

Section 6.0

CONSERVATION POLICY

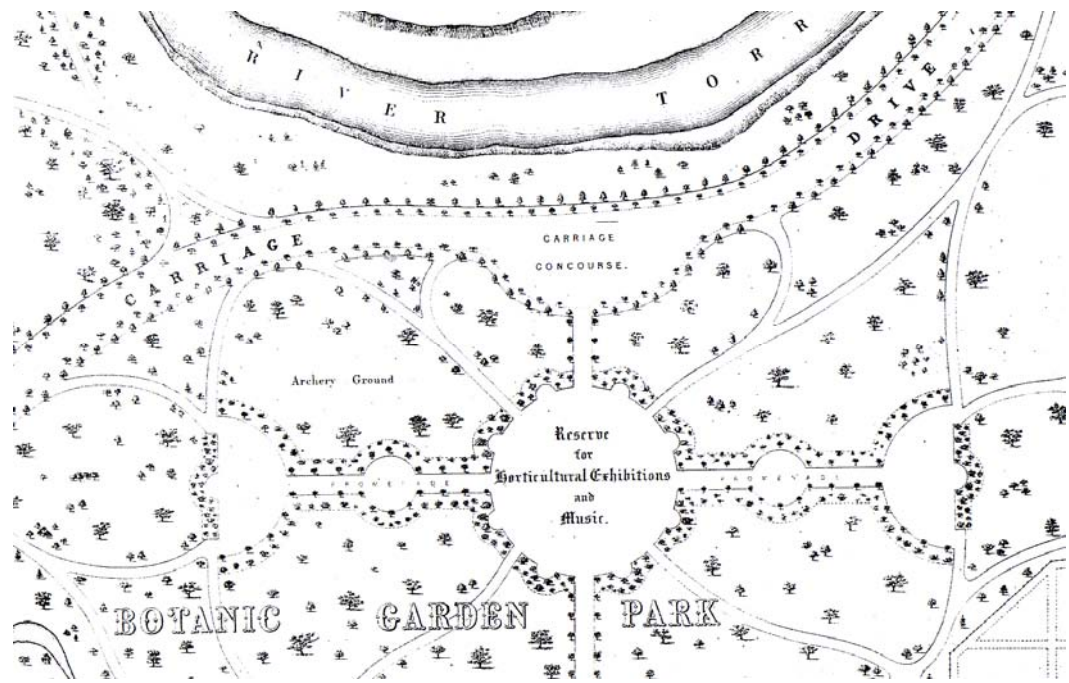


Figure 6.1 Extract of Schomburgk's 1874 master plan for the Adelaide Botanic Garden depicting Botanic Park's east-west axis as a 'Reserve for Horticultural Exhibitions and Music'.

6.1 ISSUES ARISING FROM CULTURAL SIGNIFICANCE

In developing a Conservation Policy for Adelaide Botanic Garden, a major input is the consideration of the heritage values—or cultural significance—of the place. The thematic analysis and assessment (Section 3.0), analysis and assessment of individual components and collections (Section 4.0), and overall assessment of cultural significance (Section 5.0) provides this information. In particular, the cultural significance provides several issues that must be addressed in the Conservation Policy (section 6.0). In summary:

- Most of these relate to the evolving development of Adelaide Botanic Garden from 1855 to the present;
- Some are continuous, especially on-going patterns of use;
- Many are linked by their relationship to the overall development of the designed landscape;
- Some are isolated and relate to individual components (especially hard landscape features, such as buildings); and
- Issues vary for each component.

The translation of the Statement of Cultural Significance into tangible opportunities and constraints includes the following:

- Recognition of the outstanding cultural significance as a major determinant in future development of the place;
- Retention of the long-established use as a botanic garden, especially in light of the evolving nature of this use reflecting wide social and scientific concerns, and recognition of this as the main determinant in management and future development of the place;
- Recognition of the diverse and steadily evolving significance, qualities imbued in the fabric of the place itself as well as the activities that it generates;
- Acknowledgement that future developments outside the Garden may jeopardise the cultural significance of the place, and although potentially beyond the powers of the Garden to control, these should be scrutinised and where necessary opposed in an attempt to minimise adverse impacts; and
- Acknowledgement that rankings of cultural significance (listed in Sections 3.0 and 4.0) will form the basis for any conservation actions or future developments.

