

SOUTH AUSTRALIAN HERITAGE COUNCIL

MINUTES

The 115th Meeting of the South Australian Heritage Council (the Council) was held on Thursday 18 February 2021.

Statement of Acknowledgement

The Chairperson acknowledged that this land that the Council members meet on today is the traditional lands for Kaurna people and that the Council respect their spiritual relationship with their country. The Chairperson also acknowledged 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.

Heritage Council: Chair: Mr Keith Conlon OAM Members: Emeritus Professor Alison Mackinnon AM, Mr Marcus Rolfe, Ms Robyn Taylor, Mr Michael Constantine, Mr Jason Schulz, Ms Katrina McDougall, Ms Robyn Taylor, Mr David Stevenson and Ms Jan Ferguson OAM.
Secretariat: Mr David Hanna, Executive Officer, Heritage South Australia, Department for Environment and Water (DEW) and Ms Bev Voigt, Manager Heritage South Australia.

1. WELCOME AND APOLOGIES

Mr Conlon welcomed all to the 115th meeting of the South Australian Heritage Council (the Council).

There were no apologies.

2. ADOPTION OF AGENDA AND DECLARATION OF CONFLICTS OF INTEREST

Agenda

The agenda was adopted without amendment.

Declarations of conflict of interest

Mr Schulz declared a possible conflict of interest in relation to Item 6.1 Southern Park 16, Adelaide Park Lands, as his firm was responsible for the assessment report relating to the entire Park Lands area. Council discussed and agreed there was no conflict of interest for Mr Schulz and determined it would be appropriate for Mr Schulz to stay in the meeting for this matter.

Mr Schulz declared a conflict of interest in relation to Item 5.4, 1 Bagot Street, North Adelaide as his firm has been approached by the owner for assistance. It was agreed he would depart the meeting for this discussion.

Mr Schulz declared a conflict of interest for Item 6.2, Loveday Western Cell block. Council indicated Mr Schulz could stay in the meeting but not participate in discussion or voting.

Mr Rolfe declared a conflict of interest in relation to Item 6.1, Southern Park 16, Adelaide Park Lands as his firm is working on the community consultation for the proposed wetlands. It was agreed Mr Rolfe would depart the meeting for this discussion.

Mr Rolfe declared a conflict of interest in relation to Item 5.4, 1 Bagot Street, North Adelaide as his firm represents the owner. It was agreed Mr Rolfe would depart the meeting for this discussion.

3 PREVIOUS MEETING MINUTES

Council considered the minutes of the 10 December 2020 meeting and approved them without amendment.

RESOLUTION:

The South Australian Heritage Council:

- **Approved** the minutes of the 10 December 2020 meeting without amendment.

4. ACTION ITEMS

Council noted the action items.

It was requested that the matter regarding the call for objects to be returned to Martindale Hall, raised at the December 2020 meeting, be added to the action list.

The Council requested that the Loveday Internment Camp assessments that have not been completed stay on the action list until finalised.

It was noted that Ms Ferguson could step in and support the archaeological working group given Ms Taylor is retiring from Council. Mr Schulz indicated he will be able to support the working group finalise the guidelines.

RESOLUTION

The South Australian Heritage Council:

- **Noted** the status of the action list.

5 FOR DISCUSSION / DECISION

5.1 Self-Assessment tool

Ms Voigt noted that given this is the last meeting of this group of Council members with their individual term of appointment expiring 1 April 2021, the Council indicated it would be appropriate to conduct a self-assessment to evaluate its performance.

A self-assessment tool was circulated to members with their meeting papers. Council members were requested to submit the survey to the executive officer by the end of the meeting.

A maturity survey has also been developed by the secretariat to evaluate the Council. Ms Voigt led the Council through responding to the Maturity Survey. Council agreed that the following ratings applied to the table in the survey:

- 1 = well below average
- 2 = below average
- 3 = average
- 4 = standard sought to be attained.
- 5 = above average

Council discussed its performance in relation to the following areas:

- Membership and Capability
- Roles and Responsibilities
- Professional Practise
- Performance and Accountability
- Ministerial and Statutory Relationships
- Governance

It was noted that the secretariat will collate the scores, draw out areas of possible improvement and highlight areas in which the Council is performing well.

