

SAHC Agenda Item: 8.1

File No.: 26461

Public Nominations

**NO. 1 CARGO SHED (FORMER FISHERMEN'S WHARF MARKETS)
KAURNA COUNTRY
BLACK DIAMOND SQUARE, NORTH PARADE, PORT ADELAIDE**

ACTION:

For Decision

BACKGROUND:

1. On 6 June 2025, a member of the public nominated No.1 Cargo Shed (former Fishermen's Wharf Markets), Black Diamond Square, North Parade, Port Adelaide (CT 6162/67 D110276 A202 and CT 6209/572 D118571 Q206, Hundred of Port Adelaide) for listing as a State Heritage Place in the South Australian Heritage Register (the Register) as they believe it meets criterion (a) under s16(1) of the *Heritage Places Act 1993* (the Act).
2. The nominator indicated that No. 1 Cargo Shed (former Fishermen's Wharf Markets) is under threat of demolition.
3. On 11 June 2025, the Heritage Advisor for the City of Port Adelaide Enfield confirmed to Heritage SA that demolition had been approved and was scheduled to commence later in the month.
4. On 12 June 2025, Mr David Brooks, Deputy Chair of the South Australian Heritage Council (the Council), was notified that the place was under threat of demolition. Mr Brooks decided that the nomination will be considered by the Council at its meeting on 26 June 2025. During this meeting, the Council will determine whether there are sufficient grounds to provisionally enter the place under s17(2)(b) of the Act to protect the place so that an assessment can take place.
5. On 17 June 2025, a second member of the public nominated No. 1 Cargo Shed (former Fishermen's Wharf Markets) for listing as a State Heritage Place in the Register as they believe it meets criteria (a), (b) and (f) under s16(1) of the Act.
6. On 23 June 2025, a community organisation nominated No. 1 Cargo Shed (former Fishermen's Wharf Markets) for listing as a State Heritage Place in the Register as it believes the place meets criterion (a) under s16(1) of the Act.
7. This agenda paper summarises the key information and arguments presented in the nominations (**Attachment A, Attachment B and Attachment C**) and considers them against the Heritage Assessment Report (**Attachment D**) that was prepared for No. 1

Meeting Date: 26 June 2025

Prepared by: Heritage South Australia

Cargo Shed (former Fishermen's Wharf Markets) in 2016, when it was first considered for listing as a State Heritage Place.

8. Heritage SA recommends rejecting No. 1 Cargo Shed (former Fishermen's Wharf Markets) as it still does not meet the threshold for listing as a State Heritage Place.

DISCUSSION:

Previous Heritage Consideration

9. No 1. Shed (former Fishermen's Wharf Markets) was previously nominated for consideration as a State Heritage Place on 29 October 2015 under the name Fishermen's Wharf Market Building. The nominee believed the place met criteria (a) and (b).
10. In May 2016, Swanberry Penglase Architects was commissioned to prepare a Heritage Assessment Report for No. 1 Cargo Shed (former Fishermen's Wharf Markets). The Heritage Assessment Report recommended rejecting the place as it did not meet any of the s16(1) criteria for listing as a State Heritage Place.
11. On 7 September 2016, the Council considered the Heritage Assessment Report and made the following resolutions:
 - Rejected No. 1 Cargo Shed (former Fishermen's Wharf Markets) as it did not meet any of the s16(1) criteria of the Act.
 - Requested that the Department for Environment, Water and Natural Resources (DEWNR) prepare a media statement to be provided to the Deputy Chair for endorsement.
 - Based on information provided in the Assessment Report, requested DEWNR to assess the heritage value of the collection of structures located at No. 2 Dock.
12. On 20 September 2016, the Chair of the (Heritage) Council wrote a letter to the Mayor of Port Adelaide Enfield recommending that No. 1 Shed (former Fishermen's Wharf Markets) be considered as a potential Local Heritage Place.
13. On 30 August 2017, No. 2 Dock (SHP 26478) was provisionally entered in the Register under criteria (a) and (b); on 21 February 2018, No. 2 Dock was confirmed under the same criteria. (Refer point 27 below).

SHP Number and Renaming

14. The SHP number created in 2015 for No. 1 Cargo Shed (former Fishermen's Wharf Markets) has been reused to ensure consistency in record management.
15. The name has been updated to No. 1 Cargo Shed (former Fishermen's Wharf Markets) to reflect what is being identified in the nominations and what the place is popularly known as. This update accords with the Council's Policy on Naming Principles for State Heritage Places, approved 27 February 2025.

Nominations

16. The nomination received on 6 June 2025 (hereafter Nomination 1) argues that No.1 Dock (former Fishermen's Wharf Markets) meets criterion (a). It states that 'Wharf Shed 1' is significant because it is the 'sole remaining cargo shed on the inner harbour'. By 'inner harbour', the nominee is referring to the historic New Port area that includes Queen's and McLaren Wharfs rather than the literal and larger inner harbour area that includes other wharfs, docks and berths.



