

SA Heritage Register

Submission form

South Australian
HERITAGE COUNCIL

South Australian Heritage Council

Submission on whether the entry of **Australian Education Union Building (Raggatt House; SAIT Building)** should be confirmed in the South Australian Heritage Register

A place is eligible for entry in the Heritage Register if it meets one or more of the criteria in Section 16(1) of the *Heritage Places Act 1993* (Act). Using the table below, please provide your evidence or further information to explain why you believe the place does or does not meet said criteria. For help in making a submission, please refer to the Guidelines for Interpreting State Heritage Criteria (**Attachment E**) and also available online: [Guidelines-for-Interpreting-State-Heritage-Criteria-Final-2024.pdf](#)

Criteria

| Criteria under the <i>Heritage Places Act 1993</i> , section 16(1) | Provide evidence or other information why you believe criteria applies or does not apply to this place |
|--|---|
| (a) it demonstrates important aspects of the evolution or pattern of the State's history | Does not apply to this place – please see enclosed Heritage Assessment prepared by DASH Architects (DA224198, dated 26.05.25). |
| (b) it has rare, uncommon or endangered qualities that are of cultural significance | Does not apply to this place – please see enclosed Heritage Assessment prepared by DASH Architects (DA224198, dated 26.05.25). |

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| | |
|--|---|
| | |
| (c) it may yield information that will contribute to an understanding of the State's history, including its natural history | Does not apply to this place – please see enclosed Heritage Assessment prepared by DASH Architects (DA224198, dated 26.05.25). |
| (d) it is an outstanding representative of a particular class of places of cultural significance | Does not apply to this place – please see enclosed Heritage Assessment prepared by DASH Architects (DA224198, dated 26.05.25). |
| (e) it demonstrates a high degree of creative, aesthetic or technical accomplishment or is an outstanding representative of particular construction techniques or design characteristics | Does not apply to this place – please see enclosed Heritage Assessment prepared by DASH Architects (DA224198, dated 26.05.25). |

| | |
|---|---|
| (f) it has strong cultural or spiritual associations for the community or a group within it | Does not apply to this place – please see enclosed Heritage Assessment prepared by DASH Architects (DA224198, dated 26.05.25). |
| (g) it has a special association with the life or work of a person or organisation or an event of historical importance | Does not apply to this place – please see enclosed Heritage Assessment prepared by DASH Architects (DA224198, dated 26.05.25). |


Declaration

The South Australian Heritage Council is committed to transparency in relation to the listing process and wishes to enhance public confidence in the nomination, listing and decision-making process. The Council's policy is to make nominations for State heritage listing and submissions on provisional entries publicly available via webpage or to interested parties. The Council will adhere to the Privacy Principles and your name and personal details will not be released.

~~I/We~~ **We**, Australian Education Union (SA Branch) c/o Botten Levinson Lawyers wish to make a written representation regarding the provisional entry of **Australian Education Union Building (Raggatt House; SAIT Building)**. The information I have provided is correct to my knowledge.

- ☐ I **support** the confirmation of this provisional entry.
☒ I **do not support** the confirmation of this provisional entry.

I do ~~/I do not~~ wish to appear personally before the Council to make oral representations.

Signature:  _____

Date: ____3 June 2025____

Please attach any relevant documents and be aware that a heritage officer may contact you to discuss your submission.

Please provide your contact details here:

Phone: 8212 9777

Email: thg@bllawyers.com.au

Address: Botten Levinson Lawyers, Level 1 Darling Building, 28 Franklin Street, Adelaide SA 5000

This form must be received by 5pm on **4 June 2025**.

Please return completed submission form to the
Board and Policy Officer, South Australian Heritage Council

Via email: **DEWHeritage@sa.gov.au**

Or via post: **GPO Box 1047, Adelaide SA 5001**



Heritage Assessment

Australian Education Union Building
163A-164 Greenhill Road, Parkside SA

DA224198 Issue –
26.05.25

***dash**architects*

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1.0 Introduction

DASH Architects has been engaged by the South Australian Branch of the Australian Education Union (AEU) to prepare a State Heritage Assessment of the Australian Education Union building at 163A-164 Greenhill Road, Parkside (subject site).

This Heritage Assessment has been prepared in response to a provisional State Heritage listing of the subject site by the South Australian Heritage Council (SAHC) under delegation on 25 February 2025 under Section 17(2)(b) of the *Heritage Places Act 1993* (SA), while an assessment is undertaken by Heritage South Australia, Department for Environment and Water (DEW) against the criteria under Section 16(1) of the Act.

2.0 The Subject Site

2.1 Overview

The AEU building (subject site), also known as Raggatt House (built 1970), is located over two allotments on the north-west corner of Greenhill Road and Porter Street, Parkside. A Local Heritage listed building, Meaghey House, is located to the eastern side of the site. These two buildings were connected by an expansion in the south-eastern corner of the site in 1980.

The Provisional Listing, and this Heritage Assessment, relates to the 1970s Raggatt House only.

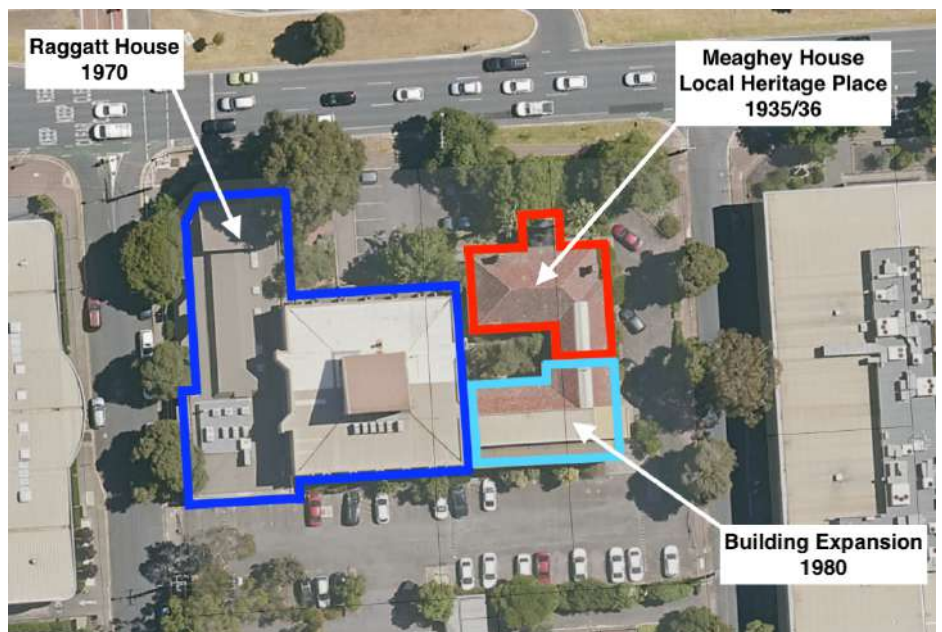


Figure 1 – Locality Plan [Source: SAPPA 2025; additions by author]

2.2 Description

The AEU building was constructed in 1970 for the South Australian Institute of Teachers, which is now the AEU (refer history, Section 3.1). The building includes a single storey auditorium and three storey office accommodation. Section 3.4 of the report provides a brief history of the subject site, inclusive of original photographs, plans and details on its alterations and additions.



Figure 2 – AEU building, North Elevation



Figure 3 – AEU building, detail of auditorium, North Elevation



Figure 4 – AEU building, West Elevation (Porter Street)



Figure 5 – AEU building, South Elevation



Figure 6 – AEU building, East Elevation and adjacent Meaghay House (LHP)



Figure 7 – AEU building, detail of roof to three-storey section



Figure 8 – Keystone from the former Education Department building on the grounds of the AEU building



Figure 9 – AEU building, ground floor reception (three storey section)



Figure 10 – AEU building, ground floor lift (three storey section)

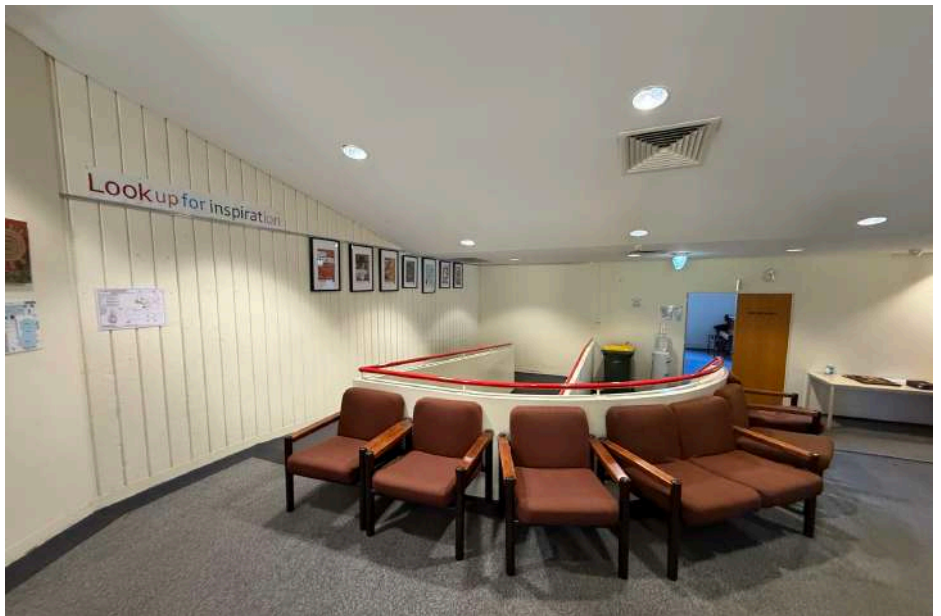


Figure 11 – AEU building, ground floor ramp (location of former pool, three storey section)

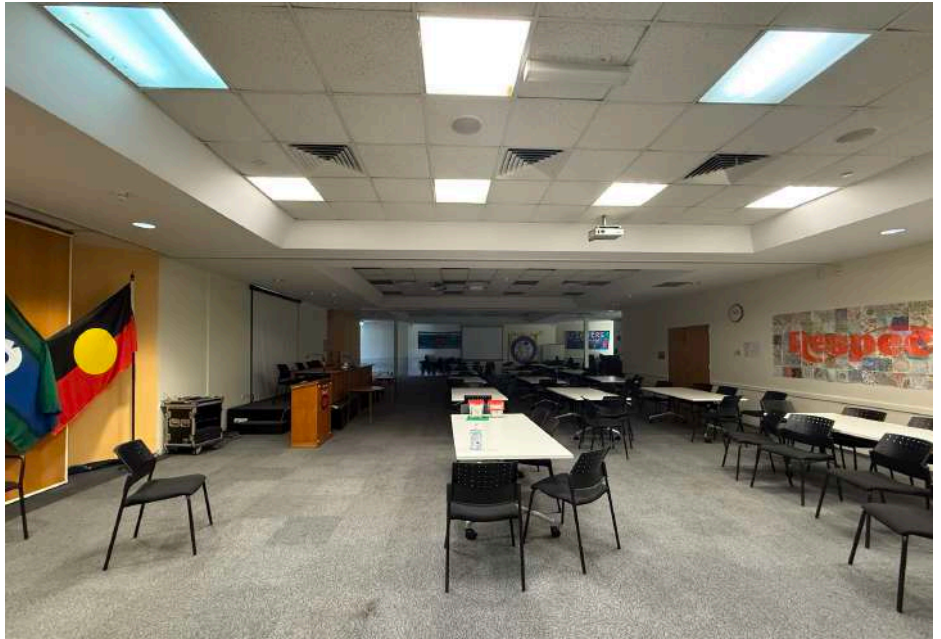


Figure 12 – AEU building, ground auditorium, looking north (single storey section)



Figure 13 – AEU building, ground floor supper room, looking south (single storey section)

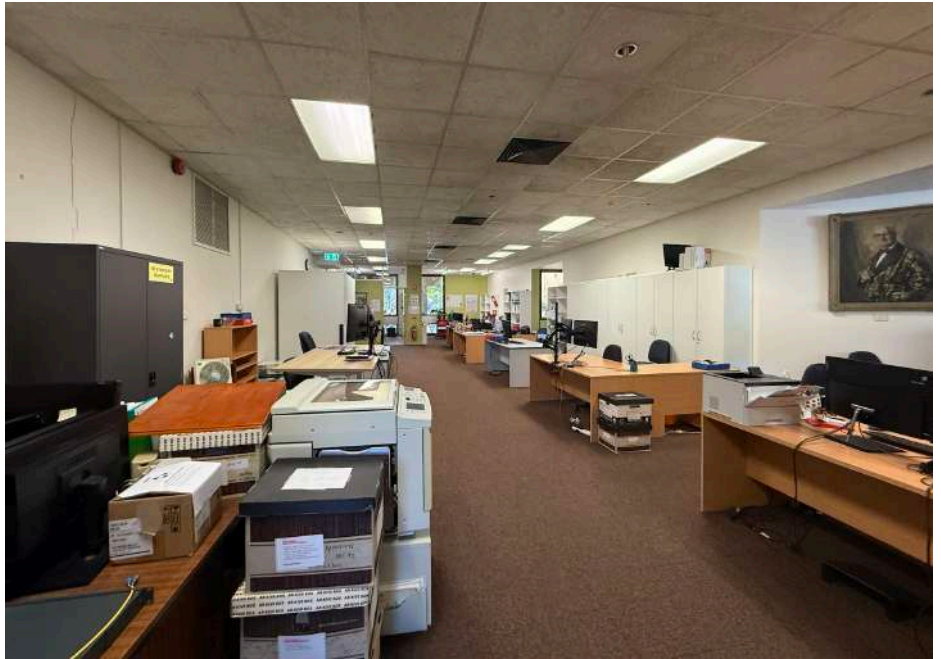


Figure 14 – AEU building, ground floor, location of former library (three storey section)

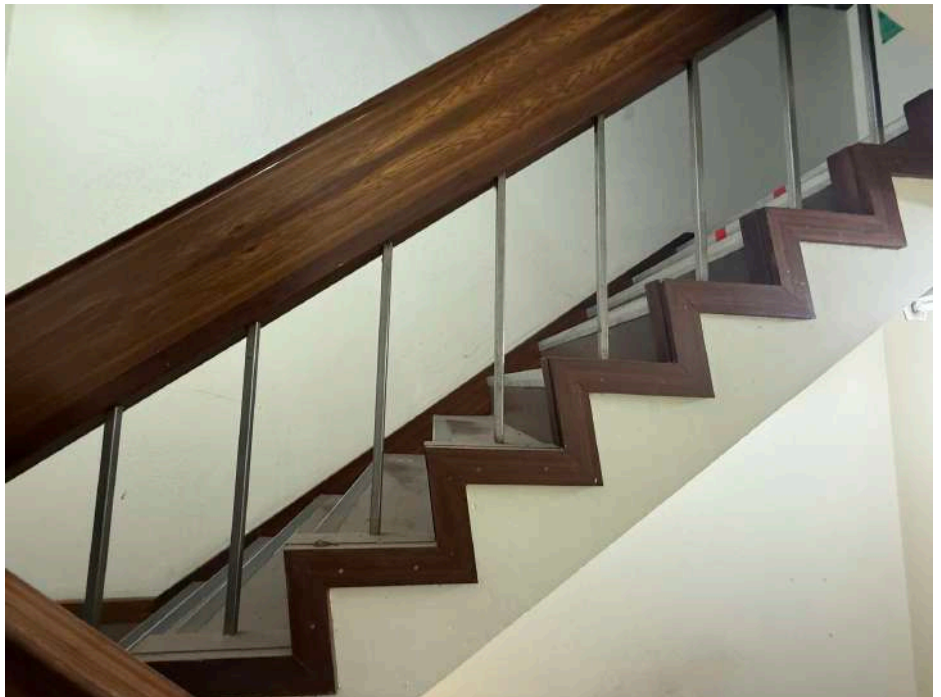


Figure 15 – AEU building, detail of stairs (three storey section)

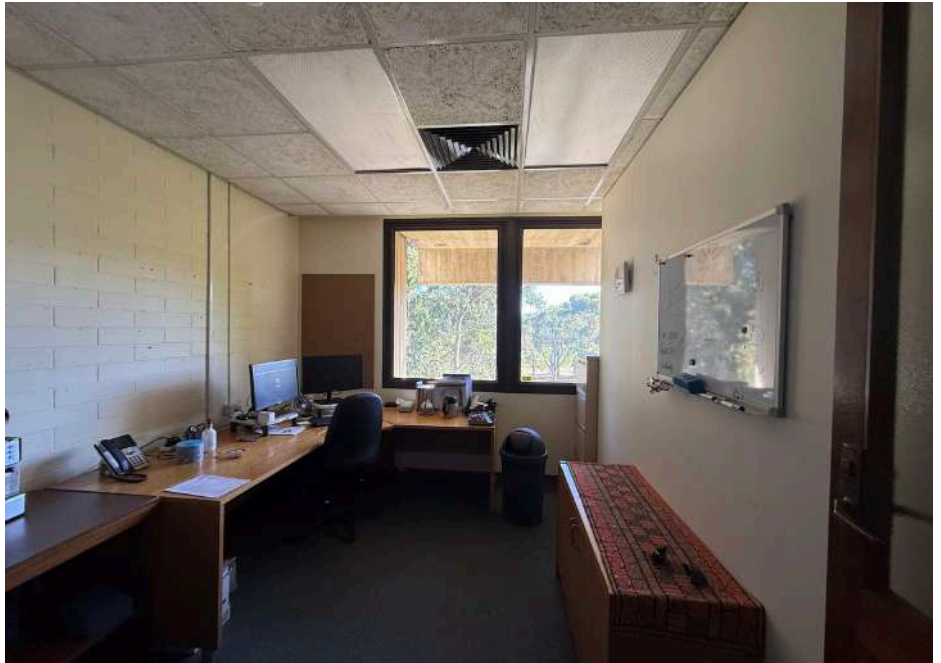


Figure 16 – AEU building, typical first floor office (three storey section)

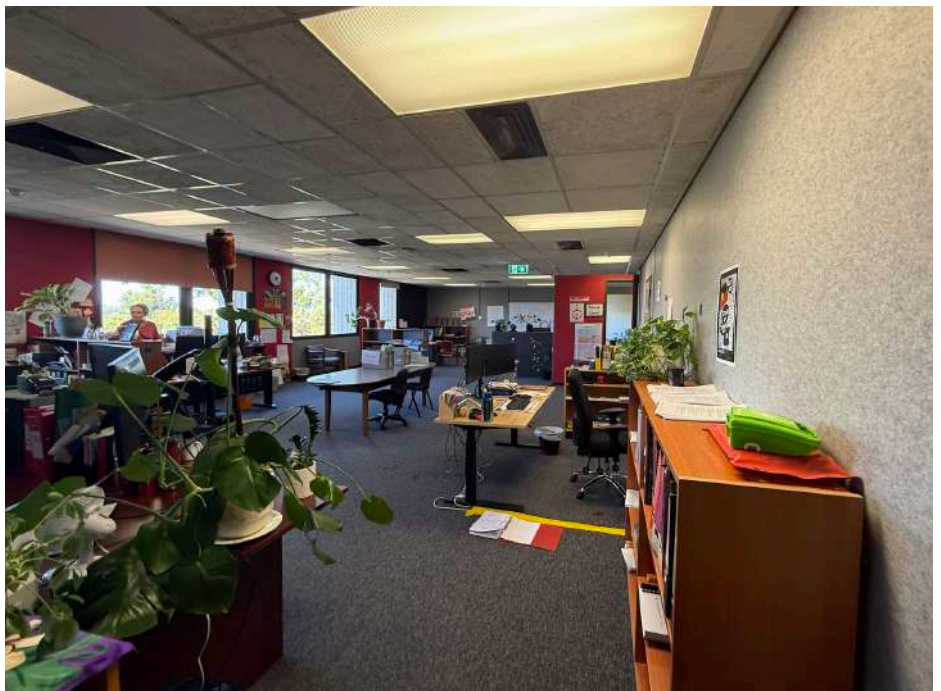


Figure 17 – AEU building, first floor open office area (former committee rooms, three storey section)



