there is a reduction in the overall size of land set aside by Light for 'Park Grounds', reducing the intended open space to city ratio. However, the more pronounced impact is the encroachment in the zone between North Terrace and Karrawirra Parri/River Torrens. With ever increasing density, development in this zone has effectively extended the city north into the Park Lands, markedly affecting the legibility of the juxtaposition of city grid and park lands and connection to the river intended in Light's plan. In many places the density of development blocks reciprocal views and has also cut off the physical connection between the river and city. Proponents for past projects such as the first development with an overtly commercial component, the Adelaide Station and Environs Redevelopment (ASER) Project of the 1980s, have argued that the land was anyway disused railway yards already alienated from the Park Lands and was in need of revitalisation for economic benefit to the community. The rail reserve on which the new Royal Adelaide Hospital and associated bio-medical precinct more recently constructed (2011 – 2017) was portrayed in a similar light.

When translated to the on the ground experience, the visual impact is dramatic. The hospital is the first significant foray beyond the western edge of the city and has effectively created a wall of building, blocking views to the northern park lands from the city, and has substantially reduced the legibility of the north-west corner of the city grid. In addition, such a large facility has resulted in increased local traffic density, demand for car parking, and road widening, creating further barriers to accessing the Park Lands from the city. In each new phase of development, urban planning and cultural heritage commentators have lamented the lost opportunities to repatriate previously alienated areas to park land and reconnect the city with the river.

More recently, in 2022, the State government identified the 1913 – 1917 Thebarton Police Barracks reserve within the Park Lands, west of the Royal Adelaide Hospital as the future site for the development of a new Women and Children's Hospital. The proposal includes the demolition of the Thebarton Police Barracks, a State Heritage place, and the construction of a 5-6 level hospital building with footprint of approximately 18-20,000sqm. To facilitate the proposal, the government passed special legislation to remove the Police Barracks from the State Heritage Register and permit a further unspecified reserve within the Adelaide Park Lands to which to relocate the Police Mounted Operations Unit. An eight-hectare site in the south-eastern corner of Mirnu Wirra/Park 21 was initially announced as the preferred site and would include clearing of revegetated bushland, construction of accommodation for the police horses and other buildings to support the unit's operations, hard stand areas, and perimeter security fencing. In developing these proposals, no consultation was undertaken with community groups who have an interest in the areas, nor with DCCEEW regarding potential impacts on the National heritage Values. Community protest resulted in a reversal of the decision to locate the Mounted Police in the Park Lands.



2008 view along West Terrace, looking north. Source: Google Maps 2008



2023 view along West Terrace, looking north. Source: Google Maps 2023

Contemporaneous to the recent pressures for public health care facilities, several sporting club redevelopments have occurred, or are proposed, responding to the increasing demand for more facilities close to the CBD. Larger projects include the redevelopment of the Adelaide Aquatic Centre at Denise Norton Park/ Pardinya (proposed) and the Karen Rolton Oval redevelopment at Gladys Elphick Park/ Narnungga (completed 2018). Several further facilities upgrades are being contemplated by City of Adelaide throughout the Park Lands. Considered independently each of these projects may have a minor impact on the National Heritage Values, but concern is growing that the cumulative impacts of further building area in the Park Lands is reducing open space and informal recreation areas.



Artist's Impression of the proposed new Women's and Children's Hospital in the background, west of the already constructed Royal Adelaide Hospital shown right foreground. Source: <https://www.newwch.sa.gov.au/>

To address this issue, it is crucial for the State and Commonwealth governments to work together and develop a coordinated approach. By aligning policies and regulations, all levels of government can create a unified framework to protect the Park Lands from encroachment and development. This agreement can involve establishing buffer zones, implementing zoning restrictions, and ensuring comprehensive impact assessments for any proposed development projects. The framework can include joint decision-making processes, resource-sharing agreements, and coordinated planning and management efforts, with reference to the attributes of National Heritage Value and policies established by this report. By leveraging the strengths and resources of all levels of government, a more comprehensive and effective approach to addressing the Park Lands' challenges can be achieved.

## 6.8.2 Past Referrals to the Commonwealth

Since 2008 when the Adelaide Park Lands and City Layout was added to the National heritage list, several major developments have occurred within or immediately adjacent to the Park Lands. In a 2018 report, heritage consultants DASH Architects analysed the ten heritage assessments and referrals to the Commonwealth resulting from these proposals over the ten years since the National heritage listing. They found that:

- > there appears to be an overall lack of rigour in the self-assessment process in relation to consideration of potential impacts of actions to the Park Lands' National Heritage Values;
- > there appears to be a general lack of understanding of the Park Lands' National Heritage Values;
- > 2 out of 10 referrals stated incorrect facts (i.e. that roads did not form part of the listing or values);
- > 4 out of 10 referrals provided mitigation measures for potential impacts, as required;
- > 6 out of 10 referrals included input or detailed assessment by heritage professionals in relation to impacts to National Heritage Values;
- > 6 out of 10 referrals did not consider potential impacts to views and vistas;
- > 8 out of 10 referrals had encroachments into the Park Lands National Heritage listing, with all being assessed as a minor impact, however collectively these works may have adverse cumulative impacts on the grid layout, and some works may have impacted on views and vistas; and
- > although the self-assessment process is not required to be undertaken by heritage professionals, it is highly recommended that a suitably qualified heritage professional assist with the impact assessment to provide the necessary rigour and with a clear understanding of the Park Lands' National Heritage Values.

DASH further noted that the proposed new Royal Adelaide Hospital mentioned above was not referred to the Commonwealth under the EPBC Act, and neither was the Torrens Rail Junction project, a rail separation project through Park 27, despite the potential for impact to the National Values. Therefore, it is unknown how, or if, the impacts to the National heritage Values were considered in the development of these projects.

This further underlines the opportunity to form a comprehensive agreement between State and Commonwealth governments described above that would establish a framework for development assessment with reference to the attributes of National heritage value established by this report, define the qualifications and experience requirements of a person undertaking an assessment, and can include obligation for the assessment to consider cumulative impacts.



# 7. Conservation Policy

# 7. Conservation Policy

## 7.1 Objectives

Conservation policy helps to guide the management of heritage places with the primary objective of protecting the place's cultural heritage significance. It is intended that this occurs so as to take account of the conservation issues associated with the place's setting and context and balance these against the practical requirements for its sustainable and ongoing use.

Places on the Australian Heritage List are required to have management plans that set out how the National Heritage Values will be managed and protected over time. The policies contained in this section generally follow the National Heritage management principles, as below:

- > The objective in managing national Heritage places is to identify, protect, conserve, present and transmit, to all generations, their National Heritage Values.
- > The management of National Heritage places should use the best available knowledge, skills and standards for those places, and include ongoing technical and community input to decisions and actions that may have a significant impact on their National Heritage Values.
- > The management of National Heritage places should respect all heritage values of the place and seek to integrate, where appropriate, commonwealth, state, territory and local government responsibilities for those places.
- > The management of National Heritage places should ensure that their use and presentation is consistent with the conservation of their National Heritage Values.
- > The management of national Heritage places should make timely and appropriate provisions for community involvement, especially by people who:
  - a) Have a particular interest in, or associations with, the place; and
  - b) May be affected by the management of the place.
- > First Nations people are the primary source of information on the value of their heritage. The active participation of First Nations people in identification, assessment and management is integral to the effective protection of First Nations heritage values.
- > The management of National Heritage places should provide for regular monitoring, review and reporting on the conservation of National Heritage Values.



## 7.2 Significance and Conservation Principles

The cultural significance of a place is defined as the aesthetic, historic, scientific, social, or spiritual value for past, present, or future generations. It is embodied in the place itself, in its fabric, its setting, its contents, in the associated documents, in its use, and in people's memories and association with the place.

The below conservation policies embrace the following general principles:

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

Regularly monitor the condition and integrity of the National Heritage Values.

## 7.3 Conservation Policy and Implementation Strategies

The following table provides conservation policy, and implementation strategies to conserve the identified values of the Adelaide Park Lands and City Layout and is structured according to the major categories of:

- > Form
- > Fabric and Setting
- > Aboriginal Cultural Heritage
- > Use
- > Interpretation
- > Management and Governance
- > Consultation
- > Review, Recording and Monitoring

The priorities are listed in the following implementation timeframes:

- > **2-5 years** - Strategies that should be planned and resourced within 2 to 5 years to conserve the National Heritage Values.
- > **5-10 years** - These strategies are associated with longer term future planning and resource allocation.
- > **As Required** - Strategies required when matters affecting the National Heritage Values arise or are routine.

## 7.4 Roles & Responsibilities

Various stakeholders share responsibility for managing and conserving the Park Lands and City Layout, as described in **6.5.1 Land Use Management**.

It is essential that all stakeholders are aware of and committed to their roles and responsibilities in order to ensure that the management and conservation of the Park Lands and City Layout is successful. The following table identifies the stakeholders that will need to partner for the corresponding policy and action to be implemented effectively. In many cases changes to State government policy and resourcing is needed to support the other partners to realise the desired conservation outcome. Regular communication and collaboration are also key to a successful management and conservation plan.

#### 7.4.1 Policy and Implementation Table

No	Policy	Implementation Strategy	Implementation Responsibility	Priority for Implementation	Timeframe for Implementation	
<b>Form</b>						
1.1	Retain and conserve the overall form and integrity of the Adelaide Park Lands and City Layout which strongly reflects Light's design, including layout of North and South Adelaide incorporating gridded street pattern (including hierarchy of roads), six town squares and a belt of encircling Park Lands.	1.1.1	Conserve the defined inner and outer boundaries of the Adelaide Park Lands and City Layout.	GovSA / APA	High	As Required
		1.1.2	Advocate and promote the value of restoring the c.1838 inner and outer boundary alignments to which encroachment has occurred, acknowledging that some areas such as the North Terrace cultural precinct have developed significant State Heritage value to the South Australian community.	CoA / GovSA	High	As Required
		1.1.3	Ensure that all proposals for development within the Park Lands adjacent to the area boundaries are assessed for their potential to impact upon the legibility and integrity of the Park Lands.	CoA / DEW / DCCEEW	High	As Required
		1.1.4	Ensure the continuation of strong perimeter planting to Park Land edges to define the boundaries and discourage further encroachment.	CoA	Medium	As Required
		1.1.5	Identify areas of risk of alienation/ encroachment and prioritise these for restoration projects, cultural programming and temporary events to encourage a more diverse community use, broader appreciation and connection with the Park Lands, with the aim that these areas are not seen as areas for development.	CoA	Medium	2-5 years
		1.1.6	Implement the City of Adelaide Encroachment Policy that includes reference to the attributes of National Heritage Value, particularly to strengthen the legibility of the street edges which form the boundaries of the City Layout.	CoA	Low	As required
1.2	Retain and conserve the natural topographic form of the Park Lands and Karrawirra Parri/River Torrens.	1.2.1	Review future Park Lands management plans and all other master plan documents to ensure that the National Heritage Value of the natural topography is described.	CoA	Low	2-5 years
		1.2.2	Conserve and manage the form of Karrawirra Parri/River Torrens and its setting so that it continues to demonstrate the shaping of the city intended in Light's design.	GA / CoA	Low	As Required

No	Policy	Implementation Strategy	Implementation Responsibility	Priority for Implementation	Timeframe for Implementation
1.3	Restore previously alienated land which is not of State or Local Heritage value in the Park Lands when the opportunity arises.	1.3.1 Return previously alienated lands to the Park Lands and City Squares, acknowledging that some areas such as the North Terrace cultural precinct has developed significant State Heritage value to the South Australian community.	CoA / ABG / DIT / DEW	Medium	As Required
1.4	In any future redevelopment of the City Squares, strengthen their rectilinear form and remove or minimise dissecting roads.	1.4.1 Advocate and promote the National Heritage value of removing dissecting roads from the City Squares.	CoA / DIT / DEW	Medium	As Required
		1.4.2 Ensure that master plans and other strategic documents for the City Squares contain objectives for strengthening their rectilinear form and allow for the return of land to the Squares removed by dissecting roads.	CoA / DIT / DEW	Medium	As Required
1.5	Minimise car parking in and around the Park Lands and City Squares, acknowledging that sporting events, festive events and celebrations need to have adequate transport and temporary car parking arrangements	1.5.1 Reduce car parking in the Park Lands and support actions that promote the use of alternative transport to reduce reliance on private cars to attend events in the Park Lands and City Squares.	CoA / DIT	Medium	As Required
		1.5.2 Restructure temporary car parking to the southern Park Lands to protect the form of these parks, including their historic plantings, informed by further research to understand the high integrity and intact remnant plantings – refer also <b>Policy 2.3</b> .	CoA	High	2-5 years
1.6	Balance future infrastructure and transport needs such as new surface transport corridors (roads, train lines) and further widening of corridors in or through the Park Lands, with the protection of the National Heritage Values while acknowledging that multi-lane roads are a major physical and visual intrusion on the Park Lands and reduce their connectivity.	1.6.1 Proposed changes to road alignments and road widening are assessed for their impact on the National Heritage Values.	CoA / DIT	High	As Required

No	Policy	Implementation Strategy	Implementation Responsibility	Priority for Implementation	Timeframe for Implementation
1.7	Protect the Park Lands from future potential cumulative impacts of land use.	1.7.1 Reduce potential cumulative impacts on the Park Lands by monitoring and evaluating changes in land use and implementing a holistic view of tracking any proposed changes. This NHMP should act as a snapshot in time and provides a record of the state of the National Heritage Values by which a comparison should be made with any future changes.	CoA	Medium	As Required
<b>Fabric and Setting</b>					
2.1	Conserve the Park Lands as a layered cultural landscape which reflects the values of: Aboriginal use and cultural significance; European settlement; Light's diagrammatic plan; and the subsequent phases of evolution of the city and landscape, including the influence of later designers and revegetation efforts.	2.1.1 Conserve the diverse landscape character of the Park Lands, including areas of formal and informal landscapes, irrigated and non-irrigated areas and native and exotic plantings.	CoA / ABG / DIT / DEW	High	As Required
		2.1.2 Consider consequential and intentional views and vistas when planning new work and plantings within the Park Lands. Views and vistas within the Park Lands include to the Mt Lofty Ranges, views from Terraces to the Park Lands, treed ways and stands of specimen trees as featured highlights within large open spaces surrounded by perimeter planting within the Park Lands.	CoA / ABG / DIT / DEW	Medium	As Required
		2.1.3 Analyse and prepare a management plan to identify and conserve the historic plantings of National Heritage value from the various phases and periods of the Park Lands landscape, including their setting, assessed and balanced with their climatic compatibility	CoA	Medium	2-5 years
2.2	Conserve the distinction between City and Park Lands (including the Squares) present in Light's design.	2.2.1 Ensure a distinction between the landscape character and planting of the city streets and edges and that of the Park Lands. Avoid continuing strong avenues of trees along streets which extend into the Park Lands. The avenues should stop at the Park Land edge.	CoA / DIT	Low	As Required

No	Policy	Implementation Strategy	Implementation Responsibility	Priority for Implementation	Timeframe for Implementation
2.3	Undertake further research to understand the high integrity and intact remnant historic designed landscapes of successive landscape designers.	2.3.1 Undertake further research to understand the high integrity and intact nineteenth century to present day remnant underlying plantings, spatial structure and vistas developed in the Park Lands. Plantings identified in poor condition in <b>Opportunities, Constraints and Key Issues</b> are assessed as a priority.	CoA	Medium	2-5 years
		2.3.2 Maintain reference to the National Heritage Values in the Adelaide Park Lands Community Land Management Plan to recognise the cultural significance of the high integrity and intact nineteenth century to present day spatial designs where these are best represented in the Park Lands. Future revegetation zones should be planned to conserve the integrity of the spatial design and visual intent.	CoA	Low	2-5 years
		2.3.3 Develop a replacement strategy for species to renew the integrity of significant planting elements such as treed ways and stands of specimen trees. Consideration should be given to the future impacts of a changing climate. Avoid infill plantings in historic groves, avenue plantings and stands of specimen trees.	CoA	Low	2-5 years
		2.3.4 Assess the designed landscapes identified in this plan for State or Local heritage listing.	CoA / DEW	Low	2-5 years
2.4	Conserve the scientific and technical value of plantings in the Park Lands and City Squares.	2.4.1 Encourage and support research and experimentation of planting as a continuation of past practices balanced with climate change resilient planting. Successive designers, particularly Brown and Pelzer, trialed tree species for their appropriateness to the local conditions. Their experiments informed later planting in the Park Lands and in other town settings across Australia.	CoA / SAGov / ABG	Low	As Required
		2.4.2 Develop a planting record for the Park Lands and make this available to the public to foster further appreciation of the Park Lands values and for scientific research.	CoA / SAGov / ABG	Medium	5-10 years

No	Policy	Implementation Strategy	Implementation Responsibility	Priority for Implementation	Timeframe for Implementation
2.5	Retain and conserve State and Local Heritage Places in the Park Lands and their setting consistent with their state or local significance and in accordance with any conservation plans or strategies for those places.	2.5.1 Undertake conservation works and maintenance to the built heritage within the Park Lands consistent with conservation management plans for those places.	CoA / DIT / ABG	Medium	As Required
		2.5.2 Review and update conservation plans for State and Local Heritage Places to coordinate conservation policies with this plan.	CoA / DIT / ABG / DEW	Low	5-10 years
2.6	Maintain a balance of building to open space when planning new building works within the Park Lands and constrain the development of facilities to those which support community, sporting, and recreational use.	2.6.1 A Heritage Impact Statement is prepared by a suitably qualified and experienced heritage expert and where required referred under the EPBC Act to the Commonwealth Government Department of Climate Change, Energy, the Environment and Water when new development is likely to impact on the National Heritage Values.	CoA / DIT / SAGov	High	As Required
2.7	Restore redundant areas of car parking and hard stand areas to Park Land when the opportunity arises.	2.7.1 Identify and assess the areas of hardstand for redundancy and investigate opportunities and resourcing for redeveloping these areas for other uses.	CoA / DIT	Low	5-10 years
2.8	Restrict permanent signage in the Park Lands to that relating to authorised directional, interpretative, businesses and sporting facilities.	2.8.1 Review design guidance for signage in the Adelaide Park Lands to provide guidance on appropriate signage in the Park Lands.	CoA / DIT	Medium	2-5 years
2.9	Restrict or minimise solid fencing within the Park Lands and City Squares.	2.9.1 Review design guidance for the Adelaide Park Lands to restrict or minimise the use of solid fencing in the Park Lands and City Squares.	CoA / DIT	Low	2-5 years
2.10	Remove intrusive elements to restore the form and setting of the Park Lands and City Layout when the opportunity arises.	2.10.1 Advocate and promote the National Heritage Value of removing intrusive elements identified in this plan. Refer <b>Opportunities, Constraints and Key Issues</b> for a list of elements.	CoA / DIT	Medium	As Required
2.11	Conserve and manage the considerable archival materials associated with the Park Lands and City Layout, including Light's surviving publications and letters.	2.11.1 Continue to maintain a record of the substantial archival documentation which exists, including Light's surviving publications and letters.	CoA	Low	As Required
2.12	Adaptive reuse of heritage places is encouraged and preferred over the development of new buildings and sites.	2.12.1 Encourage opportunities for adaptive reuse of heritage places in preference to new development.	CoA / DEW / DIT	Medium	As Required

No	Policy	Implementation Strategy	Implementation Responsibility	Priority for Implementation	Timeframe for Implementation
2.13	Historical archaeological remains in the Park Lands and City Square are protected in accordance with the <i>Heritage Places Act 1993</i> and its guidelines.	2.13.1 Where there is reasonable suspicion that archaeological artefacts could be present, a risk assessment is carried out in the planning of development proposals and earth works, in accordance with the Archaeological Provisions Guideline published by the Department of Environment & Water	CoA / DIT / ABG / ACA / DEW	High	As Required
		2.13.2 In the event of an unforeseen discovery of historical archaeological remains, work should immediately cease in the area and the discovery reported to Heritage SA, for advice, prior to continuing work. Heritage SA will determine if a permit may be required under Section 27 of the <i>Heritage Places Act</i> and what actions are required by the applicant to attain a permit. Works must not re-start in the area until confirmation is received from State Government's DEW.	CoA / DIT / ABG / ACA / DEW	High	As Required
<b>Aboriginal Cultural Heritage</b>					
3.1	In partnership with the City of Adelaide's Reconciliation Committee, develop strategies to appropriately record, respect, and celebrate Aboriginal heritage within the Park Lands and City Layout.	3.1.1 Support the actions identified in the City of Adelaide's Reconciliation Action Plan 2021-2024, including the development of a Kurna cultural map.	CoA / KYAC	High	2-5 years
3.2	Conserve and manage Aboriginal sites and objects in the Park Lands area.	3.2.1 Ensure that prior to the preparation of development proposals, the potential for sub-surface deposits of Aboriginal cultural material is subject to archaeological assessment in consultation with the Kurna people.	CoA / DIT / AARD / KYAC	High	As Required
		3.2.2 Ensure that works and maintenance service contracts include notice of the potential for unforeseen discovery of Aboriginal cultural heritage, including human remains, and the relevant statutory obligations and notification procedures if a discovery occurs. In addition, work with the Kurna people and other relevant stakeholders to develop follow-up procedures, within the required statutory obligations, should a discovery be made. Refer also <b>Implementation Strategy 7.5.2</b> for staff training provisions..	CoA / DIT / ABG / DfE / ACA / KYAC	High	As Required

No	Policy	Implementation Strategy	Implementation Responsibility	Priority for Implementation	Timeframe for Implementation
		3.2.3 In the event of an unforeseen discovery of an Aboriginal object, site or remains, work should immediately cease in the area and the discovery reported to the Aboriginal Heritage Branch of the Aboriginal Affairs Reconciliation Division (AARD) of the Attorney General's Department of, as required by Section 20(1) of the <i>Aboriginal Heritage Act 1988</i> (SA), The Aboriginal Heritage Branch will advise on the appropriate process, which may include recording the site and further action under Sections 12 and/or 23 of the Act. Works must not re-start in the area until confirmation is received from AARD.	CoA / DIT / ABG / DfE / ACA / AARD / KYAC	High	As Required
3.3	Ensure that the publicly accessible areas of the Park Lands continue to be available for use by the traditional owners, the Kaurna people, to maintain their cultural traditions.	3.3.1 Continue to support the restoration of Kaurna cultural traditions to the Park Lands through the Reconciliation process, in partnership with the Kaurna people.	CoA / DIT / ABG / KYAC	High	As Required
<b>Use</b>					
4.1	Provide free and open public access to the Park Lands and City Squares for sporting and recreation use, festive events, and leisure activities, including the provision of adequate facilities, access, safety, and security for visitors to maintain and enhance the use of the Park Lands.	4.1.1 Continue to encourage and support ongoing community, sporting and recreational use of the Park Lands and City Squares through proactive actions and programmes including small and large scale events where these are not detrimental to the National Heritage Values.	CoA / DIT / ABG	High	As Required
		4.1.2 Changes of use for areas in the Park Lands and City Squares considers how the new use will impact on the openness and flexibility of use so as not to deter non-programmed activities such as casual visitation, informal gathering, and recreation.	CoA / DIT / ABG	Medium	As Required
		4.1.3 Continue to monitor and manage the water quality of Karrawirra Parri / River Torrens and other water ways within the Park Lands to enable continued use for recreational activities and support biodiversity.	CoA / DIT / ABG / GA	Medium	As Required



No	Policy	Implementation Strategy	Implementation Responsibility	Priority for Implementation	Timeframe for Implementation
4.2	Conserve and enhance the visual and physical connectivity of the Park Lands.	4.2.1 Improve connectivity of bicycle and pedestrian access to and within the Park Lands.	CoA / DIT	Low	As Required
4.3	Provide positive tourism experiences in the Park Lands and City Squares and at important heritage sites which communicate the National Heritage Values.	4.3.1 Investigate opportunities to promote visitation to the Park Lands as a 'Top Ten' South Australia destination..	CoA / SATC	High	2-5 years
4.4	Activate unirrigated areas of the Park Lands and discourage undesirable behaviours whilst conserving the natural landscape value of these areas.	4.4.1 Investigate options to create activity nodes including selective irrigation in small areas to encourage greater activation and passive surveillance.	CoA	Medium	2-5 years
<b>Interpretation</b>					
5.1	Interpret the layered history and National Heritage Values of the Park Lands and City Layout, including Aboriginal cultural heritage.	5.1.1 Throughout the Park Lands, City Squares and distributed through the city, convey the layered historic, Aboriginal, and social values of the Park Lands and City Layout to local, national, and international audiences through a variety of media, including signage, published materials, websites, installations, and conferences. The interpretation should include all phases of development.	CoA / DIT / ABG	High	As Required
		5.1.2 Prepare an interpretation plan to tell the stories about what makes the Park Lands and City Layout significant.	CoA	Medium	2-5 years
		5.1.3 Support and encourage further research into the cultural, historic, creative, and technical values of the Park Lands and City Layout.	CoA	Medium	As Required
5.2	Celebrate and support Aboriginal cultural heritage interpretation in the Park Lands and City Layout in partnership with the Kurna people. This should co-exist with interpretation opportunities for European National Heritage Values.	5.2.1 Maintain and promote the Kurna place naming of Parks and Squares.	CoA / DIT	Medium	As Required
		5.2.2 Support the Kurna community to develop an Aboriginal cultural heritage interpretation plan for the area. This should be coordinated with the development of a wholistic interpretation plan – refer also <b>Implementation Strategy 5.1.2.</b>	CoA	High	2-5 years
		5.2.3 Involve Kurna people in the design and approval of content of any signage or other interpretation proposals concerning Aboriginal cultural heritage.	CoA	High	As Required

No	Policy	Implementation Strategy	Implementation Responsibility	Priority for Implementation	Timeframe for Implementation
<b>Management and Governance</b>					
6.1	Conserve the identified values of the Adelaide Park Lands and City Layout in accordance with this Heritage Management Plan to ensure the values are not diminished.	6.1.1 Adelaide Park Lands and City Layout Heritage Management Plan should be supported by Kadaltilla / Adelaide Park Lands Management Authority and the City of Adelaide.	CoA	High	As Required
		6.1.2 The identified values of the Adelaide Park Lands and City Layout will be the basis for future planning, management and assessment of actions which may affect the values.	CoA / DIT / DEW / ABG / DCCEEW / ACA / DfE	High	As Required
		6.1.3 Support the creation of an Adelaide Park Lands and City Layout State Heritage Area Overlay for the Adelaide Park Lands and City Layout.	CoA / DIT / DEW	High	2-5 years
6.2	Manage the Park Lands and City Squares holistically to ensure consistent and effective decisions on matters which may impact on their National Heritage Values.	6.2.1 Continue to convene and adequately resource Kadaltilla / Adelaide Park Lands Management Authority to monitor the economic and social sustainability of the Park Lands and provide integrated strategic advice to the City of Adelaide and the South Australian government.	CoA / SAGov	Medium	As Required
		6.2.2 Develop and retain a record of decisions affecting the National Heritage Values of the Park Lands and City Squares for future reference.	CoA	Medium	2-5 years
		6.2.3 Investigate further opportunities to coordinate management strategies between the various land managers of the Park Lands.	CoA / DIT / DEW / ABG / ACA / DfE	High	2-5 years
6.3	Integrate the policies contained in this Heritage Management Plan into all future planning documents including the Park Lands Management Strategy, Community Land Management Plans, and future statutory planning controls.	6.3.1 Review the Park Lands Management Strategy and the Adelaide Park Lands Community Land Management Plan for concurrence with the policies of the National Heritage Management Plan.	CoA / SAGov	Medium	As Required
		6.3.2 Review the provisions of the South Australian Planning and Design Code for concurrence with the policies of this Heritage Management Plan and prepare appropriate amendments for integration in future Code revisions including associated online spatial mapping and reference to all heritage levels such as world, commonwealth, national, state and local heritage listings on the heritage layer.	CoA / DIT	Medium	2-5 years

No	Policy	Implementation Strategy	Implementation Responsibility	Priority for Implementation	Timeframe for Implementation
6.4	Implement the policies and actions of this Heritage Management Plan.	6.4.1 Develop a strategy for the implementation of the actions contained in this plan, in consultation with Kadaltilla / Adelaide Park Lands Management Authority	CoA / SAGov	High	2-5 years
		6.4.2 Report annually to Kadaltilla / Adelaide Park Lands Management Authority on the progress of implementation and modify the strategy if warranted.	CoA	Medium	As Required
6.5	Ensure that the asset managers and lease holders of lands in Adelaide Park Lands and City Layout are aware of and comply with the obligations that arise from the protections under the EPBC Act.	6.5.1 New leases and licences granting use of lands in the Park Lands and service contracts include a description of the obligations and constraints that arise from the protections under the EPBC Act 1999.	CoA	Medium	As Required
		6.5.2 Provide training opportunities for land managers and those responsible for maintenance in the Park Lands and City Squares in heritage management, including the requirements and obligations under the EPBC Act 1999, the identification of Aboriginal sites and objects, together with the preparation of a guide for their internal use to help facilitate this understanding.	CoA	Medium	As Required
6.6	Approval under the EPBC Act is sought for any action occurring within, or outside, Adelaide Park Lands and City Layout that has, will have, or is likely to have a significant impact on the National Heritage Values.	6.6.1 A Heritage Impact Statement is prepared by a suitably qualified and experienced heritage expert for activities that may impact on the National Heritage Values, and where required, referred under the EPBC Act to the Commonwealth Government Department of Climate Change, Energy, the Environment and Water when proposals for change are likely to impact on the National Heritage Values.	Proponent	High	As Required
		6.6.2 Develop heritage management guidelines which assist land managers to understand the National Heritage Values and attributes of the Park Lands and City Layout and integrate the guidelines into future CLMPs.	CoA	Medium	2-5 years

No	Policy	Implementation Strategy	Implementation Responsibility	Priority for Implementation	Timeframe for Implementation
6.7	Engage people with relevant expertise and experience in the management or conservation of heritage properties for advice on the resolution of conservation issues; and for advice on the design and review of work affecting the significance of the Park Lands and City Layout.	6.7.1 Maintain and publicise a central point of contact at the City of Adelaide for matters related to cultural heritage and direct people to appropriate experts.	CoA	Medium	As Required
6.8	Recognise the strong community attachment and the past contribution by community interest groups to the values and conservation of the Park Lands.	6.8.1 Consult with community interest groups in forming policy and management strategies for the Park Lands and City Squares.	CoA	High	As Required
6.9	Pursue World Heritage listing for the Adelaide Park Lands and City Layout as a place of outstanding universal value.	6.9.1 Continue to progress the current assessment and nomination for World heritage listing.	CoA	Medium	2-5 years
6.10	Form a Conservation Agreement under the EPBC Act between the Commonwealth Minister for the Environment and the South Australian state government, in consultation with Kadaltilla, to protect the National Heritage Values of the Adelaide Park Lands and City Layout. The agreement should describe an appropriate level of development in the Park Lands as well as in adjacent previously alienated areas of Park Land.	6.10.1 Engage an expert consultant to facilitate and establish a Conservation Agreement under the EPBC Act between the Commonwealth Minister for the Environment and the South Australian state government, in consultation with Kadaltilla and other relevant stakeholders with the purpose of defining acceptable levels of development within and adjacent to the Park Lands.	DCCEEW / SAGov	High	2-5 years
<b>Community and Stakeholder Engagement</b>					
7.1	Recognise and continue to support the long-standing role of community groups dedicated to the protection of the Park Lands.	7.1.1 Support community groups through involvement and access to the Park Lands for existing programmed activities such as the Kaurna community education, biodiversity projects, and volunteer guiding walks, as well as emerging community programs and groups whose aim is for advocacy and the protection of the Park Lands.	CoA	Medium	As Required

No	Policy	Implementation Strategy	Implementation Responsibility	Priority for Implementation	Timeframe for Implementation
7.2	Land managers will consult with relevant stakeholders, including community groups, on significant changes to management policy and proposed development affecting the Park Lands and City Layout. They will seek to actively consult prior to decisions directly impacting on the National Heritage Values.	7.2.1 Refer policy for implementation strategy	CoA / DIT / SAGov	High	As Required
7.3	Appropriate opportunities will be provided for Aboriginal people to practice the management of their cultural heritage places and values, including intangible aspects.	7.3.1 Ensure that the City of Adelaide's Reconciliation Committee is regularly updated and consulted on changes and actions which may impact on Aboriginal cultural values in the Park Lands and City Layout to ensure the Kurna people are involved in the ongoing management of the Adelaide Park Lands and City Layout.	CoA / KYAC	High	As Required
		7.3.2 Maintain a permanent role for a Kurna representative on the Kadaltilla/ Adelaide Park Lands Authority to ensure the Kurna people are involved in the ongoing management of the Adelaide Park Lands and City Layout..	CoA / SAGov / KYAC	High	As Required
		7.3.3 Engage people with relevant expertise and experience in consultation to develop processes that ensure meaningful and effective engagement with the Kurna people	CoA	High	As Required
7.4	Land managers of the Adelaide Park Lands and City Layout will maintain regular contact with DCCEEW, including informal consultations where appropriate, and formally refer any action that potentially impacts on any heritage values or places as required by the EPBC Act.	7.4.1 Establish a communications policy and timeframe and format for regular consultations with DCCEEW.	CoA / DIT / DCCEEW	Medium	2-5 years

No	Policy	Implementation Strategy	Implementation Responsibility	Priority for Implementation	Timeframe for Implementation
<b>Review, Recording and Monitoring</b>					
8.1	Maintain accurate and consolidated records associated with any changes to the Adelaide Park Lands and City Layout, including maintenance.	8.1.1 Continue to maintain a centralised record of changes to the Park Lands and City Layout, including strategic decisions around maintenance.	CoA	High	As Required
8.2	In consultation with the Kaurna people, seek cultural consent and recognise the Indigenous Cultural and Intellectual Property protocol to appropriately manage sensitive or confidential information about Aboriginal Heritage Values and places.	8.2.1 Ensure that protocols are in place to appropriately manage sensitive or confidential Aboriginal information.	CoA / KYAC	Medium	As Required
8.3	The Heritage Management Plan is reviewed every five years, consistent with Section 341X of the EPBC Act, or sooner should major change or significant cumulative impacts occur in the interim.	8.3.1 Review and update the Heritage Management Plan every five years, or sooner should major change or significant cumulative impacts occur in the interim. The review should also include a condition survey to monitor the effectiveness of conservation actions and an update to conservation management policies where warranted in consultation with land managers, the Kaurna community, stakeholders and community interest groups.	CoA / DCCEEW	High	2-5 years

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## 7.5 Compliance Table

### 7.5.1 EPBC Act 1999 and Regulations 2003 Compliance Table

THE ADELAIDE PARK LANDS AND CITY LAYOUT HERITAGE MANAGEMENT PLAN 2023

COMPLIANCE WITH THE ENVIRONMENT PROTECTION AND BIODIVERSITY CONSERVATION ACT 1999 (EPBC Act)

National Heritage

<b>OVERVIEW</b>	
<b>Management plans for National Heritage places (Section 324X)</b>	
<b>General</b>	
The Commonwealth must use its best endeavors to ensure a plan for managing the place, that is not inconsistent with the National Heritage management principles, is prepared and implemented in co-operation with the State or Territory. s324X EPBC Act	
The Management Plan should seek to be consistent with the requirements for Management Plans at Schedule 5A of the EPBC Regulations.	
<b>Environment Protection and Biodiversity Conservation Regulations 2003</b>	
Schedule 5A – Management Plans for National Heritage Places	
<b>Legislation</b>	<b>Comment (e.g. Where in the document is this addressed?)</b>
A management plan must:	
(a) establish objectives for the identification, protection, conservation, presentation and transmission of the National Heritage Values of the place; and	Chapter 2 Introduction
b) provide a management framework that includes reference to any statutory requirements and agency mechanisms for the protection of the National Heritage Values of the place; and	Chapter 6 Opportunities and Constraints Chapter 7 Conservation Management Policy
c) provide a comprehensive description of the place, including information about its location, physical features, condition, historical context and current uses; and	Chapter 3 Historical Background Chapter 4 Place Description
d) provide a description of the National Heritage Values and any other heritage values of the place; and	Chapter 5 Heritage Significance
e) describe the condition of the National Heritage Values of the place; and	5.2.7 Attributes of National Heritage Value Table includes condition and integrity column
f) describe the method used to assess the National Heritage Values of the place; and	Chapter 5 Heritage Significance 5.2.7 Attributes of National Heritage Value Table
g) describe the current management requirements and goals including proposals for change and any potential pressures on the National Heritage Values of the place; and	Chapter 6 Opportunities and Constraints Chapter 7 Conservation Management Policy

**Environment Protection and Biodiversity Conservation Regulations 2003**

Schedule 5A – Management Plans for National Heritage Places

h) have policies to manage the National Heritage Values of a place, and include in those policies, guidance in relation to the following:	
i) the management and conservation processes to be used;	7.4.1 Policy and Actions Table
ii) the access and security arrangements, including access to the area for First Nations people to maintain cultural traditions;	7.4.1 Policy and Actions Table Policy 3.3
iii) the stakeholder and community consultation and liaison arrangements;	7.4.1 Policy and Implementation Table Policy 7.1 Policy 7.2 Policy 7.3
iv) the policies and protocols to ensure that First Nations people participate in the management process;	7.4.1 Policy and Implementation Table Policy 7.3
v) the protocols for the management of sensitive information;	7.4.1 Policy and Implementation Table Policy 9.2
vi) the planning and management of works, development, adaptive reuse and property divestment proposals;	7.4.1 Policy and Implementation Table Policy 1.1 Policy 1.4 Policy 1.6 Policy 1.7 Policy 2.12
vii) how unforeseen discoveries or disturbances of heritage are to be managed;	7.4.1 Policy and Implementation Table Policy 3.2 Policy 2.13
viii) how, and under what circumstances, heritage advice is to be obtained;	7.4.1 Policy and Implementation Table Policy 6.6
ix) how the condition of National Heritage Values is to be monitored and reported;	5.2.7 Attributes of National Heritage Value Condition and Integrity 7.4.1 Policy and Implementation Table Policy 8.3.1
x) how records of intervention and maintenance of a heritage places register are kept;	7.4.1 Policy and Implementation Table Policy 8.1
xi) the research, training and resources needed to improve management;	7.4.1 Policy and Implementation Table Policy 6.5 Policy 6.7
xii) how heritage values are to be interpreted and promoted; and	7.4.1 Policy and Actions Table Policy 5.1 Policy 5.2
i) include an implementation plan; and	7.4.1 Policy and Actions Table Policy 6.4 Implementation Plan in table
j) show how the implementation of policies will be monitored; and	7.4.1 Policy and Actions Table Implementation Plan includes timeframe
k) show how the management plan will be reviewed.	7.4.1 Policy and Actions Table Policy 8.3



**Environment Protection and Biodiversity Conservation Regulations 2003**

## Schedule 5B – National Heritage Management Principles

<b>Legislation</b>	<b>Comment (e.g. Where in the document is this addressed?)</b>
1. The objective in managing National Heritage places is to identify, protect, conserve, present and transmit, to all generations, their National Heritage Values.	2.2 Objectives
2. The management of National Heritage places should use the best available knowledge, skills and standards for those places, and include ongoing technical and community input to decisions and actions that may have a significant impact on their National Heritage Values.	7.4.1 Policy and Actions Table Policy 7:13
3. The management of National Heritage places should respect all heritage values of the place and seek to integrate, where appropriate, any Commonwealth, State, Territory and local government responsibilities for those places.	7.4.1 Policy and Actions Table Policy 7:14
4. The management of National Heritage places should ensure that their use and presentation is consistent with the conservation of their National Heritage Values.	Chapter 6 Opportunities and Constraints 6.6 Use
5. The management of National Heritage places should make timely and appropriate provisions for community involvement, especially people who: a) have a particular interest in, or associations with, the place; and b) may be affected by the management of the place.	7.4.1 Policy and Actions Table Policy 9.1 Policy 9.2 Policy 9.3
6. First Nations people are the primary source of information on the value of their heritage and that the active participation of First Nations people in identification, assessment and management is integral to the effective protection of First Nations heritage values.	7.4.1 Policy and Actions Table Policy 7:11 Policy 7:13
7. The management of National Heritage places should provide for regular monitoring, review and reporting on the conservation of National Heritage Values.	7.4.1 Policy and Actions Table Review, Recording and Monitoring

## 8. Endnotes

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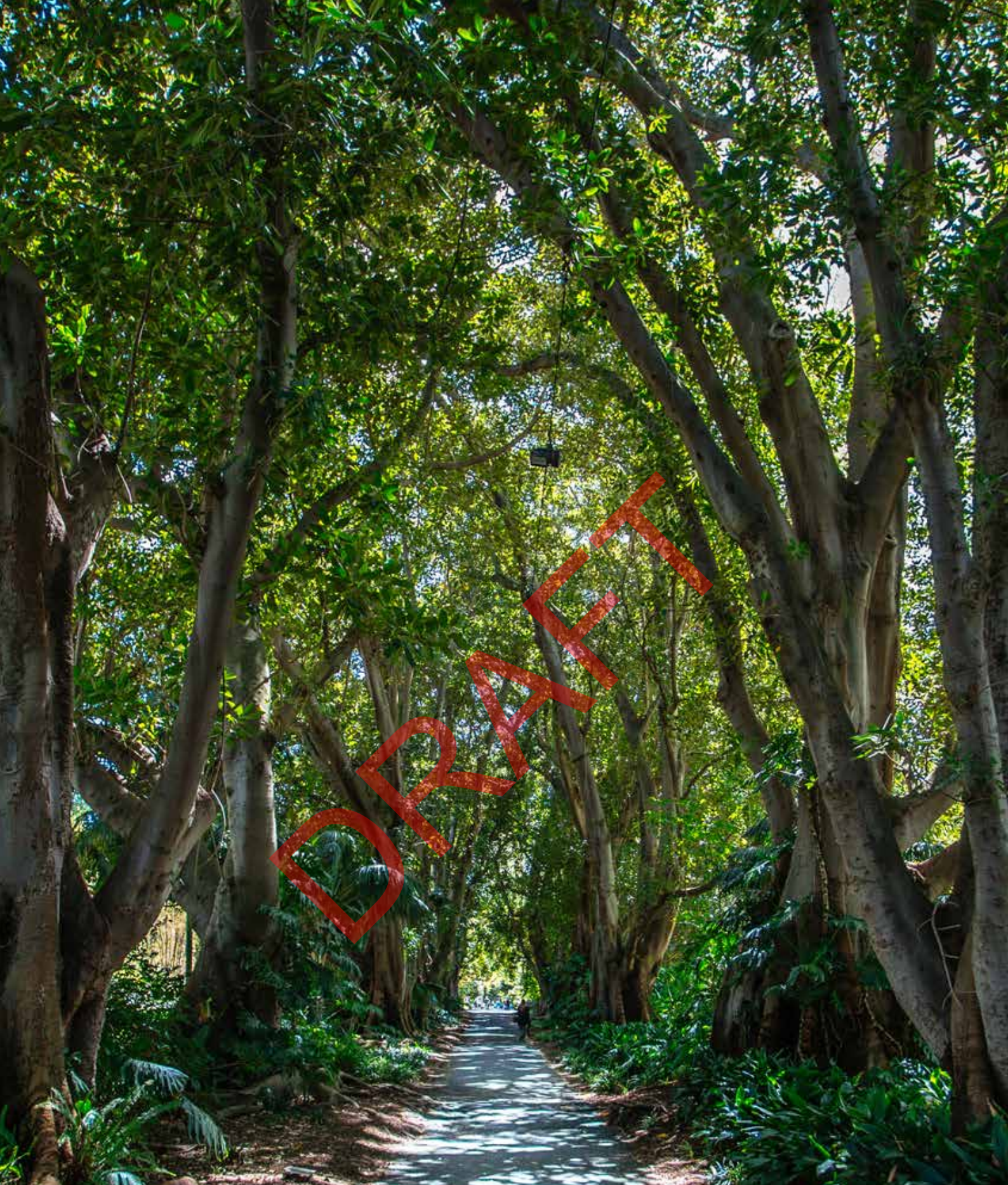
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# Appendix A:

National Heritage Listing:  
Commonwealth of Australia Gazette



# Appendix B:

## Boundary Map for National Heritage Listing



# Appendix C:

National Environments Significance (NES) and  
Threatened Species Listing for Flora & Fauna



# Appendix D:

## Chronology of Major Events

## Chronology of major events

The following Chronology of Major Events is based on David Jones' 2007 "Adelaide Park Lands & Squares Cultural Landscape Assessment Study".<sup>481</sup>

Date	Event	Location
August 1836	Colonel William Light arrives on Kaurna Country.	
1836	Colony of South Australia established.	
1836-37	Plan and survey of Adelaide undertaken.	
July 1837	First burial in West Terrace Cemetery.	Wirranendi/Park 23
July 1837	River Torrens/Karrawirra Parri flood.	
1837	Arrival of migrants from Glenelg who live on the Parklands while the town is surveyed.	
1837	Emigration Depot on West Terrace established.	Narningga/Park 25
1837	First and second site for a botanic garden selected.	
1837	"Native Location" established in north Parklands by Captain W. Bromley.	Tulya Wodli/Park 27
2 May 1838	First public execution.	Tulya Wodli/Park 27
May 1838	First notice to occupiers to leave Parklands.	
1838	Dozen huts, garden, schoolhouse, storehouse and residence located at the "Native Location".	Piltawodli/Park 1
1 January 1838	First horse race held on Parklands at Thebarton.	Tulya Wodli/Park 27
16 April 1839	Governor Gawler issues a promissory note of £2,300 for the Parklands.	
August 1839	First bridge over the River Torrens/Karrawirra Parri opened east of the present Morphett Bridge and washed away in 1844.	Tarndanya Womma/ Park 26
15 October 1839	"An Act for improving the City of Adelaide and the Park or Public Lands thereto adjoining and for preventing nuisance therein" Bill read for the first time.	
1839	Third site for botanic garden selected.	
23 December 1840	School of Aboriginal children opened at the "Native Location".	Piltawodli/Park 1
6 July 1840	Official register begins at West Terrace Cemetery.	Wirranendi/Park 23
31 October 1840	First Corporation of the City of Adelaide established.	
1840	Slaughterhouse established.	Tulya Wodli/Park 27
1840-42	James Hurtle Fisher elected inaugural Mayor of the Corporation of the City of Adelaide.	
1841	Quarry north of Government House (now site of Torrens Parade Ground) opened.	Karrawirra/Park 12
October 1842	First Corporation of the City of Adelaide ceased.	
1843	City Bridge rebuilt.	
1843-49	City managed as a colonial government department.	
August 1844	City Bridge washed away again, in use by 3 September but washed away for a third time on the 21 September 1844.	
1844	First olive trees planted in the Parklands by the South Australia Company.	
1844	First show of the South Australian Agricultural and Horticultural Society on land between North Terrace and Frome Bridge (exhibition building built in 1859 and site used until 1925).	Park 11A
1846 (1844?)	First Hackney Bridge constructed (Company Bridge).	
23 July 1847	Morphett Street Bridge and From Bridge washed away and water breaches Hackney Bridge.	
18 May 1847	Morphett Street Bridge opened (lasts 9 weeks).	

