

Tentative List Submission for World Heritage Bid for Adelaide and its Rural Settlement Landscapes – Progress Report

Thursday, 27 November 2025

Board Meeting

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Public

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 (Tentative List Submission).

The remaining tasks required prior to submission to the State Government are to:

- Review, amend and approve the portions of the Tentative List Submission relating to Aboriginal and Torres Strait Islander history by First Nations communities.
- Document the process to engage with First Nations communities applying the Free, Prior and Informed Consent (FPIC) principles and 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.

Since the last progress report, Administration has:

- Appointed a second World Heritage Project Officer contract role to establish a communications and stakeholder engagement plan for the Tentative List Submission in 2025/26.
- Hosted a second meeting with First Nations communities on 30 September 2025, including providing commitments on how the City of Adelaide will engage and work with First Nations communities ([Link 1](#)).
- Made a commitment through the FPIC process to consider alternative naming conventions for the Tentative List Submission and subsequent World Heritage Bid.
- Received responses from the local governments advised of the City of Adelaide's work with First Nations communities on the Tentative List submission including the Cities of Port Lincoln, Victor Harbor, Burnside and Holdfast Bay.

On 29 September 2025, the Presiding Member wrote to the Minister for Climate, Environment and Water of South Australia providing background on the World Heritage project and State Government support and inviting Minister Hood to meet and discuss the project. At the time of Agenda publication, a response had not been received.

During the period, the Lord Mayor met with Dr Jane Lennon, a co-author of the draft Tentative List Submission, to discuss changes in the World Heritage landscape since the draft was produced.

Additional background to these tasks was provided to the Kadaltilla / Adelaide Park Lands Authority (Kadaltilla) on 22 May 2025 ([Link 2](#)), 28 August 2025 ([Link 3](#)) and 18 September 2025 ([Link 4](#)).

A summary of FPIC was provided to the Kadaltilla at its meeting held on 27 March 2025 ([Link 5](#)).

Recommendation

THAT THE KADALTILLA / ADELAIDE PARK LANDS AUTHORITY ADVISES COUNCIL

That the Kadaltilla / Adelaide Park Lands Authority:

1. Receives the report contained in Item 6.1 on the Agenda for the meeting of the Board of Kadaltilla / Adelaide Park Lands Authority held on 27 November 2025.
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Implications

Adelaide Park Lands Management Strategy: Towards 2036	<p><u>Adelaide Park Lands Management Strategy- Towards 2036</u></p> <p>Priority: UNESCO World Heritage Bid</p> <p>Recognised as one of the most complete examples of nineteenth-century colonial planning, achieving UNESCO World Heritage status for the Adelaide Park Lands and City Layout would bring international recognition and attention to our region, be a source of local, state and national pride, and boost optimism and investment.</p> <p>Strategy 3.21 Progress World Heritage Listing of the Adelaide Park Lands and City Layout.</p>
2023-2028 Strategic Plan	<p><u>Kadaltilla / Adelaide Park Lands Authority 2023-2028 Strategic Plan</u></p> <p>Strategic Plan Alignment – Cultural Value</p> <p>Objective 1.4 Champion the development of World Heritage listing nomination.</p> <p>Initiative 1.4 Regularly review World Heritage listing submission progress.</p> <p>Measure of Success 1.4 State Government support for World Heritage listing submission by 2026.</p>
City of Adelaide Strategies	<p>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. It progress commitments in the City of Adelaide's Stretch Reconciliation Action Plan 2024-2027.</p>
Policy	<p>Not as a result of this Progress Report</p>
Consultation	<p>The City of Adelaide has been working with the State Government, other local government bid partners, the Federal Government and Kadaltilla for several years.</p> <p>Following a Council decision on 12 March 2024, the City of Adelaide elected to lead and fund the preparation of a Tentative List Submission.</p> <p>Work has commenced on Aboriginal engagement and FPIC processes with the support of SA Native Title Services (SANTS). 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.</p>
Resource	<p>Not as a result of this Progress Report</p>
Risk / Legal / Legislative	<p>The World Heritage listing process is contingent on South Australian Government endorsement, First Nations consent through the FPIC process, and ongoing funding by the City of Adelaide and/or other combined Bid stakeholders. In the circumstance that First Nations do not consent, a Tentative Listing Submission will not be accepted by the Australian Government (or UNESCO) for consideration.</p>
Design	<p>The World Heritage Listing supports the principles of good design, including:</p> <ul style="list-style-type: none"> Context – Good design is contextual because it responds to the surrounding environment and contributes to the existing quality and future character of a place. Value – Good design adds value by creating desirable places that promote community and local investment and enhance social and cultural value. <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 are expected to include:</p> <ul style="list-style-type: none"> Improved understanding and recognition of the significance of Adelaide and its rural settlement landscapes. Global understanding of 'systematic colonisation' and Australia's First Nations peoples.

