

Heritage

7

Heritage

Trends

- **Number of items in the State Heritage Register: UP by 85 places or 4% since 1998.**
- **Number of shipwrecks declared historic: UP by 32 shipwrecks or 20% since 1998.**
- **Verification of sites on the Central Archive of Aboriginal Heritage: LESS THAN what is required.**
- **Awareness of the importance of cultural landscapes: INCREASING.**

Goals

To identify, conserve, protect and promote the built and maritime heritage of South Australia.

Department for Environment and Heritage

... to promote best practice in conserving Aboriginal sites of significance, and support Aboriginal people to improve the social, economic and political opportunities presented by the management of Aboriginal heritage.

Department for Aboriginal Affairs and Reconciliation

What are the issues?

The documentation and maintenance of our heritage is crucial to ensure that our 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 a measure of how well we understand the extent of our heritage.

The State Heritage Register provides information on places of non-Aboriginal heritage value to the State. It is maintained as an electronic database. The Central Archive of Aboriginal Heritage provides information on

items of Aboriginal heritage significance, including archaeological scatters, middens, scarred trees, paintings and engravings.

Without careful management and documentation of heritage sites, the significance of an important site may not be recognised. This places heritage at risk from development and neglect. For Indigenous heritage places, it is important to involve the custodial community and ensure respect for its traditions and practices in relation to care for the land and significant places.

Aboriginal heritage is central to the recognition and maintenance of Aboriginal culture, and the education of all Australians about the millennia of human history attached to this country. Cultural recognition also has a key role to play in reconciliation between Indigenous and non-Indigenous Australia.

Many items and places of non-Indigenous heritage significance are under pressure from development and urban expansion, changing legal and administrative arrangements and the lack of any formal requirement to monitor the condition of structures entered in the State Heritage Register.

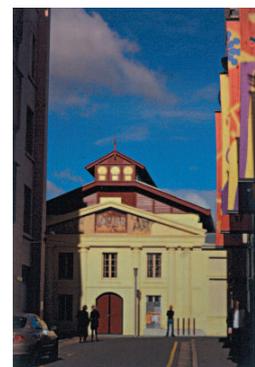
Aboriginal heritage sites and objects are placed under pressure by insensitive development, erosion, uncontrolled tourism leading to excessive pedestrian traffic, graffiti and damage from off-road vehicles, agricultural and pastoral activities and vandalism.

The protection of landscapes is an emerging cultural heritage issue particularly along South Australia's coastline, where increasing development is compromising landscapes and scenic amenity. Once destroyed or altered these landscapes cannot be replaced.

Another important aspect of heritage is the protection of our geological heritage. Some geological sites show features of such outstanding geological or geomorphological significance that they are considered by the community of earth scientists to be worthy of conservation, and are then designated as

KEY FACTS

- **Heritage is vital to retain our links with the past and put perspective on the future.**



*Queen's Theatre, Gilles Arcade Adelaide. Built in the late 1840s, it is the oldest purpose-built theatre on mainland Australia. The State Government has managed the site since 1994
Photo: Milton Wordley*

KEY FACTS

- Unrestricted recreation activities such as off-road-vehicle use in sensitive areas are placing many Aboriginal heritage sites at risk.
- Neglect and lack of maintenance are placing many historic buildings at risk.
- By the end of 2002 there were 2188 places in the State Heritage Register.



The Palm House, Adelaide Botanic Gardens

Photo: Richard Humphrys



Aboriginal artefacts – hammerstone, grindstone fragment, and stone flakes. Evidence of Aboriginal occupation such as these can be found throughout the State

Photo: Department for Aboriginal Affairs and Reconciliation

Findings

Making progress

The Regional Heritage Survey Program commenced in 1981 and has been completed (with the exception of the far north and far west). It provides a systematic record of heritage sites throughout the State, vastly improving our knowledge base.

There has been an expansion of the Heritage Adviser network that services local councils leading to considerable improvement in the management of heritage issues at the Local Government level.

There is increasing community interest in urban character, that is, an interest in what can be termed 'heritage' beyond what is recorded on State and local heritage registers. This has raised issues about protection for heritage and character values.

