



HERITAGE

Built Heritage

Trends

- Places on the South Australian Heritage Register: **INCREASED** by nine since 2003 with the majority of suitable places now listed and limited future additions expected.
- Local heritage places designated in council development plans: **INCREASED** by 2,699 since 2003 (New indicator).

Goals

Heritage Directions identifies nine major goals for built heritage:

- establishment of a legislative and policy framework for the delivery of the state's heritage program
- establishment of a single, comprehensive register of the state's heritage
- refocusing resources to support the Heritage Program
- development of new mechanisms to fund desired heritage directions
- review of the management, use and ownership of state-owned heritage places
- enhancement of conservation and capacity of building activities
- enhancement of heritage education and training
- appreciation, celebration and promotion of heritage
- promotion of the sustainability benefits of heritage conservation



Coober Pedy Church. Photo: DEH

Built Heritage and a sustainable South Australia

Built heritage provides physical evidence of the past, reminding us where we have come from and linking us to events, people and innovations that have shaped our environment. Each generation has a responsibility to protect significant heritage places for those that follow.

Heritage listing assists governments and communities to identify and protect built heritage. The Department for Environment and Heritage (DEH) administers the entry of State Heritage Places in the South Australian Heritage Register in conjunction with the South Australian Heritage Council. Local government manages places of local heritage significance under the provisions of the *Development Act 1993*. The Australian Government is responsible for the National Heritage List of places with outstanding value to our nation and the Commonwealth. World Heritage listings are the responsibility of UNESCO, which aims to protect and conserve heritage items of global importance.

The protection of our built heritage supports the realisation of social, economic and cultural benefits to the state and local communities. Built heritage adds significantly to the experience of national and international tourists visiting South Australia generating major economic benefits.

Built heritage can provide a unique visitor experience and helps connect people with important historical associations, telling the story of South Australia's development. Tourism associated with heritage trails and sites contributes to the sustainability of many small towns and the ongoing viability of regional communities. Well conserved and interpreted heritage places add to the social infrastructure and cultural identity of local communities.

Maintaining and protecting heritage buildings involves responding to environmental pressures and communities' changing needs to ensure viable ongoing use for our built heritage. There is a need to promote the adaptive reuse of heritage buildings and to dispel the myth that heritage-listed buildings cannot be touched.

Conservation of built heritage also significantly contributes to the broader sustainability of our natural environment. The construction of a new building consumes a large amount of energy, including the extraction of raw materials, the energy used in manufacturing new materials and demolition of the old building.

Demolition materials contribute to landfill if not fully recycled. It has been estimated that approximately 30% of waste, currently disposed of to landfill, is comprised of waste building materials. In addition, demolition wastes the embodied energy, i.e. the energy that was used to make the building materials and construct the building.

To create a more sustainable future the adaptive reuse of heritage buildings should be a vital part of our environmental planning. Modern building designs also often rely more heavily on mechanical heating and cooling with obvious greenhouse implications (also see the *Urban Form & Population* chapter).

Indicators

CONDITION INDICATORS

- **Number of State Heritage Places entered in the South Australian Heritage Register**

The South Australian Heritage Register lists places of heritage value to the state and was reported on in the *2003 State of the Environment Report (SoE)*. It includes places and related objects of state significance that meet one or more of the criteria specified in Section 16 of the *Heritage Places Act 1993*.

- **Number of local heritage places designated in council development plans (New Indicator)**

Managed by local government and Planning SA, the listing of local heritage places and areas is directed by the provisions of the *Development Act 1993*. Local heritage places that have been protected under the *Development Act 1993* are listed in councils' Development Plans and are also recorded in the South Australian Heritage Register.



Left and above: The Adelaide Bridge, Adelaide. Photo: Tim Lubcke.



Colonel Light Gardens State Heritage Area. Photo: DEH

Emerging issues

Sustainability and climate change

The sustainability benefits of heritage conservation will assume increasing importance in the years ahead. The adaptive re-use of heritage buildings or parts thereof, can reduce consumption of new materials and prevent unnecessary waste going to landfill. A key challenge will be working with conservation groups and other key stakeholders to further develop the concept of embodied energy. This concept must include a better understanding of how maintaining our built heritage can contribute to environmental sustainability.

Infill development

A number of council areas may not have adequate Development Plans to address rising concerns with infill development such as underdeveloped desired character statements, which can result in ad-hoc development at odds with existing built heritage. The Better Development Plans (BDP) initiative is changing how our suburbs shape up by updating Development Plans statewide and hopefully providing answers for infill development and housing shortages and affordability.

League of Historical Cities

The City of Norwood Payneham and St Peters was advised in July 2007 that it had been admitted to the League of Historical Cities. This international recognition is evidence of how much the council and community value and manage their built and cultural heritage. Only two other Australian cities, Melbourne and Ballarat, have been admitted to the League of Historical Cities.

What is the current situation?

CONDITION INDICATOR: Number of State Heritage Places entered in the South Australian Heritage Register

The process of registration of State Heritage Places commences with the nomination of a place from the public or through its identification as the result of a heritage survey within a local government area or region. South Australia was the first jurisdiction to undertake a systematic approach to the survey of heritage places.

Heritage surveys commenced in 1981 and almost all the regions within the state have now been covered. As this process has neared completion the growth of listings on the South Australian Heritage Register has slowed as demonstrated by the nine listings since 2003. As a result state heritage efforts are now refocused on the effective management of properties already listed on the state register. It is now the listing of local heritage places that is exhibiting rapid growth.

Non government organisations play an important role in heritage conservation. These include the numerous heritage societies and groups across the state, as well as the National Trust of South Australia.