Figure 18 – AEU building, first floor offices (former typist and clerks rooms, three storey section)

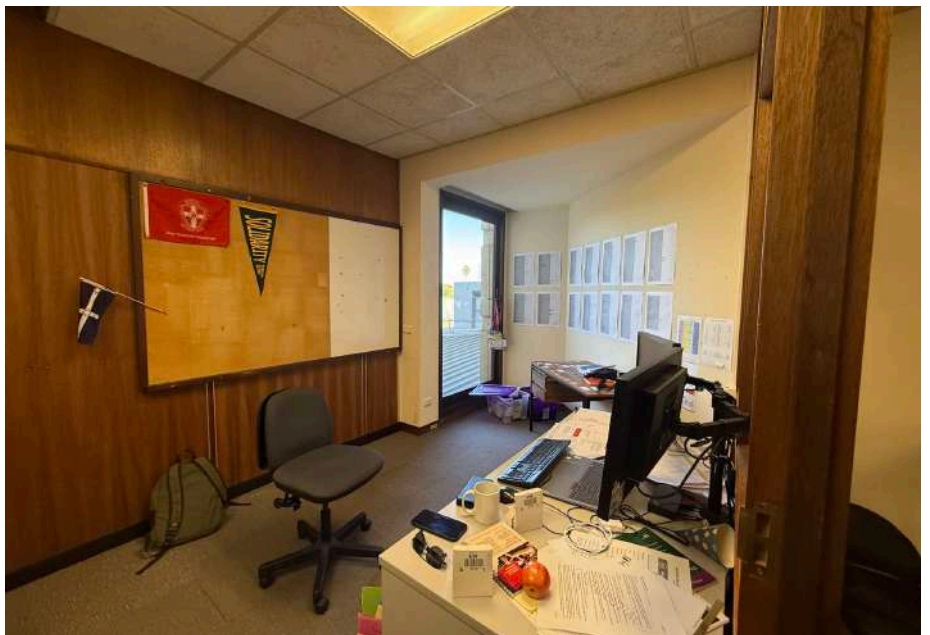


Figure 19 – AEU building, first floor detail of side elevation window (three storey section)

3.0 Historical Overview

3.1 History of Education Unionism in SA

The Australian Education Union (AEU) has origins dating back to the South Australian Public Teachers Union (SAPTU), formed in September 1896 at a conference held at the Trades Hall in Grote Street (Figure 28). The SAPTU sought to influence conditions under which teachers work and State policies that informed their roles and responsibilities. Conferences were held annually

on topics of interest, which over time included training and insufficient remuneration of teachers, equal pay for male and female teachers, poor condition of schools and inadequate staff numbers.¹

There were various organisations that represented teachers in South Australia (SA) prior to the SAPTU, but they were generally small, short-lived and under-representative. The relationship between teachers and the Education Department in SA was initially good, as most of the administration officers had worked as a teacher. Early associations of teachers were established geographically and met when required to discuss educational topics.

The South Australian Preceptors Association formed in 1851 as a precursor to the union, aimed to improve tuition, establish an educational library, and raise the status of teachers and education in the colony. The Association initially operated for less than a year, reforming in 1857 with broader aims, but lapsed again in 1862. The South Australian Public Teacher's Association formed in the early 1870s but lapsed in 1885. The South Australian Teacher's Association Union formed in 1887, however it was a city-based organisation with various associations, such as various regional country associations.²

The SAPTU established their first office in 1921 at the former Baptist Church Manse at Flinders House (SHP 10801) (with one room for secretarial work and one room to hold meetings (Figure 20). In 1928 they moved to offices in the Epworth Building in Pirie Street (Figure 21). They moved again in 1931 to a suite of three rooms in Rechabite Chambers in Victoria Square (Figure 22), then briefly to the Liberal Club Building on North Terrace (Figure 23).

The Women's Teacher's Guild (WTG) formed in 1937 when over 600 women teachers resigned from the SAPTU, dissatisfied with the organisation's approach to the representation of women. By the 1930s SAPTU had various associations, such as those representing women teachers and high school women assistants.³

In 1951 SAPTU merged with WTG to form the South Australian Institute of Teachers (SAIT), inheriting various unresolved conflicts, such as different needs for male and female, and country-based and city-based teachers. Post-WWII, the role of SAIT helped to keep education in the public eye. This period marked a renewed interest in education, and in turn the union, born from post-war economic and population growth. SAIT had various standing committees that dealt with matters referred to them by the council and executive in the 1950s. SAIT formed branches, which took over the role of the various associations. In 1955 SAIT purchased their first building at 64 Pennington Terrace, North Adelaide for their headquarters (SHP 13544) (Figure 24). The building was extended in 1959 to expand their library and provide a hall. The SAIT moved into their first purpose-built facilities in 1962 when a new building was built to the rear of the North Adelaide property (Figure 25).

Ongoing growth of the Union, and their accommodation needs saw them purchase land on Park Terrace (now Greenhill Road), Parkside in 1968, their current site. Raggatt House was built for SAIT in 1970.⁴

¹ Vicary 1997:x,18; Department of Education 1973:87

² Vicary 1997:vii,3,6,9,11; Department of Education 1973:86; SAIT 1970:13

³ Vicary 1997:vii, 45-47,63,75,101, 105; SAIT 1970:15

⁴ Vicary 1997:111, 118; Gibbs 1975:218



Figure 20 – Flinders House, 1921 and today [Source: Vicary 1997:47, photograph by Doug Nicholas (left) and DASH (right)]; Union's first offices



Figure 21 – Epworth Building, 1927 and today [Source: SLSA, B_3945 (left) and DASH (right)]; Union's second offices



Figure 22 – Rechabite Chambers, 1963 and today [Source: SLSA, B_15010 (left) and DASH (right)]; Union's third offices



Figure 23 – Liberal Club Building, 1927 and today [Source: SLISA B_4309 (left) and DASH (right)]; Union's fourth offices



Figure 24 – 64 Pennington Terrace, North Adelaide, c1950s and today [Source: Vicary 1997:137 (left) and DASH (right)]; Union's fifth offices



Figure 25 – 1962, first purpose-built accommodation to the rear of 64 Pennington Terrace, c1970 and today [Source: SAIT 1970:17 (left) and DASH (right)] Union's sixth office



Figure 26 – Raggatt House, 1970 [Source: SAIT 1970:cover]; Union's seventh and current offices

In late 1968 and 1969 SAIT threatened to withdraw the services of teachers if the government did not act to improve teacher salaries, the quality of recruitment and the condition of schools. In response the government appointed a committee of enquiry into education. Various changes by the

government as a response to this enquiry led SAIT to further evolve their policies, as an increase in teachers was dependent on increased spending in education. In the early 1970s SAIT supported campaigns for new Teacher's Colleges. Links with the trade union movement in Australia were developing in the late 1970s and early 1980s. In 1979 SAIT withdrew from the Australian Teachers' Union but rejoined a year later.⁵

In 1980 SAIT joined the South Australian United Trades and Labour Council. In 1983 SAIT voted to join the South Australian United Trades and Labour Council. The politicalisation of SAIT in the 1970s generated debate within the organisation on a range of issues affecting teachers. SAIT underwent restructuring in the late 1970s. Various developments in SAIT in the 1980s led to the emergence and consolidation of various associations. In 1997, SAIT was renamed the SA Branch of the Australian Education Union (AEU), which "formalises the industry links which South Australian education workers already have with their colleagues".⁶

Of interest, Raggatt House was named after Mr T.S. Raggatt, the leader of SAPTU, and Meaghey House was named after Miss Veta Meaghey, the leader of WTG at the time of their merge to form SAIT.⁷

Like many unions, the AEU has struggled with declining membership, and in turn revenue in recent years. This decline has been for a range of reasons, many of which are not unique to the AEU, but include:⁸

- contemporary needs of members are notably different to those provided a decade or so ago
- a disconnection and perceived irrelevance of unionism, in particular with younger workers.

Noting the sole purpose of the Union is to serve its members, these worrying trends caused the AEU to reflect upon whether they were achieving this. A detailed review identified a range of shortcomings and opportunities, including:

- The need to evolve the type and nature of services it provides to members. Workplace matters and access to information were historically key roles for the Union, but much of this is now provided for by legislative reform and ready access to the internet.
- Growing concern regarding the cost-of-living crisis impacts and economic security / independence of, in particular, female workers.
- A growing desire for greater engagement with traditional land owners and culture.

The Union was seen as being slow to respond to these contemporary issues, which in turn further contributed to broader trends of reduced member engagement. This reduction in membership in turn presented challenges to funding the reforms needed to redress these issues. The AEU review concluded that the union needed to 'reset' the nature of how it served its members to ensure its long-term relevance and viability. The Greenhill Road site was seen as a key shortcoming and opportunity to achieving this outcome.

⁵ Vicary 1997: 142-143,148-159

⁶ Australian Education Union SA Branch 2025; Department for Education 1973:88

⁷ SAIT 1970:15

⁸ Pers. comm. AEU representative May 2025

Raggatt House has increasingly been problematic accommodation for the AEU. The auditorium, even in reconfigured form, is surplus to need with Council meetings being conducted increasingly remotely. The office accommodation is also substandard and notably larger than required. Poorly lit, fragmented, limited access to natural daylight and low ceilings result in a claustrophobic and 'gloomy' work environment that negatively impacts staff moral. The substandard nature of the Greenhill Road accommodation is seen by staff and visitors as not being representative of a modern union that provides contemporary services to its members.

The AEU 'reset' sought to redress these issues through a redevelopment of the Greenhill Road site that would:

- Retain and reuse the Local Heritage listed Meaghey House as the Unions' 'front door'.
- Provide new, open plan and contemporary office space for AEU operations.
- Provide 'build-for-rent' residential accommodation targeting essential workers (across a range of unions) to support the economically vulnerable, and particularly women members. This build-for-rent accommodation will also provide a valuable income stream to fund revitalised 'community orientated' union services and programmes that have been cost prohibitive.
- Integrate meaningful cultural engagement with traditional land owners, that has included landscape and project design input from local Indigenous representatives.

The need to setback the development from sensitive (residential) land uses to the south, and the retention of the Local Heritage listed Meaghey House, has necessitated the removal of Raggett House to accommodate the proposed development.

The redevelopment of the Greenhill Road site follows a historic pattern for the AEU that has seen their administrative accommodation / headquarters adapt to the changing needs of its members every few decades.



Figure 27 – Artists render of proposed site redevelopment

3.2 History of the Union Movement in SA

The South Australia Company, established in London in 1835, was a commercial enterprise that enabled emigration and settlement in SA. By 1836 the Company had sailed four ships to SA. The crew of the fourth ship had the State's first industrial dispute in response to demands for additional wages. By 1837 the Governor and Council of SA passed legislation that placed workers into a contract that made the withdrawal of their labour punishable by imprisonment. The earliest activity of a trade union in the province was in 1839 when the South Australian Builders Trade Union Society organised a meeting to discuss prices and wages. The *Masters and Servants Act* was introduced in 1847, with provisions for breaching contracts.⁹

The 8 Hour Day Movement, established in Victoria by stonemasons downing their tools, may have influenced workers in SA. In 1874, the 8 Hour Day Movement created the South Australian Labor League, the forerunner to the United Trades and Labor Council of SA. In 1876 SA became the first territory outside of the British Empire to legalise the Trade Union movement. In 1884 the United Trades and Labor Council of SA (UTLC) formed at a meeting at the Bristol Tavern in Adelaide to coordinate activities of several unions and advocate on behalf of workers. The 8-Hour Day campaign continued into the early 1900s with celebrations to commemorate an improvement in workers' conditions.¹⁰

The first building erected as a union headquarters was Trades Hall in 1896 on Grote Street, Adelaide, which acted as a central meeting place for all South Australian unions at the time. Trades Hall housed offices of the UTLC, numerous individual unions, the United Labour Party and workers' welfare organisations. The UTLC (which became a combination of various smaller unions) moved to a new purpose-built facility at 11-16 South Terrace, Adelaide in 1964, with Trades Hall being demolished in 1972 as it "could no longer meet the needs of an expanding union movement". The Union's new headquarters in South Terrace included a large four storey office building and large auditorium to the rear of the site.¹¹

Some unions had their own buildings, such as the Waterside Workers Union's Federation Hall (now a State Heritage Place), built in 1927 in Nile Street, the Liquor Trades Union Hall, built in 1950 at 116 Grote Street, Adelaide (originally established as the Church and offices of the Seventh Day Adventists) (now a Local Heritage Place), and the SAPTU in 1970 with the construction of Raggatt House on Greenhill Road. Some unions met in hotels or churches. Other unions had offices in a larger building, such as the SAPTU until 1970. Many union members marched through the streets of Adelaide, or country areas, to raise awareness of workers' rights for their union and campaign the government for improved conditions with banners a rallying point for members and a symbol of the trade union movement.¹²

⁹ State Library of SA 2025

¹⁰ SA Unions 2025; State Library of SA 2025

¹¹ Anderson and Elton 2025; Burden 1983:135

¹² SLSA, B_10499 (1896); SLSA_SRG_804/2/4 (1915)



Figure 28 – Original Trades Hall, Grote Street, 1896 [Source: Burden 1983:135]



Figure 29 – New (1964) United Trades and Labor Council building, South Terrace, with four storey office to primary frontage.



Figure 30 – Large auditorium to the rear of the United Trades and Labor Council building, South Terrace

Women's Suffrage was underway in SA in the 1850s as more women entered paid labour. The Working Women's Trade Union formed in 1890. The Australian Workers Union (AWU), one of Australia's oldest unions, formed in 1886 as the Amalgamated Shearers Union, and grew to represent shearers across New South Wales, Victoria and South Australia. The AWU continued to grow to represent workers in many industries, including agriculture, manufacturing, aviation, mining and construction. Another early union was the Kindergarten Union of South Australia which formed at a public meeting of progressive educators, philanthropists and social reformers in 1905.¹³



Figure 31 – Trade Union march along King William Street, 1918 [Source: SLISA, PRG 280/1/9/194]

A system of Commonwealth Industrial Relations was introduced after Federation. A lack of job opportunities and the economic downturn post WWI led to labour confrontations. The Great Depression in the 1930s in Australia led to more challenges. In 1931 unionists protested the South Australian government's decision to remove beef from rations for the unemployed. This depression was followed by WWII and a return to nearly full employment, including greater paid opportunities for women. Social changes from WWII brought new agendas for the union movement with campaigns for equal pay and the cessation of forced retirement for women once married a new focus.¹⁴

The 1960s and 1970s was an era of significant social and political change, particularly regarding issues of women's, LGBT+ and Aboriginal rights. These progressive social reforms were assisted by pressure from mass protests. The Union movement played an important role in workplace reform during this era, assisting to negotiate better wages, working conditions and job security through protest, which included demonstrations and strikes. This led to an improvement in working conditions, granting of equal pay for women in 1972, and helped safeguard jobs during the mid-late 1970s recession.¹⁵

¹³ State Library of SA 2025; University of South Australia 2025; Australian Workers Union 2025

¹⁴ State Library of SA 2025

¹⁵ Extent Heritage 2025:23,76-78

The era of globalisation introduced robots, computers and the internet affected all aspects of the workplace in the late 20th century. Since 2000 the Australian Government has introduced several workplace relations laws that saw the workforce restructured and resulted in a general reduction of union membership. Further advances in technology in the early 21st century continue to provide challenges for workplaces with unions continuing to represent workers' rights.¹⁶

Various workers unions were formed in Australia over the 20th century, with many creating State branches to support local workers. Many of these unions merged to form larger organisations, whilst other unions joined as members of the larger representative organisations.

3.3 Brief History of Education in SA

The Act of 1834 that established South Australia as a British Province did not provide for public education. The South Australian School Society was formed prior to settlers leaving England to promote higher branches of learning but its school on North Terrace (for European children) closed in 1843 due to lack of funds and attendance. Many European children were taught by their mothers or family members. The first public school in the colony was established at Reeves Point, Kangaroo Island in 1836, and the first private school was established for 'young ladies' in Adelaide in 1837. A school for Aboriginal children was established in the 'Native Location' in the Adelaide Park Lands in 1839, dispossessing Aboriginal people from their cultural traditions and educational practices. Over time various small schools were established for non-Aboriginal children, run by individual women, or churches of various denominations, and early private schools. Flinders Street housed several such establishments.¹⁷

The Legislative Council passed the *Education Act* in 1851 in SA, which abolished state aid to denominational schools, establishing a Central Board of Education to assist secular schools, and appointing the first Inspector of Schools. The first scheme to train teachers was passed by the Legislative Council in 1851, however it was not implemented until 1874. For the next 20 years a statutory Board of Education subsidised the building of schools, primarily for low to middle class children, and supplemented teachers' incomes, as teachers were generally paid out of the fees paid by parents. Wealthy families provided education of their children with private tutors and governesses, and/or attendance at private schools. Aboriginal children attended schools on missions and reserves.¹⁸

The *1874 University Act* improved higher education training in SA, as many 'young men were forced to travel to England to seek the instruction necessary to fulfill their professional training'. The Act established Adelaide University as a corporate body, which had formed several years before with the efforts of several churches. The first South Australian Teachers' Training School opened in 1876 to improve the training of teachers. Prior to 1876 teachers were held in low regard. The name of the School changed in 1879 to the Teachers' Training College, and the College was transferred to the University in 1900, becoming the University Training College. The formal training

¹⁶ State Library of SA 2025

¹⁷ Department of Education 1973:3,7,10,17,22,42; University of South Australia 2025;

¹⁸ Department of Education 1973:38; University of South Australia 2025; State Library of SA 2008

improved the shortage of qualified teachers and led to a general improvement in education in the State.¹⁹

Education conditions in SA improved under the *1875 Education Act*, which established compulsory, free and secular education in the colony for all non-Aboriginal children aged from 7-13 years. Aboriginal children remained under the jurisdiction of the Protector of Aborigines. After 1875 the Government became more directly involved in the provision of education and several 'Model Schools' were constructed in the city. The Education Department was established in 1878 under the 1875 Act, replacing the Council of Education (1875-1878). The Department was responsible for carrying out various functions, such as administration of primary, secondary and technical education and training of teachers. Women were paid less than men, and married women teachers were mostly refused employment.²⁰

During the 1860s and 1870s educational authorities sought to improve secondary education and the education of girls. This led to the establishment of an advanced school for girls in Franklin Street in 1879, along with the first free secondary state school, Adelaide High School (1908). Opportunities for equal education for children living in country areas and Aboriginal children, however, would not occur until years later. The first kindergarten was established in 1905. Several Royal Commissions into education in SA occurred between 1875 and 1913. The focus of education became more 'rounded' rather than vocational focused, while the importance of teachers continued to be realised, leading to the *1915 Education Act*.²¹

The Department of Education constructed its headquarters at 31 Flinders Street, corner Gawler Place, in 1912-15 (Figure 32), which was demolished in 1973 to make way for a larger premises for the greatly expanded Education Department. This building remains occupied by the Department (Figure 61).