The State Heritage Fund received an injection of funding in 2001, providing greater support for heritage conservation. However, significant funding issues remain at the local and State levels.

Maritime heritage conservation strategies have attracted greater funding in recent years. Emphasis is now being placed on strategies within Commonwealth waters.

Programs to increase the public appreciation of heritage (e.g. awards) have been initiated.

Attention required

There are no provisions for the systematic monitoring and maintenance of heritage buildings entered in the State Heritage Register or sites and objects recorded on the Central Archive of Aboriginal Heritage. This places many of these buildings, sites and objects at considerable risk of deterioration and, ultimately, loss.

There is no formal program of systematic regional site surveys to locate and identify Aboriginal heritage sites that are not already recorded on the Central Archive. Large areas of the State are still relatively undocumented in terms of their Aboriginal heritage and this leaves sites in these areas vulnerable to damage from mining and exploration, pastoralism, tourism and natural weathering processes.

Local Councils have been slow to take advantage of the provisions in the *Development Act 1993* to protect places of local heritage value and need additional assistance to do so.

Further development of initiatives to improve community appreciation and understanding of heritage is required.

Cultural landscapes are increasingly threatened by development, particularly along the South Australian coastline.

What more should we be doing?

The Environment Protection Authority recommends that:

- 7.1 A program for the systematic monitoring and maintenance of State Heritage buildings is developed involving key stakeholders and appropriate funding arrangements to ensure the physical condition and heritage value of places is maintained.
- 7.2 A program for the identification, prioritisation and conservation of Aboriginal heritage sites and objects under threat is developed in accordance with cultural requirements and in consultation with stakeholders.
- 7.3 A framework and supporting arrangements are established to assist Local Government to effectively manage places of heritage value.
- 7.4 The Heritage Directions Report is finalised and targets set for its implementation.
- 7.5 There should be greater consideration of cultural landscape values in Development Plans and in the assessment of development applications.

geological monuments. These constitute the State's geological heritage. Some may be well-known as landscape features, such as Wilpena Pound, and have an additional role in tourism and recreation.

Environmental indicators**CONDITION INDICATORS**

- **Number of items on the Central Archive of Aboriginal Heritage** (reported on in the *State of the Environment Report 1998*)

The number of items on the Central Archive documents the protection afforded to significant items of Aboriginal heritage.

- **Number of entries in the State Heritage Register** (reported on in the *State of the Environment Report 1998*)

The number of entries in the State Heritage Register documents the protection afforded to the State's built heritage.

- **Number of items on the Register of Historic Shipwrecks and Associated Articles** (reported on in the *State of the Environment Report 1998*)

The number of items on the Register of Historic Shipwrecks documents the protection afforded to maritime heritage.

What is the current situation?

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

The Central Archive is the major register of Aboriginal sites and objects in South Australia. This is maintained by the Department for Aboriginal Affairs and Reconciliation (DAARE). Disclosure of information about sites depends upon approval from traditional owners and local Aboriginal heritage committees.

The Archive contains records that have been reported to the Minister and sites entered on the Register of Aboriginal Sites and Objects. Reported sites have not been determined by the Minister, but are considered to be Aboriginal heritage sites until proven otherwise. All Aboriginal sites are protected under the *Aboriginal Heritage Act 1988*, and both categories of sites are considered in all administrative advice and decision-making processes.

In January 2003 there were 5961 site records (both registered and reported) in the Central Archive. A total of 3459 sites are entered on the Register of Aboriginal Sites and Objects, 2496 are reported and 6 are archived. Archived sites are sites that are no longer existing but their records are retained in the Central Archive.

The total number of Aboriginal sites and objects under threat is not known. However, 12% of the sites that have been verified (the process of revisiting recorded sites) are in moderate to poor condition and are known to require conservation.

Land ownership and management

The most effective way for an Indigenous community to manage its heritage is for that community to have ownership of its land. There are around 202,000 square kilometres of Indigenous-held land in South Australia, around 20.6% of the total land area (Indigenous Land Corporation, 2001).