Established in 1955 'to provide for the preservation and maintenance of places and chattels of any description of national, historical, artistic or scientific interest or natural beauty...' the National Trust of South Australia currently has more than 3,000 members and manages approximately 120 properties.

Heritage Directions identified the need to address the imbalance between 19th and 20th century places entered in the Register. A history of the post Second World War period 1946-1959 was completed in 2004 and DEH has commissioned a survey of the period 1928-1945 which will be completed in this year.

The South Australian Heritage Register lists the full range of South Australian Heritage Places within one database and includes World Heritage and Australian Government listings, State Heritage Places, State Heritage Areas, local heritage places and Historic (Conservation) Zones.

An independent body established under the provisions of the Heritage Places Act 1993, the South Australian Heritage Council administers the Register. Heritage places are first provisionally entered before final confirmation or removal. To be entered in the Register a place must meet one or more of the following criteria from Section 16 of the *Heritage Places Act 1993*:

- It demonstrates important aspects of the evolution or pattern of the state's history.
- It has rare, uncommon or endangered qualities that are of cultural significance.
- It may yield information that will contribute to an understanding of the state's history, including its natural history.
- It is an outstanding representative of a particular class of places of cultural significance.
- It demonstrates a high degree of creative, aesthetic or technical accomplishment or is an outstanding representative of particular construction techniques or design characteristics.
- It has strong cultural or spiritual associations for the community or a group within it.
- It has a special association with the life or work of a person or organisation or an event of historical importance.

CONDITION INDICATOR: Number of local heritage places designated in council development plans (New Indicator)

The protection of local heritage is managed through the *Development Act 1993*. Local government is responsible for initiating the statutory process by which a Development Plan is amended to include lists of significant individual places or to create heritage areas. Of the 68 local government bodies in South Australia, 32 have authorised Local Heritage lists in their Development Plans and three have lists under interim operation (these are additions to existing lists).

A Development Plan may designate a place as a place of local heritage value if it satisfies one or more of the following criteria in section 23 (4) of the *Development Act 1993*:

- It displays historical, economic or social themes that are of importance to the local area.
- It represents customs or ways of life that are characteristic of the local area.
- It has played an important part in the lives of local residents.
- It displays aesthetic merit, design characteristics or construction techniques of significance to the local area.
- It is associated with a notable local personality or event.
- It is a notable landmark in the area.
- In the case of a tree (without limiting a preceding paragraph) - it is of special historical or social significance or importance within the local area.

Amending the *Development Plan* entails the preparation of a *Development Plan Amendment*, formerly known as a *Plan Amendment Report*, and includes statutory requirements for consulting the community.

The separation of heritage management within the state between two different pieces of legislation, with two individual responsible government agencies does cause some dysfunction. The consolidation of heritage management legislation under a single heritage specific piece of legislation would be likely to improve the coordinated management of heritage in South Australia.

What are the pressures?

There continues to be increasing community concern at the loss of local neighbourhood character. Rapidly changing streetscapes in some regions can impact significantly on community pride and local identity. It is however important to recognise that while local neighbourhood character and heritage may overlap they are not the same thing and clarification of the distinction is needed to improve heritage management.

This issue will become a greater issue as the government proceeds with policies to achieve a population target of two million by 2050. While loss of neighbourhood character and loss of heritage are different, the areas where

they overlap creates potential for conflict between government infill targets and increasing pressure to demolish heritage buildings.

Heritage policies at all levels of government need to achieve a range of outcomes including provision of certainty for the community, property owners and developers. Heritage policies must also protect heritage assets while facilitating sympathetic new development and promoting good urban character. Confusion about the planning and heritage systems in South Australia can add to the pressures experienced by property owners, developers and the wider community.

Destruction or deterioration of a heritage place within a region or local community can significantly impact on that community, and represents a cost to that community.

In recent years this has led to increased community awareness and appreciation of the significance of our heritage assets, which is integral to the long-term protection and conservation of our built heritage. In turn, this has required increased involvement by local government in conserving built heritage and has placed additional pressures on councils, particularly smaller ones in regional communities.

Another issue is that older members of the workforce hold the state's heritage expertise. There is a significant issue regarding succession planning for who will take over from the current small group of highly skilled heritage industry craftspeople and professionals.

Finally, many buildings, sites and objects entered in the South Australian Heritage Register are at risk of deterioration and ultimately loss. An increased focus on the systematic monitoring and maintenance of heritage buildings is needed.

Table 7.1: Available annual figures for State and local heritage places 30/06/03-30/06/07

As at	State Heritage Place Running Total	Local Heritage Places
June 2003	2190	3684
June 2004	2193	3736
June 2005	2195	4678
June 2006	2199	4870
June 2007	2199	6383 (Interim & Authorised)

South Australian Heritage Fund

DEH helps to conserve South Australia's State Heritage Places through the South Australian Heritage Fund.

The South Australian Heritage Council reviewed of the fund in February 2007 and the eligibility criteria for applicants have since been revised to enable greater funding levels for a limited number of projects or those of an unusually large scope or complexity. Additionally, documentation of conservation works and economic appraisals of compatible re-use options are now eligible for funding assistance.

Special interest/education

- Hahndorf, established in 1839, is Australia's oldest surviving German settlement.
- Walter Burley Griffin was responsible for the design of Australia's capital, Canberra. Less well know is the fact that he also designed an Incinerator for the former Hindmarsh Council. The structure can be seen in Coglein Street, Hindmarsh and is one of very few such incinerators remaining in its original condition in Australia.

