

## Progress of the Tentative List Submission for Adelaide and its Rural Settlement Landscapes World Heritage Bid

Thursday, 22 May 2025  
Board Meeting

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Public

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### Purpose

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 (draft Tentative List Submission).

Preparation of the draft Tentative List Submission commenced in 2022 with the support of expert heritage consultants Duncan Marshall AM and Dr Jane Lennon AM (**Attachment A**). The draft has been prepared in accordance with the UNESCO World Heritage listing process.

The UNESCO World Heritage listing process involves multiple stages with the Tentative List Submission the first step in the process. To be included on Australia's Tentative List, a Tentative List Submission must have the support of the State and Federal Government and consent from Traditional Owners.

The draft Tentative List Submission contained in **Attachment A** reflects the format and length of the final Submission, with refinements to content of the draft Submission to be made following engagement processes.

The draft is substantially complete with the following tasks required prior to submission to the State Government:

- Review, amend and approve the portions relating to Aboriginal and Torres Strait Islander history by these communities.
- Engage with and receive Consent 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.

This process must adhere to the principles of Free Prior and Informed Consent (FPIC). A summary of FPIC was provided to the Kadaltilla / Adelaide Park Lands Authority (Kadaltilla) at its meeting held on 27 March 2025 ([Link 1](#)).

Administration has progressed a budget review proposal for Quarter 3 of 2024/25 to allocate funding of \$130,000 to undertake FPIC processes. Work has commenced on planning for engagement and Consent process with the support of SA Native Title Services (SANTS).

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### Recommendation

#### THAT THE KADALTILLA / ADELAIDE PARK LANDS AUTHORITY ADVISES COUNCIL

##### That the Kadaltilla / Adelaide Park Lands Authority:

1. Receives the report as contained in Item 7.1 on the Agenda for the meeting of the Board of Kadaltilla / Adelaide Park Lands Authority held on 22 May 2025.
  2. Supports the draft Tentative List Submission for the World Heritage Bid for Adelaide and its Rural Settlement Landscapes as contained in Attachment A to Item 7.1 on the Agenda for the meeting of the Kadaltilla / Adelaide Park Lands Authority held on 22 May 2025.
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# Implications

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| Adelaide Park Lands Management Strategy 2015-2025 | <a href="#">Adelaide Park Lands Management Strategy 2015-2025</a><br><b>Outcome</b> - The Park Lands are valued as a National Heritage site worthy of World Heritage Listing<br><b>Action 1</b> – Secure a commitment to pursue World Heritage listing<br><b>Action 2</b> – Develop the case for World Heritage listing.                                                                                                                                                                                                                                                                                                                                                                                  |
| 2023-2028 Strategic Plan                          | <a href="#">Kadaltilla / Adelaide Park Lands Authority 2023-2028 Strategic Plan</a><br><b>Strategic Plan Alignment – Cultural Value</b><br><b>Objective</b> 1.4 Champion the development of World Heritage listing nomination<br><b>Initiative</b> 1.4 Regularly review World Heritage listing submission progress<br><b>Measure of Success</b> 1.4 State Government support for World Heritage listing submission by 2026.                                                                                                                                                                                                                                                                               |
| City of Adelaide Strategies                       | Achieving world heritage listing for the Adelaide Park Lands and City Layout aligns with the City of Adelaide Strategic Plan 2024-2028, Kadaltilla Strategic Plan 2023-2028, the Heritage Strategy 2021-2036 and the Adelaide Park Lands National Heritage Management Plan.                                                                                                                                                                                                                                                                                                                                                                                                                               |
| Policy                                            | Not as a result of this report                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |
| Consultation                                      | Work has commenced on engagement and FPIC processes with the support of SA Native Title Services (SANTS). As previously reported, the Kaurna 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                        | The World Heritage listing process is contingent on Aboriginal and Torres Strait Islander's Consent through the FPIC process. The City of Adelaide has commenced consultation and Consent processes. In the circumstance that Traditional Owners do not Consent to the Tentative List Submission, the Submission will not be accepted by the Australian Government for consideration.                                                                                                                                                                                                                                                                                                                     |
| Design                                            | <p>The World Heritage Listing supports the principles of Good Design, including:</p> <ul style="list-style-type: none"> <li>Context – Good design is contextual because it responds to the surrounding environment and contributes to the existing quality and future character of a place.</li> <li>Value – Good design adds value by creating desirable places that promote community and local investment and enhance social and cultural value.</li> </ul> <p>The National Heritage Management Plan (NHMP) for the Adelaide Park Lands and City Layout includes a policy of pursuing World Heritage Listing for the Adelaide Park Lands and City Layout as a place of outstanding universal value</p> |
| Opportunities                                     | <p>Opportunities created through World Heritage listing include:</p> <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 for the Adelaide Park Lands and City Layout.</li> </ul>                                                                                                                                                                   |