The *Pitjantjatjara Land Rights Act 1981*, the *Maralinga Tjarutja Land Rights Act 1984* and the *Aboriginal Lands Trust Act 1966* are significant pieces of legislation that give land management rights to Aboriginal landholders. The Anangu Pitjantjatjara lands, handed back to the Anangu Pitjantjatjara people through the Act are in the order of 103,000 square kilometres. Since the *State of the Environment Report 1998* some Indigenous landholders have declared some of their land to be Indigenous Protected Areas (IPAs) under the *Commonwealth Environment, Protection and Biodiversity Conservation Act 1999*. IPAs are conservation agreements between the Commonwealth Government and Indigenous landholders to manage land specifically to achieve conservation and cultural heritage outcomes. The largest IPAs include Nantawarrina and Yalata Indigenous Protected Areas and Walakara and Watarru Indigenous Protected Areas in the Anangu Pitjantjatjara lands (see the chapter on **Native Vegetation**).

CONDITION INDICATOR: Number of entries in the State Heritage Register

The State Heritage Register is a computerised database that provides a list of places (mostly buildings) of heritage value to the State. Places are entered in the Register by the State Heritage Authority, an eight-member body established under the provisions of the *Heritage Act 1993* acting on advice from the Department for Environment and Heritage. Places are first provisionally entered and subsequently either confirmed or removed. To be entered in the Register a place must satisfy a number of criteria that are specified in the Act.

The State Heritage Register also contains State Heritage Areas. These are areas of State Heritage significance rather than individual places. Examples include parts of the townships of Port Adelaide and Goolwa (Table 7.1). In December 2002 there were 2188 places in the State Heritage Register, an increase of 85 since the *State of the Environment Report 1998* (Figure 7.1), and 17 State Heritage Areas, an increase of three.

Identification of heritage places occurs through nomination by members of the public or through heritage surveys.

The condition of many State heritage places is unknown, as there is no comprehensive program in place to monitor their condition. However, the condition of a heritage place is reviewed when funding is requested or a development application is received.

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

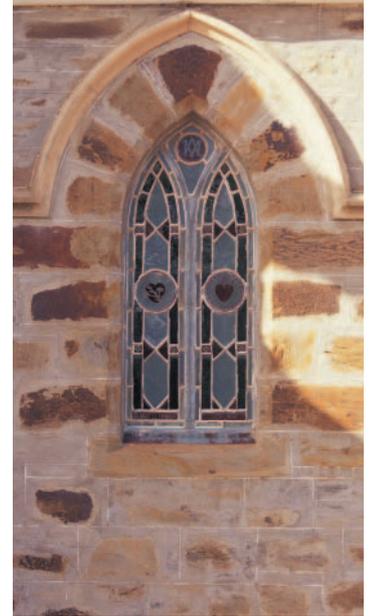
Under the Commonwealth *Historic Shipwrecks Act 1976*, all shipwrecks older than 75 years are protected. This provides for the protection and management of the remains of a ship and articles associated with a ship situated in or removed from South Australian and Australian waters.

More than 800 vessels are known to have been wrecked in South Australia and around 200 of these wrecks have been located and identified. There were 186 shipwrecks declared historic under the Act as at December 2002, an increase of 32 since the end of 1997.

For many years considerable effort has gone into interpreting the State's maritime heritage sites through trails, signs and publications. A recent example is the booklet on Garden Island Ships' Graveyard, a nationally-significant site, and the launch of the Ships' Graveyard website in June 2003. Port Adelaide has the largest and most diverse ships' graveyard in Australia that is accessible to non-divers. The remains of more than 40 vessels lie dispersed in the quiet backwaters of the Port River.