Case studies

Green heritage

Changes to heritage buildings can adapt them to new uses while making the most of new technology to improve their eco-efficiency. Some recent examples include:

- **The former Sturt Street Primary School**

Constructed in 1883, the former school is listed as a local heritage place. Disused and dilapidated for more than 10 years, it has been conserved and adapted to become the first 'integrated early learning centre' in Adelaide. It provides childcare, preschool and Reception to Year 3 facilities. The site is now also more energy efficient due to the use of steel-framed glazed links to let in more natural light, the adoption of photovoltaic technology and the re-use of existing materials.

- **Mt Gambier City Hall redevelopment**

This major redevelopment transformed a state-heritage listed former Institute Building into a vibrant new civic hub. The project embraced the historic significance of the building, the changing needs of the community and the need to be environmentally responsible. Sympathetic architectural design has ensured the building maintains its historic character while inserting a new contemporary multi-purpose space to meet the community's ever changing needs. Energy efficiency was maximised through the shape of the building directing sun away from the massive masonry elements and the careful selection of materials, including some recycled ones.

What are we doing about it?

Loss of neighbourhood character

To protect places and areas of heritage significance for present and future generations, specific legislative safeguards have been created to guide their identification, registration, conservation and development. Relevant legislation includes the Heritage Places Act 1993 and the *Development Act 1993*. The latter Act requires most development applications affecting State Heritage Places and State Heritage Areas to be referred to the Minister responsible for the *Heritage Places Act*.

DEH, Planning SA, local government and community groups are working collaboratively to promote state and local built heritage and a more informed dialogue about heritage and local character within local communities.

Planning SA has prepared a discussion paper on Desired Character Statements as expressions of planning policy in Development Plans to assist in protecting desired neighbourhoods and is now initiating Plan Amendments with selected councils. The Better Development Plan Program Policy Modules, the preparation and inclusion of Design Techniques in Development Plans and Design Guides for Residential Development are also assisting with retention of area character and streetscapes.

Heritage policies

DEH Conservation Architects advise the Minister and in some instances, act as the Minister's delegate commenting on applications for development of heritage places. The development assessment process is in place to ensure that development of or affecting, a heritage place, is sympathetic to the significant fabric of the place, not to prevent change. Heritage Architects will often encourage the inclusion of modern, sustainable design principles, as opposed to approving faux heritage features.

DEH and Planning SA have been working together, as part of the Better Development Plans project, to develop heritage modules or templates. These will provide assist councils to incorporate heritage management policy into their Development Plans, with the advantages

of being consistent, comprehensive and adaptable to local circumstances.

There is also a need to simplify the process through which councils can amend their Development Plans, specifically their schedules of local heritage places. At present a PAR is the only mechanism available to a Council for removal from or addition to a schedule of a single non-controversial place. This is excessive both in use of Council resources and the time taken to complete what should be a minor task.

Heritage Directions identified a number of strategies to address complexity and duplication within the planning and heritage systems in South Australia. DEH, Planning SA and numerous other agencies have been working to progress these strategies and identify mechanisms to reduce red tape to improve services to property owners, developers and the community.

Increased community awareness.

DEH, SA Tourism Commission and local communities have been working together to interpret and promote built and natural heritage sites within regional locations, including parks and other tourist destinations.

Information and educational resources on the state's built heritage are available on the DEH website. Two new websites have also been launched since 2003 providing extensive information about the 17 State Heritage Areas and showcasing latest entries and significant anniversaries. Advice is also provided through publications such as the monthly Heritage South Australia E-News and the printed Heritage South Australia Newsletter.

It is important to make heritage places relevant to people's understanding of and connection with South Australia. Heritage Directions recommended a range of strategies to achieve this, including the development of signage and heritage trails in conjunction with the SA Tourism Commission, History Trust of SA, Transport SA and Planning SA and ensuring that heritage is incorporated into tourism product development, promotion and marketing.

DEH continues to develop a range of innovative interpretive material, including virtual web based tours, on-site interpretive panels and other published materials, to increase public

awareness and appreciation of the diversity and significance of our built heritage. These interpretations also contribute to the long-term conservation and protection of significant sites.

The annual Schools Heritage Competition encourages students to identify with their heritage, to appreciate their local environment and to understand the diversity and significance of the state's built heritage and is now in its fifth year. The state government, through DEH, has also funded the University of South Australia Architecture Museum to develop an on-line database of South Australian Architects and their works.

Increasing involvement by local government

Heritage Directions strategies are being implemented with the aim of building the capacity of local governments to look after their heritage places. Financial assistance through the DEH Heritage Directions budget is available to assist councils to:

- carry out assessments of local heritage places
- develop heritage planning policy
- provide assistance for council incentive schemes.

Heritage Advisers, who are jointly funded by state and local government, play an important role in assisting councils to manage their local heritage assets. They are experienced heritage practitioners, typically with qualifications in architecture, whom the Department for Environment and Heritage (DEH) and local councils jointly fund. These professionals are able to provide a range of specialist advice to councils and property owners,

Education and training

Heritage Directions identified gaps in heritage-related post-secondary and post-graduate education and training for heritage and conservation within South Australia. The SA Heritage Council has made addressing these gaps a key priority for the next five years.

DEH coordinates training programs for local councils, practitioners and members of the public. Recent Heritage Conservation Seminars have included Painting of Older Buildings and a Cemeteries Conservation Seminar.

The DEH SA Built Heritage Research Fellowship was established at the Architecture Museum of the University of South Australia in 2005-06. The Fellowship aims to support research into and associated publications about, South Australia's built heritage and scholarly use of the architectural archives and the museum's library.

Monitoring and maintenance of heritage buildings

DEH has initiated a project to enhance the information regarding State Heritage Places on the register. This involves collecting photographs, descriptions, site plans, map references and condition data.

