

STATEMENT OF HERITAGE IMPACT

Statement of Heritage Impact for

Lot 5, 13 Wollondilly Ave, Goulburn

Proposal :

**Torrens title subdivision of 1 lot into 2
incorporating existing dwelling and proposed
new dwelling**

Address and Property description

Lot 5 , DP 1314476

13 Wollondilly Avenue, Goulburn

updated: 1st October 2024

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STATEMENT OF HERITAGE IMPACT

1 INTRODUCTION

1.1 Purpose

1.2 The Site Description

1.3 Archaeological Findings

1.4 Heritage Listings

2 Local Statutory Controls and Council as the consent authority

2.3 Heritage Conservation

3 Kenmore Hospital Site

3.1 Statement of Significance

3.2 Historical Overview of Conservation Studies

3.3 Review of the CMP February 2012

3.4 Implications of these Conservation Studies

4 Key Items forming part of the Conservation Management Plan 2012

4.1 PRECINCTS

4.2 SIGNIFICANT VIEWS AND VISTAS

4.3 ARCHEOLOGICAL ASSESSMENT

4.4 RELATIVE SIGNIFICANCE OF BUILT ELEMENTS

4.5 RELATIVE SIGNIFICANCE OF LANDSCAPE ELEMENTS

5 Impact development will have on the Heritage significance of the Kenmore Hospital Complex

5.1 Introduction

5.2 Heritage Office Criteria

5.3 Fencing

6 Summary

8 CONCLUSION

NOTE: For reference purposes, the old Strathallan site has recently been developed and is now known as River Run Estate comprising of 9 vacant lots and 5 existing dwellings. The subject site, No. 13 Wollondilly Ave, was one of the dwellings forming part of the old Strathallan complex.

1 INTRODUCTION

1.1 Purpose

The purpose of this report is to evaluate the impact the proposed development will have on the heritage significance of the adjoining Kenmore Hospital site.

The proposal is for the approval of a Torrens title subdivision of 1 lot into 2 incorporating existing dwelling and proposed new dwelling

The existing dwelling once formed part of the complex known as the Strathallen Cottages which was once used in association with Kenmore Gardens and presently used as a residential home.

1.2 The Site Description

The site is an irregular parcel of land legally described as Lot 5 , DP 1314476 Wollondilly Avenue, Goulburn with street frontage to Wollondilly Avenue and Burrows Close with an area of 1346sqm

The Kenmore gardens, is in excess of 100m from the proposed site on all boundaries with existing dwellings between.

1.3 Archaeological Findings

A report from Pejar Aboriginal Land Council was obtained and confirms that there are no known archaeological remains on the site.

1.4 Heritage Listings

The Property is Not Listed

State Register

The subject site is **not** listed under the State Heritage Register.

Local Listing

The site is within a General Conservation Area under the

Goulburn Local Environmental Plan 2009.

2 Local Statutory Controls and Council as the consent authority

The site is zoned 'R1 – General Residential' under the *Goulburn Local Environmental Plan 2009*, as amended.

2.3 Heritage Conservation

As the site is within a Heritage Conservation Area, the relevant clauses within 5.10 Heritage Conservation are applicable.

5.10 *Heritage conservation*

The objectives of this clause are as follows:

- (a) to conserve the environmental heritage of Goulburn Mulwaree,*
- (b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,*
- (c) to conserve archaeological sites,*
- (d) to conserve Aboriginal objects and Aboriginal places of heritage significance.*

Schedule 5 Environmental heritage

(Clause 5.10)

Part 1 – Heritage Items

Items of heritage significance showing (*) are also subject to National or Commonwealth listing.

Suburb	Item name	Address	Property description	Significance	Item No
Goulburn	Kenmore Psychiatric Hospital Complex	5 Taralga Road	Lot 5, DP 1078852	State*	292

Part 2 – Heritage conservation areas

Name of heritage conservation area	Identification on <i>Heritage Map</i>
Goulburn City Conservation Area	Shown by a red outline with red hatching and labelled "Conservation Area--General" on Sheets HER-002 to HER-013 of the <i>Heritage Map</i>

Heritage Design Manual – Subdivision

Objectives

- To retain the development and subdivision pattern of conservation areas including their characteristic rhythm and spacings of built form;
- To retain significant curtilages, views and vistas and landscape elements associated with individual heritage items; and
- To retain the original subdivision pattern in conservation areas

As the site proposed for development is not listed as an item of heritage significance, Council, as the consent authority, has the power to approve the application without reference to the Heritage Council, subject to appropriately assessing the potential impact of the development with regard to the heritage values of the adjoining Heritage listed Kenmore site and in consideration of the General Conservation Area.

