

World Heritage Bid - Free, Prior and Informed Consent (FPIC) Update

Wednesday, 25 February 2026
Reconciliation Committee

Strategic Alignment - Our Places

Public

Program Contact:

Sarah Gilmour, Associate
Director Park Lands, Policy &
Sustainability

Approving Officer:

Ilia Houridis, Director City
Shaping

EXECUTIVE SUMMARY

The purpose of this report is to provide an update on the progress of the Tentative List Submission for the World Heritage Bid for Adelaide and its Rural Settlement Landscapes (Tentative List Submission) since the last update on 5 March 2025 ([Link 1](#)).

The Tentative List submission was being prepared in 2025 and was targeting submission to the Federal Government in early 2026. The timeframe is now aiming to coincide with the end of the 2025/26 financial year to support Traditional Owner engagement and Consent processes.

The report focuses on processes being established to enable consultation with Traditional Owners about the World Heritage Bid in line with the principles of Free, Prior, and Informed Consent (FPIC). A short explanation of the FPIC process is provided in [Link 2](#).

The World Heritage Bid aligns with the City of Adelaide's Stretch Reconciliation Action Plan 2024–2027 (RAP) Action 5.4: *'Investigate opportunities to embed Kaurna cultural heritage advice within Council resourcing'*.

Additional background to these tasks was provided to the Reconciliation Committee on 5 March 2025 ([Link 1](#)).

RECOMMENDATION

The following recommendation will be presented to Council on 10 March 2026 for consideration

THAT THE RECONCILIATION COMMITTEE RECOMMENDS TO COUNCIL

THAT COUNCIL

1. Notes the progress update on implementation of the Free, Prior and Informed Consent Process in relation to the World Heritage Bid for Adelaide and its Rural Settlement Landscapes (Tentative List Submission).

IMPLICATIONS AND FINANCIALS

City of Adelaide 2024-2028 Strategic Plan	Strategic Alignment – Our Environment <i>Achieve world heritage listing of our Park Lands, and protect their national heritage listing status and pursue State Heritage listing to strengthen protections</i>
Policy	Stretch Reconciliation Action Plan 2024-2027 (Stretch RAP) <i>Action 1 - Establish and maintain mutually beneficial relationships with Aboriginal and Torres Strait Islander stakeholders and organisations.</i> <i>Action 5 - Create engagement protocols that enable the representation and partnership of the Kurna People</i> Adelaide Park Lands Management Strategy <i>Strategy 3.1 Recognise, promote and protect sites of Kurna cultural heritage and significance and work with Kurna people to provide education to the community about these sites.</i> <i>Strategy 3.16 Progress World Heritage Listing of the Adelaide Park Lands and City Layout.</i> Heritage Strategy 2021-2036 and Action Plan <i>1.9 Prepare tentative bid for World Heritage List nomination</i> <i>3.1 Work with Aboriginal and Torres Strait Islander peoples to support, promote and share their cultural heritage and modern stories, and recognise the Kurna people as the traditional owners.</i>
Consultation	The City of Adelaide has been working with the State Government, other local government bid partners, the Federal Government and Kadaltilla for several years. Following a Council decision on 12 March 2024, the City of Adelaide elected to lead and fund the preparation of a Tentative List Submission. Engagement with Traditional Owners commenced in June 2024 with the support of SA Native Title Services (SANTS). The Kurna Yerta Aboriginal Corporation (KYAC) has indicated a lead role in the FPIC process for the World Heritage Bid and has provided early consent for the project.
Resource	Not as a result of this report
Risk / Legal / Legislative	Not as a result of this report
Opportunities	Opportunities for reconciliation created through World Heritage listing include creating a shared narrative about First Nations culture and history that aligns with colonial settlement. The FPIC process aligns with the Stretch RAP as it progresses governance and engagement protocols that enable representation and partnership with Kurna and Aboriginal and Torres Strait Islander people. Other opportunities include: <ul style="list-style-type: none"> • Strengthening trust and inclusivity with Traditional Owners. • FPIC is a principle enshrined in the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP). Applying FPIC will position the City of Adelaide as a leader in reconciliation and ethical governance • Utilising the World Heritage Tentative List submission as a catalyst for truth-telling and greater recognition.
25/26 Budget Allocation	The City of Adelaide's 2025/26 Annual Business Plan and Budget includes a strategic project allocation of \$178,000 for the Tentative List submission phase of the World Heritage Project.
Proposed 26/27 Budget Allocation	Administration has prepared a budget submission to progress the next stage of the World Heritage project, which will be subject to the progress and approval of the Tentative Bid List Submission.

Life of Project, Service, Initiative or (Expectancy of) Asset	Not as a result of this report
25/26 Budget Reconsideration (if applicable)	An additional \$80,000 has been reallocated from within the PLPS Program to complete programmed FPIC engagement in 2025/26.
Ongoing Costs (eg maintenance cost)	Not as result of this report
Other Funding Sources	<p>In August 2025, the City of Adelaide was successful in securing a grant of \$167,710 under the Federal Government's First Nations Heritage Grants Program Round 2 for a project to update the National Heritage Values of the Adelaide Park Lands and City Layout to include Kaurna heritage values. Once complete, this work will inform the World Heritage Bid (post Tentative List Submission) and strengthen National heritage protections for Aboriginal and Torres Strait Islander heritage.</p> <p>The project will commence once Administration receives a decision from KYAC as to their preferred consultant.</p>

DISCUSSION

Purpose

1. The purpose of this report is to provide an update on the progress of the Tentative List Submission for the World Heritage Bid for Adelaide and its Rural Settlement Landscapes (Tentative List Submission) since the last update on 5 March 2025 ([Link 1](#)).