	<ul style="list-style-type: none"> • Global profile and international-level economic development, including cultural tourism business and international investment attraction. • Creating a shared narrative about First Nations culture and history that aligns with colonial settlement. • Greater levels of protection for the Adelaide Park Lands and City Layout, and its rural settlements, guided by 'sympathetic development'.
City of Adelaide Budget Allocation	The City of Adelaide's 2025-26 Annual Business Plan and Budget adopted on 24 June 2025 includes a strategic project allocation of \$178,000 for the combined World Heritage project which includes a small consultancy budget and recruitment of a World Heritage Project Officer(s) dedicated to managing the Tentative List process.
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 (e.g. maintenance cost)	Not as a result of this report
Other Funding Sources	<p>The former Mount Lofty Ranges Consortium retains approximately \$60,000 in a fund set up by the Consortium to contribute towards the ongoing development of the World Heritage Bid. This funding is being retained by the Adelaide Hills Council. Administration has written to the Adelaide Hills Council and former members of the Consortium requesting the funds be transferred to the City of Adelaide to progress elements of the World Heritage bid.</p> <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>

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).
2. The remaining tasks required prior to submission to the State Government are to:
 - 2.1. Review, amend and approve the portions of the Tentative List Submission relating to Aboriginal and Torres Strait Islander history by First Nations communities.
 - 2.2. Document the process to engage with First Nations communities applying the Free, Prior and Informed Consent (FPIC) principles and 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.

Project Management and Governance

3. The City of Adelaide has appointed a second World Heritage Project Officer contract role to establish a communications and stakeholder plan for the Tentative List Submission in 2025/26. This was achieved within the budget allocation for 2025/26 due to timing and employment (part-time) arrangements for both contract positions.
4. Additional project management and governance is being established for the project including:
 - 4.1. Project management plan and risk register.
 - 4.2. Comprehensive communications and stakeholder engagement plan, commencing with thorough stakeholder analysis.
 - 4.3. A marketing strategy to be implemented from approximately 1 April 2026.
5. At its meeting on 18 September 2025, in response to queries from Board Members, an undertaking was given that following the announcement of the new Minister for Climate, Environment and Water of South Australia (the Minister), the Administration proactively engage with the Minister in relation to the Tentative List Submission for World Heritage Bid for Adelaide and its Rural Settlement Landscapes.
 - 5.1. The Presiding Member wrote providing background on the World Heritage project and State Government support and inviting Minister Hood to meet and discuss the project in correspondence dated 29 September 2025. At the time of Agenda publication, a response had not been received.
 - 5.2. Once State Government support is re-confirmed, correspondence will be sent to the Federal Government providing an update on the Tentative List Submission and FPIC processes.
6. During the period, the Lord Mayor met with Dr Jane Lennon, a co-author of the draft Tentative List Submission, to discuss changes in the World Heritage landscape since the draft was produced.
7. Correspondence has been sent to local governments that are party to the World Heritage bid project and to inform local government areas where the City of Adelaide, with the support of SANTS, is working with First Nations communities.
 - 7.1. To date Administration has received responses from the Cities of Port Lincoln, Victor Harbor, Onkaparinga and Holdfast Bay. The Cities of Victor Harbor and Burnside have indicated interest in being kept informed as the Tentative List Submission progresses.
8. Administration will attend the 2025 Australia ICOMOS Conference in Ballarat from 17-19 November 2025, because its themes of *'Battlefronts'* and *'Un-Settling'* are pertinent to the combined World Heritage Bid - notably due to its First Nations' lived experience.