6.2 OWNER/MANAGER'S NEEDS AND RESOURCES

6.2.1 The site and its management

- The Botanic Gardens of Adelaide are managed by the State Government of South Australia through the provisions of the *Botanic Gardens and State Herbarium Act 1978*. The Board of the Botanic Gardens and State Herbarium is responsible for administration of the *Act*. Under the *Act*, the Board has responsibility for four sites: Adelaide Botanic Garden (the subject of the current Conservation Study), Mount Lofty Botanic Garden (subject of a concurrent and complementary Conservation Study), Wittunga Botanic Garden, and the John Gould Kelly Memorial Experimental Plantation.
- The Adelaide Botanic Garden comprises three major components: the original botanic garden site (between North Terrace and Plane Tree Drive), Botanic Park (excluding the Zoo), and the strip of land west of Hackney Road (excluding the National Wine Centre). Additionally, the Board of the Botanic Gardens has a strategic interest in the neighbouring former Exhibition grounds (east of Frome Road), an area currently in the ownership of the City of Adelaide Council, and this site is included in the current Conservation Study although it has also been affected in terms of recommendations in the *Adelaide Park Lands & Squares Cultural Landscape Assessment Study* (2006) and the Council's Community Land Management planning process.

- The *Botanic Gardens of Adelaide Strategic Plan 2004–2007* established a Vision, Mission, and Principles. The Vision is to ‘Be an international leader in horticulture for sustainable landscapes, especially in arid and semi-arid environments.’ The Mission is: ‘To manage the natural and cultural assets and resources of the Botanic Gardens and State Herbarium advancing plant conservation and sustainable horticultural practices, and enriching society.’

6.2.2 Links with Site Master Plan

This *Adelaide Botanic Garden Conservation Study* (2006) has been commissioned concurrently with the *Adelaide Botanic Gardens Master Plan* (2006), being undertaken by Taylor Cullity Lethlean. For this reason, the conservation policy and conservation actions in the current Conservation Study have been presented in a manner that permits flexibility in the way these are implemented. There is also an emphasis on heritage values in the development of the conservation policy on the understanding that wider management issues are being treated in the Master Plan. Perhaps the most important nexus between the two reports is the manner in which the rankings of cultural significance and consequent conservation actions of the Conservation Study can be directly incorporated into the treatment of individual components and collections in the Master Plan.

6.2.3 Links with Adelaide Park Lands

The Adelaide Botanic Garden and Botanic Park are both positioned within, and important components of the Adelaide Park Lands as originally surveyed by Colonel William Light. *Botanic Gardens and State Herbarium Act 1978* continues the vest the legal management of the Garden and Park in the Board. Despite this, the land will with the enactment of the *Adelaide Park Lands Act 2005* still be interpreted as comprising a component within the Adelaide Park Lands and subject to similar philosophically and cultural expectations.

Parallel, the City of Adelaide Council has, undertaken a review of the Park Lands as a whole resulting in the preparation of the *Park Lands Management Strategy Report: Directions for Adelaide’s Park Lands 2000-2037* (1999), and arising from amendments to the *Local Government Act 1999*, undertaken a review of each Parkland ‘block’ to develop Community Land Management Plans resulting in the preparation of the *Adelaide Park Lands & Squares Cultural Landscape Assessment Study* (2006). The former provided a framework to guide the management of the Park Lands, and the latter has provided a detailed cultural heritage review of the Park Land. Both reports contain recommendations that affect the Garden and Park especially in terms of linkages, joint partnerships, and their imagery and heritage significance as part of the Park Lands as a whole.

6.2.4 Recent works and current proposals

The eastern development of the Adelaide Botanic Garden, including the National Wine Centre to the International Rose Garden, would have benefited from a comprehensive conservation study rather than a fragmented building-biased series of conservation studies.