3 Kenmore Hospital Site

3.1 Statement of Significance

The following is a précis of the Statement of Significance describing the heritage values of the site and reasons for its listing on the State Heritage Register in April 2005.

The Kenmore Psychiatric Hospital site is of State significance; as the first purpose-built, whole complex for mental health care in rural NSW; as the largest example of the work of W.L. Vernon, and being almost continuously used for health services. The Psychiatric Hospital grounds, although not unique as a remnant late 19th century psychiatric hospital, is by its intactness and architectural excellence an exemplar of the structure and philosophy and physical basis of the institution.

The Kenmore Psychiatric Hospital complex is a representation, in physical form, of the changing ideas and policies concerning the treatment of the mentally ill and handicapped people. Within the Hospital precinct, and within the actual layout and design of the precinct buildings and landscape, these changing ideals are 'laid out' one upon another like successive occupation layers of an archaeological site. The original 1890s Vernon complex of buildings still evidence the features that made Kenmore Psychiatric Hospital one of the most modern psychiatric institution of its day. The 'core' Vernon buildings, represent perhaps the finest 'corporate' architectural expression of the Edwardian (later Federation) Free style in Australia. The institution of Kenmore has important links with the community of the locality and region. These links were particularly strong in the early 20th century, when Kenmore was a focal point for regional sporting and cultural activities.

The institution of Kenmore has played a pivotal role in the evolution and development of treatment for the mentally ill and handicapped in the State of NSW.

The remnant 19th century landscape, particularly the Kenmore Psychiatric

Hospital forest, has rarity value. It contains a range of exotic and native tree and shrub species reflecting late 19th and early 20th century tastes in public institutional landscaping.

3.2 Historical Overview of Conservation Studies on the Kenmore Hospital Complex in reference the Strathallen Cottages Site

Considerable investigation and evaluation of the heritage values of the Kenmore Hospital Complex has been undertaken over nearly two decades. During this period the land has changed from public ownership delivering health services to its current status primarily in private ownership and vacant.

The *Kenmore Hospital Complex- Goulburn Conservation Plan* was prepared in 1993 by Freeman Collett & Partners in association with Brendan O'Keefe and Claudia Erle which included a thorough analysis of the heritage issues of the complex. This included the preparation of a Building Inventory of the whole site contained in Volume 1. In this Inventory, the Strathallen Cottages (B64) were described as recently completed brick veneer cottages in a cohesive group, intact and in good condition. They were part of what was described as 'miscellaneous development' that had occurred since 1950. The conclusion of the study was that these recent cottages had '**no significance**'.

In 1999 a *Review of Conservation Plan* (CP Review 1999) was undertaken by Peter Freeman Pty Ltd in association with Donald Ellsmore Pty Ltd, on behalf of the NSW DPWS Asset Management Services. This Review re-assessed the significance ratings on the current buildings and evaluated the possible adaptive reuse of the site.

The CP Review 1999 re-evaluated the Strathallen site, at that time occupied by the Department of Community Services. The cottages were **not** listed as significant, although 60 specific items of individual buildings/or places were listed.

With amendments to the *Heritage Act 1977* in 1999 the Kenmore Hospital Complex was transferred to the NSW State Register and hence classified as

‘State Significant’ under the Act. With a site as large as Kenmore, the registering of a site as significant required the development of principles of asset management, including adaptive reuse.

Hence the scope of the CP Review 1999 covered:

Stage 1: Re-evaluation of the significance of the site as a whole;

Stage 2: Establish precincts and assess the significance of each;

Stage 3: Evaluate the heritage significance of the elements such as the building and landscape within each precinct.