The Department of Transport, Energy and Infrastructure administers the Historic Buildings Conservation Program for government-owned State Heritage Places. The allocation in 2007-08 was \$1.481 million. The program supplements the amounts allocated by individual government departments for maintenance of their State-owned heritage buildings within their ongoing assets management programs.

The state government increased heritage funding by \$2.9 million over four years as part of its Heritage Directions strategy, announced as part of the 2004-05 State budget.

DEH administers the \$250,000 South Australian Heritage Fund Grants Program for privately owned State Heritage listed properties. The Grants Program provides grants of up to \$25,000 to assist owners. In addition, DEH administers a \$200,000 Historic Building Maintenance Fund (2006-07) for State Heritage Places within the state's National Parks and Reserves.



Sturt Street School, an example of adaptive reuse. Photos: Woodhead Architect.

Heritage Advisory Service

2007 represented the 20th anniversary of commencement of the Heritage Advisory Service.

Jointly funded by state and local governments, the service illustrates the growing partnership between these two levels of government in the management of South Australia's heritage places. In 1987, the first Adviser was employed through Government funding to assist with management in the State Heritage Area of Burra.

The role of the Heritage Advisers, identified as critical to regional servicing of heritage management, continues to develop and almost half of South Australia's councils have engaged the professional support of a Heritage Adviser.



Penola SHA. Photo: DEH.



Cordillo Downs Woolshed. Photo: DEH.

What more should we be doing?

The Environment Protection Authority recommends the following:

R7.1 Provide councils with a simplified process, and appropriate safeguards, for listing and removal of places from a local heritage schedule.

R7.2 Consolidate heritage legislation

Alignment of Recommendations with South Australia's Strategic Plan targets

	R7.1	R7.2
Growing Prosperity		
Improving Wellbeing		
Attaining Sustainability		
Fostering Creativity and Innovation		
Building Communities		
Expanding Opportunities		

For further detail on South Australia's *Strategic Plan* visit www.stateplan.sa.gov.au

* Note there are no *Strategic Plan* indicators specific to built heritage

References

Heritage Directions: A Future for Built Heritage in South Australia (2003), Department for Environment and Heritage, South Australia

Further information

Australian Heritage Council
www.ahc.gov.au

Australian Heritage Directory
www.heritage.gov.au/

Australian Heritage Places Inventory
www.heritage.gov.au/ahpi/index.html

Australia ICOMOS (International Council on Monuments and Sites)
www.icomos.org/australia

Department for Environment and Heritage
www.environment.sa.gov.au

Commonwealth Department of the Environment, Water, Heritage and the Arts
www.deh.gov.au/

Heritage Planning Bulletin
dataserver.planning.sa.gov.au/publications/704p.pdf

DEH Heritage website
www.heritage.sa.gov.au/

Cultural Heritage

Trends

- Sites listed on the Central Archive (including the Register of Aboriginal Sites and Objects): **INCREASED** to 7,485 from 5,691 in 2003.
- Shipwrecks listed in the SA Shipwrecks Database: **STABLE** at 788, with 204 wrecks located and identified.
- Protected South Australian shipwrecks: **INCREASING**, with 392 at September 2007 – up 206 since December 2002.
- Documentation of geological heritage: significantly **DECREASED** due to discontinuation of funding.

Goals

Aboriginal Affairs and Reconciliation Division Business Plan 2008/09 (Divisional initiatives)

- Develop Aboriginal leaders' roles in management of the Aboriginal heritage agenda (linked to SASP Target 5.7 – Aboriginal leadership)
- Conduct review of the Aboriginal Heritage Act 1988 (linked to SASP objective expanding opportunity T6.1)
- Increase the number of agreements about the repatriation of ancestral remains (linked to SASP objective expanding opportunity T6.1)
- Develop partnerships with Aboriginal heritage and native title groups about the management of their Heritage (linked to SASP objective expanding opportunity T6.1)

Department for Environment and Heritage Corporate Plan 2007/2010 (Objective 2g)

"Target state government resources to conserve and maintain state heritage assets and influence local government to support and invest in its local heritage."

Department of the Environment and Water Resources Commonwealth Historic Shipwrecks Program

"Increase knowledge, use, appreciation and enjoyment of Australian historic shipwreck heritage, while also ensuring the continued conservation, protection and preservation of these wrecks and relics."

Cultural Heritage and a sustainable South Australia

General heritage

Heritage reinforces communities' sense of cultural identity and protecting heritage helps confirm and reinforce that identity. Sustainability of cultural resources can only be achieved by fostering greater public awareness of and support for protecting heritage sites not simply for their intrinsic value, but in recognition of their cultural, social and economic values.

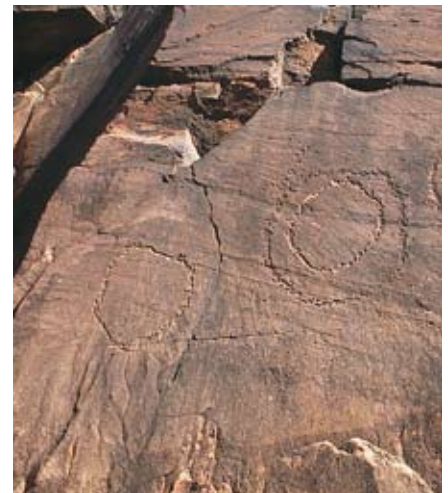
Aboriginal-specific heritage

Aboriginal heritage comprises archaeological and anthropological places and items as well as what is termed 'living' culture. These include Aboriginal cultural practices and beliefs that are active today such as the guiding of present-day practices and the continuation of language preservation.

Environmentally, Aboriginal heritage conveys to the broader community the inherent connection between people and their environment and highlights the need to reconnect at a basic level with that which sustains us.