RESOLUTION

The South Australian Heritage Council:

- **DISCUSSED** and **POPULATED** the Self Evaluation Tool and the Maturity Evaluation Survey

5.2 Decision tree for managing nominations

The Council considered a decision tree for the administration of nominations by Heritage South Australia. It was suggested that Heritage SA insert a consideration of the urgency of the nomination as part of the first branch of the decision tree. Is the place at imminent risk of demolition? If a place is deemed an urgent risk, there is unlikely to be enough time to request a nominator to provide further information. The Council indicated it has faith in Heritage South Australia staff determining the risk associated with the place and, where needed, raising the matter with the Chair of the Council to make a determination about whether a place ought to be protected through provisional entry to allow a full assessment to take place.

It was acknowledged that sometimes it will be important to take a precautionary approach in decision making as there may not be sufficient evidence to determine whether a place may or may not meet one or more criteria for listing under section 16 of the *Heritage Places Act 1993*.

Council members agreed to consider a revised decision tree out of session, to enable this matter to be finalised prior to the new Council meeting in April 2021.

RESOLUTION

The South Australian Heritage Council:

- **NOTED** that Heritage SA will update the ‘Decision tree for processing nominations’ and circulate to Council members out of session for approval.

5.3 Climate Change presentation

Ms Dianne Favier, Manager Climate Change Policy and Strategy was welcomed to the meeting.

Ms Favier circulated a hard copy of the South Australian Government Climate Change Action Plan 2021 – 2025 to each Council member.

Ms Favier provided a very informative presentation in relation to Climate Change. It was noted that in 2019 the South Australian Government released “Directions for a Climate Smart South Australia” which sets the agenda for achieving the long-term outcomes including net zero emissions by 2050. The Action Plan for 2021 – 2025 sets out how the government will deliver on its policy directions over the course of this five years.

The following was noted in discussion with Ms Favier:

- Council has an important role in advising the Minister on matters that impact heritage and climate change falls in that category.
- Council is very supportive of retaining old building and communicating the advantages of this from an energy perspective. Adaptive reuse was discussed as part of this.
- The Council is keen to jointly communicate with the Climate Change Council the importance of embodied energy in built fabric as well as the threats posed to heritage structures by our changing climate.
- Sometimes incentives for the building industry are counter to producing good heritage outcomes.
- Incentives for reusing building stock are vital.
- Climate change targets could include retention of building stock.
- The National Construction Code could to be revised with heritage and climate change at the forefront.
- Assistance to owners of State Heritage Places situated in climate change at risk areas would be welcomed and supported.

Action: Heritage SA to work with Ms Favier’s team to list State Heritage Places at risk.

Mr Conlon thanked Ms Favier for her time and her informative presentation.

RESOLUTION

The South Australian Heritage Council:

- **NOTED** the presentation provided regarding Climate Change

5.4 1 Bagot Street, North Adelaide

It was noted that Mr Rolfe and Mr Schulz departed the meeting for this discussion.

Dr Bird introduced this matter. It was noted that Dr Bird had spoken to the owner. He has agreed to delay the application for demolition process to allow heritage assessment to take place.

The owner would like the ability to address the Council at provisional entry stage.

Council noted the need to finalise the prioritisation of the 20th Century assessment list.

Council agreed to allow the owner and nominator to provide written and oral submissions at the meeting at which the Council determines provisional entry or rejection.

It was noted that Ms Taylor abstained from voting.

RESOLUTIONS

The South Australian Heritage Council:

- **DETERMINED** it would allow for written and oral submissions from the owner of 1 Bagot Street, North Adelaide prior to it determining whether to provisionally enter the property or not.
- **AGREED** to offer the same as above to the nominator.

5.5 Correspondence – Australian Heritage Strategy Review

It was noted that Mr Rolfe and Mr Schulz returned to the meeting at this point.

The Australian Heritage Strategy was released in 2015. It sets out a national approach over 10 years to:

- identify, protect and conserve Australia's unique heritage
- present and communicate related stories.

Feedback is being sought on:

- the strategy's strengths and weaknesses
- how the strategy might be improved for the next 5 years
- whether the strategy appropriately reflects Aboriginal and Torres Strait Islander heritage
- whether the strategy adequately reflects heritage's key threats, developments and challenges
- how the strategy might reflect the involvement of communities in protecting and managing our heritage.