Since the 1990s no further works have been undertaken in the Garden that might impact upon its heritage values. Instead, the number of projects in progress, in conjunction with the Master Planning process and development of the Strategic Plan, have drawn reference from the drafts of this Conservation Study and its recommendations and have sought advice from the consultants concerned as these design proposals and decisions were developed and made respectively. The proposals are being considered, having regard to this Study, and include:

- Victoria House future
- Museum of Economic Botany renovations and adjacent development
- Italianate Garden into a Mediterranean Garden
- Western Entrance into a Parkland landscape
- Boundary with National Wine Centre and future of that site and its setting

6.2.5 Funding

The Board's funding is principally received through the state Government budget process that allocates operating funds, and strategic initiative funds. Additional funds are occasionally obtained through other state and Commonwealth Government strategic initiative funding grants, or through research grants. It has become evident during the course of this study that the current state Government Department of Administrative and Information Services (DAIS) funding routes are complex, single-building or single-building assemblage structured and fail to understand general assemblages of buildings and more particularly landscapes and landscape features.

While the Board has a somewhat stable current allocation, special initiative funds enable the development of special projects including renovation projects. No increase in the former is likely given normal state Government budgetary policies but the Board should strategically seek special initiative funds to comprehensively enact the recommendations of this Conservation Study and in particular seek a re-appraisal of DAIS conservation funding to better address landscape design conservation projects for the Garden.

6.2.6 Aspirations

The Board's aspirations for the Garden are expressed in its Strategic Plan. The Vision is to 'Be an international leader in horticulture for sustainable landscapes, especially in arid and semi-arid environments.' The Mission is: 'To manage the natural and cultural assets and resources of the Botanic Gardens and State Herbarium advancing plant conservation and sustainable horticultural practices, and enriching society.' Within the ambit of this Strategic Plan, the Board and its director seek to implement the policies and objectives.

Allied to this Strategic Plan are mutual aspirations of the City of Adelaide Council that recognises the important cultural and parkland contribution of the Garden; and, the University of Adelaide that views the Garden as an important research venue.

The community have aspirations to the Garden that place an emphasis upon its role as a passive recreational venue, as an integral part of the Adelaide Parklands, as an aesthetic, scientific and educational venue, and a place to consider horticulture.

6.2.7 Physical condition

The physical condition, as it affects conservation of the fabric, differing requirements of buildings and living collections, has been substantially overviewed as part of this Conservation Study. However many physical elements, landscape elements and landscape spaces have not been evaluated and assessed as to their physical condition, state of deterioration and repair. It is clear that a deterioration and physical condition inventory and assessment needs to be now undertaken of the elements identified in this Conservation Study as comprising high and medium heritage significance.

Adelaide Botanic Garden is composed of both hard landscape elements (such as paths, fences, and buildings) and soft landscape elements (such as trees, lawns, beds and shrubberies). Whilst conservation of hard landscape elements is well understood, the conservation of the soft landscape elements is not so widely appreciated or codified. Of necessity, organic elements such as plants grow and eventually die; this poses very different management problems for management than those encountered with historic buildings. Some of the trees at Adelaide Botanic Garden are mature, with some senescent (over-mature) requiring removal and possible replacement in the future. Indeed, many important trees and plants have been removed over the last century and a half. These aspects have greatly influenced the preparation of this conservation study.

A GPS system of GIS recording has been instigated in the Garden and the Park. In addition a tree study, by TreeLogic, was commissioned in 2004 to report on the overall health, lifespan, landscape contribution and risk associated with each tree assessed.

There is no Maintenance Plan for the Garden and Park.

6.3 EXTERNAL FACTORS

6.3.1 Heritage recognition

The following section provides a summation of existing heritage registrations for the Garden and Park. All registrations are post-contact in substance and do not identify any sites of indigenous or archaeological heritage significance.

To date, there is no specific heritage registrations for the following structures:

- National Wine Centre
- Bicentennial Tropical Conservatory
- Victoria House
- Simpson Shadehouse
- Francis Arbour
- Francis Memorial

International

Adelaide Botanic Garden, including Botanic Park, or any component within these spaces, is not included on the World Heritage List as administered by ICOMOS.