Indicative view of inner harbour area identified by the nominations, including Queen's and McLaren Wharfs.



Indicative view of larger inner harbour area.

17. Nomination 1 stresses the historic and social importance of this section of Port Adelaide and points to the shed's proximity to the Port Adelaide State Heritage Area (SHP 13252), the Former Customs House (SHP 10882) and the Lighthouse (SHP 10313).
18. Nomination 1 further highlights that the area is a 'focal point for visitors wishing to experience the maritime history and heritage of Port Adelaide' and is used for 'regular major and minor community events enjoyed by locals and visitors alike'. This information is included to highlight the shed is in the area typically associated with Port Adelaide's history and heritage.
19. As the other wharf sheds once located in this area have been demolished, Nomination 1 argues this leaves No. 1 Cargo Shed (former Fishermen's Wharf Markets) as the most appropriate and accessible shed capable of demonstrating Port Adelaide's dockside cargo operations during its history as South Australia's principal import and export hub. It claims that other extant structures, particularly the 'prominent structures' located at Dock 2 and the former Government Dockyards (workshops since demolished; wharves remain) identified in the 2016 Heritage Assessment Report, are divorced from this area and thus lack the same demonstrative capacity of Port Adelaide's dockside cargo operations.
20. Nomination 1 also argues that No. 1 Cargo Shed (former Fishermen's Wharf Markets) can be adaptively reused in a manner equivalent to some interstate cargo sheds. Doing so would 'greatly enhance the Black Diamond Square's role providing a tourist destination and a space for enhanced community events'.
21. The nomination received on 17 June 2025 (hereafter Nomination 2) argues that No. 1 Dock (former Fishermen's Wharf Markets) meets criterion (a), (b) and (f). Its overall argument is similar to Nomination 1 in that it stresses the historical and social importance of this section of Port Adelaide (the New Port and Black Diamond Square area). It similarly points to the place's adjacency to the State Heritage Area and several State Heritage Places. However, it does introduce additional details about the labour, social and cultural aspects of the area.
22. Regarding criterion (a), Nomination 2 mostly makes the same location-based argument as Nomination 1. It adds that compared to No. 1 Cargo Shed (former Fishermen's Wharf Markets), structures at No. 2 Dock 'do not have the same close connection with all the government services and commercial businesses associated with colonial and more modern era Port Adelaide'. It also argues that despite modifications, No. 1 Cargo Shed continues to demonstrate the 'key features of earlier sheds', which it goes on to list. Additionally, it connects the shed to the area's labour history.
23. Regarding criterion (b), Nomination 2 argues that No. 1 Cargo Shed is 'unique and rare in that it is located immediately adjacent to the northern boundary of the State Heritage Area and completes the story of the maritime heritage of Port Adelaide'. Here, its rareness owes to its location rather than its type/class. It also highlights that many 'other iconic maritime port related buildings' in Port Adelaide have been recently demolished. The loss of the shed would further 'significantly degrade the maritime heritage of Port Adelaide'. This

statement indicates that the nominee believes that maritime infrastructure generally in Port Adelaide is endangered.

24. Regarding (f), Nomination 2 argues that No. 1 Cargo Shed is ‘an iconic site and very well known by South Australians’ and has ‘become very-well known by the South Australian community for high profile visits such as the arrival of Queen Elizabeth II’. The argument attempts to connect the labour history of the wharf to No. 1 Cargo Shed (former Fishermen’s Wharf Markets). Further, in addition to the 1969 and 1986 Royal visits, the nominee points to other memorable occasions that took place at the shed and Black Diamond Square.
25. The nomination received on 23 June 2025 (hereafter Nomination 3) makes a different argument to Nominations 1 and 2 in that it emphasises the history of No.1 Cargo Shed (former Fishermen’s Wharf Markets) since 1975. Additionally, unlike the location-based arguments made in Nominations 1 and 2, its core argument can be considered under the s16(1) criteria.
26. Nomination 3 argues that No. 1 Cargo Shed (former Fishermen’s Wharf Markets) meets criterion (a) because it is an example of Central Port Adelaide’s evolution and adaptation over time, especially since the mid-1970s. It states that the place has played an ‘important, ongoing role in the maritime, cultural and working history of South Australia’ and specifically demonstrates a ‘major and significant planning initiative’ in the state’s history. This planning initiative refers to the efforts that commenced in 1975 with the formation of the Port Adelaide Centre Joint Committee (PACJC). In response to the rise of containerisation and the operational shift towards Outer Harbor in the late 1960s and 1970s, the state government and City of Port Adelaide formed the PACJC to redevelop and reorient ‘Central Port Adelaide’ as a major social and retail precinct. While the retail approach failed largely due to the establishment of West Lakes Shopping Centre, the area was transformed into a cultural hub that reflected and celebrated Port Adelaide’s maritime history. Several places were adapted towards this end, including No. 1 Cargo Shed (former Fishermen’s Wharf Markets), which housed the South Australian Maritime Museum from 1984 to 1994. Accordingly, Nomination 3 argues that No. 1 Cargo Shed (former Fishermen’s Wharf Markets) is a major example of this redevelopment.
27. Nomination 3 makes several other comments and arguments, particularly regarding the loss of other historical places in and around Port Adelaide and the purported failure of developments that replaced them. However, arguments such as these cannot be considered under s16(1) of the Act.