The closing date for submissions is 18 March 2021.

It was noted that Heritage SA will draft a submission in response. Council determined that it would consider being a joint signatory to the Heritage SA submission rather than preparing its own submission in this instance.

Ms Ferguson offered to read the draft submission on behalf of Council, and then forward a final version to the full Council for approval.

Action: Heritage SA to forward a draft submission to Ms Ferguson out of session for review and comment.

RESOLUTION

The South Australian Heritage Council:

- **Determined** it would respond to the review of the Australian Heritage Strategy jointly with Heritage SA.

6. ITEMS UNDER CONSIDERATION FOR PROVISIONAL ENTRY IN THE SA HERITAGE REGISTER

6.1 Southern Park 16, Adelaide Park Lands

It was noted that Mr Rolfe departed the meeting for discussion on this item.

It was noted that on 15 January 2021, the Council received a nomination for Southern Park 16, Adelaide Park Lands. The nomination was marked as an 'Emergency', with comments that the site is under imminent threat from the Brown Hill and Keswick Creeks (BHKC) Stormwater Project.

On 18 January 2021, Heritage South Australia, DEW undertook due diligence checks regarding the site, including contacting the City of Adelaide regarding the project, contacting the nominator to gain further information and undertaking an informal triage assessment of the nomination.

Mrs Anna Pope, Program Manager, Heritage and Maritime, also contacted the Chair of the Council on 18 January 2021, to alert him to the Southern Park 16 nomination.

Southern Park 16 is located within the Adelaide Park Lands and City Layout, which is a National Heritage Place, and therefore protected by the *Environment Protection and Biodiversity Conservation Act 1999* (the EPBC Act). Heritage South Australia, DEW are aware that there was an EPBC Act referral for the BHKC Stormwater Project, resulting in the project not being deemed a 'controlled action' under the EPBC Act.

Council considered the nomination form for State heritage listing for Southern Park 16 and agreed with the Heritage SA assessment that it provides neither sufficient evidence to justify an assessment of this place for State heritage listing nor evidence that it would meet the threshold for listing under section 16 of the *Heritage Places Act 1993* in its own right.

It was noted that a recommendation for a State Heritage Area listing of the Adelaide Park Lands is currently before the Planning Minister, and Council is of the belief that listing as a State Heritage Area is the appropriate mechanism for recognising the heritage values of the Park Lands.

The Council determined to reject the nomination of Southern Park 16.

RESOLUTION:

The South Australian Heritage Council:

- **Rejected** the nomination of Southern Park 16, Adelaide Park Lands on the grounds that there is insufficient evidence that it should be State heritage-listed in its own right, and that the State heritage significance of the Adelaide Park Lands and City Layout should be recognised through designation as a State Heritage Area.

6.2 Western Cell Block, Camp 14 Loveday Internment Camp

It was noted that Mr Rolfe returned to the meeting at this point.

Dr Bird noted that the Loveday Internment Camp Complex is a rare and important place associated with the detainment of prisoners of war and civilian internees during World War Two. It was the only purpose-built camp in South Australia, and up to 6000 men from Germany, Italy and Japan were detained there between 1941 and 1946.

Three of the five detention cell blocks built to house detainees and prisoners of war still remain at Loveday. They are the Western (subject of this matter) and Eastern Detention Cell Blocks at Camp 14, and the Detention Cell Block at Camp 10.

Dr Bird noted she was advised via oral conversation that the owner is unwell and will not grant entry of heritage staff to his property. It was noted that the intactness of the interior of the Cell Block cannot be established without a site visit.

Council agreed it would postpone any further assessment of the Western Cell Block on compassionate grounds.

Action: Mr Conlon to arrange a meeting with the Chief Executive, DEW to discuss.

Action: Dr Louise Bird to write to the owner (or representative) to seek a reply in writing to confirm his ill health.

Action: Council to write to the Chief Executive of Berri Barmera Council to ask them to advise it immediately should a demolition application be received.

RESOLUTION:

The South Australian Heritage Council:

- **Deferred** consideration of the nomination of the Western Detention Cell Block, Camp 14, Loveday Internment Camp to a later date on compassionate grounds.

