

# EVERICK HERITAGE

## Mountain Ash Road Goulburn Planning Proposal

Statement of Heritage Impact

Written for Design Build Instruct Pty Ltd

Goulburn Mulwaree Local Government Area

September 2022



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## Executive summary

Design Build Instruct Pty Ltd (DBI Link) is proposing to rezone Primary Production land (RU:1) to Large Lot Residential (proposed 2ha sized lots) (R5) over a 277ha site on Mountain Ash Road, Goulburn, NSW (the Proposal) (Figure 1-1). The Project Area is located within the reserves of Mountain Ash Road, Windellama Road, Barretts Lane and Rosemont Road, Goulburn, New South Wales (NSW). It is situated within Goulburn Mulwaree Local Government Area (LGA), in the Parish of Towrang and Goulburn, County of Argyle. The location of the Project Area is depicted in Figure 1 1 and Figure 1 2.

Everick Heritage Pty Ltd (Everick Heritage) has been engaged by DBI Link to provide a specialist Statement of Heritage Impact (SoHI) for the proposed rezoning.

## Conclusions

The proposed rezoning is for Large Lot Residential to provide additional residential spaces in the Goulburn Mulwaree area. The impact assessment of the proposed rezoning on surrounding historical listings has determined that any detrimental impacts will need to be addressed in accordance with the heritage considerations of the Goulburn Mulwaree DCP in order to be sympathetic to the overall area nearby listed heritage buildings and items.

## Discovery of historical heritage materials, features, or deposits

All archaeological relics are protected under the Heritage Act, regardless of whether they are known or unknown. An unexpected finds protocol should therefore be in place to mitigate heritage material which may be uncovered during works.

If at any time during the proposal construction, historical heritage materials, features and/or deposits are found, the following actions should be undertaken:

- All construction that could potentially harm the historical heritage materials, features or deposits would cease (including stopping all construction within at least 10 m). Only construction that is required to comply with occupational and environmental health and safety standards and/or to protect the historical heritage would occur. Construction that does not have the potential to harm the historical heritage would continue only if it were outside the minimum 10 m buffer.
- The on-site supervisor would inform the Project Manager of the discovery.

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- A suitably qualified and experienced archaeologist (the archaeologist) would be contacted as soon as practicable in relation to the unexpected discovery of any historical heritage and would be responsible for recording, in detail, the location and context of any historical heritage. Any materials, features and/or deposits would be analysed and/or catalogued and any official site records would be created or updated (where appropriate). The archaeologist would also make recommendations for the management of the historical heritage in relation to the project.
- It is preferable to avoid impacts on historical heritage where possible. If avoidance is not possible, the archaeologist would conduct a salvage excavation. The aims of the salvage excavation would be to obtain as much information as possible from the historical heritage materials, features and/or deposits.
- The archaeologist would provide a report detailing the excavation, salvage, and analysis results to Heritage NSW (Department of Premier and Cabinet) at the completion of the salvage.

The proponent would be responsible for the costs associated with the assessment, cataloguing, labelling, packaging etc of any historical heritage materials, features and/or deposits:

- Work would recommence within the area of exclusion.
- When the appropriate protective measures have been implemented.
- Where the relevant records have been updated and/or completed.
- Where all parties agree there is no other prudent or feasible course of action.

## Discovery of human remains

In the event that construction of the proposal reveals possible human skeletal material (remains) the following procedure would be implemented:

- As soon as remains are exposed, all construction would halt at that location immediately and the on-site supervisor would be immediately notified to allow assessment and management.
- The on-site supervisor would contact police.
- The on-site supervisor would contact Department of Planning, Industry and Environment (DPIE) Environment Line on 131 555 and Heritage NSW on (02) 9873 8500.
- A physical or forensic anthropologist would inspect the remains in situ (organised by the police unless otherwise directed by the police) and make a determination of ancestry (Aboriginal or non-Aboriginal) and antiquity (pre-contact, historic or forensic).
- If the remains are identified as forensic, the area would be deemed a crime scene.

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- If the remains are identified as Aboriginal, the site would be secured and DPIE and all Aboriginal stakeholders would be notified in writing.
- If the remains are identified as non-Aboriginal (historical) remains, the site would be secured, and Heritage NSW would be contacted.

The above process functions only to appropriately identify the remains and secure the site. From this time, the management of the area and remains would be determined through one of the following means:

- If the remains are identified as a forensic matter, management of the area would be determined through liaison with the police.
- If the remains are identified as Aboriginal, management of the area would be determined through liaison with Client, DPIE and registered Aboriginal stakeholders
- If the remains are identified as non-Aboriginal (historical), management of the area would be determined through liaison with the Client and Heritage NSW.
- If the remains are identified as not being human, then work would recommence once the appropriate clearances have been given.

## Approval requirements

As the Project Area is for a proposed rezoning, no additional approval is required other than from Goulburn Mulwarree Council for the above works to progress.

## Definitions and abbreviations

The following definitions apply to the terms used in this report:

<b>CHL</b>	means Commonwealth Heritage List
<b>DBI Link</b>	means Design Build Instruct Pty Ltd (DBI) - the Proponent
<b>DCP</b>	means Development Control Plan
<b>DECCW</b>	means Department of Environment, Climate Change and Water (now Heritage NSW)
<b>EP&amp;A Act</b>	means Environmental Planning and Assessment Act 1979
<b>EPBC Act</b>	means Environment Protection and Biodiversity Conservation Act 1999
<b>Everick Heritage</b>	means Everick Heritage Pty Ltd
<b>Ha</b>	means hectare
<b>Heritage Act</b>	means Heritage Act 1977
<b>ISEPP</b>	means State Environmental Planning Policy (Infrastructure) 2007
<b>LEP</b>	means Goulburn Mulwaree Local Environmental Plan 2009
<b>LGA</b>	means Local Government Area
<b>NHL</b>	means National Heritage List
<b>NSW</b>	means New South Wales
<b>OEH</b>	means Office of Environment and Heritage
<b>the Project Area</b>	means the area shown in Figure 1-1
<b>REF</b>	means Review of Environmental Factors
<b>RNE</b>	means Register of the National Estate
<b>s</b>	means section as in legislation terms

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<b>s 170</b>	means Section 170 Heritage and Conservation Registers
<b>SHR</b>	means State Heritage Register
<b>SoHI</b>	means Statement of Heritage Impact

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## 1. Introduction

### 1.1. Project Background

Design Build Instruct Pty Ltd (DBI Link) is proposing the development of residential allotments which requires the rezoning of Primary Production land (RU:1) to Large Lot Residential (proposed 2ha sized lots) (R5) over a 277ha site on Mountain Ash Road, Goulburn, NSW (the Proposal) (Figure 1-1). The Project Area is located within the reserves of Mountain Ash Road, Windellama Road, Barretts Lane and Rosemont Road, Goulburn, New South Wales (NSW). It is situated within Goulburn Mulwaree Local Government Area (LGA), in the Parish of Towrang and Goulburn, County of Argyle. The location of the Project Area is depicted in Figure 1 1 and Figure 1 2.

Everick Heritage Pty Ltd (Everick Heritage) has been engaged by DBI Link to provide a specialist Statement of Heritage Impact (SoHI) support the application for rezoning.

### 1.2. Project proposal

The proposed works include the sub-division of 13 existing allotments to the north and south of Mountain Ash Road, Goulburn, NSW. The sub-division will include the creation of approximately 105 residential lots covering 277ha, with a total impact area of approximately 2,653,109.96 square metres.

