

# Update on the World Heritage Listing for the Adelaide Park Lands and Rural Settlement Landscapes

Strategic Alignment - Our Environment

Public

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

**Program Contact:**

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**Approving Officer:**

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## EXECUTIVE SUMMARY

The purpose of this report is to provide Council with an update on the World Heritage listing for Adelaide and its Rural Settlement Landscapes and seek direction on progressing the bid.

The World Heritage bid for Adelaide and its Rural Settlement Landscape (World Heritage bid) is identified as a measure of success in the City of Adelaide Strategic Plan 2024-2028 ([Link 1](#)).

World Heritage listing has been a long-term ambition of the City of Adelaide and is identified in the Council's Heritage Strategy 2021-2036 – *Heritage: Our Future* ([Link 2](#)).

The World Heritage bid is an objective, initiative and measure of success in the Kadaltilla / Adelaide Park Lands Authority Strategic Plan 2023-2028, including obtaining State Government support for World Heritage listing submission by 2026 ([Link 3](#)). The Kadaltilla / Adelaide Park Lands Authority (Kadaltilla) is a subsidiary of the City of Adelaide and meets monthly. Kadaltilla has requested a standing item on their agenda to consider progress with the World Heritage bid. The most recent report was presented on 22 February 2024 ([Link 4](#)).

This report outlines the implications for Council to achieve World Heritage Listing, including the relationship with the State Government and other local governments who are potential bid partners.

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## RECOMMENDATION

The following recommendation will be presented to Council on 12 March 2024 for consideration

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

THAT COUNCIL

1. Notes the continued efforts of City of Adelaide to seek World Heritage status for the Adelaide Park Lands and its Rural Settlement Landscapes in partnership with the Mount Lofty World Heritage Consortium.
2. Endorses Option B – City of Adelaide and State Government Partnership, as presented in Item 7.4 on the Agenda for the meeting of the City Planning, Development and Business Affairs Committee held on 5 March 2024.
3. Authorises the Lord Mayor to write to Deputy Premier, Susan Close MP, Minister for Climate, Environment and Water seeking State Government support for alternative partnership approaches.
4. Authorises the Acting Chief Executive Officer or delegate to write to the Mount Lofty World Heritage Consortium advising bid partners of Council's decision, pending advice from the State Government.

## IMPLICATIONS AND FINANCIALS

City of Adelaide 2024-2028 Strategic Plan	<b>Strategic Alignment – Our Environment</b> Achieve World Heritage listing of our Park Lands, and protect their national heritage listing status and pursue State Heritage listing to strengthen protections
Policy	As an action identified in the Heritage Strategy 2021-2036, the World Heritage listing of Adelaide and its rural settlement landscapes seeks to landmark the site and protect the area for future generations to enjoy and appreciate ( <a href="#">Link 2</a> ).
Consultation	City of Adelaide has been working closely with State Government, other local government bid partners, the Federal Government and Kadaltilla / Adelaide Park Lands Authority for several years to clarify the scope of the bid. Partners and stakeholders of World Heritage listing bid will be notified of Council's decision.
Resource	Not as a result of this report
Risk / Legal / Legislative	City of Adelaide has publicly stated its commitment to progressing World Heritage for the Adelaide Park Lands and City Layout. Mount Barker District Council had responded, advising it will not provide further funding nor participate in the Oversight Committee.
Opportunities	Opportunities created through World Heritage listing include: <ul style="list-style-type: none"> <li>• Improved understanding and recognition of the significance of Adelaide and its rural settlement landscapes</li> <li>• Global profile and cultural tourism business and international investment attraction</li> <li>• Creating a shared narrative about First Nations culture and history that aligns with colonial settlement.</li> <li>• Greater levels of protection.</li> </ul>
23/24 Budget Allocation	City of Adelaide has dedicated an existing FTE to project manage the bid which is equivalent to \$74,000 of operating costs in 2023/24. City of Adelaide is also resourcing the administrative costs of the bid across the partnership and is seeking to progress a funding approach with the State Government. There is currently no operating budget allocated within the City of Adelaide 2023/24 Annual Business Plan and Budget.
Proposed 24/25 Budget Allocation	The item that is the subject of this report is currently unfunded. Any required funding for this item is subject to, and needs to be considered in the context of, the prioritisation of projects, initiatives and service enhancements for the development of the 2024/25 budget, and within the parameters of the LTFP to ensure long-term financial sustainability. Administration has submitted a budget proposal for \$160,000 to prepare a 'tentative listing' submission for Council consideration in the 2024/25 annual business plan and budget process. \$60,000 may be available from other bid partners pending decisions by the bid partners on their ongoing involvement in the bid. This would reduce the budget proposal to \$100,000. There is dedicated ongoing FTE available to project manage the bid.
Life of Project, Service, Initiative or (Expectancy of) Asset	The World Heritage bid process is complex and lengthy. The first step of achieving a 'tentative listing' is expected to take 3-4 years. City of Adelaide has been working to accelerate the tentative listing for completion by 2025.
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	The bid partners have approximately \$60,000 to contribute towards the ongoing development of the World Heritage bid.