6.3 Piggery Breeding Pens, Loveday Internment Camp

Dr Bird provided a summary of the assessment.

On 1 August 2019, the Council requested Heritage South Australia prepare individual Assessment Reports for the five remaining structures from the Loveday Internment Camp Complex including the Piggery Breeding Pens - Loveday Internment Camp Complex Costello Road, Loveday (CL 6211/769 Sections 210 and 211, Hundred of Loveday). The Assessment Report recommends that the place is likely to meet criterion (a) under s16 of the *Heritage Places Act 1993* (the Act) for listing as a State Heritage Place in the South Australian Heritage Register.

It was noted that the piggery breeding pens is all that remains of the agricultural elements of the internment camp.

It was noted that the owner is opposed to State Heritage listing of the Piggery Breeding Pens as he does not wish to have government interference with the management of his land. He refused to grant permission to Heritage South Australia to undertake a full site visit.

Council took note that most of the structure is visible from the side of the road, but whether the rail tracks is there or not is not possible to ascertain.

Council agreed that this place meets criterion (a) - it demonstrates important aspects of the evolution or pattern of the State's history, under section 16 of the *Heritage Places Act 1993*.

Council also discussed the place against the requirements for criterion (b) - it has rare, uncommon or endangered qualities that are of cultural significance, for State heritage listing and unanimously agreed it meets this criterion.

Council approved the Summary of State Heritage Place subject to amendment to include text addressing criterion (b).

Council commended Dr Bird on an excellent assessment report, and noted that the Loveday Internment Camp is a very important South Australian story and ought to be widely told.

The oral history of the Japanese who built the camp is compelling.

RESOLUTIONS

The South Australian Heritage Council:

- **Provisionally entered the Piggery Breeding Pens – Loveday Internment Camp Complex**, Costello Road, Loveday (CL 6211/769 Sections 210 and 211, Hundred of Loveday) in the South Australian Heritage Register as a State Heritage Place, as it is deemed to fulfil criterion (a) - it demonstrates important aspects of the evolution or pattern of the State's history; and criterion (b) - it has rare, uncommon or endangered qualities that are of cultural significance, for State heritage listing under section 16(1) of the *Heritage Places Act 1993*.
- **Approved** the Summary of State Heritage Place for Piggery Breeding Pens – Loveday Internment Camp Complex subject to amending it to include a description under criterion (b).

6.4 Holy Cross Catholic Church, 159 – 165 Goodwood Road, Millswood

Mr Chris Burns was welcomed to the meeting, with Council recognising that as a new staff member this was his first assessment to be considered.

Mr Burns provided a summary of his assessment. The Council heard the Holy Cross Catholic Church is proposed as an outstanding example of late twentieth-century ecclesiastical Modern Movement architecture in South Australia. It was constructed during a period of radical experimentation in the plan and form of Catholic churches following the conclusion of the Second Ecumenical Council of the Vatican (1962-1965). The church, which was opened in 1969, is highly intact and represents an outstanding degree of aesthetic accomplishment.

Mr Burns recommended this place be entered under criteria (d), (e) and (g) under section 16 of the *Heritage Places Act 1993*.

Mr Burns asked Council to consider whether it agreed with his opinion that post war churches are they a class of place? Council agreed that post war churches are a class of place and that this Church meets criterion (d) – it is an outstanding representative of a particular class of places of cultural importance.

It was noted that the way that Church services were held was a marked move away from 19th Century style worship.

Council discussed the assessment report recommendation and agreed that this place meets criterion (e) - it demonstrates a high degree of creative, aesthetic or technical accomplishment or is an outstanding representative of particular construction techniques or design characteristics.

Council also agreed the nomination meets criterion (g) - it has special association with the life or work of a person or organisation or an event of historical importance. Council noted the role of notable South Australian émigré artist, Voitre Marek, who provided a complete artistic and design service to the project. Marek's many sacred art works are still intact.

It was noted the architects responsible for the Church were not considered to be of State significance at this point.

Council thanked Mr Burns for his high quality assessment report and all members agreed it was an excellent and very informative read.

It was recommended that Heritage SA consider whether any objects could be considered for listing that are intrinsically associated with the Church.

Council approved the Summary of State Heritage Place without amendment.