Cultural landscapes

The better management of cultural landscapes is an emerging issue. Metropolitan sprawl has had a significant impact on the cultural landscapes of the Willunga Basin and the Adelaide Hills, however, there are many other areas of the State where it would be

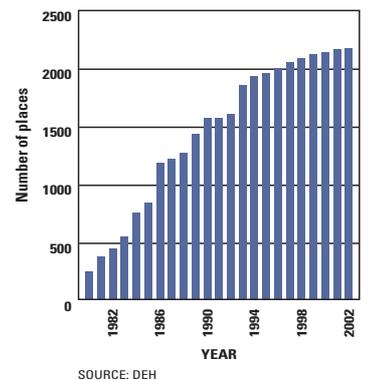


Church, Burra, Clare Valley, South Australia
Photo: South Australian Tourism Commission

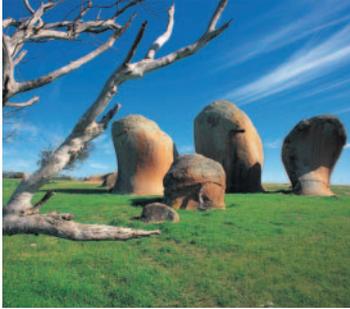


Underwater interpretive plaque on the SS Australian wreck, part of the Wardang Island Maritime Heritage Trail, Yorke Peninsula
Photo: DEH

Figure 7.1: Number of places in the State Heritage Register – 1980–2002



SOURCE: DEH



Murphy's Haystacks, Eyre Peninsula, South Australia

Photo: South Australian Tourism Commission



The Barossa from Menglers Hill

Photo: C. Kuerschner

Table 7.1: State Heritage Areas in South Australia

Year	State Heritage Area	Gazettal Date
Entered in the Register under the South Australian Heritage Act 1978		
1982	Port Adelaide	29 April 1982
1984	Moonta Mines	10 May 1984
	Mintaro	20 September 1984
1985	Innaminka/Cooper Creek	16 May 1985
	Gawler Church Hill	6 June 1985
	Belair National Park	19 September 1985
	Arckaringa Hills	20 December 1985
1987	Beltana	16 July 1987
	Goolwa	24 September 1987
1988	Hahndorf	25 August 1988
1992	Mount Gambier Volcanic Complex	11 June 1992
	Mount Schank	11 June 1992
1993	Burra	28 January 1993
Created via a Plan Amendment Report under the Development Act 1993		
1996	Penola (Petticoat Lane – Woods/Mackillop School House)	12 December 1996 (Interim effect) 11 December 1997 (Authorised)
2000	Colonel Light Gardens	4 May 2000
2001	Mount Gambier Cave Gardens and Environs	2 August 2001
2002	Mount Torrens	5 December 2002

Source: DEH

desirable to better manage the impact of new developments on the landscape.

Increasing development along South Australia's coastline, including housing, aquaculture, marinas and boat ramps is having a significant impact on coastal landscapes. In particular, the construction of windfarms has focused attention on protecting coastal landscape values.

For much of the 1960s to 1980s attention was focused on expanding the parks system, and the protection of cultural landscapes through means other than acquisition has only had sporadic attention from Government in recent decades. To ensure that we do not lose landscapes that are an inextricable part of our culture, it is vital that this issue is considered in future planning and development policy.

Mining heritage

Over the past 10 years a number of historic mine sites on State or Local Government-owned land have been conserved, interpreted and opened to the public by way of museums and self-guided walking trails.

A series of heritage drive trails has also been established in the major copper mining towns. Various mining heritage sites are visited by up to 100,000 people per year, the largest numbers being at Moonta and Burra. The most significant mining heritage sites are:

- Glen Osmond Mine
- Kapunda Mine
- Burra Mine
- Talisker Mine

- Almanda Mine
- Barossa Goldfield
- Jupiter Creek Diggings
- Blinman Mine
- Moonta Mines
- Sleeps Hill Quarries.

Geological monuments

Geological monuments preserve geological features that are representative, rare, or even unique to science in this State, Australia or internationally. They provide illustrations of outstanding geological or geomorphological features that are of aesthetic, educational or recreational value and constitute the State's geological heritage. Typical places where these monuments occur are natural outcrops, river or coastal locations, disused quarries, road cuttings and occasionally caves. They may be a single small outcrop or a large landscape feature. Examples of geological monuments in South Australia include such areas as Wilpena Pound, Hallett Cove, Ediacara, Arkaroola and the Dalhousie Springs. There are currently 433 geological monuments in South Australia (Table 7.2).