Pressures such as increases in development, exploration, and uncontrolled access to and recreational use of sensitive areas affect the preservation of Aboriginal sites and areas of cultural sensitivity. They often lead to vandalism, excessive pedestrian traffic, graffiti and damage from off-road and recreational vehicles. Other pressures include agricultural and pastoral activities, and other intensive land use practices.

Respect for the value of their heritage has a key role in reconciliation between



Engraving at Sacred Canyon in the Flinders Ranges. Photo: DEH

Key facts – Aboriginal Heritage

- All Aboriginal sites, objects and remains in South Australia are protected under the Aboriginal Heritage Act 1998 (the Act) regardless of whether they have been registered or recorded. This means that it is an offence pursuant to section 23 of the Act to damage, disturb or interfere with an Aboriginal site, object or remains.

Aboriginal heritage - Repatriation

There is a growing trend for ancestral remains and other cultural material to be repatriated to Aboriginal communities from the collections of international institutions.

This requires participation by the communities and government agencies to identify appropriate land and keeping places for repatriated ancestral remains and other materials.

The protection of moveable cultural heritage is becoming an issue. Cultural material, particularly portable items such as stone tools, ground stone axes and grindstones, and occasionally sacred objects can be readily found for sale on venues such as Ebay, enabling their sale interstate and overseas.

Sales of such objects are restricted under heritage legislation at both the state and federal levels however more consideration is required of how to monitor sales and recover items for repatriation.

Aboriginal and non-Aboriginal Australia. The involvement of Aboriginal people in decisions relating to their culture is essential for reconciliation to succeed and indeed should be at the centre of all initiatives that affect their lives.

Maintenance of heritage and culture to promote social sustainability in conjunction with Aboriginal participation in decision-making are important contributors to the health and wellbeing of Aboriginal people and their families.

There are many ways in which Aboriginal people and their families can apply their cultural knowledge. For example maintenance of heritage can lead to the economic development for Aboriginal communities through cultural tours, walking trails and other cultural tourism ventures. There is great value in the presentation of culture to local and international audiences.

Shipwreck heritage

Shipwrecks and associated sites and artefacts contribute to South Australia's economic and social sustainability through community ownership and celebration, and the sharing of stories associated with each wreck. Tourism products such as diving, walking and driving trails, and museum exhibits attract large numbers of visitors and contribute to employment and recreational opportunities in regions.

Shipwrecks are artificial reefs and as such, have become important marine habitats. Conservation and protection of these sites is important not only to maintain the heritage value of the sites, but also for the sustainability of the natural environment associated with the wrecks. As artificial reefs, wreck sites also contribute to recreational economic sustainability as dive and fishing locations.

Geological heritage

Also important to heritage management is the protection of the state's geological heritage.

Unlike living systems, geological monument sites are not reproducible, and when damaged or destroyed are lost forever. Consequently, there is a need to identify and protect a wide range of such sites.

Outstanding geological and geomorphological formations and significant historical mining sites are important

aspects of the state's cultural heritage. Many have considerable value for tourism and recreation, and provide a connection with the land for their local communities. The sites' integrity may be diminished by inappropriate land use and development.

Indicators

Before a definitive statement is made about the condition of South Australia's heritage resources more research is needed, however the following issues can be discussed with certainty.

CONDITION INDICATORS

- **Number of items on the Central Archive of Aboriginal Heritage**

The number of items on the Central Archive of Aboriginal Heritage reflects the work being done to record important Aboriginal Heritage items in South Australia.

* This includes the Register of Aboriginal Sites and Objects.

- **Number of entries on the Register of Historic Shipwrecks and Associated Articles**

A listing of the number, location and status of shipwrecks in South Australian waters is maintained on the state's Shipwrecks Database as a record of our maritime heritage.

What is the current situation?

The documentation and maintenance of the state's heritage ensures that links with the past are preserved and the community can fully appreciate and benefit from its inheritance. The number of places and objects listed on heritage registers is one measure of how well we understand the extent of our heritage.

CONDITION INDICATOR: Number of items on the Central Archive of Aboriginal Heritage

Aboriginal-specific heritage

The recording of sites and their condition is important.

In culturally sensitive areas that are subject to high impact activities, sites should be surveyed and recorded. Conservation management plans should be developed and enacted to ensure the sites long-term protection.

Maintaining high and comprehensive standards of recording is important. Increasingly Aboriginal sites are being recorded through cultural heritage surveys or work area clearances, associated with activities such as land development and mineral exploration, rather than through research or local surveys.

The number of sites, objects and remains on the central archive including the Register of Aboriginal Sites and Objects has risen to 7,485 from 5961 in 2003.

Land use proponents need clarity on who to consult about proposed activities. The number of Aboriginal groups that are negotiating directly with industry through native title and other processes is increasing.

Management of their heritage information and associated actions, such as negotiated access to land, by Aboriginal people is vital. The South Australian Government is working towards increased involvement of Aboriginal groups in this process.

Aboriginal cultural heritage management requires support to be effective. The development and delivery of training courses that meet the needs of Aboriginal people working in cultural heritage management began in August 2006.

The South Australian Museum is heavily involved in maintaining Aboriginal cultural heritage. It holds the world's largest Aboriginal cultural heritage (ethnographic and archaeological) and skeletal collections. In addition, museum departments undertake research and maintain a significant site card index. Important archival material on Aboriginal sites and cultural knowledge is held in this collection.

CONDITION INDICATOR: Number of entries on the Register of Historic Shipwrecks and Associated Articles

Maritime Heritage

The SA *Shipwrecks Database* (managed by the Department for Environment and Heritage) and there are currently 788 wrecks recorded. Of these, 204 have been located. The total number of

protected wrecks in South Australia as at September 2007, was 392 – a significant increase of 206 since December 2002.