Date	Event	Location
1847	Victoria Race Park established. First permanent home for a sporting event on the Parklands.	Bakkabakkandi/Park 16
August 1848	New Hindmarsh Bridge opened.	
1849	Ordinance 11 of 1849 gazetted for the formation of a City Commission. 777.024ha of Parklands transferred to control of the Corporation.	
1849	Schedule J of "Municipal Corporation Act" gazetted, land between Morphett Street and Hackney Road to middle of river, 126.26ha, ceded to the Corporation.	Tarndanya Womma/ Park 26, Karrawirra/Park 12, Tainmundilla/Park 11, Warnpangga/Park 10.
1849-52	City managed by Commissioners.	
1850	Third botanic garden site (private garden) leased by George Francis, site abandoned in 1856.	Warnpangga/Park 10 and Tainmundilla/Park 11)
August 1851	Hackney Bridge destroyed by floods.	
1 June 1852	Second Corporation of the city of Adelaide Council established.	
1852-56	Samuel Mason appointed inaugural Parklands Ranger to the Corporation.	
1853	Fourth site for a botanic garden selected.	
May 1855	New Hackney Bridge opened.	
1855	Public outcry regarding first Grandstand to be erected at the racecourse.	Bakkabakkandi/Park 16
1855	Fifth (current) site for a botanic garden selected. Inaugural Committee of Management constituted. George Francis appointed inaugural superintendent of Adelaide Botanic Garden.	Tainmundilla/Park 11
1855	Plans for damming the River Torrens/Karrawirra Parri first mooted.	
21 April 1856	First train runs between Adelaide and Port Adelaide.	
June 1856	First substantial bridge over River Torrens/Karrawirra Parri and formation of King William Road opened.	Karrawirra/Park 12 and Tarndanya Womma/26
June 1856	Avenue Road created (becomes Sir Edwin Smith Ave 1931).	Tarndanya Womma/ Park 26
1857	North Adelaide Railway Station opened.	Tulya Womma/Park 27 and Piltawodli/Park 1
4 October 1857	Botanic Garden opened to the public.	Tainmundilla/Park 12
1857	First tree plantings in the Park Lands by council in vicinity of Pennington Terrace and along King William Road. First plantings failed.	Tarndanya Womma/ Park 26
16 October 1859	Rifle Butts proposed in south Parklands.	Walyo Yerta/Park 21
28 April 1860	First Football Match on south Park Lands near Parkside by Adelaide Football Club.	Tuttangga/Park 17
28 December 1860	First reticulated water from Thorndon Reservoir flows into Adelaide.	
4 June 1860	Valve House, situated on corner of Botanic Road and Dequetteville Terrace opened.	Karrawirra/Park 12
May 1860	Adelaide Football Club formed and hosts a match between North and South Adelaide teams where present Adelaide Oval exists.	Tarndanya Womma/ Park 26
1860	Observatory erected on West Terrace 1.62ha.	Tambawodli/Park 24
21 December 1861	First city baths opened on site of Festival Theatre.	Tarndanya Womma/ Park 26
1861	Rifle Butts rebuilt and range increased in length.	Walyo Yerta/Park 21
1861	Schedule D of "Municipal Corporation Act" No 16 gazetted; enabling alienation of land between North Terrace and centre of River Torrens/ Karrawirra Parri from Hackney Bridge to Morphett Street Bridge.	Warnpangga/Park 10, Tainmundilla/Park 11, Karrawirra/Park 12, Tarndanya Womma/ Park 26

Date	Event	Location
1862	Barley crop harvested between slaughterhouse and Port Road.	Tulya Wodli/Park 27
1863	Victoria Park formalised. "Racecourse Act" gazetted; Section 14 enables powers to lease up to 52.6ha as public racecourse.	Bakkabakkandi/Park 16
21 April 1864	First Adelaide Cup held at Victoria Park Racecourse.	Bakkabakkandi/Park 16
1864	Adelaide Amateur Athletic Club established. First met on ground adjoining cricket ground at foot of Montefiore Hill.	Tarndanya Womma/ Park 26
1864	5 miles of Parklands fencing completed.	
1865	Richard Schomburgk (1811–1891) appointed director of Botanic Garden.	
August 1866	New cricket ground at North Adelaide completed.	Tarndanya Womma/ Park 26
September 1866	Thousands of iris plants, willows and bamboo planted to stabilise the banks of River Torrens/Karrawirra Parri.	
May 1867	First permanent buildings at Victoria Park constructed.	Bakkabakkandi/Park 16
June 1867	Wooden weir erected to create first Lake Torrens.	Tulya Wodli/Park 27 and Piltawodli/Park 1
5 October 1867	Flood destroys new Lake Torrens weir.	
September 1867	700 gums planted near slaughterhouse.	Tulya Wodli/Park 27
September- October 1867	Duke of Edinburgh visited.	
December 1867	Beaumont Road; 930 yards; dedicated for public use (portion closed, new portion opened 1963).	Bakkabakkandi/Park 16 and Tuttangga/Park 17
9 February 1870	"River Torrens Improvement Act" gazetted.	
21 June 1870	Victoria Bridge (Morphett Bridge) opened.	
23 March 1871	Bartels Road, 607 yards, opened for public use.	
16 August 1871	Bundeys Road, 423 yards, opened for public use.	
13 December 1871	Barton Road, 157 yards opened as public road.	
1871	First mention of Town Clerk's Walk (extant) that traverses from City Bridge to MacKinnon Parade.	Karrawirra/Park 12 and Tainmundilla/Park 11
1872	Western slopes of northwest Park Lands proposed to be planted with olives.	
1873	57 miles of fencing erected.	
1873	Botanic Park established by Schomburgk.	
1873	"Sewage Storage Yard Act" 1713 gazetted.	Narnungga/Park 25
12 April 1876	Peacock Road, 647 yards, dedicated for public use.	
October 1876	Opening of Adelaide Oval.	Tarndanya Womma/ Park 26
25 March 1877	King William Road City Bridge rebuilt and opened.	
1877	Night soil depot in Parklands authorised.	
7 May 1879	Albert Bridge near Zoo opened.	
1879	6.0ha in Narnungga/Park 25 established as a store yard for Engineering and Water Supply Department.	Narnungga/Park 25
1879-80	Mayor's Annual Report states, in connection with grand scheme for Park Lands "reservation of enclosed recreation grounds for cricket, football, archery, lawn tennis, croquet, polo, etc. ... these special recreation grounds must exist".	
1880	Hindmarsh Bridge over River Torrens/Karrawirra Parri rebuilt.	
1880	"Report on the system of planting the Adelaide Parklands" by John Ednie Brown published including the recommendation that the Corporation establishes its own nursery.	

Date	Event	Location
1880	"Municipal Corporation Act 190, 1880", Parklands placed under care and control of Corporation.	
21 July 1881	Torrens Lake opened.	
25 July 1881	Water police station established between the Adelaide Bridge and Jolley's Boathouse.	Karrawirra/Park 12
28 November 1882	Elder Rotunda opened.	Tarndanya Womma/ Park 26
1882	Numerical division of the Parklands for first time with provision for fencing and gates for pedestrians, prams, bikes and bathchairs.	
23 May 1883	Adelaide Zoo opened.	
20 June 1884	Opening of Carriage Drive through Botanic Park.	
27 October 1884	Bridge over Morphett Street railway line opened.	
2 June 1887	Victoria Drive between Frome and King William Road opened.	Karrawirra/Park 12
20 June 1887	First Arbor Day. Trees planted on corners of East and South Terraces.	Bakkabakkandi/Park 16 and Tuttangga/Park 17
21 June 1887	Jubilee Exhibition opened.	Karrawirra/Park 12
1887-88	Elder Park, including former Government Survey Yard and 1/2 acre of Governor's Garden ceded to the Corporation over for inclusion in the new Elder Park.	Tarndanya Womma/ Park 26
24 July 1888	Kingston Gardens gazetted.	Wirranendi/Park 23
15 April 1889	River Torrens/Karrawirra Parri major flood - 3m over weir, 3 lives lost.	
1890	"Municipal Corporation Act 497 of 1890" ceded the Rotunda Reserve to the Corporation.	
24 August 1892	Frome Footbridge washed away.	Karrawirra/Park 12
1894	Establishment of Torrens Parade Ground north of Government House.	Karrawirra/Park 12
1894	New "Botanic Garden Act" whereby Botanic Park formally dedicated to Board of Adelaide Botanic Garden.	
28 January 1895	Approval by Corporation for fencing Adelaide Oval.	Tarndanya Womma/ Park 26
1897	First bowling club on Park Lands established adjacent northern end of Kintore Avenue.	Karrawirra/Park 12
14 June 1898	River Torrens/Karrawirra Parri flood.	
1899	Corporation Nursery off Frome Road established.	Karrawirra/Park 12
1899-1932	August Wilhelm Pelzer appointed City Gardener to the Corporation.	
11 July 1901	Duke of York (George V) plants Ficus sp trees on mound at north-western end of Adelaide Oval.	Tarndanya Womma/ Park 26
1902	Formation of carriage way on southern bank between Rotunda Reserve and Morphett Street.	Tarndanya Womma/ Park 26
19 May 1903	Parklands Preservation League formed.	
1903	Lewis Cohen Avenue dedicated for public use.	Walyo Yerta/Park 21 and Minno Wirra/Park 21W
8 July 1905	North Adelaide Golf Course opened.	
1906	Pennington Gardens West laid out and planted.	Tarndanya Womma/ Park 26
1906	Victoria Drive established.	Karrawirra/Park 12
1906-10	Pennington East and Creswell Gardens established.	Karrawirra/Park 12 and Tarndanya Womma/ Park 26



Date	Event	Location
July 1907	Official naming of Elder Park.	Tarndanya Womma/ Park 26
1907	River Torrens/Karrawirra Parri major flood.	
1907	Rundle Park named.	Kadlitpinna/Park 13
1907	South Terrace east gardens named Osmond Park.	Pityarrilla/Park 19
13 February 1908	Land reservation gazetted dedicated to railways along the River Torrens/ Karrawirra Parri west of Morphett Street bridge.	Tulya Wodli/Park 27
22 February 1908	South Park Bowling Club opened.	Tuttangga/Park 17
January 1908	Bicycle use on all footpaths in the Parklands sanctioned for first time.	
1908	River Torrens/Karrawirra Parri major flood.	
1909	New Tram Depot (currently Plant Biodiversity Centre) and Goodman Building (currently administration building) on Hackney Road opened.	
17 March 1910	Sir Edwin T Smith Kiosk opened at Elder Park.	Tarndanya Womma/ Park 26
11 July 1910	University sports pavilion opened.	Karrawirra/Park 12
August 1910	First Wattle Day.	
1911	Banks of River Torrens/Karrawirra Parri west of Morphett Street beautified.	Tulya Wodli/Park 27 and Piltawodli/Park 1
1911	Military moved from Montefiore Hill (Piltawodli/Park 1) to Kurrangga/Parks 20, Piltawodli/Park 1A and Tamawodli/Park 24	Piltawodli/Park 1) to Kurrangga/Parks 20, Piltawodli/Park 1A and Tamawodli/Park 24
1911	University Rowing Boatshed opened.	Karrawirra/Park12
1912	Deer Park established by Zoo off Frome Road, 2.8ha.	Warnpangga/Park 10
1913	Beautification works in vicinity of Jolley's Boathouse.	
1913	South Australian Lawn Tennis Association granted permit for tennis use on Wikaparndo/Park 22.	Wikaparndo/Park 22
22 April 1914	Jolley's Boathouse destroyed by fire.	
1914	Wattle League plants trees in the Osmond (Wita Wirra/Park 18), Kingston (Wirranendi/Park 23), East Terrace (Ityamaitpinna/Park 15) and Creswell Gardens (Tarndanya Womma/Park 26).	Wita Wirra/Park 18, Wirranendi/Park 23, Ityamaitpinna/Park 15, Tarndanya Womma/ Park 26
7 September 1915	Wattle Grove planted and 12 foot granite obelisk erected in to commemorate the landing of Australian troops at Gallipoli.	Walyo Yerta/Park 21
1915	River banks around Zoo (Warnpangga/Park 10) and vicinity of Morphett Street (Tarndanya Womma/Park 26) beautified through Mayors Patriotic Fund.	Warnpangga/Park 10 and Tarndanya Womma/ Park 26
1915	South Australian Lawn Tennis Association leases land adjacent Adelaide Oval.	Tarndanya Womma/ Park 26
1915	Tramway through Pityarrinya/Park 19 at Hutt Street & Glen Osmond Road constructed.	Pityarrinya/Park 19
17-19 July 1917	River Torrens/Karrawirra Parri flood – 2.86m over weir.	
1917	“Act 1275 of 1917”, City Council exchanged 0.8ha in western Park Lands north of Port Road and adjoining gaol reserve (site of police barracks) (Tulya Wodli/Park 27) for Parade Ground and the surrounding gardens at rear of Government House (Karrawirra/Park 12).	Karrawirra/Park 12
1917-18	Formation of Barr Smith Drive at western end of Elder Park.	Tarndanya Womma/ Park 26
19 December 1918	Glover Playground, South Terrace, opened.	Kurrangga/Park 20
March 1919	Jubilee Oval used as a quarantine isolation camp for influenza.	Karrawirra/Park 12

Date	Event	Location
28 October 1919	First section of War Memorial Drive opened.	Karrawirra/Park 12
8 August 1920	River Torrens/Karrawirra Parri flood.	
14 December 1920	Lefevre Terrace Playground opened.	Nanto Womma/Park 6
1920	Women's War Memorial (Cross of Sacrifice) established.	Karrawirra/Park 12
18 October 1921	South Australian Lawn Tennis Association opens grounds.	Tarndanya Womma/ Park 26
1922	New Hackney Bridge opened.	
25 April 1923	Shrine of Remembrance opened in Pennington Gardens East.	Karrawirra/Park 12
11 August 1923	Municipal Golf Course officially opened.	Piltawodli/Park 1
22 September 1923	River Torrens/Karrawirra Parri flood – 3m over weir.	
1923	John Creswell stand built at Adelaide Oval.	Tarndanya Womma/ Park 26
1923	Removal of military exercising of horses and guns from golf links (Piltawodli/ Park 1) to Victoria Racecourse (Bakkabakkandi/Park 16)	Piltawodli/Park 1 to Bakkabakkandi/Park 16
1923	Unnamed (Henley Beach) Road approved through Park 24 as an extension of Currie Street	
4 December 1924	Floating dance hall, 'Palais', on Lake Torrens opened.	Tarndanya Womma/ Park 26
10 October 1924	West Terrace Playground opened.	Wirranendi/Park 23
1924	Deer Park closed.	Warnpangga/Park 10
1924	Montefiore Road widened to 12.19m removing hump on crest.	Piltawodli/Park 1 and Tarndanya Womma/ Park 26
11 September 1925	East Terrace Playground opened.	Ityamaitpinna/Park 15
11 September 1925	Fourth and final section of War Memorial Drive (including planting), Frome to Hackney Road, opened.	Warnpangga/Park 10
1925	Glover Avenue road extension completed under Act 1713.	
1926	Snake Park, 1/5 acre, approved but not opened until 1927.	Karrawirra/Park 12
5 August 1927	River Torrens/Karrawirra Parri flood.	
3 October 1927	Cohen Avenue renamed Sir Lewis Cohen Drive.	
November 1928	Floating 'Palais' inexplicably sinks at its moorings.	Tarndanya Womma/ Park 26
1928	River Police station on Victoria Drive constructed.	Karrawirra/Park 12
4 January 1929	Floating 'Palais' closed.	Tarndanya Womma/ Park 26
23 May 1929	New Weir sluice gates opened.	Tulya Wodli/Park 27 and Piltawodli/Park 1
1929	William C.D. Veale appointed as Building Surveyor and City Engineer.	
1929	Princess Elizabeth Playground opened.	Minno Wirra/Park 21W
1929	River Torrens/Karrawirra Parri realigned adjacent to the Zoo.	Warnpangga/Park 10
5 March 1931	Adelaide Bridge opened.	Karrawirra/Park 12 and Tarndanya Womma/ Park 26
September 1931	River Torrens/Karrawirra Parri flood.	
1933	River banks adjacent to Angas Gardens, 143.25m, collapse.	Karrawirra/Park 12
7 November 1934	River Torrens/Karrawirra Parri major flood.	
1935-50s	Beautification of lake between King William Road and Frome Road commenced by City Gardener Orchard.	Karrawirra/Park 12
1936	South Australia's Centenary	

Date	Event	Location
March 1937	Lights Vision at Montefiore Hill completed.	Tarndanya Womma/ Park 26
9 August 1937	University footbridge opened, including terracing and footpaths.	Karrawirra/Park 12
1937	Land excised from western side of the Botanic Garden (ceded to Adelaide Hospital and the Education Department) in exchange for adjoining land to the west (part of the former Lunatic Asylum) at the corner of Hackney Road and North Terrace. New land developed as a works depot and lawns. The pre-existing East Lodge and Gates (1865) provide a new entrance to the Botanic Garden.	
1937	Snake Park converted to a Koala Farm.	
1938	Colonel Light statue moved to Montefiore Hill from Victoria Square to become 'Light's Vision'.	Tarndanya Womma/ Park 26
October 1940	ANZAC obelisk in Wattle Grove relocated to Lundie Gardens.	Minno Wirra/Park 21W
November 1940	Archery Club granted lease.	Tainmundilla/Park 11
19 April 1941	Pioneer Women's Memorial Gardens opened.	Karrawirra/Park 12
January 1942	First air raid shelters constructed in Parklands.	
March 1942	Adelaide Oval occupied by military and civil defence.	
1944	Archery Club established.	Warnpangga/Park 10
1947	New 5 acre Corporation nursery established on site of former Deer Park.	Warnpangga/Park 10
1951	Adelaide Boys High School opened.	Tambawoldi/Park 24
1952	New Hindmarsh Bridge built over River Torrens/Karrawirra Parri.	Piltawodli/Park 1, Tarndanya Womma/ Park 26 and Tulya Wodli/ Park 27
1952	Second 18 hole golf course developed, known as 'North Course'.	Piltawodli/Park 1
22 August 1953	Bonython Park first used by a circus.	Tulya Wodli/Park 27
August 1954	Extension of Kintore Avenue displaces Adelaide Bowling Club (Karrawirra/ Park 12) which is moved to Mullawirraburka/Park 14 on a 20 year lease.	
June 1955	Walkerville & District Pony Club opened.	Nanto Womma/Park 6
1956-57	Final removal of Corporation nursery from Karrawirra/Park 12 to present site in Warnpangga/Park 10.	Warnpangga/Park 10
1957	Veale undertook overseas study tour.	
1958	Following Veale's oversea tour, he presented 8 schemes for the renovation of the Parklands.	
1958-59	In Albert Bridge area, eroded west bank reconstructed with terracing necessitating the realignment of part of War Memorial Drive by 24.38m.	Karrawirra/Park 12
26 February 1960	Rymill Park boating lake opened.	Mullawirraburka/Park 14
23 May 1960	Koala Park closed.	
September 1960	River Torrens/Karrawirra Parri severe flood.	
1 August 1962	River Torrens/Karrawirra Parri major flood – 2.4m over weir.	
1962-63	Old Slaughterhouse Road closed and old slaughterhouse complex demolished.	Tulya Wodli/Park 27
1963-64	Beaumont Road closed.	Bakkabakkandi/Park 16 and Tuttangga/Park 17
31 May 1964	Park Terrace renamed Greenhill Road.	
1965	New Hackney Road Bridge over River Torrens/Karrawirra Parri opened.	
January 1966	Road to Oval named Victor Richardson Drive.	Tarndanya Womma/ Park 26

Date	Event	Location
1966-67	Montefiore Road realigned.	Tarndanya Womma/ Park 26
20 October 1967	Victor Richardson commemorative Gates opened at Adelaide Oval.	Tarndanya Womma/ Park 26
March 1968	Morphett Bridge opened.	
1968	North Adelaide Swimming Centre opened.	Padipadinyilla/Park 2
2 June 1973	Festival theatre opened.	
1979	Metrological Bureau buildings on West Terrace demolished.	Tambadwodli/Park 24
1980	Waterworks complex demolished and site returned to Parklands.	Kadlitpinna/Park 13
1987	Adelaide Parklands Preservation Association reformed.	
1996	Building of new Hindmarsh Bridge over River Torrens/Karrawirra Parri.	
1996-97	Bush Tucker trail created in Wirranendi/Park 23.	
1997	Adelaide City Council signed a Reconciliation Statement recognised the Kaurna people's cultural heritage.	
1997	'Sea of Hands' reconciliation event held at Elder Park by Australians for Native Title and Reconciliation.	Tarndanya Womma/ Park 26
1998-99	Part of Beaumont Road returned to Park Lands.	Tuttangga/Park 17
7 August 2001	Register of the National Estate, as administered by the Australian Heritage Commission, includes the City of Adelaide Plan historic layout.	
c.1990s-2000s	Adelaide City Council "Kaurna place naming" initiative.	
2001	Official recognition of the Kaurna people's place name Karrawirra Parri for the River Torrens.	
2005	"Adelaide Parklands Act 2005" approved by state parliament.	
November 2006	Adelaide Parklands Authority gazetted and established.	
2006	"Adelaide Parklands Act 2005" part gazetted.	
4 November 2008	"The Adelaide Park Lands and City Layout" included on the National Heritage List.	
March 2012	"Kaurna place naming" or dual naming of all Park Lands and Squares.	

# Appendix E: Historical Plans of Adelaide

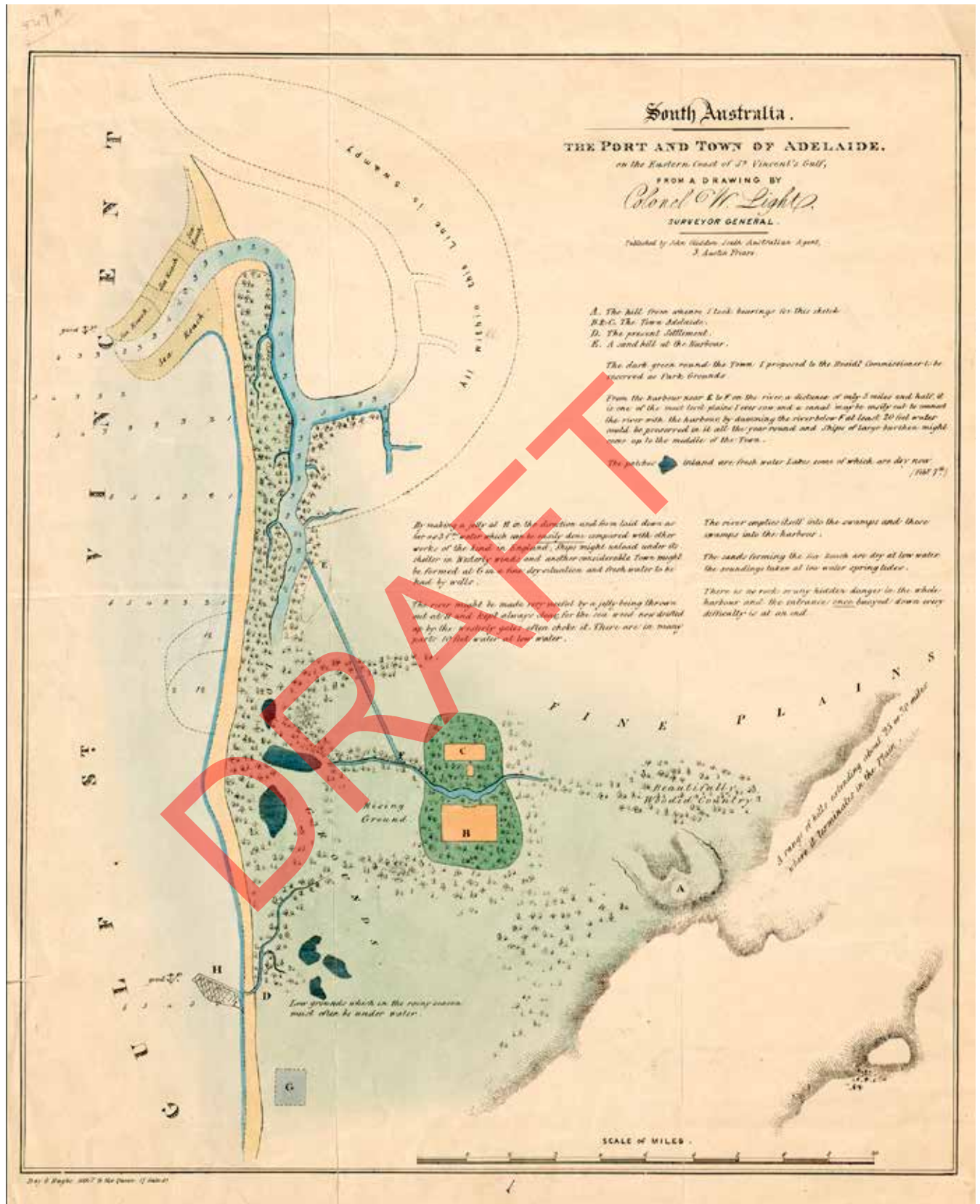
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## Appendix E: Historical Plans of Adelaide

## Key Historical Plans of Adelaide

The following key historical plans of Adelaide illustrate the development sequence of The Adelaide Park Lands and City Layout.

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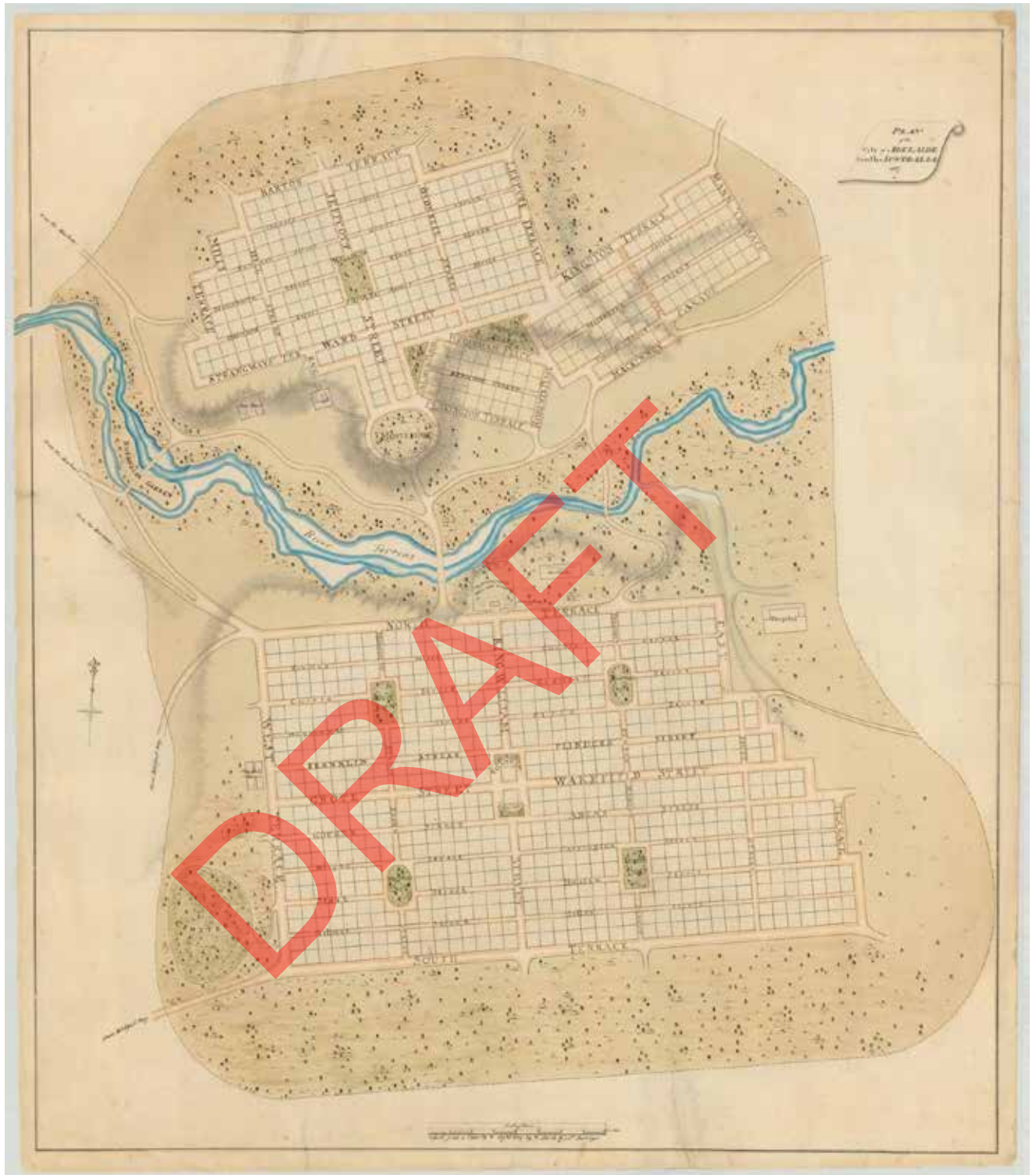


"South Australia: the port and town of Adelaide, on the eastern coast of St. Vincent's Gulf/from a drawing by Colonel W. Light, Surveyor General". Langmead and Johnson date this map as published after August 1837 based on a sketch that Light made on 7 February 1837. Source: National Library of Australia (NLA), MAP RM 1120



“William Light’s Plan of Adelaide, 1837. Drawn by 16 year old Robert Thomas to Colonel Light’s draft”. (History Trust of South Australia). One of the original plans. “The streets were named by a Street Naming Committee that met on 23 May 1837, indicating that this plan must have been completed after that date.”  
 Source: Light’s Plan of Adelaide 1837 | Adelaidia (history.sa.gov.au), accessed 30 August 2022.



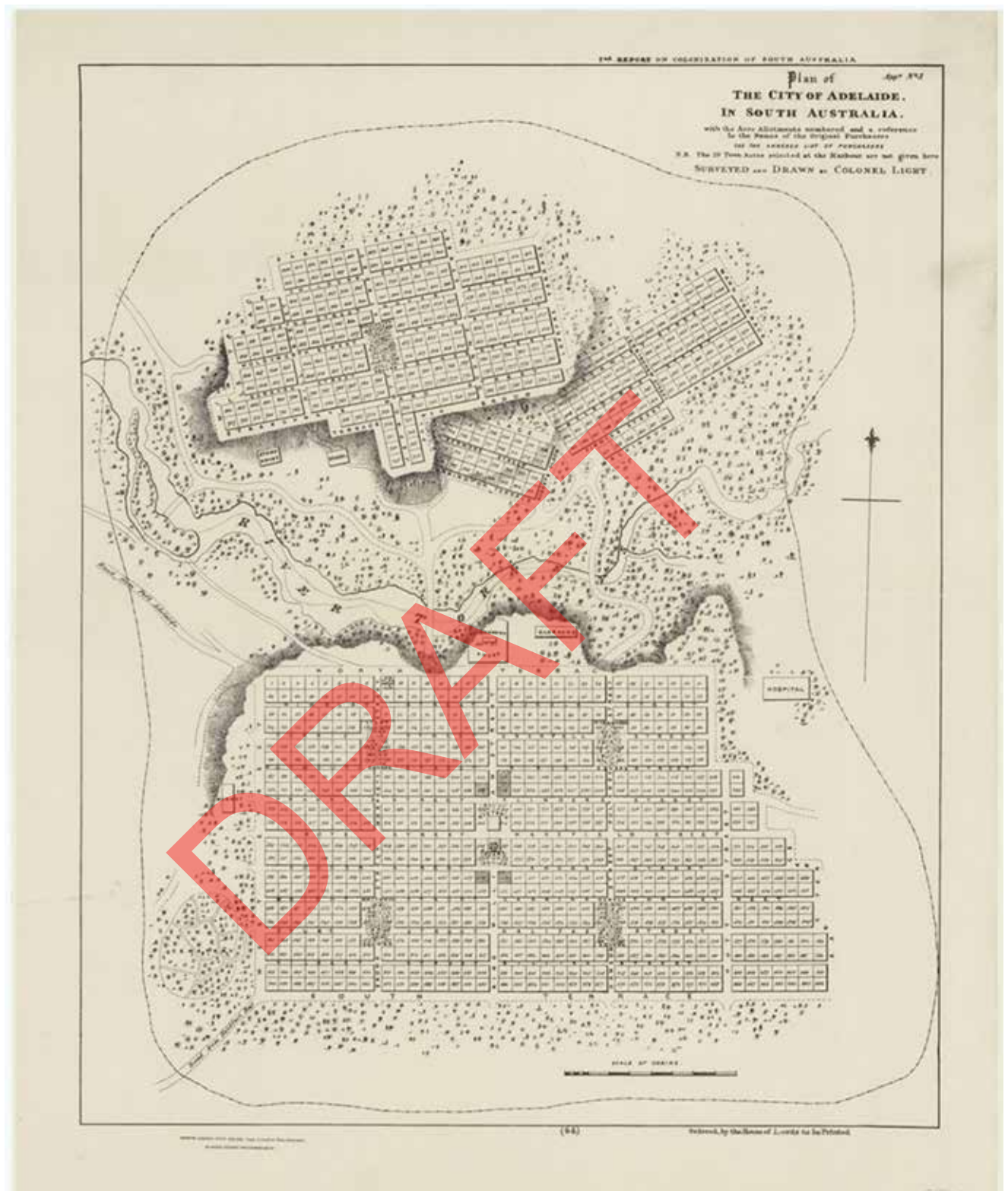


“William Light’s Plan of Adelaide, 1837. Drawn by 16 year old Robert Thomas to Colonel Light’s draft”. (History Trust of South Australia). One of the original plans. “The streets were named by a Street Naming Committee that met on 23 May 1837, indicating that this plan must have been completed after that date.”

Source: Light’s Plan of Adelaide 1837 | Adelaidia ([history.sa.gov.au](http://history.sa.gov.au)), accessed 30 August 2022.



“Colonel Light’s plan showing the city of Adelaide encircled by Park Lands, 1837”, showing the indicative edge of the Park Lands.  
 Source: Adelaide City Archives (ACA) CC001383 cited in Sumerling, P., *The Adelaide Park Lands: A Social History*, (Adelaide: Wakefield Press, 2011), p.162.



Light's 1837 Plan of Adelaide.

"Shows Acre numbers, includes North and South Adelaide. Details include Government House, Barracks, Hospital, Cemetery and Market, trees, river and parklands. Printed for the Second Report on Colonization of South Australia by the Surveyor-General's Office. Frazer S. Crawford, Photolithographer," c.1837.

Source: State Library of SA (SLSA), C 856.

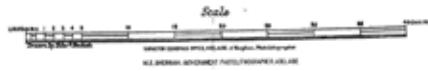


"Map: Plan of the Town of Adelaide, 1837".

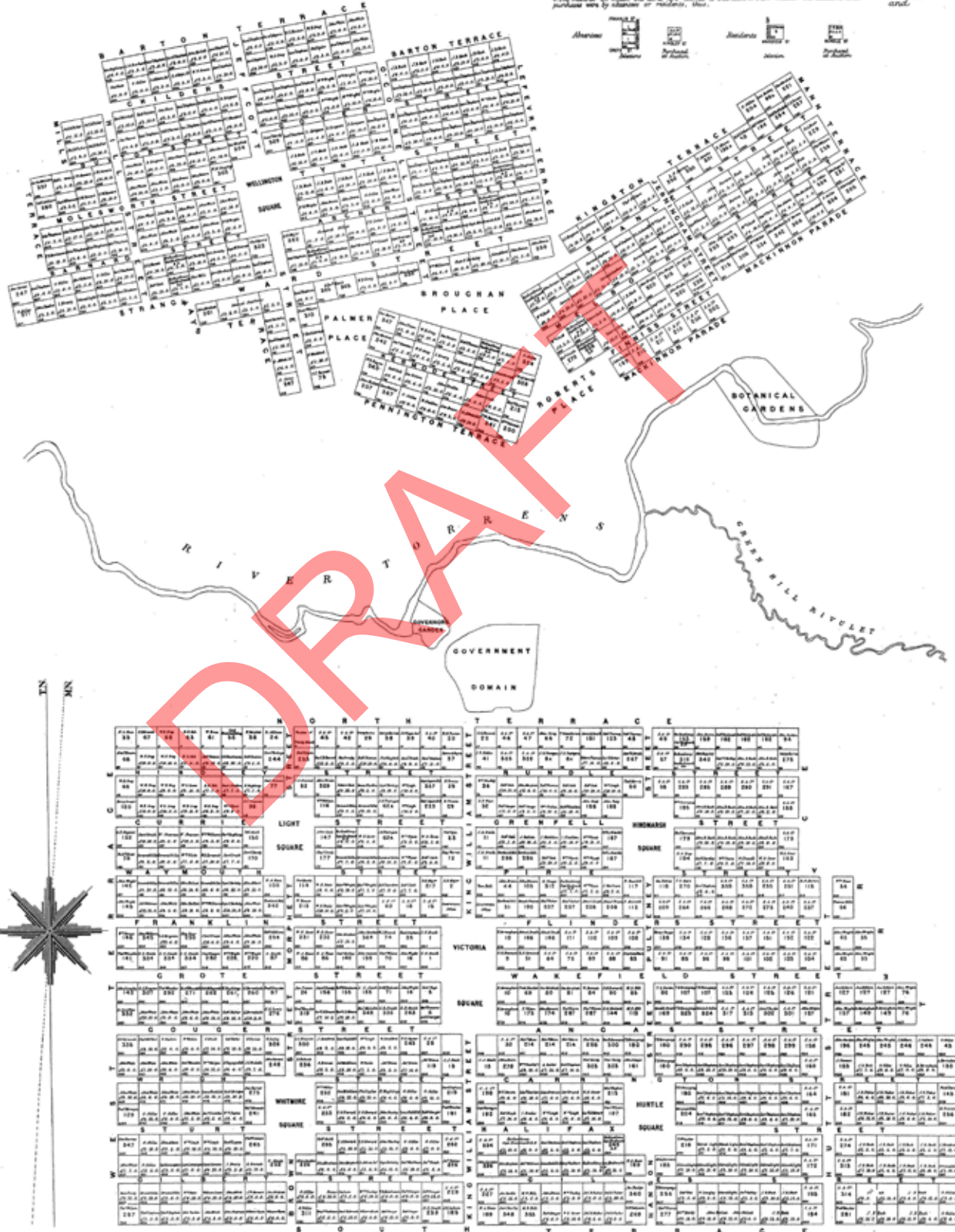
Source: Experience Adelaide website, Map: Plan of the Town of Adelaide, 1837 | Historical maps of Adelaide (experienceadelaide.com.au), accessed 12 September 2022.

PLAN OF THE CITY OF ADELAIDE Shewing

N.B. These are preliminary Land entry tickets, according to the Act in that behalf made, and are not to be taken as final titles, until the same have been confirmed by the Court of Sessions, in pursuance of the Act in that behalf made.



- 1. The Number of each acre and the name of the Street.
2. The order in which the holder of each of the above preliminary Land entries was entitled to acquire the right of the same in pursuance of the Act in that behalf made, and the date of such acquisition.
3. The names of the purchaser and price, at which each of the specified acres, were sold at the Auction held for that purpose on Monday and Tuesday 27th & 28th March 1837.
4. The manner in which the same are colored, is intended to show whether the relations and purchases were by advances or residents, &c.



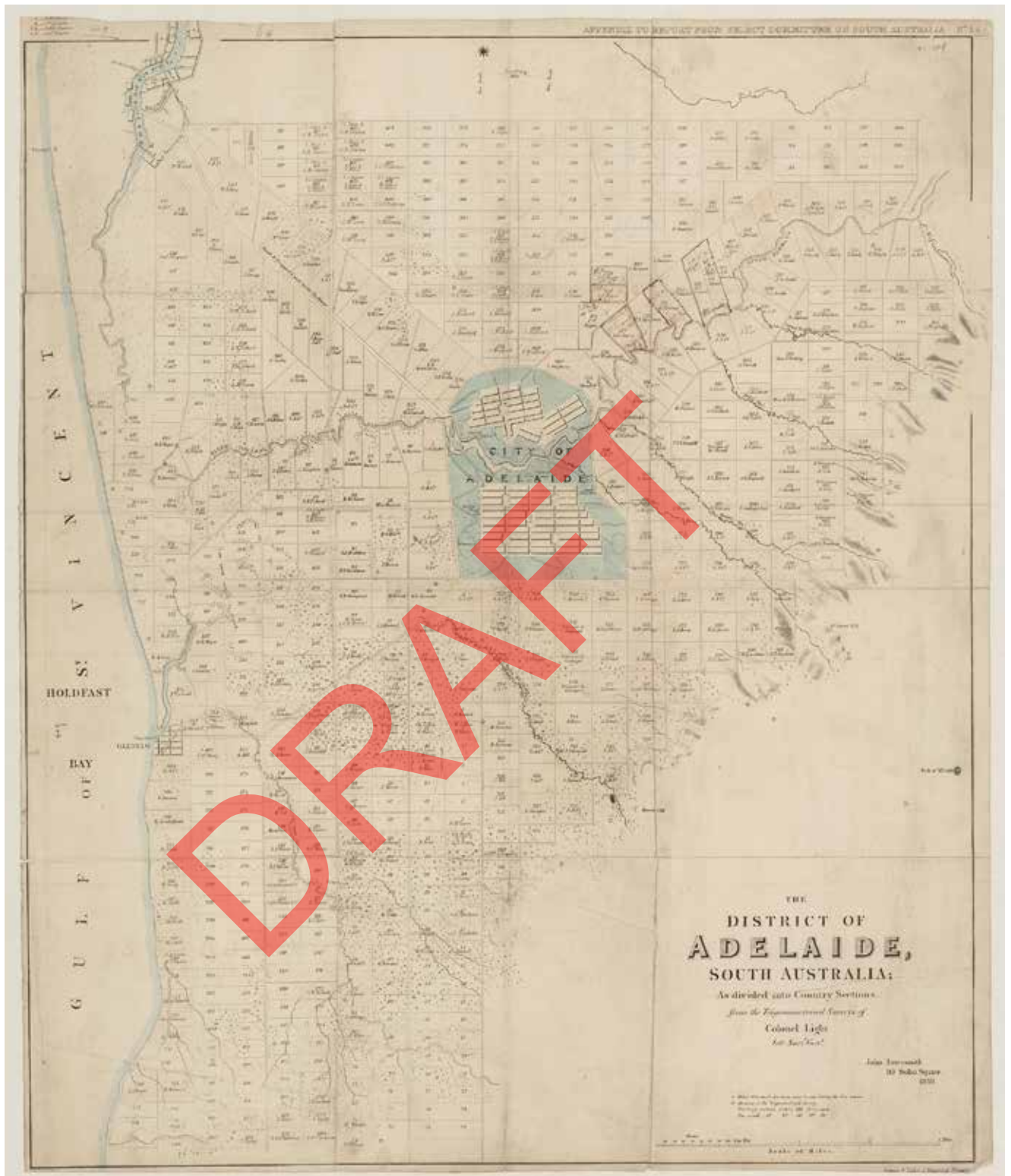
"Adelaide property owners, 1837".

Source: Experience Adelaide website, Map: Adelaide property owners, 1837 | Historical maps of Adelaide (experienceadelaide.com.au), accessed 12 September 2022.