# DISCUSSION

## Background

1. World Heritage listing is a complex process often taking a decade or longer, with key steps for *Tentative Listing* summarised below:
  - 1.1. Undertake research, comparative analysis, advice and consultation to identify potential Outstanding Universal Values (World Heritage Values).
  - 1.2. Draft Tentative Submission document detailing potential OUV's (nominally 5 pages).
  - 1.3. Submit the Tentative Submission document to the State Government for review and approval.
  - 1.4. The State Government will then formally submit the Tentative Submission document to the Commonwealth Government for review and approval.
  - 1.5. The Commonwealth Government will then register the Tentative Submission with the UNESCO World Heritage Centre who will include it on Australia's Tentative List for World Heritage Listing.
2. The stages following a successful *Tentative Submission* are briefly summarised as:
  - 2.1. Commonwealth Government advises Council of when the application will be scheduled for tabling at a meeting of the World Heritage Committee. Australia may only submit one Nomination for decision per year.
  - 2.2. Prepare and lodge a *Preliminary Assessment* Submission (nominally 30 pages) for review by ICOMOS and the World Heritage Centre.
  - 2.3. Prepare and Lodge the *Nomination Dossier* (can reach many hundreds of pages and includes details of proposed protection and governance arrangements) for review by ICOMOS and the World Heritage Centre.
  - 2.4. Tabled at a meeting of the World Heritage Committee for Final Decision.
3. The World Heritage project began around 2010, with the work of Professor Randy Stringer (Thinker-in-Residence and Professor at University of Adelaide, School of Agriculture Food and Wine), who contended that the Mount Lofty Region should pursue World Heritage listing.
4. Several local councils (Adelaide Hills Council, Mount Barker District Council, Barossa Council and the City of Onkaparinga), formed a Consortium to pursue World Heritage listing which resulted in legislation for the Barossa and McLaren Vale Character Preservation Districts.
5. In November 2019, the then Minister for Environment, Mr David Speirs, suggested that separate bid proposals for the Adelaide Park Lands and City Layout bid and Mount Lofty Ranges be combined.
6. In March 2020, World Heritage expert Duncan Marshall AM was engaged by City of Adelaide to prepare a feasibility study for the joint World Heritage listing that was completed in December 2021. The feasibility study concluded that Adelaide and its Rural Settlement Landscapes had World Heritage value and warranted pursuing as an exceptional example of the Wakefield colonisation model.
7. The Wakefield pattern of settlement included Adelaide's Town Acres, as well as 80 Acre rural blocks and the 'Special Surveys' primarily for speculative mining and pastoral interests. Administration has been advised by Mr Duncan Marshall AM that the City of Adelaide Layout and Park Lands 'do not tell enough of the Wakefield pattern of settlement story' to be considered on their own, and a World Heritage bid would need to include regional areas of the Consortium.
8. The Consortium worked toward preparing a Tentative Submission document, to be included on the Federal Government's list of Tentative places to put forward for World Heritage listing.
9. For a Tentative Submission to be accepted by the Federal Government, the First Nations owners of the land (including, but not limited to Kaurna, Ngadjuri, Ngarrindjeri, and Peramangk Nations) need to endorse the proposed listing under UNESCO Free, Prior and Informed Consent principles.

## Current Status

10. In May 2021, Council adopted Heritage Strategy and Action Plan identifying advancing a World Heritage listing bid for the Adelaide Park Lands and City Layout as a key action.
11. Following the local government elections in November 2022, City of Adelaide took lead to progress the Tentative Submission across the Consortium and to confirm support from the current State Government.