Up until 1915 the majority of teachers, most of whom were women, received minimal formal training. The period after 1915 was one of educational diversification, with special classes established for 'mentally handicapped' children, separate infant schools were developed, secondary education and technical education was expanded, and teacher training improved. By the 1920s Aboriginal children were admitted to some government schools in country regions but largely continued to attend schools on missions and reserves subsidised by the Education Department.²²

In 1921 the University Training College became the Adelaide Teachers' College, and in 1927 they moved to their own permanent accommodation in the State Heritage listed Hartley Building in Kintore Avenue (SHP 13652) (Figure 59).²³

¹⁹ Department of Education 1973:63,69-71; The University of Adelaide 2025

²⁰ Elton 2025; University of South Australia 2025; Vicary 1997:3-5

²¹ Department of Education 1973b:6-8, 28-29,33, 38-40

²² University of South Australia 2025; Department of Education 1973:39; Karmel 1971:18-20

²³ The University of Adelaide 2025



Figure 32 – Department of Education building, 31 Flinders Street, 1920 [Source: SLISA, B_5812]; demolished 1973

In 1926 the Adelaide Technical College was also established on Kintore Avenue for the technical training of apprentices (Figure 33). This building was demolished in the late 20th century.²⁴



Figure 33 – Adelaide Technical College, Kintore Avenue, 1927 [Source: SLISA, B_5233]; demolished late 20th century

²⁴ University of South Australia 2025

The progress made by the education system in SA was disrupted in the 1930s and 1940s by war and depression. Another enquiry into education in SA was undertaken in 1931 charged with finding ways to save money. This resulted in a cutting of expenditure, reduction in teacher wages, and introduction of fees for high school tuition.²⁵

Post-WWII population growth, arising from a spike in birth rates and post-war immigration placed a greater demand on education. This growth in demand was accompanied by increased Commonwealth Government spending on education, including courses for members of the armed forces after the war, scholarships for secondary and tertiary students, and science and library grants to ensure standards in government and non-government secondary schools.²⁶

In 1949 SA teachers won the right to long service leave. A shortage of teachers, arising from population growth, saw the Department employ large numbers of married women as temporary assistants, in addition to re-employing men and women beyond retirement age. Young people, especially girls, were not being attracted to the profession at the time, with the Women Teachers' Association of the Union citing various reasons, such as working conditions, pays, perceived monotony in certain roles and well-paid alternative jobs. The Department initiated an intensive recruitment drive for teachers with the aim of increasing the intake into the Teachers College.²⁷

Pressure on the education system increased in the 1950s. The economy experienced rapid growth on the back of the wool industry boom with increased demand generally for skilled labour. These pressures were compounded by the spike in birth rates post-war, and high levels of post-war immigration. Teacher's salaries and allowances were increased to incentivise employment but there remained a chronic shortage of facilities to support this demand as the Playford Government's initial focus was on the expansion of industry.

Between 1947 and 1958 the numbers of South Australian school children rose by 110%, whilst at the same period in Britain this was 35%. Teacher numbers increased to meet this demand, with an increasing number of women entering the profession. By 1960, 60% of the workforce was female.²⁸

This increased demand necessitated Government investment in teacher's colleges, including:

- 1957: Wattle Park Teachers' College
- 1962 Western Teachers' College
- 1966: Bedford Park Teachers' College
- 1968: Salisbury Teachers' College

The University of Adelaide established their 'Department of Education' within the Faculty of Arts in 1959. Prior to this, the education of teachers was taught on behalf of the University by the staff of the Adelaide Teachers' College. The 'Department' is known as the School of Education within the university.²⁹

²⁵ Adelaide University 2025; Gibbs 1975:222

²⁶ University of South Australia 2025; Karmel 1971:21-24; Adelaide University 2025; Gibbs 1975:222

²⁷ Gibbs 1975:211-212

²⁸ Marsden 2004:57

²⁹ University of South Australia 2025; Adelaide University 2025

Reform of the State's education continued through the 1960s. Technical High Schools had been developing new courses outside the public examination system. The first Teacher's College diplomas were approved in 1962, coupled with an increased commitment by the State Government to Aboriginal education. In 1963 the Government raised the official school age to 15 years of age.

The State Government also invested significantly in new schools and early learning facilities to meet demand, including³⁰:

Primary Schools

- 1952: South Road Primary School
- 1952: St Bernadette's Primary School
- 1952: Forbes Primary School
- 1956: Elizabeth South Primary School
- 1958: St. John's Grammar School (also High School)
- 1960: Ascot Primary School
- 1960: Grove Primary School
- 1960-61: Westminster School
- 1961: Elizabeth East Primary School
- 1961: Fulham Gardens Primary School
- 1963: Elizabeth Park Primary School
- 1963: Elizabeth Vale Primary School

High Schools

- 1947-51: Adelaide Boys High School
- 1952: Brighton Secondary School
- 1955: Marion High School
- 1958: Mitchell Park Technical High School
- 1958: Vermont Technical High School
- 1960: Elizabeth Technical High School
- 1961: Elizabeth High School
- 1961: Grant High School
- 1961: Blackwood High School
- 1962-64: Adelaide Technical High School
- 1963: Heathfield High School
- 1965: Modbury High School

This rapid expansion of schools failed to keep-up with surging student numbers.

Issues across schools included cultural differences, deficiencies in basic skills, and indifference to education, all of which increased an already difficult task for teachers with increasing demands. These demands also placed pressure on the need for curriculum reform. Despite the rapid growth in education facilities, the Education Department was seen as slow moving in its decision-making and lacking innovation during this period.³¹

The Equal Pay Council (EPC) of South Australia formed in 1962 to advocate for government policies to support equal pay. The EPC collaborated with the Equal Pay Committee of the UTLC. Equal pay for male and female teachers in

³⁰ Symons 2019: 62, 79, 97, 170, 197, 202, 206; Marsden 2004:56

³¹ Gibbs 1975:217-222

SA was gained in 1966 by the Teachers Salary Board, and the EPC eventually disbanded in 1973, having accomplished its aims.³²

The expansion of our education system was not limited to early learning and schools. South Australia's second university, Flinders University, opened at Bedford Park in 1966. There was political support for a second university since the late 1950s with Premier Thomas Playford announcing government owned land would be made available to the university in 1960.³³ This period saw significant investment and expansion of our tertiary education providers and facilities, including:

- 1957-60: Badger Laboratories, University of Adelaide
- 1958-1965: Napier Building, University of Adelaide
- 1961-62: Bragg Laboratories, University of Adelaide
- 1962-63: Physical and Inorganic Chemistry Laboratories, University of Adelaide
- 1966: Flinders University
- 1968-71: Social Sciences North building, Flinders University
- 1968-70: Central Library, University of South Australia, Mawson Lakes
- 1974: Social Sciences South building, Flinders University
- 1967-75: Union House, University of Adelaide
- 1972-81: Regency Park Community College

A major review of education in South Australia was commissioned in 1969 following this period of rapid growth, chaired by Professor Peter Karmel. The Karmel Report, as it would become to be known, identified that the rapid expansion of schools would stabilise in the 1970s and provide opportunities to improve the quality of education and increase student retention rates.³⁴

This period of rapid expansion, and investment in our State's education culminated in the redevelopment of the Department of Education's facilities at 31 Flinders Street. The former headquarters, built in 1912-15 (Figure 32) was demolished to make way for a new, bold and significantly expanded 'state of the art' facility. The new building included a 19-storey tower and expansive lower podium that included the office of South Australian Premier Don Dunstan. Designed by Woodhead Hall McDonald and Shaw, the building's brutalist design reflected a time of great social change and attitudes towards the quality of civic and importance of civic space.³⁵

The new Education Department was the first in a series of large Government redevelopments within the city block, all undertaken in the brutalist style, that prominently and boldly established a new Government precinct within the City, that also included:³⁶

- Motor Registration Centre, 60 Wakefield Street
- Forensic Sciences Institute, 21 Divett Place
- Public Buildings Dept, 30 Wakefield Street.

³² Flinders University 1985:6; Gibbs 1975:218-222

³³ Flinders University 2017

³⁴ Karmel 1971

³⁵ Symons 2019: 206

³⁶ Concrete Expressions, Brutalism and the Government Buildings Precinct Adelaide; Kevin O'Sullivan, 2013



Figure 34 – Department of Education, 31 Flinders Street Adelaide

By the mid 1970s teacher shortages had transformed into an oversupply ³⁷

The *Education Act 1972* (SA) repealed the 1915 Act, ensuring adequate provision for primary and secondary education in SA and regulation of the teaching profession. ³⁸

The Education Department (1878-1994) merged with the Children's Services Office in 1994 to form the Department for Education and Children's Services, which then became the Department for Education and Child Development in 2011. In 2016 they were again separated into two departments, the Department for Education and the Department for Child Protection. The 1972 Act was again repealed in 2019 with the *Education and Children's Services Act 2019* (SA), which established a framework for quality education to all children in the State and high-quality children's services. ³⁹

3.4 History of Subject Site

The subject site was originally part of Section 240 in the County of Adelaide, which underwent suburban land division in 1854. The land of the subject site was subdivided several times between the 1870s and 1930s. ⁴⁰

Two substantial dwellings were located on the land fronting Greenhill Road between Porter and Montpellier Street, as shown in the historical aerial below (Figure 37). The western dwelling was built pre1930s and demolished c1969. The eastern dwelling was built late 1930s and remains, now Local Heritage listed, and is known as Meaghey House.

³⁷ Vicary 1997:135,148

³⁸ Vicary 1997:132

³⁹ University of South Australia 2025; Department for Education and Child Support 2016:6

⁴⁰ McDougall and Vines 2006:13,18; SALIS, Land Titles for subject site

In 1968 the South Australian Institute of Teachers (SAIT) purchased these two adjacent land parcels on Greenhill Road. The western dwelling on the site was demolished to make way for Raggatt House, which was built to the design of Cheesman, Doley, Brabham and Neighbour in 1970. The eastern dwelling, known as Meaghey House, was retained and used by SAIT for offices and meeting spaces.⁴¹

The South Australian Institute of Teachers' building internal and external fabric was described in several articles in 1971. SAIT required the new building for its general office space, library, supper rooms and a multipurpose hall, whilst the two-storey residence was used as a caretakers flat and meeting rooms for various committees. The new building is a three-storey office block tower, which, anecdotally, was designed and built to accommodate future expansion. A north-south orientation was adhered to, so projecting splayed windows were used facing north and south. Off form in situ reinforced concrete was used for texture and strength to express the form of the building.⁴²

Joints between the precast panels are sealed with compressed asbestos impregnated rope and caulked. Windows are anodised aluminium with u-shaped structural mullions to the north and south elevations. The roof is a dark brown steel desk over a concrete slab, designed to accommodate an additional level. Sun controls include a projecting angled baffle to the east and west walls of the single storey auditorium, which only gives south light. Floors are vinyl (asbestos) tile and carpet. Internal walls are generally concrete block with the auditorium having a timber boarded ceiling and lined asbestos plaster walls. The ceiling to the auditorium hall and reception area was black bean timber panels, as was the walls to the SAIT library.⁴³

The building was awarded a "citation" under the General Building Category of the South Australian Chapter of the Royal Australian Institute of Architects 1971 awards programme.



Figure 35 – Raggatt House, 1972 [Source: SLISA, B_26409]

⁴¹ SALIS, CT 3447/159; Vicary 1997:118

⁴² RAIA 1971:829

⁴³ Morrish 1971:32-33; SAIT 1970:9



Figure 36 – Raggatt House, 1972 [Source: SLISA, B_26410]

The AUE accommodation occupied both the newly built Raggatt House, and the former residence (renamed) Meaghey House. Original options to adapt the former dwelling's garage into a caretaker's residence do not appear to have been pursued, and by the late 1970s a new dwelling to the rear of the site (3 Porter Street) was instead proposed.⁴⁴

In 1978 the Minister for Planning and Minister for Mines and Energy (previously Minister for Education), Mr Hugh Hudson, visited SAIT offices on Greenhill Road to take part in the unveiling ceremony of a decorated cornerstone, which was taken from the Education Department and mounted at the front of Raggatt House.⁴⁵

In 1980 additions to the rear of Meaghey House were completed, which included a new lift adjacent the original lift, a link from the western side of Raggatt House, and construction of a new Building Supervisors Residence and further carparking was built on the land parcel south of Raggatt House. Further alterations were undertaken in Raggatt House by Tugwell Tetley Hardy Architects in 1988.

The auditorium had originally been designed and built to accommodate the Union's annual council meeting, where 60 representatives would gather to discuss union matters for the coming year. Having a space of this size, for such a limited use, quickly became untenable, so in 1993 it was converted into a series of smaller, interconnected meetings rooms. These works also included the upgrade and reconfiguration of the main foyer.⁴⁶

The Greenhill Road site has accommodated the Union's administrative functions through to the present day, but the space has progressively become less fit for purpose. Operational efficiencies and a decline in membership has resulted in a reduction of office space demand. The accommodation within Raggatt House also falls well short of current standards with poor amenity (low ceilings, poor access to natural daylight). These factors have contributed towards the need to redevelop the Greenhill Road site in response to the evolving services required to be provided by the AEU to its members (refer Section 3.1)

⁴⁴ Review of architectural plans for site provided by AEU.

⁴⁵ Vicary 1997:199

⁴⁶ Pers. comm. AEU representative May 2025.



Figure 37 – Aerial of subject site with two large dwellings fronting Greenhill Road, c1969 [Source: Mapland]; Arrow identifies extant Meaghey House (LHP)



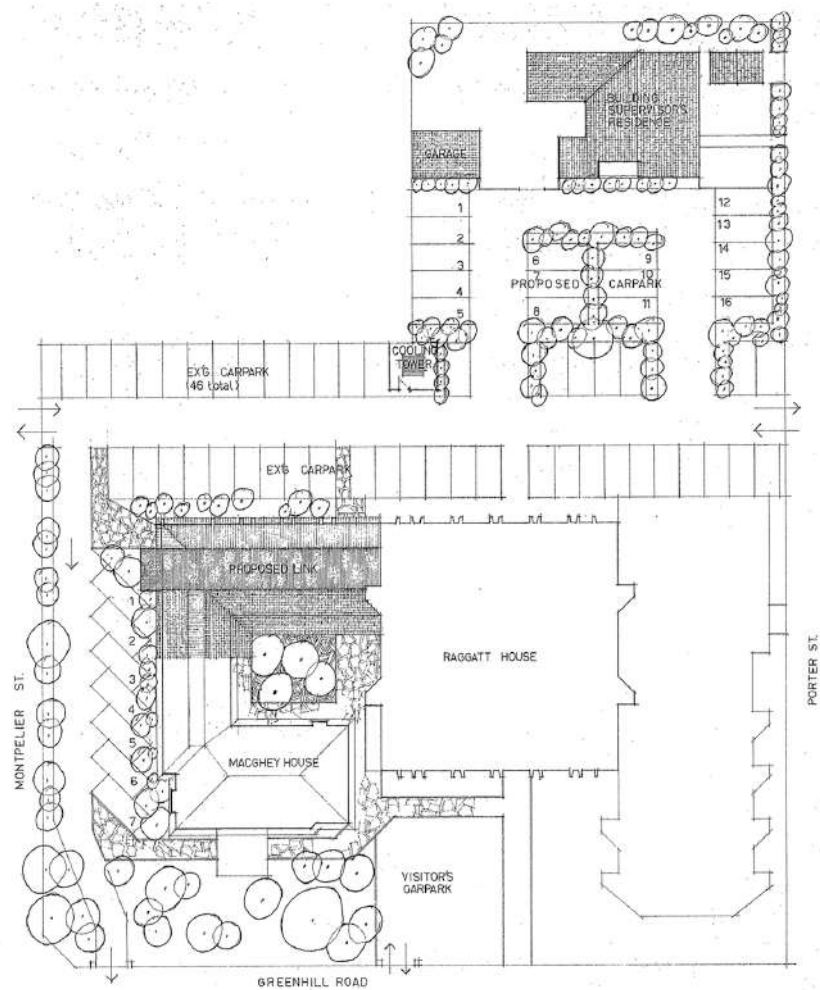
Figure 38 – Meaghey House (left) and Raggatt House (right), late 1970s [Source: Vicary 1997:151]



Figure 39 – Meaghey House LHP, east of Raggatt House [Source: DASH Architects, 2022]



Figure 40 – Education Department building cornerstone unveiled at Raggatt House, 1978
[Source: Vicary 1997:199]



SITE DEVELOPMENT PLAN

Figure 41 – Proposed changes to whole of site, 1979 [Source: Tugwell Tetley Hardy Architects]

3.5 Brutalism

Brutalism has international origins that date back to the 1950s, where high profile architects working on post war reconstruction projects evolved the simple forms of the pre-war International Style into bold, robust, and even fortified new architectural expressions. Its principles were based in egalitarianism, where low cost and fast construction techniques associated with concrete were seen as providing social equity. Ironically, brutalist building designs were often inhospitable, and featured prominently in dystopian movies, such as George Orwell's *1984*. Brutalism was characterised by an uncompromised, hefty 'brutal' aesthetic that regularly expressed the function of the building in its external form. Favoured materials, both internal and external, were reinforced concrete.⁴⁷

Brutalism appeared in Australia in the mid 1960s. Reinforced concrete afforded architects the opportunity to explore a wide range of architectural expression not otherwise afforded by more 'traditional' building materials or construction techniques. With appropriate and high quality formwork, building designs could include large cantilevers, curves, angles and expansive spandrels and façade elements. Architects and engineers also started exploring the limits of reinforced concrete construction, both in terms of robust architectural expression, but also finer, slender detailing. This exploration of new forms and architectural expression is intrinsic to the brutalist style.⁴⁸

Other key characteristics of the style include:⁴⁹

- aggressive largeness of scale
- hefty, chunky and blocky character
- extroverted display of building services
- strong shapes, boldly composed and expressed in off-form concrete or textured brickwork or stone
- diagonal, sloping or strong curved elements often with contrasting horizontal and vertical members
- large areas of unbroken wall surfaces
- vertical slip windows
- non-loadbearing precast elements.

The architectural and engineering exploration of reinforced concrete, particularly the use of slender elements, has created significant challenges for many brutalist buildings that incorporated these elements. Concrete reinforcement coverage was often minimised to achieve these slender elements, resulting in accelerated decay from 'concrete cancer' due to the natural carbonation process of the material. Today, many such slender construction elements have failed, or are at the end of their serviceable life.

⁴⁷ Apperley et al 1989:252

⁴⁸ Apperley et al 1989:252-253

⁴⁹ Apperley et al 1989:254-255

4.0 Detailed Description and Integrity of the Place

Raggatt House was designed in the Brutalist style by Cheesman, Doley, Brabham and Neighbour in 1969. The lead architect from the practice was Keith Neighbour.

The building's overall form consists of three key elements:

- three-storey office building, setback from the street edge
- a single-storey auditorium, extending forward to the north-western corner of the site (used for annual Council meetings)
- a single-storey amenities area to the rear of the hall.

The building's external form is visually expressive of these elements, and primarily constructed from concrete that expresses the pattern of the timber formwork used.

The three-storey office building incorporates a central service core with lifts, fire stairs and service risers. Male and female amenities are located at alternate mid landing levels of the fire stairs.

The small span between the building's core and load bearing facades provides column free floor space within. This encircling ring of office area was then divided up into smaller spaces.

There are no eastern or western facing windows, for reasons unknown. Windows on these facades are provided in small 'bays' that extend beyond the façade, and face either forward (north) or to the rear (south). Windows in the northern façade are afforded solar protection from simple slender external concrete hoods, while the façade itself is articulated with services of vertical elements.

Like the office building, the auditorium is primary built form concrete, with Colorbond cladding used at its northern end to express the internal stage area. Windows to the eastern and western facades are again accommodated in projecting bays, and face south.

The rear amenities area takes a simplified architectural expression, linking the office to the auditorium.

The original internal design blended attributes of both simple forms and layouts of the International style, softened with characteristics more consistent with the Adelaide Regional Style. Ceilings within the foyer were timber and extended through to the exterior soffits of the recessed courtyard. These timber ceilings extended from the office foyer through to the auditorium foyer, and into the auditorium itself. A shallow "pool" was located between the two foyers. Internal wall surfaces were typically off-form concrete or face brick.