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| City of Adelaide Budget Allocation                            | <p>The 2024/25 Annual Business Plan and Budget did not allocate funding towards progressing the World Heritage Bid. Project management of the bid is currently being managed within existing resources. Administration has progressed a budget review proposal for Quarter 3 of 2024/25 to allocate funding of \$130,000 to undertake FPIC processes.</p> <p>The City of Adelaide's draft 2025/26 Annual Business Plan and Budget for the purposes of public consultation was approved at a Special Meeting of the Council on 29 April 2025. It includes a strategic project allocation of \$178,000 for the World Heritage project.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                     |
| Capital Infrastructure Projects                               | Not as a result of this report                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
| Life of Project, Service, Initiative or (Expectancy of) Asset | Not as a result of this report                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
| Ongoing Costs (eg maintenance cost)                           | Not as a result of this report                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
| Other Funding Sources                                         | <p>The Mount Lofty Consortium (the Consortium) has noted that there is approximately \$60,000 remaining in a fund set up by the Consortium to contribute towards the ongoing development of the World Heritage bid. Until there is clarity in the World Heritage Governance arrangements, this funding is being retained by the Consortium (Adelaide Hills Council).</p> <p>There is no external funding source currently committed or allocated to the project. Funding opportunities will be identified in the process and sought from partners.</p> <p>On 21 March 2025, the City of Adelaide made an application 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. If successful, this work will inform the World Heritage Bid (post Tentative List Submission) and strengthen National heritage protections for Aboriginal and Torres Strait Islander heritage. Successful applicants will be announced by June 2025.</p> |

# Discussion

## Background

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 (draft Tentative List Submission).
2. Preparation of the draft Tentative List Submission commenced in 2022 with the support of expert heritage consultants Duncan Marshall AM and Dr Jane Lennon AM (**Attachment A**).
3. The draft has been prepared in accordance with the UNESCO World Heritage listing process.
4. The UNESCO World Heritage listing process involves multiple stages with the Tentative List Submission the first step in the process.
5. The steps to prepare the Tentative List Submission include:
  - 5.1. Prepare a draft Tentative List Submission
  - 5.2. Incorporate Aboriginal knowledge and Consent processes
  - 5.3. Finalise the Tentative List Submission
  - 5.4. Expert and State Government reviews of the Tentative List Submission
  - 5.5. Seek Australian Environment Minister Agreement to the Tentative List Submission
  - 5.6. Formal State Government support for the Tentative List Submission
  - 5.7. Submit the Tentative List Submission to the World Heritage Centre for assessment
  - 5.8. The World Heritage Centre receives advice and assistance from relevant experts including the International Council for Monuments and Sites (ICOMOS)
  - 5.9. The World Heritage Centre considers the evaluations undertaken by advisory bodies and decides the outcome of the Submission.
  - 5.10. If supported, the Australian Government places Tentative List Submission on Australia's Tentative List.
6. To be included on Australia's Tentative List, a Tentative List Submission must have the support of the State and Federal Government and consent from Traditional Owners.
7. The draft Tentative List Submission contained in **Attachment A** reflects the format and length of the final Submission, with refinements to content of the draft Submission to be made following engagement processes.

## Tentative List Submission

8. The draft Tentative List Submission is substantially complete with the following tasks required prior to submission to the State Government:
  - 8.1. Review, amend and approve the portions relating to Aboriginal and Torres Strait Islander history by these communities.
  - 8.2. Engage with and receive Consent 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.
9. This process must adhere to the principles of Free Prior and Informed Consent (FPIC). A summary of FPIC was provided to the Kadaltilla / Adelaide Park Lands Authority (Kadaltilla) at its meeting held on 27 March 2025 ([Link 1](#)).
10. Any Consent provided for the Tentative List Submission will only be applicable for this stage of the process.
11. ICOMOS (the International Council on Monuments and Sites) requires ongoing engagement and additional Consents from Aboriginal and Torres Strait Islander communities for future stages, including the development of a Preliminary Assessment and Nomination Dossier for submission to the World Heritage Committee and their advisor.
12. The City of Adelaide has allocated funding to the FPIC processes through a budget reallocation in 2024/25 and work has commenced on engagement and consent processes with the support of SA Native Title Services (SANTS).
13. Through initial meetings between the City of Adelaide and SANTS, the following have been determined for the project:

- 13.1. Acknowledgement that the land on which settlement occurred was an ancient and enduring Aboriginal cultural landscape, adapted by the settler-colonisers with impacts still felt deeply today by Aboriginal and Torres Strait Islander communities.
- 13.2. Agreement that the World Heritage project provides an opportunity for truth-telling about shared history supporting reconciliation outcomes.
14. SANTS is responsible for preparing a stakeholder list and outline of consenting groups, as well as developing a process for engagement with the consenting groups.
15. A work plan is being developed in consultation with the City of Adelaide which will involve initial meetings with representatives from the affected Aboriginal and Torres Strait Islander communities, before convening larger workshops for the broader communities focussing on truth-telling and reconciliation.
16. The Tentative List Submission will reference areas in the City of Onkaparinga and the Barossa Council area. The City of Adelaide has confirmed with the former Mount Lofty Consortium partners that it will progress the Tentative List Submission and engage with Traditional Owners in the City of Onkaparinga and the Barossa Council area. This approach has the support of the City of Onkaparinga and the Barossa Council.
17. SANTS has advised of their expertise in anthropology and capacity to develop the Aboriginal and Torres Strait Islander narrative for the Tentative List Submission on behalf of the communities. This is being considered as part of the scope of works.
18. The City of Adelaide has separately engaged Deloitte/Yamagigu Consulting to prepare a report detailing how FPIC can be integrated into Council's consultation processes. This work complements and will inform the engagement approach for the Tentative List Submission.
19. Administration continues to undertake research and attribute mapping for the purpose of clarifying the areas that may one day form part of the World Heritage area. The research is being undertaken through University of Adelaide's internship program and is planned for delivery in 2025/26.
20. An indicative programme for the Tentative List Submission is provided below.

| Indicative date         | Milestone                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
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| <b>End May 2025</b>     | <ul style="list-style-type: none"> <li>Kaurna Yerta Aboriginal Corporation and Reconciliation Committee meetings convened, and World Heritage bid discussion tabled.</li> <li>Administration/SANTS to hold initial meetings with representatives of Aboriginal and Torres Strait Islander communities.</li> </ul>                                                                                                                                                                                                                                       |
| <b>End June 2025</b>    | <ul style="list-style-type: none"> <li>Workshops with broader Aboriginal and Torres Strait Islander community focussed on truth-telling, facilitated by SANTS.</li> <li>Receive Deloitte/Yamagigu Consulting's Aboriginal Engagement Framework.</li> <li>Receive SANTS work plan for completing any remaining required consultation.</li> <li>Write to the State and Federal Government's seeking in-principle support for the World Heritage bid and Tentative List Submission contingent on Aboriginal and Torres Strait Islander Consent.</li> </ul> |
| <b>End August 2025</b>  | <ul style="list-style-type: none"> <li>Complete World Heritage intern research project and provide for expert review and public information.</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                 |
| <b>End October 2025</b> | <ul style="list-style-type: none"> <li>City of Adelaide held workshops with Aboriginal and Torres Strait Islander communities, as advised by SANTS work plan.</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                |
| <b>End 2025</b>         | <ul style="list-style-type: none"> <li>Receive evidence of Consent, or otherwise, for the lodging of the Tentative List Submission from Aboriginal and Torres Strait Islander communities in line with FPIC processes.</li> <li>Finalise the Tentative List Submission for approval by Council and Kadaltilla.</li> <li>Receive intergovernmental (State &amp; Federal Government) support for the Tentative List Submission</li> </ul>                                                                                                                 |

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| <b>End February 2026</b> | <ul style="list-style-type: none"><li>Lodge Tentative List Submission with the State Government seeking intergovernmental agreement from the Federal Government to include on Australia's Tentative List.</li></ul> |
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**Next Steps**

- 21. Administration will write to the State and Federal Governments seeking in-principle support for the World Heritage bid and Tentative List Submission contingent on Aboriginal and Torres Strait Islander Consent.
- 22. The City of Adelaide's draft 2025/26 Annual Business Plan and Budget for the purposes of public consultation was approved at a Special Meeting of the Council on 29 April 2025. It includes a strategic project allocation of \$178,000 for the World Heritage project.
- 23. The 2025/26 budget proposal is intended to deliver the following aspects for the World Heritage project:
  - 23.1. Expert research and development of a preliminary assessment for review by the International Council on Monuments and Sites (ICOMOS).
  - 23.2. Engagement to develop a public mandate of support for the project, including from Aboriginal communities.
  - 23.3. Strengthen intergovernmental relationships seeking prioritisation of the World Heritage bid on Australia's Tentative List for elevation to the World Heritage Committee.
  - 23.4. Investigation of opportunities with business and commercial enterprises to support and share the benefits of World Heritage Listing.

**Data and Supporting Information**

**Link 1** – [Agenda Item 7.1 – Kadaltilla / Adelaide Park Lands Authority meeting – Thursday. 27 March 2025](#)

**Attachments**

**Attachment A** – Draft Tentative List Submission

- END OF REPORT -