The status of 'geological monument' conferred on any site by the Geological Society of Australia does not give automatic protection or a right of access. All geological monuments located within reserves declared under the *National Parks and Wildlife Act 1972* have the protection provided by this Act which has among its objectives the preservation of features of natural and scientific interest. Sites are also nominated for the State

Heritage Register (54 sites registered) and the Register of the National Estate (162 sites registered) in order to give them additional protection.

Table 7.2: Geological monuments in South Australia

Year of site listing	No. of sites
1977	125
1979	90
1980	46
1981	45
1984	45
1986	9
1988	14
1994	32
due in 2003	27
Total number of sites	433

Note: The number of sites nominated drops off over the years with the increasing difficulty of securing federal grant funding, the source of which has now been discontinued, and the issue of retaining volunteer members for the Geological Society's Geological Heritage Subcommittee.

Source: PIRSA

What impact will losing heritage have?

Some of the environmental, social and economic effects associated with the loss of heritage are outlined below to illustrate the broader significance for sustainability.

The loss of historical perspective. Without heritage we lose an important perspective on the present and lack the basis to provide an understanding of the evolution of our culture.

Impact on Aboriginal culture. Aboriginal heritage is central to the recognition and maintenance of Aboriginal culture, and the education of all Australians about the millennia of human history attached to this country. Cultural recognition also has a key role to play in reconciliation between Indigenous and non-Indigenous Australia.

The loss of natural values. In recent years there has been growing attention given to the importance of preserving natural vistas, such as coastal cliff views, which are increasingly threatened by development. These and other rural landscapes are an inextricable part of our culture and are irreplaceable. Significant urban trees are also protected by Local Government in some areas of South Australia.

Loss of visual amenity. The visual amenity of heritage buildings plays a significant role in contributing to the urban landscape.

Lost opportunities for tourism. Heritage provides opportunities for tourism, particularly in regional areas without other significant tourist attractions. The destruction or deterioration of a heritage place results in a loss of the economic opportunity it provides.

What are we doing about it?

While the conservation of our heritage is improving, funding for Aboriginal, State and natural heritage remains inadequate. In particular, there is generally a lack of information on the condition of State and Aboriginal heritage sites. Without this information we run the risk of losing significant aspects of our heritage.

Aboriginal heritage

The **Aboriginal Heritage Act 1988** provides for the protection and preservation of Aboriginal sites, objects and remains that are of significance to Aboriginal tradition and history. The Department for Aboriginal Affairs and Reconciliation (DAARE) is responsible for implementation of the Act.

As part of the **Aboriginal Heritage Site**

Conservation Strategy for South Australia, selected sites entered onto the **Central Archive of Aboriginal Heritage** are being physically verified, the data on the sites improved and conservation plans developed to guide the protection of each site. As at the end of December 2002, around 31% of these selected sites on the Central Archive had been verified. Due to funding constraints, DAARE staff are currently able to verify only around 300 sites per year. At this rate, with around 3212 sites remaining to be verified, it will be another 10 years before all sites are re-visited and verified.

The Minerals, Petroleum and Energy Division of Primary Industries and Resources SA has made significant effort to ensure that aspects of Aboriginal heritage are not adversely affected by the **mining industry**. This has involved funding the collection of data on Aboriginal heritage matters that is then made available to industry. The provision of an interface between Aboriginal communities and the mining sector ensures that heritage sensitivities are taken into account during mining developments.

Built and maritime heritage

The **Heritage Act 1993** gives the community the opportunity to conserve its built, predominantly non-Indigenous, heritage. The **State Heritage Authority** established under the Act administers the State Heritage Register and provides advice on some other matters relating to heritage in South Australia. The Authority is supported by the Department for Environment and Heritage, which undertakes the day-to-day administration of built and maritime heritage.

The State Government supports heritage conservation by making funds available through the **State Heritage Fund**, which received a re-injection of funding in 2001. This provides funds to assist in the care and conservation of places entered in the **State Heritage Register** or located within **State Heritage Areas**. A **Heritage Cemeteries Fund** was established in 2002 and provides funds for the maintenance and management of historic cemeteries or individual graves.