National

Adelaide Botanic Garden, including Botanic Park, or any component within these spaces, is not included in the recently established National Heritage List as administered by the Commonwealth Minister for the Environment & Heritage and the Australian Heritage Council.

Adelaide Botanic Garden, including Botanic Park, was included on the Register of the National Estate administered by the now defunct Australian Heritage Commission, and these listings have no legislative force now.

The following items were listed on the Register of the National Estate:

- Adelaide Botanic Garden, #6433, 21/10/1980.
- East Lodge, #6431, 21/10/1980.
- Museum of Economic Botany, #5431, 21/10/1980
- Boy and Serpent Fountain and Statue, #18547, 21/10/1980.
- Morgue, #18607, 21/10/1980
- North Lodge, #6433, 21/10/1980
- Hackney Tram Barn structure, #14902, 11/08/1987
- Goodman Administration Building, #14902, 11/08/1987
- Palm House, #6348, 21/03/1978
- North Terrace Gates and associated walling, #6353, 21/03/1978
- Yarrabee House, #15614, 21/10/1980

State

Adelaide Botanic Garden (excluding numerous individually scheduled items) is not listed on the State Heritage Register. However there are numerous structures that are included separately on the State Heritage Register. This means that any works proposed for each of these structures, and their immediate curtilage where defined, must be submitted to for approval to the Heritage Branch normally through DAIS.

The following items are listed on the State Heritage Register:

- East Lodge, #13669, 11/09/1986

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- Museum of Economic Botany, #10642, 23/09/1982
- Boy and Serpent Fountain and Statue, #13644, 11/09/1986
- Morgue, #13641, 11/09/1986
- North Lodge, #13645, 11/09/1986
- Hackney Tram Barn structure, #12349
- Goodman Administration Building, #12349
- Palm House, #13643, 24/07/1983
- North Terrace Gates and associated walling, #10843, 29/05/1981
- Yarrabee House, #13642, 11/09/1986
- Simpson Kiosk, #13643, 11/09/1986
- North Terrace walling associated with former Lunatic Asylum, #17067, 11/09/1986
- Yarrabee Stables, #13644, 11/09/1986

Adelaide Botanic Garden was classified by National Trust of South Australia Inc. This recognises the high cultural significance of the site, but does not impose any legislative control over the site. Several trees are also registered on the Trust's Significant Tree register. These include:

- *Bursaria spinosa* var *spinosa*, Christmas Bush, Bailey Lawn, #398
- *Capparis mitchellii*, Native Orange, Bailey Lawns, #416
- *Cinnamomum camphora*, Camphor Laurel, Main Lake Lawn, #428
- *Schinus molle* var *aeria*, Pepper Tree, North Terrace gates, #30
- *Toona ciliata*, Red Cedar, Bailey Lawns, #417

Local

The Garden was included within the City of Adelaide Heritage Studies that identified the Garden and the Park as a whole together with elements within the Garden.

The following items are listed on the City of Adelaide Heritage Register:

- East Lodge, #390
- Museum of Economic Botany, #398/392
- Boy and Serpent Fountain and Statue, #396
- Morgue, #393
- North Lodge, #397
- Hackney Tram Barn structure, #404
- Goodman Administration Building, #404
- Palm House, #392
- North Terrace Gates and associated walling, #391
- Yarrabee House, #394
- Simpson Kiosk, #395
- North Terrace walling associated with former Lunatic Asylum, #391
- Plane Tree Drive Bridge in Botanic Park
- Botanic Park Entrance Gates and Pillars

The following items were recognised in the 'City of Adelaide Heritage Survey: Landscape—Streetscape Inventory' (1982):

- River Torrens landscape corridor, #LA12, Priority A
- Botanic Park landscape, #LA18, Priority A
- Adelaide Botanic Garden landscape, #LA1, Priority A
- Speaker's Ring, in The Dell, landscape, #LA21, Priority A
- *Ficus macrophylla* group planting, Moreton Bay Fig group, in Botanic Park, #PA4, Priority A
- *Platanus* x *acerifolia*, Plane Tree Drive plan trees, #PA3, Priority A