The office accommodation was characterised by (approx) 2500mm acoustic tile ceilings, somewhat standard at the time but low to contemporary standards. Walls to the central core were off-form concrete. The encircling office space was divided by:

- masonry walls to the northern side of the building (it is unclear if these are load bearing)
- timber and glass partitions
- concertina operable screens.



Figure 42 – Raggatt House, ground floor plan, 1971 [Source: RAIA 1971:831]

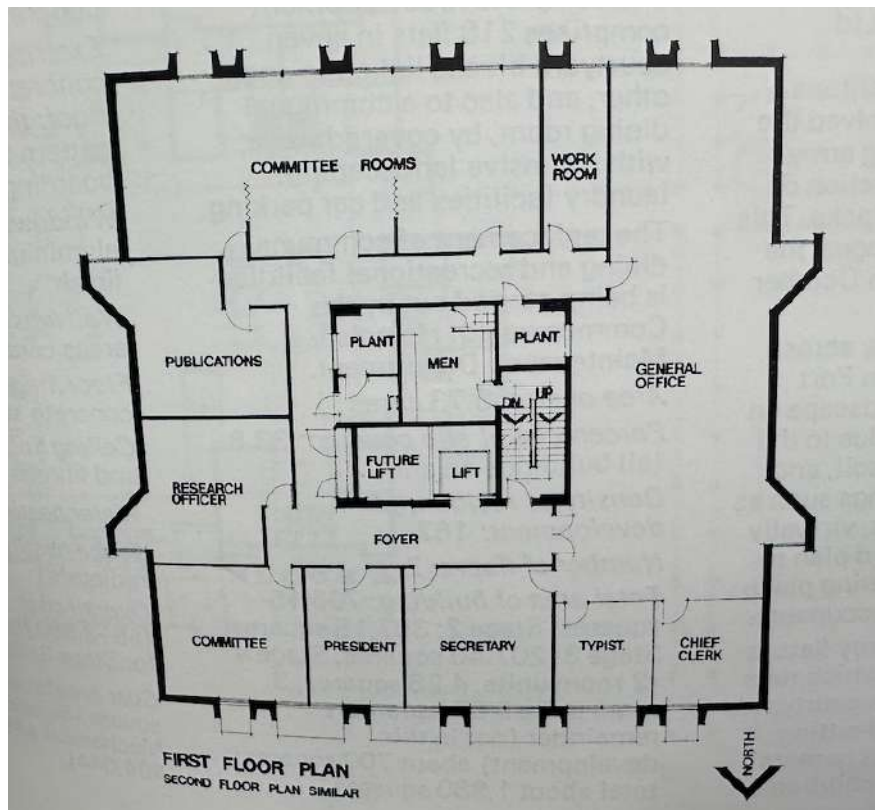


Figure 43 – Raggatt House, first floor plan, 1971 [Source: RAIA 1971:831]; similar layout for second floor

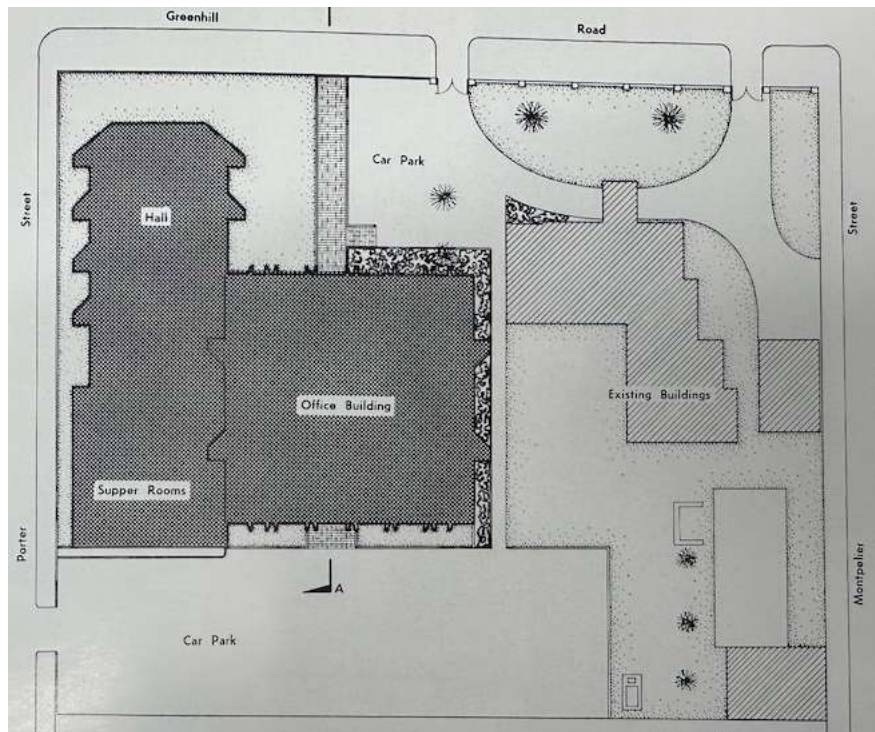


Figure 44 – SAIT site plan, 1971 [Source: Morrish 1971:35]

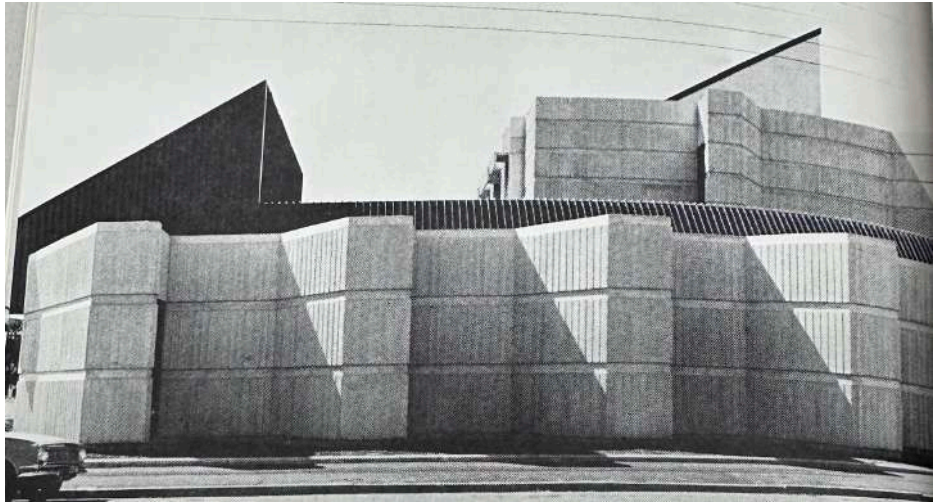


Figure 45 – Raggatt House west elevation, 1971[Source: RAIA 1971:830]

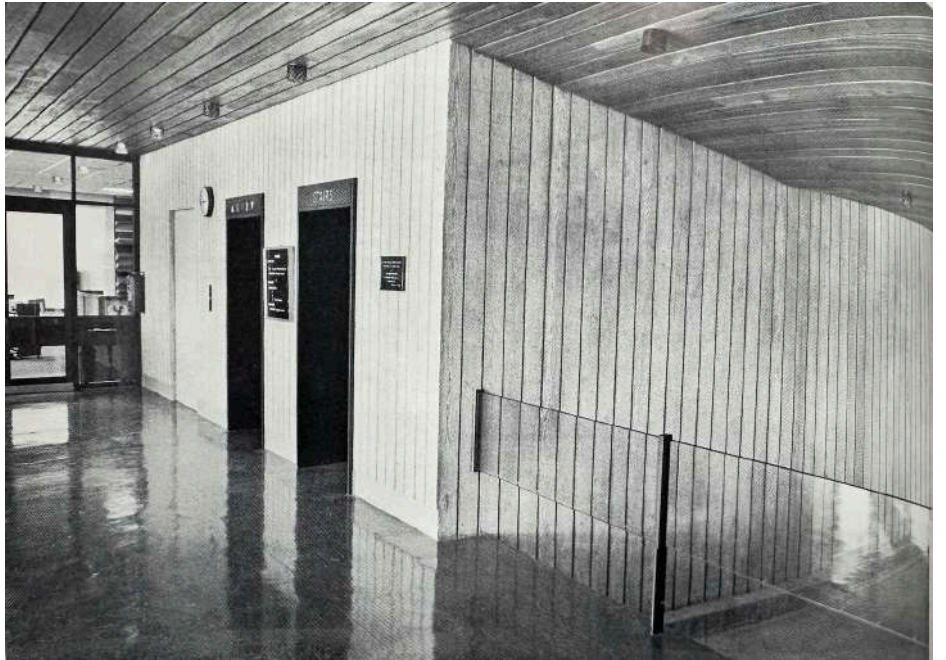


Figure 46 – Raggatt House ground floor foyer, 1971 [Source: Morrish 1971:36]

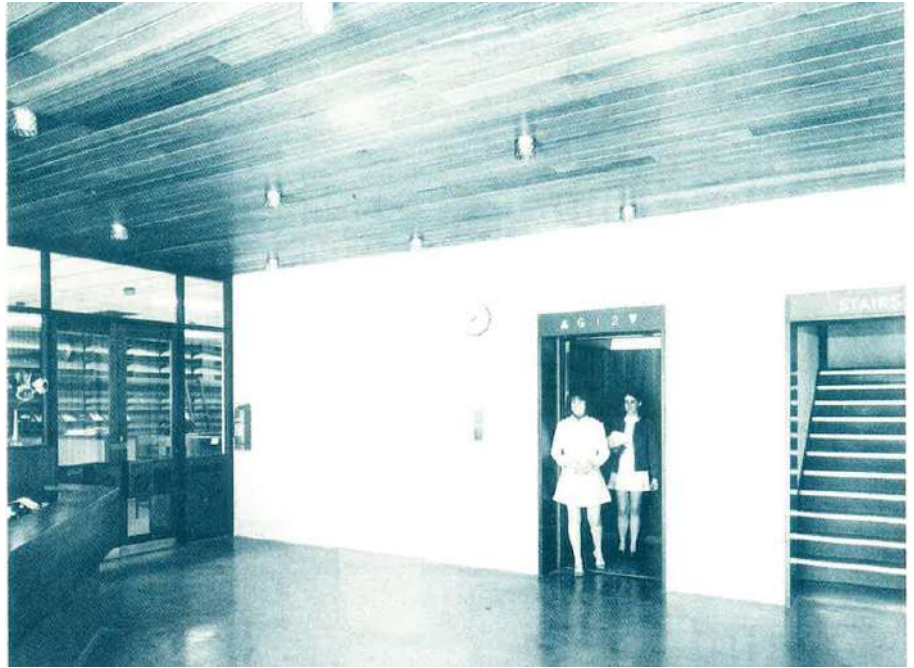


Figure 47 – Raggatt House ground floor reception area, library and lift, 1970 [Source: SAIT 1970:7]

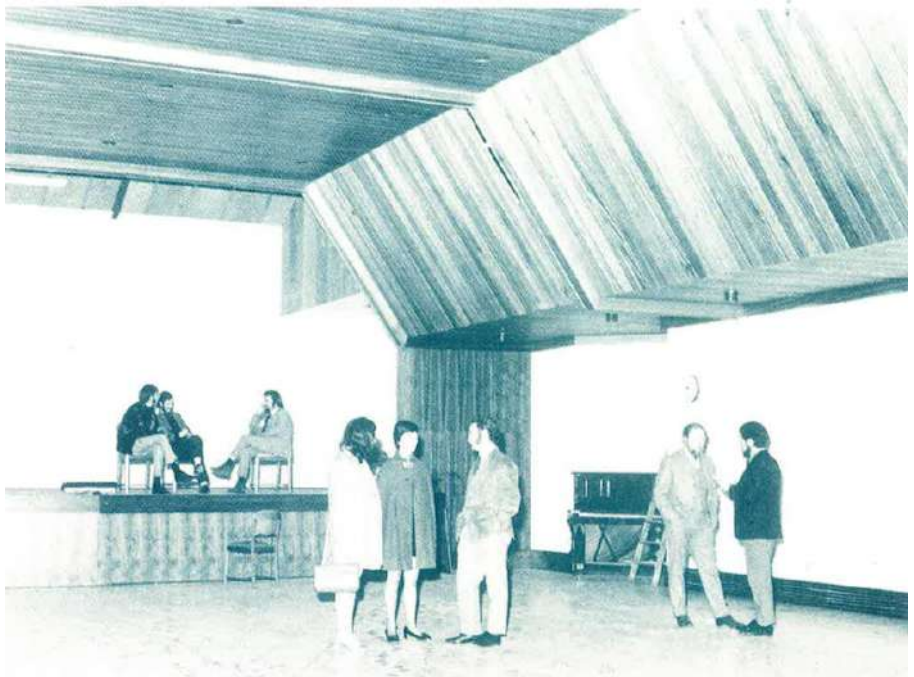


Figure 48 – Raggatt House ground floor hall, 1970 [Source: SAIT 1970:5]



Figure 49 – Raggatt House ground floor office, 1970 [Source: SAIT 1970:10]

Externally, Raggatt House retains high integrity. This is not uncommon for Brutalist buildings, as their primary construction material, reinforced concrete, does not lend itself to easy modification.

As noted in Section 3.4, Raggatt House was extended to the east in 1980s, providing a connection through to the adjacent Meaghey House. These additions have been undertaken in a style sympathetic to the 1970s building.

While the basic interior layout of the Raggatt House office building remains (for similar reasons), many of the internal features and light weight screens have undergone significant modification.

The most notable interior changes have occurred to the auditorium and foyer areas. The auditorium's primary use was to host the annual union council meeting. Having a space of this size for such a limited use quickly became untenable, so in 1993 it was converted into a series of smaller meeting rooms (with corridor) that could be interconnected as needed for the annual meeting.

These conversion works included:

- Removal of feature timber ceilings throughout the office and auditorium foyer, and the auditorium itself.
- Original foyer joinery has been replaced, and the foyer reconfigured, with new dividing walls separating the lift, adjacent library, and access through to the auditorium.
- The internal "pool" has been removed and replaced by an access ramp (that does not comply to current standards).
- Original timber lining to auditorium ceiling has been removed, and the vaulted ceiling concealed by a lowered T-Bar system. New mechanical services and structure now fill the ceiling void.
- The auditorium stage and sub-floor have been removed and ceiling similarly lowered.
- Several internal walls along the auditorium foyer have been replaced,

and new 'accessible' toilets provided to the airlocks (though these appear to fall short of current standards).

- Almost all internal finishes and fixtures from the public areas, and offices, have been removed.
- Most light weight (timber and glass) internal partitions have been removed to reconfigure floor plates, with only the first floor "typist and Chief Clerk" screened offices appearing original. Most other screens are later reproductions.
- Offices to the northern side were enclosed with face masonry walls, which remain.

Like many brutalist buildings of this era, its slender concrete elements are reaching the end of their serviceable life, with visible signs of 'concrete cancer' to the sun-hoods, screen projections and roof level plant enclosure.

While the external integrity of Raggatt House remains relatively high, its internal integrity is low, with the main feature spaces (foyers, auditorium) having undergone significant alteration.



Figure 50 – Auditorium was converted into meeting rooms in 1980s



Figure 51 – Ceiling space of auditorium, showing all original ceiling timbers removed and filled with services

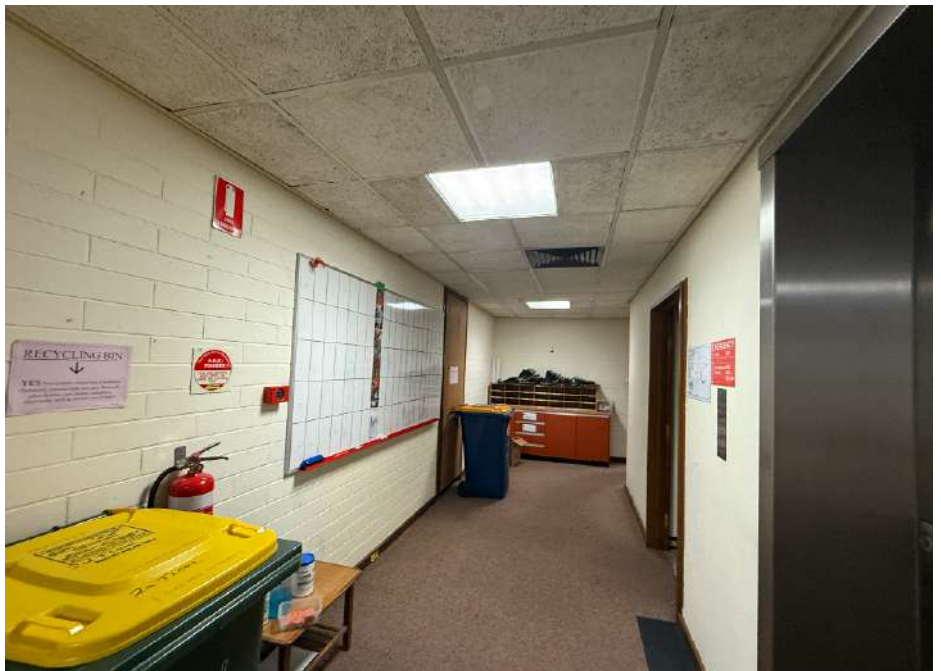


Figure 52 – First floor lift lobby in generally original configuration, lacking any access to natural daylight, gloomy and claustrophobic



Figure 53 – North facing office which, despite having a window, remains dark, gloomy and claustrophobic

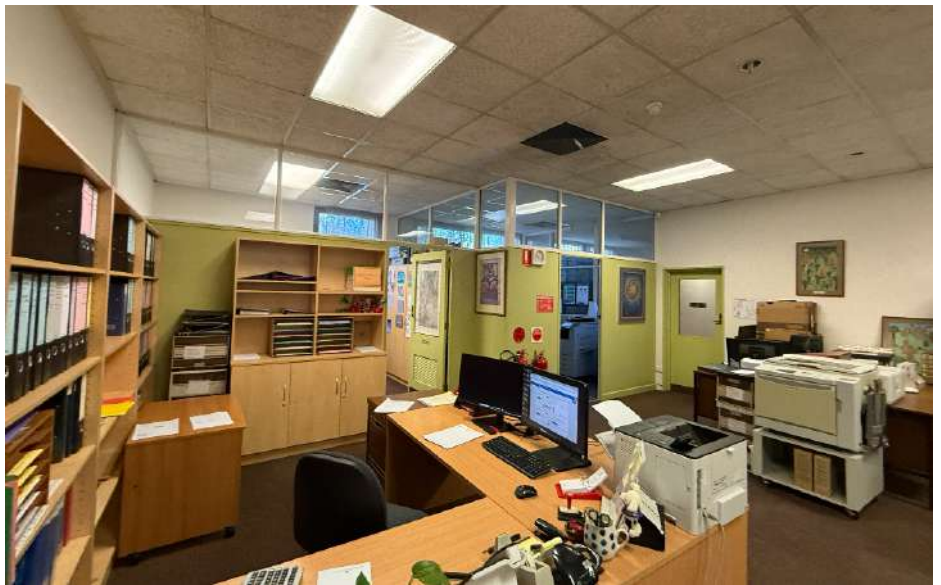


Figure 54 – Typical office, with original partitions removed and new installed in the 1980s and 1990s. Office space has limited access daylight generally



Figure 55 – Typical office, with original partitions removed and new installed in the 1980s and 1990s. Office space has limited access daylight generally