This increase has largely resulted from a 2005 amendment to the *South Australian Historic Shipwrecks Act 1981*, which introduced a rolling 75-year blanket protection for shipwrecks and associated relics in state waters. This amendment mirrors the *Commonwealth Historic Shipwrecks Act 1976* and means that all South Australian shipwrecks whether in Commonwealth or state waters are automatically protected from the 75th anniversary of the wrecks occurring. Prior to this amendment, shipwrecks in local waters, including the River Murray, needed specific declarations in order to be deemed Historic.

There has been a tendency in recent years to broaden the maritime archaeology program away from its initial focus on shipwrecks to include other forms of underwater heritage, and maritime-related relics on land such as whaling and sealing stations and shipwreck survivor camps.

Mining Heritage

Over the past 15 years a number of historic mine sites on public land have been conserved, interpreted and opened to the public by way of museums and self guided walking trails.

The most significant mining heritage sites in South Australia are:

- Glen Osmond Mine
- Kapunda Mine
- Burra Mine
- Talisker Mine
- Almanda Mine
- Barossa Goldfield
- Jupiter Creek Diggings
- Blinman Mine and several other copper mines in the Flinders Ranges
- Moonta and Wallaroo Mines
- Sleeps Hill Quarries.

Geological Heritage Sites (formerly Geological Monuments)

Evidence of the geological processes that formed the Earth and of the plants and animals that have lived on it, is preserved in landforms and natural rock outcrops, riverbanks, sea cliffs and shore

What sort of places can be Aboriginal sites?

Certain landforms are more likely to be Aboriginal sites or to contain archaeological evidence of Aboriginal occupation. These include:

- Claypans, lakes, rivers and estuaries (typically the sites of stone artefact scatters, shell middens, rock art, stone arrangements, campsites or ovens).
- Rocky outcrops (quarries, rock art, rock holes, stone arrangements, ceremonial/religious sites, stone artefact scatters).
- Dunes, sandhills and sand bodies, especially in the vicinity of water sources, wells, springs, water holes.
- Craters and sinkholes.
- Areas within 200m of the coast and waterways.
- Areas within 100m of the banks of all other creeks, rivers, watercourses, lakes, waterholes, rock holes, wells and springs, especially in arid areas.
- Unusual land features (these may well have mythological significance).
- Bush or forested areas (stone artefact scatters, campsites or ovens).
- Areas of natural vegetation or intact ground surface such as parks, open space and road verges.
- Place names are a clear indication of a community's association with the land. These may be Aboriginal place names or the English translations of Aboriginal names.

Key facts – Shipwrecks

- Any shipwreck which is 75 years or older is automatically protected as a Historic Shipwreck.
- South Australian shipwrecks are time capsules revealing rare information about the past including technology, trade and shipboard life.
- If shipwrecks are not cared for, their potential for archaeological research, tourism and recreation is greatly diminished.
- Once a wreck site is damaged or disturbed the disintegration of the wreck is accelerated and these valuable assets are eventually lost.
- The South Australian, wrecked at Encounter Bay in 1837, is South Australia's earliest recorded shipwreck.
- The screw steamer *Clan Ranald* is the only example in Australian waters of a construction design known as a turret ship.



Geltwood near Southend in the SE of SA.
Photo: DEH.

platforms, and in road cuttings, mines, quarries and other excavations.

Some of these sites are so outstanding or so rare that they are part of our natural heritage. These scientific and cultural features deserve to be recognised, described, protected and enjoyed for their aesthetic, educational or recreational value. Geological heritage sites in South Australia include Wilpena Pound, Hallett Cove, Ediacara fossil site, Arkaroola and the Dalhousie Springs.

Systematic documentation of the geological heritage of South Australia began in 1966. The Standing Committee for Geological Monuments was formed within the South Australian Division of the Geological Society of Australia and funding was made available through the Commonwealth Government National Estate Grants Program. The standing committee formally designated 433 individual sites before the Commonwealth project was terminated.

Only one site has since been added to the record even though there are still some areas of the state worthy of review for the presence of features with geological heritage status.

The status of Geological Monument being conferred on any site by the Geological Society of Australia does not automatically give protection. All geological monuments located within reserves declared under the *National Parks and Wildlife Act 1972* have the protection provided by this Act.

The 54 Geological Monuments that are listed as State Heritage Places in the South Australian Heritage Register are protected under the provisions of the State Heritage Places Act 1993.

In 2004, amendments to the *Commonwealth Environment Protection and Biodiversity Conservation Act 1999* introduced a new system of heritage recognition and protection at the national level by creating both a National Heritage and a Commonwealth Heritage List

These lists could include places and features that were formerly on the Register of the National Estate. At the time of writing, the only site in South Australia designated as a Geological Monument that is on the National Heritage List, is the Naracoorte Cave complex. There are no South Australian features of geological heritage status on the Commonwealth Heritage List.

What are the pressures?

While registers are vital tools for managing heritage, recognition is needed of the fact that sites do not remain static. Their condition may change over time. Continued effort is required to ensure that sites are monitored, maintained and protected.

Aboriginal-specific heritage

The *Aboriginal Heritage Act, 1988* (Ss 9 & 10) require the Minister to keep central archives of sites or objects. The presumption built over years has been that the Central Archives maintained by the Aboriginal Affairs and Reconciliation Division of the Department of Premier and Cabinet is the only such repository of records for South Australia, that it contains records of most sites within the state and that the records are accurate. These presumptions are themselves inaccurate.

Due to the diversity of site data collection methods and repositories, standards of recording and information management are not uniform. In fact, there is an absence of a strategic planning for recording and conserving heritage across all levels. The main emphasis is on partnerships with Indigenous communities with little attention to outcomes.