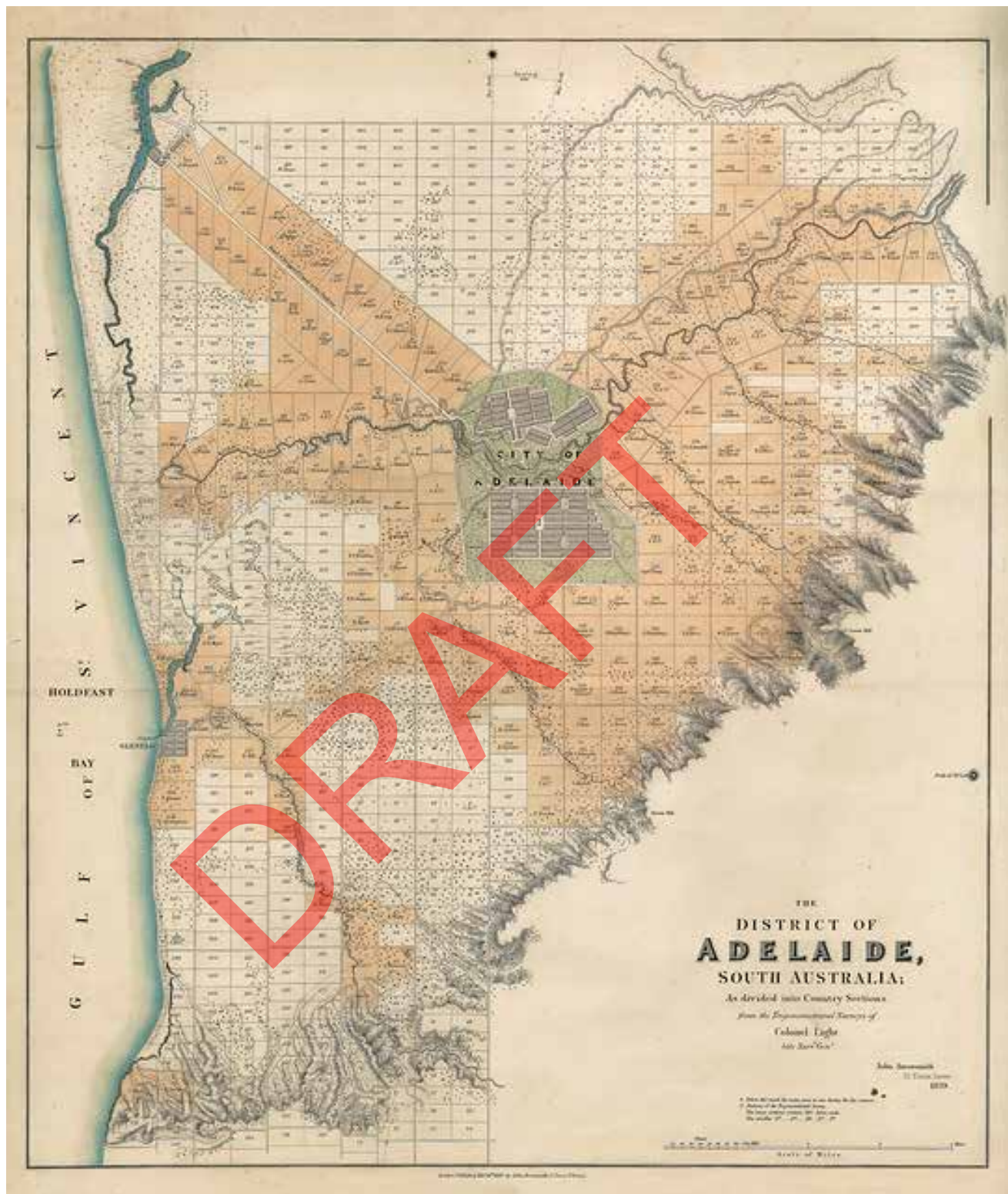


“Plan of the District of Adelaide South Australia showing the property of the South Australian Company”, 1838.  
Source: SLSA BRG 42/120/17.

c.1839



"The district of Adelaide, South Australia [cartographic material]: as divided into country sections, from the trigonometrical surveys of Colonel Light late Survr. Genl./John Arrowsmith", 1839.  
Source: SLSA C 794.

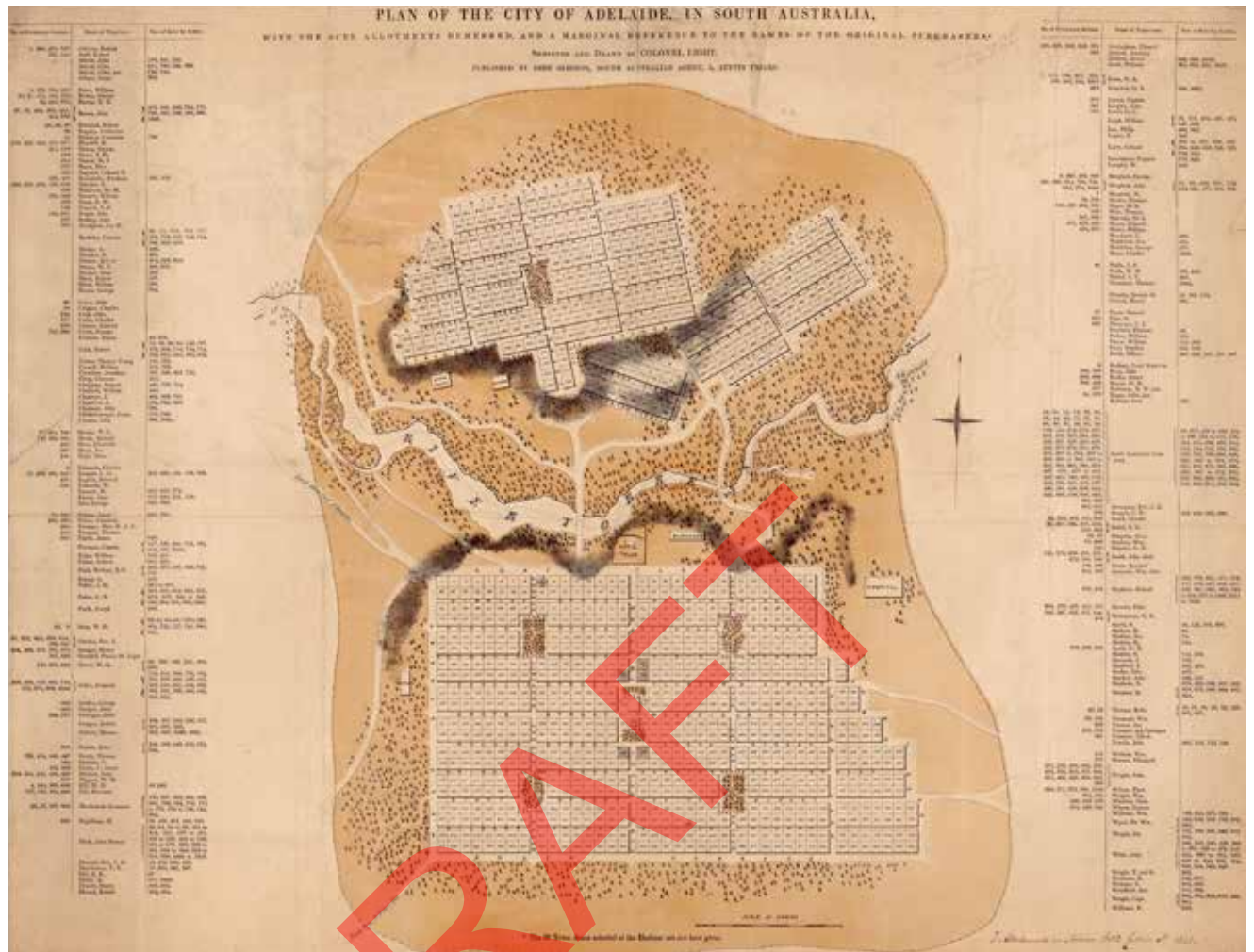


"Map: District of Adelaide, 1839".

Source: Experience Adelaide website, Map: District of Adelaide, 1839 | Historical maps of Adelaide (experienceadelaide.com.au), accessed 12 September 2022.



1840



"Plan of the city of Adelaide, in South Australia; with the acre allotments numbered, and a marginal reference to the names of the original purchasers / surveyed and drawn by Colonel Light", 1840.  
Source: NLA MAP RM1128.

1840



“The maritime portion of South Australia: from Captn. Flinders & from more recent surveys made by the Survr. Gen. of the Colonies/by John Arrowsmith”, 1840.  
Source: NLA Map NK 2456/155.

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Penglase**

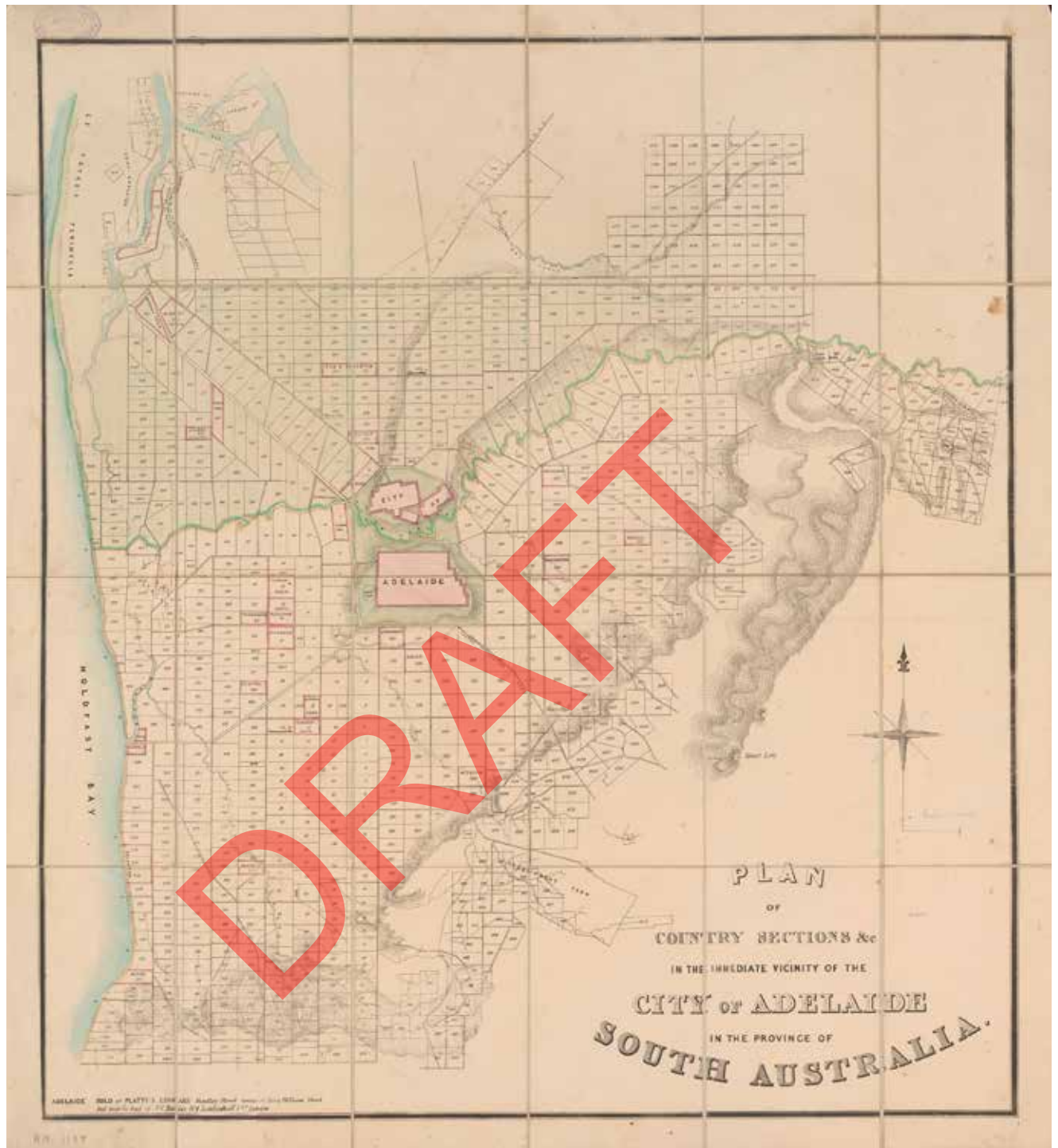
c.1842



"To her most Gracious Majesty Adelaide, the Queen Dowager, this map of Adelaide, South Australia, shewing the nature and extent of every building of the city, as surveyed and laid down by G.S. Kingston, Esqre. is by special permission dedicated by Her Majesty's very obedient servants, George S. Kingston & Edward Stephens, the proprietors, through their agents, Edward J. Wheeler & Co., London", c.1842.  
Source: SLSA C 1165.

**Swanbury  
Penglase**

c.1845



"Plan of country sections &c in the immediate vicinity of the city of Adelaide in the province of South Australia", c.1845.  
Source: NLA MAP RM1137.

1849



"Freeling Map of Adelaide, 1849".

Source: State Records, GRG 35/585/41 cited in DASH Architects and Peter Bell, "Heritage Assessment – Adelaide Park Lands and City Squares", 17 May 2018, p.64.



“Plan of the City of Adelaide by City Engineers and Surveyors Department, 1865”.  
Source: Adelaide City Archives, J/42 cited in DASH Architects and Peter Bell, “Heritage Assessment – Adelaide Park Lands and City Squares”, 17 May 2018, p.65

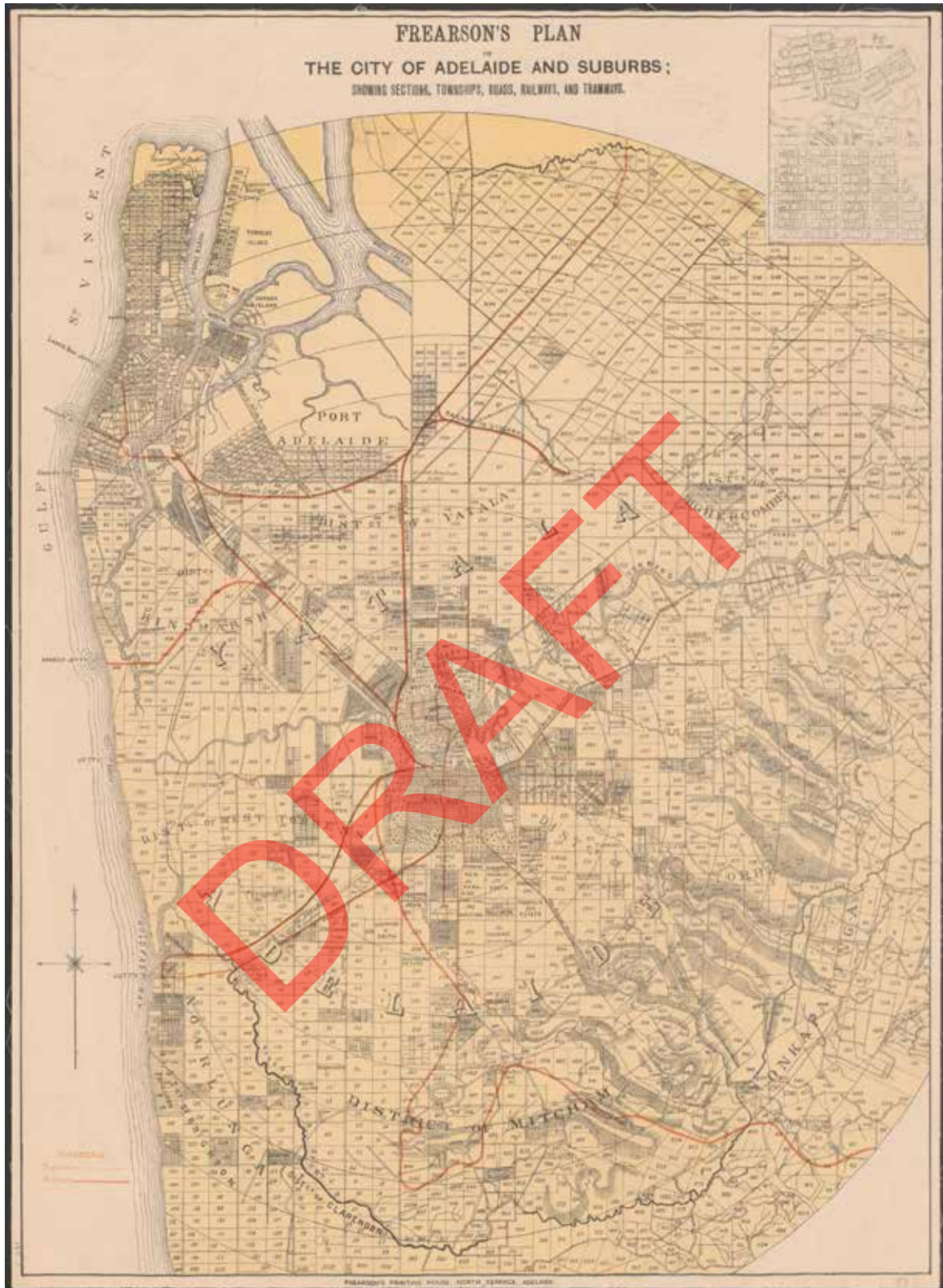
1873



"Map: Hundred of Adelaide, 1873".

Source: Experience Adelaide website, Map: Hundred of Adelaide, 1873 | Historical maps of Adelaide ([experienceadelaide.com.au](http://experienceadelaide.com.au)), accessed 12 September 2022.

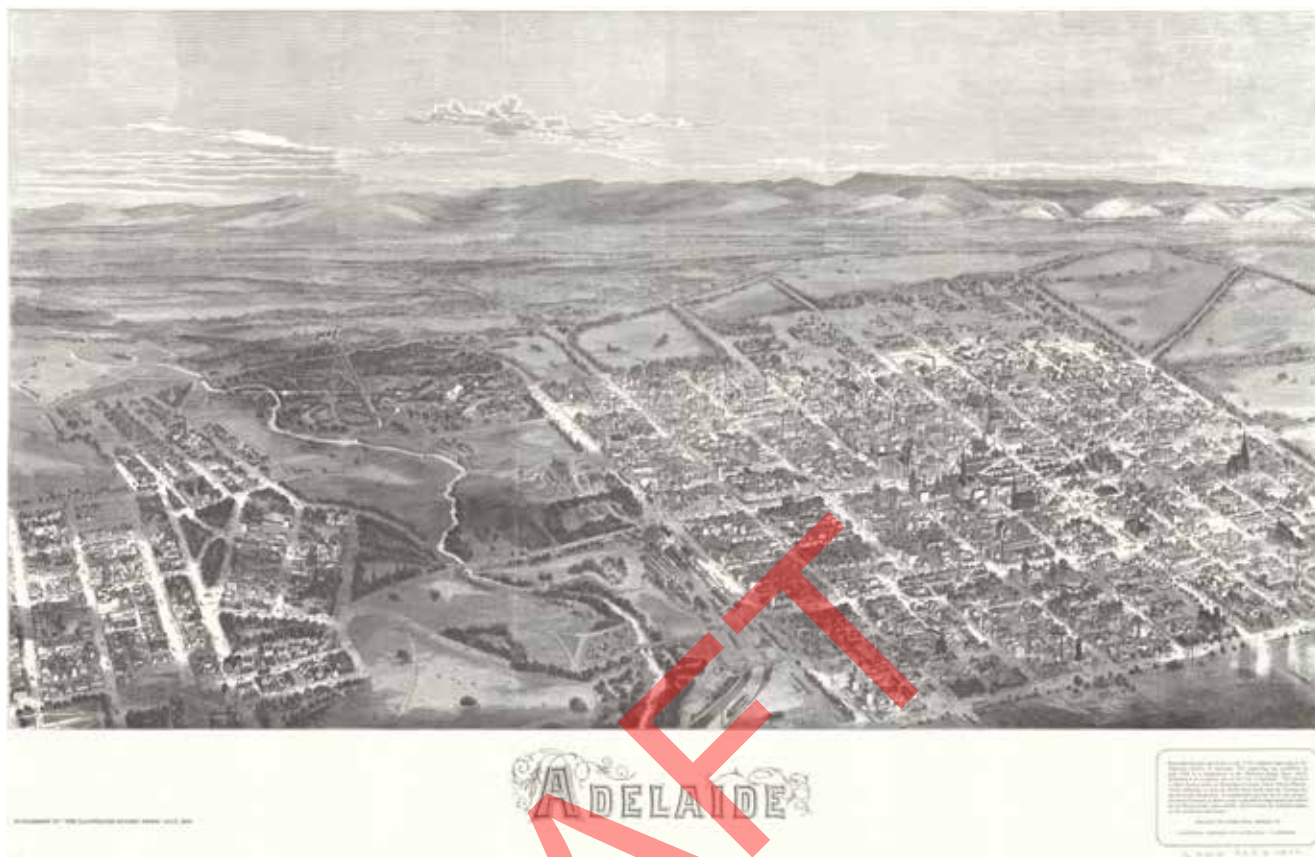
c.1876



"Frearson's plan of the city of Adelaide and suburbs: showing sections, townships, roads, railways and tramways", c.1876.  
Source: NLA MAP RM162.



1876



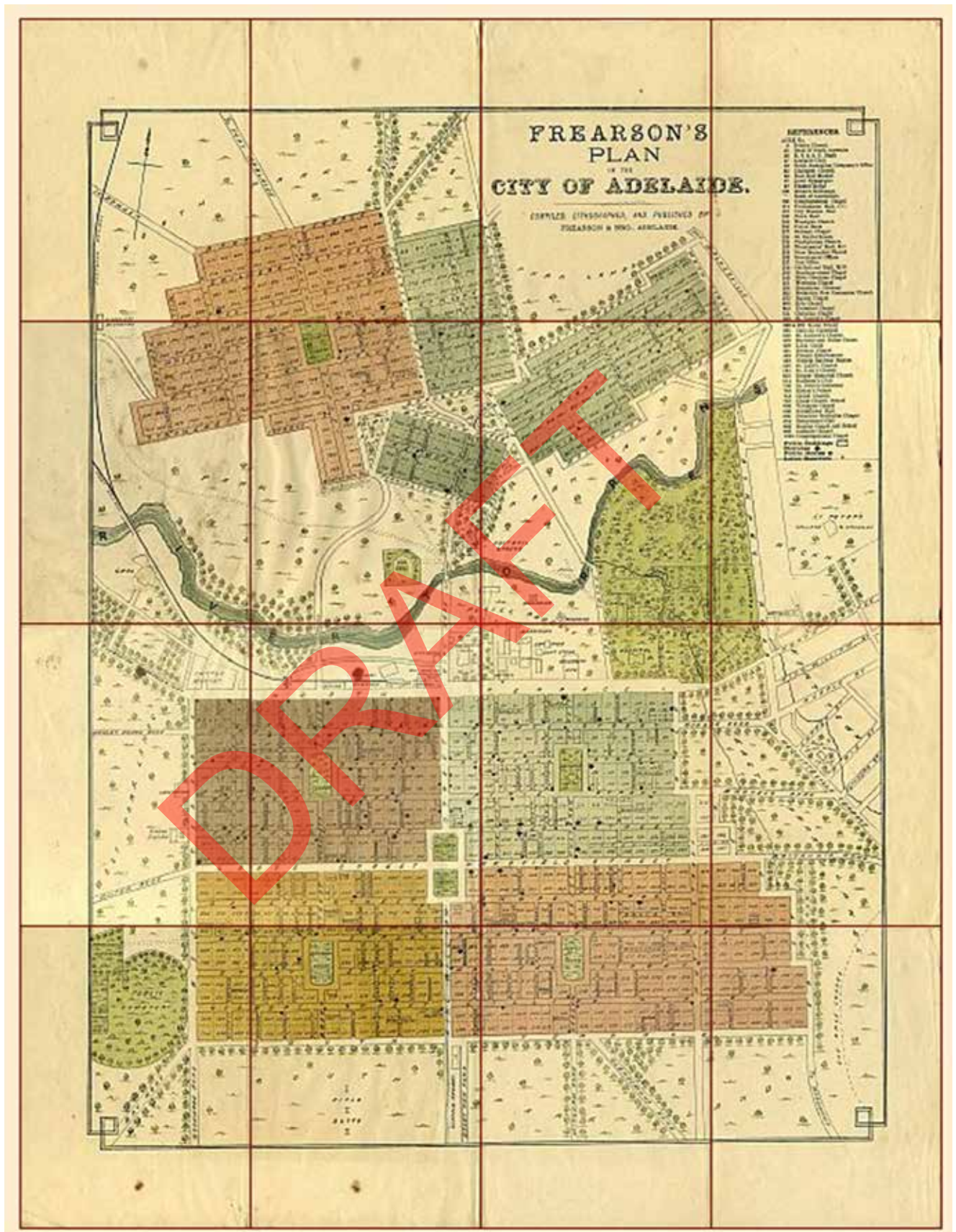
"Adelaide: supplement to "The Illustrated Sydney News" July 1876".  
Source: NLA MAP G9014.A3A3 1876.

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Source: Worsnop, Thomas, History of the city of Adelaide: from the foundation of the province of South Australia in 1836, to the end of the municipal year 1877, (Adelaide: J. Williams, 1878).

1880



"Frearson's Pocket Plan Of The City Of Adelaide c1880".  
Source: Mapco website, <http://mapco.net/adelaide/adelaide>, accessed 13 September 2022.



"Military map [cartographic material] / compiled in the surveyor General's Office", c.1889.  
Source: SLSA C 343.

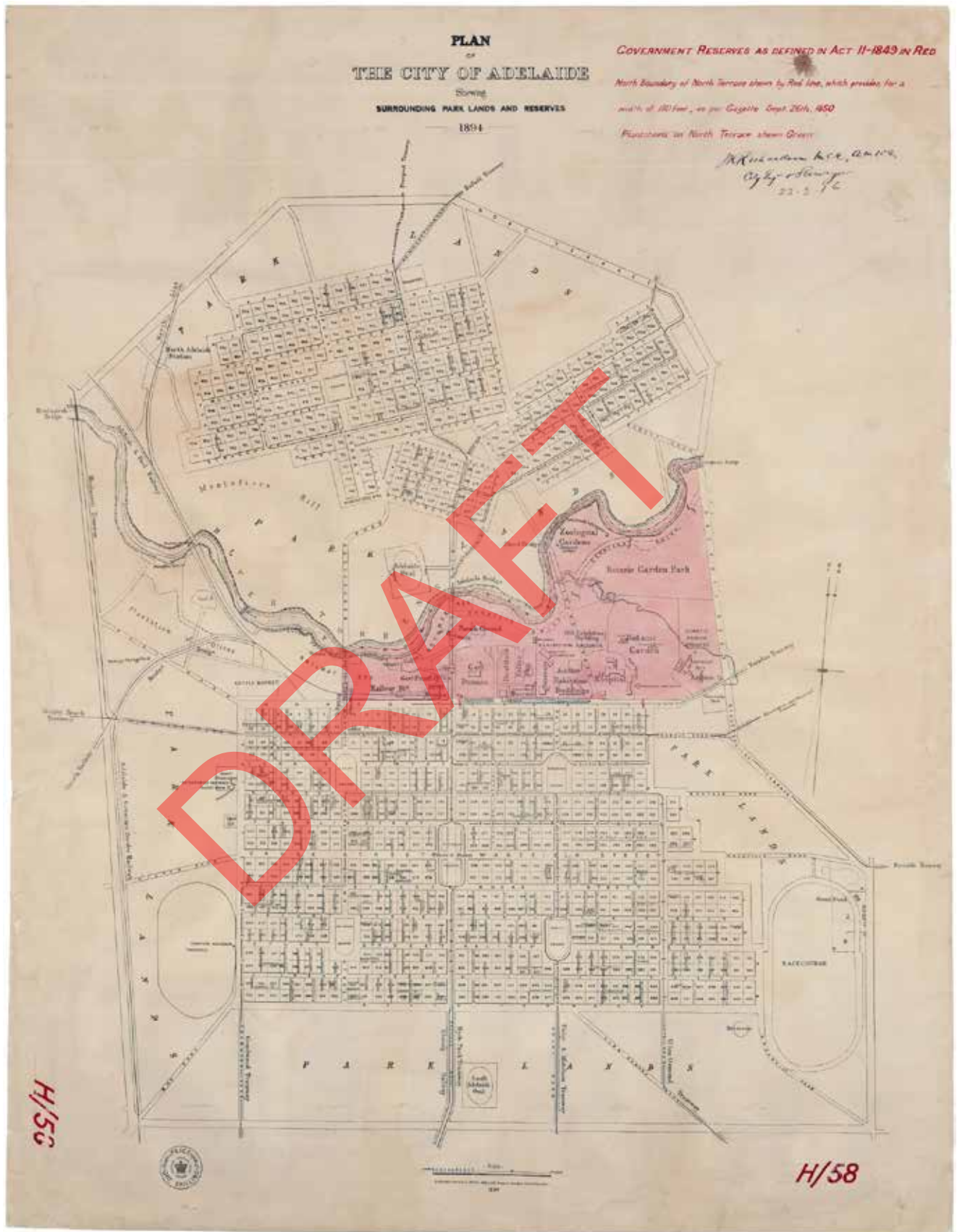
1892



“Elevated view of Adelaide from southeast, July 1892”.

Source: Experience Adelaide website, Map: Elevated view of Adelaide from southeast, July 1892 | Historical maps of Adelaide (experienceadelaide.com.au), accessed 12 September 2022.

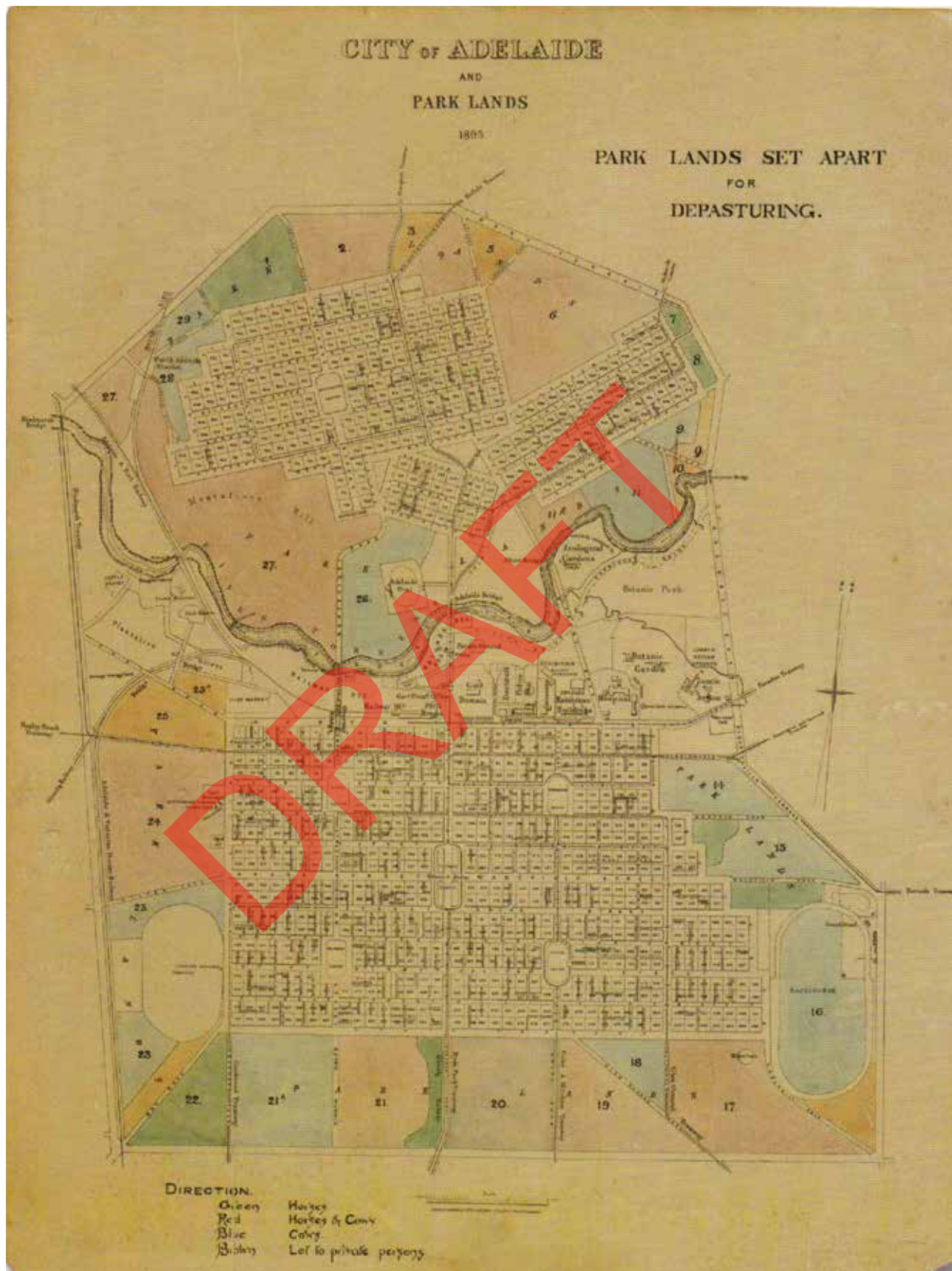
1894



“Plan of the City of Adelaide, 1894”.  
Source: Experience Adelaide website,  
Map: Plan of the City of Adelaide, 1894 | Historical maps of Adelaide (experienceadelaide.com.au),  
accessed 12 September 2022.

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1895



"Map showing areas of depasturing, 1895"

Source: Adelaide City Archives (ACA) HP1190 cited in Sumerling, P., *The Adelaide Park Lands: A Social History*, (Adelaide: Wakefield Press, 2011), p.198.

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Penglase

1903



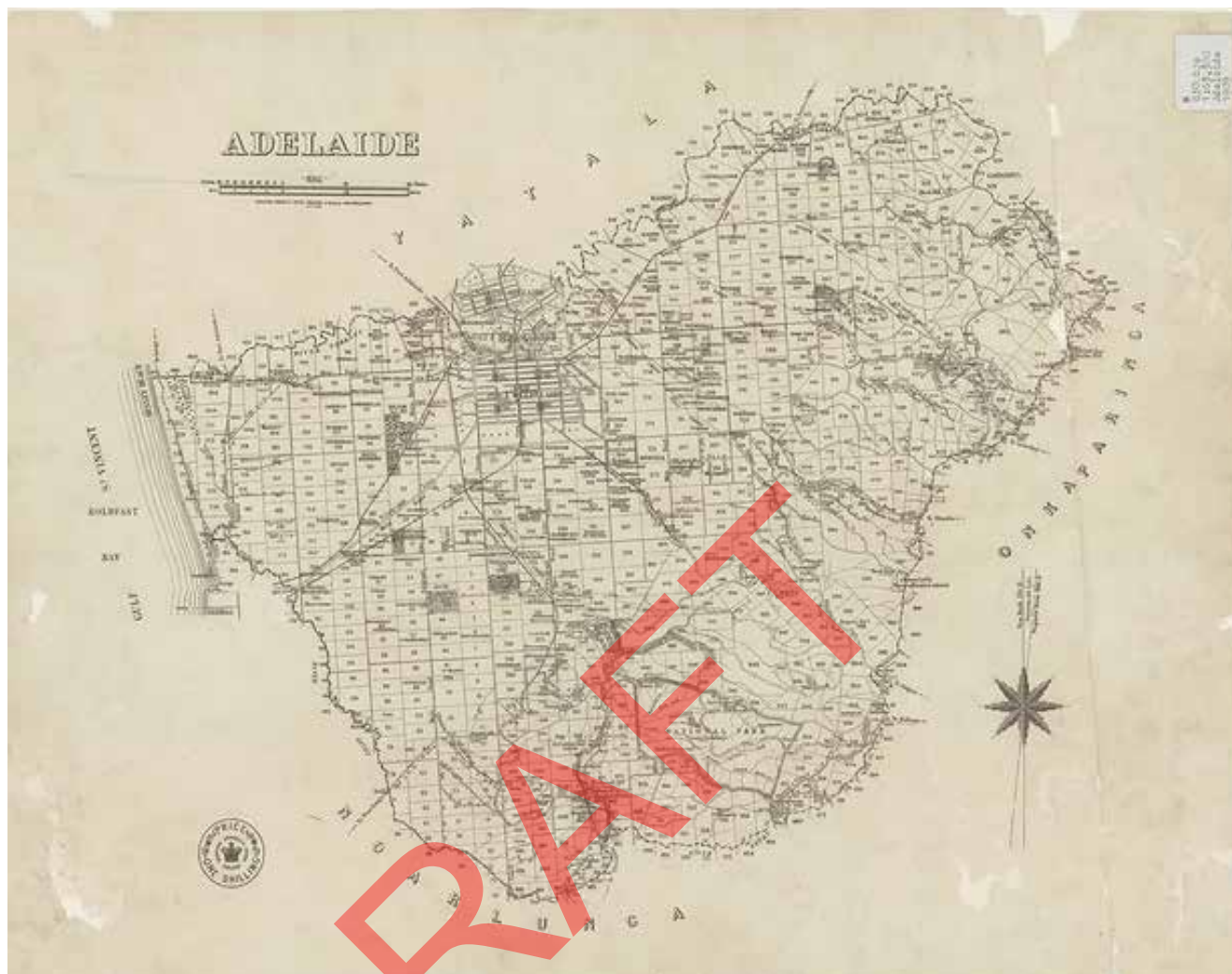
"Map: Tramways of metropolitan Adelaide, 1903".

Source: Experience Adelaide website,

Map: Tramways of metropolitan Adelaide, 1903 | Historical maps of Adelaide (experienceadelaide.com.au), accessed 12 September 2022.



1909



"Map: Hundred of Adelaide, 1909".

Source: Experience Adelaide website, Map: Hundred of Adelaide, 1909 | Historical maps of Adelaide ([experienceadelaide.com.au](http://experienceadelaide.com.au)), accessed 12 September 2022.

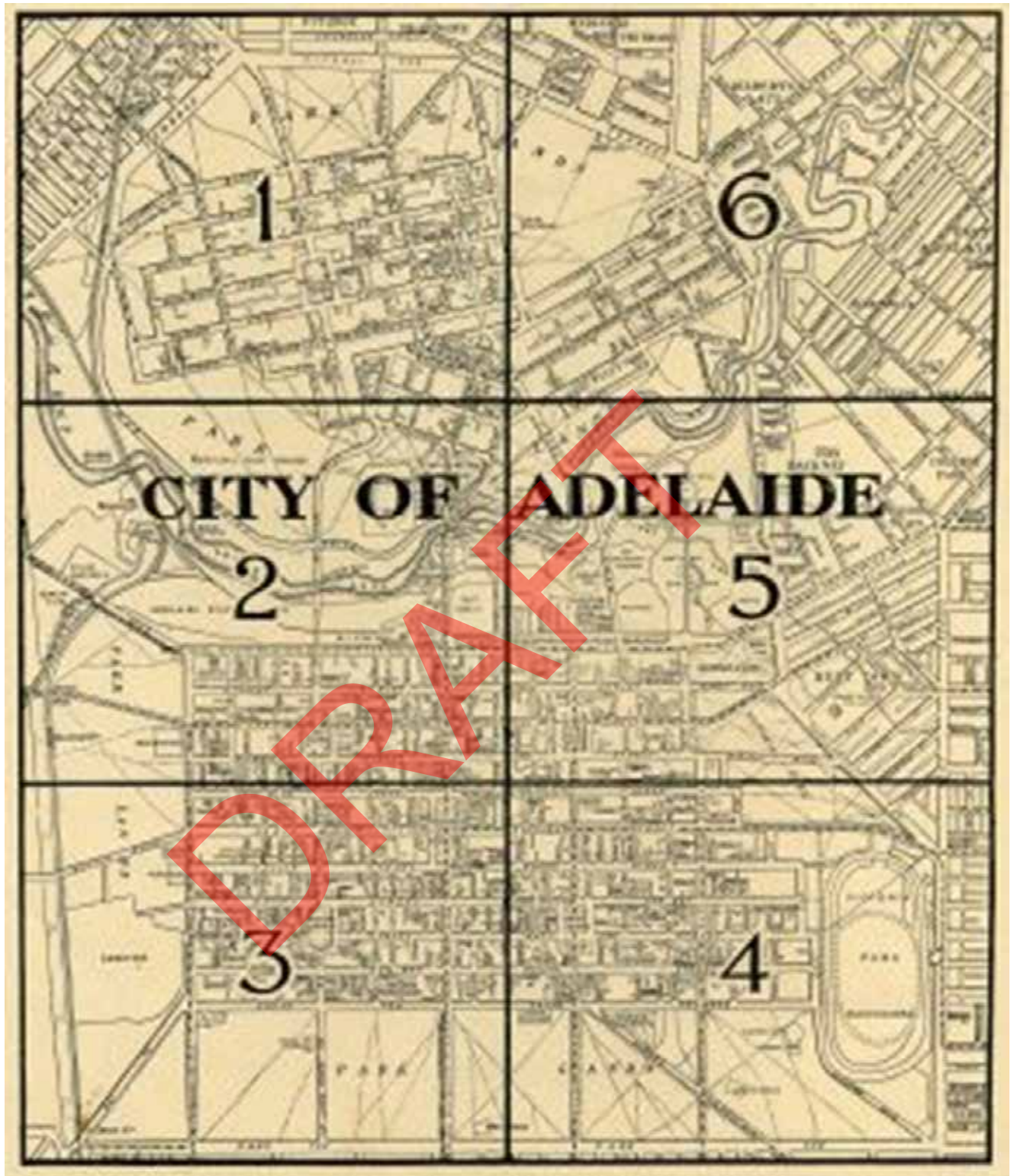
1917



"Hydraulic Engineer Map of City of Adelaide, 1917".

Source: SRSA GRG35/585/0/3/28 cited in cited in DASH Architects and Peter Bell, "Heritage Assessment – Adelaide Park Lands and City Squares", 17 May 2018, p.68.

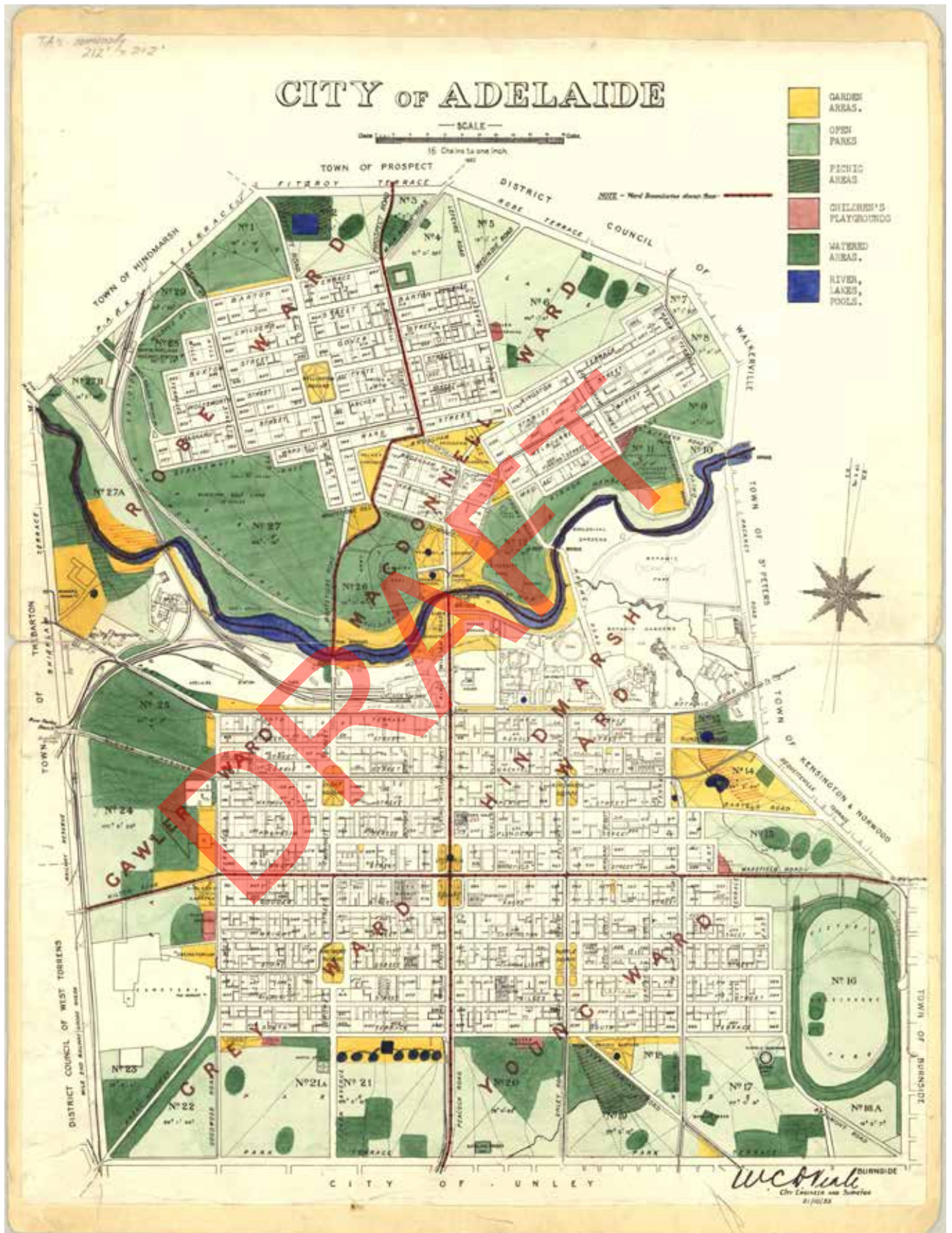
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“The Register Street Guide Adelaide And Suburbs 1929”.

Source: Mapco website, MAPCO Map And Plan Collection Online : The Register Street Guide - Adelaide And Suburbs 1929, accessed 13 September 2022.

1935



"Map: The City of Adelaide by City Engineer and Surveyor W.C.D. Veale, 1935".

Source: Experience Adelaide website,

Map: The City of Adelaide by City Engineer and Surveyor W.C.D. Veale, 1935 | Historical maps of Adelaide (experienceadelaide.com.au), accessed 12 September 2022.

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1959



“Map: Hundred of Adelaide, 1959”

Source: Experience Adelaide website,

Map: Hundred of Adelaide, 1959 | Historical maps of Adelaide (experienceadelaide.com.au),  
accessed 12 September 2022.

## Key Plans of the Park Lands Alienation

The following key plans of the Park Lands are extracted from *Daly's Decisions and Disasters: Alienation of the Adelaide Parklands* written in 1987.

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# North East Park Lands



“North East Parklands, Government Reserve”.  
 Source: Daly, J., *Decisions and Disasters: Alienation of the Adelaide Parklands*, (Adelaide: Bland House, 1987), p.28.



“Botanic Garden Sites”.

