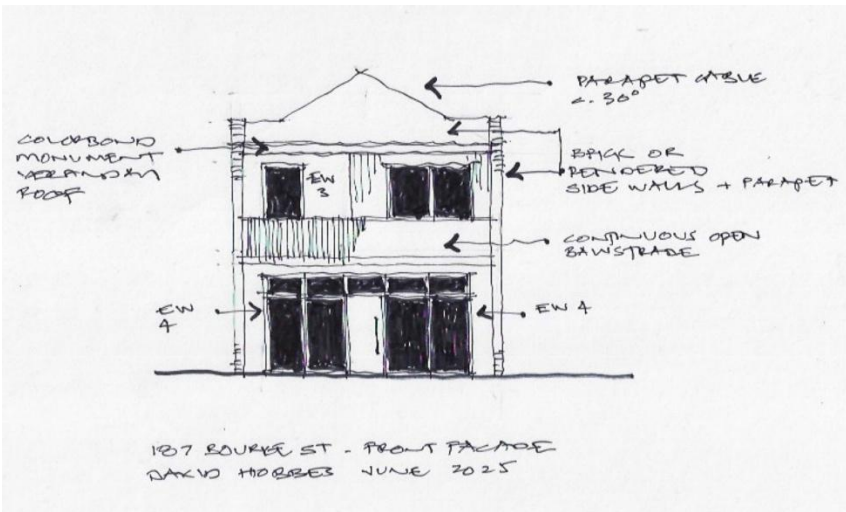




Vicinity of the proposal - Church and heritage streetscape of the Heritage Conservation Area.



Council Heritage Adviser sketch for street frontage.

## Heritage Impact Statement Two Storey Mixed Use Building 187 Bourke Street, Goulburn, NSW

Report to Goulburn Mulwarree Council  
August 2025

## **Acknowledgments**

Black Mountain Projects acknowledges the assistance of the following people and organisations in the preparation of this report:

Dean Kensit, Architect

Jack Miller, Council Heritage Planner

David Hobbes, Council Heritage Adviser

Dennis McManus, Peer Reviewer

## **Author**

Dr Peter Kabaila is a heritage consultant with a PhD from the Australian National University. He practised as an architect for 20 years and is the author of seven books on heritage topics. With over 30 years' experience as a council heritage adviser and consultant, he has developed wide-ranging expertise across the heritage field and made a lasting contribution to heritage practice in Australia.

## **Peer Reviewer - Dennis McManus PSM**

Dennis McManus is a planner and heritage specialist who served for over 25 years as a Senior Heritage Officer with the NSW Heritage Office. He recently completed a major pro-bono review of Wingecarribee Council's heritage listings and in 2001-2024 was a community representative on Wingecarribee Local Planning Panel. His long-standing service to heritage conservation in NSW was recognised with a Public Service Medal under the Australian Honour Awards.

| ISSUE | DESCRIPTION                | DATE       | ISSUED BY |
|-------|----------------------------|------------|-----------|
| A     | Draft for review           | 01.08.2025 | PK        |
| B     | Update with later DA plans | 27.08.2025 | PK        |

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## 1 EXECUTIVE SUMMARY

The owner proposes a development at 187 Bourke St Goulburn, NSW (the subject property) to redevelop a building into commercial space on the ground floor and a garage with an apartment in the upper floor (the development area).

### Proposal Context

- The subject property is not a heritage listed item but is situated in Goulburn Conservation Area.
- The Council Heritage adviser has no objection to the demolition of the existing building provided it is replaced with a building that complements the Conservation Area and historic buildings in the vicinity.
- The heritage consultant provided heritage design advice during preparation of this Impact Statement.

### Heritage Advice

Through the architect Dean Kensit, the owner engaged **Dr Peter Kabaila**, a heritage consultant with over 30 years' experience advising NSW councils, to provide heritage design advice for the proposal and prepare this Heritage Impact Statement.