Background

2. The City of Adelaide's (CoA) Strategic Plan 2024-2028 has a commitment to pursuing a World Heritage listing for the Adelaide Park Lands, City Layout and its Rural Settlement Landscapes.
3. The areas considered for World Heritage listing will demonstrate colonial settlement from the 1830s to 1870s, including the experience of settlement by First Nations people.
4. These areas extend beyond the City of Adelaide local government area and incorporate the rural settlement landscapes which reflect how South Australia was surveyed and settled by European colonisers.
5. Further information regarding the World Heritage Project is available on the project webpage ([Link 3](#)).
6. The World Heritage project is seeking to engage with multiple Aboriginal language groups that are the Traditional Owners of these areas.
7. This report focuses on processes being established by the CoA to enable consultation with Traditional Owners using the principles of Free, Prior, and Informed Consent (FPIC). A short explanation of the FPIC process is provided in [Link 2](#).
8. The Australian Heritage Council and the Federal Government require the World Heritage Bid to gain consent from First Nations groups through the FPIC process before they will consider submitting a nomination to UNESCO for inclusion on the Tentative List for World Heritage.

World Heritage Bid – Tentative List Submission

9. The remaining tasks required prior to submission of the Tentative List Submission to the State Government are:
 - 9.1. Review, amend and approve the portions of the Tentative List Submission relating to Aboriginal and Torres Strait Islander history by First Nations communities.
 - 9.2. Document the process to engage with First Nations communities applying the FPIC principles.
 - 9.3. Seek support to lodge the Tentative List Submission from the Aboriginal and Torres Strait Islander communities whose lands may one day form part of the World Heritage property.
10. On 4 October 2024, KYAC directors confirmed KYAC as the primary Consenting body for the World Heritage Tentative List Submission and in-principal support for further development and engagement with other Aboriginal Traditional Owners.
11. To undertake the required tasks, Administration is continuing to work with SA Native Title Services (SANTS) who are facilitating engagement with Traditional Owners, namely:
 - 11.1. Kurna Yerta Aboriginal Corporation (KYAC)
 - 11.2. First Peoples of the River Murray and Mallee #2
 - 11.3. Ngadjuri Nation Aboriginal Corporation
 - 11.4. Ngarrindjeri Aboriginal Corporation
 - 11.5. Peramangk Aboriginal Corporation
 - 11.6. River Murray and Mallee Aboriginal Corporation
 - 11.7. Narungga Nation Aboriginal Corporation.
12. Administration is working through SANTS to support Traditional Owner engagement and as far as is practicable achieve the 30 June 2026, submission of the Tentative List Submission to the State Government.

First Nations Engagement

13. On 17 June 2025, SANTS, on behalf of the CoA, facilitated an information session with representatives of Aboriginal communities within the identified World Heritage Bid areas. Narungga Nation Aboriginal Corporation was invited to attend the information session however was unavailable.

- 13.1. The session was attended in part by members of the Administration to provide an overview of the project including a briefing from Duncan Marshall AM on the global context of UNESCO World Heritage and FPIC as it relates to World Heritage.
14. On 30 September 2025 SANTS, on behalf of the CoA, facilitated a second meeting with First Nations communities.
 - 14.1. At this meeting Jason Downs, CEO of Reconciliation SA provided an information session regarding national approaches to truth telling.
 - 14.2. This was followed by a presentation from CoA on the World Heritage Bid process and provided a statement of commitments on how we will engage and work with First Nations communities.
15. Following the second meeting, the First Nations communities requested the following next steps:
 - 15.1. A meeting for First Nations communities with the Lord Mayor and Chief Executive Officer
 - 15.2. A workshop to develop First Nations Project Governance and Engagement Framework
 - 15.3. Administration to provide a Project Plan and Timeframe
 - 15.4. Develop a Truth-telling Framework for the Bid
 - 15.5. Develop an Aboriginal Narrative through a First Nations led, collaborative process.
16. To undertake these next steps, Administration engaged the national Indigenous-owned and led advisory and consulting company, *Indigenous 2 Indigenous* (i2i) to support in developing an FPIC Engagement Plan for the project.
17. On 17 February 2026, SANTS, on behalf of the City of Adelaide, facilitated a third meeting with Traditional Owners. The meeting progressed the agreed next steps from the second meeting (outlined above at paragraph 15), principally:
 - 17.1. Meeting with the Chief Executive Officer.
 - 17.2. Development of an FPIC Governance and Engagement Plan for the Bid (led by consultants i2i)
 - 17.3. Consideration of consultants to assist Traditional Owner groups in preparing the Aboriginal Narrative and the Truth Telling Framework.

Next Steps

18. The Tentative List submission was being prepared in 2025 and was targeting submission to the Federal Government in early 2026.
19. The timeframe is now aiming to coincide with the end of the 2025/26 financial year to support Traditional Owner engagement and Consent processes.

DATA AND SUPPORTING INFORMATION

Link 1 – [Reconciliation Committee Meeting – Agenda - 5 March 2025](#)

Link 2 – [Free, Prior and Informed Consent \(FPIC\): World Heritage Bid](#)

Link 3 – [City of Adelaide World Heritage project webpage](#)

ATTACHMENTS

Nil

- END OF REPORT -