



Environmental Leadership

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

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

Park Lands, Policy & Sustainability
Sarah Gilmour, Associate Director



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

2021-22 Australian Heritage Grant

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

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

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

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

Consultant Team

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

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

March 2023 ref 22109



**Swanbury
Penglase**

Introduction

Project Team

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

Project Objectives

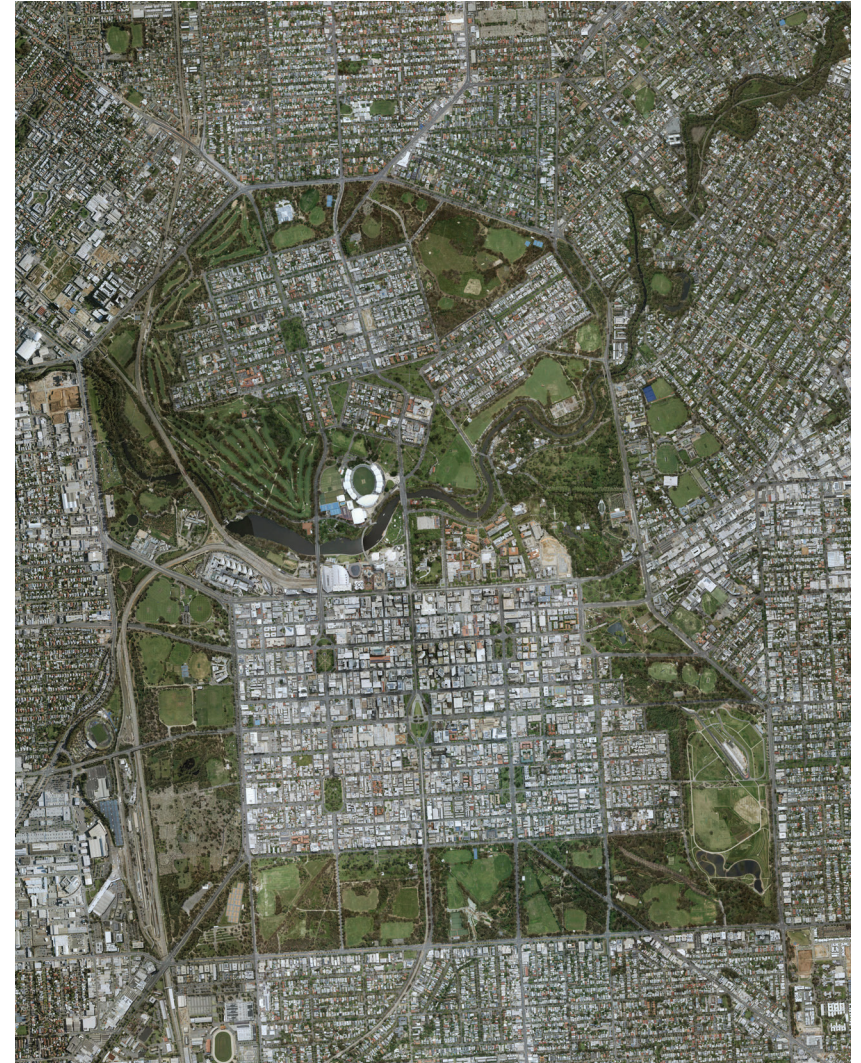
- > A document which helps owners, managers and authorities understand the national heritage values of Adelaide Park Lands and City Layout.
- > Intended to be used as a tool by Council, State and Federal Government agencies to manage change, inform future development, decision making and management strategies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



Introduction

Workshop Purpose

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



Project Background

What is a Heritage Management Plan?

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



Project Background

Why is a Heritage Management Plan Required?

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



Project Background

National Heritage Values

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

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

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

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

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

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

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

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

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

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

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

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



Project Background

Methodology

Understanding the National Values

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

Assessing the Condition of the National Values

- > Site investigations

Identifying Constraints and Opportunities

- > Stakeholder Consultation

Developing Management Policy

- > Policy design
- > Refine and develop implementation plan

The Burra Charter Process

Steps in planning for and managing a place of cultural significance

The Burra Charter should be read as a whole.