¹ The CP Review 1999 recommended medium density residential development, health and community based institutional uses and educational/training based institutional were appropriate uses for the Nurses’ Home Precinct

3.3 Review of the CMP February 2012

A Review of the CMP was undertaken by Chris Betteridge of MUSEcape Pty Ltd with the intention not to replace the 1999 CMP but to add new information to the report, in particular emphasis was placed on the assessment of the cultural landscape of the place and its significance as the setting for the site's important historic buildings and its design created to assist in the care and wellbeing of the patients. However the OEH comments that the 2012 review is a stand-alone report which provides identification and assessment of all significant built and landscape elements on site and recommends policies for their conservation and management.

The 2012 report reviews the 1999 CMP that was endorsed by the Heritage Council of NSW, the 2005 State Heritage Register listing and the 2006 Heritage Impact Statements as well as analysing additional physical and documentary evidence previously unavailable or not considered.

The 2012 CMP review excluded the Strathallen site in its entirety and no longer forms part of the CMP or Nurses' Home precinct.

3.4 Implications of these Conservation Studies

The NSW Heritage Office has endorsed the CP Review 1999 and subsequently the 2012 review. The proposed development is in accordance with that Review.

Nevertheless, the Draft Kenmore Master Plan endorses the general strategy of the CP Review 1999 and 2012 and earmarks the Strathallen site for medium density residential development.