Key items in the heritage consultant's advice were:

- The client should follow the council heritage advice closely. This includes traditional detailing for a balcony balustrade.
- Concrete walls at the sides of the development are visually intrusive in the conservation area and should be brickwork, or at least closely match the colour of the brickwork of the historic listed Uniting Church.

With incorporation of the heritage consultant's advice into the proposal, it is considered that the proposal will not impact heritage significance of the Conservation Area and listed items in the vicinity of the proposal.

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## 2. PROPOSAL OVERVIEW

The owner proposes to replace a non-contributory building at 187 Bourke St Goulburn with a redevelopment that respects the scale and historic forms and finishes of historic buildings in the Conservation Area.

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## 3. HERITAGE ADVICE PROVIDED

Heritage advice was delivered through a staged process involving several forms of consultation and review:

- Initial viewing of preliminary sketch plans.
- Receipt of further developed sketch plans.
- Telephone discussion with Council staff and architect.
- Heritage design advice, mainly "fine-tuning" advice regarding exterior materials and colour scheme.

## 4 HERITAGE SIGNIFICANCE AND IMPACTS

The subject property is 187 Bourke Street, marked below. Bourke Street is a major heritage streetscape in the conservation area. Significant heritage items in the vicinity of the development area include the Uniting Church; St Saviour's Cathedral; a row of 19<sup>th</sup> century worker's cottages ;

Public school and its grounds. The neighbouring property adjoining the development area is a detracting development of a petrol station on the corner.



*Aerial view of part of the Conservation Area (red hatching), with the development area shown on 187 Bourke Street.*

## Streetscape survey

A photographic survey of the context of the development area in the heritage streetscape is tabled below with relevant comments.

| No | Photo                                                                               | Observations                                                                                                                                                                                                                                                                                                                                   |
|----|-------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1  |    | Bourke Street view shows an important heritage streetscape in the conservation area. The Thai Restaurant on the left is followed by a row of 19 <sup>th</sup> century worker's cottages. The Public School on the right (across the street from the development area) is a major heritage listed item. St Saviour's Cathedral in the distance. |
| 2  |    | A block further along Bourke St is the Council Building (St Saviour's Cathedral partly obscured by a street tree).                                                                                                                                                                                                                             |
| 3  |   | Bourke St view showing the adjacent heritage listed Uniting Church.                                                                                                                                                                                                                                                                            |
| 4  |  | Heritage listed Public School across the road from the development area.                                                                                                                                                                                                                                                                       |
| 5  |  | Streetview of row of heritage listed 19 <sup>th</sup> century worker's cottages, now commercial business cottages.                                                                                                                                                                                                                             |

## 5 HERITAGE ADVICE

The heritage consultant was provided with preliminary drawings for Development Application (DA) submission. The consultant's primary concern was that the precast concrete tilt-slab side walls of the proposed development would negatively impact views from the adjacent heritage-listed church and from the heritage conservation area to the north.

To reduce this impact, the heritage consultant recommended replacing the precast concrete walls with brick—preferably recycled brick, or if unavailable, new bricks selected to resemble recycled brick in appearance.

The heritage consultant contacted Mr Jack Miller at Council for further comment. In response, Mr Miller obtained advice from the Council Heritage Adviser, Mr David Hobbes. The Council's feedback, reproduced below, primarily focused on giving the street frontage a more traditional appearance. This early advice clarified Council's position regarding façade and external wall treatments. The Council Heritage Adviser supported demolition of the existing building and encouraged its replacement provided it was a building of good design quality which would improve the visual character of the area. Mr Hobbes' comments, including a sketch, are shown below.

### DAVID HOBBS HERITAGE CONSULTANT

42/87 CROZIER CIRCUIT, KAMBAH ACT 2902  
tel 0421 915 499 email: [daverhobbes@gmail.com](mailto:daverhobbes@gmail.com)  
abn: 58630721835

#### Item

187 Bourke St, Goulburn

#### Heritage Status

Located within Goulburn Heritage Conservation Area.