### 1.3. The Project Area

The Project Area is comprised of 13 lots on the north and south sides of Mountain Ash Road, Goulburn, NSW (see Figure 1-1). North of Mountain Ash Road comprises the following allotments: Lot 1 DP 779194, Lot 103 DP 70346, Lot 1 DP 853498, Lots 104, 105, 106 DP 126140 and Lot 1 and 2 DP 835278. South of Mountain Ash Road allotments consist of Lot 3 DP 835278, Lot 1 DP 731427, and Lot 22, 23, and 24 DP 811954. The Project Area is located in both the Parish of Towrang and the Parish of Goulburn, County of Argyle. It is situated within the Goulburn Mulwaree Council Local Government Area (LGA). The location of the Project Area and the proposed subdivision allotments can be seen in Figure 1-2.

## 1.4. Aims and Methodology

The methodology used for this SoHI is consistent with the Australia ICOMOS Burra Charter and the NSW Department of Planning (Heritage Division) publication, *Assessing Heritage Significance, Statements of Heritage Impact* (NSW Heritage Office, 2002).

The significance assessment, together with an outline of statutory requirements, informed the impact assessment and recommendations. In accordance with the brief the assessment methodology included:

- A review of background research for the existing site, including historical mapping and some primary research.
- Searches of statutory and non-statutory heritage registers, including the NSW State Heritage Register, NSW State Heritage Inventory, LEP, S170 Registers, Commonwealth Heritage List, Heritage List and World Heritage List.
- A description of the heritage significance of Heritage Items and Conservation Areas within or in the vicinity of the Project.
- An assessment of significance of the adjacent Heritage Items and Conservation Areas within or in the vicinity of the Project.
- The SoHI and a discussion addressing the relevant sections of the Goulburn Mulwarree Valley Development Control Plan 2009.

## 1.5. Authorship of the Report

Vanessa Edmonds (Principal Archaeologist, Everick Heritage) provided the technical review of the report. Vanessa has a Bachelor of Arts majoring in Australian Archaeology and a Master of Letters in Australian Archaeology and Physical Anthropology. Vanessa is a Full Member of the Australian Association of Consulting Archaeologists Incorporated and is listed on the Heritage NSW Consultants Register for historic heritage.

Andrew Wilkinson (Senior Archaeologist, Everick Heritage) prepared the Statement of Heritage Impact and compliance review. Andrew has a Bachelor in Archaeology and is completing a Masters in Archaeology and Cultural Heritage Management. Andrew is a full member of ICOMOS.

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Grace Eldon (Graduate Archaeologist, Everick Heritage) prepared the project background. Grace holds a Bachelor of Arts (Hons) in Archaeology and Anthropology and has one year of experience as a consultant.

Alfred Gasore (GIS, Everick Heritage) prepared the mapping.

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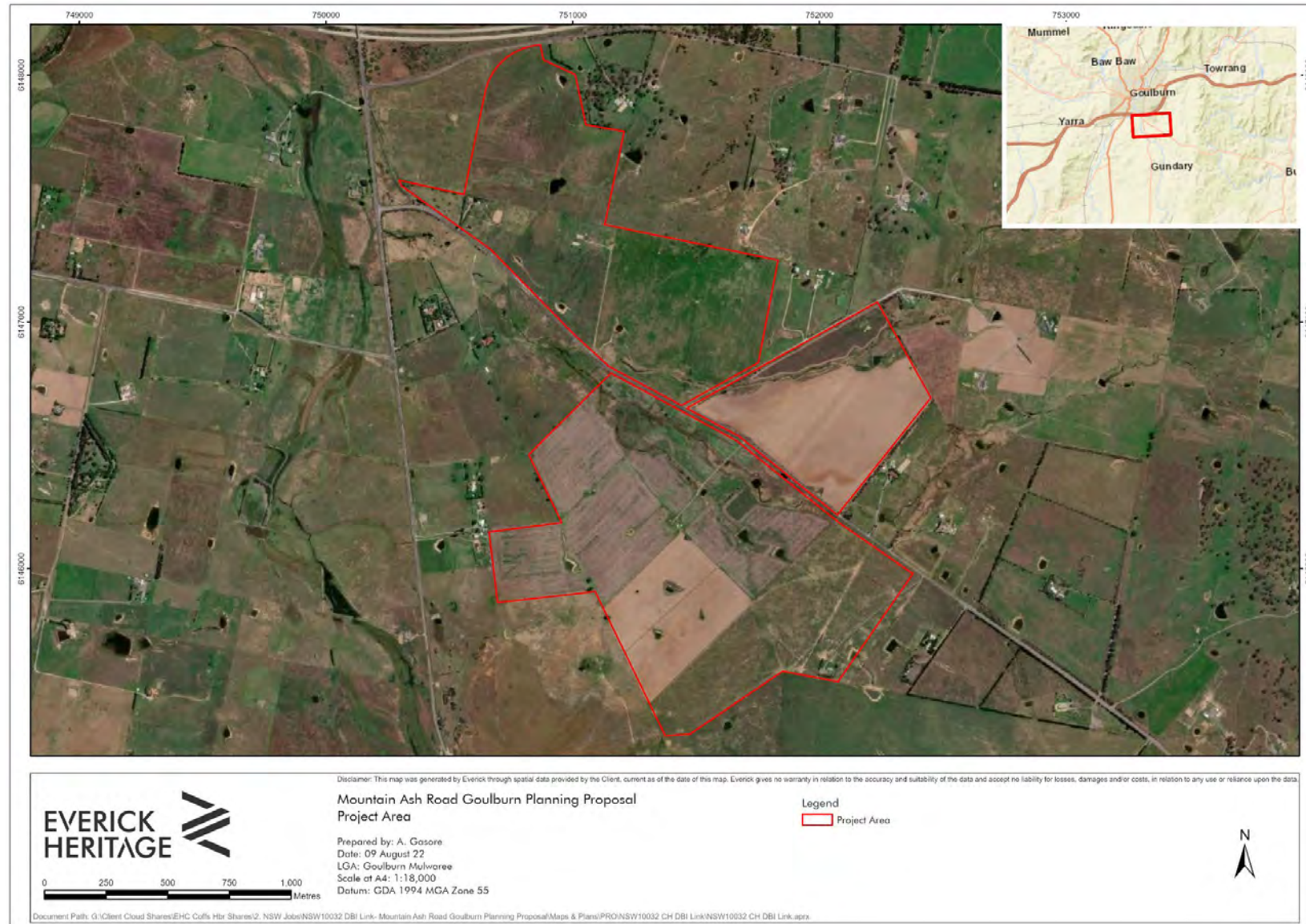


Figure 1-1: Location of Project Area.