In the earlier CMP 1993 and the later CP Review 1999, the Strathallen Cottages are not considered of contributory value to the heritage values of the Complex. They are described as 'ad hoc' development on the periphery of the site, of little consequence to the historical, social, cultural and aesthetic values of the Complex.

Unoccupied and economically unviable proposals were suggested to contribute to the deterioration of heritage values. Hence maintaining the development potential of the site was considered a valid means of preserving heritage values for the overall complex.

Hence the heritage issue is to evaluate the potential impact of the proposed development on the Kenmore Hospital site.

In conclusion, the existing dwelling is not significant and does not have any contributory value to the identified values of the Precinct or Kenmore complex. Infill development including medium density residential was recommended as an appropriate adaptive re-use of the Precinct, consolidating and intensifying the existing uses of the Precinct, while preserving the forest. The proposed application conforms to this heritage plan for the Precinct and overall Kenmore Hospital site.

4 Key Items forming part of the Conservation Management Plan 2012

4.1 PRECINCTS



It was concluded that due to the site size, number of significant historic buildings, the extent of cultural landscape and the economic realities of the site, that endorsing a precinct approach to ensure adaptive re-use for the future of the Kenmore site was considered more appropriate than a whole site approach hence 5 precincts were endorsed with identification to potential new development areas.

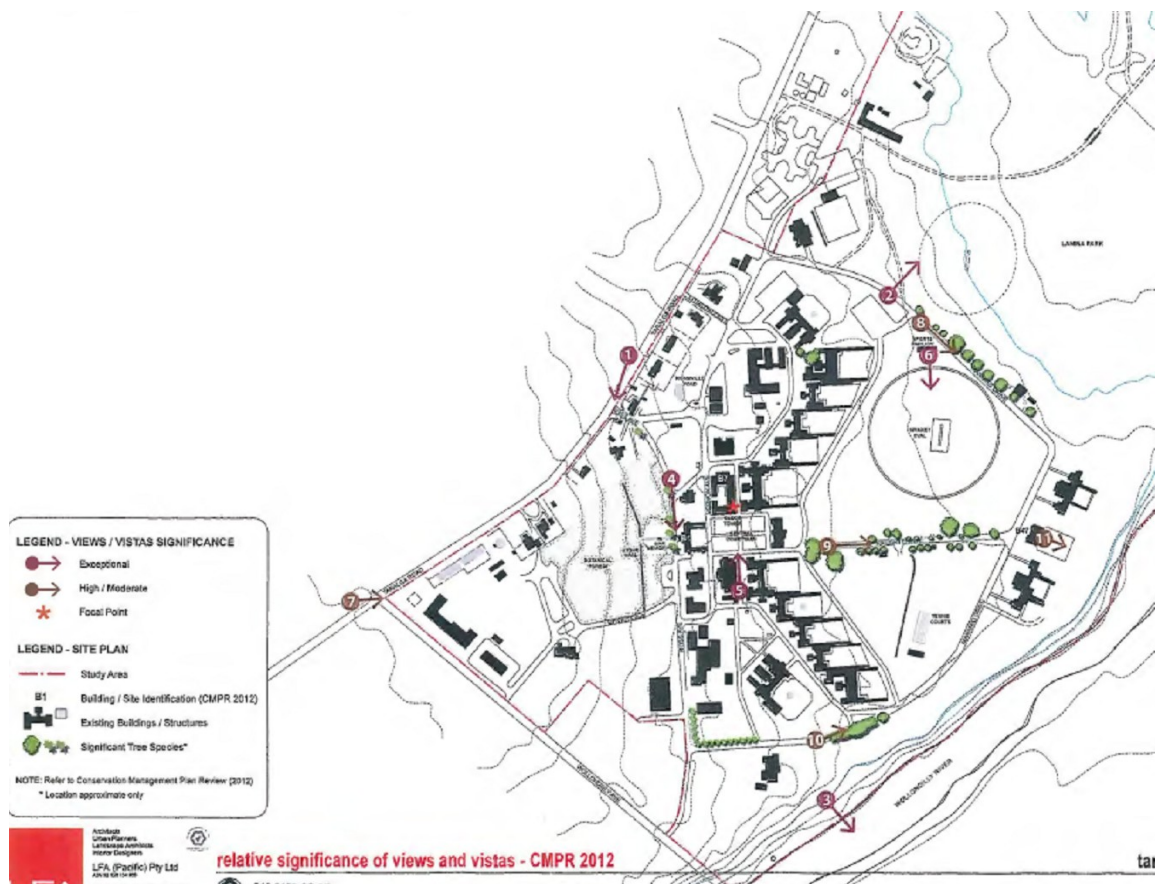
River Run Estate site is bounded by precincts 4 and 3 and the north/east corner of the lot connects with the boundary of the Central Core, precinct 1.

