

SOUTH AUSTRALIAN HERITAGE COUNCIL

MINUTES

The 86th Meeting of the South Australian Heritage Council (the Council) was held on Thursday 7 June 2018 in the Conference Room, Level 7, 81-95 Waymouth Street.

Statement of Acknowledgement

We acknowledge this land that we meet on today is the traditional lands for Kaurna people and that we respect their spiritual relationship with their country. We also acknowledge the Kaurna people as the custodians of the Adelaide region and that their cultural and heritage beliefs are still as important to the living Kaurna people today.

PRESENT

South Australian Heritage Council: Chair: Mr Keith Conlon; Members, Ms Kate McDougall, Ms Jan Ferguson OAM, Ms Robyn Taylor, Mr Jason Schulz, Mr David Stevenson, Mr Michael Constantine and Mr Marcus Rolfe.

Apologies: Professor Alison MacKinnon.

Secretariat: Mr David Hanna, Executive Officer, Heritage South Australia, Department for Environment and Water (DEW) and Ms Beverley Voigt, Manager Heritage South Australia, DEW.

Guests: Mr Matt Johnson, Group Executive Director, Economic and Sustainable Development, DEW, Dr Louise Bird, Assessment Officer, Heritage South Australia; Mr John Rothwell, Royal Agricultural and Horticultural Society of SA Inc.; Mr James Levinson, Botten Levinson Lawyers; and Mr Rob Hunt, Royal Agricultural and Horticultural Society of SA Inc.

1. WELCOME AND APOLOGIES

The Chair welcomed all present and noted the apology of Professor Alison Mackinnon and Wendy Cornell.

2. ADOPTION OF AGENDA AND DECLARATION OF CONFLICTS OF INTEREST

The agenda was adopted without amendment.

Mr Schulz declared conflicts of interest in relation to the Adelaide Showground matters - Item 6.1, 6.2, 6.3, 6.4 and 6.5 as his firm DASH architects provided advice to the Royal Agricultural and Horticultural Society of SA Inc. on these matters. It was agreed that Mr Schulz would not participate in these discussions and would leave the meeting during deliberations of the Council.

Ms Kate McDougall declared a potential conflict of interest in relation to the Ridley Memorial Gates, Adelaide Showgrounds and it was agreed that Ms McDougall would leave the meeting during deliberations of the Council on this matter.

3. CONFIRMATION OF PREVIOUS MEETING MINUTES

The Council approved the minutes of the 19 April 2018 meeting subject to replacing the word 'conversation' with the word 'conservation' on page 7.

RESOLUTION:

The South Australian Heritage Council:

- **Approved** the minutes of 19 April 2018 meeting subject to the above amendment.

4. ACTION ITEMS

Ms Voigt discussed progress against actions outstanding.

RESOLUTION:

The South Australian Heritage Council:

- **Noted** progress of the action items.

5. CONSULTATION

5.1 ADELAIDE SHOWGROUND

Mr Conlon welcomed Mr John Rothwell, Mr James Levinson and Mr Rob Hunt, representing the Royal Agricultural and Horticultural Society of SA Inc. (the Society).

Mr Levinson acknowledged that consultation with the Society is entirely appropriate and thanked the Council for its time.

In his opening remarks, Mr Levinson noted that the Society would like to relocate the Ridley Gate and that the Society disagreed with the recommendation for listing the Elders Pavilion.

Mr Rothwell provided a presentation on the rich history of the Society. Council heard the Society was established in 1839 and now hosts a wide variety of functions throughout the calendar year.

Mr Rothwell noted that HASSELL Architects developed a master plan for the site. A plan is essential for the showgrounds. A Development Plan Amendment (DPA) was completed in 2010. The DPA objectives are consistent with the society obligations through the governments lease.

Mr Levinson then spoke to the submission of the Society:

- It raised the issue of curtilage and extent of listing in relation to the Secretary's office.
- It opposed listing of Spanish Pavilion (Elder Pavilion) as it does not believe it meets the threshold.