#### Matter

DA for demolition of a non-listed and non-contributory single storey dwelling used as commercial premises and erection of a two storey building of mixed use.

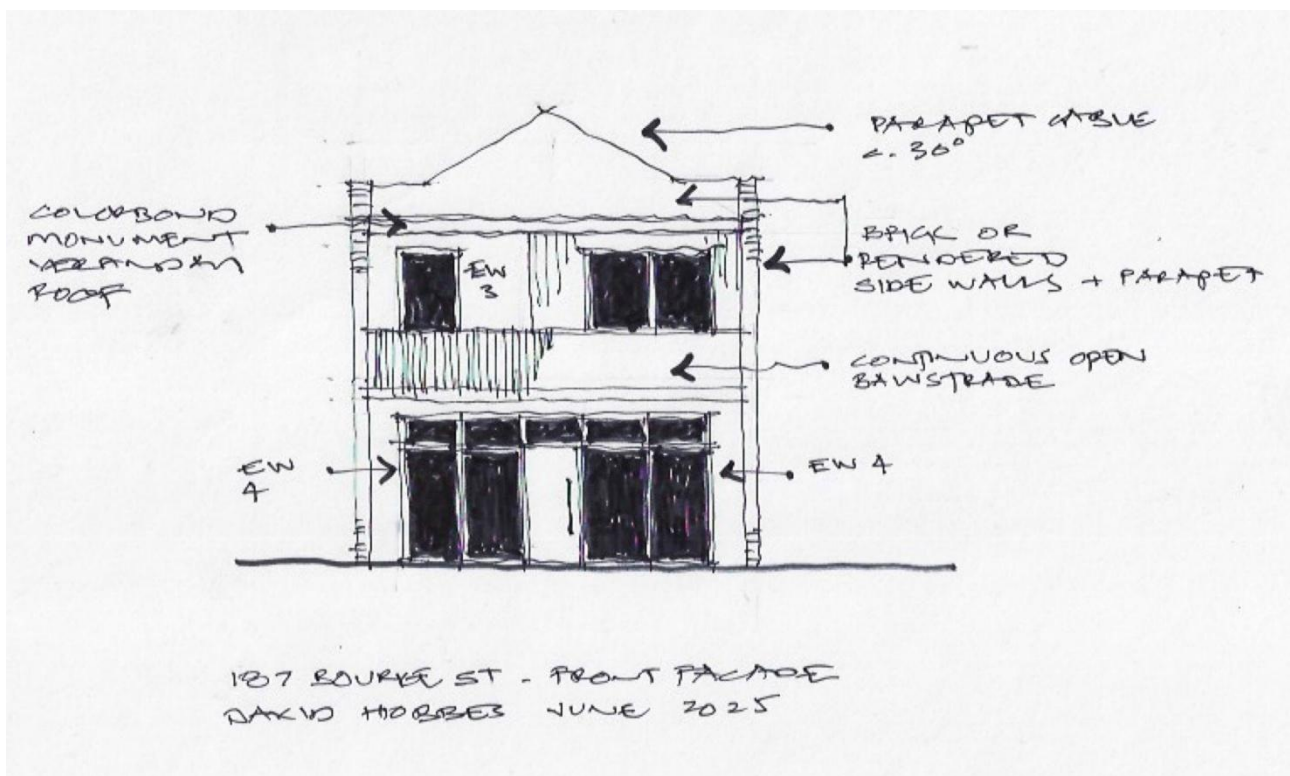
#### Advice

1. The block lies within a mixed / commercial zone and despite containing a traditional late Victorian dwelling is surrounded by buildings of varied and largely low value character. There is a service station immediately to the north. There is a modern two storey terrace house type building of mixed use to the south.
2. I support the demolition of the existing building and encourage its replacement with a building of good design quality which will improve the visual character of the area.
3. I have the following comments with regard to the proposed design:
4. The two-storey form with prominent gable is acceptable and is sympathetic to traditional forms in the area.
5. I acknowledge the effort to provide a modern interpretation of a traditional terrace form. In my opinion the façade articulation and range of materials is slightly too 'busy' and should be simplified to be more sympathetic to the character of traditional terraces.
6. In my opinion the use of precast coloured concrete walling and a concrete hood over the front verandah is not sympathetic to the character of the conservation area. It is too 'city urban'. Although a future building to the north may conceal parts of this that may not occur for many years. I would recommend face or rendered masonry for the party walls and front gable. Side walls which may later be concealed by adjacent buildings could be common brick.
7. The single secondary wall EW 2 & 3 material on the facades is acceptable.
8. The proposed glazed shopfront with highlights and solid central door is good.
9. The proposed face brick EW4 for façade elements is good.
10. The gabled parapet should be in line with the main front wall line and the verandah should read separately forward of this with a skillion roof. The party walls can come forward to the front boundary in line with the verandah as occurs on traditional terrace forms.

11. I would recommend increasing the pitch of the parapet gable to a more traditional slope. It looks a little squat.
12. The upper verandah should extend across the full width of the building and have a simple open type continuous balustrade. The simple steel verticals proposed are acceptable. The proposed balustrade with solid brick for the lower part is not sympathetic.