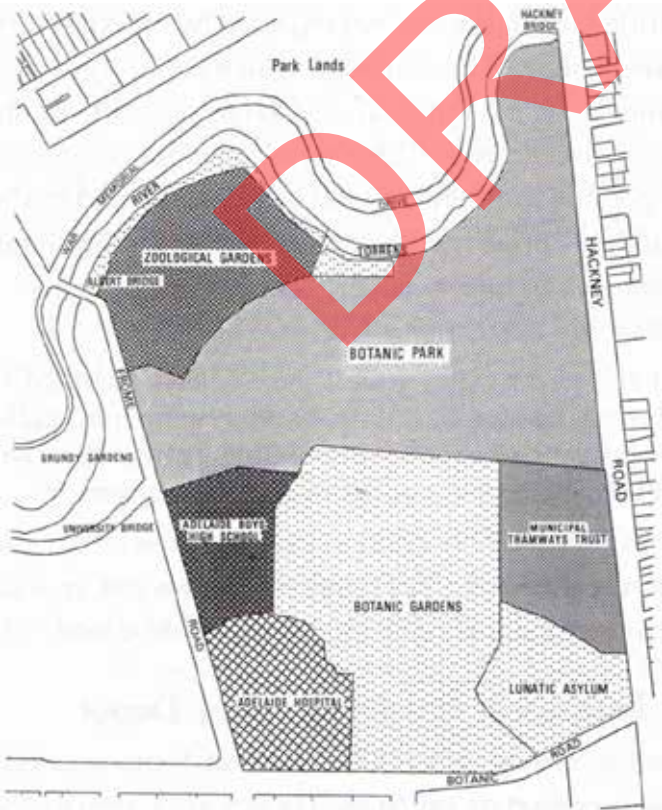
Source: Daly, J., *Decisions and Disasters: Alienation of the Adelaide Parklands*, (Adelaide: Bland House, 1987), p.28.

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# North East Park Lands



“The Acclimatization Society Original Allocation 1878”.  
 Source: Daly, J., *Decisions and Disasters: Alienation of the Adelaide Parklands*, (Adelaide: Bland House, 1987), p.33.



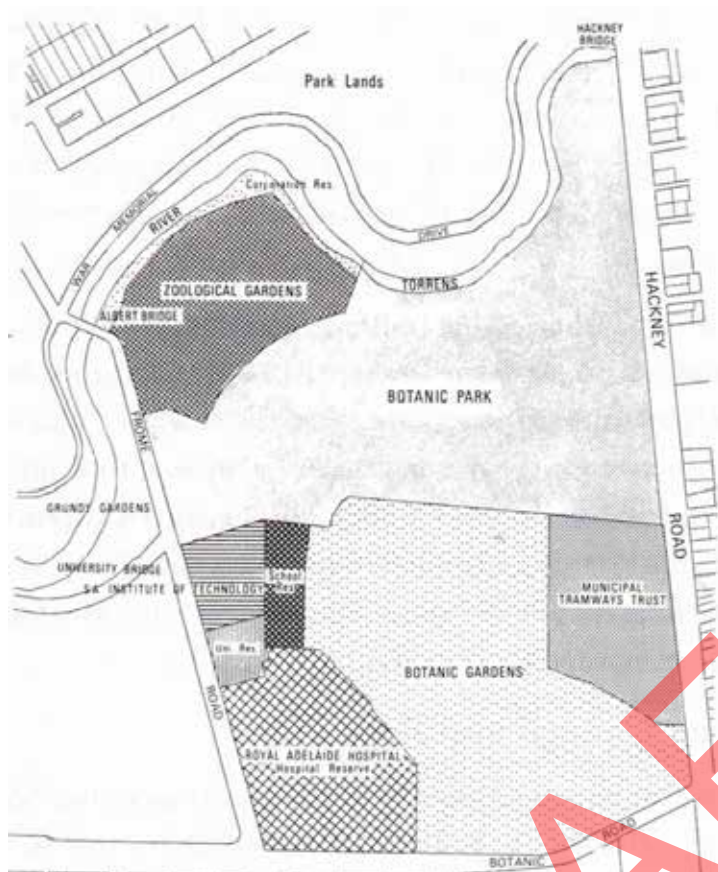
“Adelaide Hospital, Botanic Garden and Adelaide Boys High School. Distribution of Land 1937”.  
 Source: Daly, J., *Decisions and Disasters: Alienation of the Adelaide Parklands*, (Adelaide: Bland House, 1987), p.33.

	PRESENT	RECOMMENDED
ADELAIDE HOSPITAL	13 Acres	17 Acres
BOTANIC GARDENS	40 Acres	46 Acres
ADELAIDE BOYS HIGH SCHOOL	-	10 Acres

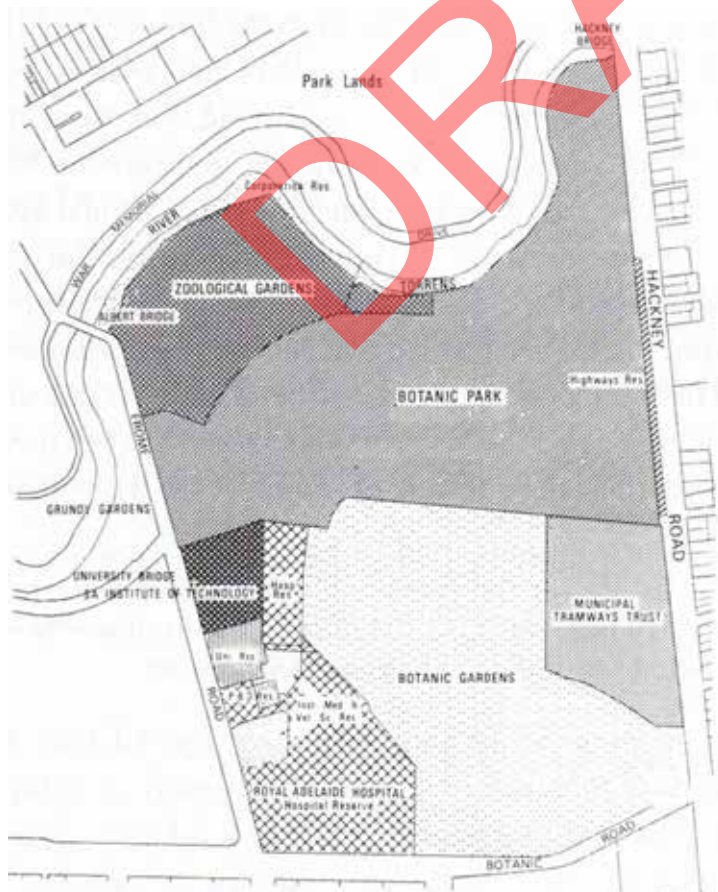
**Swanbury  
Penglase**



# North East Park Lands

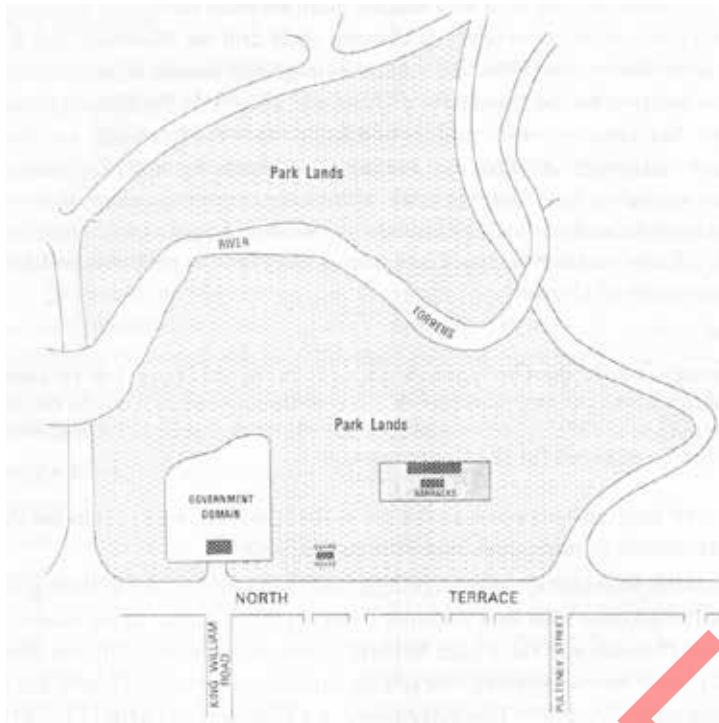


“Corporation Reserve 1951, School Reserve 1952 and School of Mines and Industries Reserve 1957”  
 Source: Daly, J., *Decisions and Disasters: Alienation of the Adelaide Parklands*, (Adelaide: Bland House, 1987), p.42.

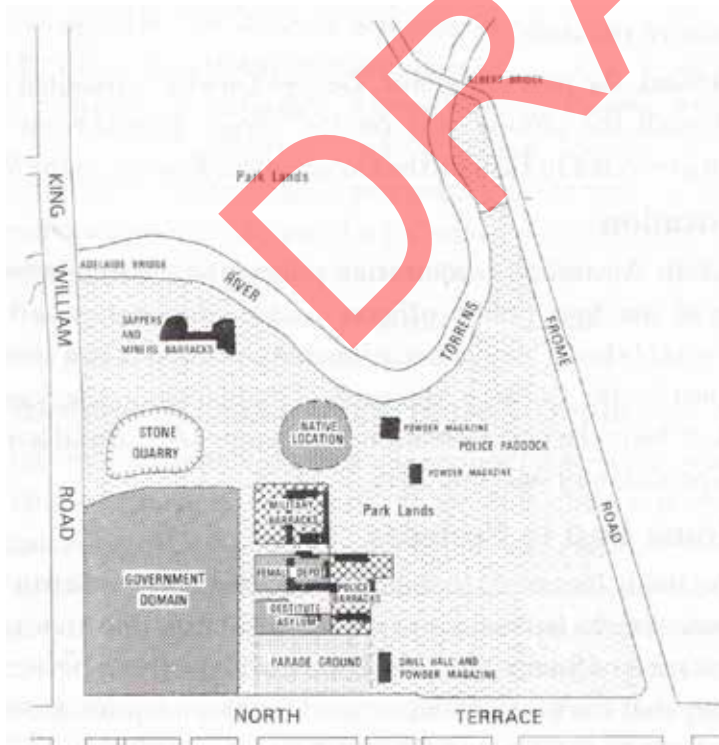


“Institute of Medical and Veterinary Science 1965, Public Buildings Department 1965, Hospital Reserve 1968, Highways Reserve 1969”  
 Source: Daly, J., *Decisions and Disasters: Alienation of the Adelaide Parklands*, (Adelaide: Bland House, 1987), p.42.

# North Terrace

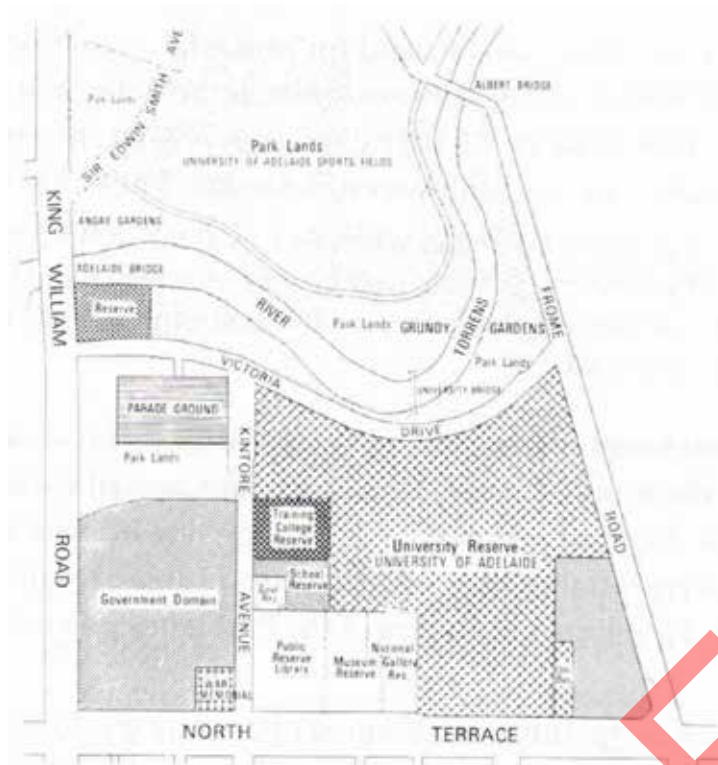


"North Terrace 1837".  
 Source: Daly, J., *Decisions and Disasters: Alienation of the Adelaide Parklands*, (Adelaide: Bland House, 1987), p.49.



"Usage of the Government Reserve 1840-1860".  
 Source: Daly, J., *Decisions and Disasters: Alienation of the Adelaide Parklands*, (Adelaide: Bland House, 1987), p.49.

# North Terrace



“Institutional Use 1860 1890”

Source: Daly, J., *Decisions and Disasters: Alienation of the Adelaide Parklands*, (Adelaide: Bland House, 1987), p.58.



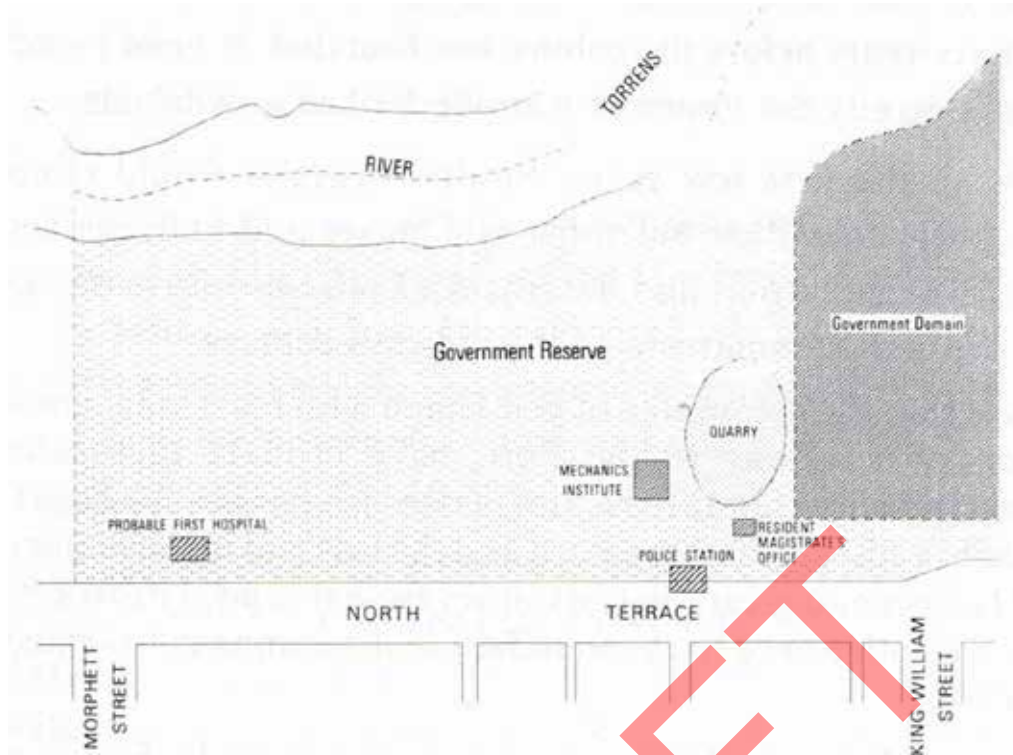
“Institution Acquisitions by Act or Government Gazette 1890-1930”.

Source: Daly, J., *Decisions and Disasters: Alienation of the Adelaide Parklands*, (Adelaide: Bland House, 1987), p.58.

## MAJOR ACTS AND GOVERNMENT GAZETTE PROCLAMATIONS

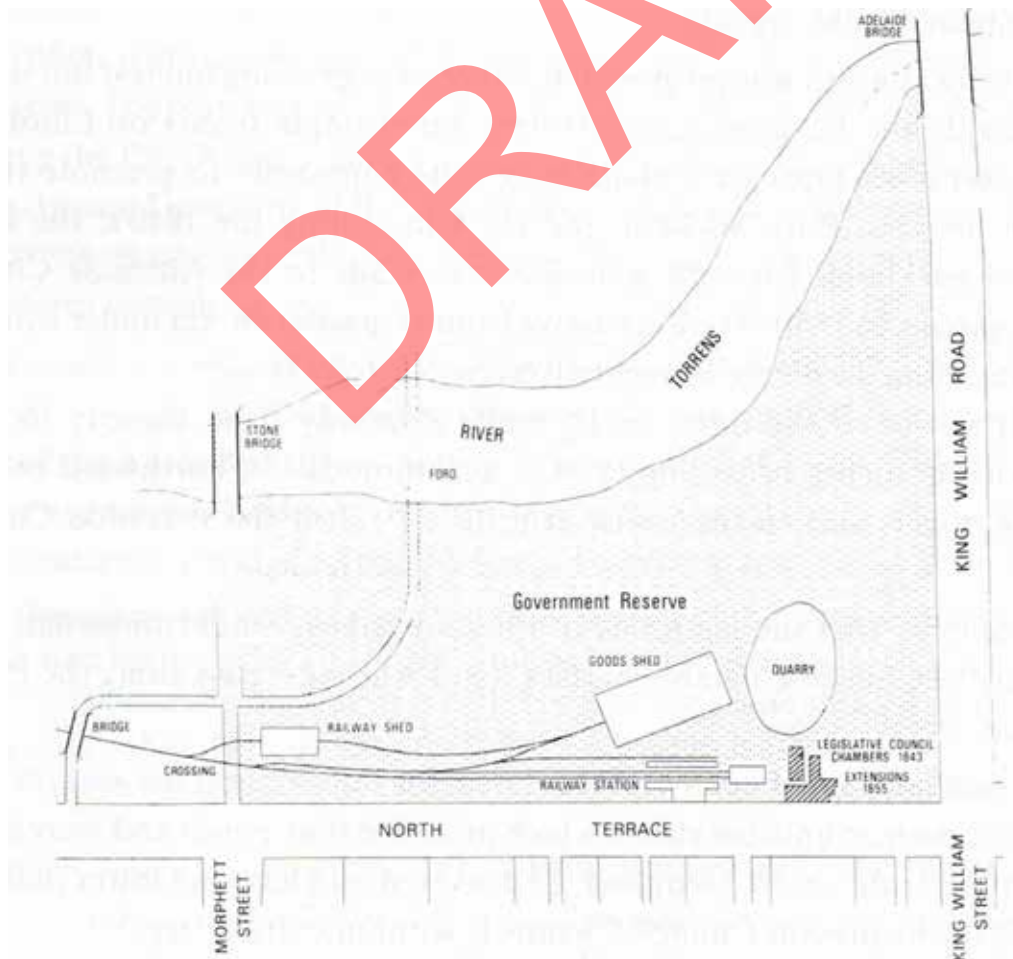
Training College-	- Gaz 1920	Public Library Museum	
Central Apprentice School	- Gaz 1925	and Art Gallery	- Act 1883/84
School of Mines	- Act 1929		- Gaz 1901
	- Gaz 1935		- Gaz 1921
Reserve	- Act 1869-80		- Gaz 1948
Government Domain	Act 1927	University	- Act 1876 (ii)
War Memorial	- Act 1927		- Gaz 1920 (i)
Parade Ground	- Act 1917		- Gaz 1927 (i)
Exhibition Grounds	- Act 1885		- Act 1929 (4)
Produce Depot	- Gaz 1803		

# North Terrace



“Parliament and Railways Government Reserve 1837-1843”

Source: Daly, J., *Decisions and Disasters: Alienation of the Adelaide Parklands*, (Adelaide: Bland House, 1987), p.77.



“Parliament and Railways Government Reserve 1843-1861”

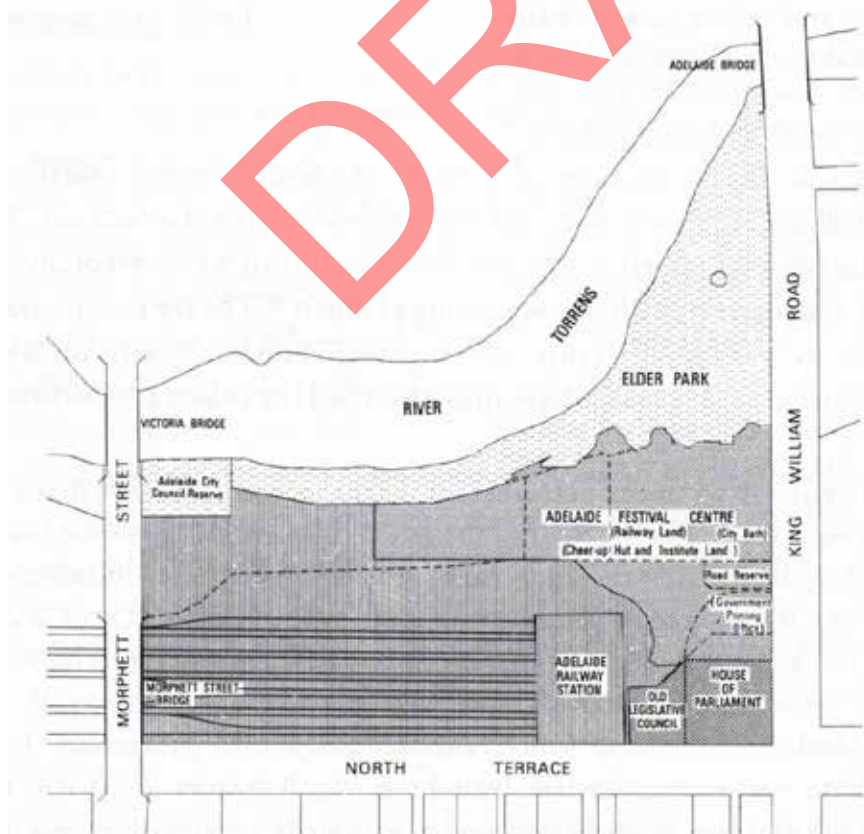
Source: Daly, J., *Decisions and Disasters: Alienation of the Adelaide Parklands*, (Adelaide: Bland House, 1987), p.77.

# North Terrace



“Parliament, Railway, and Cultural Government Reserve 1861-1909”

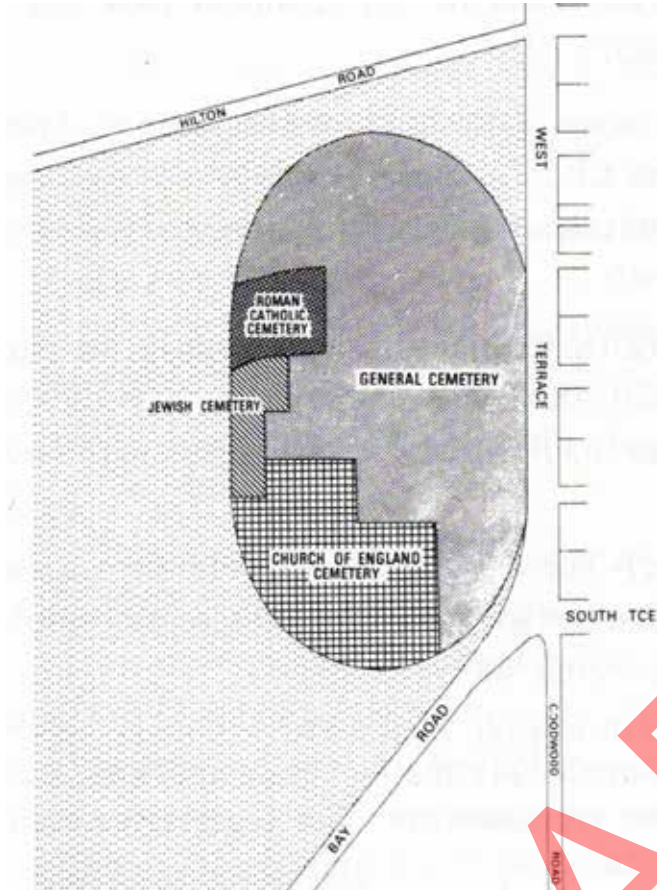
Source: Daly, J., *Decisions and Disasters: Alienation of the Adelaide Parklands*, (Adelaide: Bland House, 1987), p.82.



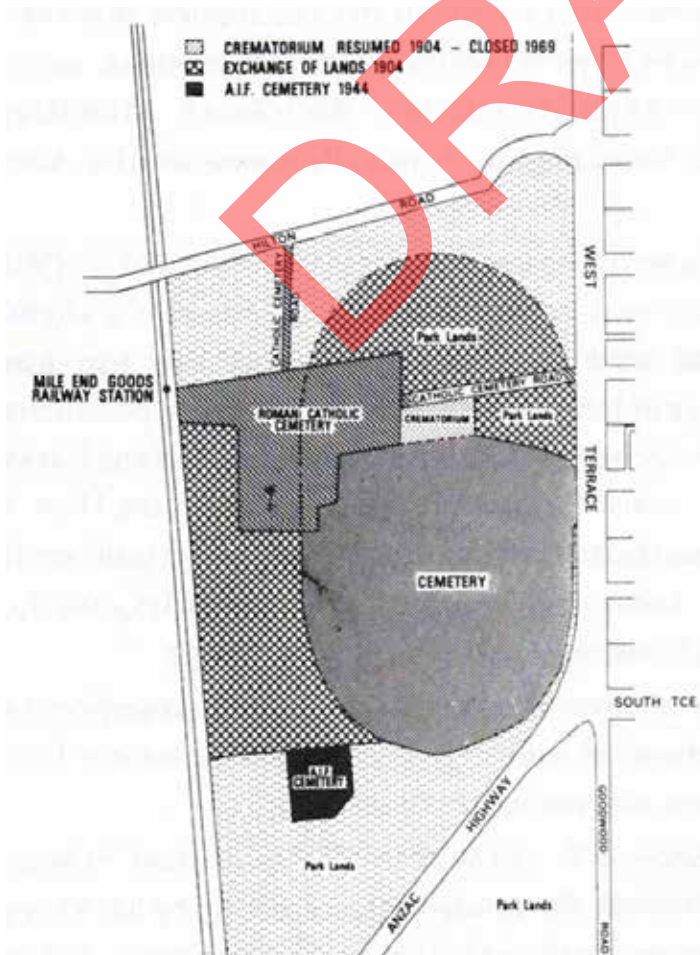
“Parliament, Railway, and Festival Theatre Government Reserve 1909-1987”

Source: Daly, J., *Decisions and Disasters: Alienation of the Adelaide Parklands*, (Adelaide: Bland House, 1987), p.82.

# West Terrace Cemetery

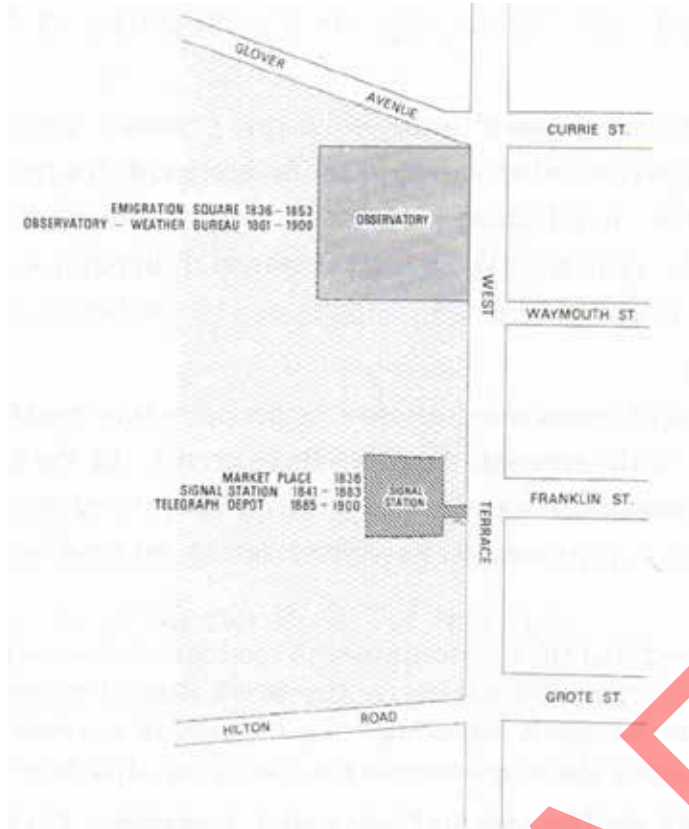


“Adelaide Cemetery 1836-1849”.  
 Source: Daly, J., *Decisions and Disasters: Alienation of the Adelaide Parklands*, (Adelaide: Bland House, 1987), p.94.

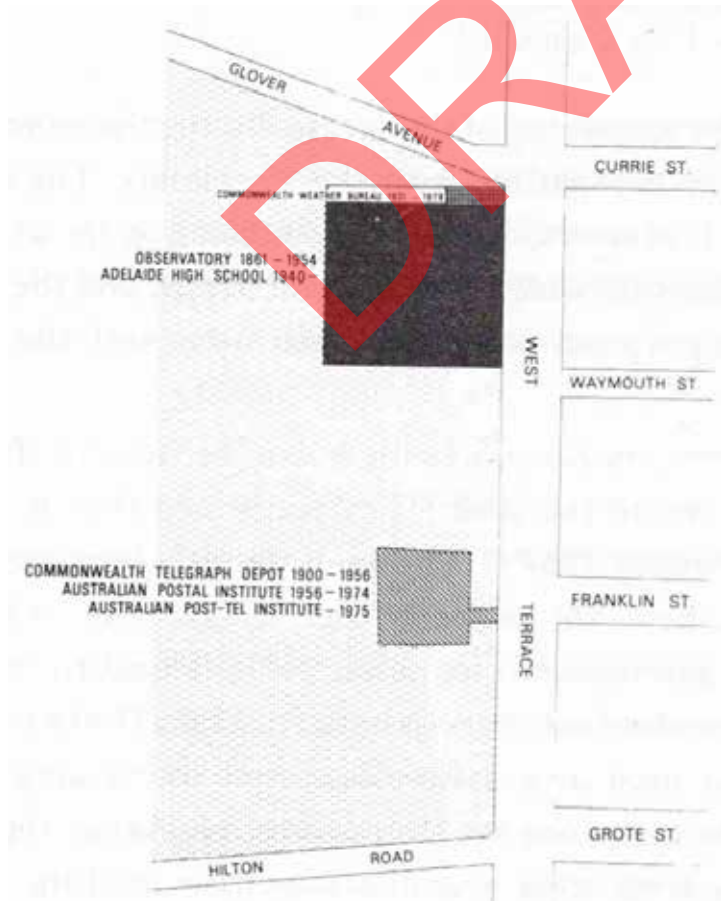


“Adelaide Cemetery 1849-1987”.  
 Source: Daly, J., *Decisions and Disasters: Alienation of the Adelaide Parklands*, (Adelaide: Bland House, 1987), p.94.

# West Park Lands

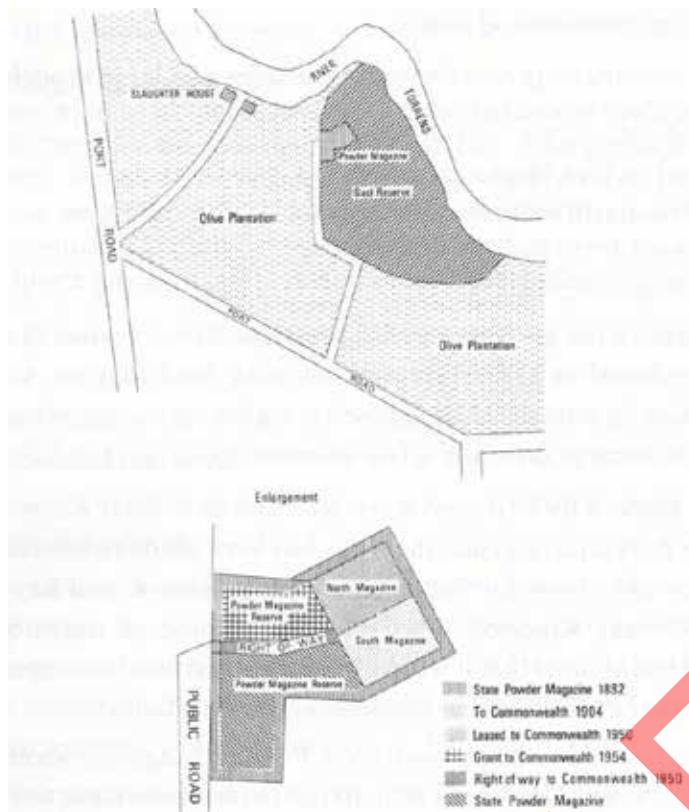


“Market Place, Signal Station, Telegraph Depot, Emigration Square, Observatory, Weather Bureau 1839-1900”.  
 Source: Daly, J., *Decisions and Disasters: Alienation of the Adelaide Parklands*, (Adelaide: Bland House, 1987), p.98.

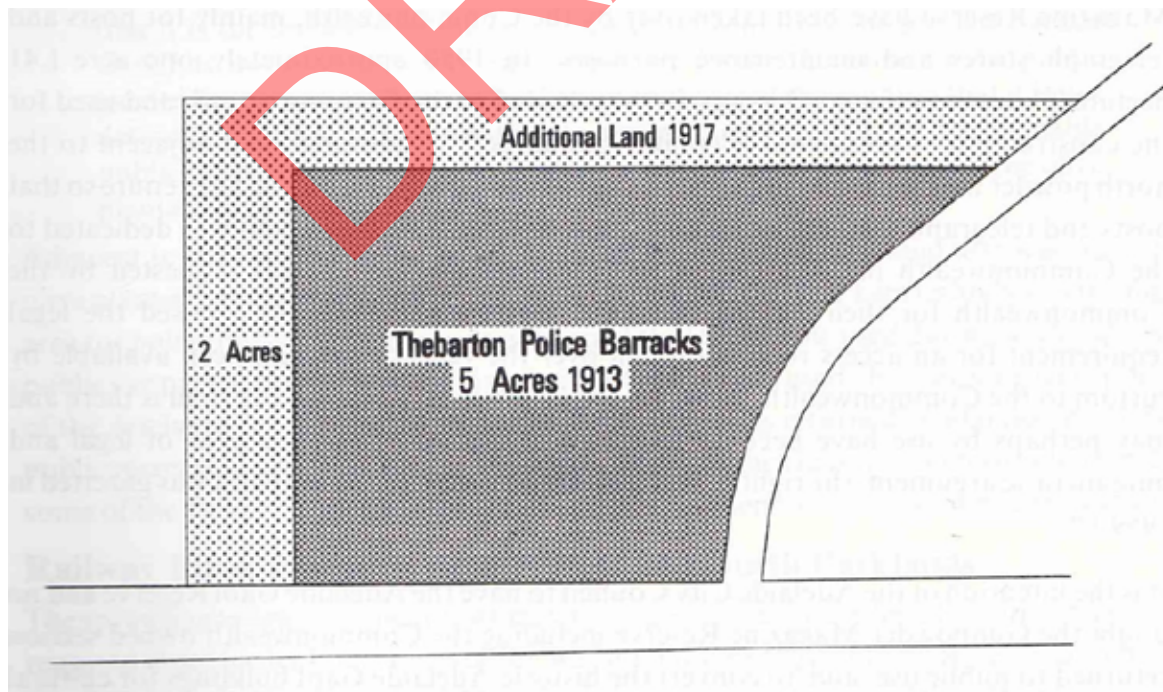


“Commonwealth Telegraph Department, Postal Institute, Observatory, Adelaide High School, Commonwealth Weather Bureau 1900-1987”.  
 Source: Daly, J., *Decisions and Disasters: Alienation of the Adelaide Parklands*, (Adelaide: Bland House, 1987), p.98.

# North West Park Lands



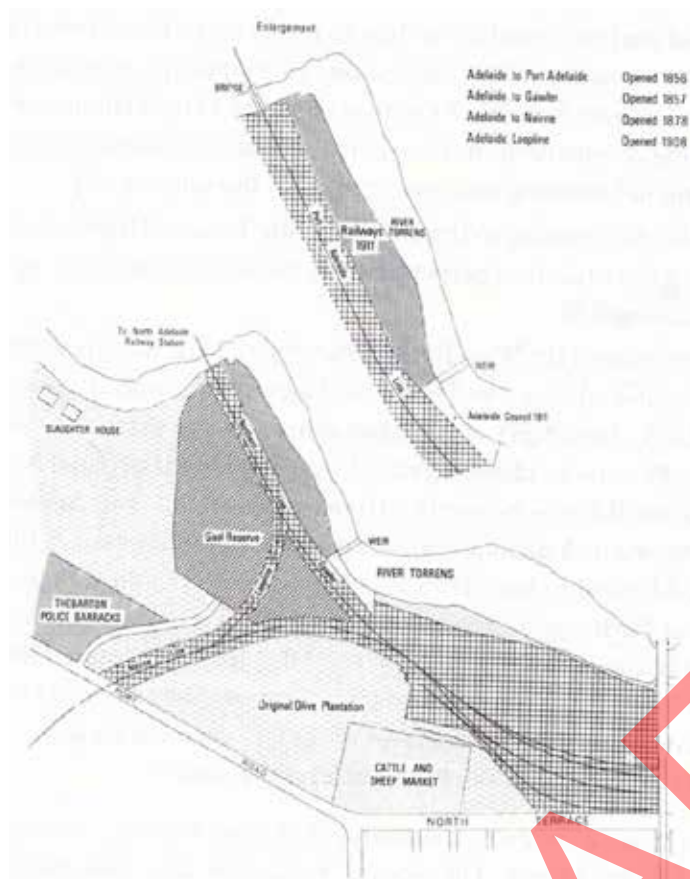
“Adelaide Gaol 1841-1900 (including Powder Magazine) 1882-1954”  
 Source: Daly, J., *Decisions and Disasters: Alienation of the Adelaide Parklands*, (Adelaide: Bland House, 1987), p.105.



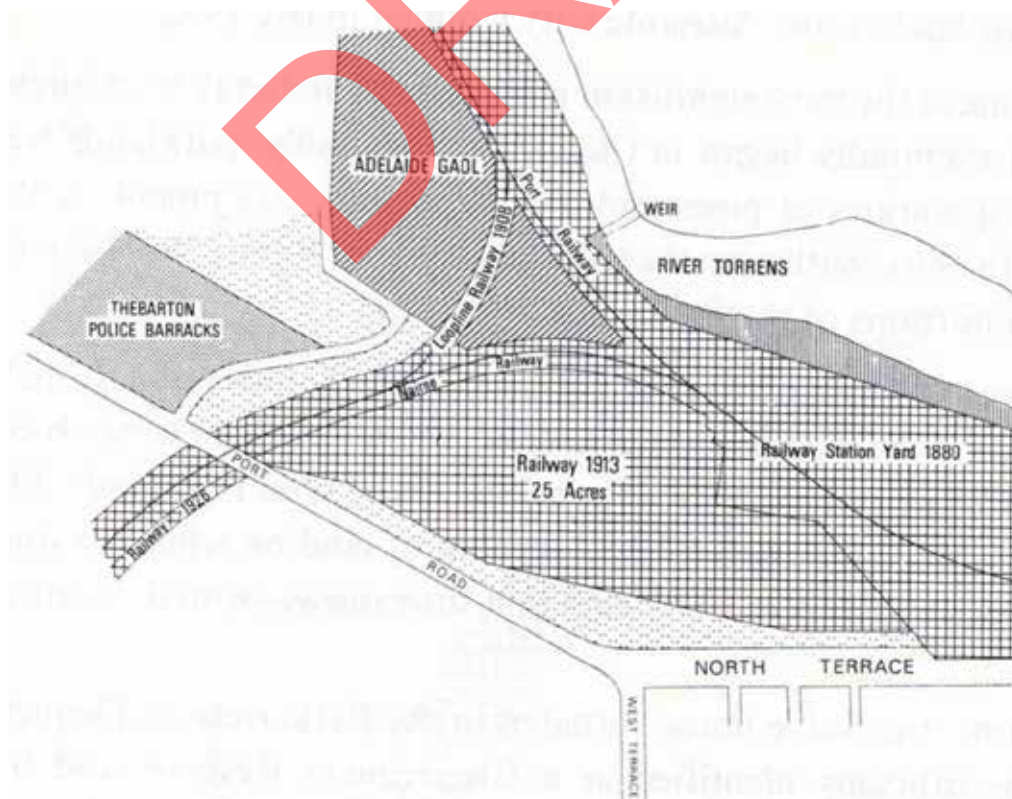
“Thebarton Police Barracks 1913-1917”  
 Source: Daly, J., *Decisions and Disasters: Alienation of the Adelaide Parklands*, (Adelaide: Bland House, 1987), p.105.



# North West Park Lands

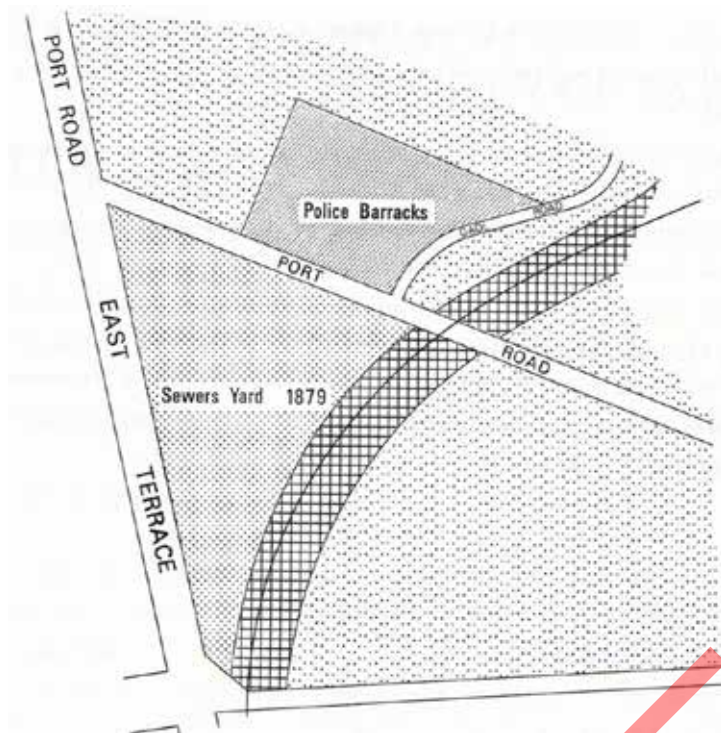


“Railway Encroachment on West Parklands. Showing the original Olive Plantation and Cattle and Sheep Market 1866”.  
 Source: Daly, J., *Decisions and Disasters: Alienation of the Adelaide Parklands*, (Adelaide: Bland House, 1987), p.111.



“Railway Encroachment on West Parklands. Showing the Extension of Railways”.  
 Source: Daly, J., *Decisions and Disasters: Alienation of the Adelaide Parklands*, (Adelaide: Bland House, 1987), p.111.

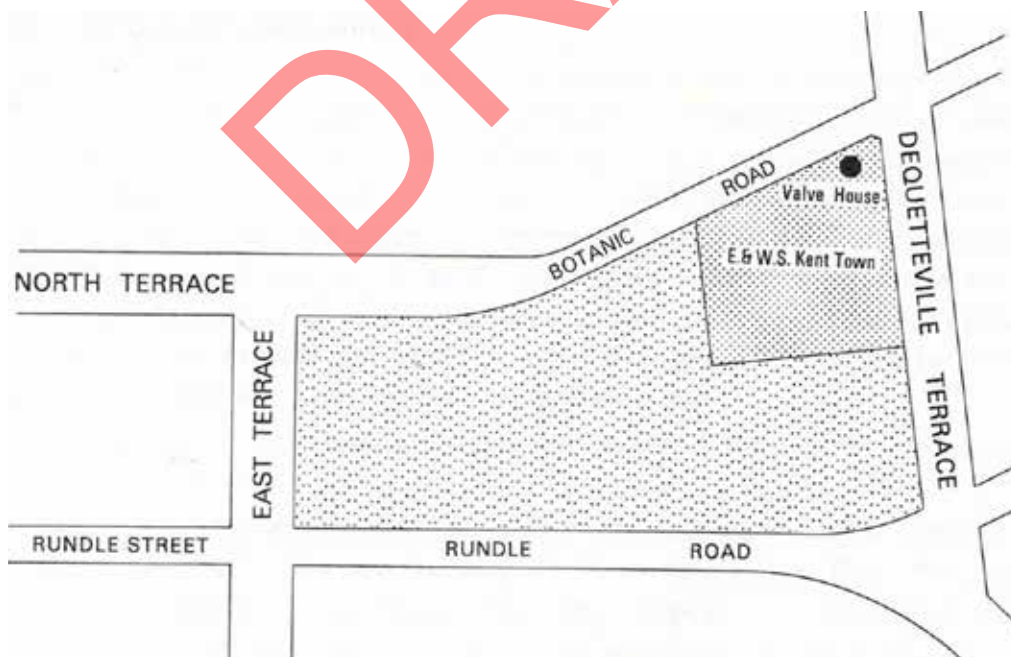
# North West Park Lands



“Engineering and Water Supply Depots”.

Source: Daly, J., *Decisions and Disasters: Alienation of the Adelaide Parklands*, (Adelaide: Bland House, 1987), p.113.