- The argument in the listing report by the Department for Environment and Water (DEW) conflates the arguments for listing against criterion (a) and gave an example in relation to page 27 of this report.
- The DEW report conflates the role of Elders in association with the Pavilion. It is an erroneous conflation of the test. It was built by Elders in 1936, which ceased to use it in the 1990's. Society purchased it in 1999. It has been 25 years since Elders used the building.
- The pavilion does not have a broad association with the farming community, and neither does the general public connect the pavilion with Elders.
- Noted that, unequivocally, the Sheep Pavilion is a demonstration of meeting the requirements of the test to evaluate whether the place meets the threshold for heritage listing. The Sheep Pavilion is in stark contrast to Elders Pavilion which, in the view of the Society, does not meet this test.
- To single out this building as demonstrative of the showgrounds in its importance to the state is a great leap and is unfounded.
- The Showground as a whole is a class of place, but Society suggests that the Council ought not descend into the elements / components of the place – i.e. each building. Argued that no one recognises pavilions as a place of cultural significance. No trace of such a place exists. In crude terms this is a tea room in comparison to the Sheep Pavilion or Ridley pavilion.
- Regarding criterion (g) – the Society accepts Elders is a special organisation in the South Australian context but does not believe the pavilion is strongly associated with Elders. It is a romantic projection to give it special association with their work.
- Comparative analysis is not the proper test. The building is no more special than any other building. Blurring or conflation with criteria b).
- Noted that the Minister responsible for the administration of the *Heritage Places Act 1993* is the landlord. The lease has positive obligations on the Society (a copy of the lease was provided to the Council members through their papers).
- Queried whether the existence of the lease has a bearing on any proposed listing given the positive obligations to prepare a masterplan?
- Suggested a possible conflict of interest to list the Elders Pavilion given it would be at odds with the requirements of the masterplan which suggests removal of this building.
- With regard the discussion of curtilage and views, the Society believes listings should be confined to the fabric of the building itself and not views or external boundary.
- Noted there is no analysis of why the proposed curtilage has been recommended by DEW.
- In relation to the Secretary's office, the Society has nominated it on the proviso of negotiation with Minister. The Society is interested to know whether the Minister is prepared to enter into a Heritage Agreement.

Mr Conlon thanked Mr Levinson, Mr Rothwell and Mr Hunt for their time and they departed the meeting.

Council discussed the presentation provided and noted:

- It was mindful of its obligations under the *Heritage Places Act 1993* in relation to proposals to make an entry in the South Australian Heritage Register.
- It agreed that it would strive to make decisions that provide clarity for management of State Heritage Places; but in the context of obligations under the *Heritage Places Act 1993*.
- It agreed to examine curtilage recommendations carefully before entering into any decision.
- It is clear that Heritage Agreements are entered into after a Place is confirmed on the Register and is an agreement between the Minister and the owner.

6. ITEMS FOR PROVISIONAL ENTRY IN THE REGISTER

6.1 STUD SHEEP PAVILLION, ADELAIDE SHOWGROUND, 68 GOODWOOD ROAD, WAYVILLE.

Dr Louise Bird noted that the State heritage qualities of the Stud Sheep Pavilion were identified by Dr Susan Marsden, Dr Peter Bell, Dr Carol Cosgrove and Justin McCarthy in 2008, as part of the *Twentieth Century Heritage Survey Stage Two 1928-1945*, vol. 2 and they proposed it met criteria (a), (e) and (f).

It was noted that the Society engaged Mr Ron Danvers in 2011 to prepare a report outlining the heritage values for each of the five structures identified in the Survey. The report prepared by Mr Danvers was provided to Council members as part of their agenda pack.

The Heritage Assessment Report for the Sheep Stud Pavilion was completed by Dr Louise Bird between 2017 and 2018, with a site visit being carried out on 13 December 2017.

Dr Bird noted that the Stud Sheep Pavilion was constructed between 1915 and 1917 and was the second permanent pavilion built by the Royal Agricultural and Horticultural Society of South Australia at the Adelaide Showground, Wayville.

The building is an exceptional example of a showground pavilion, and is closely associated with the Society's long-standing contribution to the agricultural, horticultural and pastoral development of South Australia. It is the only permanent venue to show sheep in SA.

The Heritage Assessment Report recommends the Stud Sheep Pavilion meets criteria (a) and (d) under section 16 of the *Heritage Places Act 1993*, and is therefore eligible for entry in the South Australian Heritage Register as a State Heritage Place.

Council discussed and agreed that the Stud Sheep Pavilion meets criteria a) and d) but deferred its decision pending advice on curtilage.

Council discussed the importance of the roadway in providing perspective to the place.

Council agreed that there needs to be an evidence based approach to curtilage. It sought clear delineation how curtilage is determined.

Action: Heritage South Australia will draft a paper on curtilage for Council's review at its next meeting.

RESOLUTION:

The South Australian Heritage Council:

- **Agreed** that the **Stud Sheep Pavilion, Adelaide Showground, 68 Goodwood Road, Wayville, SA, 5034** fulfils criteria (a) & (d) for State heritage listing under section 16 of the *Heritage Places Act 1993*;
- **Deferred** its decision to enter this place in the South Australian Heritage Register pending clarification from Heritage South Australia on curtilage issues.