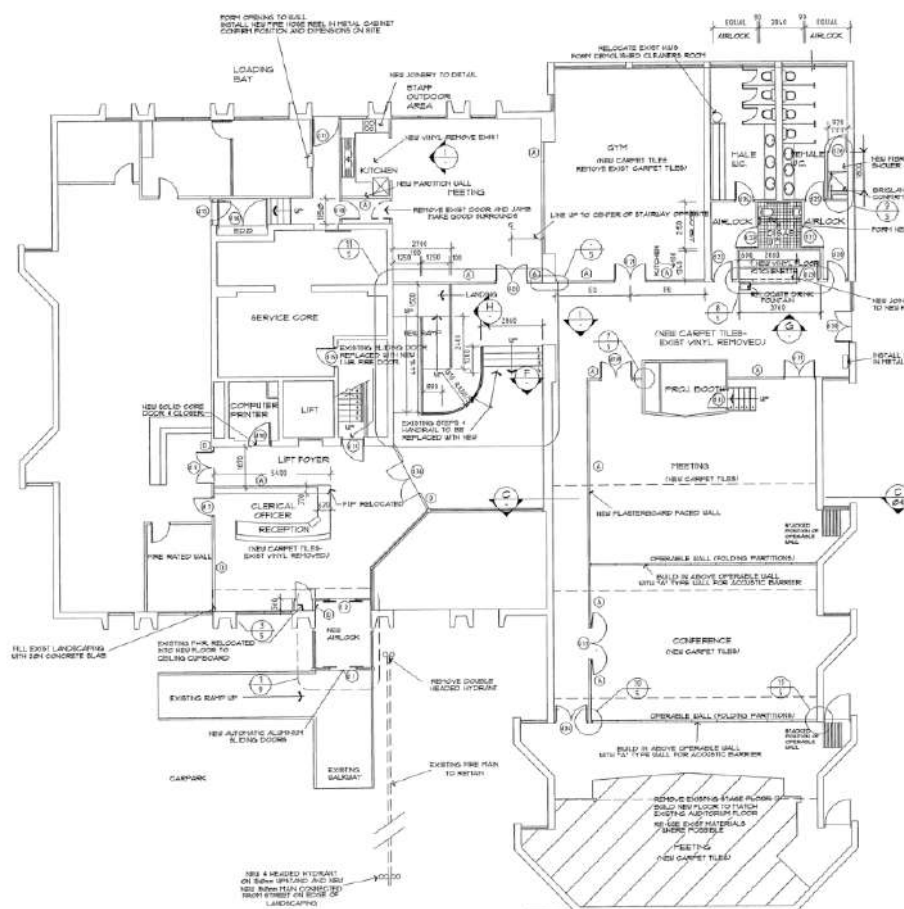


Figure 56 – Raggatt House proposed changes to Ground Floor, 1993 [Source: Resource Development Pty Ltd]

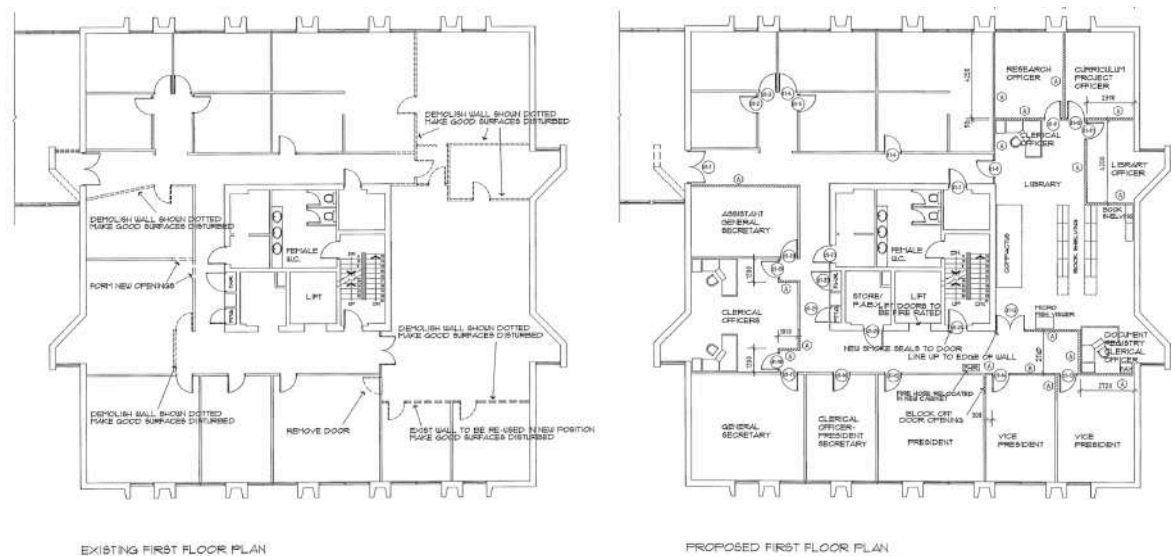


Figure 57 – Existing and Proposed First Floor Raggatt House, 1993 [Source: Resource Development, Drawing No. 93-418-06]

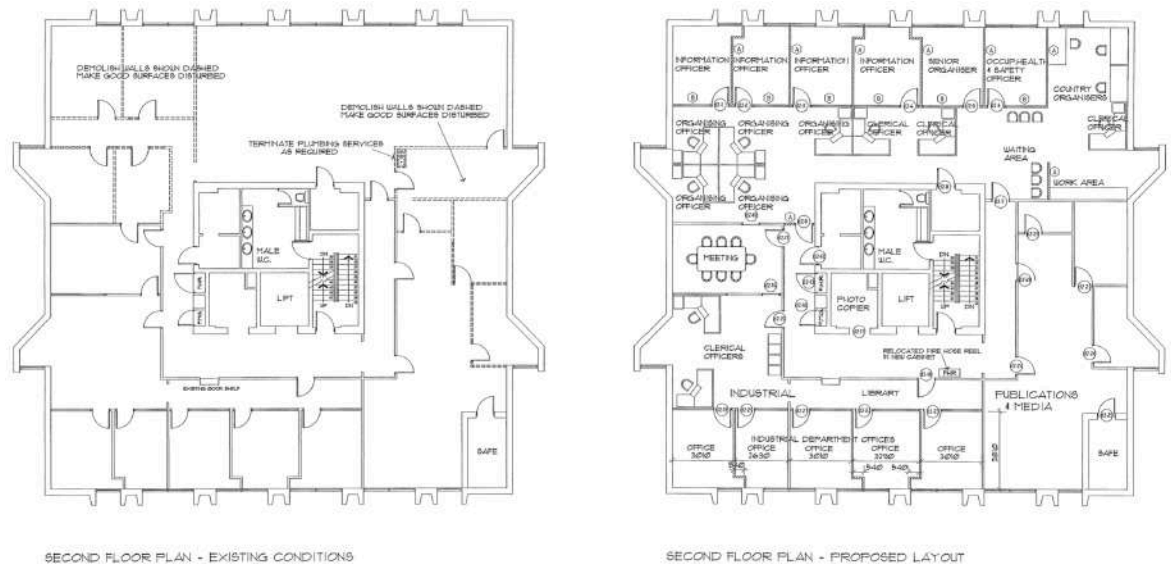


Figure 58 – Existing and Proposed Second Floor Raggatt House, 1993 [Source: Resource Development, Drawing No. 93-

5.0 Historic Themes Review

5.1 State Historic Themes

In December 2022 the South Australian Heritage Council published 'Historic Themes for South Australia', which can assist in the identification of gaps in the South Australian Heritage Register, assist in prioritising places for assessment for State Heritage listing and assist in assessing whether places meet the threshold for State Heritage listing. The State Historic Themes are consistent with the Australian Historic Thematic Framework, which has nine themes that form a research tool used to identify, assess, interpret and manage National, State and Local Heritage places.⁵⁰

⁵⁰ Australian Heritage Commission 2001:4; South Australian Heritage Council 2022:7

South Australia has six historic themes and various sub-themes: ⁵¹

- Theme 1: Natural Environment
- Theme 2: Peopling Places and Landscapes
- Theme 3: Governing South Australia
- Theme 4: Building Settlements, Towns and Cities
- Theme 5: Developing South Australia's Economies
- Theme 6: Developing Social and Cultural Life.

5.2 Historic Themes Relevant to Subject Site

The following themes and sub-themes are considered relevant to the subject site: ⁵²

Theme 3: Governing South Australia

Sub-theme 3.2: Granting political rights (including Aboriginal rights and Women's suffrage)

Types of places represented under this theme include:

Places associated with the recognition of South Australia's Traditional Owners (Native Title, laws, legislation); Parliamentary buildings, meeting places for civil rights movements, places where rights were enacted, places associated with Women's suffrage.

Theme 4: Building Settlements, Towns and Cities

Sub-theme 4.7: Marking significant phases in development of SA's settlements, towns and cities (including key town planning initiatives and architectural styles)

Types of places represented under this theme include: Places marking the rise and decline of places, including ghost towns, boom towns, garden cities and suburbs, new towns, master planned communities, sustainable cities, urban water design, key architectural styles, new building technologies and tall buildings.

Theme 5: Developing South Australia's economies

Sub-theme 5.7: Understanding scientific and technological development

Types of places represented under this theme include: Exhibition buildings, educational buildings/precincts, and research organisations.

Sub-theme 5.9: Supporting workers and workplaces

Types of places represented under this theme include: Places demonstrating the experiences of workers, including: diverse working conditions, union buildings and worker's federations, work health and safety, paid and unpaid work, volunteering, childcare/caring for dependents, and working in a white-dominated economy.

Theme 6: Developing Social and Cultural Life

Sub-theme 6.2 Making education available to all South Australians

Types of places represented under this theme include: Supporting lifelong learning including kindergartens, schools, colleges and universities, also other training facilities and remote education, e.g. school of air.

⁵¹ South Australian Heritage Council 2022:ii

⁵² South Australian Heritage Council 2022:4-5

6.0 Comparative Analysis

6.1 Educational Buildings in SA

Education buildings are types of places that can be represented under sub-theme 5.7: *Understanding scientific and technological development*, with over 100 State Heritage listed examples, with some including: ⁵³

- **Adelaide Teacher's College (Hartley Building)**, Kintore Avenue, Adelaide, SHP 13652, built 1927 (Figure 59)
- **Adelaide Boys High School**, West Terrace, Adelaide, SHP 12557, built 1947-51 (Figure 60)
- **Barker Kindergarten**, 195 Tynte Street, North Adelaide, SHP 13249, built 1926; constructed for the Kindergarten Union of SA at the time and later donated to the Kindergarten Union
- **Brookman Building, University of South Australia**, North Terrace, Adelaide, SHP 10877, built 1900-03
- **Former Adelaide Kindergarten Training College (and dwelling)**, 95 Palmer Place, North Adelaide, SHP 13543, built 1883
- **Former Grote Street Model School**, 139 Grote Scheet, Adelaide, SHP 10797, built 1873-74
- **Former Port Augusta School of the Air**, 34 Flinders Street, Port Augusta, SHP 19036
- **Lady Gowrie Child Centre**, 39A Dew Street, Thebarton, SHP 14869, built 1940; advanced the aims of the various State Kindergarten Unions of the time
- **Main Building, Waite Agricultural Research Institute**, Waite Road, Urrbrae, SHP 14341
- **St Patrick's Schoolhouse**, 268 Grote Street, Adelaide, SHP 26567, built 1848
- **Union Building Group, The University of Adelaide**, Adelaide, SHP 17619

Built in 1970, Raggatt House is associated with the post war expansion of educational services from 1950-1970. This period was characterised by significant investment by the State Government in both the training of teachers, kindergartens, primary school, high schools and tertiary institutions. There are a significant number of places with direct associations with this historic theme of importance, including:

Teachers Colleges

- 1957: Wattle Park Teachers' College
- 1962 Western Teachers' College
- 1966: Bedford Park Teachers' College
- 1968: Salisbury Teachers' College

Primary Schools

- 1952: South Road Primary School
- 1952: St Bernadette's Primary School
- 1952: Forbes Primary School

⁵³ SA Heritage Places Database search; Department of Education 2025

- 1956: Elizabeth South Primary School
- 1958: St. John's Grammar School (also High School)
- 1960: Ascot Primary School
- 1960: Grove Primary School
- 1960-61: Westminster School
- 1961: Elizabeth East Primary School
- 1961: Fulham Gardens Primary School
- 1963: Elizabeth Park Primary School
- 1963: Elizabeth Vale Primary School

High Schools

- 1947-51: Adelaide Boys High School
- 1952: Brighton Secondary School
- 1955: Marion High School
- 1958: Mitchell Park Technical High School
- 1958: Vermont Technical High School
- 1960: Elizabeth Technical High School
- 1961: Elizabeth High School
- 1961: Grant High School
- 1961: Blackwood High School
- 1962-64: Adelaide Technical High School
- 1963: Heathfield High School
- 1965: Modbury High School

All of the above sites have a have a stronger and direct association with the post war expansion of educational services in South Australia from 1950-1970.

The most notable and prominent example of this historic theme is, however, the Department of Education's office complex, built in 1971, located at 31 Flinders Street, Adelaide. This prominent and bold new building was the first of 4 high profile Government redevelopments within the city block, all in the brutalist style, that reflected the important role Government played in a renewed sense of civic pride.



Figure 59 – Hartley Building, Kintore Ave, Adelaide [Source: Google Streetview 2025]



Figure 60 – Adelaide Boy's High School, West Terrace, Adelaide, 1952 [Source: SLSA B_12475]



Figure 61 – Education Department building, 31 Flinders Street, Adelaide [Source: DASH Architects 2025]

6.2 Union Buildings in SA

Purpose built union buildings are not generally common. Unions exist to serve their members, who occupy teaching sites across the State. Any centralised accommodation was generally of an administrative nature only, and representative of only a very small percentage of membership. This focus on membership (rather than the administrative staff, or the union entity itself) meant that most unions took tenancy in existing buildings rather than building purpose-built facilities that sought to promote their identity in the way that a corporate business might.

The few historic exceptions to this are the centralised halls, where a venue was required for gatherings. Such examples, representing sub-theme 5.9: *Supporting workers and workplaces*, with existing State Heritage listed examples including:

- **Waterside Worker's Federation Building**, 50-52 Florence Street, Port Pirie, SHP No. 11540, built 1911 (Figure 63)

- **Waterside Worker's Federation Hall**, 11 Nile Street, Port Adelaide, SHP No. 14269, built 1927 (Figure 64).

Other early halls, such as the Trades Hall in Grote Street and the Australian Workers' Union in Flinders Street have since been demolished.

Other example of buildings with strong union associations include:

- Liberal Union Building, 174 North Terrace, Adelaide (Figure 23), occupied for a period by the SAPTU, (SHP No 13362)
- Kindergarten Union building, 195 Tynte Street, North Adelaide (SHP No 13249)
- Kindergarten Union Offices (former house), 95 Palmer Place North Adelaide (SHP No 13543)
- 116 Grote Street, Adelaide (former Liquor Trade Union Hall) (LHP No 162)
- Union Group of Buildings, University of Adelaide (SHP No 14010)

The most notable and prominent example of a post-war union building is the purpose-built Uniting Trades and Labour Council building, 11-16 South Terrace Adelaide, that was erected when they relocated from the historic Trades Hall in Grote Street prior to its demolition (Figure 62). This complex was built as the old Trade Hall "could no longer meet the needs of an expanding union movement" and it includes a four storey office and large rear auditorium. The UTLC is representative of a broad range of unions and accordingly has wider social and cultural significance than the AEU.

There are also range of buildings that have similarly direct associations with the AEU, including:

- 65-69 Flinders Street, Adelaide (SHP No 10801), where the SAPTU first established their offices
- 64 Pennington Terrace, North Adelaide (SHP No 13544), that the SAPTU occupied between 1955 and 1970, and included their first purpose-built building facility

Other locations important to unionism are associated with protest, and include the forecourt to Parliament House on North Terrace, and Victoria Square. Organisational banners are another tangible aspect, other than buildings, are representative of the actions of unions, used in their marches and protests.



Figure 62 – New (1964) United Trades and Labor Council building, South Terrace, with 4 storey office to primary frontage.



Figure 63 – Amalgamated Workers' Association Building, Florence Street, Port Pirie [Source: Google Streetview 2025]



Figure 64 – Waterside Workers Federation Hall, Nil Street, Port Adelaide [Source: Google Streetview 2025]



Figure 65 – Striking South Australian Public School teachers outside Parliament House, 2023 [Source: SBS 2023; photograph by Matt Turner / APP]

6.3 Brutalist Buildings in SA

Brutalist buildings are types of places that can be represented under sub-theme 4.3: *Shaping the subjects (including pre and post World War 2)*, with examples including:⁵⁴

- **Highways Department building**, 33 Warwick Street, Walkerville, no heritage listing, built in two stages 1959-62 & 1967-68, designed by Keith Neighbour and Ross Stagg of Cheeseman, Doley, Brabham and Neighbour (Figure 79); RAI Commendation 1969
- **Social Sciences North building**, Flinders University, Sturt Road, Bedford Park, no heritage listing, built 1968-71, designed by Cheesman, Doley, Brabham and Neighbour (heavily emphasised top chamfered spandrels)
- **Social Sciences South building**, Flinders University, Sturt Road, Bedford Park, no heritage listing, built 1974, designed by John Morphett and David Walker of Hassell and Partners (Figure 67)
- **State Bank of South Australia**, 57 Pirie Street, Adelaide, Local Heritage listing, built 1981-84, designed by Jackman, Gooden, Scott and Swan (Figure 68).



Figure 66 – Social Sciences North building, Flinders University, 2023 [Source: RIBA 2025, photograph by Alejandro Sala]

⁵⁴ Symons 2019:113, 163, 193, 204, 207, 211, 215; Page 1986:268; AIA 2025



Figure 67 – Social Sciences South building, Flinders University, 2023 [Source: RIBA 2025, photograph by Alejandro Sala]



Figure 68 – State Bank of South Australia building, 2023 [Source: RIBA 2025, photograph by Alejandro Sala]

Some of the more notable examples of Brutalism in South Australia include:

Australian Mineral Foundation, 63 Connyngham Street, Glenside

Designed by Cheesman, Doley, Neighbour and Raffin Architects and built in 1972, the Australian Mineral Foundation was built to support State's the rapidly growing mineral sector. It accommodated the administrative and educational campus of the mining and oil industry.⁵⁵ Its principal architect, Antanas Lapsys, drew inspiration for its design from the modern architecture of Japan, where he toured in 1971.⁵⁶ Japanese modernism of the 1960s was heavily influenced by European art movements, particularly modernism and the Bauhaus School, and was characterised by dynamic and expressive forms and architectural expression.⁵⁷ These traits are also consistent with the origins of Brutalism as an evolution of the Industrial Style.

These influences are evident in Lapsys' design. The overall building form has a 'mechanical' or 'industrial' aesthetic (reference to the Bauhaus) while the slender columns, with tapers achievable only through the skilful use of reinforced concrete, have 'oriental' references draw from Japanese temples and shrines. This playful balance of form, and material use, demonstrates the attributes and aspirations of Brutalism to the highest of standards, and includes:

- aggressive largeness of scale
- hefty, chunky and blocky character
- strong shapes, boldly composed and expressed in off-form concrete
- diagonal, sloping elements often with contrasting horizontal and vertical members
- large areas of unbroken wall surfaces
- vertical slip windows
- non-loadbearing precast elements.

The Australian Mineral Foundation building received the Excellence in Concrete Award in 1972.