Documentation of site information is becoming increasingly varied. There needs to be a greater awareness of the requirements for collecting information and consolidating records so that a recognised standard is met.

The state holds records of only a small proportion of the total number of Aboriginal Heritage sites in South Australia. The majority of surveys are conducted in response to the requirements of developers and the exploration industry.

The protection of landscapes is an emerging cultural heritage issue particularly along the coastline, where increasing development and visitor use is compromising landscapes and scenic amenity. Once destroyed or altered, these landscapes and the sites they contain cannot be replaced. There must be more recognition of the value of conserving individual sites as for the Aboriginal people they form part of a larger cultural landscape incorporating both natural and cultural values.

Cultural landscapes, particularly the coastline, are increasingly impacted by

erosion and damaged by recreational activity or unsympathetic development. Damage to midden and burial sites can be observed throughout the dunes bordering the southeast and far west coasts: much of that damage has been caused through uncontrolled access by 4WD and other recreational vehicles.

Without the participation of Aboriginal people in the management of cultural information and the documentation of heritage sites, the significance of important sites may not be recognised. For Aboriginal heritage places, the custodial communities must be involved when planning projects to ensure respect for their traditions and practices in relation to care for the land and significant places.

All land use proposals involve consideration of their impact on Aboriginal heritage. For certainty and timeliness in negotiation and decision-making, good processes and support are required. Representatives of Aboriginal communities and groups require support to give certainty to stakeholders about who is speaking for their country through appropriate consultation.

It is the role of state agencies to protect heritage where legislation has been enacted requiring them to do so. The development of partnerships with other agencies and community groups is vital in assisting in the protection of heritage.

The increasing amount of ancestral material being made available for repatriation from within Australia and overseas requires the allocation of land that is culturally appropriate, suitable for reburials and supports long term conservation of the burial sites.

Maritime Heritage

While the information contained in registers is extremely important, it must be acknowledged that sites are not static and their condition may change over time. As the state's registers become more comprehensive, additional work will be required to monitor and maintain the condition of known sites and to record and conserve new ones.

Systematic monitoring and maintenance is required for recorded sites and objects. Many of these are at risk of deterioration and ultimately, loss. This affects the integrity of the information held on a register. The quality of site recordings

has varied over time and the information needs to be updated to ensure continued accuracy and consistency.

Strategies to mitigate these pressures include:

- Completion of survey and conservation work to enable monitoring of the condition of wreck sites.
- Increasing public knowledge and understanding of shipwreck legislation and compliance issues and enhancing public awareness and appreciation of the significance of the state's shipwreck heritage.
- Managing recreational use of these sites to reduce deliberate and accidental damage.
- Managing change relating to development, e.g. aquaculture and coastal development to ensure appropriate protection of our maritime heritage.

Geological heritage

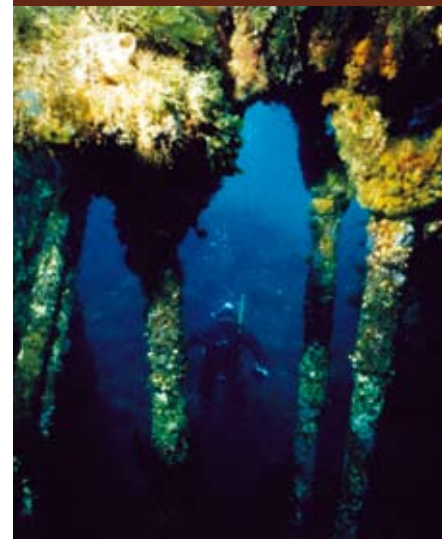
The state's geological heritage is very important and provides a sense of place for South Australians. There is currently no specific legal protection for geological heritage sites apart from listing under the *Heritage Places Act 1993* yet the pressures on these state assets continue to increase.

Residential development, coastal developments such as marinas, mineral and petroleum exploration and mining are significant threats. In order to address the threats greater legislative protections and additional state policies addressing the protection of geological heritage are required.

Pages of History Shipwreck Trail on Kangaroo Island

DEH interprets the state's maritime heritage sites through numerous trails, signs and publications. In 2007 a new Shipwreck Trail was installed on Kangaroo Island to interpret seven of the most noteworthy of the Island's many shipwreck stories.

Called *Pages of History*, this novel interpretive trail uses contemporary newspaper reports, diaries and personal accounts to highlight significant aspects of each catastrophe and to provide visitors with a different 'voice' in the telling of these tales.



Enhines Portland Maru, North Coast of Kangaroo Island. Photo: DEH.



Underwater interpretive plaque, Wardung Island. Photo: DEH.

Key facts – Geological heritage

- There are 433 designated geological heritage sites.
- There is no specific legal protection for geological heritage sites.



Oolgelima Boulder Field. Photo: PIRSA.



Sinkholes in the lower South East. Photo: PIRSA.



Murphy's Haystacks Photo: PIRSA.

What are we doing about it?

Aboriginal heritage

The Aboriginal Affairs and Reconciliation Division within the Department for Premier and Cabinet (AARD) is the responsible agency within government for the protection of Aboriginal heritage. It is committed to developing and promoting Aboriginal people's roles in the management of the Aboriginal heritage agenda.

The recognition that Aboriginal culture belongs to Aboriginal South Australians will result in the identification, active management and maintenance of culture by Aboriginal people.