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



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

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Project Background

Project Scope:

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

Programme

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



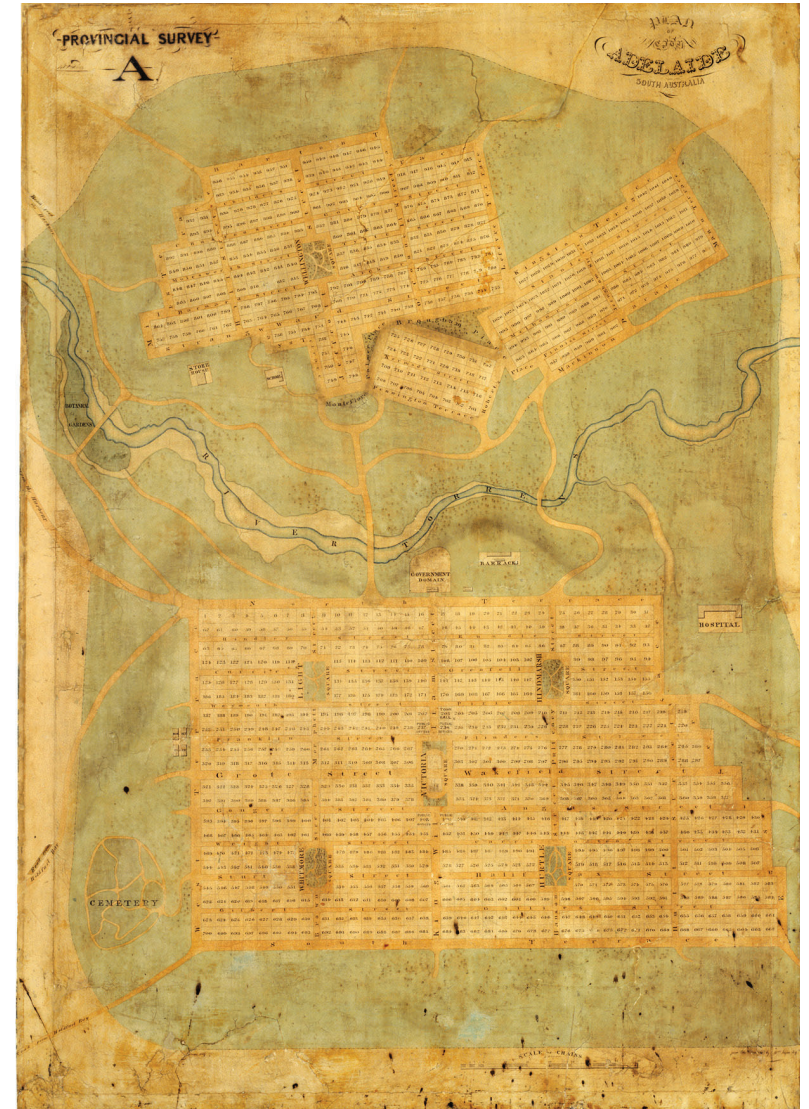
Overview History

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

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

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

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



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

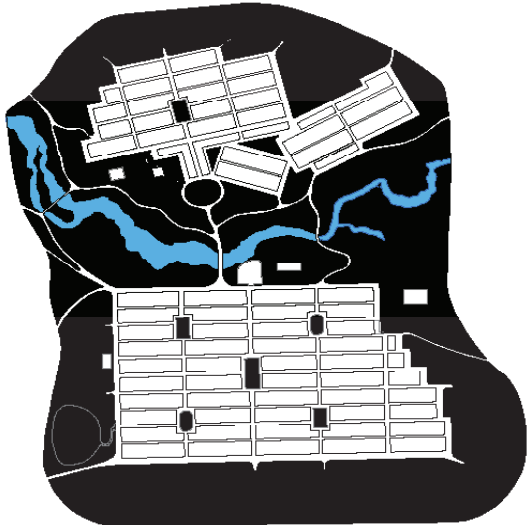
- > 1880 “Report on the system of planting the Adelaide Parklands” by John Ednie Brown published including the recommendation that the Corporation establishes its own nursery.
- > Park Lands placed under care and control of Corporation.
- > Numerical division of the Parklands for first time with provision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