First Nations Engagement

9. Administration is continuing to work with SA Native Title Services (SANTS) to facilitate engagement with First Nations communities.
10. Two meetings with representatives of Aboriginal communities, facilitated by SANTS, have been held to date:
 - 10.1. A summary of the information session held on 17 June 2025 was provided to Kadaltilla on 28 August 2025 ([Link 3](#)), and was attended by:
 - 10.1.1. Kurna Yerta Aboriginal Corporation (KYAC)

- 10.1.2. First Peoples of the River Murray and Mallee #2
- 10.1.3. Ngadjuri Nation Aboriginal Corporation
- 10.1.4. Ngarrindjeri Aboriginal Corporation
- 10.1.5. Peramangk Aboriginal Corporation
- 10.1.6. River Murray and Mallee Aboriginal Corporation
- 10.2. A second meeting was held on 30 September 2025 to respond to the feedback from the first information session, and was attended by:
 - 10.2.1. Five of the seven groups.. Peramangk Aboriginal Corporation, and River Murray and Mallee Aboriginal Corporation were apologies.
- 11. Administration provided commitments at the second meeting on how the City of Adelaide will engage and work with First Nations communities ([Link 1](#)).
 - 11.1. This included accepting a request by First Nations communities through the FPIC process that the title of the World Heritage Bid be reviewed.
 - 11.1.1. The current working title, 'Adelaide and its Rural Settlement Landscapes' arises from the combination of the formerly independent 'Mt Lofty Ranges' and 'Adelaide Park Lands and City Layout' proposals.
 - 11.1.2. Before the Tentative List Submission can be registered with the Australian Government, the South Australian Government must endorse it, including any new title.
 - 11.1.3. UNESCO will require that the title successfully reflects the potential international significance – 'Outstanding Universal Value' of the nomination. Heritage experts Dr Jane Lennon and Mr Duncan Marshall have advised that the Tentative List Submission will be made under the 'cultural landscape' category.
- 12. The Chief Executive Officer of Reconciliation SA attended the second First Nations community meeting to address the topic of truth-telling. This guidance was requested by the First Nations communities at the first meeting.
- 13. Administration is continuing to work with SANTS to action the feedback from the two meetings held with First Nations communities and to plan further engagements. These have been tentatively scheduled for late 2025 with final arrangements to be confirmed with First Nations groups via SANTS.
- 14. As previously advised, the timeframe for consent, if it is to be provided, may result in the Tentative List Submission being made in 2027 rather than 2026 to provide a longer timeframe for relationship building.
 - 14.1. The Administration is currently working with First Nations communities and SANTS to seek to achieve consent for the Tentative List Submission in the 2025/26 financial year.

Next Steps

- 15. Next steps for the project are summarised as follows:
 - 15.1. First Nations communities have requested to meet with the Lord Mayor and the Chief Executive Officer, and planning is progressing to achieve this request.
 - 15.2. Administration is progressing key commitments made with First Nations communities including the engagement of a consultant(ies), to:
 - 15.2.1. Assist in developing an FPIC strategy and governance framework for the Tentative List Submission.
 - 15.2.2. Draft the First Nations narrative for the Tentative List Submission.
 - 15.3. Administration is continuing to liaise with local governments on their level of interest in the Tentative List Submission.
- 16. Future steps for the World Heritage Bid project include:
 - 16.1. Continuing to refine historic research and attribute mapping undertaken through Heritage Internships for the purpose of clarifying the areas that may form part of the final World Heritage area.
 - 16.2. Initiating economic research concerning the World Heritage Bid and the benefits for South Australia.
 - 16.3. Submitting the Tentative List Submission to the South Australian Government, for on-submission to the Australian Government.

Data and Supporting Information

Link 1 – [First Nations communities – Tentative List Submission – Commitments](#)

Link 2 – [Agenda – Kadaltilla/Adelaide Park Lands Authority Meeting – 22 May 2025](#)

Link 3 – [Agenda – Kadaltilla/Adelaide Park Lands Authority Meeting – 28 August 2025](#) (adjourned from 17 July 2025)

Link 4 – [Agenda – Kadaltilla/Adelaide Park Lands Authority Meeting – 18 September 2025](#)

Link 5 – [Agenda – Kadaltilla/Adelaide Park Lands Authority Meeting – 27 March 2025](#)

Attachments

Nil

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