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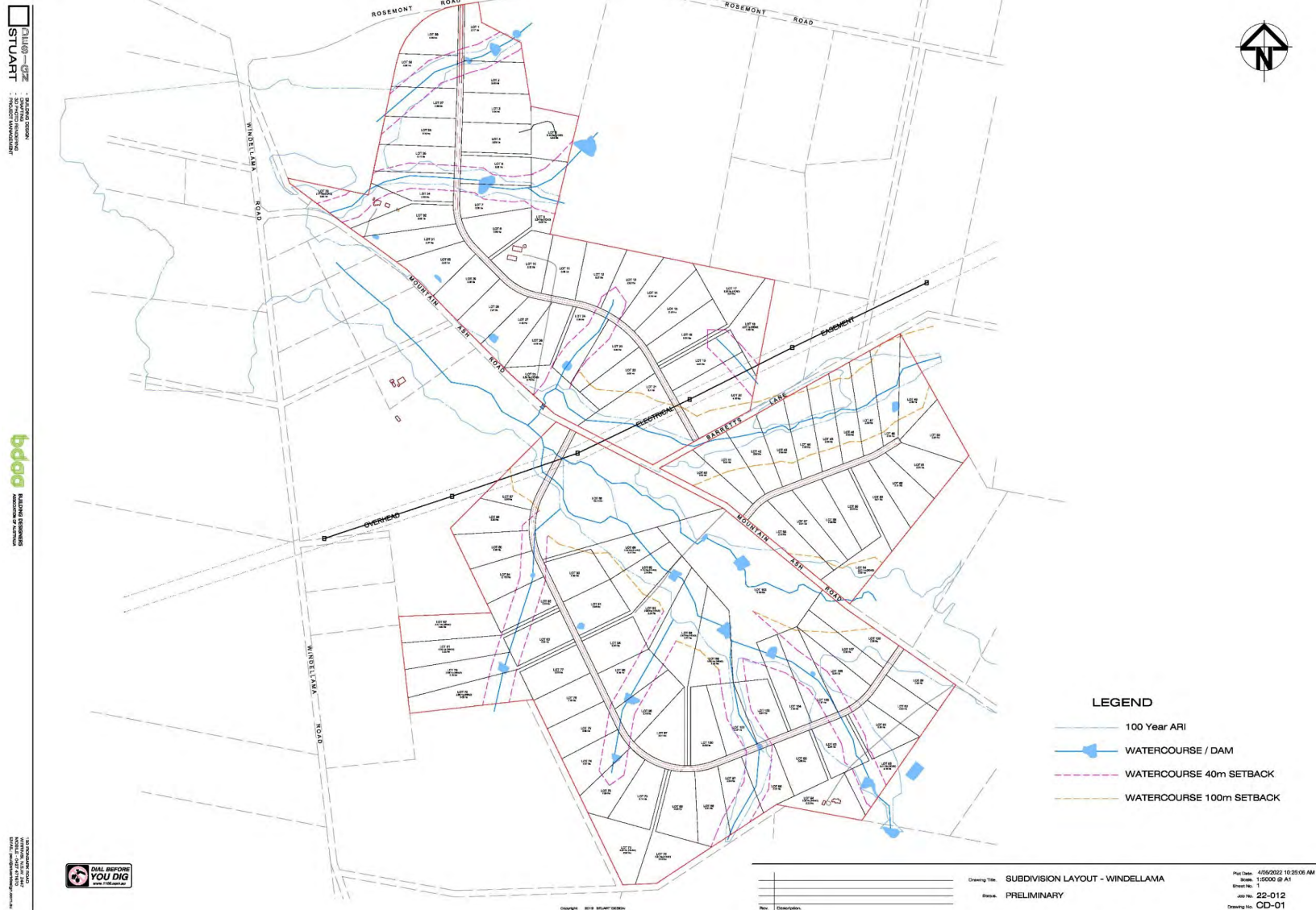


Figure 1-2: Proposed rezoning allotments.

## 2. Legislative context

A number of planning and legislative documents govern how historic heritage is managed in NSW and Australia. The following section provides an overview of the requirements under each as they apply to the Planning Proposal.

### 2.1. State Legislation

#### *2.1.1. Environmental Planning and Assessment Act 1979 (NSW)*

The *Environmental Planning and Assessment Act 1979 (NSW)* (*EP&A Act*) requires that environmental impacts are considered in land-use planning, including impacts on Aboriginal and non-Aboriginal heritage. Part 5 of the *EP&A Act* is designed to ensure public authorities fully consider environmental issues before they undertake or approve activities that do not require development consent.

#### *2.1.2. State Environmental Planning Policy (Infrastructure) 2007 (NSW)*

The *State Environmental Planning Policy (Infrastructure) 2007* (NSW) (ISEPP) aims to facilitate the effective delivery of infrastructure across the State. Division 4 sets out general requirements for exempt development while Division 5 sets out general requirements for complying development. If the Project is neither exempt or compliant, Development Consent will need to be sought through the appropriate consent authority.

##### *2.1.2.1. Goulburn Mulwaree Local Environmental Plan 2009*

The *EP&A Act* requires councils to consider environmental effects when assessing new developments. Heritage is one of the matters for consideration. Sites of environmental heritage (including historic heritage sites and sometimes Aboriginal heritage sites) are protected by gazetted Local Environment Plans (LEP) and Development Control Plans (DCP) which specify the constraints on development in the vicinity of these sites unless being assessed under Part 5 of the *EP&A Act*. The Goulburn Mulwaree LEP 2009 is the active planning document for development in the area. The Goulburn Mulwaree LEP 2009 has provided a Schedule (Schedule 5) of Environmental Heritage which provides statutory protection for those items listed.



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Development consent is required for any of the following:

- Demolishing or moving any of the following or altering the exterior of any of the following (including, in the case of a building, making changes to its detail, fabric, finish or appearance):
  - (i) a heritage item,
  - (ii) an Aboriginal object,
  - (iii) a building, work, relic, or tree within a heritage conservation area,
- Altering a heritage item that is a building by making structural changes to its interior or by making changes to anything inside the item that is specified in Schedule 5 in relation to the item,
- Disturbing or excavating an archaeological site while knowing, or having reasonable cause to suspect, that the disturbance or excavation will or is likely to result in a relic being discovered, exposed, moved, damaged, or destroyed,
- Disturbing or excavating an Aboriginal place of heritage significance,
- erecting a building on land:
  - (i) on which a heritage item is located or that is within a heritage conservation area,  
or
  - (ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance,
- subdividing land:
  - (i) on which a heritage item is located or that is within a heritage conservation area,  
or
  - (ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance.

The Local Environmental Plan (LEP) provides a Schedule (Schedule 5) of Environmental Heritage which provides statutory protection for those items listed.

## 2.1.3. Goulburn Mulwaree Council Development Control Plan (Subdivision) 2009 (DCP)

The aim of the DCP is to support and complement Goulburn Mulwaree Local Environmental Plan 2009 (LEP 2009) and to encourage well-designed, high-quality development within the vicinity of a heritage item in the Goulburn Mulwaree area. The objectives of the plan are:

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- Residential land is to be developed with the creation of neighbourhoods comprising a range of densities.
- Residential areas should promote opportunities for walking and cycling as alternative modes for local transport.
- Employment uses should be sensitively designed and located to minimise conflict.
- Buffers are to be used to safeguard the integrity and quality of waterways and creeks.
- Development along waterways requires flood investigations to determine the minimum flood level and to ensure flood levels and velocity would not cause harm to life or property.
- Development buffers are to be used to safeguard prime agricultural land. New sensitive land uses should be located an acceptable distance from hazardous or offensive agricultural operations unless an appropriate buffer has been established.
- Integrated open space and drainage networks should provide the framework for an offroad pedestrian and cyclist network.
- Non-residential land uses shall not impact upon the amenity of the area or surrounding sensitive land uses. This would include, for example, local shops and commercial premises, schools, childcare centres, places of worship, open space, and recreation.
- Commercial land uses shall be clustered to minimise car trips and promote focus on pedestrian and cycle ways.
- Land uses that maintain a rural landscape should be encouraged on the edges of residential areas to provide a defined transition to rural areas and minimise potential for land use conflicts. This is particularly important where large lot residential development is near areas identified for agricultural purposes.
- Prime agricultural areas and areas identifying potential to yield groundwater should be safeguarded from incompatible land uses and protected given their environmental sensitivities.
- Investigations will be required to determine the optimum water supply and sewage servicing approach for existing and future residential and large lot residential areas.

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- Best practice water quality controls (including water quality monitoring) should be implemented. Pre-development water quality should be maintained or enhanced in post-development run-off. The management of water should address cumulative environmental impacts and be carried out in accordance with the objectives of integrated water cycle management and water sensitive urban design.