WWII – 2000s: sport, carparks and informal gardens

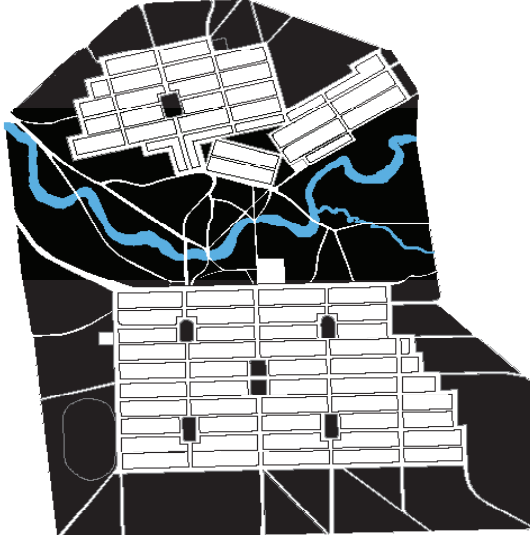
- > Rise of car ownership post WWII.
- > More informal approach to garden design and native planting
- > A history of successive alienation of land, most notably erosion of the river valley between North Terrace and River Torrens.
- > Declared National Heritage Place 2008



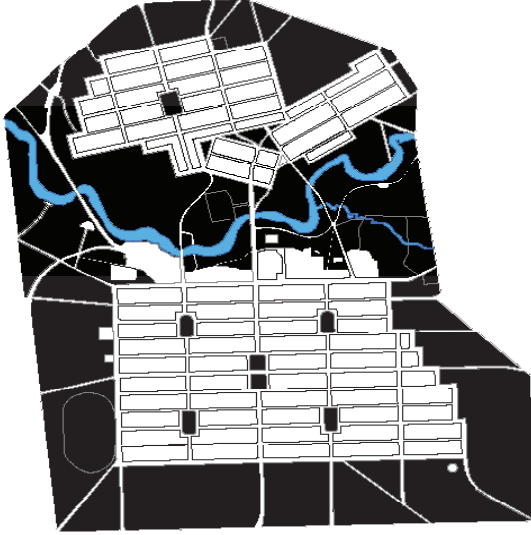