13. Rather than concrete the verandah roof could be a minimum pitch (almost flat) Monument Colorbond.
14. I note the first floor wallline is stepped to accommodate the planning. Ideally the bedroom should be recessed slightly further back and the balustrade should run across the full width in front of the bedroom pop out.
15. The rear elevation is generally acceptable apart from issues re gable end profile and verandah roof noted above.
16. See attached sketch for front elevation overleaf.



David Hobbes  
Heritage Advisor to Goulburn Mulwaree Council  
13.6.25



Amending the drawings to reflect Council's advice was not expected to alter the proposed floorplan, so the heritage consultant recommended that the architect proceed with the suggested changes.

The architect, under instruction from the owner, made some adjustments in response to Mr Hobbes' comments. However, two amendments were not implemented:

- The side walls were shown as precast concrete with a grey (not brick colour) render finish.
- The balustrade was shown on the amended plans as an incomplete solid element with a handrail on top, instead of the traditional balustrade recommended by Mr Hobbes.

Following the heritage consultant's further discussion with the architect and Council Heritage Planner, this impact statement recommends:

- Provide precast concrete side walls with an integral finish equivalent to brick colour of the listed church. Select the colour to closely match the brickwork, to the satisfaction of the council heritage adviser.
- Provide a traditional, see-through front balustrade, to the satisfaction of the council heritage adviser.

Once these adjustments are made to the DA drawings or implemented in conditions of consent, the proposal will be reasonably sympathetic to traditional buildings in the heritage conservation area. Clay brick side walls remain the preferred option. But once the two above recommendations are implemented, the proposal is considered to sufficiently reflect the local heritage character, resulting in a **negligible heritage impact**.

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#### **Other mitigation measures**

No further mitigation measures are considered necessary, as the owner has been provided with detailed design advice to ensure that the proposal will have minimal impact on heritage values.