Conservation advice is provided through the Department for Environment and Heritage and **Heritage Advisers**. There are currently nine Advisers serving 22 of the State's 67 Council areas; it is desirable that this coverage be expanded. The **Regional Heritage Survey Program**, established in 1981 to systematically



Adelaide High School is said to be the first mainstream international style building in Adelaide. Although designed in 1941, World War II halted its construction until 1947-51. The school is an excellent example of local interpretation of the modern movement in the 1930s

Photo: Richard Humphrys



Kayaking at the SS Glaucus wreck, part of the Garden Island Ships' Graveyard Maritime Heritage Trail, Port Adelaide
Photo: DEH

record heritage sites throughout all areas of the State, was largely completed in 2002 (with the exception of the far north and far west) vastly improving our knowledge base.

Local Councils and Planning SA manage Local Heritage Places under the provisions of the **Development Act 1993**. Councils are able to introduce heritage controls in their Development Plans for both State and Local Places and Areas by amending their Development Plans. A little over one-third of the State's Councils have created local heritage lists and the slowness of Councils in taking advantage of the provisions of the Development Act is of concern.

In June 2002 the State Government established a **Ministerial Heritage Advisory Committee** to advise the Minister on strategies to coordinate and improve built heritage programs in South Australia, and to develop a whole-of-Government approach to the State's non-Indigenous heritage.

Programs to increase the public appreciation of heritage have been initiated in 2003. This includes the State-wide **Edmund Wright Heritage Awards**, which recognise achievements in the conservation and promotion of South Australia's heritage, and a number of local and regional heritage awards. The **Schools Heritage Competition**, also introduced in 2003, provides opportunities for school students to engage with their heritage.

Since 1990, a number of regional surveys have been completed to identify **shipwrecks** in State and Commonwealth waters. Areas surveyed to date include the River Murray, Kangaroo Island, Backstairs Passage and the South East coast. The Spencer Gulf and Gulf St Vincent remain to be surveyed. Many sites are now linked to tourism and recreational diving programs.

In February 2003 the Minister for Environment and Conservation commissioned a report on **Heritage Directions for South Australia** to establish a framework for implementing its election policies regarding built heritage in particular. This will be the first comprehensive review of the State's built heritage regime since the work that led to the repeal of the *South Australian Heritage Act 1978* and its replacement by the current *Heritage Act 1993*.

Cultural landscapes

In October 2002 the State Government announced a **review of the current Hills Face Zone policies** to ensure greater protection and consistency across the Hills Face. As part of the review, the Government will be working with Councils and the community to preserve the region's remaining biodiversity and to achieve a coordinated approach to controlling future development.

In recognition of the potential impact that windfarms will have on landscape values, Planning SA has developed the **Planning for Windfarms** package, which provides a planning policy framework for windfarms. The package helps to establish a streamlined assessment and approval process for windfarm applications, provides additional information and support to Local Government policy makers and ensures applicants consider the needs of local communities when choosing windfarm locations.

For more information on programs and initiatives see the *State of the Environment 2003 Supplementary Report*.

References

Indigenous Land Corporation (2001). *Regional Indigenous Land Strategy 2001–2006*. ILC, Adelaide.

Further information

Aboriginal Heritage Act 1988
www.austlii.edu.au

Australian Heritage Commission
www.ahc.gov.au

Australian Heritage Directory
www.heritage.gov.au

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

Geological Monuments
www.pir.sa.gov.au

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www.austlii.edu.au

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www.environment.sa.gov.au/heritage

Historic Shipwrecks Act 1976 (Commonwealth)
www.austlii.edu.au

Historic Shipwrecks Act 1981 (State)
www.austlii.edu.au

National Trust of South Australia
www.nationaltrustsa.org.au

Register of National Estate – Australian Heritage Commission
www.ahc.gov.au/register

Ship's Graveyards of South Australia
www.shipsgraveyards.sa.gov.au