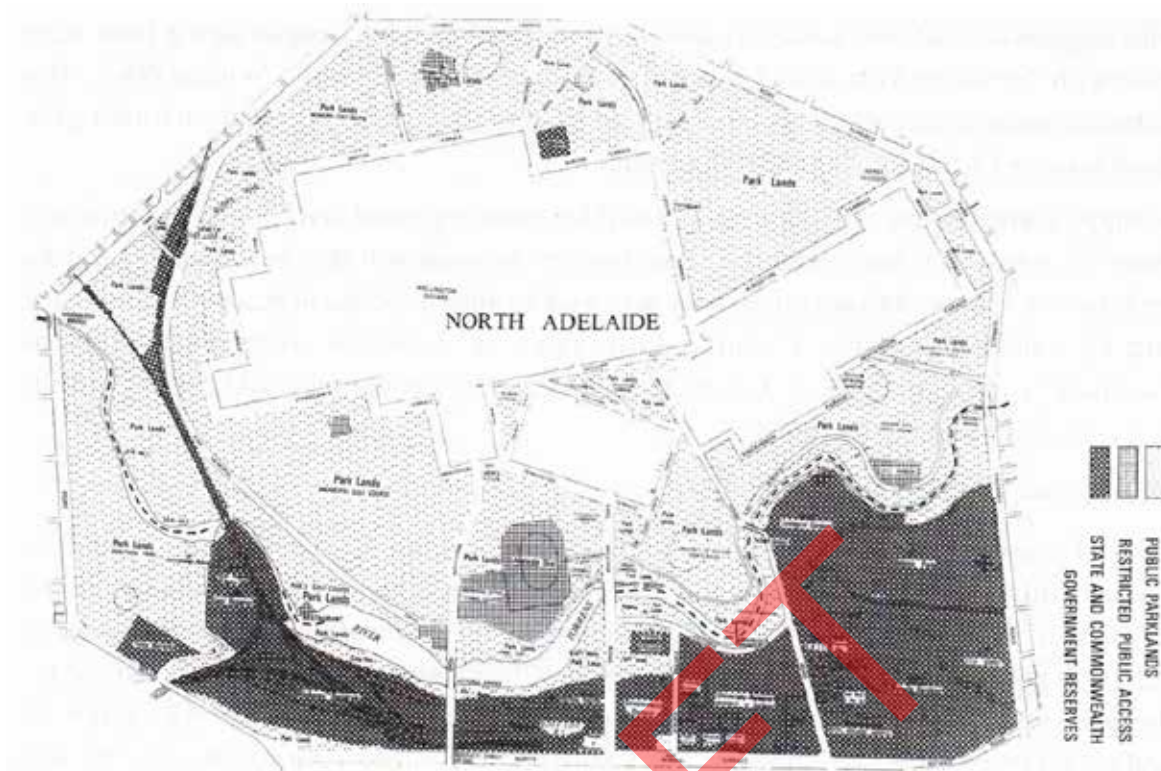
# East Park Lands



“Railway Encroachment on West Parklands. Showing the Extension of Railways”.

Source: Daly, J., *Decisions and Disasters: Alienation of the Adelaide Parklands*, (Adelaide: Bland House, 1987), p.111.

# Park Lands Use - c.1987



“Engineering and Water Supply Depots”.

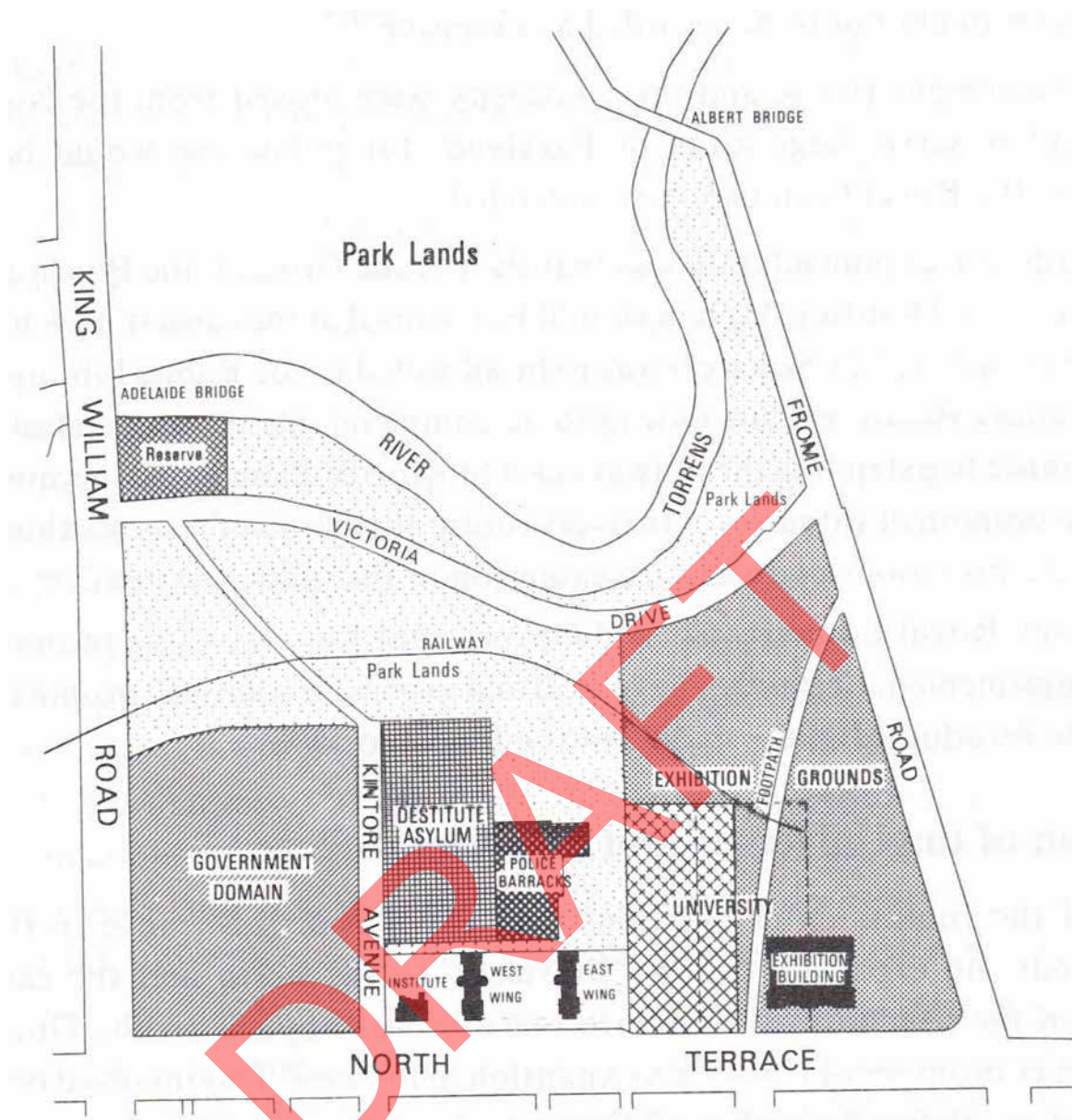
Source: Daly, J., *Decisions and Disasters: Alienation of the Adelaide Parklands*, (Adelaide: Bland House, 1987), p.113.



“Railway Encroachment on West Parklands. Showing the Extension of Railways”.

Source: Daly, J., *Decisions and Disasters: Alienation of the Adelaide Parklands*, (Adelaide: Bland House, 1987), p.111.

# Government Reserve - c.1987



“Government Reserve 1987”.

Source: Daly, J., *Decisions and Disasters: Alienation of the Adelaide Parklands*, (Adelaide: Bland House, 1987), p.66.

# Roads - c.1987



Roads shown on Light's original plan (red) compared to the number of roads c.1987.  
Source: Daly, J., *Decisions and Disasters: Alienation of the Adelaide Parklands*, (Adelaide: Bland House, 1987), p.119.

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**Adelaide**  
214 Gilbert Street  
Adelaide SA 5000  
Australia  
T + 61 8 8212 2679

**Email**  
space@  
swanburypenglase.com  
ABN: 36 008 202 775

## Greater Adelaide Regional Plan Discussion Paper Public Consultation

Strategic Alignment - Enabling Priorities

Public

**Tuesday, 7 November 2023**  
**City Planning, Development  
and Business Affairs  
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 seek endorsement of Council's submission to the State Government's engagement on the Greater Adelaide Regional Plan (GARP) Discussion Paper.

The State Planning Commission released the GARP Discussion Paper in August 2023 and is undertaking community engagement until 6 November 2023. The State Planning Commission is seeking feedback on:

1. What Greater Adelaide might look like in 30 years
2. The needs and wants of current and future communities
3. Where and how Greater Adelaide should grow.

Feedback on the Discussion Paper will inform the creation of a draft GARP which will replace the 30-Year Plan for Greater Adelaide, a key component of the South Australian Planning System.

The State Government will undertake consultation on the draft GARP at which time Council will have a further opportunity to respond to specific detail contained in the GARP.

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### RECOMMENDATION

The following recommendation will be presented to Council on 14 November 2023 for consideration

THAT THE CITY PLANNING, DEVELOPMENT AND BUSINESS AFFAIRS COMMITTEE RECOMMENDS TO COUNCIL

THAT COUNCIL

1. Endorses the submission to Greater Adelaide Regional Plan Discussion Paper in Attachment A of Item 7.2 on the Agenda for the meeting of the City Planning, Development and Business Affairs Committee held on 7 November 2023.
2. Authorises the CEO to make minor editorial or formatting amendments to finalise the Submission to Greater Adelaide Regional Plan Discussion Paper in Attachment A to Item 7.2 on the Agenda for the meeting of the City Planning, Development and Business Affairs Committee held on 7 November 2023.

## IMPLICATIONS AND FINANCIALS

City of Adelaide 2020-2024 Strategic Plan	<p><b>Strategic Alignment – Enabling Priorities</b></p> <p>Build on effective advocacy and partnerships locally, nationally and globally</p>
Policy	Not as a result of this report
Consultation	<p>The City of Adelaide promoted the State Government’s engagement on the GARP Discussion Paper through the City Plan targeted stakeholder engagement sessions held in September 2023 and via a link on Council’s website to enable the community to provide direct feedback.</p> <p>Council’s draft submission is informed by internal and external engagements including the City Plan engagement, research and Council’s submission to the Planning System Implementation Review.</p> <p>An E-News was provided to Council Members on 16 August 2023 inviting Council Members to register for engagement sessions being run by the State Government and inviting Council Member’s to provide feedback on the GARP Discussion Paper.</p> <p>Senior members of the City of Adelaide’s Administration attended State Government briefing and workshop sessions to provide input on the GARP Discussion Paper.</p>
Resource	Not as a result of this report
Risk / Legal / Legislative	Not as a result of this report
Opportunities	Council has an opportunity to provide feedback on the GARP Discussion Paper based on its evidence base developed through City Plan, to influence the planning directions for the city contained in the GARP.
23/24 Budget Allocation	Not as a result of this report
Proposed 24/25 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
23/24 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

## Background

1. The State Planning Commission (SPC) released a Discussion Paper [Link 3 view [here](#)] in August 2023 and is seeking feedback on the Discussion Paper by 6 November 2023 to inform the preparation of a Greater Adelaide Regional Plan (GARP). Council was granted an extension to 15 November 2023 to enable Council to consider the matter at its 7 November 2023 Committee and 14 November 2023 Council meeting.
2. The State Planning Commission is seeking feedback from across the Greater Adelaide Region on:
  - 2.1. What Greater Adelaide might look like in 30 years.
  - 2.2. The needs and wants of current and future communities.
  - 2.3. Where and how Greater Adelaide should grow.
3. Feedback will inform the creation of a draft GARP which will replace the current 30-Year Plan for Greater Adelaide – a key component of the South Australian Planning System [Link 4 view [here](#)]. The draft GARP is anticipated to be released for community engagement during 2024.
4. The GARP will become an overarching strategic document within the South Australian Planning System under the *Planning, Development and Infrastructure Act 2016 (SA)* and will guide future infrastructure investments in Greater Adelaide, and future changes to the State Government's Planning and Design Code.
5. Council has highlighted the opportunity for the City Plan to be a Sub-Regional Plan under the GARP and Administration is working closely with the State Government on the City Plan and GARP, including a section on 'Growing the City Centre' in the Discussion Paper (page 130).
6. A focus on the City of Adelaide in the Greater Adelaide Regional Plan will strengthen the role of the City of Adelaide as a Capital City.
7. The Minister for Planning and the State Planning Commission are informed about the City of Adelaide's progress in developing a City Plan and its potential to form a Sub-Regional Plan under the GARP and have publicly commended Council for being proactive in its spatial planning for the city.

## Regional Plan Discussion Paper

8. The GARP Discussion Paper identifies ideas and opportunities which are consistent with State Planning Policies and seeks to identify both how Greater Adelaide should grow, and where Greater Adelaide should grow. The Discussion Paper is organised under the following four key outcomes:
  - 8.1. Outcome 1: A greener, wilder and climate resilient environment.
  - 8.2. Outcome 2: A more equitable and socially cohesive place.
  - 8.3. Outcome 3: A strong economy built on a smarter, cleaner, regenerative future.
  - 8.4. Outcome 4: A greater choice of housing in the right places.
9. The Discussion Paper anticipates a need for 300,000 new dwellings across the Greater Adelaide region by 2051 and that each local government area will have growth targets. This provides an opportunity to influence residential growth in the City of Adelaide. Through the City Plan, Council is in a position to provide clear and data driven guidance to the State Government about how residential growth in the city should be approached.
10. A key theme of the Discussion Paper is the notion of Living Locally which has strong alignment with the themes arising from City of Adelaide's City Plan.
11. The Discussion Paper highlights the relatively lower cost of infrastructure provision for new dwellings in infill locations, such as the City of Adelaide, when compared to the costs associated with new dwellings in greenfield locations. Notwithstanding, the Discussion Paper identifies opportunities to expand growth in outer and regional areas.
12. The Discussion Paper also foreshadows the State Government's intention to undertake an Open Space Strategy for Greater Adelaide as part of its role in managing the Metropolitan Open Space System (MOSS).

## Inputs to Council's Submission

13. Council's draft submission is informed by internal and external engagements including:
  - 13.1. Council's submission to the Planning System Implementation Review
  - 13.2. Research to inform the draft Economic Development Strategy
  - 13.3. Research to inform the comprehensive review of the Adelaide Park Lands Management Strategy 2015-2025
  - 13.4. Draft City of Adelaide Strategic Plan 2024-2028
  - 13.5. City Plan targeted stakeholder engagement.
14. Other consultation activities included:
  - 14.1. The Minister for Planning, Members of the State Planning Commission and senior Administration from the Attorney General's Department, Planning and Land Use Services attended the City Plan targeted stakeholder engagement sessions held in September 2023.
  - 14.2. An E-News was provided to Council Members on 16 August 2023 inviting Council Members to register for engagement sessions being run by the State Government and inviting Council Member feedback on the GARP Discussion Paper.
  - 14.3. The City of Adelaide promoted the State Government's engagement on the GARP Discussion Paper through the City Plan targeted stakeholder engagement sessions held in September 2023 and via a link on Council's website to enable the community to provide direct feedback.
  - 14.4. Senior members of the City of Adelaide's Administration attended State Government briefing and workshop sessions to provide input on the GARP Discussion Paper.
15. Feedback to inform Council's submission was received via the GARP Council Workshop on 5 September 2023. A summary of Council's feedback and priorities received at that workshop, are reflected in the draft submission, including:
  - 15.1. Opportunities for decarbonisation and electricity distribution networks for electric vehicles.
  - 15.2. Responding to the increasing number of single person households either via purpose built housing or innovative housing models.
  - 15.3. Provision of affordable key worker housing via suitable housing models, including community housing.
  - 15.4. Identify suitable built forms and provision of amenities which help to attract more families into the city.
  - 15.5. Preservation of historic areas and locations with distinct local character in the City in Adelaide.
  - 15.6. Greening and increasing tree canopy to increase climate resilience and to assist in achieving the Discussion Paper's objective of Living Locally.
  - 15.7. Development which adapts to climate change to benefit local communities.
  - 15.8. Increasing demand and pressure on the Adelaide Park Lands as public open space from strategic infill developments in adjoining council areas, such as anticipated development along Port Road, and their implications.
  - 15.9. Master planning of urban fringe locations adjacent to the Adelaide Park Lands.

## City of Adelaide's Draft Submission

16. The City of Adelaide draft submission to the GARP Discussion Paper is included as **Attachment A** and is structured under the following priorities. A summary of key recommendations arising from Council's draft submission follows:
  - 16.1. Climate Resilient City
    - 16.1.1. Set specific measures towards the State's goal of net zero emissions by 2050, accompanied by a funding and implementation roadmap. These should include energy efficiency, connected communities, increased electrification and climate responsive buildings.
    - 16.1.2. Encourage greening and increase of tree canopy in the city to combat climate change, reduce the Urban Heat Island effect and enhance the benefits of living locally.
    - 16.1.3. Include strategic support to encourage adaptive reuse of existing buildings as a sustainable development option – with immediate funding mechanisms to help fast-track residential conversion that capture embodied energy in existing building stock.

- 16.1.4. Include stronger strategic and evidence-based support for retaining urban tree canopy.
- 16.1.5. Encourage the use of the Planning and Development Fund for investment in new and upgraded open space, public realm, pocket parks, tree canopy and the Adelaide Park Lands.
- 16.2. Prioritise City Growth
  - 16.2.1. Adopt City of Adelaide's City Plan – Adelaide 2023 as a sub-regional plan of the GARP.
  - 16.2.2. Recognise and support the primacy of the City of Adelaide as the social, commercial, cultural and civic heart of the region.
  - 16.2.3. Commit to a Light Rail extension to North Adelaide and into Prospect to support a residential and business growth corridor to O'Connell Street timed for redevelopment of the Women's and Children's Hospital.
  - 16.2.4. Support residential growth outcomes in the City of Adelaide to achieve 50,000 residents by 2036 through strategic infrastructure investment, including consideration of existing State Government landholdings.
  - 16.2.5. Recognise and reinforce the City of Adelaide as a key business growth location.
  - 16.2.6. Encourage innovative housing models to achieve housing and population diversity in the city.
  - 16.2.7. Support the delivery of social housing in the city.
- 16.3. Recognise Adelaide Park Lands and Karrawirra Parri
  - 16.3.1. Recognise the regional significance of the Adelaide Park Lands in any open space hierarchy or Metropolitan Open Space Scheme (MOSS) update.
  - 16.3.2. Recognise and support delivery of an updated Adelaide Park Lands Management Strategy.
  - 16.3.3. Encourage contributions to the Adelaide Park Lands Fund for adjacent development and intensifying land use.
  - 16.3.4. Recognise the National Heritage Listing and advocate for World Heritage Listing of Adelaide and its Rural Settlement Landscapes.
  - 16.3.5. Recognise the cultural, environmental and strategic economic importance of Karrawirra Parri to the City of Adelaide, and Councils along its length.
- 16.4. A City of Neighbourhoods
  - 16.4.1. Provide for a nuanced approach to built form reflective of place identity, where streets are mixed use and mixed tenure to create diversity, vibrancy and a lifestyle where people want to move to and stay.
  - 16.4.2. Encourage funding to public realm upgrades in precincts experiencing uplift and residential growth.
  - 16.4.3. Adopt benchmarks and thresholds for new social infrastructure, such as schools and libraries as new denser communities emerge.
- 16.5. Better Infill Outcomes
  - 16.5.1. Include a strategic plan for an improved active transport network to support expected growth along corridors and boulevards in inner rim Councils.
  - 16.5.2. Require better interface management and urban design outcomes for larger sites particularly catalyst sites and strategic infill sites. City Plan includes a 'development potential' methodology which could be applied to strategic infill sites.
  - 16.5.3. Demonstrate leadership in planning design excellence to achieve cost-effective climate mitigation and adaptation responses via infrastructure and built form in the city and region.
  - 16.5.4. Strengthen requirements for delivery of affordable housing for purchase or rent.
  - 16.5.5. Require the collection of developer contributions to fund local infrastructure.
- 16.6. Better Connections to and around the CBD
  - 16.6.1. Establish the critical infrastructure nexus between population uplifts and need for better transport systems.
  - 16.6.2. Explore light rail connections to North Adelaide and Prospect, Airport and the inner East to support transit centred growth.

- 16.6.3. Create a terrace-to-terrace green corridor to connect North Terrace to Robe Terrace.
- 16.6.4. Encourage built form and infrastructure in and connecting with the City of Adelaide that adopts best-practice accessibility (via application of Universal Design principles).
- 16.6.5. Include funding mechanisms such as development fees in lieu of car parking for local and/or state government to deliver coordinate active transport, electric vehicle infrastructure, separated bike lanes and footpaths or Universal Design improvements in existing and new main streets and neighbourhoods.
- 16.6.6. Encourage a network of public electric vehicle charging locations and the inclusion of a benchmark ratio for private electric vehicle charging points in new developments.
- 16.7. Respect Traditions, Heritage and Culture
  - 16.7.1. Agree to a process with Traditional Owners which ensures all planning for public projects are led with a First Nations Lens.
  - 16.7.2. Recognise and reinforce the National Heritage Values of the Adelaide Park Lands and City Layout.
  - 16.7.3. Reinforce the need for conservation of heritage values and historic character of the City of Adelaide, including State Government funding for State Heritage.
  - 16.7.4. Encourage the creation of a single heritage statute to govern and protect State and Local Heritage, as described in City of Adelaide's position on Heritage Reform (June 2022).

### Next Steps

- 17. Pending a decision by Council, City of Adelaide's draft submission will be finalised and submitted to the State Government in November 2023.
- 18. Administration will continue to work with the State Planning Commission and the Attorney General's Department, Planning and Land Use Services as part of the City Plan project and the GARP.
- 19. State Government release of, and engagement on, a draft GARP is anticipated in early-mid 2024.

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## DATA AND SUPPORTING INFORMATION

**Link 1** – [City Planning, Development and Business Affairs Committee, Tuesday, 5 September 2023](#)

**Link 2** – [Council's submission to the Planning System Implementation Review \(January 2023\)](#)

**Link 3** – Discussion Paper – Greater Adelaide Regional Plan – State Planning Commission

**Link 4** – Greater Adelaide Regional Plan – 2017 Update

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## ATTACHMENTS

**Attachment A** - City of Adelaide Submission to Greater Adelaide Regional Plan Discussion Paper

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- END OF REPORT

# Greater Adelaide Regional Plan Discussion Paper

City of Adelaide Submission  
November 2023

# Acknowledgement of Country

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

We recognise and respect their cultural heritage, beliefs and relationship with the land. We also extend that respect to visitors of other Aboriginal Language Groups and other First Nations.

City of Adelaide tampendi, ngadlu Kurna yertangga banbabanbalyarnendi (inbarendi). Kurna meyunna yaitya mattanya Womma Tarndanyako.

Parnako yailtya, parnuko tappa purruna, parnuko yerta ngadlu tampendi. Yellaka Kurna meyunna itto yailtya, tappa purruna, yerta kuma burro martendi, burro warriappendi, burro tangka martulyaiendi.

Kumarta yaitya miyurna iyangka yalaka ngadlu tampinhi.





# Introduction

The State Government released a Discussion Paper in August 2023 seeking feedback to inform the creation of a new Greater Adelaide Regional Plan.

This submission provides the City of Adelaide's key recommendations to guide the drafting of the Greater Adelaide Regional Plan.

The opportunities highlighted in this submission will help to strengthen the primacy of the city within the Greater Adelaide Region and enable coordinated and cost-effective delivery of key City of Adelaide recommendations, which are presented under the following focus areas:

- A Climate Resilient City
- Prioritise City Growth
- Recognise the Adelaide Park Lands and Karrawirra Parri
- A City of Neighbourhoods
- Better Infill Outcomes
- Better Connections to and around the CBD, and
- Respect Traditions, Heritage and Culture.





City Focus 1.

**A Climate Resilient City**

City Focus 2.

**Prioritise City Growth**

City Focus 3.

**Recognise Adelaide Park Lands and Karrawirra Parri**

City Focus 4.

**A City of Neighbourhoods**

City Focus 5.

**Better Infill Outcomes**

City Focus 6.

**Better Connections to and around the CBD**

City Focus 7.

**Respect Traditions, Heritage & Culture**



City Focus 1.

# A Climate Resilient City

## Relevant GARP Outcomes

- ✓ A greener, wilder and climate resilient environment
- ✓ A more equitable and socially-cohesive place
- ✓ A strong economy built on smarter, cleaner, regenerative future
- ✓ A greater choice of housing in the right places



## Draft City of Adelaide Strategic Plan 2024-2028:

- Our Environment: Resilient, protected and sustainable
- Our Economy: Growing, innovative and responsive
- Our Places: Interesting, purposeful and safe



## City of Adelaide Priorities

### High performing low carbon buildings

- High-performing buildings that are fully electrified, have high thermal efficiency and increased disclosure of energy performance at sale or transfer.
- Guidelines and incentives that help property owners retrofit existing buildings for a changing climate.
- Encouraging climate change mitigation and adaptation by Council and community.
- Making room for PV solar, community batteries, heat pumps and EV charging.

### Adaptive reuse

- Exploring practical measures to increase adaptive reuse to capture the embodied energy in existing buildings.

### Greener streets and Squares

- Increasing the extent of Urban Tree Canopy Overlay in the city and expanding the types of development it applies to to help mitigate urban heat island effect in key parts of the city.
- Increase investment in tree planting by increasing the offset payment for tree removal and its spatial application.
- Stronger evidence-based policy, identified at the strategic level and carried through to the statutory Code provisions, to enable green infrastructure and tree canopy to be retained.

### Urban canopy and biodiversity

- Consider targets to convert roadways to blue / green infrastructure (trees, garden beds, bike lanes and supporting facilities and low emissions vehicles)
- Stronger incentives and mechanisms to reverse the decline of tree canopy and increase the extent of tree canopy in the City of Adelaide on both public and private land.
- Increase tree canopy cover throughout the city and increase the proportion of the city that has access to green open space within 400m walking distance.

### Circular economy

- Support resource recovery and reuse in building and city design to contribute to a strong circular economy.
- Ensure adequate space for separation of food and organics waste streams to be provided in all apartment buildings.

## What City of Adelaide is already doing

- Integrated Climate Strategy
- Working with community and business networks
- City Housing (Adaptive Reuse) Initiative exploring re-purposing and reuse of existing buildings to support sustainability objectives including carbon capture, capitalising on existing capital investment, reducing landfill waste, and reducing consumption in construction.
- Urban design and projects to cool and green streets, including water sensitive urban design
- Comprehensive review of the Adelaide Park Lands Management Strategy
- Master Plans for the Adelaide Park Lands and the City Squares

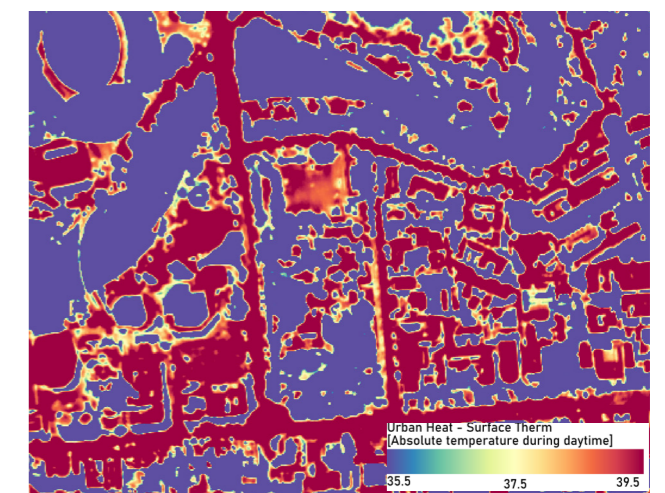
## City of Adelaide Recommendations

The GARP should:

- Set specific measures to achieve the State's goal of net zero emissions by 2050, accompanied by a funding and implementation roadmap. These should include energy efficiency, connected communities, increased electrification and climate responsive buildings.
- Encourage greening and increase of tree canopy in the city to combat climate change, reduce the Urban Heat Island effect and enhance the benefits of living locally.
- Include strategic support to encourage adaptive reuse of existing buildings as a sustainable development option - with immediate funding mechanisms to help fast track residential conversions that capture embodied energy in existing building stock.
- Include stronger strategic and evidence-based support for retaining urban tree canopy.
- Encourage use of the Planning and Development Fund for investment in new and upgraded open space, public realm, pocket parks, tree canopy and the Adelaide Park Lands.



Tree Canopy case study



Urban Heat mapping

# Prioritise City Growth

## Relevant GARP Outcomes

- ✓ A more equitable and socially cohesive place
- ✓ A strong economy built on smarter, cleaner, regenerative future
- ✓ A greater choice of housing in the right places



## Draft City of Adelaide Strategic Plan 2024-2028:

- Our Economy: Growing, innovative and responsive



## City of Adelaide Priorities

### Maintain the primacy of the Adelaide CBD

- Maintain the City of Adelaide's distinct role as the social, commercial, cultural and civic capital and heart of South Australia, supporting the growth in the wider metropolitan region, noting that this places increased importance on the CBD.

### 50,000 residents by 2036

- City of Adelaide's draft Strategic Plan targets a resident population of 50,000 by 2036 supported by a new Housing Strategy and City Plan.
- City Plan will help to determine where this growth could be accommodated and aims to provide certainty for both the resident and development community. State Government can support this growth through strategic infrastructure such as public transport, improved access to the Adelaide Park Lands and redevelopment of existing landholdings.
- Increase housing supply in the short term through adaptive reuse of existing buildings.
- Prioritise and advocate for the delivery of social housing and alternative housing models such as housing co-ops and ethical market based development to support affordable housing and a diverse community.

### Economic growth and protection of existing clusters

- Deliver the Economic Development Strategy (in development) that is focussed on

contemporary challenges such as climate change, global investment and talent attraction, and growing job opportunities for South Australians and businesses connected to their neighbourhoods.

- Connect, protect and support existing and emerging economic clusters within the city, including:
  - BioMed City, Lot Fourteen and University incubators
  - The important cultural, dining and entertainment experiences found in and around the Adelaide Central Markets, Rundle and Hindley Street which includes Adelaide's famed small bars and laneways
  - The North Terrace cultural boulevard which is home to some of the State's most important cultural and education and research institutions.
- Adequate investment and planning by all levels of government in quality social infrastructure for a growing Adelaide population.
- Support business growth opportunity and amenity in the public realm to ensure that businesses can settle in the city, knowing its location will attract emerging creatives and knowledge workers that businesses need to grow. Work with State Government to prioritise infill within the city and advocate for greater connectivity to the city, and Greater Metropolitan Adelaide and South Australia's Regions, through sustainable and efficient public transport.

## What City of Adelaide is already doing

- Adelaide Economic Development Agency
- Developing City Plan
- Encouraging more residential development in the city, including Market Arcade redevelopment
- Encouraging adaptive reuse as one initiative through the broader housing supply chain.
- Working with existing Main Streets to reinvigorate local business
- Collaborating with State Government on Lot Fourteen and BioMed City
- Drafting a new Housing Strategy setting ambitious targets to alleviate the housing crisis, provide key workers with accommodation choices and produce greater CBD vibrancy.
- Drafting a new Homelessness Strategy to address this complex multi-faceted issue from an evidence-based approach.
- Drafting a new Economic Development Strategy to ensure alignment between business growth, sustainable and climate responsive outcomes and growing city experiences.
- Social Infrastructure Assessment to plan for services and amenities a growing city community will need, also considering inner rim and corridor development, by collaborating with neighbouring Council partners.

## City of Adelaide Recommendations

The GARP should:

- Adopt City of Adelaide's City Plan – Adelaide 2036 as a sub-regional plan of the GARP.
- Recognise and support the primacy of the City of Adelaide as the social, commercial, cultural and civic heart of the region.
- Commit to a Light Rail extension to North Adelaide and into Prospect to support a residential and business growth corridor to O'Connell Street timed for redevelopment of the Women's and Children's Hospital.
- Support residential growth outcomes in the City of Adelaide to achieve 50,000 residents by 2036 through strategic infrastructure investment, including consideration of existing State Government landholdings.
- Recognise and reinforce the City of Adelaide as a key business growth location.
- Encourage innovative housing models to achieve housing and population diversity in the city.
- Support the delivery of social housing in the city.



Growth potential scenarios

### City Focus 3.

# Recognise Adelaide Park Lands and Karrawirra Parri

## Relevant GARP Outcomes

- ✓ A greener, wilder and climate resilient environment
- ✓ A strong economy built on smarter, cleaner, regenerative future



## Draft City of Adelaide Strategic Plan 2024-2028:

- Our Places: Interesting, purposeful and safe
- Our Environment: Resilient, protected and sustainable
- Our Community: Vibrant, connected and inclusive



## City of Adelaide Priorities

### Open Space Strategy and Adelaide Park Lands

- City of Adelaide supports the Commission's commitment to undertake a metropolitan open space study.
- Recognise the importance of the Adelaide Park Lands by placing it at the heart of the Metropolitan Open Space Scheme (MOSS), recognising its role as regional open space, natural and cultural values, and sporting and events infrastructure with adequate resourcing to perform that role.
- Funding for the management of the Adelaide Park Lands aligned to the growing city and inner metropolitan population, particularly for new corridor development.
- Adequate local scale open space for any inner rim development. Inner rim development should not rely solely on the Adelaide Park Lands.

### Funding mechanisms

- Planning and Development Fund contributions for land divisions in adjacent Council areas within 500m of the Adelaide Park Lands should contribute to the Adelaide Park Lands Fund.
- Land division Open Space Contributions in the City of Adelaide should improve existing or create new open space.
- Encourage open space to be designed into larger developments through adjusting the Urban Canopy Offset Scheme to enable

payments per new dwelling rather than per site, and to ensure funds can be set aside for future well-located open space and recreational areas for the increasing residential population in the city.

### National Heritage Listing and World Heritage Listing

- Ensure the National Heritage Listing of the Adelaide Park Lands and City Layout is recognised and identified in the GARP and future planning policy considers and protects National Heritage Listed values of the Adelaide Park Lands and City Layout.
- Ensure the GARP recognises and includes policies that support the World Heritage bid for Adelaide and its Rural Settlement landscapes.
- Recognise all levels of heritage including World, National, State and Local.

### Adelaide Park Lands Management Strategy (APLMS) 2015-2025 update

- APLMS is currently being updated and should inform the metropolitan open space study.

### Karrawirra Parri (River Torrens)

- Recognise the physical, cultural, environmental and strategic economic importance of Karrawirra Parri to the City of Adelaide, including its role as a key tourism attractor and visual centrepiece for the city.
- Support Water Sensitive Urban Design as a key mechanism to helping improve the health of Karrawirra Parri.

## What City of Adelaide is already doing



- Comprehensive review of the Adelaide Park Lands Management Strategy
- National Heritage Management Plan for the Adelaide Park Lands and City Layout to protect the National Heritage Values.

## City of Adelaide Recommendations

The GARP should:

- Recognise the regional significance of the Adelaide Park Lands in any open space hierarchy or Metropolitan Open Space Scheme update.
- Recognise and support delivery of an updated Adelaide Park Lands Management Strategy.
- Encourage contributions to the Adelaide Park Lands Fund from adjacent development and intensifying land use.
- Recognise the National Heritage Listing and advocate for the World Heritage Listing of Adelaide and its Rural Settlement Landscapes.
- Recognise the cultural, environmental and strategic economic importance of Karrawirra Parri to the City of Adelaide, and Councils along its length.



City Focus 4.

# A City of Neighbourhoods

## Relevant GARP Outcomes

- ✓ A more equitable and socially-cohesive place
- ✓ A greater choice of housing in the right places



## Draft City of Adelaide Strategic Plan 2024-2028:

- Our Community: Vibrant, connected and inclusive
- Our Places: Interesting, purposeful and safe
- Our Economy: Growing, innovative and responsive



## City of Adelaide Priorities

### A city of neighbourhoods

- Ensure City of Adelaide is treasured for its diversity and the many neighbourhoods within it. Neighbourhoods can be entire blocks, single streets, vertical villages or centred around a Square such as Light Square and Hurtle Square. City Plan will identify these neighbourhoods spatially so that they can be celebrated and protected.

### Identify and reinforce local identity

- Encourage a diversity of spaces and scales that support living, shopping and working locally.
- Support safe, healthy and connected centres where local character is celebrated and enhanced, and public realm is enhanced and protected.
- Encourage retention and adaptive reuse of buildings to activate and revitalise the city and create vibrant environments.

### Workforce attraction and retention

- Improve workforce attraction and retention through creating a city that has amenity and lifestyle where people want to move to and stay.
- Focus on attracting international young professionals.
- Highlight the important role of Adelaide as a Capital City with access to high quality institutions, arts and culture, entertainment and education.

### Climate resilience

- Climate resilience will reinforce Adelaide as a great place to live.
- At a street scale City of Adelaide is looking at ways to green the city which have dual benefits of reducing urban heat effects and creating opportunities for placemaking.

### Diversity of housing and people

- Neighbourhoods and built form that welcomes and provides for the needs of many.
- Universal design in public realm and private development to ensure ageing in place and multi-generational housing.
- Providing for a mixture of multi-family, single occupancy and traditional housing.
- Recognising the role of pets in owner-occupied, rental and apartment buildings.

### Social infrastructure

- Social infrastructure defined and provided according to benchmark thresholds including community centres, libraries, early childhood education and care, education and training, primary and community health, community gardens, art and culture, sport and recreation, to meet the needs of current and expected populations.

## What City of Adelaide is already doing

- Developing the City Plan
- Main Street Master Plans
- Urban Design Projects and upgrades in public realm
- Social Infrastructure Assessment to plan for services and amenities that a growing city community will need

## City of Adelaide Recommendations

The GARP should:

- Provide for a nuanced approach to built form reflective of place identity, where streets are mixed use and mixed tenure to create diversity, vibrancy and a lifestyle where people want to move to and stay.
- Encourage funding for public realm upgrades in precincts experiencing uplift and residential growth.
- Adopt benchmarks and thresholds for new social infrastructure, such as schools and libraries as new denser communities emerge.



# Better Infill Outcomes

## Relevant GARP Outcomes

- ✓ A more equitable and socially-cohesive place
- ✓ A strong economy built on smarter, cleaner, regenerative future
- ✓ A greater choice of housing in the right places



## Draft City of Adelaide Strategic Plan 2024-2028:

- Our Places: Interesting, purposeful and safe
- Our Economy: Growing, innovative and responsive



## City of Adelaide Priorities

### Greener corridors and boulevards

- City of Adelaide would like to see the Boulevard Zones reimagined to ensure they are genuinely creating a boulevard experience with greening, appropriate setbacks and strong linkages to the city and Adelaide Park Lands. Opportunities to do this include Greenhill Road, Fullarton Road, Robe Terrace and Port Road.
- Dwelling targets for inner rim Councils concerned about heritage and character preservation will likely see growth being focussed along corridors and boulevards. The additional inner rim population will increase movement into the city which should be supported by improved connections for active travel and improved public transport.

### Catalyst sites

- Ensure large, catalyst site development is designed to respond positively to its context, especially to existing neighbouring lower-scale residential properties.
- City Plan methodology has identified city sites with development potential based on a number of factors including aircraft height limits, heritage adjacency and overshadowing. This methodology could be applied more broadly than the city.

### New housing typologies and models

- While the 'missing middle' is often a term applied to inner metropolitan areas, the

scale and form of Adelaide also makes it relevant here. Nuanced planning controls should encourage growth within the identified character of neighbourhoods.

- Thinking big and building smaller to increase diversity, reduce homelessness and ensure equity and diversity.
- Delivery of affordable housing that complements the pipeline of higher end apartments.

### Adaptive reuse

- Delivery of shop-top housing, adaptive reuse and zoning overlays that protects heritage fabric whilst encouraging regenerative developments.

### Housing supply

- Influencing supply of housing as a way of improving affordability across the housing spectrum.
- Making appropriate interventions to foster and grow a new affordable rental asset class.

### Innovation and sustainability

- Exploring innovation in housing design, adaptive reuse of existing buildings, sustainability and housing models to improve affordability through cost of living while also providing environmental benefits through extending the life of housing.

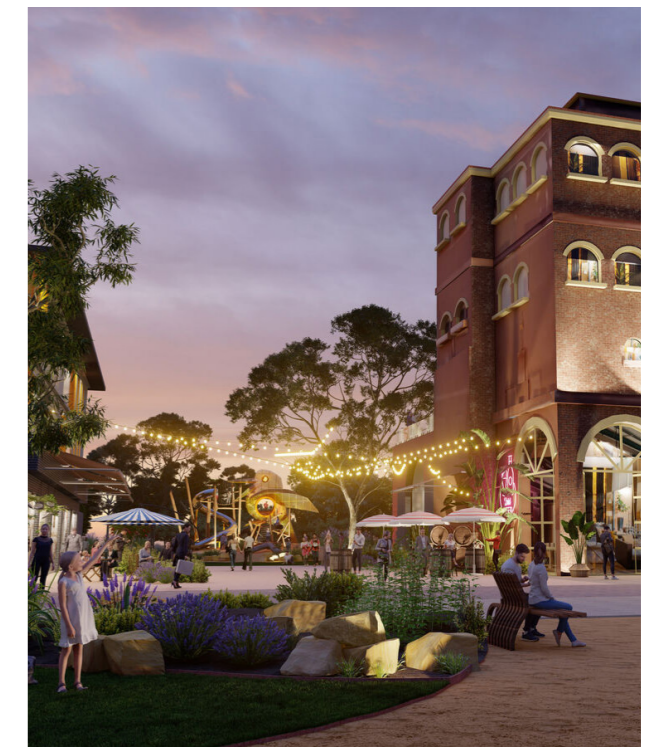
## What City of Adelaide is already doing

- Focus on adaptive reuse residential projects
- Advocacy for effective connections to and from open space and social infrastructure for residents and inner suburbs
- Developing City Plan
- Preparing a new Housing Strategy

## City of Adelaide Recommendations

The GARP should:

- Include a strategic plan for an improved active transport network to support expected growth along corridors and boulevards in inner rim Councils.
- Require better interface management and urban design outcomes for larger sites, particularly catalyst and strategic infill sites. City Plan includes a 'development potential' methodology which could be applied to strategic infill sites.
- Demonstrate leadership in planning design excellence to achieve cost-effective climate mitigation and adaptation responses via infrastructure and built form in the city and region.
- Strengthen requirements for delivery of affordable housing for purchase or rent.
- Require the collection of developer contributions to fund local infrastructure.



CASE STUDY Thebarton Brewery Precinct (Source Draft Code Amendment)

There was no provision of local open space in the recent Code Amendment and access to the Adelaide Park Lands was relied upon. The Adelaide Park Lands should not be a substitute for quality local open space which provides recreation and place making opportunities for local communities.

City Focus 6.

# Better Connections to and around the CBD

## Relevant GARP Outcomes

- ✓ A Greener, wilder and climate resilient environment
- ✓ A more equitable and socially-cohesive place
- ✓ A strong economy built on smarter, cleaner, regenerative future



## Draft City of Adelaide Strategic Plan 2024-2028:

- Our Community: Vibrant, connected and inclusive
- Our Places: Interesting, purposeful and safe



## City of Adelaide Priorities

### Focus on getting in and around the city

- Active transport is at our heart – walking, cycling, and convenient public transport, as well as micro-mobility and e-bikes.
- Support increased uptake of electric vehicles, reducing noise and emissions in the city, including by delivering charging facilities.
- Creation of a green corridor from Robe Terrace to North Terrace to increase active transport between Adelaide and North Adelaide.

### Active transport

- Active transportation opportunities that will play an increasing role in the health, wellbeing and climate responsiveness of the city and Greater Adelaide Region.
- Urban Design and public realm quality should encourage active transport as an easy choice, with multiple benefits including improved social cohesion, lower cost transportation, reduced carbon footprint and increased local shopping opportunities.

### Enable effective regional and suburban connections to CBD

- An improved public transport network, with more opportunity for active transport.
- Respond to residential growth in suburbs adjoining the City of Adelaide and more people living and working in the city through coordinated and strategic transportation planning.

- Metropolitan scale consideration of improved access to the CBD (e.g. park and ride).
- Ensure city access and the city as a destination is a feature of any large-scale fixed-rail or light-rail initiatives introduced by Greater Adelaide Regional Plan.

### Universal design and safety

- Accessible / inclusive considerations so that the city is accessible to all, and positions the City of Adelaide as a destination of choice for international conferences, study and tourism.
- Crime Prevention through Environmental Design should be embedded in all urban design initiatives.
- Embed a healthy streets approach to all policy development and project delivery.

## What City of Adelaide is already doing

- Updated Integrated Transport Plan (in development)
- City Plan
- Disability Access and Inclusion Plan
- Integrated Climate Strategy (in development)
- Electric Vehicle Study

## City of Adelaide Recommendations

### The GARP should:

- Establish the critical infrastructure nexus between population uplifts and need for better transport systems.
- Explore light rail connections to North Adelaide and Prospect, Airport and the inner East to support transit centred growth.
- Create a terrace-to-terrace green corridor to connect North Terrace to Robe Terrace.
- Encourage built form and infrastructure in and connecting with the City of Adelaide that adopts best-practice accessibility (via application of Universal Design principles).
- Include funding mechanisms such as development fees in lieu of car parking for local and/or state government to deliver coordinated active transport, electric vehicle infrastructure, separated bike lanes and footpaths or Universal Design improvements in existing and new main streets and neighbourhoods.
- Encourage a network of public electric vehicle charging locations and the inclusion of a benchmark ratio for private electric vehicle charging points in new developments.



City Focus 7.