The DCP controls for heritage conservation apply on:

- i. Land upon which a heritage item or draft heritage item as listed under Schedule 5 of Goulburn Mulwaree LEP 2009 is located;
- ii. Land that is located within one of the heritage conservation areas or a draft heritage conservation area as contained within Schedule 5 and on the heritage map of Goulburn Mulwaree LEP 2009;
- iii. Land that is located adjacent to or within the vicinity of a heritage item or heritage conservation area (or within the visual catchment of a heritage site);
- iv. Land where archaeological remains or relics have been identified.

The Project Area meets criteria (iii) of the DCP controls, having three local heritage items adjacent to the Project Area as listed by the Goulburn Mulwaree LEP.

Section 3.3.8 of the DCP covers subdivision of land in the vicinity of heritage sites or heritage conservation areas. In these cases, the following DCP controls apply:

- A. Development on land adjacent to, or within the vicinity of a heritage item should not detract from the identified significance or setting of the heritage building or the heritage conservation area.
- B. Where development is proposed adjacent to or within the vicinity of a heritage item, the following matters must be taken into consideration:
  - 1) The character, siting, bulk, scale, height, and external appearance of the development;
  - 2) The visual relationship between the proposed development and the heritage item;
  - 3) The potential for overshadowing of the adjoining heritage item;
  - 4) The colours and textures of materials proposed to be used in the development;
  - 5) Maintenance of original or significant landscaping;

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- 6) The landscaping and fencing of the proposed development;
  - 7) The location of car parking spaces and access ways into the development;
  - 8) The impact of any proposed advertising signs or structures;
  - 9) The interpretation of any archaeological features associated with the heritage item;
  - 10) The maintenance of the existing streetscape, where the streetscape has significance to the heritage site including impact on grassed verges in the road reserve;
  - 11) The significance or integrity of any archaeological remains;
  - 12) The impact the proposed use would have on the amenity of the heritage site; and
  - 13) The effect the construction phase will have on the well-being of a heritage building.
- C. Development in the vicinity of a heritage item should give strong regard to any significant views to and from the heritage item and any public domain area.
- D. Where subdivision is proposed in the vicinity of a heritage item, the impact of future development of the lots should be considered.
- E. Any new development should:
- 1) Complement not compete with the elements that contribute to the uniqueness and heritage significance;
  - 2) Not overshadow or impede existing views;
  - 3) Not visually dominate, compete or be incompatible with the form of the heritage item;
  - 4) Be contemporary in design, however the scale, form, bulk and detail of the proposal must not detract from the scale, form, unity, cohesion and predominant character of the heritage item;
  - 5) Avoid making a replica copy of a heritage item; and
  - 6) Be kept simple and must not use a mixture of features from different eras or add heritage features to new buildings.

## 2.1.4. *The Heritage Act 1977 (NSW)*

### 2.1.4.1. State Heritage Register

The Heritage Council of NSW maintains the State Heritage Register (SHR). Only those items which are of state-level heritage significance in NSW are listed on the SHR. Listing on the SHR controls activities such as alteration, damage, demolition, and development. When a place is listed on the SHR, the approval of the Heritage Council of NSW is required for any major work, including the following:

- Demolishing the building or work
- Carrying out any development in relation to the land on which the building, work or relic is situated, the land that comprises the place, or land within the precinct
- Altering the building, work, relic, or moveable object

An application under section (s) 60 of the *Heritage Act 1977 (Heritage Act)* must be made to the Heritage Council in order to carry out such activities.

In some circumstances a s 60 permit may not be required if works are undertaken in accordance with the *Standard Exemptions under the Heritage Act 1977 (NSW)*. In 2020, the Heritage Council removed the requirement for proponents to apply for formal exemption approval in favour of a three-tiered approval system. In order for works to occur which require no approval they need to comply with specified activities/ works and the relevant standards outlined in the *Standard Exemptions under the Heritage Act 1977 (NSW)* guidelines. It should be noted that fewer exempt works are covered by this pathway than were previously covered by the section 57 exemption application process.

If the works are not assessed as meeting the relevant standards, then either a Fast Track or regular s 60 application under the *Heritage Act*. An s 60 Fast Track applications are for works which may have a little or no adverse impact on the heritage significance of the heritage item. The statutory timeframe for approval for an s 60 Fast Track is 21 days, whereas a normal s 60 can take up to 21 days to be approved. The new Heritage Management System allows proponents to lodge and review the status of active heritage applications.

If works cannot comply with these standards and conditions, then a s 60 application under the *Heritage Act* may need to be applied for. As the works would likely be low impact in nature, an s 60 Fast Track application would be the appropriate pathway.

## 2.1.4.2. Archaeological relics

Part 6 Division 9 of the *Heritage Act* protects archaeological 'relics' from being 'exposed, moved, damaged or destroyed' by the disturbance or excavation of land. This protection extends to the situation where a person has 'reasonable cause to suspect' that archaeological remains may be affected by the disturbance or excavation of the land. It applies to all land in NSW that is not included in the SHR. A 'relic' is defined by the *Heritage Act* as:

*Any deposit, object of material evidence which relates to the settlement of the area that comprises NSW, not being Aboriginal settlement, and has local or state significance.*

Section 139 of the Heritage Act requires any person who knows or has reasonable cause to suspect that their proposed works will expose or disturb a 'relic' to first obtain an Excavation Permit from the Heritage Council of NSW (pursuant to s 140) unless there is an applicable exception (pursuant to s 139(4)). If there is an exception, an Excavation Permit Exception Notification Form must be submitted and endorsed by the Director of Heritage Branch for places not listed on the SHR.

In some circumstances a s 140 permit may not be required when excavating land in NSW. In accordance with the NSW Government Gazette (no 110, 5 September 2008) Schedule of Exceptions to subsection 139 (1) and (2) of the *Heritage Act*, made under subsection 139 (4):

*Excavation or disturbance of land of the kind specified below does not require an excavation permit under section 139 of the Heritage Act, provided that the Director-General is satisfied that [certain criteria] have been met and the person proposing to undertake the excavation or disturbance of land has received a notice advising that the Director-General is satisfied that:*

*(c) a statement describing the proposed excavation demonstrates that evidence relating to the history or nature of the site, such as its level of disturbance, indicates that the site has little or no archaeological research potential.*

An Excavation Permit Exception Notification Form is required to be submitted to the NSW Heritage Branch with appropriate supporting information (such as this heritage assessment). If the Director of the Heritage Branch is satisfied of the relevant matters relating to the proposal, a copy of the form will be endorsed by the Heritage Branch and returned to the applicant.

Section 146 of the *Heritage Act* requires any person who is aware or believes that they have discovered or located a relic must notify the Heritage Council of NSW providing details of the location and other information required.

## 2.1.4.3. Works

The *Heritage Act* identifies 'works' as a category separate to relics. 'Works' refers to evidence of past infrastructure which may be buried, and therefore be 'archaeological' in nature and with the potential to provide information that contributes to our knowledge. Exposure of 'work' does not trigger reporting obligations under the Heritage Act. However, good environmental practice recognises the archaeological potential of such discoveries and the need to balance these against the requirements of development.

## 2.2. Commonwealth Legislation

### 2.2.1. Environment Protection and Biodiversity Conservation Act 1999 (Cth)

The *Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act)* includes 'national heritage' as a matter of National Environmental Significance and protects listed places to the fullest extent under the Constitution. It also establishes the National Heritage List (NHL) and the Commonwealth Heritage List (CHL). The following is a description of each of the heritage lists and the protection afforded places listed on them.