6.2 SECRETARY'S OFFICE, ADELAIDE SHOWGROUND, 68 GOODWOOD ROAD, WAYVILLE.

A Heritage Assessment Report for the Secretary's Office was completed by Dr Louise Bird between 2017 and 2018, with a site visit being carried out on 13 December 2017. The assessment report recommended that the place meets criteria (a) and (g).

Noted that the Secretary's Office was constructed in 1925 and greatly expanded in 1934. The building is closely associated with the Society and the Society's ongoing contribution to the agricultural, horticultural, pastoral and economic development of South Australia. The Secretary's Office has an enduring connection with the Society as its administrative centre as well as with the Society's organisation of the Adelaide Show (South Australia's premier agricultural and horticultural event).

The State heritage qualities of the Secretary's Office were identified by Dr Susan Marsden, Dr Peter Bell, Dr Carol Cosgrove and Justin McCarthy in 2008, as part of the *Twentieth Century Heritage Survey Stage Two 1928-1945*, vol. 2. The consultants recommended that the Secretary's Office met criteria (a), (e), and (f) and should be 'provisionally entered in the South Australian Heritage Register'.

A report prepared by Mr Ron Danvers for the Society argues that the Secretary's Office does not meet criteria (a), (e) and (f) for listing as a State Heritage Place.

The Heritage Assessment Report found that the Secretary's Office meets criteria (a) and (g) under section 16 of the *Heritage Places Act 1993*, and is therefore eligible for entry in the South Australian Heritage Register as a State Heritage Place.

The Council supported the content of the draft summary provided, but determined not to provisionally enter this place in the Register, pending advice on curtilage.

RESOLUTION:

The South Australian Heritage Council:

- **Agreed** that the **Secretary's Office, Adelaide Showground, 68 Goodwood Road, Wayville, SA, 5034** fulfils criteria (a) & (g) for State heritage listing under section 16 of the *Heritage Places Act 1993*;
- **Deferred** its decision to enter this place in the South Australian Heritage Register pending clarification from Heritage South Australia on curtilage issues.

6.3 OLD RAM'S SHED, ADELAIDE SHOWGROUND, 68 GOODWOOD ROAD, WAYVILLE.

The Old Ram Shed was constructed in 1933 by the prominent South Australian Company Elder Smith & Co. The building was closely associated with Elder Smith & Co and the pastoral and economic development and history of South Australia. Its interior however, has been significantly altered and now has a different use which means it no longer represents the function for which it was built – the sale of prime stud rams.

The Old Ram Shed was identified by Dr Susan Marsden, Dr Peter Bell, Dr Carol Cosgrove and Justin McCarthy in 2008, as a part of the *Twentieth Century Heritage Survey Stage Two 1928-1945*, vol. 2. The consultants recommended that the Old Ram Shed meets State criteria (a), (e), and (f) and should be 'provisionally entered in the South Australian Heritage Register'.

A report prepared by Ron Danvers Cultural Landscapes states that the Old Ram Shed does not meet criteria (a), (e) and (f) for listing as a State Heritage Place. Danvers notes, however, that the 'bookend brick structures at its eastern and western ends are of interest architecturally' while the lightweight structure in between is 'of no interest'.

A Heritage Assessment Report for the Old Ram Shed was completed by Dr Louise Bird between 2017 and 2018, with a site visit being carried out on 13 December 2017.

The Heritage Assessment Report found that although the Old Ram Shed has several historical and architectural features of interest, its significance is not considered to be at the State level.

Analysis against each of the criteria found that the place does not meet any of the criteria under section 16 of the *Heritage Places Act 1993*, and is therefore not eligible for entry in the South Australian Heritage Register as a State Heritage Place.

Council supported the report prepared by Heritage South Australia and agreed to reject the survey recommendation.

RESOLUTION:

The South Australian Heritage Council:

- **REJECTED** the survey recommendation of the **OLD RAM SHED, ADELAIDE SHOWGROUND, 68 GOODWOOD ROAD, WAYVILLE, SA, 5034** for entry in the South Australian Heritage Register as a State Heritage Place, as it does not meet any of the criteria for State Heritage listing under section 16 of the *Heritage Places Act 1993*.