Development Sequence



PROPOSED 1839 - PARKLANDS 912 HECTARES



1846 - PARKLANDS 785 HECTARES



1895 - PARKLANDS 774 HECTARES



1930/1960 - PARKLANDS 760 HECTARES

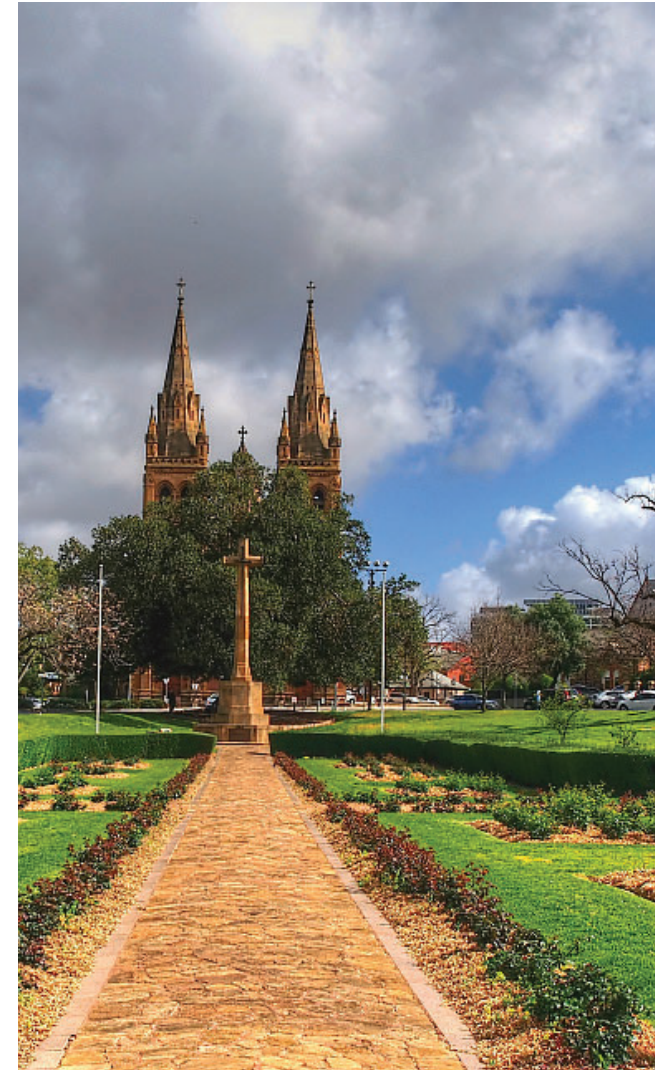


2008 - PARKLANDS 751 HECTARES



Attributes of National Heritage Value

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



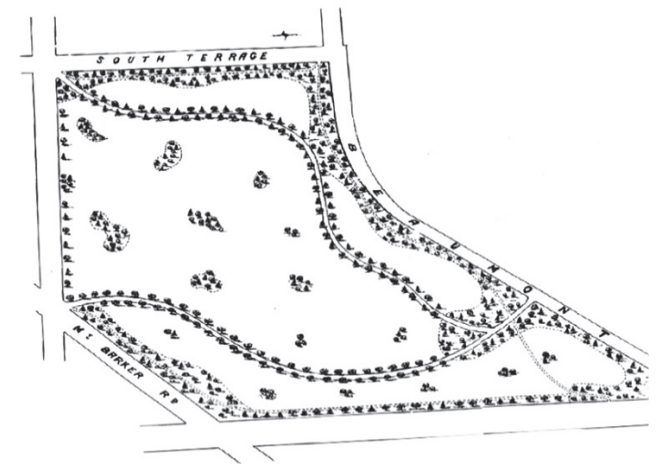
Condition & Integrity of Heritage Values