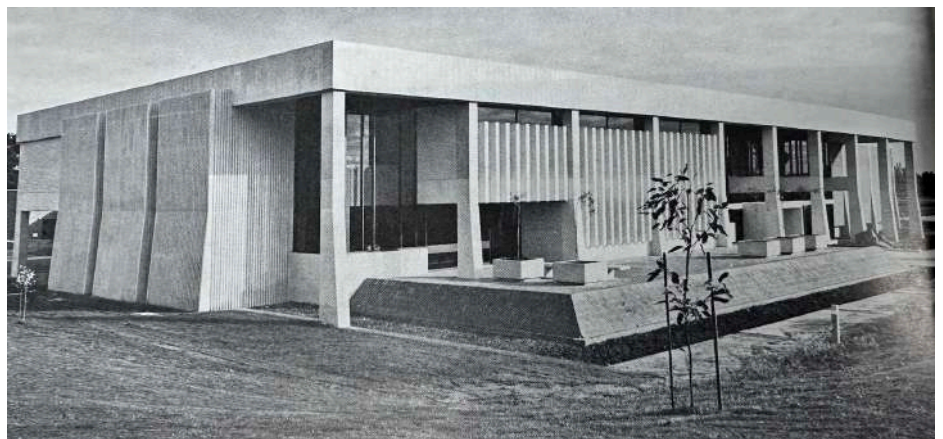


Figure 69 – Australian Mineral Foundation building, c1973 [Source: Construction review 1973:50]

⁵⁵ Symons 2019:182

⁵⁶ Page 1986: 268

⁵⁷ Design Reviewed 2025



Figure 70 – Australian Mineral Foundation building, c1973 [Source: Morrish 1973:54]



Figure 71 – Australian Mineral Foundation building, 2025 [DASH Architects]



Figure 72 – Australian Mineral Foundation building, 2025 [DASH Architects]

Government Buildings Precinct, Adelaide

The Government Buildings Precinct consists of 4 key projects undertaken by the South Australian Government in the 1970s:

- **Education Department building**, 31 Flinders Street, Adelaide, no heritage listing, built c1972-77, designed by Dimitri Kanzanski of Woodhead, Hall, McDonald & Shaw (Figure 61)
- **Motor Registration Centre building**, 60 Wakefield Street, Adelaide, no heritage listing, built 1971-77, designed by Adrian Evans of the Public Buildings Department (Figure 75)
- **Forensic Science Centre building**: 21 Divett Place, Adelaide, no heritage listing, built 1972-78, designed by Kevin Hocking of the Public Buildings Department (Figure 74); Enduring Architectural Award 2016
- **Public Buildings Department building** (Wakefield House), 30 Wakefield Street, Adelaide, no heritage listing, built c1977-78, designed by Brian Polomka of Berry, Polomka, Riches and Gilbert in association with Woods Bagot (Figure 76)

These buildings, located within close proximity to each other, form a distinctive precinct. All are designed in the Brutalist style, which was consistent with the 'social equity' of their use, and the aspirations of the architectural expression.⁵⁸

⁵⁸ O'Sullivan 2013:6



Figure 73 – Government Buildings Precinct [Source: O’Sullivan 2013:5]

The **Education Department** building displays many design characteristics of the Brutalist style to a high order, including:

- heavily emphasised top chamfered spandrels
- ‘bush hammered’ vertical tower panels
- Strong bold shapes
- Vertical windows
- Large areas of unbroken wall surfaces.

The expansive lower podium provides visual balance to the overall composition, with a generous forecourt, achieved by setting back the ground floor and podium, providing a ‘social return’ at footpath level.

Most impressive of the four buildings, in terms of its use of the Brutalist style, is the **Forensic Science Centre** (FSC). Completed in 1978 this seven storey purpose built facility was designed by Kevin Hocking. The northern facade of the FSC incorporates highly detailed sun hoods over the windows, pushing the limits of reinforced concrete both in terms of slenderness, but also detail and articulation. These finer detailed facades are contrasted by bold vertical elements that express the buildings internal layout and provide a visual “heft” to the overall composition.

The robust, generally unarticulated southern façade similarly contrasts the finer detail of the north, creating an overall ‘fortified’ aesthetic that is not only befitting its use, but also (ironically) reminiscent of Orwellian dystopian visions of government social control.

The Forensic Sciences Centre is a masterclass in the use of reinforced concrete. Delicate detailing is contrasted with strong bold shapes in a manner that typifies the Brutalist style.

The Motor Registration Centre, designed by Adrian Evans in 1977 is similarly a bold and prominent example of Brutalism. Kevin O’Sullivan noted in his study of the building:⁵⁹

⁵⁹ O’Sullivan 2013:30-32

Evans employed some of his first-hand knowledge of the work of Finnish architect Alvar Aalto on the Motor Registration Centre project. He 'designed everything' on, in and around the building from door fittings, to signage, carpets, internal planter boxes, seating, light fittings and external landscaping. The building exhibits the strong influences of both the eclectic, humanist Aalto, particularly in regard to the original interiors and expressed materiality, and the Japanese architect Kunio Mayekawa in a distinctly Brutalist style....

The overall form of the building is measured and unpretentious, being both graduated and modelled in form with defined horizontal ribbon window striations and a balance of other recessed and protruding elements...

Externally the remains a finely balanced arrangement of strong materials and expressive textures enhanced by interesting resolved detailing. A select palate of textured and sometimes deliberately imperfect in situ poured concrete facade elements impart a fine grain, tactile quality to the building...

In true Brutalist style, the exterior emphasises the internal arrangement and function of spaces. The expressed stairs particularly exhibit internal vertical circulation, and the protruding Corbusian 'ribbon' windows of the upper four floors delineate the regular, floor-by-floor, office functions within.



Figure 74 – Forensic Science building, 2025 [DASH Architects]



Figure 75 – Motor Registry building, 2023 [Source: RIBA 2025, photograph by Alejandro Sala]



Figure 76 – Public Buildings Department building, 2023 [Source: RIBA 2025, photograph by Alejandro Sala]

While Raggatt House is considered to be an example of Brutalism from the early 1970s, it fails to achieve the design and construction standards of the examples noted above. While the overall architectural response is considered, its use of reinforced concrete and overall building expression does not exhibit the same finesse, balance and contrast to the examples noted above. Sun hoods are rudimentary in their design, while the 'off form' concrete lacks the textural qualities of the 'bush hammered' panels of the **Education Department Building**. Its design and construction does not explore the capabilities of reinforced concrete, or display international influences of leaders in the style in the same manner as the **Australian Mineral Foundation**, the **Forensic Sciences Centre** or the **Motor Registration Centre**.

Internally, the spaces within Raggatt House provide substandard accommodation, even for the era. Despite small floor plates, there is limited access to natural daylight. Internal masonry and concrete finishes are cold and unwelcoming, creating a work environment that is dark, claustrophobic and gloomy.

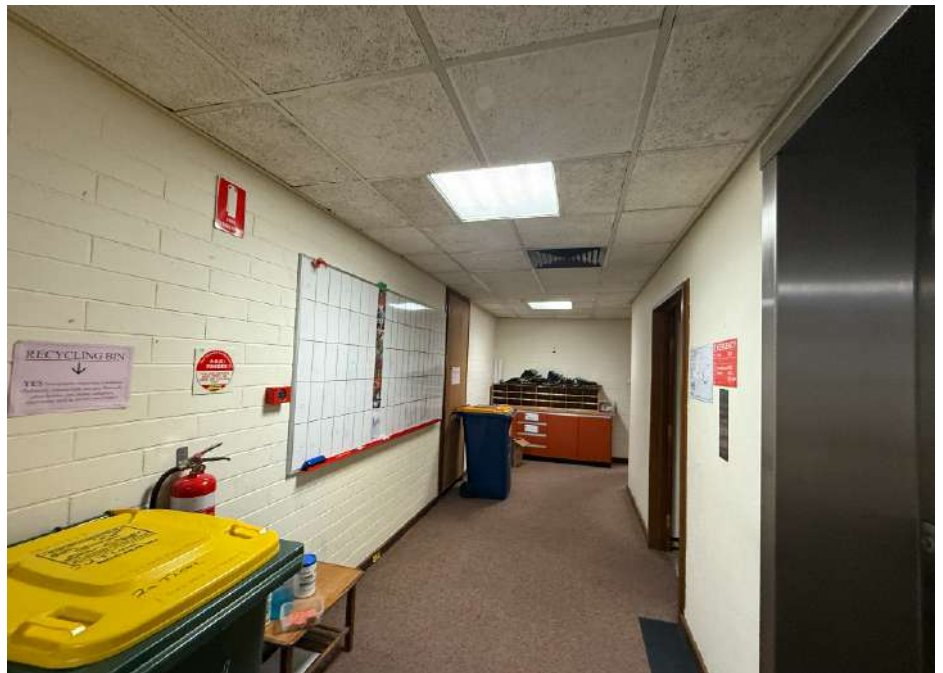


Figure 77 – First floor lift lobby in generally original configuration, lacking any access to natural daylight, gloomy and claustrophobic.



Figure 78 – North facing office which, despite having a windows, remains dark, gloomy and claustrophobic.

6.4 Buildings by Keith Neighbour in SA

Keith Neighbour (1919-2011) graduated as an architect in 1952 and initially worked for Hassell and McConnell Architects (1948-1953). Neighbour then worked in the Architect-in-Chief's Department in South Australia before travelling to the USA where he undertook further studies. While overseas he travelled Europe and was employed by Vincent G. Kling of Philadelphia and Howard G. Lobb and Partners in London. In 1954 Neighbour returned to Adelaide and joined the firm Lawson, Cheesman and Doley where he chaired the Administration Committee which was responsible for the day-to-day management of the organisation. There were several name changes to the firm with new partnerships, separation and deaths, including:⁶⁰

- 1956: firm became Lawson, Cheesman, Doley and Partners
- 1959 firm became Cheesman, Doley, Brabham and Neighbour
- 1970 firm became Cheesman, Doley, Neighbour and Raffin Pty. Ltd.
- 1978 Neighbour & Lapsys Architects Pty. Ltd. (one of the three separated firms).

Neighbour was a Life Fellow of the RAIA and a Fellow of the Royal Institute of British Architects. Neighbour held many roles relating to architecture and building including being a member of the Architects Registration Board of SA, Chair of the Construction Industry Advisory Council of SA and member of the Steering Committee on the Consolidation and Rationalisation of Building Legislation. He played an important role in the formation of the SA Practising Architects Association, which became the Association of Consulting Architects SA, a body of which he became President. He was a founding member and Chair of the Australian Council of Built Environment Design Professions. Neighbour received an Order of Australia in 1992 for his services to architecture and the RAIA President's Medal (SA Chapter) in 1994. He

⁶⁰ University of South Australia 2025b; Cheesman, Doley, Neighbour and Raffin 1973

lectured architectural students at the University of Adelaide and University of South Australia, and he wrote articles on architecture.⁶¹

The work of the 'practice of Keith Neighbour' included homes for the aged, hotels, motels, cinemas, drive-ins, service stations, hospitals, schools, and multi-storey office buildings, houses, churches and factories. Many of his designs showed a sophisticated use and understanding of concrete as a material. Works by Neighbour's practice where he was noted as having a key role include:

- 1959 Highways Department building, Walkerville, concrete (Figure 79); RAIA Commendation 1969
- 1965 Ligertwood Building, University of Adelaide, concrete
- 1970 South Australian Institute of Teachers building, Unley, concrete, RAIA (SA Chapter) Citation (Figure 80); RAIA Citation 1971
- 1974 Regency Park College, Regency Park, concrete (Figure 81); RAIA Award of Merit 1981; Enduring Architectural Award 2011
- 1977 Noarlunga Regional Centre and Civic Centre, concrete, RAIA (SA Chapter) Award of Merit 1977.

Neighbour was an active supporter of the architectural profession like few others up until his passing in 2011. He provided professional counsel to the industry and supported young practitioners with their professional development towards industry registration.

Neighbour has been recognised by the South Australian Chapter of the Institute of Architects through the naming of the peak Commercial Architecture Award: the Keith Neighbour Award for Commercial Architecture. The Association of Consulting Architects (SA) has also named its support programme for professional registration, the Keith Neighbour Graduate Study Program.



Figure 79 – Highways Department building, Walkerville, 2023 [Source: RIBA 2025, photograph by Alejandro Sala]

⁶¹ University of South Australia 2025b



Figure 80 – South Australian Institute of Teachers building, Unley, 1970 [Source: Cheesman, Doley, Neighbour and Raffin 1973]



Figure 81 – Regency Park College, Regency Park, 2023 [Source: RIBA 2025, photograph by Alejandro Sala]

7.0 Assessment of Significance

A place is eligible for entry in the South Australian Heritage Register as a State Heritage Place if it meets one or more of the criteria set out in Section 16(1) of the *Heritage Places Act 1993* (SA). The subject site is assessed below under the criteria with reference to the Department's guidelines for assessing State Heritage listings.⁶²

(a) It demonstrates important aspects of the evolution or pattern of the State's history.

Definition: A place is of importance to the evolution or pattern of South Australia's history if that place is the product of, or is an example of, or was influenced by, or has influenced, or is associated with, or has a symbolic association with, or is the site of an event, phase, period, function, movement, custom or way of life (including values, aspirations, tastes and fashions) which has made a strong, noticeable or influential contribution to the evolution or pattern of the settlement and development of South Australia.

Guidelines for Inclusion: The place should be closely associated with events, developments or cultural phases, which have played a significant part in South Australian history. The following questions assist in understanding whether a place meets the State level threshold under this criterion.

Question A1: Which historic theme(s) in South Australia's history is demonstrated by this place?

Threshold Test A1: Does that historic theme have state significance, having made a strong or influential contribution to the evolution or pattern of the State's history (informed by thematic analysis)?

Question A2: Does the place demonstrate a clear and strong association with the theme (either tangible or intangible)? To what extent is it associated with the test for which it is claimed?

Threshold Test A2: Is this significance at the State level? How well does the place represent the historic theme when compared to other places with substantially the same association?

Guidelines for exclusion: The place is unlikely to satisfy this criterion at the state level if any of the following conditions apply.

| | |
|--|--|
| XA1: Poor, indirect or unproven association | The association of the place to the historically important event, phase etc is either incidental (minor, secondary) or cannot be substantiated. For instance, every rural property is not important in demonstrating the spread of European settlement or pastoral land use across South Australia. Fulfilment of this criterion needs to demonstrate a direct and strong association with the theme and be backed up by strong documentary or other evidence. |
| XA2: Low, localised or narrow historical importance | The place has an association with, or demonstrates evidence of, an historical event, phase etc that is of either low, localised or narrow importance only, i.e. the event, phase etc has not made a strong or influential contribution to the State of South Australia. For example, development that is important to a local community only, rather than being representative of broader State-wide theme of importance or is important to a small number of people only. |

⁶² Department for Environment and Water 2024:6-20

| | |
|---------------------------|---|
| XA3: Poor evidence | No reliable or verifiable physical, documentary or oral history evidence remains to demonstrate the association of the place with an historical event, phase etc. |
|---------------------------|---|

Relevant Historic Theme(s)

Theme 3: Governing South Australia

Sub-theme 3.2: Granting political rights (including Aboriginal rights and Women's suffrage)

Theme 6: Developing Social and Cultural Life

Sub-theme 6.2 Making education available to all South Australians

Theme 5: Developing South Australia's economies

Sub-theme 5.9: Supporting workers and workplaces

Assessment

Any connection of Raggatt House to the above historic themes is generally through its association with:

- post-war education in South Australia, and
- social and workplace reform in the 1960s and 1970s.

Each will be considered separately below.

Post-War Education in SA

The decades following WWII saw significant cultural and economic change in South Australia. Population growth arising from the post war spike in birth rates and immigration placed increased demand on all social programmes, including education. Both the State and Commonwealth Governments recognised education as an important contributor to post-war economic growth and prosperity, and invested heavily in its development.

Between 1947 and 1958 the numbers of South Australian school children rose rapidly. State and Commonwealth programmes to address this demand included:

- Increasing teacher's salaries and allowances to incentivise employment in the sector
- The expansion of teachers' colleges to train educators, including:
 - 1957: Wattle Park Teachers' College
 - 1962 Western Teachers' College
 - 1966: Bedford Park Teachers' College
 - 1968: Salisbury Teachers' College
- Significant investment in new or expanded schools and technical colleges, including:

Primary Schools

- 1952: South Road Primary School
- 1952: St Bernadette's Primary School
- 1952: Forbes Primary School
- 1956: Elizabeth South Primary School

- 1958: St. John's Grammar School (also High School)
- 1960: Ascot Primary School
- 1960: Grove Primary School
- 1960-61: Westminster School
- 1961: Elizabeth East Primary School
- 1961: Fulham Gardens Primary School
- 1963: Elizabeth Park Primary School
- 1963: Elizabeth Vale Primary School

High Schools

- 1947-51: Adelaide Boys High School
- 1952: Brighton Secondary School
- 1955: Marion High School
- 1958: Mitchell Park Technical High School
- 1958: Vermont Technical High School
- 1960: Elizabeth Technical High School
- 1961: Elizabeth High School
- 1961: Grant High School
- 1961: Blackwood High School
- 1962-64: Adelaide Technical High School
- 1963: Heathfield High School
- 1965: Modbury High School.

This dramatic period of growth included new Technical High Schools and reform to the public examination system, targeted at addressing skilled labour shortages.

Tertiary education saw similar growth and investment. The University of Adelaide established their 'Department of Education' within the Faculty of Arts and expanded their facilities, including:

- 1957-60: Badger Laboratories, University of Adelaide
- 1958-1965: Napier Building, University of Adelaide
- 1961-62: Bragg Laboratories, University of Adelaide
- 1962-63: Physical and Inorganic Chemistry Laboratories, University of Adelaide
- 1968-70: Central Library, University of South Australia, Mawson Lakes
- 1967-75: Union House, University of Adelaide.

This investment and expansion of tertiary education also saw the establishment of the State's second University, Flinders University, in 1966.

This unprecedented period of growth, investment, and professionalisation of the State's education culminated in the redevelopment of the South Australian Department of Education's headquarters at 31 Flinders Street, Adelaide. The bold new 19 storey state-of-the-art office tower was designed in a brutalist style that reflects a time of great social change and attitudes towards the quality of civic and importance of civic space. The podium level would accommodate the office of South Australian Premier Don Dunstan.

Question A2: Does the place demonstrate a clear and strong association with the theme (either tangible or intangible)? To what extent is it associated with the test for which it is claimed?

Threshold Test A2: Is this significance at the State level? How well does the place represent the historic theme when compared to other places with substantially the same association?

XA1: Poor, indirect or unproven association

The association of the place to the historically important event, phase etc is either incidental (minor, secondary) or cannot be substantiated. For instance, every rural property is not important in demonstrating the spread of European settlement or pastoral land use across South Australia. Fulfilment of this criterion needs to demonstrate a direct and strong association with the theme and be backed up by strong documentary or other evidence.

The 'newly' constructed (1970) headquarters for the South Australian Institute of Teachers has only a secondary association with Post-War Education in South Australia. The site accommodated the headquarters and administrative operations of the Union that supported workers in the sector, with its expansion into new facilities being a by-product of the expanding education sector.

There are currently dozens of other places (including those listed above) with a clear and strong association with this theme, in particular the Department of Education's headquarters, built in 1971, at 31 Flinders Street Adelaide (not heritage listed). This bold and prominent building embodies the social change, rapid expansion and importance of Education during this important post-war era.

The expansion of teacher's colleges in the 1950s and 1960s demonstrate a clear and strong association with the expanding and professionalisation of teaching during this era.

The establishment of Flinders University in 1966 demonstrates clear and strong associations with the importance and expansion the tertiary education during this era.

For these reasons, the 1970s headquarters of the South Australian Institute of Teachers fails threshold test A2, and is not considered to be representative of this historic theme at a State Level.

Social and Workplace Reform: 1960s and 1970s

The 1960s and 1970s was an era of significant social reform in South Australia, particularly regarding issues of women's, LGBT+ and Aboriginal rights. These reforms extended to the workplace, where the unions assisted in negotiating better wages, working conditions and job security.

Purpose-built union buildings are not generally common. Unions exist to serve their members who occupy workplaces across the state. While historically union sites, such as the since demolished Trades Hall (Grote Street) formed a location for union members to gather, organise, and socialise, this trend fell out of favour post war. Any centralised accommodation was generally of an administrative nature only, and representative of only a very small percentage of membership.