The majority of the areas surrounding the River Run Estate site are marked for potential new development areas.

4.2 SIGNIFICANT VIEWS AND VISTAS

Identification of the views and vistas was undertaken in and around the Kenmore Site at relevant locations to identify views and vistas of significance, those that are beneficial to travellers, users and occupiers and for significant internal views and vistas that allow the historic buildings and their settings to be appreciated.

Significant views were identified in varying locations and noted on the “Significant Views” map



The subject site does not form part of any area of significant views or vistas and any future residential development will not have any impact in this vicinity.

Wollondilly Ave mostly slopes down to the East toward the river and is not visible from the “Gateway” vista and therefore will have no impact on the view from this vicinity.

Objectives of the view/vista:

- To be retained and conserved as part of adopted Masterplan.
- Avoid any introduction of negative visual impact.
- Implement management strategy;
- Avoid new landscaping that restricts historic vistas/views.
- Opportunities for enhancing vistas/views in conjunction with future
- landscaping and adaptive reuse of buildings in Precinct 1.
- Interpret history as important part of Hospital.
- Record as part of any archival recording of site.

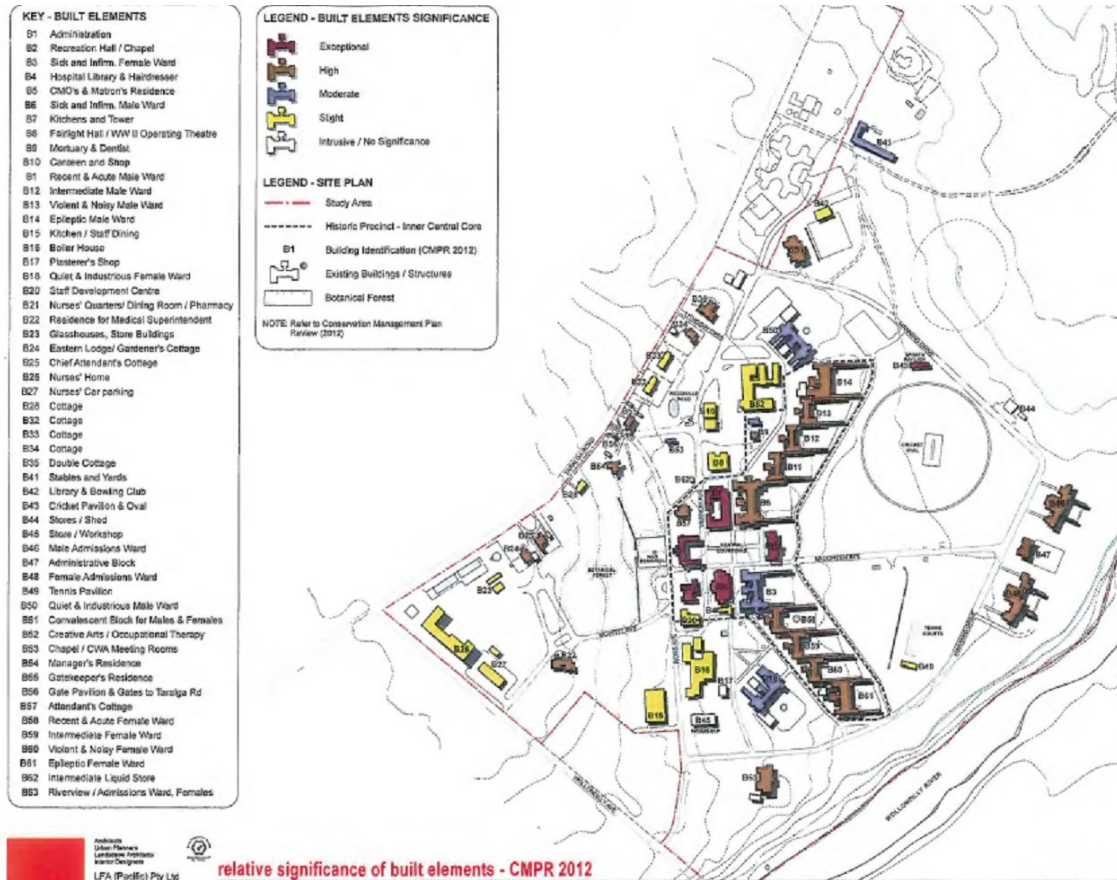
4.3 ARCHEOLOGICAL ASSESSMENT

No investigation of indigenous or non-indigenous archaeological potential was undertaken for the 2012 report, however, an Archaeological Due Diligence Assessment was carried out as part of the baseline studies informing the Masterplan for Kenmore Hospital Site, the study found that there were no Aboriginal recordings listed on the OEH AHIMS for the area covered by the CMP review

The area within the Kenmore site Adjacent to Wollondilly River was marked as KAPAD 2 on the archaeological assessment map in the 2012 CMP and was considered to have moderate to low potential for subsurface aboriginal archaeological deposits located on alluvial terrace.

The subject site, being part of the old Strathallan site has been assessed and determined that there are no known archaeological deposits on the site based on the report by the Pejar Aboriginal Land Council.

4.4 RELATIVE SIGNIFICANCE OF BUILT ELEMENTS



Built elements within the Kenmore site that directly surround the Strathallen site consist of mostly buildings of slight significance as detailed below.

BUILDING	SIGNIFICANCE
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B27 -	Slight
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B22 -	High
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B15 -	Slight
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B16 -	Slight
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B45 -	None
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B18 -	Moderate
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Building 22 – Residence for Medical Superintendent – Currawong House.

Consideration: Building 22 is noted as of High significance item. It is situated to the West of Strathallen site and is not visible due to the extensive planting surrounding the building known as the Botanical Forest.

The proposed development has taken into consideration the visual impact from the bulk and scale of the proposed new dwelling. The built form of dwellings permitted in accordance with the Council guidelines and the future dwellings proposed within the River Run Estate will ensure that there will be no adverse visual impact on Currawong House or to the amenity of the Significant building or to the adjacent “Botanical Forest”.