#### 2.2.1.1. Commonwealth Heritage List

The CHL is established under the *EPBC Act*. The CHL is a list of properties owned by the Commonwealth that have been assessed as having significant heritage value. Any proposed actions on CHL places must be assessed for their impact on the heritage values of the place in accordance with Actions on, or impacting upon, Commonwealth land, and actions by Commonwealth agencies (Significant Impact Guidelines 1.2). The guidelines require the proponent to undertake a self-assessment process to decide whether or not the action is likely to have a significant impact on the environment, including the heritage value of places. If an action is likely to have a significant impact an *EPBC Act* referral must be prepared and submitted to the Minister for approval.

#### 2.2.1.2. National Heritage List

The NHL is a list of places with outstanding heritage value to Australia, including places overseas. Any proposed actions on NHL places must be assessed for their impact on the heritage values of the place in accordance with Management of National Environmental Significance (Significant Impact Guidelines 1.1). The guidelines require the proponent to undertake a self-assessment process to decide whether or

not the action is likely to have a significant impact on a matter of National Environmental Significance, including the national heritage value of places. If an action is likely to have a significant impact an *EPBC Act* referral must be prepared and submitted to the Minister for approval.

## 2.2.1.3. Register of the National Estate

The Register of the National Estate (RNE) was formerly compiled as a record of Australia's natural, cultural, and Aboriginal heritage places worth keeping for the future. The RNE was frozen on 19 February 2007, which means that no new places have been added or removed since that time. From February 2012 all references to the RNE were removed from the *EPBC Act*. The RNE is maintained on a non-statutory basis as a publicly available archive.



## 3. Background

- The following section on the history of the Goulburn Mulwaree region has been summarised from a number of sources including:
- Goulburn Mulwaree Council 2022. <https://www.goulburn.nsw.gov.au/Development/Environment-Heritage/Heritage#section-2>
- Higginbotham, E. 2009. Goulburn Mulwaree Archaeological Management Plan. Edward Higginbotham & Associates Pty Ltd report prepared for Goulburn Mulwaree Council.
- Lester Firth & Associates Pty. Ltd. 1983. Goulburn Heritage Study. Report prepared for Goulburn City Council and Department of Environment and Planning.
- Rosen, S. 2018. Heritage Study Review. Sue Rosen & Associates report prepared for Goulburn Mulwaree Council and the NSW Office of Environment and Heritage.

### 3.1. Goulburn Mulwaree Thematic History

In 2009 Edward Higginbotham prepared an archaeological management plan for the Goulburn Mulwaree Council (Higginbotham 2009). The first of the three volumes provided a thematic history of the Goulburn Mulwaree region. The study prioritised, for heritage listing, the following historical themes:

#### First priority

- Pastoral settlement – sites dating from the 1820s to 1840s.
- Transport and Communications – sites associated with convict road gangs and stockades.
- Towns and Villages – sites associated with the administration of the penal systems, namely Old Goulburn and Bungonia.

#### Second priority

- Hotels and Inns.
- The smaller villages of the local government area.
- Industrial sites, including the Currawang (Currowong) copper mines, goldmines, and associated settlements.
- Cemeteries.

- Housing.

It was noted that the prescribed study cut-off date of 1860 would exclude a number of archaeological sites and themes associated with later mining, railway construction camps, later industrial sites, and archaeological sites associated with settlement from the mid-1850s (Higginbotham 2009:13).

Due to the budgetary constraints of the study, themes not included in the Archaeological Management Plan included:

- Aboriginal
- Exploration
- Hotels and Inns
- Industrial Sites
- Mineral Extraction
- Cemeteries
- Housing
- All themes, post 1860s

It was recommended that these omitted themes be considered in further studies.

Sue Rosen's Heritage Study Review (2018) further summarised the thematic history of the area as shown in Table 1.

**Table 3-1: Summary of the thematic history on Australian and NSW themes. (Rosen 2018:9-10)**

Australian theme	NSW theme
1. Tracing the natural evolution of Australia	<ul style="list-style-type: none"><li>• Environment – naturally evolved</li></ul>
2. Peopling Australia	<ul style="list-style-type: none"><li>• Aboriginal cultures and interactions with other cultures.</li><li>• Convict</li><li>• Ethnic influences</li><li>• Migration</li></ul>
3. Developing local, regional, and national economies	<ul style="list-style-type: none"><li>• Agriculture</li><li>• Commerce</li><li>• Communication</li><li>• Environment – cultural landscape</li></ul>

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	<ul style="list-style-type: none"><li>• Events</li><li>• Exploration</li><li>• Fishing</li><li>• Forestry</li><li>• Health</li><li>• Industry</li><li>• Mining</li><li>• Pastoralism</li><li>• Science</li><li>• Technology</li><li>• Transport</li></ul>
4. Building settlements, towns, and cities	<ul style="list-style-type: none"><li>• Towns, suburbs, and villages</li><li>• Land tenure</li><li>• Utilities</li><li>• Accommodation</li></ul>
5. Working	<ul style="list-style-type: none"><li>• Labour</li></ul>
6. Educating	<ul style="list-style-type: none"><li>• Education</li></ul>
7. Governing	<ul style="list-style-type: none"><li>• Defence</li><li>• Government and administration</li><li>• Law and order</li><li>• Welfare</li></ul>
8. Developing Australia's cultural life	<ul style="list-style-type: none"><li>• Domestic life</li><li>• Creative endeavour</li><li>• Leisure</li><li>• Religion</li><li>• Social institutions</li><li>• Sport</li></ul>
9. Marking the phases of life	<ul style="list-style-type: none"><li>• Birth and death</li><li>• Persons</li></ul>

Exploration of the region began in 1798 when John Wilson and John Price managed to reach the area of Towrang. The presence of Aboriginal people in the area were recorded by Joseph Wild who in 1820

noticed numerous campfires to the north-east of Lake George. The impact of introduced disease was identified by Francis Murphy in 1845, who recorded the population had now declined to fewer than 100 individuals. By 1848 the bench of Magistrates revised the number of Aboriginal people to 25 (Goulbourn Mulwaree DCP 2009). Norman Tindale (1974; Goulburn Mulwaree Council 2022), identified that at the time of first European contact two major language groups occupied the Goulburn Mulwaree region; the Gandangara to the north of Goulburn, and the Ngunawal to the south. The Murring/Wiradjuri Aboriginal name for Goulburn is Burbong.

## European settlement

Although exploration by Hamilton Hume, Charles Throsby, and James Meehan between 1814 and 1818 opened up awareness of the Southern Tablelands and provided the route to the Southwestern Districts, settlement was restricted until 1820 due to the presence of wild cattle in the area known as Cow Pastures. Although some grants of land were issued prior to this, permits to cross the Cow Pastures were approved in 1820 providing greater freedom for pastoralists to seek profitable land holdings (Higginbotham 2009:26). Settlements and market centres were soon established along the major transport and communications routes south of Sydney with the primary hub being Goulburn. Governor Lachlan Macquarie ratified the name in honour of Henry Goulburn, Secretary of State for War and the Colonies (Goulbourn Mulwaree DCP 2009). The first recorded settler was 'Strathallan' in 1825, on the site of the present Police Academy. In 1828 the Goulburn Plains (now North Goulburn) was surveyed Figure 3-3, and the old township was established around the confluence of the Wollondilly and Mulwaree Rivers.

Flooding in the area led to the survey of higher ground to the southwest of the old town. A new administrative centre of Goulburn was laid out in 1832 and the present city surveyed in 1833 by Surveyor Hoddle. The old and new towns were initially separated by an area of swamp and lagoon but were eventually connected by construction of the aptly named Lagoon Street. The first land purchased in the area was between 1839 and 1842 by George Johnson.