Condition

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

Integrity

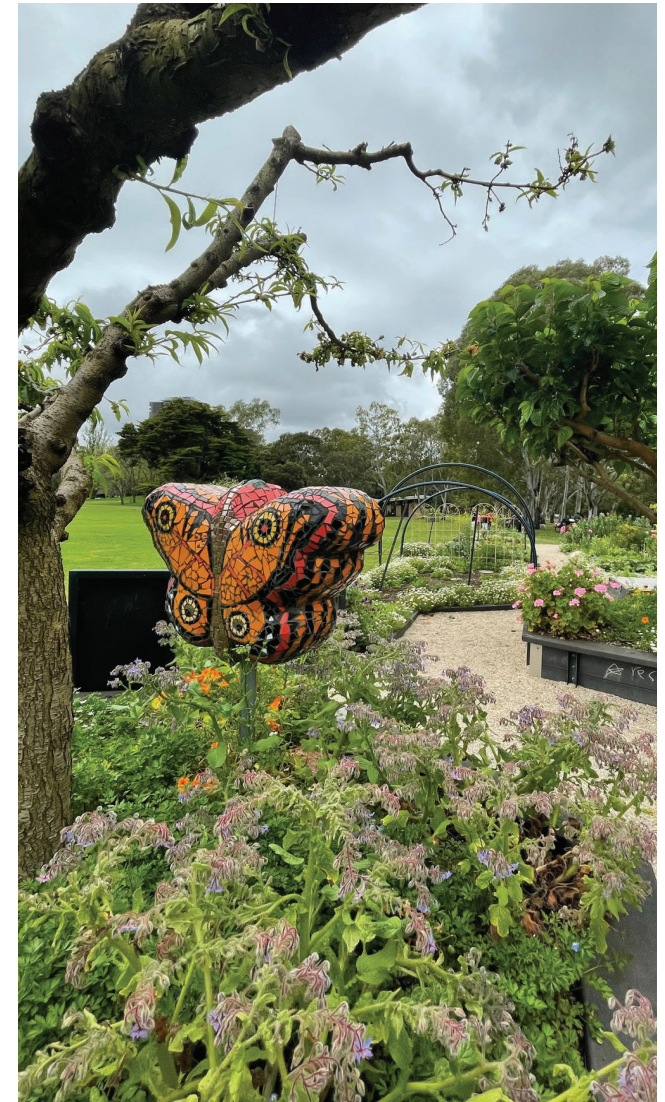
- > No change to Park Land boundary since 2008. Small areas rezoned. e.g. Botanic High
- > Current boundaries are the result of gradual erosion of the original design intent, acknowledging that the North Terrace cultural precinct has developed significance for the South Australian community with many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



Constraints and Opportunities

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

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



Conservation Policy

Conservation Principles

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



Conservation Policy

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

Form

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

Fabric & Setting

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

Aboriginal cultural heritage

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

Use

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

Interpretation

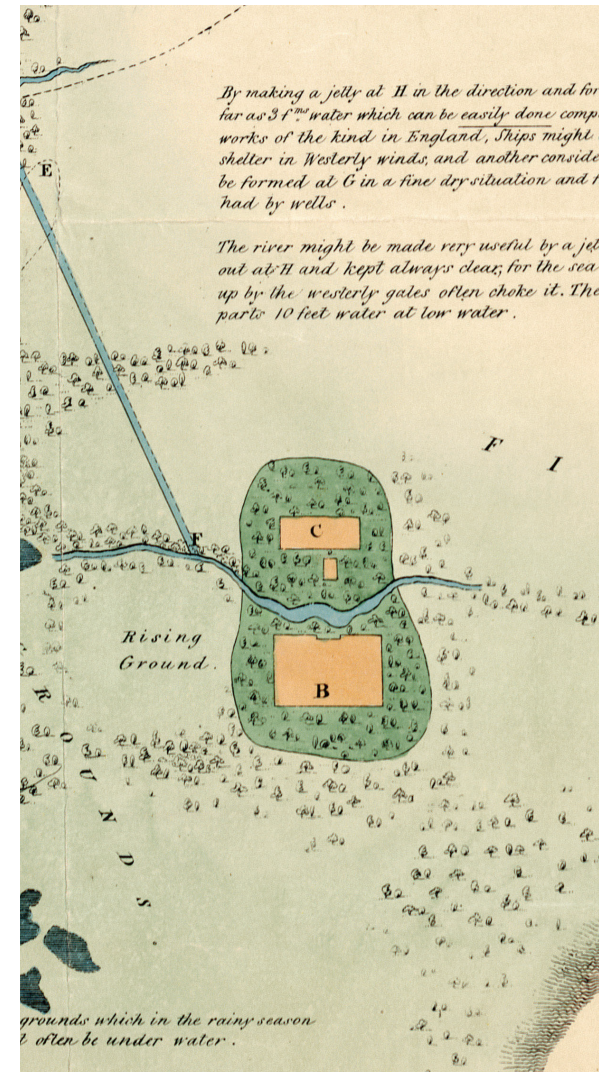
Management and Governance

- > Comply with legislation
- > Training
- > Awareness

Monitoring the condition of values

Review

- > 5 yearly review



Comments and Questions?

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

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

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

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



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

Next Steps

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