12. In January 2023, Deputy Premier, Susan Close MP, Minister for Climate, Environment and Water, provided a letter advising of the State Government's support for the Consortium to prepare a Tentative Submission document.
13. City of Adelaide with the support of Mr Duncan Marshall AM and Uncle Jeffrey Newchurch (Kurna Elder) promoted the World Heritage bid project to the international heritage community at the ICOMOS conference in Sydney in September 2023. ICOMOS (International Council of Monuments and Sites) are advisors to the World Heritage Committee.
14. City of Adelaide undertook to prepare governance arrangements for the Consortium including senior executive oversight of the bid on the advice of Kadaltilla.
15. In August 2023, City of Adelaide invited State Government representative(s) from the Department for Environment and Water, and Chief Executive Officers from the Consortium to form an Oversight Committee for the World Heritage Bid. The first meeting of the Oversight Committee was held at the City of Adelaide as a briefing session for the Consortium.
16. In October 2023, City of Adelaide relaunched a webpage for the World Heritage bid which is hosted on the City of Adelaide website ([Link 5](#)).
17. The second meeting of the Inter-Agency Oversight Committee was scheduled for 15 November 2023 following consideration of the World Heritage bid partnership by several Council elected bodies. The meeting was an opportunity for bid-partners to confirm commitment to the project, discuss governance arrangements, resourcing and strategic goals for the World Heritage bid. The Oversight Committee meeting was cancelled due to lack of availability of the State Government and Chief Executives of the bid partners.
18. Administration wrote to Consortium bid partners on 4 December 2023 seeking to confirm their commitment to the project. To date, only Mount Barker District Council had responded, advising it will not provide further funding nor participate in the Oversight Committee.

#### **Options to progress Tentative Submission**

19. The City of Adelaide has obtained a fee offer in the order of \$160,000 to prepare the Tentative Submission documents which has informed a budget proposal for consideration in the 2024/25 annual business plan and budget process.
20. Administration has taken advice on the potential to progress the Tentative Submission under a different partnership arrangement. If the Tentative Submission is for the Adelaide and its Rural Settlement Landscapes and details the Wakefield colonisation model, including First Nations involvement, a different partnership model may be available (pending State Government support).
21. The following options are presented to Council for consideration in progressing the World Heritage bid and are subject to agreement with relevant parties:
  - 21.1. Option A – Mount Lofty Consortium (status quo)
  - 21.2. Option B – City of Adelaide and State Government Partnership (preferred)
  - 21.3. Option C – Defer delivery of the World Heritage project.

#### Option A: Mount Lofty Consortium (status quo)

22. A Tentative Submission by the current Consortium is supported by the State Government, which is a key requirement to progress a Tentative Submission and was formerly identify as the preferred way for all parties to proceed.
  - 22.1. To be effective in progressing the Tentative Submission, the current governance and funding arrangements would need to be resolved. There is currently limited appetite from Consortium partners to resolve these matters.

#### Option B: City of Adelaide and State Government Partnership (preferred)

23. Consideration has been given to City of Adelaide undertaking the Tentative Submission without the Mount Lofty Consortium, such an approach would require support from the State Government to enable it to proceed.
  - 23.1. In this circumstance, City of Adelaide would be responsible for leading and funding the Tentative Submission. The Mount Lofty Consortium Council's would form stakeholders to the bid rather than bid partners. City of Adelaide would be responsible for obtaining Free, Prior and Informed Consent from First Nations owners of the land (including, but not limited to Kurna, Ngadjuri, Ngarrindjeri, and Peramangk Nations).

Option C: Defer delivery of the World Heritage project

24. A World Heritage listing requires outstanding political will at all levels of government and widespread public mandate to be realised.
  - 24.1. City of Adelaide may wish to defer delivery of the World Heritage project if it determines that current levels of support from the State Government and Mount Lofty Consortium are insufficient to meaningfully progress the Tentative Submission.
25. Noting that the Mount Barker District Council has advised it will not provide further funding nor participate in the Oversight Committee and in the event the State Government does not prioritise a partnership to progress a Tentative Submission, there would likely be necessity to defer delivery of this project for the purposes of redefining the approach and partners to ensure clear alignment of the proposal and its partners.

**Next Steps**

26. Pending decision by Council, Administration will write to existing members of the Mount Lofty Consortium, including State Government, to communicate the City of Adelaide's position in relation to the World Heritage bid.

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## DATA AND SUPPORTING INFORMATION

**Link 1** – [City of Adelaide Strategic Plan 2024-2028](#)

**Link 2** – [City of Adelaide Heritage Strategy 2021-2036 – Heritage: Our Future](#)

**Link 3** – [Kadaltilla / Adelaide Park Lands Authority Strategic Plan 2023-2028](#)

**Link 4** – [Kadaltilla / Adelaide Park Lands Authority Meeting, Thursday, 22 February 2024](#)

**Link 5** – [City of Adelaide World Heritage Bid website](#)

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## ATTACHMENTS

Nil

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