By 1841 the population of Goulburn was 655, and had five stores and five inns, and the Scots church and manse. Bradley's flourmill, and a brewery were built between 1844-1845. By 1845 the population had grown to 1200, the Herald newspaper was established in 1848, and in 1855 Cobb & Co used the town as a way station. In 1859 Goulburn was declared a municipality. In 1862 the population had grown to 1500 and a telegraph station was opened. The Church of England arrived in 1863. The Argus newspaper started in 1864, by 1867 a Roman Catholic diocese was established, and more than 20 hotels now serviced the growing population, as did a Masonic lodge, two Oddfellow's lodges and a Mechanics Institute. A third newspaper, the Southern Morning Herald was established in 1868.

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Construction of the railway line began in 1869 and was officially opened by Lord and Lady Belmore in the same year. A fourth newspaper, the Evening Post, began service in 1870, and in 1875 the railway was extended to the south. The 1880s saw significant construction in Goulburn with the Auburn Street Post Office commencing services in 1881, construction of the Gaol, Hospital, Kenmore Mental Hospital, with the Court House built in 1887. Further railway connections included the Cooma branch line (1889) and later extensions to Nimmitabel and then to Bombala, and to Crookwell and Taralga. The Sydney to Albury line was completed in 1893. Goulburn became well suited to providing railway maintenance facilities and a factory for producing concrete components for railway buildings.

The history of racing events in Goulburn traces back to horse racing in the 1830s and formation of the local branch of the Wheelmen in 1893. Motorcycle events date to at least 1905 when the Sydney Morning Herald reported on a programmed Goulburn to Sydney Motorcycle race (28 Sep 1905). The Daily Telegraph (30 September 1905) mentions nineteen competitors entered the 131 mile race run which was run under the auspices of the Pioneer Motorcycle club. The report notes that by this time long distance motor races were not unusual in Australia. The article also make a point of describing the state of roads in general in regional Australia as being poor outside suburban areas, and that: "...good judges seem to think that to do 50 miles on Australian roads is worse than covering 250 miles on English or French pathways."; a sentiment on the dissatisfaction on local road quality that date back to 1829 (Firth 1983:27). The motorcycle tradition continued in the region with reliability trials conducted over two day events held from Sydney to Goulburn and back in 1911 (*Motor Cycling* Referee 20 September 1911). Concerns around motorcycle racing activities in Goulburn were raised in 1923 when Counsellor O'Brien raised the issue of whether the Goulburn Motor Cycle Club had sought permission to race on a public road, and how often these races took place. While at time approvals were given, it appears races were held more often than otherwise publicised (*Motor Cycle Racing* Goulburn Evening Penny Post 28 April 1923:4).

In 1924 a four-lap triangular racecourse was plotted around Goulburn, Windellama, and Bungonia. Known as the 1924 Australian Motor Cycle Grand Prix, the race is often cited as the first of its kind in Australia. However, in 1914 a motorcycle race advertised as "The Grand Prix of Australia" was run in Yetholme. A memorial to the 1924 race was erected at the start and finish line on Mountain Ash Road, also near the location of the start of the earlier 1911 race.

The post-war years saw an increase in reliance on road transport which had impacts on the railway and associated workshops in Goulburn. Wool stores were built in the 1950s, maintaining connection to the regions early industry and growth of the industry following the War. The public buildings and churches remain as architectural monuments of their time, and as Goulburn increased in size, the urban expansion has formed a chronological mix of architectural styles of houses and buildings across the landscape, with

many rural areas extending their heritage items back to the convict era (Goulburn Mulwaree Heritage Strategy 2019-2022).

Goulburn's location ensured its place as a regional centre well serviced by transport and infrastructure and reflected in the architecture of the government and religious public buildings. Architectural elements reflective of social status and chronological tastes are visible in the region with a mixture of styles found throughout as the city expanded and absorbed the outlying rural areas. Surrounding towns have maintained their own distinct character and histories that contribute to the heritage values of the region. Heritage items dating to the convict period can be found in many rural areas. The area south of Goulburn has maintained its rural landscape (Figure 3-4, Figure 3-5, and Figure 3-6), largely as a result of steady population growth which mainly took up vacant land in the urban centres. The post-war period of the 1950s saw further growth in the area, but as the population of Canberra grew significantly in the late 1960s, Goulburn fell from being the third most prominent city in 1881 (Firth 1983:60) to recording one of the lowest rates of growth by 1971 (Firth 1983:79) and numerous other city centres such as New Castle, Orange, Wagga Wagga, Bathurst, and Broken Hill showing marked population growth. Manufacturing was difficult to attract to the area and reliance on the rural industries took precedence. Goulburn was reliant on State Government administrative functions in the 1970s and experienced only marginal population growth in that decade and suffered housing value depreciation by the start of the 1980s (Firth 1983:85).

Construction of the Hume Highway initially brought significant numbers of visitors to Goulburn with an estimated 57,000 people staying in Motels while travelling through. It was estimated that diversion of traffic by the planned the Goulburn bypass, constructed south of the city in the 1980s would result in some loss of economic benefit from travellers through the region (Firth 1983:105). Since 2000 Goulburn's economy has become broader in nature with health care and social services supplanting the traditionally focussed agricultural industries (Goulburn Mulwaree Council 2022b).

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Figure 3-3: Interior of New South Wales by John Oxley, printed in 1828. (Source: Higginbotham 2009:25)



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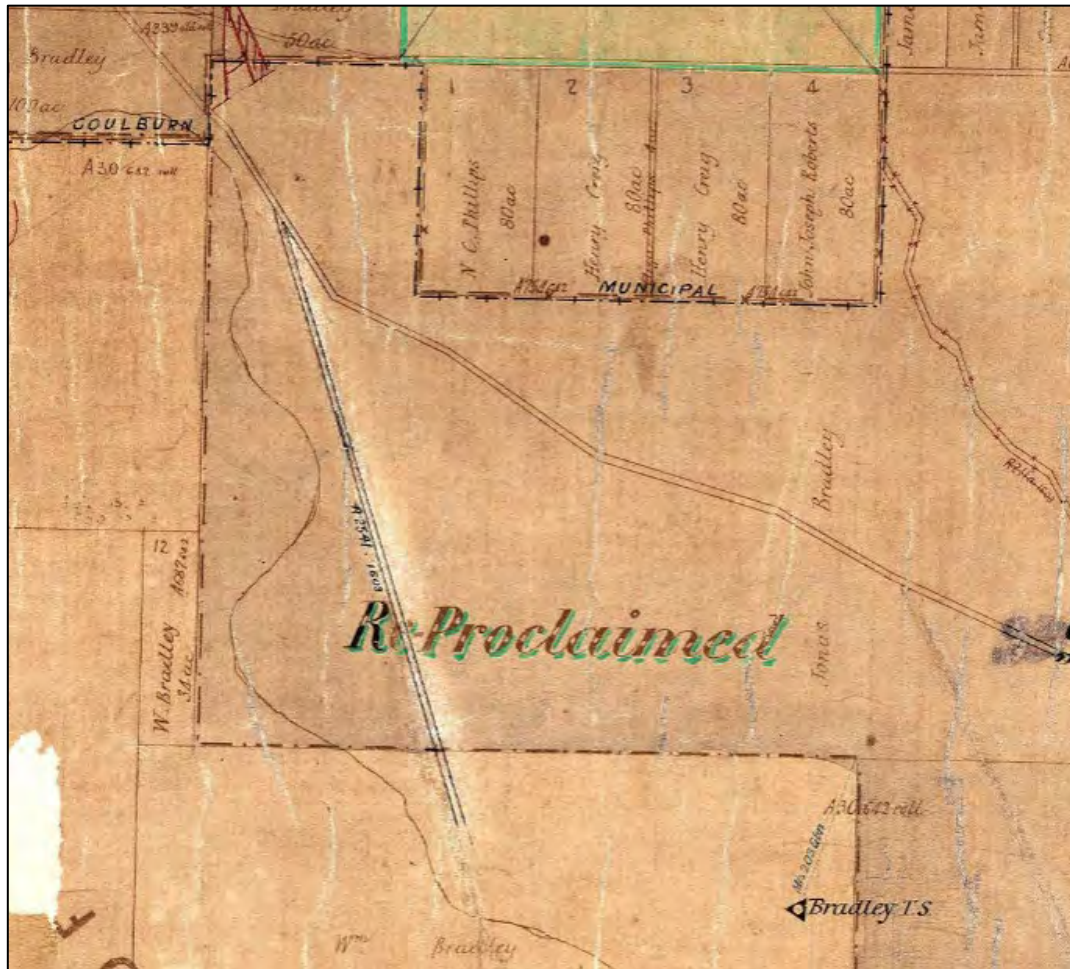