# Respect Traditions, Heritage and Culture

## Relevant GARP Outcomes

- ✓ A more equitable and socially-cohesive place
- ✓ A greater choice of housing in the right places



## Draft City of Adelaide Strategic Plan 2024-2028:

- Our Community: Vibrant, connected and inclusive
- Our Environment: Resilient, protected and sustainable
- Our Places: Interesting, purposeful and safe



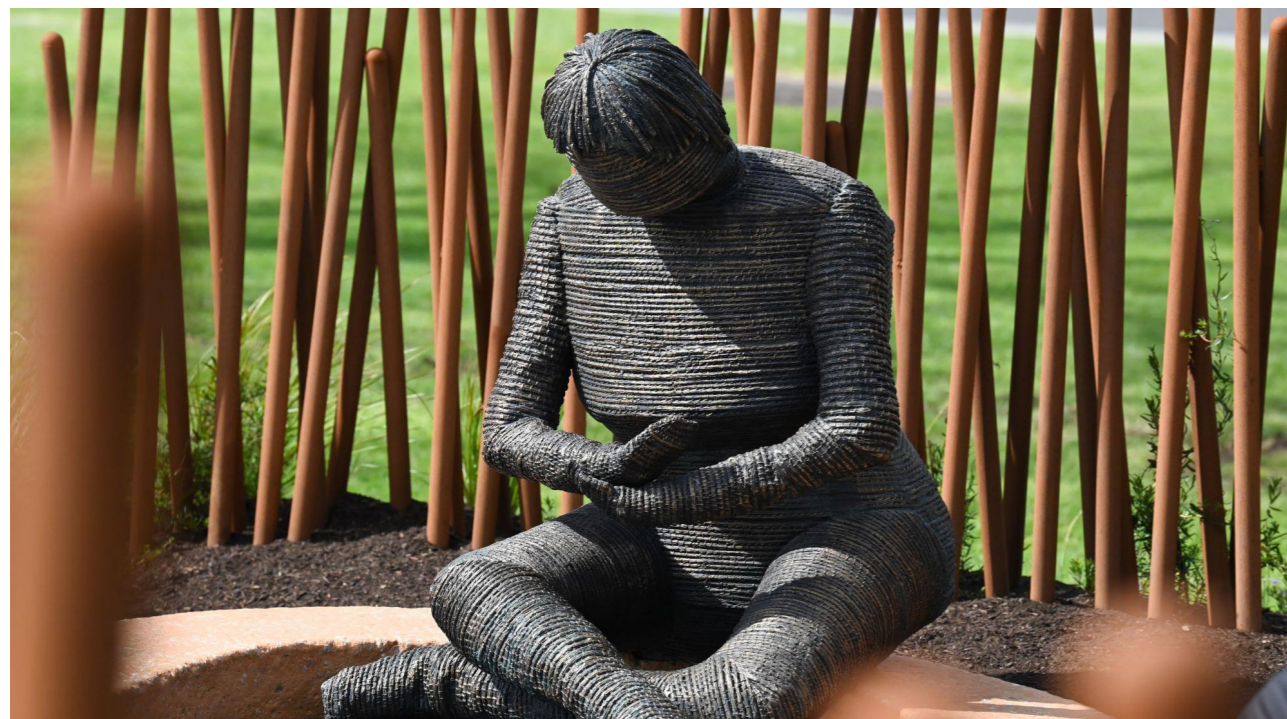
## City of Adelaide Proirities

### Listen and connect with Kurna heritage

- Begin all planning processes with a deep understanding of the history and cultural value of the place.
- Leading with a First Nations lens, weaving stories and understanding of Country in space and place to influence the urban design to create outcomes that are a genuine co-creation.
- Reconceive Adelaide from being a 'city in a park' to a 'city deeply immersed in Country'

### We value built heritage

- National, State, and Local Heritages places, and Historic Area Overlays are recognised and valued in the City of Adelaide.
- Value the aesthetics and history of our built heritage so communities benefit from its contribution to culture, sustainability and the economy.



## What City of Adelaide is already doing

- 'Kurna Voices' cultural mapping project
- Implementation of Our Future – Heritage Strategy 2021-2036 and Action Plan
- City Housing (Adaptive Reuse) Initiative supporting retention and adaptive reuse of buildings with cultural and heritage value
- Implementation of Stretch Reconciliation Action Plan overseen by the Reconciliation Committee of Council
- Heritage Incentives Scheme that provides financial support for owners to undertake works to maintain heritage properties.

## City of Adelaide Recommendations

The GARP should:

- Agree to a process with Traditional Owners which ensures all planning for public projects are led with a First Nations lens.
- Recognise and reinforce the National Heritage Values of the Adelaide Park Lands and City Layout.
- Reinforce the need for conservation of heritage values and the historic character of the City of Adelaide, including State Government funding for State Heritage.
- Encourage the creation of a single heritage statute to govern and protect State and Local Heritage, as described in City of Adelaide's position on Heritage Reform (June 2022).



**Adelaide.  
Designed for Life.**





## Encroachment Policy Review

Strategic Alignment - Thriving Communities

Public

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

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

**Approving Officer:**  
Ilia Houridis, Director City  
Shaping

## EXECUTIVE SUMMARY

This report summarises a review of Council's Encroachment Policy dated 11 February 2020 and seeks Council endorsement to consult on an amended draft Encroachment Policy.

The Encroachment Policy provides criteria for managing different forms of encroachments in the public realm to ensure they contribute positively to public safety and amenity. The Policy provides the basis for Council's assessment and decision making on encroachments as land custodian of public roads. Encroachments over parks, reserves or private land are not covered by the Policy.

The Policy has been reviewed as being largely effective. Refinements are proposed as it relates to the assessment of, and fees charged for, temporary ground anchors. Other minor amendments for policy clarity are proposed.

The Policy amendments seek to improve the effectiveness and provide further clarity regarding acceptable and unacceptable encroachments into the public realm.

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## RECOMMENDATION

The following recommendation will be presented to Council on 14 November 2023 for consideration

THAT THE CITY PLANNING, DEVELOPMENT AND BUSINESS AFFAIRS COMMITTEE RECOMMENDS TO COUNCIL

THAT COUNCIL:

1. Endorses the Draft Encroachment Policy contained in Attachment A to Item 7.3 on the Agenda for the meeting of the City Planning, Development and Business Affairs Committee held on 7 November 2023, for the purposes of public consultation.
  2. Receives the proposed amendments to the fees and charges structure for the Draft Encroachment Policy contained in Attachment B to Item 7.3 on the Agenda for the meeting of the City Planning, Development and Business Affairs Committee held on 7 November 2023 to be considered in the 2024/25 annual fee review process.
  3. Authorises the Chief Executive Officer to make editorial and technical changes if needed to the Draft Encroachment Policy for Consultation contained in Attachment A and Attachment B, to Item 7.3 on the Agenda for the meeting of the City Planning, Development and Business Affairs Committee held on 7 November 2023, for the purposes of finalising the documents for public consultation.
-

## IMPLICATIONS AND FINANCIALS

City of Adelaide 2020-2024 Strategic Plan	<p><b>Strategic Alignment – Thriving Communities</b></p> <p>The Encroachment Policy is intended to support a public realm that is welcoming and user friendly, cultivating a positive relationship between the public and private realms and strengthens the character and identity of the Capital City.</p>
Policy	<p>This report proposes amendments to Council’s <a href="#">Encroachment Policy</a> dated 11 February 2020.</p> <p>The draft Encroachment Policy for consultation aligns with:</p> <ul style="list-style-type: none"> <li>• Temporary Use of Public Space Policy</li> <li>• Objects on Footpaths Guidelines</li> <li>• Outdoor Dining Guidelines</li> <li>• Lighting Policy and Operating Guideline</li> <li>• Undergrounding (Overhead Electricity and Telecommunication Cables) Policy</li> <li>• Cabling and Communication Policy</li> <li>• City Works Operating Guidelines</li> <li>• National Heritage Listing of the Adelaide Park Lands and City Layout</li> <li>• Adelaide Design Manual.</li> </ul>
Consultation	<p>Internal consultation on amendments to the Encroachment Policy is complete. This report presents a draft Encroachment Policy for community consultation which will be undertaken in accordance with Council’s Community Consultation Policy dated 16 July 2019.</p>
Resource	<p>Not as a result of this report</p>
Risk / Legal / Legislative	<p>The Encroachment Policy seeks amendments that provide policy currency, address risk and protect Council against future liability.</p> <p>The review has had regard to relevant legislation, including:</p> <ul style="list-style-type: none"> <li>• Planning and Design Code</li> <li>• <i>Local Government Act, 1999 (SA)</i></li> <li>• <i>Planning, Development and Infrastructure Act, 2016 (SA)</i></li> <li>• <i>Encroachments Act, 1944 (SA)</i></li> </ul>
Opportunities	<p>The Policy review has identified opportunities to clarify policy as it relates to unacceptable encroachments, including to enable adaptive reuse, and as it relates to signage and ground anchors</p>
23/24 Budget Allocation	<p>The review was undertaken with existing resources.</p>
Proposed 24/25 Budget Allocation	<p>Not as result of this report</p>
Life of Project, Service, Initiative or (Expectancy of) Asset	<p>Consultation will be finalised in February 2024 and an amended Policy will be put to Council in March 2024.</p>
23/24 Budget Reconsideration (if applicable)	<p>Not as a result of this report</p>
Ongoing Costs (eg maintenance cost)	<p>The ongoing administration, monitoring and review of the Policy will be undertaken with existing resources</p>
Other Funding Sources	<p>Not as a result of this report</p>

# DISCUSSION

## Background

1. The Encroachment Policy seeks to protect the character of the City and streets by managing development encroaching over public space.
2. The current Policy objectives are to enable design flexibility that also yields public benefit including:
  - 2.1. Creating a public realm that is welcoming and user friendly.
  - 2.2. Cultivating a positive relationship between the private and public realms.
  - 2.3. Strengthening the character and identity of our Capital City.
3. The Policy sets out the conditions that are specific to managing encroachments over public roads by:
  - 3.1. Providing a clear framework for managing encroachments.
  - 3.2. Providing for consistent decision making.
  - 3.3. Ensuring encroachments do not create public safety risks.
  - 3.4. Reinforcing the importance of retaining the City's distinctive urban form.
  - 3.5. Supporting the provision of pedestrian-friendly streetscapes accessible to all users.
  - 3.6. Supporting verandahs and first floor level balconies that provide shelter.
  - 3.7. Supporting green infrastructure measures that contribute to a more liveable City.
  - 3.8. Preventing above first floor balconies and floor area encroachments, other than in limited specified circumstances.

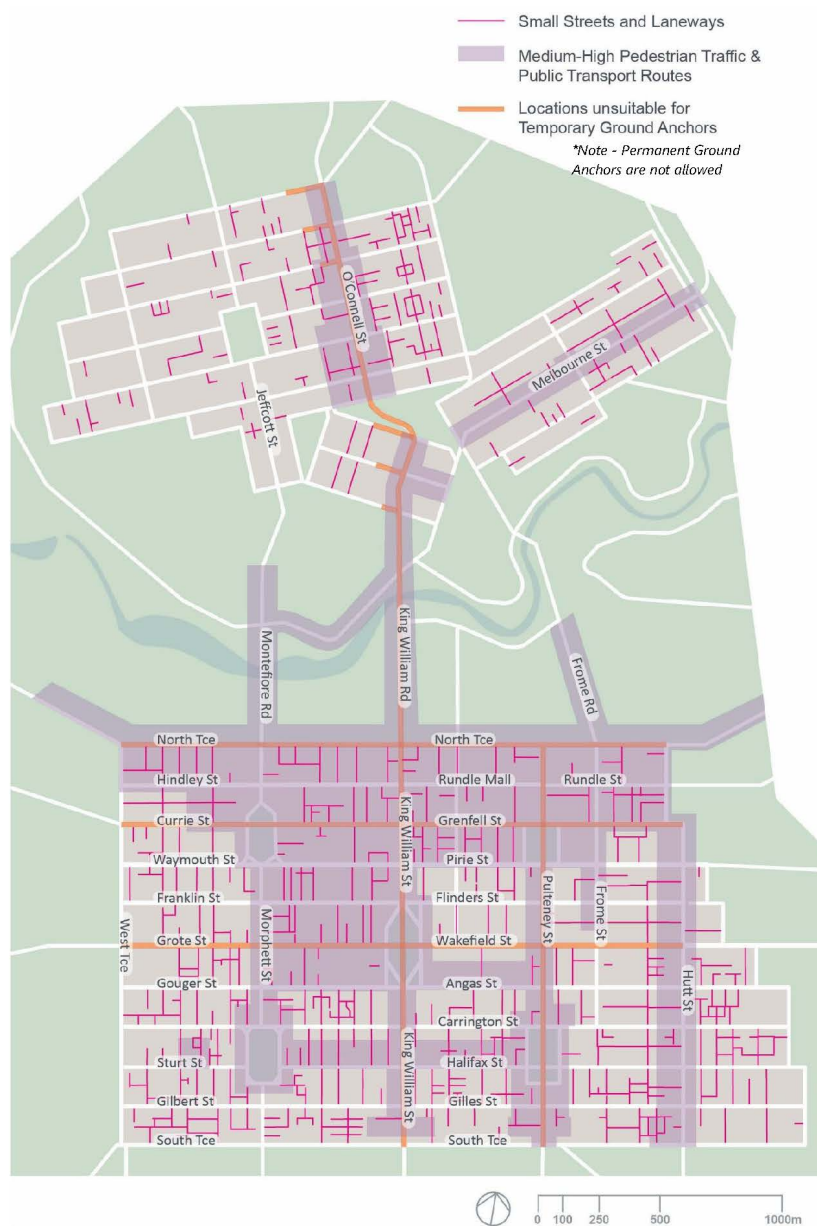
## Review Findings

4. The Encroachment Policy was last amended in February 2020 with a positive effect on Council's ability to maintain the amenity and safety of the public realm.
5. The Encroachment Policy is assessed as:
  - 5.1. Providing sufficient policy clarity and certainty on what is permitted in the City.
  - 5.2. Ensuring encroachments facilitate a public benefit.
  - 5.3. Effective in maintaining Adelaide's strong urban form and well-defined street edges by identifying:
    - 5.3.1. "Acceptable" encroachments such as verandahs, green walls and balconies at first floor level
    - 5.3.2. "Unacceptable" encroachments such as permanent tensioned ground anchors, building floor area and above first floor level balconies.

## Ground Anchors

6. Permanent and temporary ground anchors are commonly used in city environments as an alternative footing to provide structural support when a site is excavated for construction along a site boundary. A structural element is installed into rock or soil to provide stability of structures.
7. Temporary ground anchors are designed to last until the building can support the excavation and then when no longer required are destressed, unloaded or cut so that the anchor no longer provides support and can be removed if required. Temporary de-tensioned ground anchors generally remain in-situ on Council land.
8. The current Policy lists permanent ground anchors as unacceptable and restricts temporary ground anchors in locations based on State Government future transport infrastructure planning (Figure 1).
9. Three of four applications for temporary ground anchors received in restricted locations since 2020 have been supported by State Government and the restriction is no longer required.

**FIGURE 1 - Pedestrian and Future Infrastructure Map**



10. An increase in City of Adelaide fees for temporary ground anchors is proposed to better reflect the average time required to process the application and compensate for the use of public space that does not provide a public benefit.

**Recommended Policy Changes**

11. The draft Encroachment Policy for consultation is contained in **Attachment A**. In summary, the draft Policy proposes to:
  - 11.1. Update exceptions to Unacceptable Encroachments which relate to heritage listed properties, significant public buildings and adaptive reuse buildings where no alternative access options are available.
  - 11.2. Allow for temporary ground anchors to support construction.
  - 11.3. Reference new legislation and Council policies.

- 11.4. Reinforce the importance of maintaining the built form edge as an attribute of the National Heritage listing of the Adelaide Park Lands and City Layout
- 11.5. Ensure canopy columns or pillars are not fixed to footpaths.
- 11.6. Ensure encroachments are a minimum of 1 metre away from a trunk and/or major limb of a street tree.
- 11.7. Ensure CCTV's do not extend beyond the fascia line of a verandah or balcony.
- 11.8. Include criteria for above awning projecting signage.

### 2024/25 Annual Fee Review Process

- 12. The review supports an increase in fees for temporary ground anchors that can be considered through the 2024/25 annual fee review process. The proposed changes are included in **Attachment B** and summarised as:
  - 12.1. Increasing the application fee from \$131 to \$250.
  - 12.2. Increase the once-off ground anchor fee for interference with the road from \$750 to \$1000 per ground anchor.
  - 12.3. Introduction of an inspection fee of \$380 for temporary ground anchors once ground anchors have been destressed and any damage has been rectified.
  - 12.4. The refundable bond to remain at \$5,000 per ground anchor however increase maximum bond value from \$500K to \$600K.
  - 12.5. Retain the bond in full by Council until 6 months after the de-stressing and when the applicant's Structural Engineer or Geotechnical Engineer has provided certification that the ground anchors have been cut at the boundary and removed or appropriately de-stressed (made inactive) and any damage to public land including infrastructure has been rectified to the satisfaction of Council.
- 13. The proposed application fee will cover some of the administrative cost of assessing an application. The once-off temporary ground anchor fee is to manage the transfer of liability to Council.
- 14. The proposed revisions to the fee structure continue to ensure that the fee schedule is simple and provides certainty to developers.

### Next Steps

- 15. Pending decision by Council about the proposed amendments to the Encroachment Policy, community consultation on the draft Policy amendments will be undertaken.
- 16. Community consultation can commence in mid to late January 2024 for a 4-week period and will involve the following as per Council's community consultation policy and legislative requirements for policy development:
  - 16.1. Public notice in the Advertiser.
  - 16.2. Letter to Department for Infrastructure and Transport.
  - 16.3. Website available to the community for viewing and input through YourSay.
  - 16.4. Information sheets and the Draft Encroachment Policy available online and at the Customer Centre, Libraries and Community Centres.
  - 16.5. Open invitation to meet with a member of Administration to discuss the content of the Draft Encroachment Policy.
- 17. On completion of the consultation period all submissions will be collated and summarised to inform Council's finalisation of the Policy. This is intended to be complete between February 2024 and March 2024.

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## ATTACHMENTS

**Attachment A** – Proposed Encroachment Policy

**Attachment B** – Proposed 2024/25 Encroachment Fee Schedule

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- END OF REPORT -

# ENCROACHMENT POLICY

*Date this document was adopted: 11 February 2020*

*legislative*

## PURPOSE

This Policy provides criteria for managing different forms of encroachments in the public realm to ensure they contribute positively to public safety and amenity and support the application of the Planning and Design Code. This includes maintaining Adelaide's strong identifiable townscape character through strong urban form and well-defined built form edges to the street. The strong street edges contribute to the City Layout and are an important component of the National Heritage Listing. This Policy provides the basis for Council's assessment and decision making on encroachments as land custodian of public roads. Encroachments over parks, reserves or private land are not covered by this Policy.

## STATEMENT

### Application of this document

No building or structure (including pipes, wires, cables, fixtures, fittings, ground anchors or other objects) shall be erected or installed in, on, across, under or over public roads unless prior written permission has been issued by Council in accordance with *Section 221* of the *Local Government Act 1999*, the *Planning, Development and Infrastructure Act 2016* and the conditions determined by Council are complied with.

The Encroachment Policy takes effect from the date of adoption by Council. All applications for an Encroachment Permit received after that date will be assessed against this Policy.

Encroachments approved under the previous Policy will be allowed to remain and will not be charged retrospective fees provided the Permit holder continues to meet the conditions of the Permit. If the previously approved encroachment is removed, any new encroachment installed in its place would have to meet the requirements of this Policy.

The overall design approach to development as defined by the *Planning, Development and Infrastructure Act 2016* is addressed via the development assessment process.

The Policy objectives are to design flexibility that also yields public benefit including:

- Creating a public realm that is welcoming and user friendly;
- Cultivating a positive relationship between the private and public realms; and
- Strengthening the character and identity of our Capital City.

This Policy sets out the conditions which are specific to managing encroachments over public roads and will:

- Provide a clear framework for controlling encroachments;
- Provide for consistent decision making;
- Ensure encroachments do not create public safety risks;
- Reinforce the importance of retaining the City's distinctive urban form;
- Reinforce the strong street edges that contribute to the city layout and are an important component of the National Heritage Listing;
- Support the provision of pedestrian-friendly streetscapes accessible to all users;
- Support verandahs and first floor level balconies that provide shelter;

- Support green infrastructure measures that contribute to a more liveable City; and
- Prevent above first floor balconies and floor area encroachments, other than in limited specified circumstances.

Council will assess all encroachments against the criteria for managing different forms of encroachments detailed in **Attachment A**. Fees and charges which might be applicable to approved encroachments are detailed in **Attachment B** and will be included in Council's annual business fees and charges.

## OTHER USEFUL DOCUMENTS

### Related documents

- Temporary Use of Public Space Policy
- Objects on Footpath Operating Guidelines
- Outdoor Dining Guidelines
- Parklet Operating Guidelines
- Lighting Policy and Operating Guideline
- Undergrounding (Overhead Electricity and Telecommunication Cables) Policy
- 
- Cabling and Communication Policy
- City Works Operating Guidelines
- National Heritage Listing of the Adelaide Park Lands and City Layout
- Adelaide Design Manual.

### Relevant legislation

- *Local Government Act 1999*, (section 221)
- *Encroachments Act 1944*
- *Planning, Development and Infrastructure Act 2016*
- *Planning, Development and Infrastructure (General) Regulations 2017*
- Planning and Design Code
- *Disability Inclusion Act 2018*
- *Commonwealth Disability Discrimination Act 1992*
- *National Construction Code, 2022*
- *Electricity Act and Regulations 1996*
- *Telecommunications Act and Regulations 1993*
- Australian Standards
- *Commonwealth Environment Protection and Biodiversity Conservation Act 1999*

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## GLOSSARY

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

**architectural features** – are the details and component parts that, together, form the architectural style of buildings and structures e.g. fins, blades, cornices, eaves, sills, mullions and architraves.

**awning** – a sheet of canvas or other material stretched on a frame and used to keep the sun or rain off a window or doorway.

**encroachment** – is any structure erected or installed in, on, across, under or over Council land including structures that straddle a title boundary from private land onto public land (including roads and community land).

**external cladding** – material affixed flush with the exterior building façade.

**entrance portico** – is a structure that defines the entrance into a building.

**green facades** – are a means of growing plants in a vertical arrangement and will generally have climbing plants weaving themselves in and around a framework of mesh, wires or cables.

**living wall** – is a means of growing plants in a vertical arrangement and contain potted plants. they are pre-planted in boxes, tubs or trays and then hung on a wall vertically.

**pergola** – an open trellis-like roof which can be used to support climbing plants.

**permanent ground anchor** – is a structural element installed into rock or soil to provide stability of structures as a site is excavated and where the final structure may not provide sufficient support. They are used where a structure needs a permanent solution.

**public road** – a class of land owned in fee simple by Council, the classification of which determines how that land is managed in accordance with the Local Government Act 1999 and other acts.

It includes facilities such as carriageways, road reserve, footpaths, pavement and associated features for public travel and is all the area of land that is within the boundaries of a road.

**shading device** – a projecting feature on the exterior of a building, over a window that provides shade.

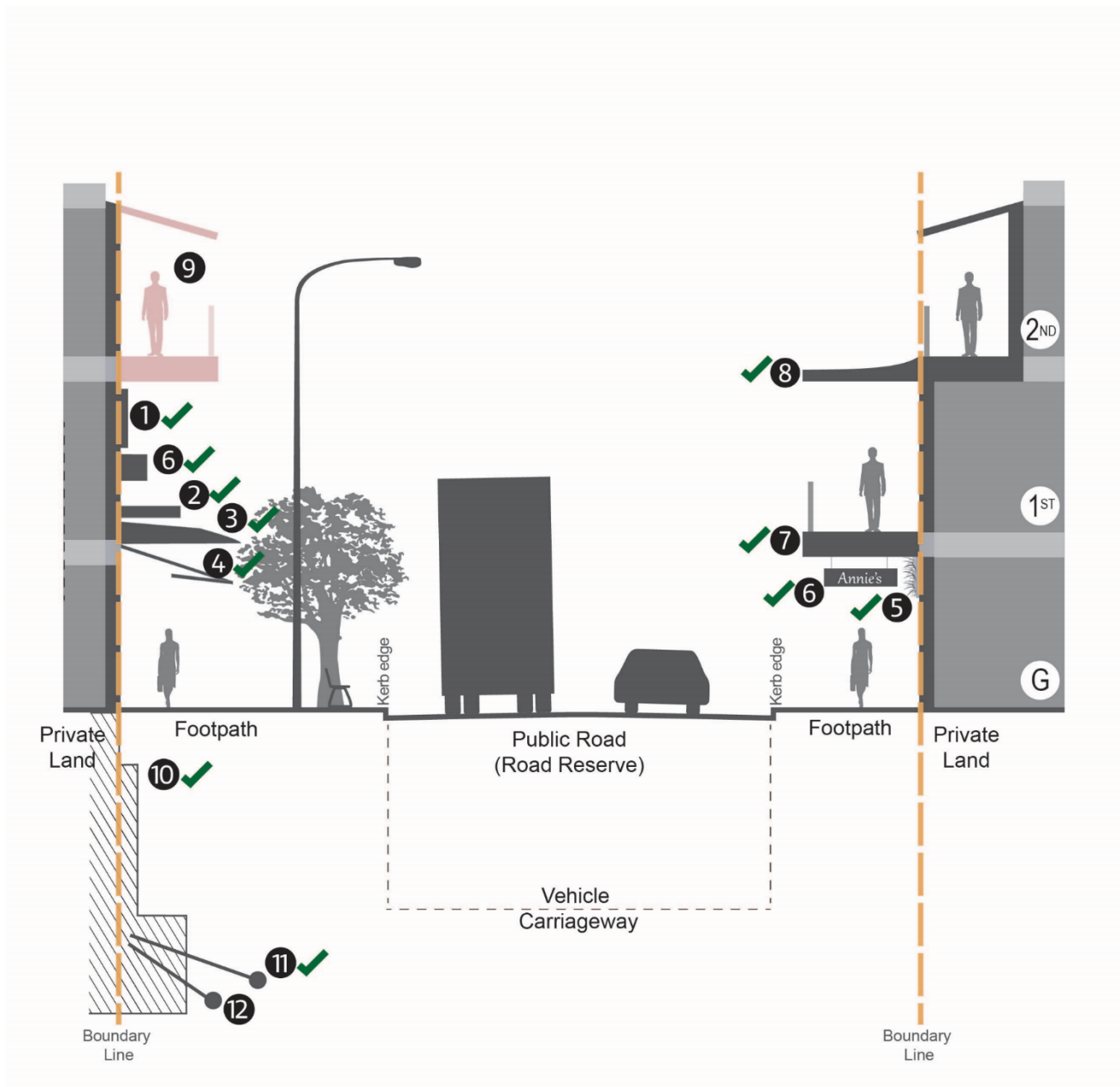
**temporary ground anchor** – is a structural element installed into rock or soil to provide stability of structures for a limited period of time (up to 2 years) as a site is excavated. They are designed to last until the building can support the excavation, rendering the anchors obsolete. When no longer required the anchors are destressed, unloaded or cut so that the anchor no longer provides support and can be removed if required. 'Destressing' is the removal of load or bearing capacity of the ground anchor, such that the ground anchor is no longer providing any structural support.

**universal access** – is the design and composition of an environment so that it can be accessed, understood and used to the greatest extent possible by all people regardless of their age, size, ability or disability.

**verandah** – an open-walled roof attached to the exterior of a building to provide shelter.

---





### Examples of Different Encroachments (refer to Attachment A - Criteria for Managing Encroachments)

- |  |   |
|--|---|
| 1. Example of Architectural feature or external cladding | 7. Verandah and First Floor Balcony Encroachment. |
| 2. External Shading Device Encroachment.                 | 8. First Floor Verandah/Awning Encroachment.      |
| 3. Fixed Awning Encroachment.                            | 9. Above First Floor Balcony Encroachment.        |
| 4. Retractable Awning Encroachment.                      | 10. Concrete Piling Encroachment.                 |
| 5. Green Wall Encroachment.                              | 11. Temporary Ground Anchor Encroachment.         |
| 6. Under and Above Canopy Sign Encroachment.             | 12. Permanent Ground Anchors.                     |

**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 for currency at least annually as part of the review of delegations. Those requiring detailed consideration are flagged in the current forward Council Policy Program.

**Review history:**

Review date	Authorised Body	Description of edits
28/01/97	Council	Notice Boards and Signs
10/02/97	Council	Encroaching Air Conditioners
28/07/08	City Strategy and Policy Committee	Reviewed fees, minor encroachments and minor variations
11/08/08	City Strategy and Policy Committee	Reviewed fees for heritage and character encroachments
16/12/14	Council	Review of encroachment fees
26/09/17	Council	Draft produced for consultation
25/03/19	Council	Reviewed fees and variations to balconies, ground anchors, built form enclosures, introduced criteria for public art, cladding, shading devices, green facades and lighting
11/02/20	Council	Reviewed variation to balconies within section 4.2.6 within Attachment A – criteria for managing different forms of encroachments.

**Contact:**

For further information contact the Planning and Development Program.

City of Adelaide  
 25 Pirie St, Adelaide, SA 5000  
 GPO Box 2252 ADELAIDE SA 5001  
 +61 8 8203 7203  
[city@cityofadelaide.com.au](mailto:city@cityofadelaide.com.au)

# Attachment A - Criteria for Managing Encroachments

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## 1.0 INTRODUCTION

Council is the custodian of the public realm in the City of Adelaide. The role of this Policy is to ensure encroachments do not diminish the health, safety and amenity of the public for present and future use and contribute positively to Adelaide's identifiable built form character. If a proposed encroachment meets the criteria within the Policy, the proposal may still be subject to assessment against the Planning and Design Code and Building Code, in accordance with the requirements of the *Planning, Development and Infrastructure Act 2016*.

These guidelines provide criteria for managing different forms of encroachments and assists in implementing the objectives of the Policy that seek to create a public realm that is welcoming, user friendly, cultivates a positive relationship between the private and public realms and strengthens the character and identity of our National Heritage listed City Layout. They apply to structures or parts of buildings that project or encroach into public road located within the City of Adelaide boundaries.

## 2.0 UNACCEPTABLE ENCROACHMENTS

The following forms of encroachment are not allowed:

- Above first floor balconies (unless exempted within section 4.2.6).
- Floor area encroachment including habitable floor or occupiable floor area of a building, enclosed balconies and structures that occupy a public road, airspace above a public road and/or land beneath a public road.
- Encroachment onto public land to achieve access requirements is generally not permitted except when:
  - (a) access by other means will result in a substantial loss of original fabric of a heritage-listed property impacting on the heritage significance of the place, and that the provision of equitable access is highly desirable, with no alternative access options available; or
  - (b) the proposal involves a significant public building where equitable access is highly desirable and there are no alternative access options available; or
  - (c) the proposal involves a significant adaptive reuse building where residential use is highly desirable and there are no alternative access options available.
- Third party signage.
- Fixing of canopy columns or pillars to pavements.
- Mechanical and plant equipment including air-conditioning units, electrical plant equipment.
- Tunnels, underpasses except for future public transport and underground car parking.
- Permanent tensioned ground anchors.

## 3.0 ACCEPTABLE ENCROACHMENTS (where an Encroachment Permit is not required)

The following forms of encroachment do not require an Encroachment Permit.

Examples might include, but are not limited to:

- butt-out bins;
- under footpath service connections to private properties;
- architectural features e.g. cladding, cornices, eaves, sills, mullions and architraves; and
- pipes and services on existing buildings that cannot be incorporated within the property boundary e.g. flues and downpipes.

Accepted encroachments that cannot practically be incorporated within the private property boundary MUST:

- not encroach over a vehicle carriageway;
- not present a safety risk to pedestrians or other users of the public road;

- be appropriately secured to the building;
- not interrupt pedestrian movement or public road;
- avoid water dripping or discharging onto a public road; and
- not interfere with existing services and on-street activities.

If an accepted encroachment meets the above criteria, it **MUST** meet all the following criteria (where relevant):

- be setback a minimum of 600mm from the kerb edge or 1 metre from a trunk and/or major limb of a street tree, light pole or street furniture element;
- not narrow the footpath width to less than 1.8 metres;
- have a minimum vertical clearance height of 2.5 metres above the footpath level;
- be not less than 600mm high above the footpath level; and
- not encroach horizontally more than 150mm into the public road.

#### **4.0 DEEMED TO SATISFY ENCROACHMENTS**

Encroachments that do not meet the criteria in 2.0 and 3.0 require an Encroachment Permit. Encroachments which require a permit must comply with the following criteria:

- Public Benefit Criteria
- Above Ground Encroachment Criteria
- Below Ground Encroachment Criteria

#### **4.1. PUBLIC BENEFIT CRITERIA**

All new encroachments **MUST**:

- maintain public safety; and
- maintain and/or improve public amenity, including the appearance of development; or
- facilitate anticipated development that would not otherwise be possible.

In addition, encroachments must comply with the criteria for Above and Below Ground Encroachments.

#### **4.2. DEEMED TO SATISFY ABOVE GROUND ENCROACHMENT (requires an Encroachment Permit)**

Above ground encroachments **MUST** be consistent with the following:

- Constructed of high quality, durable and low maintenance materials;
- Can be removed if required;
- Avoid water dripping or discharging onto a public road;
- Will not affect the planting and growth of street trees;
- Will not affect traffic signs or visibility of traffic control devices e.g. traffic signals;
- Will not affect the operation of emergency vehicles or personnel; and
- Avoid impeding access to all above ground and subsurface services in the public road reserve.

##### **4.2.1. ARCHITECTURAL FEATURES**

Architectural feature encroachments such as **MUST**:

- be constructed of durable materials compatible with the surface structure to which it is fixed;

- have a minimum vertical clearance of 2.5 metres above the footpath level (unless it can be demonstrated that it will not pose a risk to pedestrian safety);
- have a maximum projection of 1.2 metres over a public space which exceeds 10 metres in width and a maximum of 600mm over a public space which is less than 10m in width; and
- avoid the use of materials that produces glare, discomfort or danger to pedestrians and users of vehicles.

#### 4.2.2. EXTERNAL CLADDING

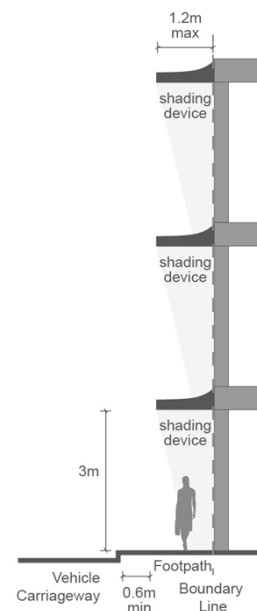
External cladding encroachments added to existing buildings MUST:

- be constructed of durable materials compatible with the surface structure to which it is fixed;
- have a minimum vertical clearance of 2.5 metres above the footpath level (unless it can be demonstrated that it will not pose a risk to pedestrian safety);
- have a maximum projection of 150mm beyond the property boundary; and
- avoid the use of materials that produces glare, discomfort or danger to pedestrians and users of vehicles.

#### 4.2.3. EXTERNAL SHADING DEVICES

External shading device encroachments MUST:

- be constructed of durable materials compatible with the surface structure to which it is fixed;
- have a maximum projection of 1.2 metres over a public road.
- be setback a minimum of 600 mm from the kerb edge or 1 metre from a trunk and/or major limb of a street tree, light pole or street furniture element (or greater for traffic movement/safety requirements); and
- have a minimum vertical clearance between the top of the footpath and lowest underside of the shading device of 3 metres or 5 metres above the level of a vehicular carriageway.



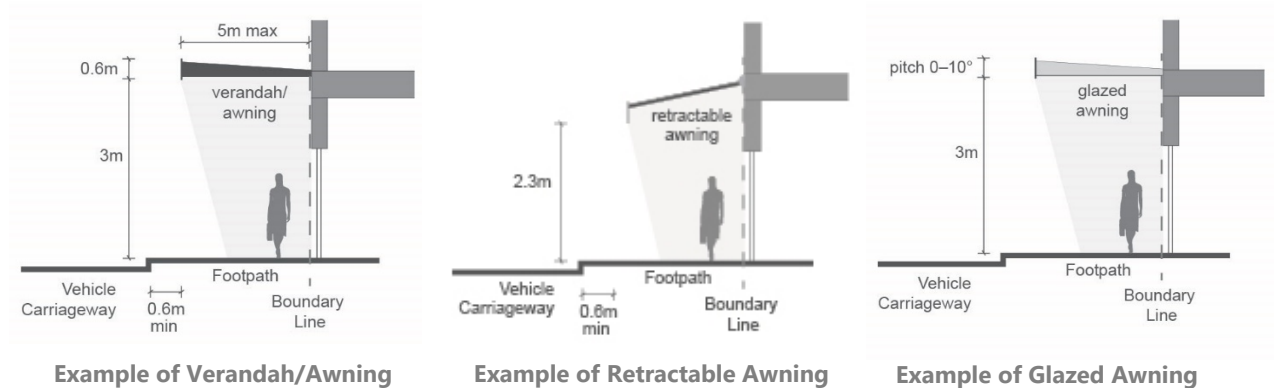
Example of External Shading Devices

#### 4.2.4. VERANDAHS, AWNINGS AND PERGOLAS

Verandahs, awnings and pergola encroachments MUST:

- provide pedestrian comfort by providing shelter from sun and rain;
- be setback a minimum of 600mm from the kerb edge or 1 metre from a trunk and/or major limb of a street tree, traffic signal, light pole or street furniture element (or greater for traffic movement/safety requirements);
- have a minimum setback of 600mm from the wall of the building that adjoins a laneway;
- have a minimum vertical clearance between the top of the footpath and lowest underside of the verandah or pergola of 3 metres or 5 metres above the level of a vehicular carriageway;
- in the case of retractable awnings, have a minimum vertical clearance of 2.3 metres above the footpath level when fully lowered and 3 metres when fully retracted;
- have a minimum projection of 600mm;
- not extend more than 5 metres from the boundary line;

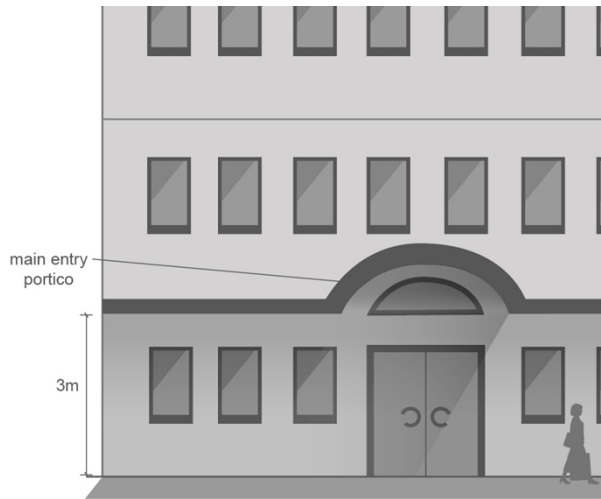
- ❑ avoid narrowing the width of the footpath to less than 1.8 metres (or greater in a high pedestrian area identified in **Figure 1- Pedestrian Map**;
- ❑ incorporate lighting on the underside of verandahs, awnings or pergolas at ground level where street lighting is obscured; and
- ❑ be designed to incorporate CCTV cameras on the underside of verandahs, awnings or pergolas at ground level where existing CCTV coverage has been obscured by the verandah, awning or pergola and the CCTV cameras are not to extend beyond the fascia line of the verandah.



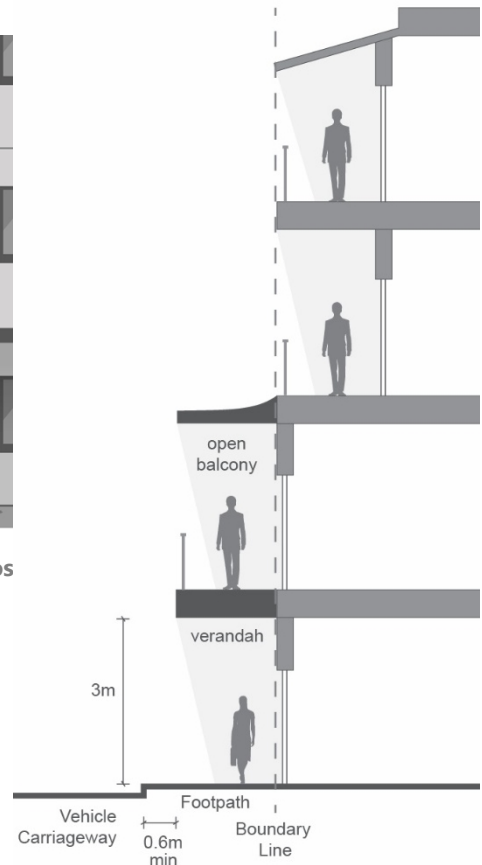
#### 4.2.5. ENTRANCE PORTICOS

Entrance portico encroachments MUST:

- ❑ be provided above the main entrance of the building;
- ❑ provide pedestrian comfort by providing shelter from sun and rain;
- ❑ is setback a minimum of 600mm from the kerb edge or 1 metre from a trunk and/or major limb of a street tree, traffic signal, light pole or street furniture element (or greater for traffic movement/safety requirements);
- ❑ have a minimum vertical clearance between the top of the footpath and lowest underside of the verandah or pergola of 3 metres or 5 metres above the level of a vehicular carriageway;
- ❑ avoid narrowing the width of the footpath to less than 1.8 metres (or greater in a high pedestrian area identified in **Figure 1- Pedestrian Map**;
- ❑ be of a size, scale and height appropriate to the building's proportions and width of the street.



Example of Main Entry Porticos



#### 4.2.6. BALCONIES

Balcony encroachments where the balcony is at first floor level provided that they:

- are designed to be open in appearance and form rather than enclosed;
- are setback a minimum of 600mm from the kerb edge or 1 metre from a trunk and/or major limb of a street tree, traffic signal, light pole or street furniture element (or greater for traffic movement/safety requirements);
- have a minimum vertical clearance between the top of the footpath and lowest underside of the balcony of 3 metres or 5 metres above the level of the vehicular carriageway;
- incorporates lighting on the underside of the balcony at ground level where street lighting is obscured; and
- are designed to incorporate CCTV cameras on the underside of the balcony at ground level where existing CCTV coverage has been obscured by the balcony and the CCTV cameras are not to extend beyond the fascia line of the balcony.

Above first floor balcony encroachments will only be considered in the following instances:

- On streets that are not listed as part of the City grid on the National Heritage Listing detailed in **Attachment C**; or
- Fronting the following portions of the Squares:
  - Eastern, northern and western sides of Hindmarsh Square (excluding Grenfell Street, Pirie Street and Pulteney Street frontages); or
  - Eastern, northern and western sides of Light Square (excluding Currie Street, Waymouth Street and Morphett Street frontages); or
  - Eastern, southern and western sides of Whitmore Square (excluding Wright Street, Sturt Street and Morphett Street frontages); or
  - Eastern, southern and western sides of Hurtle Square (excluding Carrington Street, Halifax Street and Pulteney Street frontages).

Example of First Floor and Above First Floor Balconies



If encroaching balconies satisfy one of the locational criteria above, they **MUST** also be carefully integrated into the building design and enhance the appearance of the development when viewed from the public realm, as well as satisfying the following:

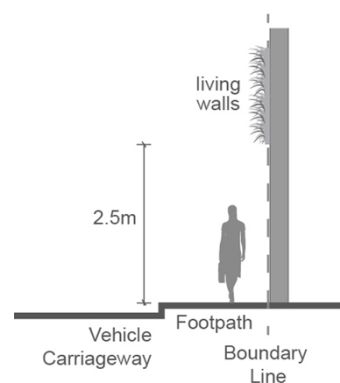
- being no greater than 30% of the street frontage on every level of the building; and
- having no more than 50% of each balcony area encroaching over the public realm; and
- having a maximum encroachment projection of 1 metre; and
- being designed to be open in form and appearance rather than enclosed; and
- being free of service infrastructure such as air conditioning units; and
- having a minimum setback of 600mm from the kerb edge and 1 metre from a trunk and/or major limb of a street tree, traffic signal, light pole or street furniture element (or greater for traffic movement/safety requirements).

#### 4.2.7. GREEN FACADES AND LIVING WALLS

Green facades and living wall encroachments on new buildings must be incorporated within existing site boundaries at ground floor level.

Green facades and living walls on all buildings **MUST**:

- have a minimum vertical clearance of 2.5 metres above the footpath level (unless demonstrated it will not pose a risk to pedestrian safety); and
- be maintained, pruned and watered as required to ensure plant health and pedestrian safety.



**Example of Green Facades and Living Walls**

#### 4.2.8. SIGNAGE

Under awning signage encroachments **MUST**:

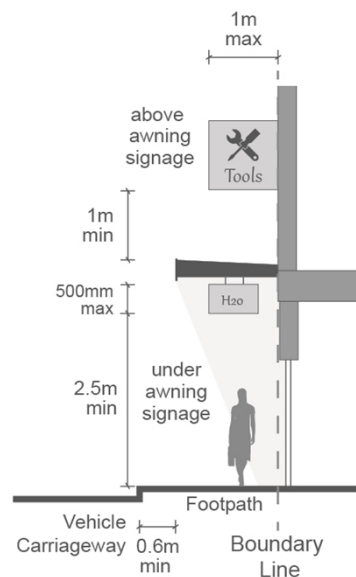
- have a minimum vertical clearance of 2.5 metres between the footpath level and the underside of the sign; and
- have a minimum setback of 600mm from the kerb edge or 1 metre from a trunk and/or major limb of a street tree, light pole or street furniture.

Above awning projecting signage encroachments **MUST**:

- avoid extending more than 1 metre from the boundary line; and
- be a minimum of 1 metre above the awning line.

Projecting signage encroachments **MUST**:

- have a minimum vertical clearance of 2.5 metres between the footpath level and the underside of the sign;
- avoid extending more than 1 metre from the boundary line;
- have a minimum setback of 600mm from the kerb edge or 1 metre from trunk and/or major limb of a street tree, light pole or street furniture.



**Example of Under and Above Awning Signage**

a

Wall mounted signage encroachments **MUST**:

- have a minimum vertical clearance of 2.5 metres above the footpath level (unless it can be demonstrated that it will not pose a risk to pedestrian safety); and
- have a maximum projection of 150mm beyond the property boundary.

#### **4.2.9. PUBLIC ART**

Public art encroachments MUST:

- have a minimum setback of 600mm from the kerb edge or 1 metre from a trunk and/or major limb of a street tree, light pole or street furniture;
- avoid narrowing the width of the footpath to less than 1.8 metres;
- avoid obstructing pedestrian movement in and out of a building;
- be designed and constructed to ensure pedestrian safety; and
- avoid impeding sightlines or mobility for pedestrians i.e. bus stops and crossing roads.

#### **4.2.10. LIGHTING**

Lighting encroachments MUST:

- operate between the hours of dusk until dawn;
- be energy efficient;
- be fit for public purpose in a public environment;
- avoid glare that produces discomfort or danger to pedestrians and users of vehicles; and
- has a minimum vertical clearance height of 2.5 metres above footpath level.