Threshold for listing at the State level

28. While it is true that No. 1 Cargo Shed (former Fishermen’s Wharf Markets) is in the social and commercial centre of Port Adelaide, neither the s16(1) criteria outlined in the *Heritage Places Act 1993* nor the *Guidelines for Interpreting State Heritage Criteria* (the Guidelines) consider factors related to a place’s spatial context, accessibility or utility.

29. Instead, the s16(1) criteria and the Guidelines require that all prospective places be compared against equivalent places within South Australia, which includes comparing factors like their relative historic importance, as well as their intactness and integrity.
30. The 2016 Heritage Assessment Report prepared by Swanbury Penglase Architects is attached for the Council's consideration (**Attachment D**). [REDACTED], the author of the report, has advised that Swanbury Penglase Architects have not assessed or returned to the place since completion of the 2016 report and therefore cannot comment on any changes or developments that have occurred thereafter. Nonetheless, [REDACTED] remains generally satisfied with conclusions made in the report and supports its reuse.
31. The Assessment Report argues that No. 1 Cargo Shed (former Fishermen's Wharf Markets) does not meet any of the s16(1) criteria primarily because the 'collection of structures that surround No. 2 Dock' serve together as a complete and more intact example of Port Adelaide's dockside cargo operations. The report states that 'together with the wharves themselves and their aprons', the structures at No. 2 Dock 'demonstrate how ships arrived at port and were allocated wharf accommodations, how cargo was cleared through customs, how labour was allocated to unload cargo, how that cargo was unloaded and stored in transit, and how the reverse loading worked'. It adds that the 'complex also contains structures across a number of various development stages, including some of the earliest Harbors Board transit sheds'.
32. Ultimately, although Queen's and McLaren Wharfs are historically important to both Port Adelaide and South Australia's history, particularly during the 19th and early 20th centuries, after 1913 substantial maritime commercial activity began to take place throughout Port Adelaide more broadly, eventually including at No. 2 Dock. As part of the Government's wharf modernisation scheme, wharves and cargo infrastructure were developed 'along the entire inner Port Adelaide waterfront to service shipping transport in the Inter-War and Post-War period'. Accordingly, all places associated with this activity must be considered together when assessing their potential heritage significance at the State level.
33. When erected in 1953, No. 1 Cargo Shed (former Fishermen's Wharf Markets) was notable for its size and amenities (though was surpassed later in the decade). However, these aspects have since been lost or compromised by subsequent developments, including a 30m reduction in length, the demolition of the amenities block and major interior and exterior alterations to accommodate first the Maritime Museum and then the Fishermen's Wharf Markets. Consequently, elements that may have distinguished the place from others have been lost.
34. In terms of rarity, uncommonness or endangeredness, No. 1 Cargo Shed (former Fishermen's Wharf) must still be considered as a specific class of place, which in this case is dockside harbour infrastructure associated with the wharf modernisation scheme. It therefore must be compared against other places like No. 2 Dock.