Figure 3-4: 1881 Parish of Towrang parish map of the Project Area south of Goulburn. (Source: NSWHLRS).



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Figure 3-5: A 1975 aerial photograph of the Project Area. The approximate Project Area outlined in red. (Source: NSW Spatial Service).

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Figure 3-6: A 1994 aerial photograph of the Project Area. (Source: NSW Spatial Service).

## 3.2. Historic Heritage Register and Database Search Results

Searches were made of relevant Commonwealth, State, and local heritage registers on which historical heritage places are entered on. The following heritage registers (Table 3-1) were searched on the 8<sup>th</sup> August.

**Table 3-2: Results of the heritage register search.**

Heritage registers	Result
World Heritage List (Australian Heritage Council/ UNESCO)	No heritage items within the Project Area.
Commonwealth Heritage List (Australian Heritage Council)	No heritage items within the Project Area.
Register of the National Estate (Australian Heritage Council)	No heritage items within the Project Area. This is a non-statutory list which it retained as an archive.
The State Heritage Register (NSW Heritage Office)	No heritage items within the Project Area
The Register of the National Trust of Australia	No heritage items within the Project Area This is a non-statutory list.
Goulburn Mulwaree Local Environment Plan 2009 (LEP).	No items listed within the Project Area. The following items are listed adjacent to the Project Area. LEP I007 - 'Wyoming', Dwelling (note the SHI incorrectly lists this place as I006) LEP I014 - 'Homeden', Dwelling LEP I498 – 'Irrilwilbin', Homestead (c1860)

The Goulburn Mulwaree LEP identifies three heritage items adjacent to the project area (Table 3-2 and Figure 3-7). These, and other heritage listed places in close proximity to the Project Area are shown in Figure 3-7.

**Table 3-3: Local Heritage Items (Goulburn Mulwaree LEP 2009).**

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Description	Address	Property Information	Significance	Item Identification
'Wyoming', Dwelling	55 Barretts Lane Brisbane Grove	Lot 113 DP 126140	Local	I007
'Homeden', Dwelling	46 Mountain Ash Road Brisbane Grove	Lot 67 DP 126140	Local	I014
'Irriwilbin' Homestead (c1860)	94 Rosemont Road Goulburn	Lot 2 DP 853498	Local	I498

The Project Area is not situated within any Conservation Area designated by the Goulburn Mulwaree LEP 2009.

### 3.3. Unlisted local heritage items

The online search revealed a memorial to the 1924 Motorcycle Grand Prix race held in the Goulburn and Windellama area. The monument is situated on Mountain Ash Road and is within the Project Area (55H 750402.20 m E, 6147472.79 m S). The site is adjacent to a memorial erected at the start of the 1914 Tourist Trophy race (Monument Australia 2022:1924 Motorcycle Grand Prix). There is a history of motorcycle racing in the Goulburn valley area which indicates the event has local heritage significance. The monument is not listed on the LEP. A significance assessment is in section 4.4.



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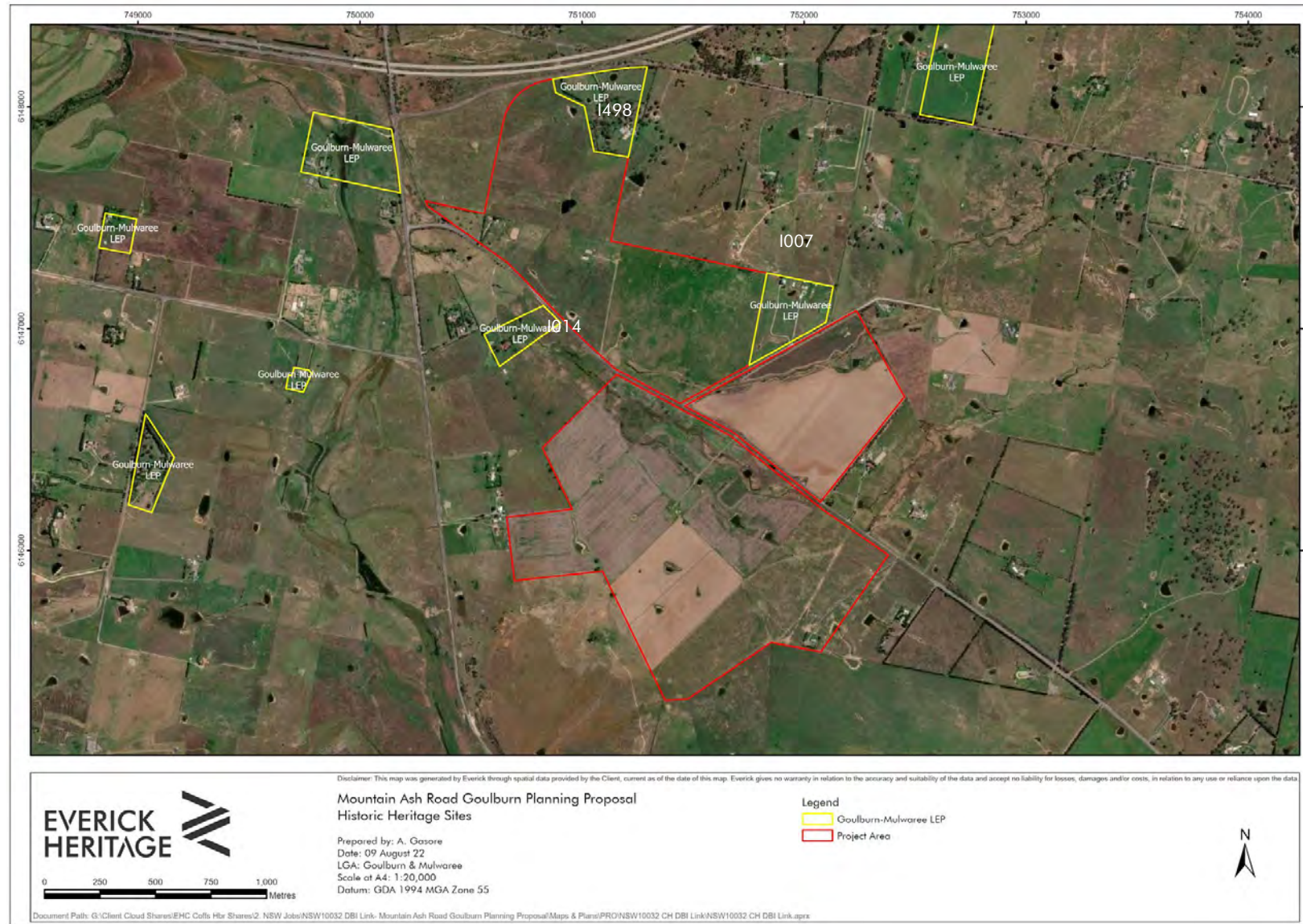


Figure 3-7: Heritage listed items in proximity to the Project Area.