A strategic approach to accelerate the recording of Aboriginal sites with the active participation of the appropriate Aboriginal groups has been agreed by the Minister. This involves a multi-faceted approach comprising the following initiatives:

- **Developing partnerships with and between Aboriginal heritage and native title groups.** This has involved supporting the development of a Working Relationship Agreement between the State Aboriginal Heritage Committee (appointed to advise the Minister) and the Heritage Sub-Committee of the Aboriginal Congress of South Australia Inc. Committees. The parties have signed this state-level agreement. At the local level, negotiations are underway across the state between Heritage and Native Title committees to achieve similar outcomes as the basis for negotiations about other local level heritage initiatives.
- **Enhancing the capacity for Aboriginal groups to manage their heritage and to address their own priorities for recording and conserving sites of significance to them.** Training programs have been and continue to be conducted in conjunction with Flinders University, for groups in situ across South Australia addressing site recording and conservation. This can enable Aboriginal people to work in partnership with developers and explorers on the recording of information and can lead to increased recording and reporting of sites.

- **Improving the standard of heritage records.** Processes are to be negotiated with stakeholders for improvements to the standard of existing and new site records to ensure the information is presented in a manner that will ensure the sites' protection.
- **Encouraging informed decision-making.** The entire records of the Central Archives have been digitised to enable consultation supported by visual information, to encourage more informed decision-making.

Partnerships between stakeholders are essential if Aboriginal heritage is to be successfully protected and conserved. Establishing and supporting links between major land use regimes is important.

The preservation of Aboriginal heritage sites, objects and human remains, is an important aspect of Indigenous Land Use Negotiation Agreements. This has resulted in projects such as the development of management plans for culturally important sites such as the Breakaways near Coober Pedy.

Aboriginal heritage incorporates natural values as well as cultural ones. To facilitate this AARD is working with land and coast care officers, providing advice and assistance with cultural heritage management issues to ensure the protection of Aboriginal Heritage. The increasing involvement of Aboriginal communities in Natural Resource Management activities that incorporate cultural heritage management into other projects is ensuring that site identification and protection are integral to the planning and execution of these activities.

Some funding for Aboriginal participation in maintaining heritage sites is being provided through NRM projects. Examples include the South Australian Arid Lands Arid Rivers Natural and Cultural Heritage Program, site conservation planning at Chowilla in the Murraylands and grant funding from the Eyre Peninsula NRM Board. In addition, many NRM boards are working through protocols detailing contacts and measures for minimising damage to Aboriginal heritage sites within their regions.

Information about the *Heritage Act* is important. AARD has produced a set of guidelines for the *Aboriginal*

Heritage Act, 1988 to assist people to understand and comply with its requirements. Through these guidelines the Aboriginal Heritage Branch aims to promote and maintain standards for site recording, surveys and conservation and to ensure quality and consistency in the management and conservation of Aboriginal Heritage in South Australia.

Maritime Heritage

- The Department for Environment and Heritage has a survey program in place to locate and record shipwrecks in South Australia. Publications have been produced for most Commonwealth waters with planning completed for surveys of both Gulfs St. Vincent and Spencer.
- DEH undertakes systematic monitoring and inspection of significant sites thought to be at risk.
- Protected Zones controlled by an entry permit process, have been established for two of the State's significant wreck sites in Gulf St. Vincent (surrounding the Zanoni and former HMAS Hobart) to offer an increased level of protection.
- Partnerships with community clubs and educational institutions have been established to support survey and monitoring of shipwreck sites.
- Educational programs and initiatives have been established to raise awareness among recreational divers and boat owners about legislation concerning the significance of and potential for damage to shipwreck sites.
- DEH is working with auctioneers and other relevant persons to highlight their responsibilities under Historic Shipwrecks legislation.
- DEH works with volunteers and staff of maritime museums to catalogue and conserve shipwreck artefacts.
- The provisions of the *Development Act, 1993* and its Regulations protect historic shipwrecks and relics. These ensure monitoring and if needed, control of development within 500m of historic shipwrecks and relics.
- Interpretation initiatives such as trails, websites and promotional materials, increase public awareness and appreciation of South Australia's shipwreck heritage.

Geological heritage

An interactive DVD entitled *Geological Monuments in South Australia* produced as a joint project by the South Australian Division of the Geological Society of Australia and Primary Industries and Resources South Australia (PIRSA) is soon to be released. This will be widely available to land users and regulatory authorities to both promote and help manage the state's geological heritage that once damaged, cannot be restored.

PIRSA liaises closely with the Geological Society of Australia in its administrative processes involving geological monuments relating to its mineral and petroleum development and other planning and advice.



South East Coast midden. Photo: DEH.

What more should we be doing?

The Environment Protection Authority recommends the following:

R7.3 Review the Aboriginal Heritage Act to improve the recording and protection of cultural heritage.

Alignment of Recommendations with South Australia's Strategic Plan targets

	R7.3
Growing Prosperity	
Improving Wellbeing	
Attaining Sustainability	
Fostering Creativity and Innovation	T4.5
Building Communities	
Expanding Opportunities	

For further detail on *South Australia's Strategic Plan* visit www.stateplan.sa.gov.au

References

AARD Central Archive including the Register of Aboriginal Sites and objects, Government of South Australia, Adelaide

SA Shipwrecks database, Environmental information Unit, DEH, Government of South Australia, Adelaide

Further information

Aboriginal Affairs and Reconciliation Division

www.premcab.sa.gov.au/dpc/departments_aard.html

Department for Environment and Heritage - Maritime

www.environment.sa.gov.au/heritage/maritime.html

Ships' Graveyards of South Australia website

www.shipsgraveyards.sa.gov.au

Australian Government Department of the Environment, Water, Heritage and the Arts - Shipwrecks

www.environment.gov.au/heritage/shipwrecks

Primary Industries and Resources - Geological Monuments

www.pir.sa.gov.au/minerals/geology/geological_monuments

Geological Society of Australia

www.gsa.org.au/heritage.html