- *Ficus macrophylla*, Moreton Bay Fig avenue in Garden, #PA2, Priority A
- *Schinus molle* var *aeria*, Pepper Tree (1863), near North Terrace Gate, TA1, Priority A
- *Jubaea chilensis*, Chilean Wine Palms, Main Walk, TA2, Priority A
- *Araucaria cunninghamii*, Hoop Pine, Main Walk, TA3, Priority A
- *Cinnamomum camphora*, Camphor Laurel, near Francis Arbour, TA4, Priority A
- *Eucalyptus camaldulensis*, River Red Gum, south of Main Lake, TA5, Priority A
- *Quercus macrocarpa*, Burr Oak, near Simpson Kiosk, TA6, Priority A
- *Eucalyptus camaldulensis*, River Red Gum, on Kiosk Lawn, TA7, Priority A
- *Eucalyptus camaldulensis*, River Red Gum, south of North Lodge, TA8, Priority A
- *Stenocarpus sinuatus*, Fire-Wheel Tree, north of Water Garden, TA9, Priority A
- *Eucalyptus camaldulensis*, River Red Gum, adjacent Wisteria Arbour, TA10, Priority A
- *Cedrus deodar*, Indian Cedar, south of Museum of Economic Botany, TA11, Priority A
- *Brachychiton acerifolium*, Illawarra Flame Tree, east of Museum of Economic Botany, TA12, Priority A
- *Ficus platypoda*, Small Leaf Moreton Bay Fig, near East Gate, TA13, Priority A
- *Toona australis*, Australian Red Cedar, near Top Lake, TA14, Priority A
- *Agathis robusta*, Queensland Kauri, near Top Lake, TA15, Priority A
- *Melaleuca styphelioides*, Prickly Paperbark, near Top Lake, TA16, Priority A

Several trees are also registered on the City of Adelaide Significant Tree Register.

6.3.2 Legislative controls

The following state legislation has a legislative influence over the management of the Garden:

- *Botanic Gardens and State Herbarium Act 1978* – specific to the Garden and Park, and associated Gardens empowering the management of the Garden.
- *Development Act 1993* – planning and development legislation enabling the City of Adelaide Development Plan and its provisions, including Significant Tree provisions.
- *Heritage Places Act 1993* – heritage legislation enabling the State Heritage Register and associated regulations.
- *Local Government Act 1999* – legislation directing responsibility to the City of Adelaide Council to develop Community Land Management Plans.
- *Adelaide Park Lands Act 2005* – defining the Adelaide Parklands so as to include the Adelaide Botanic Garden.

Associated legislation addresses matters of:

- Water quality and catchment management
- Environmental protection, including contamination

To date, there is no native title claim over part or whole of the Garden and or Park.

Due to exclusion clauses in the *Development Act 1993*, the Garden was substantially excluded from the general provisions as it relates to development and significant trees but is required to pursue development applications through the Development Assessment Commission. However, this is to change with the enactment of the *Adelaide Park Lands Act 2005* and associated Regulations.

The Garden and Park are not significantly impacted by the provisions of the *City of Adelaide Development Plan 2005* as it relates to development and significant trees, although it readily recognised—given public debate over the original siting of the Bicentennial Conservatory and the future of the State Transport Depot land—that further alienation of what is community-perceived as the Adelaide Parklands will not be tolerated notwithstanding the intent of the *Botanic Gardens and State Herbarium Act 1978*. Further, any management and development work in the adjacent Parklands (including Rundle Park and to the north of the River Torrens) aesthetically and strategically, especially proposed under Community Land Management Plans,

may have an influence upon the edges, water streams, and vegetation expanses within the Garden and Park adjacent to these areas.