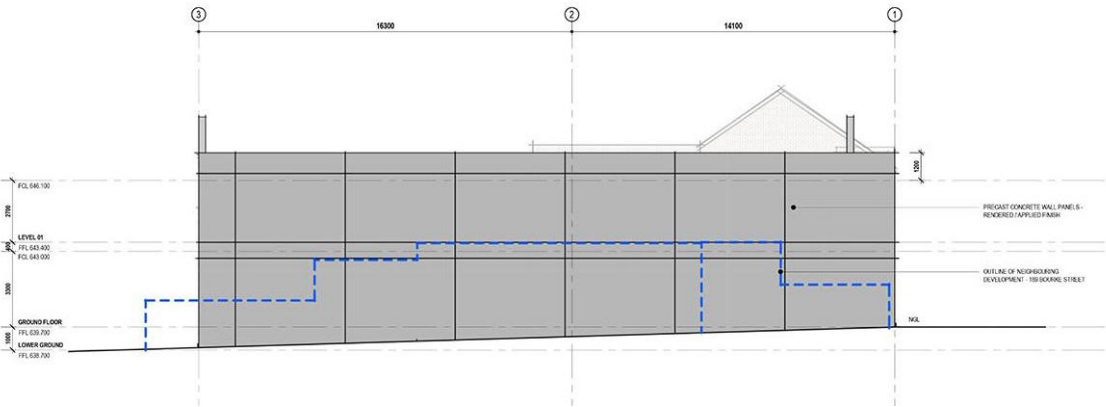
6 EXTRACTS OF THE DA DRAWINGS



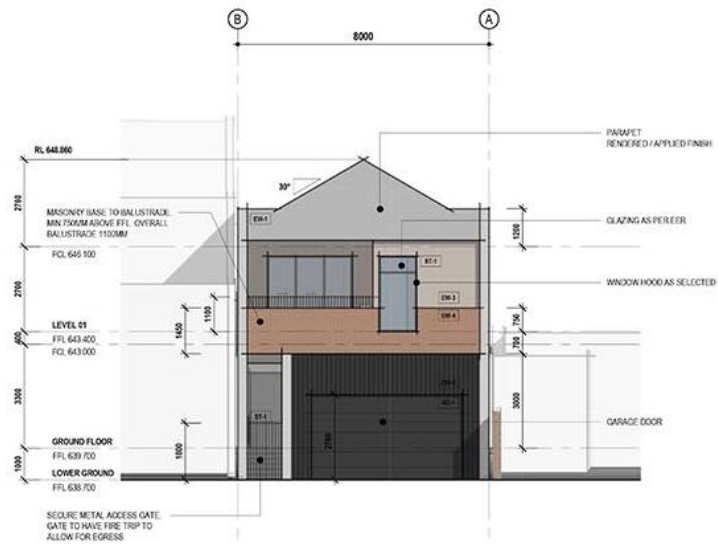
Bourke St (Front)



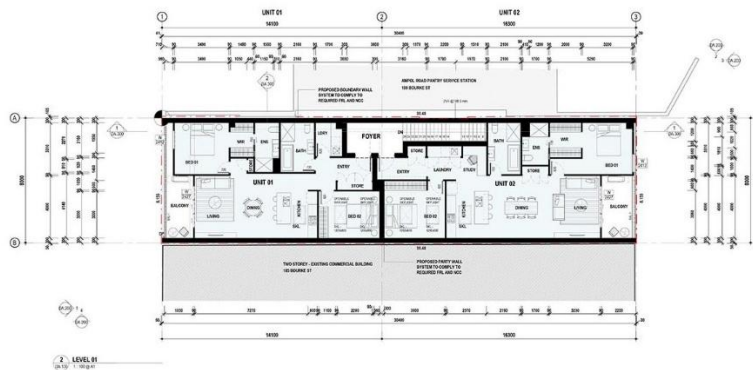
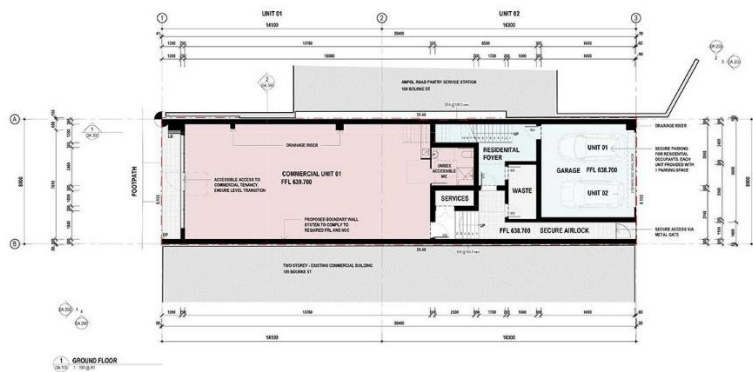
External Colours