The rapid growth in the post-war workforce saw several unions requiring larger accommodation, this included:

- Raggatt House (for SAIT)
- Union Group of Buildings, University of Adelaide
- 11-16 South Terrace, Adelaide, purpose-built Uniting Trades and Labour Council building, consisting of both office and large hall (built 1964).

These sites, however, are not specifically associated with protest and reform. Labour strikes occurred within the workplace, while sites of mass gatherings included the forecourt to Parliament House on North Terrace and Victoria Square.

Question A2: Does the place demonstrate a clear and strong association with the theme (either tangible or intangible)? To what extent is it associated with the test for which it is claimed?

Threshold Test A2: Is this significance at the State level? How well does the place represent the historic theme when compared to other places with substantially the same association?

| | |
|--|--|
| XA1: Poor, indirect or unproven association | The association of the place to the historically important event, phase etc is either incidental (minor, secondary) or cannot be substantiated. For instance, every rural property is not important in demonstrating the spread of European settlement or pastoral land use across South Australia. Fulfilment of this criterion needs to demonstrate a direct and strong association with the theme and be backed up by strong documentary or other evidence. |
|--|--|

While workplace reform of the era was of importance, it is less significant than the broad social reforms of women's, LGBT+ and Aboriginal rights.

'Modern' union headquarters, that accommodated the administrative operations of the organisation, have only a minor or secondary association with these reforms. Unlike historic union halls, they were not locations where members gathered.

The 11-16 South Terrace, Adelaide, purpose-built Uniting Trades and Labour Council of South Australia (UTLCSA) building is likely the largest and most prominent of these 'modern' facilities. It includes a large 4-storey office building (with undercroft carpark) and large hall to the rear of the site. This site has lineage back to the earliest origins of Unionism in South Australia, having replaced the original historic Trades Hall, located in Grote Street. The UTLCSA remaining the peak body for trade unions in South Australia.

While the UTLCSA building likely has stronger associations with workplace reform of during the 1960s and 1970s, it, like Raggatt House, has only minor and secondary associations with this historic theme of importance. Sites that have stronger associations with this theme include the forecourt to Parliament House on North Terrace, and Victoria Square, albeit such associations are of an more intangible nature.

For these reasons, the 1970s headquarters of the South Australian Institute of Teachers fails threshold test A2, and is not considered to be representative of this historic theme at a State Level.

The place is not considered to fulfil criterion (a).

| |
|--|
| <p>(b) It has rare, uncommon or endangered qualities that are of cultural significance.</p> |
|--|

Definition: The place must demonstrate qualities of cultural significant to South Australia that are rare, uncommon or endangered. Cultural significance may include building class, historic themes, construction techniques, ways of life, social customs, scientific achievement, industrial processes, topographical or natural features, or land use, etc that may no longer be practiced, are in danger of being lost or rarely found in South Australia. This may encompass places that were always rare or places that have become scarce through subsequent loss or destruction.

Guidelines for Inclusion: The place must have both cultural significance to South Australia and also possess uncommon, rare or endangered qualities. Places that are few in number and considered at risk of being lost for reasons such as changing land use, industrial processes and lifestyles, and economic pressures may be considered endangered. Places that might become rare or uncommon but are not yet uncommon or rare do not satisfy criterion (b). Determining if a place is uncommon, rare or endangered requires contextual analysis to understand how common the place once was and how many examples still survive. A place may be uncommon, rare or endangered but not culturally significant to South Australia, in this instance the place is considered to not satisfy criterion (b).

The following questions should be answered and all thresholds met (State level) to potentially satisfy this criterion:

Question B1: What culturally significant qualities does the place have?

Threshold Test B1a: Are the qualities of cultural significance to South Australia? [informed by thematic analysis]

Threshold Test B1b: How well do these attributes compare to other places with substantially the same association? [Informed by comparative analysis]

Guidelines for exclusion: The place is unlikely to satisfy this criterion at the state level if any of the following conditions apply.

| | |
|--|---|
| XB1: Low, localised or narrow importance of attribute linked to the place | The attributes displayed are rare, or it the only one of its type, but such attribute(s) of claimed rarity are localised or of narrow importance only. For example, the only three-storey brick house or the only wooden bus shelter in the Adelaide Hills. |
| XB2: Dependence on too many qualifiers | The claimed rarity is dependent upon numerous qualifiers. For example, the place is <i>the only</i> stone house ... <i>with</i> a slate roof... <i>in the</i> Federation style... <i>designed by</i> the architect... |
| XB3: Place is endangered only because of an imminent demolition threat | For the purpose of this criterion, endangered should generally relate to a class of place that has become rare over time or always was rare and there is a risk that no such place or only very few will remain. |

| | |
|----------------------------|--|
| XB4: Poor evidence | No reliable or verifiable physical, documentary or oral history evidence remains to demonstrate the association of the place with claimed attributes of cultural significance. |
| XB5: Lack of rarity | The place, object or claimed attributes are neither rare, uncommon or endangered in South Australia. |

Relevant Historic Theme

Theme 5: Developing South Australia's economies

Sub-theme 5.9: Supporting workers and workplaces

Assessment

While unions are organisations of importance to their members, the extent to which their buildings are of similar importance is dependent on their use and purpose.

Unions exist to serve their members, who occupy a wide range of sites across the State. In the case of the AEU these sites include schools, kindergartens, TAFE colleges and Universities. The Unions' role is to advocate for their members interests, and where necessary gather, unite, and promote their cause to affect change. These places of gathering traditionally took place in halls, which have come to symbolise the unified voice the Union can offer its membership. In South Australia these included the Trades Union Hall, Adelaide (since demolished), the Waterside Worker's Federation Hall, Port Adelaide (SHP 14269), the Waterside Worker's Federation Building, Pt Pirie (SHP 11540) and the Liquor Trades Union Hall, Adelaide (Local Heritage Place 162). These sites are places where union membership would gather and affect change.

Other places of cultural significance for unions are places of protest, which include Victoria Square and the forecourt of Parliament House.

These sites, where union membership gathered and united to promote their cause could reasonably be said to hold some level of cultural significance associated with the historic sub-theme of *Supporting workers and workplaces* (5.9).

The same could not be reasonably said for union office accommodation, which were often securitised and criticised by membership if considered 'lavish' and not a good use of members funds. This criticism was apparently labelled at the AEU's Greenhill Road facility, resulting (from accounts) in the removal of the former domestic swimming pool associated with Meaghey House.

Question B1: What culturally significant qualities does the place have?

Threshold Test B1a: Are the qualities of cultural significance to South Australia? [informed by thematic analysis]

Threshold Test B1b: How well do these attributes compare to other places with substantially the same association? [Informed by comparative analysis]

Union offices are not places of cultural significance to the union membership, nor the state of South Australia more broadly. This assessment is consistent with the Provisional listing, that does not include citation under criterion (d) as an outstanding representation of a place of cultural significance.

While Raggatt House did accommodate a large auditorium, its use never realised importance of the aforementioned halls or gathering spaces, and within 10 years it had been significantly modified into a series of smaller meeting and conference room spaces.

For these reasons, the 1970s headquarters of the South Australian Institute of Teachers fails threshold test B1a, and is not considered to be representative of this historic theme at a State Level.

In the event that the SAHC form an opinion to the contrary, and consider union offices to be places of cultural significance, then other places that significantly better demonstrate these associations include:

- 11-16 South Terrace, Adelaide, purpose-built Uniting Trades and Labour Council building, as this union has broader associations, predates Raggatt House and includes a large auditorium that would have had broader use and cultural associations.
- 64 Pennington Terrace, North Adelaide (SHP No 13544), as this site accommodated the first purpose-built accommodation for the SAPTU
- Union Group of Buildings, University of Adelaide (SHP No 14010), as this complex demonstrates the broader range of services provided to its members and includes a place of gathering (Barr Smith Lawns and cloisters).

This lack of cultural significance is the reason why such facilities are comparatively rare. Unions, and their membership, did not consider their headquarters to be of any specific importance, and often simply rented accommodation to ensure members funds were channelled into member services.

For these reasons, the 1970s headquarters of the South Australian Institute of Teachers also fails threshold test B1b, and is not considered to be representative of this historic theme at a State Level.

The place is not considered to fulfil criterion (b).

(c) It may yield information that will contribute to an understanding of the State's history, including its natural history.

Definition: A place may satisfy criterion (c) if it has the potential to yield information, typically in the form of physical evidence that will contribute to an understanding of South Australia's history. There must be strong existing evidence, in any form, to substantiate that the place is likely to yield information about South Australia's history that is not readily available from other sources and that sufficient integrity remains to yield the information.

Guidelines for Inclusion: The place should provide, or demonstrate a high likelihood of providing, tangible evidence that will contribute significantly to our knowledge of the past. The place may be a built structure, an archaeological deposit or a geological, palaeontological, speleological or historic site. The following questions should be answered and all thresholds met (State level) to potentially satisfy this criterion:

Question C1: Why is the place considered likely to yield information that contributes to an understanding of the State's cultural/natural history?

Threshold Test C1: How is the information that is likely to be yielded not already well documented or readily available from other sources?

Question C2: From what we know about the place, is the physical evidence likely to retain a level of integrity and intactness that could yield information through detailed investigation?

Threshold Test C2: Will the information that might be obtained through this investigation be likely to meaningfully contribute to an understanding of South Australia's cultural or natural history?

Guidelines for exclusion: The place is unlikely to satisfy this criterion at the state level if any of the following conditions apply.

| | |
|---|--|
| XC1: Poor evidence | No reliable or verifiable physical, documentary or oral history evidence exists to provide a reasonable indication that physical evidence of investigative potential may be present or insufficient information exists to locate the likely physical evidence with sufficient. |
| XC2: Dubious importance of information to be yielded | The information likely to be yielded is of low or questionable historical importance, i.e. the information is unlikely to make a meaningful additional contribution to an understanding or appreciation of important aspects of South Australia's cultural history. |
| XC3: High degree of disturbance | The physical evidence has been, or is likely to have been, so disturb by subsequent activity that any research potential is compromised. |

Assessment

The provisional assessment by the Department for Environment and Water concluded this criterion was not satisfied. We concur with this finding. The site history is well documented and generally unremarkable. There is no evidence that the site will contribute to an understanding of South Australia's history.

The place is not considered to fulfil criterion (c).

(d) It is an outstanding representative of a particular class of places of cultural significance.

Definition: To satisfy criterion (d), a place must belong to a class of place, be an outstanding representative of the class and the class of place must also be of cultural significance to South Australia. To be an outstanding representative of a class of place the place needs to be an exceptional example of the class and/or an influential example of the class and/or a pivotal example of the class. The place must also retain sufficient intactness to represent the class with a high level of integrity. Refer to Reference Tool D1 and Glossary for further guidance.

Guidelines for Inclusion: The class of place should be of cultural significance in a state-wide context. The place should be outstanding when compared with other places in the class. The following questions should be answered and all thresholds met (State level) to potentially satisfy this criterion:

Question D1: What is the class of place? [class defined in definitions]

Threshold Test D1: Is the class of place culturally significant to South Australia? [critical analysis against cultural significance as defined in definitions and informed by thematic analysis]

Question D2: What are the principal characteristics associated with the class of place?

Threshold Test D2: Is the place an outstanding representative of the principal characteristics of the class in the South Australian context when compared to other places of the same class? [use reference tool D1 and a comparative analysis that considers integrity and intactness]

Reference Tool D1 – What is an ‘outstanding representative’ of a class?

The term outstanding representative is used to encompass any of the following:

- An exceptional example – the place displays a large number or range of characteristics that is typical of the class. The place displays characteristics that are of a higher quality, intactness or historical relevance than are typical of places in the class, and displays the principal characteristics of the class in a way that allows the class to be understood/appreciated.
- An influential example – the place contains physical characteristics of design, technology or materials that were copied in subsequent places/objects of the class (direct physical influence), or other places/objects were created, altered or used in response to the characteristics of this place.
- A pivotal example – the place encapsulates a key evolutionary stage in the development of the class.

Guidelines for exclusion: The place is unlikely to satisfy this criterion at the state level if any of the following conditions apply.

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|--|--|
| XD1: Not an outstanding example | The place does not exhibit the principal characteristics that define the class to an outstanding level when compared to other places of the class, either by being a lesser example, or having never possessed them, or having lost them through subsequent development, activity or disturbance. For example, not every church, hotel or school building warrants inclusion in the Heritage Register. |
| XD2: Poor evidence | There is a lack of reliable or verifiable physical, documentary or other evidence to indicate the place clearly belongs to a specific class of place and is a significant representative of that class. |

| | |
|---|--|
| XD3: Class has low or questionable cultural significance | The class itself is not associated with an event, phase etc of cultural significance in the South Australian context or the association is incidental or cannot be substantiated. For example, not every outstanding or intact example of a bluestone villa warrants inclusion in the Heritage Register. |
|---|--|

Assessment

The provisional assessment by the Department for Environment and Water concluded this criterion was not satisfied. We concur with this finding. Union offices are not places of cultural significance to the union membership, nor the state of South Australia more broadly.

The place is not considered to fulfil criterion (d).

(e) It demonstrates a high degree of creative, aesthetic or technical accomplishment or is an outstanding representative of particular construction techniques or design characteristics.

Definition: To satisfy criterion (e), the place must demonstrate a high degree of accomplishment that is creative and/or aesthetic and/or technical or is an outstanding representative of particular design characteristics or construction techniques. A place may demonstrate only one or a number of these distinguishers to satisfy the criterion. Refer to Reference Tools and Glossary for further guidance.

Guidelines for Inclusion: The place should show qualities of innovation or departure, beauty or formal design, or represent a new achievement of its time [Reference Tool E1]. Breakthroughs in technology or new developments in design would qualify, if the place clearly demonstrates them. A high standard of design skill and originality is expected. The following questions should be answered and all thresholds met (State level) to potentially satisfy this criterion:

Question E1: What are the relevant attributes or combination of attributes represented by the place? [Creative, Aesthetic or Technical Accomplishment; Construction or Design Characteristics]

Threshold Test E1: How is the information that is likely to be yielded not already well documented or readily available from other sources?

Question E2: What are the principal characteristics of the relevant attribute(s)?

Threshold Test E2: Undertake a critical analysis of the place against the principal characteristics. How does the physical fabric of the place demonstrate these attributes and characteristics to an outstanding [Reference Tool E3] or high degree [Reference Tool E4] when compared with other places with similar attributes [comparative analysis including consideration of intactness and integrity]

Reference Tool E1 – Design characteristics, Creative or Technical accomplishment: When assessing whether a place demonstrates outstanding design characteristics or construction techniques or a high degree of creative, aesthetic or technical achievement, the following may be considered:

- **Critical recognition** of the aesthetic, technical or creative characteristics of the place within a relevant art, design or technological discipline as an outstanding example within South Australia; or
- Wide **public acknowledgement of exceptional merit** in South Australia in medium such as songs, poetry, literature, painting, sculpture, publications, print media etc; or
- Recognition of the place as a **breakthrough** in terms of design, fabrication, construction techniques or aesthetic sensibilities; or
- Recognition of the place as a successful solution to a technical or aesthetic issue that **extended the limits** of existing thinking and technology; or
- Recognition of the place as an outstanding example of the **creative adaptation** of available materials and technology of the period.

Reference Tool E2 – Aesthetic accomplishment: The word ‘aesthetic’ should not be considered to have the same meaning as ‘beauty’. Aesthetic characteristics are the visual qualities of a place that invite judgement against the ideals of beauty, picturesqueness, evocativeness, expressiveness, sublimeness and other descriptors of aesthetic judgement. The visual qualities of a place lie in the form, scale, setting, unity, contrast, colour, texture and material of the fabric of a place.

Reference Tool E3 – What is outstanding representation? The term outstanding representative is used to encompass any of the following:

- **An exceptional example:** the place displays a large number or range of characteristics that is typical of the class. The place displays characteristics that are of a higher quality, intactness or historical relevance than are typical of class of places, and displays the principal characteristics of the class in a way that allows the class to be understood and appreciated.
- **An influential example:** the place contains physical characteristics of design, technology or materials that were copied in subsequent places or objects of the class (direct physical influence), or other places or objects were created, altered or used in response to the characteristics of this place.
- **A pivotal example:** the place encapsulates a key evolutionary stage in the development of the class.

Reference Tool E4 – What is high degree? When considering if a place has a high degree of creative, aesthetic or technical accomplishment, high degree is understood to mean the attribute:

- is advanced in the development or complexity and/or
- exceeds what is typical for South Australia and/or
- demonstrates excellence or
- at the time of its creation, the attribute being claimed for the place was at its fullest development and advanced to the utmost extent in South Australia.

Guidelines for exclusion: The place is unlikely to satisfy this criterion at the state level if any of the following conditions apply.

XE1: Lacks distinctiveness

The attributes of the place are not demonstrated to an outstanding or high degree in the context of other places with similar attributes. Being “pretty” or “attractive” or popular is in itself insufficient for the purposes of satisfying this criterion.

| | |
|--|---|
| XE2: Degraded qualities | The attributes of the place have been degraded through changes to the fabric of the place, changes to the setting of the place; or the degraded condition of significant elements of the place (in some instances) when compared to other places that share similar attributes. |
| XE3: High degree of achievement unproven or unsubstantiated | The available documentary or technical evidence indicates the creative or technical achievements of the place are unlikely to be of a high degree or 'beyond the ordinary'. |

Relevant Historic Theme

Theme 4: Building Settlements, Towns and Cities

Sub-theme 4.7: Marking significant phases in development of SA's settlements, towns and cities (including key town planning initiatives and architectural styles

Assessment

While it is agreed that Raggatt House is an example of the Brutalist architectural style, its design does not demonstrate a high degree of accomplishment to be considered an outstanding representation.

Brutalism was a post-war evolution of the International style and exhibits bold, robust, and even fortified new architectural expressions. Reinforced concrete features prominently in the style, that afforded architects and engineers the opportunities to explore expressive new architectural forms. The comparative analysis undertaken in Section 6.3 showcases some outstanding examples of the style in South Australia, including:

- **Australian Mineral Foundation (1972)**: Designed by Antanas Lapsby on his return from Japan, the AMF building is an expressive form that explores new shapes afforded through the use of reinforced concrete. Its Bauhaus influences are clearly evident in the overall architectural expression and demonstrate the Brutalism's evolution from the International Style. The overall composition is both subtle, balances and robust. (not heritage listed)
- **Forensic Science Centre (1978)**: The FSC combines and contrasts the fine expressive use of reinforced concrete, with its hefty and robust qualities. Its design creates an overall 'fortified' aesthetic that is not only befitting its use, but also (ironically) reminiscent of Orwellian dystopian visions of government social control. It is a masterclass in the use of reinforced concrete and typifies the Brutalist style. (not heritage listed)
- **The Motor Registration Centre (1977)**: Designed by Adrian Evans, the MRC displays many of the design characteristics of one of the fathers of Brutalism, Alvar Aalto, under who Adrian had previous worked. The overall form is measured and unpretentious, balanced and refined. In true Brutalist style, the interior of the building is expressed in its external form. (not heritage listed)

In comparison, Raggatt House falls well short of these high design standards. While its overall architectural response is considered, its use of reinforced concrete and overall building expression does not exhibit the same finesse, balance and contrast to the examples noted above. Sun hoods are rudimentary in their design, while the 'off form' concrete lacks the textural qualities of the 'bush hammered' panels of the **Education Department Building**. Its design and construction does not explore the capabilities of reinforced concrete, or display international influences of leaders in the style in the same manner as the **Australian Mineral Foundation**, the **Forensic Sciences Centre** or the **Motor Registration Centre**.