RESOLUTIONS

The South Australian Heritage Council:

- **Provisionally entered** the **HOLY CROSS CATHOLIC CHURCH, 159-165 GOODWOOD ROAD, MILLSWOOD** (CT 6207/7 F9996 A81, A82, A83, A84, A85; F10001 A101, A102, A103, A104, A105 Hundred of Adelaide) in the South Australian Heritage Register as a State Heritage Place, as it is deemed to fulfil criterion (d) - it is an outstanding representative of a particular class of place of cultural significance; criterion (e) - it demonstrates a high degree of creative, aesthetic or technical accomplishment or is an outstanding representative of particular construction techniques or design characteristics, and criterion (g) - it has special association with the life or work of a person or organisation or an event of historical importance. For State heritage listing under section 16 (1) of the *Heritage Places Act 1993*.
- **Approved** the Summary of State Heritage Place for the **HOLY CROSS CATHOLIC CHURCH, 159-165 GOODWOOD ROAD, MILLSWOOD**.

7 ITEMS FOR NOTING

7.1 Chairperson's Report

Mr Conlon noted he had been consulted by a participant in the the upcoming Illuminart Adelaide winter project, an exciting project that will highlight many State Heritage Places, and thanked Ms McDougall for her willingness to aid in its research phase.

Council noted with thanks the report from the Chair.

RESOLUTION

The South Australian Heritage Council:

- **Noted** the report provided by the Chairperson.

7.2 Report from DEW

Mr Conlon noted that the Top 20 Heritage Snaps photographs will be on display at Angaston Town Hall and that he and Mr Hanna had negotiated an exhibition in the Adelaide Arcade during May for History Month.

Council issued congratulations to Dr Susan Marsden and co-author Emeritus Professor Peter Spearritt regarding the completion of their thematic framework of the twentieth century to help guide the assessment of that century's significant heritage at regional, national and world levels.

Mr Conlon suggested that Dr Marsden could be approached as a presenter for a Friday Forum to discuss the thematic framework.

Action: Council agreed to write to Dr Susan Marsden to congratulate her.

RESOLUTION

The South Australian Heritage Council:

- **Noted** the report provided by DEW.

7.3 Council submission on Draft Heritage Guidelines for the Colonel Light Gardens State Heritage Area

It was noted that Council had provided a submission on this matter between meetings.

Ms McDougall noted that they will be called "Standards" not "Guidelines".

Council thanked members Ms McDougall and Ms Taylor for their individual contributions to the Council submission.

RESOLUTION

The South Australian Heritage Council:

- **Noted** the submission provided to Heritage South Australia in relation to the Draft Heritage Guidelines for the Colonel Light Gardens State Heritage Area.

7.4 Report from meeting with Minister for Planning

Noted.

RESOLUTION

The South Australian Heritage Council:

- **Noted** the report from Mr Conlon and Mr Rolfe's meeting with the Minister for Planning.

7.5 Correspondence

Noted.

RESOLUTION

The South Australian Heritage Council:

- **Noted** the incoming and outgoing correspondence

7.6 Delegations Report

Noted.

RESOLUTION

The South Australian Heritage Council:

- **Noted** the delegations reports provided.

8. COUNCIL END OF TERM REPORT

Council noted the report provided on its activities over the duration of its term – 2 April 2018 through to 1 April 2021. Mr Conlon thanked Mr Hanna for preparing the report. It was agreed that it has been a very busy period for Council and the report highlights the diversity and calibre of the work of the Council.

RESOLUTION

The South Australian Heritage Council:

- **Noted** the end of term report.

9. ANY OTHER BUSINESS

Mr Conlon noted this is the last meeting of this membership group and thanked his fellow Council members for a very productive three years during which they had showed generosity of spirit in sharing their experience and wisdom and also a completely selfless commitment to the

task. He thanked them for their support and guidance as a novice chairperson. Mr Conlon also paid tribute to the secretariat and to other staff in Heritage SA for their exceptional contribution to Council's work through their enthusiastic, dedicated and highly professional support.

Council members thanked Mr Conlon and the secretariat.

CLOSE OF MEETING

Mr Conlon closed the meeting at 1:30pm.



Mr Keith Conlon OAM

Date: 23 April 2021

Chair