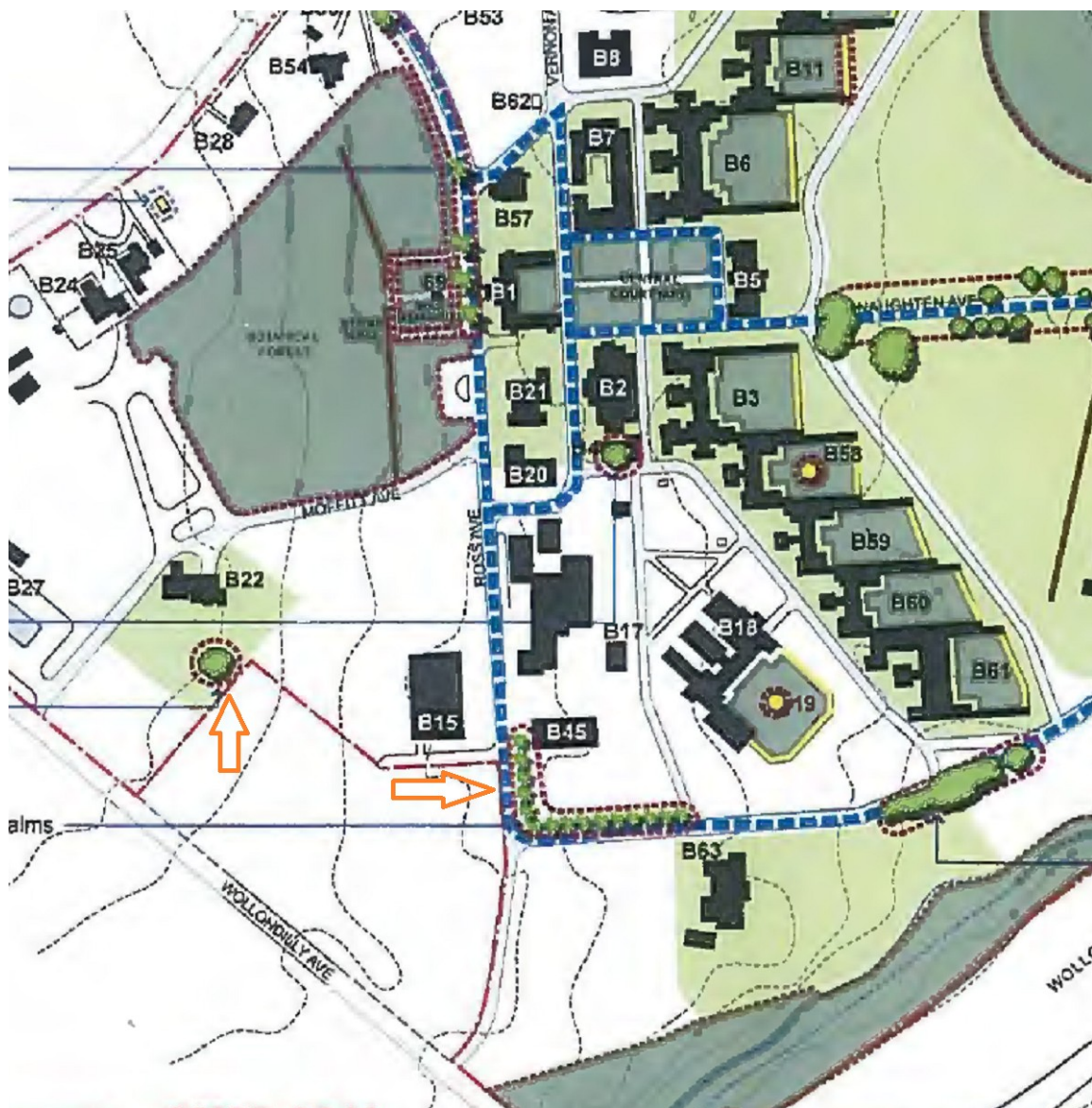
Building 18 – Quiet and Industrious female ward

Consideration: Building 18 is noted as Moderate significance, it is situated on the north/east side of the old Strathallen site and is not fully visible due to its distance from the subject site and its positioning behind other smaller buildings within the Kenmore site.

The proposed design of the new dwelling and of the subdivision incorporating the existing single level dwelling will not alter or adversely effect the visual impact on the moderately significant building no. 18.

All other buildings are of slight or no significance and the proposed Torrens title subdivision and new dwelling maintaining the existing dwelling, will have no adverse impacts on the surrounding buildings due to the sympathetic bulk and scale of the proposed development.

4.5 RELATIVE SIGNIFICANCE OF LANDSCAPE ELEMENTS



The Strathallen site is adjacent to 2 significant landscape elements noted in the CMP 2012.

Item 1 – The Arboretum/Botanical Forest

The area to the West of the Strathallen site and surrounding building 22, Currawong, on the Kenmore site, comprises various plant species considered of exceptional significance due to the mature species and also forms part of the State Heritage Register listing for the Kenmore Complex site.

Item 2 – Avenue and Row plantings along internal roads.