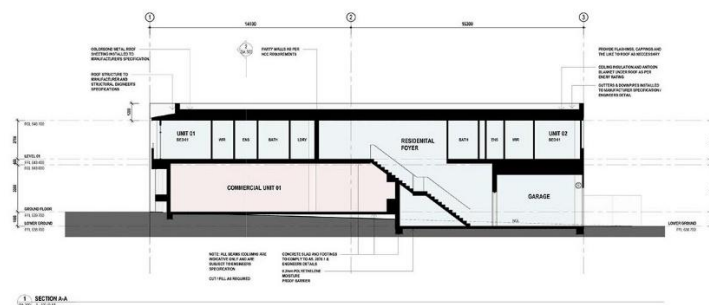
Side to Adjoining Garage



Fenwick St (Rear)



Floor plan



Longitudinal Section

## 7. ASSESSMENT OF HERITAGE IMPACT

The proposal is for a commercial unit and ground floor garage with a shop top dwelling above within the Goulburn Conservation Area. It has been designed to complement the existing adjoining commercial terrace. The development has views to and from the Conservation Area, including from the heritage listed school and church.

Two advice items (precast concrete side walls and traditional balustrade) were not incorporated in the DA drawings.

The development fronts Bourke Street, which is characterised by a mix of developments including some traditional in style. Provided the two advice items above are addressed, the proposed building will be reasonably consistent with and reinforce this existing heritage character.

## 8. CONCLUSION

With implementation of the recommended heritage conditions of consent below, the proposal will minimise any adverse heritage impacts and be consistent with the provisions of the *Goulburn Mulwarree Local Environmental Plan 2009* and the *NSW Heritage Council guidelines*.

### Final Recommendations

Two DA conditions of consent are recommended:

- **Provide precast concrete side walls with an integral finish equivalent to the brickwork of the adjacent listed Uniting Church. Select the colour and finish to closely match the brickwork, to the satisfaction of the council heritage adviser.**
- **Provide a traditional, see-through front balustrade, to the satisfaction of the council heritage adviser.**

Heritage design advice from the heritage consultant has been sufficiently implemented in the DA drawings and the above conditions of consent, for the proposal to have a negligible impact on the heritage significance of both the Conservation Area and the nearby heritage-listed items.

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## 9 ASSESSMENT STATEMENT

I, Peter Rimgaudas Kabaila, Heritage Consultant, confirm that:

- I have prepared this Heritage Impact Statement, which has objectively assessed the proposed development against the relevant planning controls.
- I have provided this report as advice to the proponent.



Dr Peter Kabaila, Heritage Consultant, Black Mountain Projects Pty Ltd

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## 10 REFERENCES

ICOMOS Australia, *The Burra Charter: The Australia ICOMOS Charter for the Conservation of Places of Cultural Significance (Burra Charter)*. ICOMOS, Australia, 2013.

<https://australia.icomos.org/wp-content/uploads/The-Burra-Charter-2013-Adopted-31.10.2013.pdf>

*Goulburn Mulwarree Local Environmental Plan 2009*.

NSW Heritage Office and Department of Infrastructure Planning and Natural Resources, *NSW Heritage Manual*, Sydney, 2001.

NSW Heritage Council guidelines, *Altering Heritage Assets and Statements of Heritage Impact*.

NSW Government Legislation, [www.legislation.nsw.gov.au](http://www.legislation.nsw.gov.au)

NSW State Heritage Inventory

<https://www.heritage.nsw.gov.au/search-for-heritage/search-for-nsw-heritage/>