35. It is for these reasons that the 2016 Heritage Assessment Report identified No. 2 Dock as being more intact and thus more demonstrative of Port Adelaide's dockside cargo operations.
36. The 2016 Assessment Report did not identify a 'close association with a community or a significant cultural group', but there is evidence that some people in the Port Adelaide community have a connection to No. 1 Cargo Shed (former Fishermen's Wharf Markets). Nonetheless, there is insufficient evidence that the broader community collectively identifies this particular place as one it has a special association with. Although Nomination 2 attempts to show that the shed is iconic and has been the site of several large events, much more evidence is required to demonstrate a special association with the broader community.
37. The guidelines for inclusion under criterion (f) suggest the place should demonstrate strong and direct associations for a community or group within it that resonates into the broader community and links to the South Australian identity. The community or group within it must be one that would be broadly recognised by most South Australians as a community or group.
38. Regarding Nomination 3, the 2016 Heritage Assessment Report addresses the joint committee and the redevelopment program in its history section, particularly in relation to No. 1 Cargo Shed (former Fishermen's Wharf)'s past as the Maritime Museum and the Fishermen's Wharf Markets. However, it does not consider the potential heritage significance of the redevelopment and the place of the shed within that history.
39. Nonetheless, although the argument presented in Nomination 3 is new and can be considered under the s16(1) criteria, Heritage SA is not adequately confident that No. 1 Cargo Shed (former Fishermen's Wharf Markets) meets the threshold for listing as a SHP. It is true that the place is connected to the redevelopment of 'Central Port Adelaide' from the 1970s onwards, which included the repurposing of places formerly associated with the commercial maritime industry. Moreover, the broader redevelopment might be considered historically significant at the state level. However, No. 1 Cargo Shed is one of several places that demonstrate the broader redevelopment and the repurposing of specific places.
40. Some other places include Black Diamond Square, the Lighthouse (SHP 10313), the Former Elder's Bond and Free Stores (the current South Australian Maritime Museum) (SHP 10759) and the Port Adelaide State Heritage Area (SHP 13252). These places all demonstrate important aspects of the redevelopment. Black Diamond Square was built where 30m of No.1 Cargo Shed (former Fishermen's Wharf Markets) once stood. Its creation opened a section of the waterfront for public access and visibility. The Lighthouse was relocated from Neptune Island to the precinct in 1986 as part of the Maritime Museum. The museum opened at No. 1 Cargo Shed (former Fishermen's Wharf Markets) in 1984 but was later relocated to the Former Elder's Bond and Free Stores in 1994 after the

PACJC divested the property to raise revenue. The Port Adelaide State Heritage Area was also created in 1982 as part of the broader redevelopment of Port Adelaide.

41. Accordingly, No. 1 Cargo Shed (former Fishermen's Wharf) must contend against places that share the same or similar association, several of which already demonstrate the redevelopment program.
42. While accessibility of some areas of No. 2 Dock is currently restricted, it is intended to become a public-oriented historical and maritime heritage hub. The City of Adelaide Clipper Ship is already in place at the southern section of the site by sheds 13 and 14 and is drawing visitors to the precinct.
43. Nominations 1 and 2 do not provide any additional information relevant to consideration of the s16 criteria and Heritage SA doubts that the argument for criterion a) presented in Nomination 3 will meet the threshold for listing as a SHP. Therefore, Heritage SA recommends that No.1 Cargo Shed (former Fishermen's Wharf Markets) does not meet the threshold for listing as a State Heritage Place and that the nominations are rejected.

Potential as a Local Heritage Place

44. Heritage SA recommends that No. 1 Cargo Shed (former Fishermen's Wharf Markets) potentially meets the criteria for listing as a Local Heritage Place, as specified in s67(1) of the *Planning Development and Infrastructure Act 2016*. Heritage SA further recommends that the Council write to the City of Port Adelaide Enfield to advise that No. 1 Cargo Shed (former Fishermen's Wharf Markets) has such potential.

Sensitivity

45. Many members of the local community feel passionately for No. 1 Cargo Shed (former Fishermen's Wharf Markets). The Port of Adelaide National Trust nominated the place in 2015 and received broad local [REDACTED]. The proposed demolition of the place, as well as the closure of the markets (2022) have been covered by the media. However, this attachment is not universally or solely for No. 1 Cargo Shed and other parts of Port Adelaide are viewed with a similar level of attachment.

Owner Consultation

46. On 13 June 2025, Heritage SA spoke via telephone with representatives for the City of Port Adelaide Enfield and Fishermen's Wharf Markets Pty Ltd [REDACTED] No.1 Cargo Shed (former Fishermen's Wharf Markets). Both parties were informed that the place has been nominated and that the Deputy Chair of the Council has elected to bring the matter of its nomination to the 26 June 2025 meeting. Formal letters were emailed to these representatives.

Legal Basis

This action is proposed in accordance with the *Heritage Places Act 1993*:

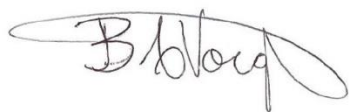
17— Proposal to make entry in Register and inclusion of related designations

- (1) The Council may, on its own initiative or on application by any person, consider whether a particular place within the State should be entered in the Register.
 - (2) If the Council is of the opinion –
 - (a) that a place is of heritage significanceit may provisionally enter the place in the Register.
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RECOMMENDATIONS:

That the South Australian Heritage Council:

1. **Rejects No. 1 Cargo Shed (former Fishermen's Wharf Markets)**, Black Diamond Square, North Parade, Port Adelaide (CT 6162/67 D110276 A202 and CT 6209/572 D118571 Q206, Hundred of Port Adelaide) as it does not meet any of the s16(1) criteria in the *Heritage Places Act 1993*.



Beverley Voigt
Manager, Heritage South Australia

Date: 18 June 2025

List of Attachments

Attachment A: Nomination 1

Attachment B: Nomination 2

Attachment C: Nomination 3

Attachment D: 2016 Heritage Assessment Report