For these reasons, Raggatt House fails Threshold test E2 as provided in the Assessment Guidelines, namely:

Threshold Test E2: Undertake a critical analysis of the place against the principal characteristics. How does the physical fabric of the place demonstrate these attributes and characteristics to an outstanding or high degree when compared with other places with similar attributes

Raggatt House does not display the principle characteristics of Brutalism to an outstanding or high degree when compared with other places of similar attributes, and accordingly fails Threshold Test E2.

Reference Tool D1 – What is an 'outstanding representative' of a class?

The term outstanding representative is used to encompass any of the following:

- An exceptional example – the place displays a large number or range of characteristics that is typical of the class. The place displays characteristics that are of a higher quality, intactness or historical relevance than are typical of places in the class, and displays the principal characteristics of the class in a way that allows the class to be understood/appreciated.
- An influential example – the place contains physical characteristics of design, technology or materials that were copied in subsequent places/objects of the class (direct physical influence), or other places/objects were created, altered or used in response to the characteristics of this place.
- A pivotal example – the place encapsulates a key evolutionary stage in the development of the class.

Comparative analysis of Brutalist buildings in South Australia has demonstrated that Raggatt House is not an exceptional, influential or pivotal example of the style.

Reference Tool E4 – What is high degree? When considering if a place has a high degree of creative, aesthetic or technical accomplishment, high degree is understood to mean the attribute:

- is advanced in the development or complexity and/or
- exceeds what is typical for South Australia and/or
- demonstrates excellence or
- at the time of its creation, the attribute being claimed for the place was at its fullest development and advanced to the utmost extent in South Australia.

The design and construction of Raggatt House did not advance the development of the style, or exceed that typical in South Australia at the time. This is clearly evident in from the analysis undertaken in Section 6.3 and as summarised above. For these reasons the place also fails Threshold Test E4.

For these reasons the place is not considered to fulfil criterion (e).

(f) It has strong cultural or spiritual associations for the community or a group within it.

Definition: To satisfy criterion (f), there needs to be clear evidence of a cultural or spiritual association between the community or a group within it and the place. The reasons for the attachment may be spiritual, religious, cultural, political or derived from common experience. The attachment must be enduring and strong.

Guidelines for Inclusion: Places that meet this criterion embody meanings and values that are important to a community or cultural group. 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. The association between the community or group and the place must be enduring, with evidence to demonstrate that there is at least one generation (about 25 years) of association, acknowledging that levels of attachment may fluctuate over time. The following questions should be answered and all thresholds met (State level) to potentially satisfy this criterion:

Question F1: Is there a community or cultural group for which there is evidence of a strong cultural or spiritual association with the place? [Refer to Reference Tool F1 – Community or Cultural Group]

Threshold Test F1a: Is the group's cultural or spiritual associations with the place sufficiently strong [including length of time – refer to Reference Tool F2 – Cultural or Spiritual associations]

Threshold Test F1b: Would the associations of the community or cultural group be considered to resonate with the broader South Australian Community [refer to Reference Tool F3 – Resonance with the Broader South Australian Community]

Question F2: Does the place represent a particularly strong example of the cultural and/or spiritual association between the place and the community or cultural group by reason of its relationship to important historical events in South Australia and/or its ability to interpret experiences to the broader South Australian community? If it does what is the important historical event/s and/or experiences?

Threshold Test F2: Are the cultural or spiritual associations part of an event or story that contributes to 'South Australia's identity'? [Comparative analysis, refer to SA Historic Themes and Reference Tool F4]

Reference Tool F1 – Community or Cultural Group: A community or cultural group is a group of people who share a common interest, including an experience, purpose, belief system, culture, ethnicity or values. The members are connected through a common interest or cause, and may:

- live or meet in the same locality or
- were once located together and are now geographically dispersed or
- may have never met in person (for example are a virtual group and interact online).

Reference Tool F2 – Community or Spiritual Associations: Strong Cultural or Spiritual Associations are generally characterised by intense feelings or memories about a place, including feelings of attachment or connection over a considerable period. These associations are important to a community or cultural group’s sense of identity, as well as practices, expressions and representations. The reasons for the attachment may be spiritual, religious, cultural, political, or derived from common experience, and may link to ceremonial, ritual, commemorative, spiritual or celebratory use of the place.

The attachment of the relevant community with the place may be evident in its physical fabric and/or revealed through background research, direct community engagement, observational techniques or media analysis that demonstrate customary usage, access, symbolism or other community function.

The intensity of attachment to place – from ordinary to profound – can fluctuate over time. The nature of the attachment may vary within the community or cultural group but must be strong or special. The place may be a source of positive association for some people and negative association for others.

The period of time over which the community or cultural group’s connection has endured may also contribute to an understanding of the depth of the association. In general, the associations should be of long standing (a generation, or 25 to 30 years).

Reference Tool F3 – Resonance with the broader South Australian Community

The ‘broader South Australian community’ is the population of South Australia (i.e. the people) who live across the state and/or those who share a common geographical connection to South Australia. To meet criterion (f) at a state level, the cultural or spiritual associations of the place must resonate beyond a particular local, regional or cultural community and into the ‘broader South Australian community’.

Reference Tool F4 – South Australian Identity: South Australia’s identity includes the events and/or themes that underpin the stories that South Australia tells about itself. To meet criterion (f) at a state level, the place must be associated with, represent or be identified with an established or emerging story or theme that contributes to or forms part of South Australia’s identity.

Guidelines for exclusion: The place is unlikely to satisfy this criterion at the state level if any of the following conditions apply.

| | |
|--|--|
| XF1: Lack of a community or cultural group | As required under Question F1 and described in Reference Tool F1. |
| XF2: Lack of a strong or special attachment | As required under Question F2 and described in Reference Tool F2. |
| XF3: Not resonant across the broader South Australian community | The cultural or spiritual associations do not exert an influence across the South Australian community as required under Threshold Test F1. |
| XF4: Not part of South Australia’s identity | The associations do not represent or link to an established or emerging story or theme that contributes to or forms part of South Australia’s identity, as required under Threshold Test F2. |

| | |
|---|---|
| XF5: The cultural or spiritual associations are in the past rather than in the present | The association with the cultural group or community no longer exists. (In this case it may be relevant to consider the cultural heritage significance of the place under criterion (a)). |
| XF6: No demonstrable connection between the cultural or spiritual associations and the place | The place does not demonstrate strong cultural or spiritual associations because there is no evidence of close links between the proposed group and the place. |

Assessment

The provisional assessment by the Department for Environment and Water concluded this criterion was not satisfied. We concur with this finding. While historically some Union Buildings, such as the original Trade Hall in Grote Street (since demolished) were places of regular member gatherings and socialising, this is generally no longer the case. The union headquarters of the AEU served to accommodate its administrative operations only. The main auditorium was provided for annual council meetings, but was converted to smaller meeting space with a decade of opening due to lack of use.

Any places that may hold strong cultural associations with AEU members are likely to be either member's workplaces (schools, tertiary institutions), or potentially places of protest (Victoria Square, Parliament House).

The place is not considered to fulfil criterion (f).

(g) It has a special association with the life or work of a person or organisation or an event of historical importance.

Definition: To satisfy criterion (g), the place must have an association that is considered to be special with the life or work of a person, organisation or event. The person, organisation or event must be notable or important to the history of South Australia and the place must be associated with why the person, event, or organisation is notable or important.

Guidelines for Inclusion: There needs to be evidence of a special association between the place and the person, organisation or event that has played an important role in South Australia's history. The association may be demonstrated through the fabric of the place or other evidence, such as archaeological fabric, documentary sources and/or oral history. Most people are associated with many places in their lifetime, and it must be demonstrated why the place being assessed has associations that are significant at the State level. The following questions should be answered and all thresholds met (State level) to potentially satisfy this criterion:

Question G1: Who or what is the person, organisation or event associated with the place?

Threshold Test G1: To what extent has the person, organisation or event made a strong, notable or influential contribution to the course of South Australia's history? [Consider whether the significance is at the state level]

Question G2: To what extent is the place considered to have special and direct associations with the life or work of the person/organisation or event? [Refer to reference tool G1]

Threshold Test G2: How well does the place represent those associations when compared to other places with similar associations [comparative analysis, including evidence in the fabric or documentary resources]

Reference Tool G1 – Special Associations: Special associations are defined as being distinct or particular to the person, organisation or event and/or distinguished and/or different from what is considered to be ordinary, including places where the fabric was influenced by a person, organisation or event; and/or where some sort of close interaction can be demonstrated and/or where there is evidence to demonstrate the association. In the case of a significant person, the places where the person carried out the work that made them notable would be more likely to be considered to have special associations than the places where they lived or were buried.

Guidelines for exclusion: The place is unlikely to satisfy this criterion at the state level if any of the following conditions apply.

| | |
|---|---|
| XG1: Poor, indirect or unproven association | The person, organisation or event's associations with the place are tenuous or cannot be substantiated or verified. For example, there is no evidence that the person achieved anything there that is relevant to their importance. |
| XG2: Inability to demonstrate association | No evidence remains to demonstrate the association of the place with the person, organisation or event; or, in the case of physical evidence, the remaining physical fabric has been so altered that it no longer demonstrates reasonable evidence of the association. |
| XG3: Inability to demonstrate State level significance | There is insufficient reliable or verifying information available to demonstrate that the person, organisation or event has made a strong, notable or influential contribution towards the course of South Australian history. Contribution may be limited to local importance. |

Relevant Historic Theme

Theme 4: Building Settlements, Towns and Cities

Sub-theme 4.7: Marking significant phases in development of SA's settlements, towns and cities (including key town planning initiatives and architectural styles

Theme 5: Developing South Australia's economies

Sub-theme 5.9: Supporting workers and workplaces

Assessment

Any connection of Raggatt House to the above historic themes is generally through its association with:

- the Australian Education Union (AEU), formerly the South Australian Institute of Teachers (SAIT), and
- the architectural work of Keith Neighbour.

Each will be considered separately below.

The Australian Education Union (AEU).

The AEU is an important organisation to its members, which presently number approximately 11,000. These numbers have been in steady decline in recent years for a range of reasons, many of which are not unique to the AEU, and include:

- contemporary needs of members are notably different to those provided a decade or more ago
- a disconnection and perceived irrelevance of unionism, in particular with younger workers.

A detailed review identified a range of shortcomings and opportunities, including:

- The need to evolve the type and nature of services it provides to members. Workplace matters and access to information were historically key roles for the Union, but much of this is now provided for by legislative reform and ready access to the internet.
- Growing concern regarding the cost-of-living crisis impacts and economic security / independence of, in particularly, female workers.
- A growing desire for greater engagement with traditional land owners and culture.

The AEU review concluded that the union needed to ‘reset’ the nature of how it served its members to ensure its long-term relevance and viability. The Greenhill Road site was seen as a key shortcoming and opportunity to achieving this outcome.

Raggatt House has increasingly been problematic accommodation for the AEU. The auditorium, even in reconfigured form, is surplus to need with Council meetings being conducted increasingly remotely. The office accommodation is substandard and also notably larger than required. Poorly lit, fragmented, limited access to natural daylight and low ceilings resulted in a claustrophobic and ‘gloomy’ work environment that negatively impacted staff moral. The substandard nature of the Greenhill Road accommodation is seen by staff and visitors is not reflective of a modern union that provides contemporary services to its members. This substandard accommodation was also contrary to the modern teaching environments that the union advocates for its members.

In summary, Raggatt House was identified as a liability to the Union, and its membership, rather than a place with a ‘special association’ with the organisation.

The AEU ‘reset’ sought to redress these issues through a redevelopment of the Greenhill Road site that would:

- Retain and reuse the Local Heritage listed Meaghey House as the Unions’ ‘front door’.
- Provide new, open plan and contemporary office space for AEU operations.
- Provide ‘build-for-rent’ residential accommodation targeting essential workers (across a range of unions) to support the economically vulnerable, and particularly women members. This build-for-rent accommodation will also provide a valuable income stream to fund revitalised ‘community orientated’ union services and programmes that have been cost prohibitive.

- Integrate meaningful cultural engagement with traditional land owners, that has included landscape and project design input from local Indigenous representatives.

The Local Heritage Place on the site, and nearby sensitive (residential) land uses, necessitated the removal of Raggett House to accommodate the proposed development.

The proposed development will have many tangible benefits to the union membership, and their 'special associations' with the AEU. It will:

- continue their associations with the site that they have occupied since 1970
- support a growth in union membership, and in turn the number of South Australians who will have a 'special association' with the AEU
- secure the long-term future of the AEU itself.

Question G2: To what extent is the place considered to have special and direct associations with the life or work of the person/organisation or event? [Refer to reference tool G1]

The AEU is an organisation of importance to its members, but their office accommodation is not. While the costs of the proposed development have been closely examined, little if any concerns have been raised by their membership about the loss of Raggatt House.

The proposed redevelopment, including the demolition of Raggatt House, will also continue the historic pattern of accommodation and facilities development that dates back to the earliest origins of the organisation. This included renting of office accommodation between 1921 to the 1950s, whereafter they moved into 64 Pennington Terrace and subsequently redeveloped the site. In 1970s the AEU relocated to new facilities on Greenhill Road, and now some 50 years later they are again seeking to redevelop their facilities in response to the contemporary needs of their members.

This new development will both retain and grow any 'special associations' the members have with the organisation.

For these reasons, the 1970s headquarters of the South Australian Institute of Teachers also fails Question G2 and is not considered to be representative of this organisation, and associated historic themes, at a State Level.

The architectural work of Keith Neighbour

Keith Neighbour (1919-2011) graduated as an architect in 1952, going on to work the Architect-in-Chief's Department in South Australia before travelling to the USA where he undertook further studies. On his return in 1954 Keith joined the practice of Lawson, Cheesman and Doley where he chaired the Administration Committee which was responsible for the day-to-day management of the organisation. Keith would become a partner in the practice, that underwent several changes in names and partners over the years.

Neighbour was a Life Fellow of the RAlA and a Fellow of the Royal Institute of British Architects. Neighbour held many roles relating to architecture and building including being a member of the Architects Registration Board of SA, Chair of the Construction Industry Advisory Council of SA and member of the Steering Committee on the Consolidation and Rationalisation of Building Legislation. He played an important role in the formation of the SA Practising Architects Association, which became the Association of Consulting Architects SA, a body of which he became President. He was a founding member and Chair of the Australian Council of Built Environment Design Professions. Neighbour received an Order of Australia in 1992 for his services to architecture and the RAlA President's Medal (SA Chapter) in 1994. He lectured architectural students at the University of Adelaide and University of South Australia, and he wrote articles on architecture.⁶³

Works by Neighbour's practice where he was noted as having a key role include:

- 1959 Highways Department building, Walkerville, concrete (Figure 79); RAlA Commendation 1969
- 1965 Ligertwood Building, University of Adelaide, concrete
- 1970 South Australian Institute of Teachers building, Unley, concrete, RAlA (SA Chapter) Citation (Figure 80); RAlA Citation 1971
- 1974 Regency Park College, Regency Park, concrete (Figure 81); RAlA Award of Merit 1981; Enduring Architectural Award 2011
- 1977 Noarlunga Regional Centre and Civic Centre, concrete, RAlA (SA Chapter) Award of Merit 1977.

Threshold Test G1: To what extent has the person, organisation or event made a strong, notable or influential contribution to the course of South Australia's history? [Consider whether the significance is at the state level]

As a professional practitioner, Keith Neighbour's architectural output was relatively low, with his professional duties often weighted towards practice management. While Keith made an outstanding contribution to the profession of architecture, this influence did not realistically make a notable or influential contribution to the course of the State's history.

For these reasons, the 1970s headquarters of the South Australian Institute of Teachers also fails Threshold Test G1, and is not considered to be representative of a person of historic importance, or this historic theme, at a State Level.

The place is not considered to fulfil criterion (g).

⁶³ University of South Australia 2025b

8.0 Summary of Findings

State Heritage listing is an honour bestowed upon places that have been identified as being of specific significance to South Australia. They are places that are ‘beyond the ordinary’ and exhibit *special, important, rare and outstanding* qualities.

The assessment of heritage value is highly subjective. The Department for Environment and Water (DEW) has published Guidelines for Interpreting State Heritage Criteria to assist this process. These Guidelines promote the identification of relevant historic themes that a place may be associated with, coupled with detailed historic research and comparative analysis. The Guidelines further assist by providing a series of questions and threshold tests for each criterion to establish whether a place may embody heritage values at a sufficient level to support is State Heritage listing.

Raggatt House, 163 Greenhill Road, Parkside, was provisionally listed by the South Australian Heritage Council (SAHC) under delegation on 25 February 2025 under Section 17(2)(b) of the *Heritage Places Act 1993* (SA), while an assessment is undertaken by Heritage South Australia, DEW against the criteria under Section 16(1) of the Act.

This assessment has found that the place does not sufficiently satisfy any of these criteria to support its confirmation as a State Heritage Place.

Raggatt House has a secondary association with the development of post-war education in South Australia only, with many other places of a far higher quality having stronger and direct associations with this historic theme.

While the AEU is an organisation of importance to its members, and has played an ongoing role in workplace reform, its heritage values are not embodied in its office accommodation, but rather in its members and their places of work. Unlike the early years of unionism where Trade Halls provided a venue for members to meet, organise and socialise, post-war union accommodation generally supported administrative functions only. Most union members have little direct association with the organisations’ headquarters.

While Raggatt House is an example of Brutalist architecture, a comparative analysis of other examples has demonstrated that it cannot be considered an outstanding example to satisfy the threshold for State Heritage listing. When compared to these other places, Raggatt House lacks the finer detail and proportion of a style that sought to explore the opportunities that working in reinforced concrete provided.

The State Heritage nomination for the place also cited the building has a ‘special association’ with the work of architect Keith Neighbour. While Neighbour was a notable and prominent supporter of the profession up until his passing in 2011, this influence did not extend to making a notable or influential contribution to the course of the State’s history.

While the AEU is an organisation of importance to its members, and it played a role in industrial reform during the 1960s and 1970s, their office accommodation does not hold any special value or associations. Rather, the AEU has a historic pattern of updating their administrative accommodation in response to changing membership numbers and contemporary needs. This has seen the Union occupy several sites across the city, many of which retain similar historic associations to the organisation as their present Greenhill Road site.

The historic pattern of responding to membership needs continues to this day. A review of the union's membership services has identified that a 'reset' is required, of a nature and magnitude similar to that which saw them relocate from their Pennington Terrace site to Greenhill Road. This review identified that the present building, Raggatt House, was a significant limitation to meeting membership needs. Rather than holding any 'special associations' with its members, Raggatt House has become a liability. The resulting proposed redevelopment would see a greater focus on 'community orientated' member services in response to changing employment arrangements and increased cost-of-living pressures. The union also prioritised greater engagement with traditional land owners and culture.

While the costs of the proposed development have been closely examined, little if any concerns have been raised by their membership about the loss of Raggatt House. Given any 'special associations' that Raggatt House may embody, they are primarily vested in its membership, and it's that membership that seek this facility to be replaced, which clearly demonstrates that any such values fall well short of satisfying the relevant criteria to support its State Heritage listing. Furthermore, the proposed upgrade continues the historic pattern of providing facilities in response to membership needs that saw the Greenhill site originally purchased and redeveloped. Any such 'special associations' the unions' facilities have with their membership will continue, and be strengthened, through the proposed site upgrade, and are not specifically embodied in Raggatt House itself.

Far from exhibiting *special, important, rare and outstanding* qualities of State Significance, Raggatt House is dark, gloomy and a liability. The facility is no longer fit-for-purpose and does not enable the union to provide contemporary services in response to its memberships current and future needs. Raggatt House is 'below the ordinary' and accordingly falls well short of satisfying and of the Section 16(1) criteria to support its confirmation as a State Heritage Place.

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