6.4 ELDERS PAVILION, ADELAIDE SHOWGROUND, 68 GOODWOOD ROAD, WAYVILLE.

Dr Louise Bird introduced this item. The assessment recommended that this place meets criteria (a), (d) and (g). Dr Bird noted that the Elders Pavilion was constructed in 1936 by the prominent South Australian Company Elder Smith & Co and is closely associated with Elder Smith & Co and the pastoral and economic development and history of South Australia. The pavilion is also an outstanding representative and one of the few remaining pavilions built by private companies at the Adelaide Showground in the interwar period.

The State heritage qualities of the Elders Pavilion were identified by Dr Susan Marsden, Dr Peter Bell, Dr Carol Cosgrove and Justin McCarthy in 2008, as a part of the *Twentieth Century Heritage Survey Stage Two 1928-1945*, vol. 2. They recommended that the Elders Pavilion meets criteria (a), (e), and (f) and should be 'provisionally entered in the South Australian Heritage Register'.

It was noted that the Report prepared by Ron Danvers Cultural Landscapes argues that the Elders Pavilion is 'not a particularly good example of the style' and that it does not meet criteria (a), (e) and (f) for listing as a State Heritage Place.

Dr Bird said pavilions are a class of place and it does have a special association with Elders.

Noted it is not an exceptional example of architectural style.

Criterion d) relates to pavilion as a class of place. Criterion g) relates to Elders as an important organisation in SA.

Noted that Elders is a significant company with strong associations to the establishment of agriculture in South Australian and the pavilion at the Showgrounds represents the work of Elders in connection with the Show.

Council acknowledged that the nomination meets criteria (a), (d) and (g) but deferred its decision to provisional enter the place pending advice on curtilage.

Action: As a point of clarification, Council asked Heritage South Australia to investigate whether there were any Elders Directors on the Showgrounds Board.

RESOLUTION:

The South Australian Heritage Council:

- Agreed that the Elder's Pavilion, Adelaide Showground, 68 Goodwood Road, Wayville, SA, 5034 fulfils criteria (a), (d) & (g) for State heritage listing under section 16 of the *Heritage Places Act 1993*;
- **Deferred** its decision to enter this place in the South Australian Heritage Register pending clarification from Heritage South Australia on curtilage issues.

6.5 RIDLEY MEMORIAL GATES, ADELAIDE SHOWGROUND, 68 GOODWOOD ROAD, Wayville.

Dr Bird noted that the Ridley Memorial Gates were erected in 1933 by a small committee dedicated to building a suitable memorial to John Ridley, inventor of a mechanical wheat harvester in 1843. Ridley's harvester revolutionised farming in South Australia and beyond by enabling exponential growth in the acreage able to be cultivated, thereby contributing to the economic self-sufficiency of the fledgling colony. Locating the gates at one of the main entrances to the Adelaide Show was a strategic reminder of the important links between Ridley's invention and the development of agriculture in South Australia. The gates were, however, significantly altered in 2008, substantially reducing their integrity.

Dr Bird noted that the Ridley Memorial Gates are recognised as a Local Heritage Place and are listed as such in the Unley (City) Development Plan.

Council supported with the report prepared by Heritage South Australia and agreed to reject the survey recommendation.

RESOLUTION:

The South Australian Heritage Council:

- **REJECTED** the survey recommendation of the **RIDLEY MEMORIAL GATES, ADELAIDE SHOWGROUND, 68 GOODWOOD ROAD, WAYVILLE, SA, 5034** for entry in the South Australian Heritage Register as a State Heritage Place, as it does not meet any of the criteria for State Heritage listing under section 16 of the *Heritage Places Act 1993*.

6.6 WEIGHBRIDGE, ISLINGTON RAILWAY WORKSHOP

Dr Louise Bird spoke to the assessment of the Weighbridge at Islington Railway Workshop.

According to section 16(2) of the *Heritage Places Act 1993*, an object is of heritage significance if it is an object that is intrinsically related to the heritage significance of a State Heritage Place or a State Heritage Area.

It was noted there is currently only one object listed on the Register, the Burra Jinker, that is intrinsically associated with the Burra Mines Historic Site SHP 10970.

Noted that the Weighbridge has been moved at the site over time.

Council agreed with the recommendation and agreed to provisionally list the Weighbridge as an object intrinsically related to the Fabrication Shop in the South Australian Heritage Register.

RESOLUTION:

The South Australian Heritage Council:

- **Provisonally entered the WEIGHBRIDGE, ISLINGTON RAILWAY WORKSHOPS, Churchill Road, Kilburn** in the South Australian Heritage Register as a State Heritage Object, as it is deemed to be intrinsically related to the Fabrication Shop (SHP 14686) under section 17 of the *Heritage Places Act 1993*.
- **Approved the Summary of State Heritage Object for the WEIGHBRIDGE, ISLINGTON RAILWAY WORKSHOPS.**

7. IN CAMERA DISCUSSION

7.1 COUNCIL DISCUSSION

Council had a short in camera discussion.