6.3.3 Community needs and social context

The Study had no specific quantitative research about social values pertinent to the Garden to support its investigations and it was not part of this brief to undertake such an assessment. Notwithstanding this, the Study team drew upon several contemporary recreational surveys and university theses about recreation, history, and biological information associated with the Garden and Park to form an appreciation and understanding of community values to the Garden and Park. This was important to formulate an assessment of the contemporary social heritage significance of the Garden and Park, as distinct from extensive historical documentation that demonstrates areas, features, spaces, people, trees, statues, etc., of social value. The Study team supplemented this assessment by undertaking surveys of the participants of several workshops run by the Board during the course of 2004, generally internal staff but including various external stakeholders, in which to provide an understanding of elements and spaces that these stakeholders place upon the Garden in terms of their daily, weekly, monthly, yearly, administrative and legislative and policy interactions with the place.

6.4 CONSERVATION POLICY

6.4.1 Level of significance

Policy: That Adelaide Botanic Garden and Botanic Park be recognised as a place of *cultural significance* at a local, statewide, and national level, with attributes embracing scientific, aesthetic, historic, and social values.

Rationale: This level of cultural significance is demonstrated in the history, analysis, and assessment in this Conservation Study (2006) (Sections 2.0 to 5.0) and should be formally acknowledged by those responsible for the site. Widespread acceptance of the Conservation Study is essential to the successful implementation of the recommendations contained within.

6.4.2 Use

Policy: That the long-established use of the Adelaide Botanic Garden as a botanic garden be maintained, with the significance of this on-going use and its evolving nature being the main determinant in its management and future development.

Rationale: The use of Adelaide Botanic Garden as a *botanic* garden (within the evolving nature of that term) is the most important aspect of the place, and this should be formally recognised—as it is quite rightly in the current reservation and use of the site—when dealing with heritage aspects of the place.

Policy: That the long-established use of Botanic Park as recreational venue and arboretum be maintained, with the significance of this on-going use and its evolving nature being the main determinant in its management and future development.

Rationale: The use of Botanic Park as a multi-functional *arboretum* (within the evolving nature of that term) is the most important aspect of the place, and this should be formally recognised—as it is quite rightly in the current reservation and use of the site—when dealing with heritage aspects of the place.

6.4.3 Diversity and evolution of cultural significance

Policy: That Adelaide Botanic Garden and Botanic Park be recognised collectively as a place of diverse and steadily evolving *cultural significance*, especially for the development of its initial design from 1855–65, its extension and embellishment from

1865–91, and its subsequent maintenance and complementary development under subsequent directors, especially where such developments have evolved within the strong physical and conceptual framework of the Garden and Park; such qualities are imbued in the fabric of the place itself as well as the activities that it generates.

Rationale: It is important to consider all the constituent areas and components of the Garden and Park and to recognise that their evolving history has contributed to the cultural significance—tangible and intangible—of the place. The significance of the various developments is discussed in Sections 3.0 to 5.0 of this Conservation Study (2006), and are summarised in the Statement of Cultural Significance (Section 5.6).

6.4.4 Appropriate conservation processes

Policy: That the rankings of *cultural significance* in the *Adelaide Botanic Garden Conservation Study (2006)* form the basis for any actions within Garden and Park, with the following *conservation processes* applicable to each ranking:

- **exceptional cultural significance:** *conservation* essential as a high priority
- **high cultural significance:** *conservation* essential
- **contributory cultural significance:** *conservation* desirable
- **no appreciable *cultural significance*:** retention or removal depending on other priorities
- **intrusive:** removal or alteration to minimise adverse impacts
- **alteration or loss which have jeopardised cultural significance:** *reconstruction* desirable

Rationale: The rankings of cultural significance are given in Sections 3.0 and 4.0 of the Conservation Study (2006) and represent a soundly based analysis and assessment on all available evidence. The conservation processes (highlighted here in italics) are defined as follows:

- *Conservation* means all the processes of looking after the place so as to retain its cultural significance.
- *Maintenance* means the continuous protective care of the fabric and setting of the place, and is to be distinguished from repair. Repair involves *restoration* or *reconstruction*.
- *Preservation* means maintaining the fabric of a place and retarding deterioration.
- *Restoration* means returning the existing fabric of the place to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.
- *Reconstruction* means returning the place to a known earlier state and is distinguished from *restoration* by the introduction of new material into the fabric.