Lighting must comply with Council standards and guidelines and is subject to individual technical assessment by Council staff.

#### **4.2.11. PIPES AND SERVICES**

Pipes and service encroachments for new buildings MUST be incorporated within the property boundary.

Pipes and services for existing buildings will only be considered in circumstances where it is demonstrated that there is no viable alternative and the service is necessary.

Pipes and services for new buildings must comply with Council standards and guidelines and are subject to individual technical assessment by Council Administration.

#### **4.2.12. BRIDGES AND OVERPASSES**

Bridges and Overpasses must comply with Council standards and guidelines and are subject to individual technical assessment and require determination by Council.

Bridge and overpass encroachments are discouraged and will only be considered in the following circumstances:

- there is an access requirement between two adjacent buildings above street level and there is no viable access alternative at street level;
- the encroachment will not redirect pedestrian activity and affect the viability of existing tenancies at street level;

- the encroachment will not impact on the public road amenity through loss of views, vistas or sunlight access; and
- incorporates lighting on the underside of the bridge or overpass at ground level where street lighting is obscured; and
- incorporates lighting on the underside of the bridge or overpass at ground level where street lighting is obscured.

If the bridge or overpass meets the above criteria, it MUST:

- have a minimum underside vertical clearance of 3.5 metres above footpath level;
- have a minimum underside vertical clearance of 5 metres above the level of a vehicular carriageway;
- be largely visually permeable to maintain views and sunlight through the structure;
- be universally accessible;
- allow for the growth and preservation of street trees;
- ensure access for emergency services and vehicles; and
- have a maximum width of 6 metres.

#### **4.2.13. OTHER ABOVE GROUND ENCROACHMENTS**

All other above ground encroachments will be performance assessed against the criteria for 'Accepted Encroachments' or other parts of the Policy considered relevant.

### **4.3. DEEMED TO SATISFY BELOW GROUND ENCROACHMENT (requires an Encroachment Permit)**

Where a development encroaches under a public road, it MUST:

- not impact on street trees or services; or
- hinder envisaged future underground transport or movement alternatives.

#### **4.3.1. ELECTRICITY SERVICE CONNECTIONS**

An underground electricity service connection installed in the footpath from an SA Power Network service point to a private property for the purpose of providing electricity is considered to be an accepted encroachment. However, works must comply with Council standards and guidelines and are subject to individual technical assessment by Council staff. Each installation will require separate Council approval.

#### **4.3.2. SERVICE PITS / HATCHES, CABLING AND OTHER SERVICES**

Service pits, hatches and cabling must comply with Council standards and guidelines and are subject to individual technical assessment by Council staff.

### 4.3.3. GROUND ANCHORS, FOOTINGS AND PILINGS

Footings, pilings and temporary ground anchor encroachments will only be permitted where:

- they do not hinder, damage or interfere with existing or future Council infrastructure works; and

Where the above circumstances exist, footings and pilings **MUST**:

- have a minimum depth of 1 metre below the level of the footpath or vehicular carriageway;
- not encroach horizontally more than 300mm onto a public street or public place when less than 4 metres below the level of the footpath or vehicular carriageway; and
- not encroach more than 1.2 metres onto a public street or public place when 4 metres or more below the level of the footpath or vehicular carriageway.

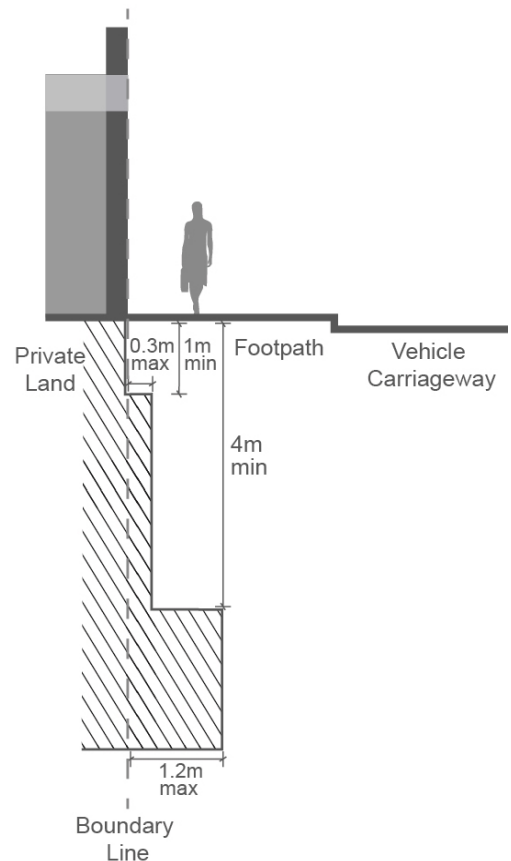
Footings and pilings must comply with Council standards and guidelines and are subject to individual technical assessment by Council staff.

Temporary ground anchors **MUST**:

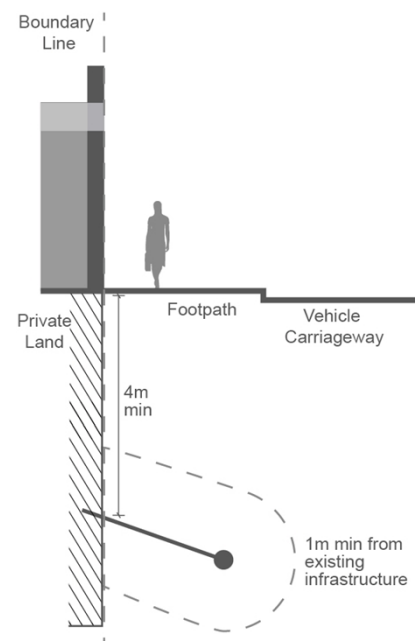
- be de-stressed (made inactive) prior to project completion;
- be installed a minimum of 4 metres below the existing natural surface;
- be installed a minimum of 1 metre from any existing underground infrastructure (service providers may require greater clearances and should be consulted);
- ensure that the temporary ground anchor head is accessible for the duration that the temporary ground anchor is under tension for inspection and maintenance;
- provide maintenance records of live ground anchors;
- undertake geotechnical testing to confirm soil and groundwater conditions in the zone where temporary ground anchors are proposed;
- be installed and tested to confirm performance, prior to installation of the working anchors;
- maintain minimum clearance zones around active temporary ground anchors at 0.6m x anchor fixed length; and
- provide 'as constructed' documentation showing the location of ground anchors to Council.

Permanent ground anchors are not allowed (refer to **Section 2.0**).

Temporary ground anchors must comply with Council standards and guidelines and are subject to individual technical assessment by Council staff.



Example of Footings and Pilings



Example of a Temporary Ground Anchor

Council will require applicants to complete a 'Temporary Ground Anchor Encroachment Agreement' which will set out the conditions and financial arrangements, which can include a temporary bond. This is to encourage applicants to provide post-construction confirmation that the ground anchors have been de-tensioned, and details of the location of the de-tensioned ground anchor infrastructure, and that any other requirements have been addressed.

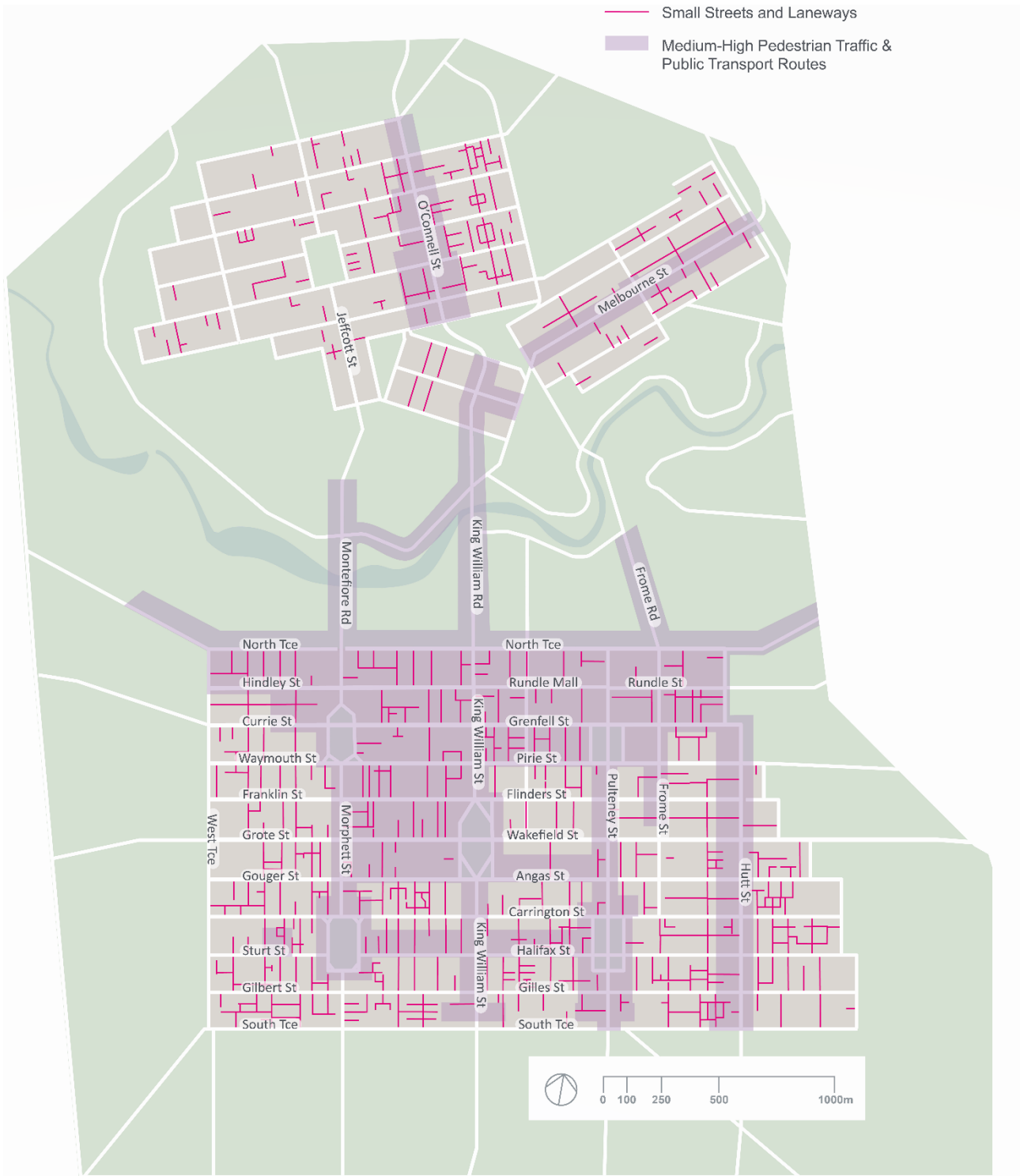
#### **4.3.4. OTHER BELOW GROUND ENCROACHMENTS**

All other below ground encroachments will be performance assessed against the criteria for 'Accepted Encroachments' or other parts of the Policy considered relevant and subject to individual technical assessment by Council staff.

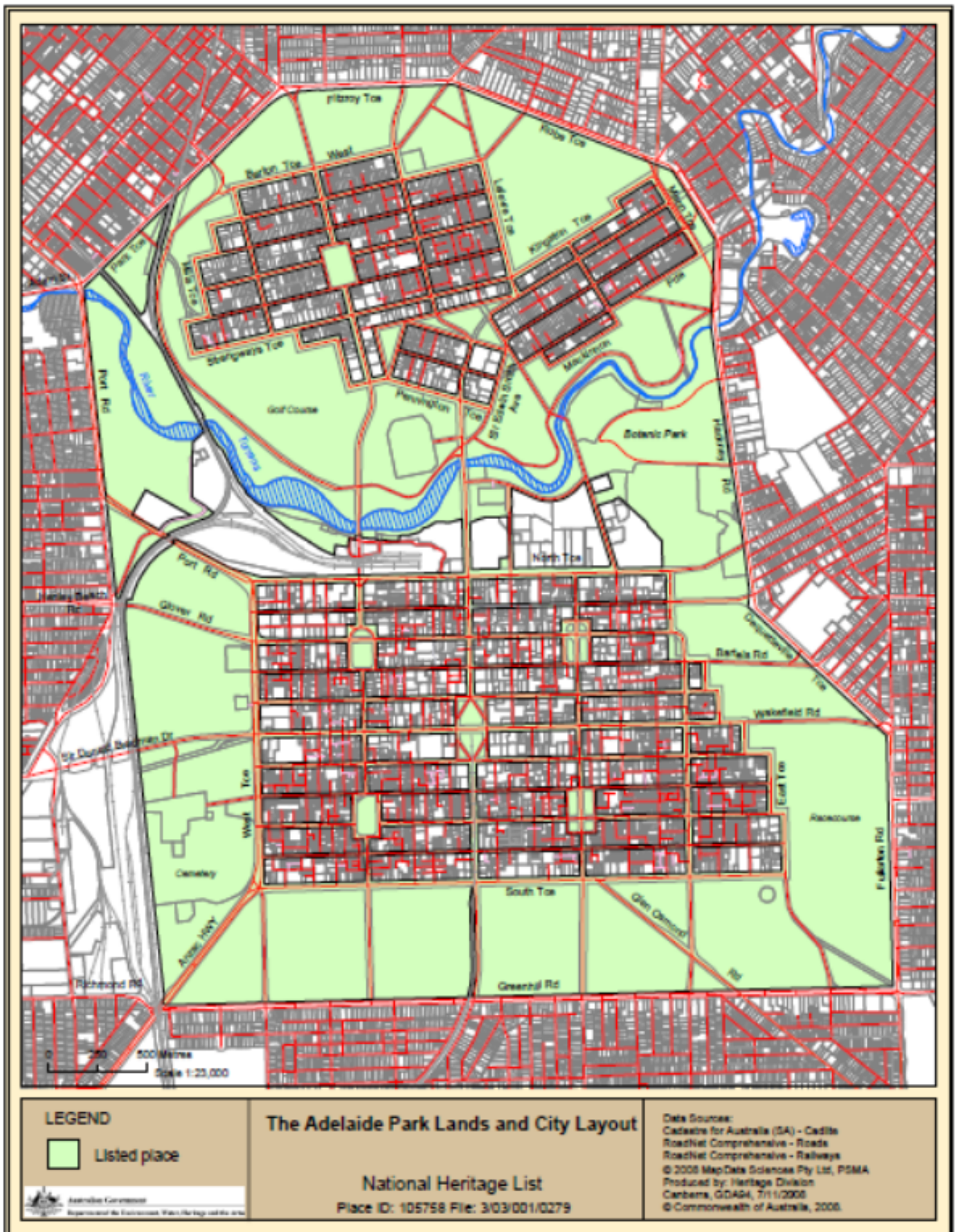
### **5.0 VARIATIONS TO THE POLICY**

Where an individual site presents circumstances such as where the development of a site would be impacted due to its size, dimensions and/or orientation, a variation to the criteria of the Policy will be considered providing it is consistent with the overall intent and purpose of the Encroachment Policy.

**FIGURE 1 - Pedestrian Map**



# ATTACHMENT A - The Adelaide Park Lands and City Layout National Heritage List



**ATTACHMENT B - ENCROACHMENT PERMIT FEE SCHEDULE**

- A permit may have conditions attached thereto including the payment of a fee set by Council.
- The holder of a permit shall comply at all times with all conditions set out in the encroachment permit.
- Fees for the permit shall be paid on the issue.
- Permit fees shall be paid calculated at the rate indicated in Schedule 1 for the number of weeks remaining until the 31<sup>st</sup> day of December and thereafter paid on the 1<sup>st</sup> day of January in each year at the rate until such time as the encroachment must be removed or the maximum period for which any permit may be issued has expired.
- Pre-existing encroachments have the option of adopting the fee structure and fees payable set out in Schedule 1.
- If the permit fee is not paid, Council may recover the fee from the permit holder or cancel the permit.
- Where a permit is cancelled or expires, the permit holder shall undertake that such encroachment is removed within twenty-eight (28) days and that all affected surfaces shall be made good to the satisfaction of the City of Adelaide unless otherwise approved by Council.
- All Bonds must be payable prior to the commencement of construction. Bonds will be **retained in full by Council until 6 months after the de-stressing and will only be** refunded when the applicant's Structural Engineer or Geotechnical Engineer provide certification that the ground anchors have been **cut at the boundary and removed or** appropriately de-stressed (made inactive) and any damage to public land **including infrastructure** has **been** rectified to the satisfaction of Council.

**SCHEDULE 1\***

Structure	Application Fee	Fee Payable
State or Local Heritage Places <ul style="list-style-type: none"> <li>• Encroachment constructed before 1945 and/or contributes to the character of the building.</li> <li>• Property owner has entered into a Land Management Agreement pursuant to Sect 57 of the Development Act 1993 to conserve building elements similar to state or local heritage listing.</li> </ul> <i>Note: fee discounts do not apply to new enclosed floor space, advertising, footings and the like and where plastic blinds are installed on an upper floor balcony.</i>	\$0	\$0
Architectural Feature External cladding External shading device Main entry portico Green Facades/Living Wall Public Art Lighting Signage Verandah / Pergola / Awning at ground level Balcony (residential - at first floor level) Balcony - where building is an existing building (built before 1 March 2019) that is being retrofitted and adaptively re-used.	\$0	\$0
Balcony (non-residential) Balcony (residential - above first floor level) Bridge / Overpass Duct Footings / Pilings Lift or escalator footing or pit Tunnel / Underpass Underground car park Verandah / Pergola above first floor level Other Structure	\$0 <del>\$250</del>	\$35 per m <sup>2</sup> per annum
Temporary Ground Anchors**	<del>\$130</del> <del>\$250</del> per street frontage	Once off fee: <del>\$750</del> <del>\$1000</del> per Ground Anchor Inspection Fee: <del>\$380</del> Refundable Bond: <del>\$5000</del> per Ground Anchor Maximum Bond Value: <del>500K</del>

\*Encroachment Fees to be reviewed on yearly basis as part of the budget review. Existing encroachments sought to be regularised through issuing of a valid Encroachments Permit (and any seeking Development Approval) will not be charged retrospective fees.

\*\*Ground anchors in the fee schedule relate to temporary ground anchors only. Permanent anchors are not supported and fees are to be assessed on a case by case basis.



## Draft City of Adelaide Economic Development Strategy, Competitive, Sustainable, Connected

Strategic Alignment - Strong Economies

Public

**Tuesday, 7 November 2023**  
**City Planning, Development and Business Affairs 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 present a draft City of Adelaide (CoA) Economic Development Strategy: Competitive, Sustainable, Connected (the draft Strategy), for the purpose public consultation.

The draft Strategy is informed by a workshop held on 3 October 2023 at the City Planning, Development and Business Affairs Committee ([Link 1](#)) and Council's Draft Strategic Plan 2024-2028.

The draft Strategy forms a key deliverable of the independent reviews of the Adelaide Economic Development Agency (AEDA) as presented to the City Finance and Governance Committee on 17 October 2023 ([Link 2](#)) and endorsed by Council for public consultation on 24 October 2023. As per that decision, the draft Strategy has been developed in close collaboration with AEDA for implementation by May 2024.

The timing of the draft Economic Development Strategy will enable it to inform Council's 2024/25 annual business plan and budget process and preparation of a strategic plan and business plan by AEDA.

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## RECOMMENDATION

The following recommendation will be presented to Council on 14 November 2023 for consideration

THAT THE CITY PLANNING, DEVELOPMENT AND BUSINESS AFFAIRS COMMITTEE RECOMMENDS TO COUNCIL

THAT COUNCIL

1. Endorses the draft City of Adelaide Economic Development Strategy: Competitive, Sustainable, Connected contained in Attachment A to Item 7.4 on the Agenda for the meeting of the City Planning, Development and Business Affairs Committee held on 7 November 2023, for the purpose of public consultation.
  2. Endorses the draft City of Adelaide Economic Development Strategy, Engagement Plan contained in Attachment B to Item 7.4 on the Agenda for the meeting of the City Planning, Development and Business Affairs Committee held on 7 November 2023, for the purpose of public consultation.
  3. Authorises the Chief Executive Officer to make minor grammatical and technical amendments to the documents contained in Attachment A and Attachment B to Item 7.4 on the Agenda for the meeting of the City Planning, Development and Business Affairs Committee held on 7 November 2023.
-

## IMPLICATIONS AND FINANCIALS

City of Adelaide 2020-2024 Strategic Plan	<b>Strategic Alignment – Strong Economies</b> This report directly supports Strong Economies as it provides a draft of the City of Adelaide's new Economic Development Strategy for discussion. The draft Strategy aligns with the economic pillar in Council's draft Strategic Plan 2024-2028.
Policy	This report is related to the development of a new City of Adelaide Economic Development Strategy which includes policy statements for economic development.
Consultation	If the draft Economic Development Strategy is endorsed for the purpose of consultation, targeted stakeholder and broad community consultation will be undertaken in accordance with Council's Community Consultation Policy. Internal consultation to develop this Strategy occurred across the City of Adelaide, Adelaide Central Market Authority (ACMA) and AEDA.
Resource	Resourcing for implementation of the City of Adelaide Economic Development Strategy will be considered through Council's annual business plan and budget processes.
Risk / Legal / Legislative	Not as a result of this report
Opportunities	The development of an Economic Development Strategy will clarify Council's role in economic development and set strategic directions for Council, City of Adelaide and its subsidiaries for implementation.
23/24 Budget Allocation	Not as a result of this report
Proposed 24/25 Budget Allocation	The Economic Development Strategy will inform Council's 2024/25 annual business plan and budget process and the preparation of a strategic plan and business plan by AEDA. The cost for implementation of initiatives proposed for 2024/25 is estimated at \$150,000.
Life of Project, Service, Initiative or (Expectancy of) Asset	The proposed City of Adelaide Economic Development Strategy has a ten-year planning horizon and four-year delivery focus from 2024-2028.
23/24 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

## Background

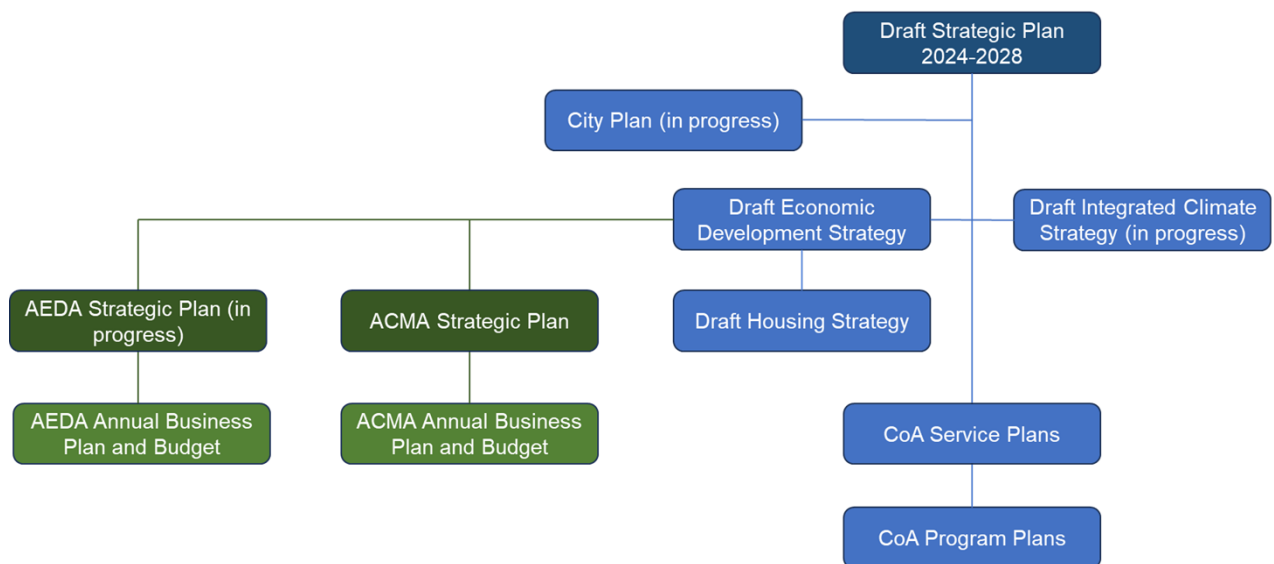
1. The [City Planning, Development and Business Affairs Committee \(CPDBA\) ToR \(Link 3\)](#) was established in January 2023 and its purpose includes: *To review and, if necessary, guide the development of a city-wide economic development strategy and a local heritage strategy and policy.*
2. The CEO gave an undertaking to review the strategic policy framework on 10 May 2022.
  - 2.1. On 11 August 2022, Corporate Services updated Council Members via E-News that the opportunity for an 'Economic Development Policy' had been identified and advising Council Members that work had commenced on the Policy. Council's caretaker period commenced on 6 September 2022.
  - 2.2. The last City of Adelaide economic policy/strategy was the Economically Prosperous City Strategy 2012-2016.
3. City of Adelaide plays a distinct role as the social, commercial, cultural and civic capital and heart of South Australia. The impacts of climate change and global events in recent years have and will continue to challenge cities. It is essential therefore as a capital city to be guided by a strong economic development strategy which allows the city to be responsive to change and is in alignment with community ambitions.
4. City of Adelaide is focussed on economic development which stimulates business and investment activity in the city, to enable a more diversified and resilient economy and improve community well-being. As South Australia's capital city, we are a significant contributor to the State's Gross Regional Product at over 17%, and any economic development occurring in the city will impact Greater Adelaide and South Australia.
5. As a capital city council, City of Adelaide is heavily influenced by movements in the global economy and the Council alone, has little influence over the macro-economy. The City of Adelaide can act to shape its local economy and the State's economy more broadly through its role as South Australia's capital city.

## Consultation to Inform the Draft Strategy

6. The draft Strategy contained in **Attachment A**, is informed by a workshop held on 3 October 2023 at the City Planning Development and Business Affairs Committee and Council's draft Strategic Plan 2024-2028, which states under its economy pillar:
  - 6.1. ***Growing, innovative and responsive.*** *In ten years, Adelaide will have strengthened its role as the economic focal point of the state, attracting investment and talent from around the world. New and diverse industries will complement our existing economic strengths and city businesses will be successful.*
7. The draft Strategy is informed by targeted engagement and research priorities for the City of Adelaide:
  - 7.1. Targeted engagement sessions across City of Adelaide Administration and with AEDA.
  - 7.2. Targeted external consultation and research, including:
    - 7.2.1. Economic Profile – preparation of an Economic Profile for the City of Adelaide to inform Council's Strategic Plan 2024-28 (completed in June 2023).
    - 7.2.2. Housing Research – CoA Housing Audit and Need Analysis which considers economic and economic development factors relating to housing in the CoA (June to September 2023).
    - 7.2.3. City Plan – City Plan Studio Sessions including Magnet City and New Urban Form (September 2023).
    - 7.2.4. Night Time Economy – University of Melbourne's Melbourne Centre for Cities Night Shift Project Team (commenced May 2023).
    - 7.2.5. Capital City Committee of Lord Mayors Economic Development and Research Working Group – Night Time Economy Research and Quarterly Pulse Reports (ongoing).
    - 7.2.6. South Australian Economic Statement – State Government through discussions on the South Australian Economic Statement ([Link 1](#)) (July 2023).

## Draft Economic Development Strategy

8. The draft Strategy is focused on how the City of Adelaide can enable economic activity rather than delivering economic outcomes directly and is supported by a suite of Council's policies, strategies and plans, as follows:



9. The draft Strategy contains three goals to position the City of Adelaide as Competitive, Sustainable and Connected:
  - 9.1. **Goal 1: A Competitive City – amplifying our world-wide appeal to attract talent, residents, tourists and investment**  
City of Adelaide is globally competitive and known to be good place to do business, work and live.
  - 9.2. **Goal 2: A Sustainable City – an accelerated transition to a sustainable and decarbonised economy**  
City of Adelaide leads the transition to sustainable business ventures, decarbonising the economy and building growth of green industries.
  - 9.3. **Goal 3: A Connected City** - where local businesses are connected to their neighbourhood  
City of Adelaide connects local businesses with visitors and residential neighbourhoods as a curator and activator. We are a city where people are connected, where business networks thrive, and our visitors enjoy unique and authentic experiences of Adelaide life.
10. Each goal has key outcomes, and its progress and success will be assessed by its impact on economic growth, employment, community wellbeing and climate resilience.
11. The draft Strategy extends across the operations of Council and its economic subsidiaries of AEDA and the ACMA. It also serves as strategic direction for the city to partner and collaborate on economic development across the city and North Adelaide.

#### Next Steps

12. Pending decision by Council, consultation on the draft City of Adelaide Economic Development Strategy: Competitive, Sustainable, Connected, will be undertaken as outlined in **Attachment B**.
13. Consultation is planned to commence from late November 2023, with a summary of consultation to be presented to a Committee of Council by March 2024.
14. The draft City of Adelaide Economic Development Strategy: Competitive, Sustainable, Connected, is targeting finalisation by May 2024.

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## DATA AND SUPPORTING INFORMATION

**Link 1** – City Planning, Development and Business Affairs Committee, Tuesday, 3 October 2023 ([LINK](#))

**Link 2** – City Finance and Governance Committee, Tuesday, 17 October 2023 ([LINK](#))

**Link 3** – [City Planning, Development and Business Affairs Committee \(CPDBA\) ToR](#) ([LINK](#))

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## ATTACHMENTS

**Attachment A** – Draft City of Adelaide Economic Development Strategy: Competitive, Sustainable, Connected

**Attachment B** - Draft City of Adelaide Economic Development Strategy, Engagement Plan.

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- END OF REPORT -

# DRAFT ECONOMIC DEVELOPMENT STRATEGY

Competitive, Sustainable, Connected

7 November 2023

## KAURNA ACKNOWLEDGEMENT

City of Adelaide tampendi, ngadlu Kurna yertangga banbabanbalyarnendi (inbarendi).  
Kurna meyunna yaitya mattanya Womma Tarndanyako.

Parnako yailtya, parnuko tappa purruna, parnuko yerta ngadlu tampendi. Yellaka Kurna  
meyunna itto yailtya, tappa purruna, yerta kuma burro martendi, burro warriappendi, burro  
tangka martulyaiendi.

Kumarta yaitya miyurna iyangka yalaka ngadlu tampinhi.

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

We recognise and respect their cultural heritage, beliefs and relationship with the land. We  
also extend that respect to visitors of other Aboriginal Language Groups and other First  
Nations.

## DOCUMENT PROPERTIES

### Contact for enquiries and proposed changes

If you have any questions regarding this document or if you have a suggestion for  
improvements, please contact:

**Contact Officer:** Manager, Low Carbon & Circular Economy

**Program:** Park Lands, Policy & Sustainability

**Phone:** (08) 8203 7889

**Email:** d.bills@cityofadelaide.com.au

### Record Details

HPRM Reference:

HPRM Container:

### Version History

Version	Revision Date	Revised By	Revision Description
1.0	7 November 2023	L Hodgson	Draft for Council

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## LORD MAYOR FOREWORD

### Competitive, Sustainable, Connected

The world is in a state of transition, recent years have shown risks and opportunities in global and local economies. As the capital city council, City of Adelaide will work closely with the State Government on its plan for an economy 'fit for the future'.

The City of Adelaide's economy has traditional strengths as a low-cost city with a focus on the knowledge economy and small and medium business enterprises. To fully realise a new economic focus, we must envision and share a city economy beyond this.

**Our policy for economic development is focussed on investment attraction, climate resilience, making the city a home for a growing Australian population, addressing challenges of talent attraction, employment and growing job opportunities for South Australians; and ensuring the experience of living, working in and visiting the city is exceptional for all.**

Our approach highlights where the city will focus its attention to achieve an economic vision for a competitive, sustainable and connected capital city economy that improves the wellbeing of the South Australian community now and into the future, representing its institutions, investors, property owners, traders, workers, visitors and residents.

## CEO FOREWARD

The City of Adelaide, South Australia's state capital, is a major employer and economic driver, representing 18% of South Australia's Gross State Product and generating Gross Regional Product of around \$22 billion.

City of Adelaide has responded well to a challenging macro-economic environment involving national economic recovery from the COVID-19 pandemic, climate disasters and inflationary and labour market pressures. Adelaide continues to demonstrate its value as an economic, social and cultural driver of opportunity for its people and places.

To leverage its competitive advantage, Adelaide is looking beyond traditional strengths in the knowledge, retail and commercial economy and embracing the rise of the experience economy, anticipating the urgency of climate change adaptation, and building capacity to grow and sustain our institutions and talent.

With over 30% of the expenditure in Adelaide occurring in the night time economy, this Strategy considers the rhythm of economic activity across the daily cycle of the city. It recognises the intricate connections between people and place; the importance of accessible accommodation for key workers – at all levels – to sustain our retail, hospitality and health sectors, and the vibrancy and economic value of neighbourhoods, precincts, festivals and events.

City of Adelaide's Economic Development Strategy equips policymakers and industry professionals with a holistic view of the capital city economy. It respects the strengths of our past and anticipates future opportunity.

Crafted from economic insight, this Strategy sets the policy agenda and program of implementation for City of Adelaide. It is our path toward a vision for a city economy that delivers jobs, wealth and innovation - and improves the wellbeing of South Australians now and into the future.

*"In ten years Adelaide will have strengthened its role as the economic focal point of the state, attracting investment and talent from around the world. New and diverse industries will complement our existing economic strengths and city businesses will be successful."*

Quote (Strategic Plan):

## CITY HIGHLIGHTS

<b>26,120 Residents in 2023</b>	<b>50,000 Resident Target by 2036</b>	<b>321,500 Daily Visitors<sup>1</sup></b>	<b>3,972,885 International Visitor Nights<sup>2</sup></b>	<b>5,065,787 Domestic Visitor Nights<sup>3</sup></b>
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### OUR RESIDENTS

<b>47% Aged 18-34</b>	<b>45% Born Overseas</b>	<b>36% Speak a language other than English</b>	<b>26% Study at Uni or TAFE</b>	<b>6% Spend by Residents in City</b>
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### HOW OUR RESIDENTS LIVE

<b>50% Private Rentals</b>	<b>35% Owner Occupier</b>	<b>33% Living in Rental Stress</b>	<b>0.9% (5000) 1.3% (5006) Vacancy Rates</b>	<b>40.01% Lone Households</b>
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### OUR ECONOMY

<b>\$22 billion Gross Regional Product</b>	<b>18% Of SA's Economy</b>	<b>Top 3 Employing industries</b> Public administration and safety Professional, scientific and technical services Health care and social assistance	<b>6.7% Unemployment Reduced since COVID</b>
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### OUR WORKFORCE

<b>6,922 Residents Work in the City</b>	<b>157,498 Jobs Across 12,265 Business<sup>4</sup></b>	<b>51% Aged 25-44<sup>5</sup></b>	<b>\$133,317 Ave Annual Worker Productivity<sup>6</sup></b>	<b>4,348 Small Businesses (1-19 FTE)<sup>7</sup></b>
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<sup>1</sup> This is an estimated figure, last calculated in 2019

<sup>2</sup> Five year average prior to 2020 (see [Visitors and nights Adelaide | economy.id](#))

<sup>3</sup> Five year average 2017-2022 (see [Visitors and nights Adelaide | economy.id](#))

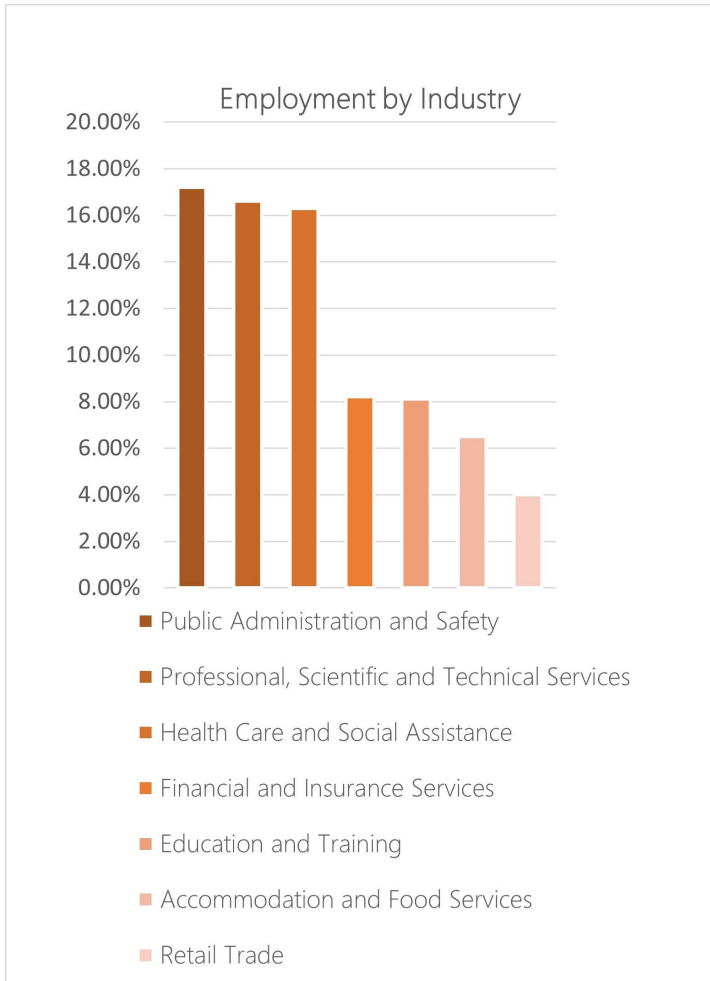
<sup>4</sup> [Businesses by industry | Adelaide | economy.id](#)

<sup>5</sup> [Local workers age structure | Adelaide | economy.id](#)

<sup>6</sup> [Worker productivity | Adelaide | economy.id](#)

<sup>7</sup> [Businesses by industry | Adelaide | economy.id](#)

### EMPLOYMENT BY INDUSTRY



### ECONOMIC CLUSTERS (TO BE MAPPED)

Insert map

## INTRODUCTION

The City of Adelaide has an aspiration for 50,000 people to call the city home by 2036. This means we will need to attract nearly 24,000 new residents to our city. Servicing the anticipated population and growth of our already 350,000 daily visitors creates significant opportunity to accelerate what we do best - our enviable lifestyle, ease of doing business, world-leading energy grid, world-class universities and ecosystems of innovation, entrepreneurship, and creative and high-technology sectors.

City economies continually evolve in their relationships to place and people, and the City of Adelaide is no exception. Global, national, and state perspectives on our future highlight the immediate and ongoing challenges to accelerate climate change mitigation and adaptation, the effects of COVID-19 and emerging geopolitical volatility.<sup>8</sup> Other factors such as the rise of artificial intelligence, digital transformation, advanced autonomous systems and the resulting shifts in the structure of labour, and as well social equity, are factored into this Strategy.<sup>9</sup>

In a shifting landscape, opportunities abound. City of Adelaide, like other Governments, is examining the capacity of infrastructure to cater for a hotter and more unpredictable climate. The need for affordable and key worker housing is receiving urgent attention.

Decarbonisation, sustainability and the circular economy are driving research and policy initiatives. Advances in technology are continually changing the way we live and work. In a tight labour market, Adelaide is ideally suited to support employers to be more responsive to employee demands for flexible and meaningful work that fits with family and lifestyle.

Successful transition of the economy focussed on improving its scale and complexity in an ever competitive global context and its response to climate change, will require significant investment, coordination and cooperation across all levels of government, businesses and financiers. For the city, this means leveraging our roles as the State's central business district, central experience district and central residential district.

City of Adelaide's Strategic Plan 2024-2028 sets a vision: **Our Adelaide. Bold. Aspirational. Innovative.** It includes five pillars, Our Community, Our Environment, Our Economy, Our Places and Our Corporation. The Our Economy pillar refers to a growing, innovative and responsive Adelaide. It sets a vision that:

*In ten years Adelaide will have strengthened its role as the economic focal point of the state, attracting investment and talent from around the world. New and diverse industries will complement our existing economic strengths and city businesses will be successful.*

Building on City of Adelaide's Strategic Plan 2024-2028, the Economic Development Strategy considers the city's economic landscape, creates principles for economic development in the city, crafts ambitious goals and strategic initiatives that will be implemented over the next four years to build our advantages and position the city's economy to 2036.

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<sup>8</sup> [Seven megatrends that will shape the next 20 years - CSIRO, South Australian Economic Statement | Premier of South Australia, Global Risks Report 2023 | World Economic Forum | World Economic Forum \(weforum.org\)](#)

<sup>9</sup> [South Australian Economic Statement | Premier of South Australia](#)

Adelaide's Economic Development Strategy is driven by three key goals:

1. A Competitive City – amplifying our world-wide appeal to attract talent, residents, tourists and investment.
2. A Sustainable City – an accelerated transition to a sustainable and decarbonised economy.
3. A Connected City – where local businesses are connected to their neighbourhood.

Each goal has key outcomes we will work towards. The Strategy's success will be assessed by its impact on economic growth, employment, community wellbeing and climate resilience. These goals are intentionally connected and will have interdependencies in how the city approaches achieving its goals and key outcomes.

The Strategy extends across the operations of Council and its economic subsidiaries of Adelaide Economic Development Agency (AEDA) and the Adelaide Central Market Authority (ACMA). It also serves as strategic direction for the city to partner and collaborate on economic development.

## **Our Competitive Advantages**

*CoA is growing, with a target to double the residential population to 50,000 by 2036, creating significant business opportunity. Greater Adelaide is also growing and as the capital city we are the business, employment and experience hub.*

Harnessing the city's collective role as South Australia's central business district, central experience district and central residential district will strengthen our position as a globally competitive and contemporary city that can better share its advantages.

### **Central Business District - A Growing Knowledge Economy**

The city functions as the central business district for South Australia, and by extension, the driver of South Australia's knowledge economy. Adelaide has performed well in knowledge economy exports, which includes industries such as Education and Training, Professional, Scientific and Technical Services, and Information Media and Telecommunications.

The city's industry strengths compared to the rest of South Australia fall into two categories, emerging and growing industries and established and growing industries, with the knowledge economy remaining dominant.

The city's emerging and growing industries, aligned with the key priorities of the Strategy are Health Care and Social Assistance. These two sectors may be considered emerging due to the growth in health and medical research in BioMed City.

The city's key established and growing industries include Accommodation and Food, Professional, Scientific and Technical Services, Information Media and Telecommunications and Arts and Recreation Services. Retail remains important in the economic mix of the city, noting the increase in adoption of online retail in recent years in the context of improving in situ retail experiences to sustain visitation to our award winning Rundle Mall precinct.

The creation of the proposed new Adelaide University through the merger of the University of South Australia and the University of Adelaide, presents a new opportunity for the city to enhance its status as a globally competitive city for tertiary education, graduate employment, research and innovation.

**Central Entertainment District – A Place to be Entertained**

The city’s role as a central experience district is increasingly important. With more people working from home, cities that offer an integrated work, retail, services and leisure experience are likely to be more successful in attracting employees back to the workplace, driving a stronger city economy.

Adelaide has long been host to internationally renowned festivals that have allowed South Australia to enjoy an enviable reputation as the Festival State and has solidified Adelaide’s contribution to arts and culture as Australia’s first UNESCO City of Music.

The city’s small bars are activating laneways and year-round festivals and events have given the city streets and neighbourhoods an economic pulse extending traditional business hours and spending.

**Central Residential District – A Great Place to Live and Work**

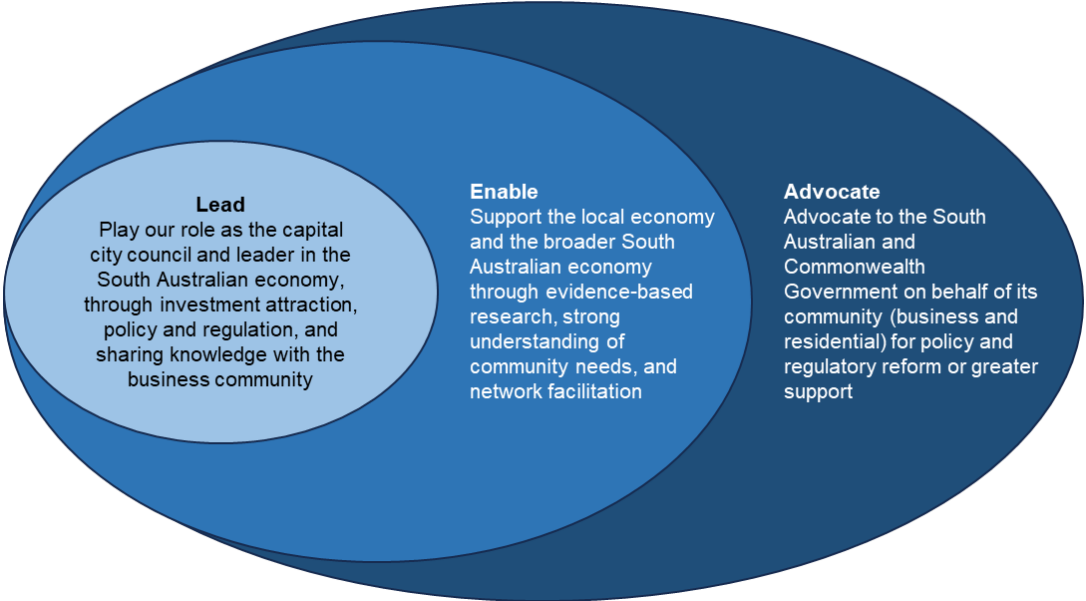
With quick access to the hills, beach and airport, Adelaide has a covetable lifestyle. The city is currently home to 26,141 residents in a range of housing styles. Insightful planning and investment will ensure housing is affordable, meets the needs of the workers who keep our city running, and attracts interstate and overseas talent to help build Adelaide’s competitiveness as we double our population to 2036.