The area beyond the north/east corner of the Strathallen site adjoins an intersection within the Kenmore site known as Ross Ave and Manning Drive South. On the Eastern side of the intersection there is a mature planting of an L-shaped row of Phoenix Canariensis. These trees are considered of exceptional significance in the cultural landscape. These trees are over 4 metres from the Eastern Boundary of the Strathallen site.

Both significant landscape elements have been considered during the proposed design of the dwelling on the subject site and while their distance from the proposed works would ensure no direct impact would be imposed on the trees, all care and consideration will be taken during the construction works.

5 Impact development will have on the Heritage significance of the Kenmore Hospital Complex

5.1 Introduction

The following aspects of the proposal respect or enhance the heritage significance of the adjoining Conservation Area for the following reasons:

- The proposed residential use and density of the development conform to the recommendations of CP Review 1999 and 2012 for the Kenmore Hospital site, endorsed by the NSW Heritage Office. This use and scale of development constitutes appropriate activity and investment on the edge of a heritage site that will promote the revitalization of the surrounding land, facilitating the preservation of those heritage values.
- The development will be compatible with the adjoining forest, and streetscape, blending the scale of natural and built elements of the street into a harmonious whole.
- The positioning of the proposed dwelling respects the scale and majesty of the adjoining heritage forest allowing the forest to be a backdrop to the new living environment.

5.2 Heritage Office Criteria

The impact on the heritage significance of the area is being minimised by the character of the proposed low scale development being a 2 lot subdivision and proposed new dwelling and incorporating the existing dwelling.

The proposed development is consistent with the requirements for building within a Conservation area and adjacent to a Heritage listed site as it will:

- Have a synergistic role in encouraging the revitalization of the Central Core Precinct.
- Creating residential development in the vicinity of that site that will assist in preserving and restoring the heritage values of the Kenmore Hospital complex.
- Assist in protecting the core heritage buildings and associated buildings from further deterioration through vandalism and neglect.
- The heritage and strategic planning principles contained within the CMP Review 1999/2012 and the Draft Master Plan specifically propose medium density residential development and associated uses on the site to achieve the above listed outcomes.
- Meets the objective of the zone and future planning for the area which calls for greater density and housing options.

The core Vernon buildings are some distance from the subject site and separated by intervening incompatible buildings. Hence the subject development will have a neutral impact on the core precinct.

The buildings on the Kenmore Hospital complex closest to the subject site are later utilitarian structures dating from the 1950's. The proposed subdivision and new dwelling will lead to development of residential housing that is more in keeping with the character of the core buildings creating visual continuity despite the distance between buildings.

The forest on the adjoining site creates a natural buffer with other parts of the

Conservation Precinct. The natural amenity and features of the forest will be appreciated by the occupiers of the proposed development, increasing the liveability of future dwellings. The scale and majesty of the forest creates a harmonious backdrop to the development giving it a unique context and separateness from other heritage items of the Precinct.

The subdivision and new dwelling have been considered due to its low bulk and scale compared to the Kenmore Hospital site and will not be visible from the core Vernon buildings because of the structures between, land contours and distance from the site. Visitors to the Kenmore site entering from Taralga Road will be unaware of the proposed development and it will not adversely effect the visual outlook from within the Kenmore site.

5.3 Fencing

To ensure minimal visual impact, a sympathetic uniformity and privacy on the boundary of the subject site it is proposed that fencing will be in keeping with the existing fencing and that used in the surrounding estates and to comply with Councils fencing design guidelines.

6 Summary

This report satisfies Council requirements under clauses 5.10 of the Goulburn

LEP 2009 to evaluate the impact of the proposal on the surrounding Heritage Conservation area. This development is in keeping with current heritage and

planning policies for the site that will not detract from the heritage values of the adjacent Kenmore Hospital complex.

The form, siting, proportions and design of the development will be in sympathy with the adjoining heritage forest to the west and the Vernon buildings some distance to the north and the Kenmore site in general. There will not be any negative or intrusive elements or jarring views to or from the subject site that will undermine the integrity of the Heritage item or the conservation area

7 Conclusion

It is requested that Council give favourable consideration to the granting of consent to the proposed torrens title subdivision and new dwelling as the proposal is in keeping with the current heritage and planning policies for the site and the proportions and design of the development will ensure minimal impact on the Kenmore site and encourage a cohesive, complimenting setting for the Kenmore site and surrounding area.