8 ITEMS FOR DECISION / DISCUSSION

8.1 8TH REPORT ON HERITAGE PROTECTION

The Council discussed a draft report provided by Heritage South Australia. It propped that the report be shortened and be focussed on the key issues identified at the April 2018 meeting.

Council noted that some matters in the draft are peripheral of Council's remit and can be removed. Council needs to be clear on who its stakeholders are and what the problems are and then reverse engineered into solutions. It discussed what outcomes it was seeking.

Council agreed on the following in relation to the report. It should:

- be condensed to 4 to 5 pages in length.
- include clear action points to address the important themes.
- include clear recommendations.
- emphasise heritage as a prize and not a hindrance and therefore promote incentives rather than compliance.

Noted there is confusion between listing and management and this is where the argument for one statute is important.

Suggested headings for report:

- Activating heritage places

- Legislative reform
- Levelling the playing field for heritage
- Adaptive reuse
- Move away from short term decision making (5yrs to 5 generations)
- Economic Development
 - Heritage Tourism
 - Research on economic and public value of heritage
 - Grants and incentives – jobs and trade skills
- Consistency and Certainty for Decision Makers
 - Database improvement
 - Digital engagement
 - Engagement with owners of heritage places
 - Reduce red tape
- Community and Stakeholder Engagement
 - Heritage the prize not the penalty

Action: Ms Voigt to send out an early draft for Council members comment prior to the next meeting.

Agreed that Council members will receive a hardcopy of revised report at its 5 July meeting for discussion.

RESOLUTION:

The South Australian Heritage Council:

- **Provided** feedback to Heritage South Australia with regard the draft 8th Report on Heritage Protection;
- **Noted** that Heritage South Australia will revise the report and provide to Council members for further feedback.

8.2 ELECTION OF A DEPUTY CHAIRPERSON

Mr Conlon called for nominations for the role of Deputy Chairperson - an appointment for one year. Ms Jan Ferguson indicated that she would consider the role if there were no other nominations.

Council members unanimously agreed that Ms Ferguson would be an appropriate person to fill the role of Deputy Chairperson of the Council.

RESOLUTION:

The South Australian Heritage Council:

- **Appointed** Ms Jan Ferguson as Deputy Chairperson of the Council for a period of one year (7 June 2018 – 6 June 2019).

9 CHAIRPERSON REPORT

9.1 HCOANZ REPORT INCLUDING DARWIN STATEMENT

Mr Conlon asked Council members to note the 'Darwin Heritage Statement' from the Heritage Chairs and Officials meeting held in Darwin on 22 May 2018 regarding co-operation and collaboration with Aboriginal and Torres Strait Islander people. A copy of the statement was circulated to members.

Noted that the *Heritage Places Act 1993* specifically excludes Aboriginal heritage as this is managed through the *Aboriginal Heritage Act 1988*. Nevertheless, Council welcomed the telling of Aboriginal stories in the historical description of a Place under the *Heritage Places Act 1993* and in the interpretation of sites.

Mr Conlon noted that he and Ms Voigt will have an informal meeting with Aboriginal heritage counterparts to strengthen the relationship and discuss lines of communication.

RESOLUTION:

The South Australian Heritage Council:

- Noted the report provided by the Chair.

9.2 COMMUNITY CONCERN RE LOCAL HERITAGE MATTERS

Mr Conlon noted he had been in discussion with key players about local heritage concerns. Mr Conlon noted he had been invited to speak to the Planning Commission and that he intended to accept the invitation.

10 ITEMS FOR NOTING

10.1 STATUS OF ASSESSMENT REPORTS

Noted.

RESOLUTION:

The South Australian Heritage Council:

- Noted the status of assessment reports without discussion.

10.2 CORRESPONDENCE

No discussion.

RESOLUTION:

The South Australian Heritage Council:

- Noted the correspondence sent and received.

11 ANY OTHER BUSINESS

Communique

Noted that the executive officer will draft a communique for the Chair's approval.

Noted that the History Festival has been a huge success and been broader than ever before.

Action: Heritage South Australia to pass on the congratulations of the Council to the History Trust.

CLOSE OF MEETING

The Chair closed the meeting at 13:40pm.



Mr Keith Conlon

Chair

Date: 23.7.18,