**Our Role in Economic Development**

The City of Adelaide plays a distinct role as the social, commercial, cultural and civic capital and the economic heart of South Australia. For this Strategy, economic development aims to:

*Activate initiatives that stimulate business and investment activity in the city, support a more diversified and resilient economy, and improve community well-being. In doing so, it will generate spillover benefits to Greater Adelaide and South Australia.*

The City of Adelaide will advance its economic ambitions at all scales: global, national, state and local. Focussed on where we can meaningfully influence and impact the economy.



## Global

The City of Adelaide is heavily influenced by movements in the global economy. By itself, local government has limited effect on the macro economy. Partnerships with other levels of government, with business and with funding bodies provide important leverage to augment the actions and influence of the City of Adelaide and its unique perspective as a Capital City Council.

City of Adelaide will seek to extend its economic vision beyond gross domestic product (GDP) or gross regional product (GRP) in line with the Commonwealth Government's and United Nations' Sustainable Development Goals; based on the understanding that a strong and resilient economy is reliant on diversity in its community and a healthy environment.

At the global level we will pursue our economic ambitions by looking to international best practice and research. We will provide destination marketing to attract global ideas, investment, talent, students and new residents to create a city that is liveable, economically vibrant and environmentally sustainable.

The City of Adelaide will do this through advocating and partnering with key Adelaide institutions, including our internationally recognised universities and by advocating to the Commonwealth and State Governments to position Adelaide front and centre on the global stage.

## National and State

Australia has a bright future and with increased population growth through immigration, there is no city more ready than Adelaide to welcome new residents and talent to enjoy our lifestyle. The City of Adelaide is an active advocate and seeks partnerships with National and State Governments to enable city businesses, entrepreneurs and innovators to capitalise on growth opportunities.

South Australia as a state, however, has several economic challenges it must overcome, including, an aging population, a lower educated population in comparison to the rest of Australia, limited wage growth potential in existing jobs which are inward focussed, growth in State Government debt, lower productivity compared to the rest of Australia, a declining level of exports, and a less complex manufacturing industry. These challenges have historically prevented South Australia from benefiting from the economic growth experience elsewhere in Australia.

## Local

The City of Adelaide has a number of strategic initiatives aimed at encouraging the growth of the city's economy. From City Plan which identifies and addresses growth and climate scenarios, to infrastructure that enables Adelaide to transition to a year-round festival destination, and investigating new business opportunities in the circular economy. City of Adelaide's strategic planning framework provides guidance and key outcomes to demonstrate delivery on our economic development goals.



## GOALS

### Goal 1: A Competitive City – amplifying our world-wide appeal to attract talent, residents, tourists and investment

*City of Adelaide is globally competitive and known to be good place to do business, work and live.*

#### Tackling the Issues

In economic development terms, Adelaide enjoys a strong business and innovation base, but is limited in its capacity to build on this as a result of low wages in highly skilled jobs compared to the rest of Australia, a low level of relative international recognition, developing economic precincts and limited collaborative environments for growth industries. While there is still an external perception that Adelaide is a good place to live, this perception does not carry through to Adelaide's appeal as a place to work.

Nationally we are facing a housing affordability crisis, including within the City of Adelaide. While Adelaide's house prices have remained lower than other Australian capital cities lower comparative wages have not made housing much more affordable for South Australians. Recent pressures on the economy and a limited focus on housing by all levels of government have combined to create an unaffordable housing market, with limited supply and very low vacancy rates, contributing to high rents. Together this is preventing talent from moving to and living in the city, at the detriment to our businesses and institutions.

South Australia has not grown at the same rate as other Australian states and despite offering great city lifestyles, Adelaide is not always a first-choice destination for career or business opportunity. As a city we will take an active lead in shifting this perception, marketing our strengths and looking for ways to improve including through working with partners to broaden the labour market.

#### Key Outcomes

**Key Outcome:** Grow our residential population from 26,120 to 50,000 by 2036.

**Key Outcome:** Grow the number of people employed in the city from 157,498 in 2022.

**Key Outcome:** Increase the number of international tourist nights from 3,972,885 (last measured in 2019).

**Key Outcome:** A younger and more skilled worker profile. In 2022, 51% of City of Adelaide's workforce were aged between 25 and 44 and 53.2% of the city's workforce have a bachelor or higher degree.

#### Building on Success

##### Growing our residential population

The city is a welcome smaller scale alternative to Australia's east coast capitals and is already globally recognised as a great place to live. The City of Adelaide's population of 26,141 is estimated to grow by 2036 to house 42,236 people. The city however, is planning to

accommodate more people in a shorter timeframe, with an ambitious growth target of 50,000 people by 2036.

Significant residential growth will come with new and expanded business opportunities which will span most industries, from jobs created in housing construction, to more customers for local traders, and greater demand on health, education and transport services.

### **A younger and more diverse workforce**

City of Adelaide's workforce is already younger and more highly skilled than the rest of South Australia. In 2022, 51% of City of Adelaide's workforce were aged between 25 and 44 and 53.2% of the city's workforce have a bachelor or higher degree.<sup>10</sup> Compared to other capital cities however, our population is older, with a lower skill base.

To bring the City of Adelaide economy to its full potential, we will work to attract a younger and more diverse workforce as we grow. The growth of population and workforce will require improvements to public transport, upgraded CBD office stock, and more direct flights across the global network with a focus to the Asia-Pacific region. The city can improve its international position by creating a clear unified identity, continuing to create and promote world-class discoveries and accomplishments, and raising awareness of its attractiveness and key competitive strengths.

### **Unique experiences and business attractors**

The City of Adelaide is home to internationally recognised festivals and cultural attractions. Our diverse economy includes North Terrace cultural and educational institutions, our Riverbank and its connection to Adelaide Oval, South Australia's premier retail destination in Rundle Mall, North Adelaide's heritage, golf course, dining and boutique retail experiences, the one-of-a-kind Adelaide Central Markets and leading industry clusters in the BioMed City Innovation District and Lot Fourteen. These areas are not yet well connected and, along with the local and global community, are still regrouping to find ways to flourish in the post-COVID environment.

### **Success and opportunities through technology**

Enabled through Adelaide's status as Australia's only 10-Gig City, the professional services science and technology sector is primed to lead the development of new technologies nationally and internationally.

With an emerging climate technology sector needed to combat climate change, Lot Fourteen's leadership in defence, space, hi-tech (artificial intelligence, machine learning, cyber security, quantum technologies, advanced communications and photonics) and creative industries, to world leading medical technology located in our BioMed City, there are many technology-based opportunities to build from in the City of Adelaide.

Opportunities also exist through high-tech entertainment offerings, including the city's annual Illuminate Adelaide Festival, Light a not-for-profit based on creativity, hospitality and technology and the developing internet and digital services category of the creative industries.

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<sup>10</sup> [Local workers statistics | Adelaide | economy.id](#)

## **Our Strategic Initiatives**

### **City Plan**

In the development of City Plan, Council and the community have an opportunity to test ideas and scenarios about how and where the city should grow. City Plan will support the achievement of the Strategic Plan target of 50,000 residents by 2036 while ensuring that existing strengths such as the economic value of land, clusters and main streets are improved and protected. This will provide certainty for the city's business and residential communities and build on existing neighbourhood identity and city destinations to create a sense of place and community that is a drawcard for visitors and residents.

### **Housing Strategy**

Australians are experiencing an unprecedented housing crisis. House prices are increasing much faster than wages, and Adelaide in particular is experiencing record low rental vacancies. Due to limited supply, the rental market has become increasingly competitive resulting in higher rents and greater tenant insecurity, making it difficult for people to relocate to the city for work or lifestyle reasons. This presents a significant risk for city institutions and businesses that are competing for talent in a global employment market. In response, City of Adelaide has developed a new draft Housing Strategy which looks at future housing need in the city with a focus on where Council can influence housing affordability, supply and sustainability over the next four years.

### **Advocate for a System that Encourages Immigrants to Come and Stay**

City of Adelaide has experienced a consistently positive net flow of migrants in the periods leading up to the two most recent Censuses (2016 and 2021). Every year the city welcomes thousands of international students to study at our internationally recognised universities. Studying in Adelaide opens a skilled migration pathway for students, however government policies lack sufficient clarity for students and temporary visa holders to make a confident transition to permanent residency. This results in an avoidable loss of skills, talent and creative capacity. Council welcomes the review of Australia's migration systems and will advocate for better outcomes for migrants to Adelaide in the next evolution of Australia's migration policy, ensuring more migrants have the opportunity to call the city home.

### **Property Strategy**

Council's property portfolio is as one of the most powerful levers to shape and accelerate city liveability, growth and investment. The Property Strategy aims to optimise the performance of the city's property portfolio ensuring the effective use of its assets with improved alignment to Council's strategic, community and financial objectives. Under-performing assets identified via the Property Strategy are proposed for assessment to make investing decisions that deliver on Council's economic objectives including improved asset performance, economic and social contributions to community, commercial, housing and sustainability outcomes. Any revenues generated through this process will also be attributed to Council's Strategic Investment Reserve to deliver on other economic, social and revenue generating opportunities. The Property Strategy identifies key city outcomes to be derived via property holdings together with acquisition and partnership opportunities to drive Council's strategic objectives.

## **Festivals, Events and Supporting Infrastructure**

Festivals, events and activations at all scales are important for the social and cultural life of the city and are significant drivers of our economy. The creative economy is a key factor in place activation and visitor experience, with a range of city experiences, including festivals and events, making a strong contribution to vibrancy, business turnover, and international visitation.

As has been experienced in the city's east, consistency in festivals and events bring benefits to local businesses through increased foot traffic and spending, both on direct event-related refreshments, products and experiences and flow-on purchases of accommodation, transport, and general goods and services. Adelaide-based festivals and events are an important driver of regional visitation and contribute to steadily-increasing visitor spend across the State. Council also offers curated city experiences that are designed to enhance place attachment and are specifically focused on increasing activation, visitation and experiences in our city.

City of Adelaide has identified the need to expand successful event infrastructure already in place in Rymill Park to other areas of the city. A connector between the city's night life precinct and the Adelaide Central Markets, Light Square is the next location targeted for event infrastructure, creating new economic opportunities in the city's west. A cultural infrastructure assessment process will identify further opportunities to support festivals and events and maximise the benefits to the surrounding area.

### **Adelaide Town Hall**

The Adelaide Town Hall is an iconic State Heritage listed building owned and operated by the City of Adelaide. While the Town Hall's Council and Civic rooms are used for meetings of Council, they also host numerous civic, public and private events throughout the year; are a lead revenue generator for the city; and provide economic flow-on. City of Adelaide is undertaking a review and business case for Town Hall activities, with a priority on revenue streams and activities that generate new economic activity. Town Hall is also now a proud member of Adelaide Business Events and provides another city-based venue for business events in South Australia.

### **Adelaide Economic Development Agency**

The Adelaide Economic Development Agency (AEDA) is a subsidiary of Council established to accelerate economic growth in the City of Adelaide. AEDA is focussed on attracting investment and supporting businesses, festivals and events and promoting the city of Adelaide as a destination and 'magnet city'.

## Goal 2: A Sustainable City – an accelerated transition to a sustainable and decarbonised economy

City of Adelaide leads the transition to sustainable business ventures, decarbonising the economy and building growth of green and circular industries.

### Tackling the Issues

Climate change is impacting all aspects of life in Australia, from the way that our community functions, through to the response of our economy and environment. Projections for climate change indicate that without a coordinated global response, conditions will become more challenging as greenhouse gases continue to increase in the atmosphere over the coming century.

Councils globally are taking action to ensure their city is responsive to climate change in all areas, this includes ensuring sustainability and climate resilience in their role in economic development.

There is a significant risk that climate change may undermine our economy without strong and rapid action. To minimise risk, a decarbonised economy and strong connections between our economic strategy and climate change actions will best position the City of Adelaide as a competitive and attractive economic environment.

In South Australia this will result in a range of changes, including warmer and drier average conditions, increased periods of extreme heat and drought, more intense rainfall and greater fire risk.

Adelaide ranks poorly in terms of congestion, which has worsened since 2019, while many other comparable cities have improved.<sup>11</sup> Traffic congestion is negative for the economy, our health and the environment. Weaknesses in our public transport system and bikeways increase our reliance on cars.

The health, financial and economic benefits of walking and cycling are well established, offering substantial savings to the health sector, to personal savings and local economic spend when compared to other modes of transport. International studies report that urban design features which facilitate walking and attract pedestrians have a positive effect on commercial and residential rents and sale values, and on retail revenues: walking interventions can increase the number of people entering shops by up to 40%; of sales by 172%.

### Key Outcomes

**Key Outcome:** All new builds (residential and commercial) and adaptive reuse projects will be built to a higher sustainable building standard.

**Key Outcome:** Growth in circular economy industries in the city. Research and analysis of existing circular economy industries including on its value and employment opportunities will need to occur to develop a baseline for this key outcome.

**Key Outcome:** More city workers choosing to walk or cycle to work. In 2021, 3% of city workers walked to work and 2.6% of city workers cycled to work.

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<sup>11</sup> [2023 Benchmarking Adelaide Report - Committee For Adelaide](#)

## Building on Success

### Leverage the State's Green Grid

South Australia's renewable energy base is a competitive advantage, giving Adelaide an opportunity to enable businesses to deliver environmental, social and governance (ESG) goals.

South Australia is leading the world in transitioning its grid to be powered entirely by renewable energy. We are now regularly experiencing days and weeks where the electricity needs of the State can be met entirely with wind and solar.

The State Government has committed to a fully decarbonised grid by 2030 and is likely to beat this deadline. City of Adelaide seeks to make the most of this world-leading grid transition through 'electrification', which involves converting all energy sources – whether in buildings or vehicles – to electricity.

Once the city's electricity is 100% renewable, this alone will result in a 35% reduction in the community's carbon emissions from 2020. If we can also electrify all city buildings, this reduction will represent a 44% drop in carbon emissions.

### Adaptive Reuse

In collaboration with the State Government, Council will identify ways to remove or address barriers to the repurposing of older and vacant buildings in the City of Adelaide. This initiative will contribute to improvements in vacancy rates and movement against Scope 3 emissions.

### Green Open Space as an Asset

The expansive Adelaide Park Lands are the city's crowning glory. The Adelaide Park Lands embrace the city in a green figure of eight and are the city's lungs, backyard, playground, meeting space and more. The Adelaide Park Lands National Heritage Values and potential for World Heritage Listing are known and we will pursue enhancements and protections to this important green asset.

### Seek Opportunities in the Circular Economy

A circular economy is a way of keeping valuable resources out of landfill and circulating in the economy. It is more than just recycling.

Transitioning to a circular economy is an important part of how the City of Adelaide will combat climate change. We will reduce our environmental impacts, support resilience in our communities and capture the financial benefits that come with keeping our materials in circulation.

Our focus on the circular economy will drive greater commercial interest in these opportunities, reduce waste and the cost of waste, and support innovation and new business development.

We will support and incentivise the emergence of circular economy initiatives in community, businesses, and industries, with a focus on food, fashion, furniture, repair industries, fit-outs, and festivals.

## **Our Strategic Initiatives**

### **Grow the City's Green Brand**

Through our Integrated Climate Strategy, the city will grow and share its green brand as an environmentally responsible place to base a business.

### **Study of Adelaide Park Lands Economic, Social and Environmental Values**

The expansive Adelaide Park Lands are vital environmentally as well as to the economic and cultural vibrancy of the city. The 29 Parks and six City Squares are of economic interest to the city due to their capacity to host a variety of facilities and activities. To this end, the City of Adelaide will establish a multi-disciplinary research team to assess the economic, environmental, social and cultural contributions of the Adelaide Park Lands. This project will be used to inform investment decisions for the Adelaide Park Lands Management Strategy and future planning for the Adelaide Park Lands to ensure they continue to be used to their full environmental, social, cultural and economic potential.

### **Transition to a Circular Economy**

The City of Adelaide's aims to be the first city in Australia that achieves zero avoidable waste. The City of Adelaide is actively investigating circular economy initiatives that have the potential to create new business opportunities and reduce waste. These initiatives will be focussed on activities that address wastes and industries which are unique to the city, for example, food and hospitality, fashion, festivals and events, and fit outs (commercial, office, retail and purpose-built student accommodation).

### **Partner with Institutions and Businesses to Fight Food Waste**

The city is home to the Adelaide Central Market and some of the best dining in Australia. These activities generate significant volumes of food waste, with associated business and environmental costs. To respond to this challenge, City of Adelaide will partner on a 3-year program of world-leading research to understand the behaviours that contribute to food waste, and to trial interventions that reduce and divert food waste for residents, visitors and businesses, with a focus on dining and hospitality.

### **KEY ACHIEVEMENT - Rundle Mall Bins**

In partnership with Green Industries SA, City of Adelaide trialled a new multi-bin resource recovery system in Rundle Mall to encourage visitors to help divert the estimated 17 tonnes of organic material generated annually in Rundle Mall from landfill.

The initiative included business support and incentives for cafes to switch to compostable serve ware to increase the proportion of compostable waste materials in the Rundle Mall waste stream; and a project with shopping centres and arcades to understand the drivers and complexities of waste management at these sites. The café incentive trial offered up to \$1200 to support the switch to certified compostable products. Nine out of 24 eligible cafes participated in the program and all, but one was still using compostable products after the incentives ceased. The program had the greatest adoption by independently run cafes. The program resulted in replacing an estimated 20,000 single-use plastics with compostables. The Rundle Mall 3 Bin System demonstrates – and normalises – how organic recovery systems can operate at home, work and play and is an example of how City of Adelaide is committed to partnering with State Government and small businesses towards sustainability outcomes.

## Goal 3: A Connected City – where local businesses are connected to their neighbourhood

*City of Adelaide connects local businesses with visitors and residential neighbourhoods as a curator and activator. We are a city where people are connected, where business networks thrive, and our visitors enjoy unique and authentic experiences of Adelaide life.*

### Tackling the Issues

While city economies continually evolve in their relationships to place and to people, recent events such as the COVID-19 pandemic, skills shortages and the urgency for businesses to respond to climate change have fundamentally shifted economic conditions at the city, regional, state and national scales. These changes have made running a business even more challenging.

The environment for city-based bricks and mortar retail has changed in recent years with a surge in online shopping options, an increase in hybrid working arrangements and a broader distribution of office locations across the city. Data indicates that the number of jobs based in the city continues to grow, however there is a lesser proportion of those workers located in the city on any given day. In contrast, the ongoing relocation of tenants from fringe locations to the Adelaide CBD reflects the modern workforce and business landscape. The CBD's offerings of flexibility, amenities, retail convenience, networking opportunities, and a thriving social scene cater to these evolving needs.

### Key Outcomes

**Key Outcome:** An increase in social and affordable key worker housing, therefore reducing the number of households in need of affordable housing down from 1,422 (2021).

**Key Outcome:** An increase in foot traffic in key and emerging neighbourhoods throughout the city. Research and analysis of foot traffic tools will need to occur as part of City Plan's neighbourhood development to provide a baseline for this target.

**Key Outcome:** Increase in social enterprises and First Nations owned businesses operating in the city. Research and analysis of existing social enterprise and First Nations owned businesses will need to occur to develop a baseline for this key outcome.

### Building on Success

#### Laneways that surprise and delight

The City of Adelaide is home to a vibrant night life of laneways and will play a role as curator and activator of city experiences for residents and to bring workers back to the city to access its entertainment offer, explore its restaurants, and enjoy its attractive and engaging public spaces. The success of small bar licensing in creating vibrant laneways provides a sound basis for revitalising other areas of the city including mainstreets and neighbourhoods, each with their own unique discovery appeal that surprises and delights.



### **Small business thrive in neighbourhoods with strong identities**

The next stage in the city's evolution is to connect key economic drivers to neighbourhoods through strong neighbourhood identities that support community resilience, drive destination visitation, and generate demand to accelerate small business creation and growth. At the same time, existing business clusters will be protected to ensure economic activity flourishes along with residential growth.

### **Preeminent retail experiences**

The City of Adelaide oversees two key retail precincts for South Australia, the Adelaide Central Market and Rundle Mall, both have a significant influence on the experience of the city.

The Central Market is well established and is being further enhanced through the Market Square development.

A renewed focus on Rundle Mall aims to extend the customer experience beyond retail offerings and standard hours to attract new customers and bring old customers back.

These preeminent retail experiences include commitment to showcasing sustainability as part of everyday experiences.

## **Our Strategic Initiatives**

### **Disability Access and Inclusion**

Access for all makes good business sense. The City of Adelaide will work with the business community and in the public realm to improve access and inclusion. The City of Adelaide will work in partnership with specialist providers to subsidise training for small to medium businesses, with a focus on hospitality and retail, to improve accessibility. Together the City Plan and Economic Development Strategy will consider how Council can make improvements to the public realm to increase accessibility and create welcoming, connected and inclusive neighbourhoods.

### **The Night Shift**

Our cities are typically designed for the day, with less thought given to the nature and purpose of night-time use. The City of Adelaide is participating as a case study in the University of Melbourne's Night Shift Discovery Project which commenced in 2023.

The City of Adelaide's night time economy contributes to 30% of visitor spend and has grown in recent years. The city's thriving small bars and laneways and all year-round festivals are significant drivers of the city's night time economy and require a diverse workforce with proximal housing that is affordable for people whose employment is typically low-waged, episodic and insecure.

The Night Shift Study will look beyond traditional sectors in the night time economy of dining and entertainment to identify key locations and occupations active in the city's night time economy. The Study will assist City of Adelaide to understand how it can better use the city outside traditional business hours, how the city can be improved spatially for those who use it at night, and how working conditions can be improved for those contributing to the night time economy.

## A SNAPSHOT OF OUR STRATEGY

<b>City of Adelaide's Key Drivers of Economic Development</b>	<b>Competitive</b> <i>A Competitive City – amplifying our world-wide appeal, attracting talent, tourists and investment.</i>	<b>Sustainable</b> <i>A Sustainable City – an accelerated transition to a sustainable and decarbonised economy.</i>	<b>Connected</b> <i>A Connected City – where local businesses are connected to their neighbourhood.</i>
<b>Key Outcomes</b>	<p>Grow our residential population from 26,120 to 50,000 by 2036.</p> <p>An increase in the number of people employed in the city from 157,498 in 2022.</p> <p>Increase the number of international tourist nights from 3,972,885 (last measured in 2019).</p> <p>A younger and more skilled worker profile. In 2022, 51% of City of Adelaide's workforce were aged between 25 and 44 and 53.2% of the city's workforce have a bachelor or higher degree.</p>	<p>All new builds (residential and commercial) and adaptive reuse projects will be built to a higher sustainable building standard.</p> <p>Growth in circular economy industries in the city. Research and analysis of existing circular economy industries including on its value and employment opportunities will need to occur to develop a baseline for this key outcome.</p> <p>More city workers choosing to walk or cycle to work. In 2021 3% of city workers walked to work and 2.6% of city workers cycled to work.</p>	<p>An increase in social and affordable key worker housing, therefore reducing the number of households in need of affordable housing down from 1,422 (2021).</p> <p>An increase in foot traffic in key and emerging neighbourhoods throughout the city. Research and analysis of foot traffic tools will need to occur as part of City Plan's neighbourhood development to provide a baseline for this target.</p> <p>Increase in social enterprises and First Nations owned businesses operating in the city. Research and analysis of existing social enterprise and First Nations owned businesses will need to occur to develop a baseline for this key outcome.</p>
<b>Investment Attraction and Destination Marketing</b>	<p>Advocate for a system that encourages immigrants to come and</p>	<p>Grow the city's Green Brand.</p>	<p>Through City Plan establish a decision making tool where we can test scenarios and provide advice to</p>

<b>City of Adelaide’s Key Drivers of Economic Development</b>	<b>Competitive</b> <i>A Competitive City – amplifying our world-wide appeal, attracting talent, tourists and investment.</i>	<b>Sustainable</b> <i>A Sustainable City – an accelerated transition to a sustainable and decarbonised economy.</i>	<b>Connected</b> <i>A Connected City – where local businesses are connected to their neighbourhood.</i>
<p><i>We are a city that amplifies its world-wide appeal, creates new opportunities and attracts investment, talent and visitors.</i></p>	<p>stay, contributing to our growing worker and residential population.</p> <p>Attract growing businesses and emerging industries to move to South Australia and establish a city premises.</p> <p>Boost Adelaide’s brand as a tourism destination through international destination marketing through the South Australian Government</p> <p>Leverage the State Government’s campaign to put living in Adelaide on the world stage.</p> <p>Advocate for more direct flights to the Asia-Pacific Region.</p>		<p>strategic planning and economic development.</p> <p>Through our Housing Strategy drive housing outcomes that attract key city workers to make our city home.</p>
<p><b>Innovation, Research and Development</b></p> <p><i>We are a city which leads in innovation and research through our world-class universities and ecosystems of innovation, entrepreneurship, and</i></p>	<p>Leverage new opportunities presented through Adelaide University to enhance the city’s status as a globally competitive city for tertiary education, graduate employment, research and innovation.</p> <p>Build the city’s capacity for high skilled jobs through industry clusters</p>	<p>Partner to fight food waste in the city.</p>	<p>Support stronger collaboration between university innovation centres (including ThinLab, University of Adelaide and Innovation Collaboration Centre, University of South Australia) and specialised industry clusters.</p>

<b>City of Adelaide's Key Drivers of Economic Development</b>	<b>Competitive</b> <i>A Competitive City – amplifying our world-wide appeal, attracting talent, tourists and investment.</i>	<b>Sustainable</b> <i>A Sustainable City – an accelerated transition to a sustainable and decarbonised economy.</i>	<b>Connected</b> <i>A Connected City – where local businesses are connected to their neighbourhood.</i>
<i>creative and high-technology sectors.</i>	such as BioMed City and Lot Fourteen and emerging industries.		
<b>Business Support</b>  <i>We will create an environment where businesses can start and grow, we will have a reputation of Adelaide being an easy place to do business and provide space for collaborative business ecosystems.</i>	Use global best practice to implement regulations and incentives that enable businesses to do more, more easily.  Provide business advice and support to small and emerging local businesses.  Support Growth in First Nations Enterprise.  Support growth in social enterprises operating in the city.  Increase employment opportunities in Rundle Mall by working with businesses to fill gaps in the retail mix and levels above ground floor.	Deliver initiatives that transition the city's economy for food and hospitality, fashion, festivals and events, and fit outs (commercial, office, retail and purpose-built student accommodation).  Publish a City Circular Economy Map which identifies businesses operating within the circular economy.	Work with the business community and in the public realm to improve access and inclusion.  Provide business advice and support to small and emerging local social enterprises and First Nations businesses. The Adelaide Central Markets will be a leader in the development of its neighbourhood.  Through the Night Shift Study, investigate ways to improve conditions in the public realm for workers contributing to the night time economy.
<b>Interesting and Memorable Places and Experiences</b>  <i>We are a city that connects local businesses with visitors and residential</i>	The Adelaide Central Markets, Rundle Mall year-round festivals are known internationally as iconic Adelaide experiences.  Through activation of mainstreets and laneways, the city will grow jobs	Work with festival and event organisers to implement circular economy principles that avoid waste, buy sustainable materials, and encourage active transport to events.	Events are connected to and therefore benefit their community.  Experiment with place activations to support mainstreets and laneways.

<b>City of Adelaide’s Key Drivers of Economic Development</b>	<b>Competitive</b> <i>A Competitive City – amplifying our world-wide appeal, attracting talent, tourists and investment.</i>	<b>Sustainable</b> <i>A Sustainable City – an accelerated transition to a sustainable and decarbonised economy.</i>	<b>Connected</b> <i>A Connected City – where local businesses are connected to their neighbourhood.</i>
<i>neighbourhoods as a curator and activator.</i>	for small business and in the creative industries.  Review and prepare a business case for Town Hall activities, with a priority on revenue streams and activities that generate new economic activity and jobs.		Protect areas of night time economy and live music venues to support Adelaide’s status as Australia’s only UNESCO City of Music.
<b>Infrastructure and Transport</b>  <i>We support an economy fit for the future through planning and investments in infrastructure and the public realm.</i>	More people living closer to where they work.  Walkable/bikeable city for residents and workers.  Leverage South Australia’s renewable energy base as a competitive advantage, to enable businesses to deliver on environmental, social and governance (ESG) goals.	Through the Adaptive Reuse Project, Council will identify ways to remove or address barriers to the repurposing of older and vacant buildings in the City of Adelaide.  We support more people to cycle to work by increasing separated bikeways throughout the city, connected to existing key entry/exit cycle paths.  Conduct a study of the Adelaide Park Lands Economic, Social and Environmental value.	Deliver mainstreets strategic projects with consideration of how mainstreets connect to laneways and surrounding areas.  Invest in social infrastructure which supports social and economic wellbeing of neighbourhoods.

## CITY OF ADELAIDE SUBSIDIARIES

### Adelaide Economic Development Agency

The Adelaide Economic Development Agency (AEDA) is a subsidiary of Council established to accelerate economic growth in the City of Adelaide. AEDA is focussed on attracting investment and supporting businesses, festivals and events and promoting the city of Adelaide as a destination and 'magnet city'.

AEDA's Strategic Plan will be guided by the city's goals and ambitions outlined in this Strategy and Council's Strategic Plan 2024-2028. AEDA will have a focus on destination marketing through marketing and providing support investors, emerging sectors, entrepreneurs and business owners to be successful, innovative and responsive to a changing business environment. AEDA's business support will be provided in alignment with cultural, social and environmental expectations of a successful contemporary businesses.

The Charter of AEDA provides for its functions, including:

- To work collaboratively with the State Government, strategic partners, peak bodies and key stakeholders and avoid duplication of effort in the delivery of its functions and duties
- To position the City of Adelaide as an attractive investment opportunity for commercial and residential property development
- To support the growth and development of existing businesses and attract new businesses, industries and entrepreneurs to establish in the City of Adelaide
- To promote and market the City of Adelaide to local, interstate and international visitors and investors
- To position and promote the City of Adelaide as Australia's premier festival and event destination with the aim of increasing visitation and investment
- To attract and support growth of the visitor economy, including international students, festivals, events, conferences, conventions and exhibitions
- To activate, promote and market the Rundle Mall
- To promote and develop mainstreet precincts as commercial hubs of economic, cultural and social significance
- To manage risks associated with the Objects and Purposes and to ensure that the Agency complies with all relevant legislative and compliance requirements including those expressed by the Council's CEO
- To expend funds raised through the separate rate declared by the Council on rateable land in the Rundle Mall and provided to the Agency to directly support Rundle Mall
- To, in the performance of its functions and in all of its plans, policies and activities, give due weight to economic, social and environmental considerations.

Rundle Mall is the State's premier retail and commercial shopping precinct operating under the care of AEDA. AEDA is tasked to sustain Rundle Mall's retail, business and economic viability. Through Rundle Mall's Place Vision and Precinct Roadmap priority areas for action have been identified including, filling retail gaps, extending the body clock of the Mall beyond standard shopping hours, improving the outdoor experience, curating destinations through precinct and laneway activation, unlocking the heritage and culture of facades and laneways, targeting investment, showcasing sustainability and addressing planning barriers. Together with the broader City Plan process there will be a focus on how Rundle Mall is connected to its surrounding neighbourhood from business, visitor and residential perspectives.

## **Adelaide Central Market Authority**

The Adelaide Central Market is one of the largest undercover fresh food markets in the Southern Hemisphere. The Central Market offers food experiences found nowhere else in Australia and the Adelaide Central Market Authority (ACMA) operates as a Council subsidiary.

The Charter of the Adelaide Central Market Authority was gazetted in 2022 and sets out the purpose of the Authority to ensure the management and operation of the Market. The Charter requires that the Authority be responsible for: maintaining and enhancing the iconic standing of the Market for the benefit of all stakeholders; encouraging the use of the Market by South Australian residents, visitors and the community; and being recognised locally and internationally as a leading, vibrant, diverse and unique fresh produce market community that is commercially sustainable for Market sub-lessees and licensees and the City of Adelaide – as well as contributing to the development of the wider market district and operating in a financially self-sustaining manner.

The area around the Central Market and the Markets themselves will undergo significant development in the coming years including Market Square and the redevelopment of the former Bus Depot on Franklin Street. These developments present new opportunities for Market traders and new businesses within the broader Central Market precinct. During the development period, ACMA will work closely with traders to support them in their continued delivery of an exceptional shopping experience. Together with the City Plan development process, there will be a focus on connecting the Central Market and its traders to the surrounding neighbourhood.

## **Kadaltilla**

The Kadaltilla / Adelaide Park Lands Authority (Kadaltilla) is the principal advisor to both the City of Adelaide and the State Government on the protection, management, enhancement, and promotion of the Adelaide Park Lands.

Its purpose is to conserve and enhance the environmental, cultural, recreational, and social importance of the Adelaide Park Lands Guiding Principles including to preserve and strengthen the integrity of the Adelaide Park Lands and promote the values of the Park Lands as Adelaide's defining feature, and an internationally unique asset.

Kadaltilla has continued to follow the high-level aspirations for the future of the Park Lands as outlined in the Adelaide Park Lands Management Strategy (APLMS). The vision of the APLMS is to achieve a balanced approach to a diverse range of environmental, cultural,

recreational and social values, activities and developments, whilst protecting and enhancing all resources. The APLMS aims to ensure that the Adelaide Park Lands will continue to provide a myriad of recreational and sporting opportunities and events for everyone to enjoy, enhancing physical and mental well – being and cementing Adelaide’s place as one of the planet’s most liveable cities.



## STRATEGIC ALIGNMENT

### How the Strategy was Developed

This draft Strategy is informed by targeted engagement sessions across City of Adelaide and the Adelaide Economic Development Agency, and targeted external consultation and research.

<b>16</b>	<b>12</b>	<b>60</b>	<b>82</b>	<b>177</b>
<b>Workshops</b>	<b>Themes</b>	<b>Participants</b>	<b>Attendances</b>	<b>Observations</b>
<b>Economic Profile</b>	<b>Housing Audit and Needs Analysis</b>	<b>City Plan Studio Magnet City and New Urban Form</b>	<b>Night Time Economy Pulse Reports</b>	<b>South Australian Economic Statement</b>

### Draft Strategic Plan 2024-2028

City of Adelaide endorsed a draft Strategic Plan 2024-2028 on 24 October 2024 that sets a vision: **Our Adelaide. Bold. Aspirational. Innovative.**

Pillar: **Our Economy: growing, innovative and responsive**

City of Adelaide will measure the success of its economic pillar through:

- An increase in the number of people who visit the city from 2.1 million to 2.5 million by 2028
- An increase in foot traffic in key and emerging precincts
- An increase in spend across the city
- Deliver marketing and promotion strategies to share Adelaide’s unique attractions and emerging opportunities
- Deliver economic data and insights to our business community
- An increase of businesses who think the city is a good place to do business from 64% to 75%
- An increase in the number of new businesses and investment in the city
- An increase in the city’s share of the State’s economy

## State Government

### South Australia Economic Statement

The *South Australian Economic Statement - Smart, Sustainable, Inclusive*, sets the vision of the State Government for South Australia, to be ‘an economy fit for the future, improving the wellbeing of all South Australians’. It contains three missions in response to the challenges South Australians face today and will face in the future; to capitalise on the global green

transition, be a partner of choice in an insecure world and build South Australia's talent. The State Government has announced it will establish a new Economic Development Board for South Australia which will engage with industry, business and the community to advise on how to best action the Statement.

### **State Infrastructure Strategy**

The State Australian Government is in the process of developing the State's next 20 year State Infrastructure Strategy. The State Infrastructure Strategy will focus on economic growth in alignment with the SA Economic Statement, identify the key challenges and opportunities in providing and managing infrastructure, consider how we can maximise the use of existing assets, identify requirements for new infrastructure, including policy and other reforms required and make recommendations for future priorities to ensure economic growth, sustainability and liveability for South Australians.

### **Greater Adelaide Regional Plan**

The State Government is in the process of developing Greater Adelaide's next Regional Plan. This significant strategic land use planning process will direct growth of Greater Adelaide for the next 30 years. The City of Adelaide is proud to be working on its own City Plan alongside the Greater Adelaide Regional Plan to identify options for city accommodation that align with Council and community aspirations and assist in meeting the challenge of constructing 300,000 new homes in Greater Adelaide by 2051.

### **South Australian Small Business Strategy 2023-2030**

The South Australian Small Business Strategy recognises the value of small businesses (0-19 full time employees) to the South Australian economy. The Small Business Strategy is designed to support small businesses to adapt, grow and succeed, now and into the future. The Small Business Strategy is guided by four objectives for small business to increase skills, capability and capacity, drive job growth, provide easier access to government services, supports and programs, increase diversity in the sector by regional businesses and specific target groups, including First Nations people, women, business owners living with disability, and culturally and linguistically diverse (CALD) business owners.

## **CITY OF ADELAIDE CONTACT DETAILS**

### **City of Adelaide City Shaping Portfolio**

25 Pirie Street, Adelaide SA 5000

[customer@cityofadelaide.com.au](mailto:customer@cityofadelaide.com.au)

[cityofadelaide.com.au](http://cityofadelaide.com.au)

08 8203 7203

Monday to Friday from 8:30 am to 5:00 pm

### **Adelaide Economic Development Agency**

25 Pirie Street, Adelaide SA 5000

[business@aedasa.com.au](mailto:business@aedasa.com.au)

<https://www.aedasa.com.au/>

<https://www.experienceadelaide.com.au/>

08 8203 7499



## High Level Engagement Plan

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### PURPOSE OF ENGAGEMENT

To inform the Economic Development Strategy (the Strategy), targeted stakeholder engagement and broad community consultation will be undertaken in accordance with Council's Community Consultation Policy.

Feedback from stakeholders will be sought to:

- Inform key stakeholders of Council's new draft Strategy.
- Seek feedback on the proposed Strategy to ensure the information, data and goals are in line with the needs of the community.
- Enable advocacy to the State and Federal Government.

Research has been undertaken to support the development of the Economic Development Strategy and includes:

- Economic Profile – preparation of an Economic Profile for the City of Adelaide (CoA) to inform Council's Draft Strategic Plan 2024-2028
- Housing Research – CoA Housing Audit and Need Analysis which considers economic and economic development factors relating to housing in the CoA (June to September 2023).
- City Plan – City Plan Studio Sessions including Magnet City and New Urban Form (September 2023).
- Night Time Economy – University of Melbourne's Melbourne Centre for Cities Night Shift Project Team (commenced May 2023).
- [Capital City Committee of Lord Mayors Economic Development and Research Working Group](#) – Night Time Economy Research and Quarterly Pulse Reports (ongoing).
- [South Australian Economic Statement](#) – State Government through discussions on the South Australian Economic Statement (July 2023).

### BACKGROUND INFORMATION

City of Adelaide (CoA) is developing an Economic Development Strategy in line with the [Terms of Reference of the City Planning, Development and Business Affairs Committee](#) (CBPDA). A purpose of this committee is: *To review and, if necessary, guide the development of a city-wide economic development strategy and a local heritage strategy and policy.*

The development of an Economic Development Strategy will clarify Council's role in economic development and set strategic directions for Council, CoA Administration and its subsidiaries (including Adelaide Economic Development Agency) for implementation.

The last CoA economic policy/strategy was the Economically Prosperous City Strategy 2012-2016.

The proposed City of Adelaide Economic Development Strategy has a ten-year planning horizon and a four-year delivery focus from 2024-2028.

Research and targeted external consultation with specialists has occurred to inform the development of this draft Strategy. Further targeted consultation with key stakeholders is planned.

### STRATEGIC LINK

City of Adelaide Strategic Plan 2024-2028 (draft) provides the following overarching strategic directions and actions to support the Economic Development Strategy.

### LEGISLATIVE REQUIREMENTS

Council has no legislative requirement to engage on this Strategy. Council’s Community Consultation Policy will be used to guide the process.

### TIMEFRAMES

These timeframes are indicative.

After Council on 14 November	Targeted stakeholder engagement
January to February 2024 (4 weeks)	Broad community engagement
March 2024	Review feedback and amend Strategy
May 2024	Updated Strategy and engagement report to Council for endorsement

### LEVEL OF ENGAGEMENT

Level of Engagement	Inform	Consult	Involve	Collaborate	Empower
<b>Goal</b>	<b>One way communication</b> to provide balanced and objective information to assist understanding about something that is going to happen or has already happened.	Two way communications designed to obtain feedback on ideas, alternatives and proposals to inform <b>our decision making</b> .	Participatory process designed to help identify issues and views to ensure that concerns and aspirations are understood and considered prior to <b>our decision making</b> .	Working together to develop an understanding of all issues and interests to work out alternatives and identify preferred solutions for <b>joint decision making</b> .	We may facilitate the process and/or upskill community. <b>Places final decision-making in the hands of the community.</b>
<b>Approach</b>	We will <b>share information</b> about a decision or direction.	We will <b>explore options</b> , gain feedback and an understanding of your concerns and preferences.	We will <b>involve you</b> in the process so your ideas, concerns and aspirations are reflected in the alternatives developed or the final decision.	We will <b>collaborate with you</b> so your advice, innovation and recommendations are included in the final decision that we make together.	We will implement, or support you to <b>implement what you decide</b> .
<b>Role of Stakeholder/Community</b>	<b>Listen</b>	<b>Contribute</b>	<b>Participate</b>	<b>Partner</b>	<b>Decide</b>

## EVALUATION PLAN

Feedback received through the consultation process will be collated and reported to Council for review. Once this feedback has been considered it will be incorporated into the policy for final review and decision.

The consultation will be evaluated with the following performance indicators:

- Support of stakeholder and community members reached.
- Support of participants in the process to reconsider the policy.
- Number of quality responses received.
- Responses received by people with lived experience.
- Feedback about the process.
- Timeframes and budget were delivered.

## Exclusion of the Public

Tuesday, 7 November 2023

City Planning,  
Development and Business  
Affairs Committee

**Program Contact:**

Alana Martin, Manager  
Governance

2018/04291

Public

**Approving Officer:**

Clare Mockler, Chief  
Executive Officer

## EXECUTIVE SUMMARY

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

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

For the following Reports for Recommendation to Council seeking consideration in confidence

**10.1** Hilton Leasing Matter [section 90(3) (b) and (d) of the Act]

The Order to Exclude for Item 10.1:

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

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## ORDER TO EXCLUDE FOR ITEM 10.1

THAT COUNCIL:

1. Having taken into account the relevant consideration contained in section 90(3) (b) and (d) and section 90(2) & (7) of the *Local Government Act 1999 (SA)*, this meeting of the City Planning, Development and Business Affairs Committee dated 7 November 2023 resolves that it is necessary and appropriate to act in a meeting closed to the public as the consideration of Item 10.1 [Hilton Leasing Matter] listed on the Agenda in a meeting open to the public would on balance be contrary to the public interest.

Grounds and Basis

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

More specifically, the disclosure of certain information in this report could reasonably prejudice the commercial position of the council including its future commercial dealings given that it contains financial information and further direction with regard to Council's land holding.

Public Interest

The Committee is satisfied that the principle that the meeting be conducted in a place open to the public has been outweighed in the circumstances given that the information in this report, including certain financial information and further direction, may prejudice its future commercial dealings within regard to its land holding. On this basis, the disclosure of such information may severely prejudice the City of Adelaide Council's ability to influence the proposal for the benefit of the City of Adelaide Council and the community in this matter.

2. Pursuant to section 90(2) of the *Local Government Act 1999 (SA)* (the Act), this meeting of the City Planning, Development and Business Affairs Committee dated 7 November 2023 orders that the public (with the exception of members of Corporation staff and any person permitted to remain) be excluded from this meeting to enable this meeting to receive, discuss or consider in confidence Item 10.1 [Hilton Leasing Matter] listed in the Agenda, on the grounds that such item of business, contains information and matters of a kind referred to in section 90(3) (b) and (d) of the Act.
-



## DISCUSSION

1. Section 90(1) of the *Local Government Act 1999 (SA)* (the Act) directs that a meeting of Council must be conducted in a place open to the public.
2. Section 90(2) of the Act, states that a Council may order that the public be excluded from attendance at a meeting if Council considers it to be necessary and appropriate to act in a meeting closed to the public to receive, discuss or consider in confidence any information or matter listed in section 90(3) of the Act.
3. Section 90(3) of the Act prescribes the information and matters that a Council may order that the public be excluded from.
4. Section 90(4) of the Act, advises that in considering whether an order should be made to exclude the public under section 90(2) of the Act, it is irrelevant that discussion of a matter in public may -
  - (a) *cause embarrassment to the council or council committee concerned, or to members or employees of the council; or*
  - (b) *cause a loss of confidence in the council or council committee; or*
  - (c) *involve discussion of a matter that is controversial within the council area; or*
  - (d) *make the council susceptible to adverse criticism.*
5. Section 90(7) of the Act requires that an order to exclude the public:
  - 5.1 Identify the information and matters (grounds) from section 90(3) of the Act utilised to request consideration in confidence.
  - 5.2 Identify the basis – how the information falls within the grounds identified and why it is necessary and appropriate to act in a meeting closed to the public.
  - 5.3 In addition identify for the following grounds – section 90(3) (b), (d) or (j) of the Act - how information open to the public would be contrary to the public interest.
6. Section 83(5) of the Act has been utilised to identify in the Agenda and on the Report for the meeting, that the following report is submitted seeking consideration in confidence.
  - 6.1 Information contained in Item 10.1 – Hilton Leasing Matter
    - 6.1.1 Is subject to an Existing Confidentiality Order dated 3/10/2023..
    - 6.1.2 The grounds utilised to request consideration in confidence is section 90(3) (b) and (d) of the Act
      - (b) information the disclosure of which –
        - (i) could reasonably be expected to confer a commercial advantage on a person with whom the council is conducting, or proposing to conduct, business, or prejudice the commercial position of the council; and
        - (ii) would, on balance, be contrary to the public interest;
      - (d) commercial information of a confidential nature (not being a trade secret) the disclosure of which-
        - (i) could reasonably be expected to prejudice the commercial position of the person who supplied the information, or to confer a commercial advantage on a third party; and
        - (ii) would, on balance, be contrary to the public interest;

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## ATTACHMENTS

Nil

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- END OF REPORT -

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