## 3.4. Site inspection

A site inspection has not been undertaken for this assessment. An assessment of the condition and integrity of the heritage places was unable to be undertaken.

## 4. Cultural heritage assessment

### 4.1. Basis for assessment

The concept of cultural heritage significance helps in estimating the value of places. Items which are likely to be significant are those which 'help an understanding of the past or enrich the present, and which will be of value to future generations' (Australia ICOMOS 2013:1). In Australia, the significance of a place is generally assessed according to the following values:

- Aesthetic value
- Historic value
- Scientific value
- Social value

The NSW Heritage Council has adopted specific criteria for heritage assessment, which have been gazetted pursuant to the Heritage Act. The seven criteria upon which the following assessment of significance is based are outlined below:

- Criterion (a) Historical significance
- Criterion (b) Associative significance
- Criterion (c) Aesthetic significance
- Criterion (d) Social significance
- Criterion (e) Scientific significance
- Criterion (f) Rarity
- Criterion (g) Representativeness.

The Heritage Council also assess the integrity and intactness in relation to heritage places.

Components of the NSW Heritage Manual, published by the NSW Heritage Office and Department of Urban Affairs and Planning (NSW Heritage Office 2001) (now the Heritage Division, Department of Premier and Cabinet), sets out a detailed process for conducting assessments of heritage significance. This assessment of significance has been undertaken in accordance with these guidelines.

## 4.2. Gradings of significance

As there are various components that contribute to the heritage values of a place an assessment of significance needs to consider the loss of integrity of condition of a place. The NSW Heritage Council lists the following significance grading criteria (Table 4-4):

## 4.3. Statement of Significance

The following sections are taken directly from either the significance assessment description in the State Heritage Inventory (SHI) prepared for each item or derived from the descriptions and associated historical themes from previous regional heritage studies where the SHI is lacking an assessment.

### 4.3.1. 'Wyoming'- 55 Barretts Lane

Wyoming, at 55 Barretts Lane is listed on the Goulburn Mulwaree LEP 2009 as I007. There is no available description of the heritage item, and a site inspection was not undertaken. The following description, from the SHI Listing accessed on 9 August 2022, indicates there has been unsympathetic alterations to the heritage item.

*Some alterations over the years have detracted from the appearance of the dwelling including enclosed verandahs and painted block semi-enclosed verandah areas.*

Wyoming, at 55 Barretts Lane, has been assessed as being of local significance. A significance assessment against the below criteria Table 3-3 is not available on the SHI. As the SHI listing does not provide a physical description of the heritage item, and the information refers to another local heritage item 00 Bulls Pit Road (Lot 23)/Brayton Road (Lot 9) BRAYTON NSW 2579 (identified as I006) to complete a significance assessment a physical inspection would be required.

**Table 3-4: Significance assessment of 55 Barretts Lane.**

Criteria	Description
<b>Criterion (a) Historical significance</b> An item is important in the course, or pattern, of NSW's cultural or natural history (or the cultural or natural history of the local area)	Unable to assess if the item meets the threshold for this criterion.



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Criteria	Description
<b>Criterion (b) Associative significance</b> An item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history (or the cultural or natural history of the local area)	Unable to assess if the item meets the threshold for this criterion.
<b>Criterion (c) Aesthetic significance</b> An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW.	Unable to assess if the item meets the threshold for this criterion.
<b>Criterion (d) Social significance</b> An item has strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural, or spiritual reasons.	Unable to assess if the item meets the threshold for this criterion.
<b>Criterion (e) Scientific significance</b> An item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the cultural or natural history of the local area).	Unable to assess if the item meets the threshold for this criterion.
<b>Criterion (f) Rarity</b> An item possesses uncommon, rare, or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the local area)	Unable to assess if the item meets the threshold for this criterion.
<b>Criterion (g) Representativeness</b> An item is important in demonstrating the principal characteristics of a class of NSWs: <ul style="list-style-type: none"> <li>• cultural or natural places; or</li> <li>• cultural or natural environments.</li> </ul> or a class of the local area's <ul style="list-style-type: none"> <li>• cultural or natural places; or</li> <li>• cultural or natural environments.</li> </ul>	Unable to assess if the item meets the threshold for this criterion.

The following is the statement of significance as on the SHI:

*"Wyoming's" local heritage significance arises because of its proximity to other extant rural residential properties on the Gundry Plain. There is also potential for research into the building material used in this dwelling and a possible association with the quarry used to obtain green porphyry stone used in the construction of Sts. Peter and Paul's Cathedral, Goulburn.*

*Some alterations over the years have detracted from the appearance of the dwelling including enclosed verandahs and painted block semi-enclosed verandah areas.*

## 4.3.2. Homeden - 46 Mountain Ash Road

Homeden, at 46 Mountain Ash Road is listed on the Goulburn Mulwaree LEP 2009 as I014. There is no available description of the heritage item on the SHI Listing, accessed on 9 August 2022. A site inspection was not undertaken.

The criterion for assessing the significance of Homeden, at 46 Mountain Ash Road, is not readily available. The following assessment (Table 3-3) is based on the SHI statement of significance.

**Table 3-5: Significance assessment of 46 Mountain Ash Road.**

Criteria	Description
<b>Criterion (a) Historical significance</b> An item is important in the course, or pattern, of NSW's cultural or natural history (or the cultural or natural history of the local area)	N/A. Does not meet the threshold for this criterion.
<b>Criterion (b) Associative significance</b> An item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history (or the cultural or natural history of the local area)	N/A. Does not meet the threshold for this criterion.
<b>Criterion (c) Aesthetic significance</b> An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW.	N/A. Does not meet the threshold for this criterion.
<b>Criterion (d) Social significance</b>	This house is associated with Samuel Taylor and his brother William who built the residences of "Weston" and

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Criteria	Description
An item has strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural, or spiritual reasons.	"Homeden" in 1890. This property reflects the colonial style architecture in the region.
<b>Criterion (e) Scientific significance</b> An item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the cultural or natural history of the local area.	N/A. Does not meet the threshold for this criterion.
<b>Criterion (f) Rarity</b> An item possesses uncommon, rare, or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the local area)	N/A. Does not meet the threshold for this criterion.
<b>Criterion (g) Representativeness</b> An item is important in demonstrating the principal characteristics of a class of NSWs: <ul style="list-style-type: none"> <li>• cultural or natural places; or</li> <li>• cultural or natural environments.</li> </ul> or a class of the local area's <ul style="list-style-type: none"> <li>• cultural or natural places; or</li> <li>• cultural or natural environments.</li> </ul>	N/A. Does not meet the threshold for this criterion.

The following is the statement of significance as on the SHI:

*"Homeden" was built by the Taylor brothers as a residence for Samuel Taylor c.1890. "Homeden" is of local heritage significance because of its association with Samuel Taylor and his brother William who built the residences of "Weston" and "Homeden" in 1890. This property continues to reflect the colonial rural ambiance so prominent in the Brisbane Grove area. Together with substantial gardens, this property provides a good and intact example of the areas history / heritage.*

## 4.3.3. 'Irriwilbin' Homestead – 94 Rosemont Road

Irriwilbin Homestead at 94 Rosemount Road, Goulburn is associated with the family of Nicholas Charles Phillips. A full description of the heritage item is not available, and a site inspection was not undertaken. The following description has been taken from the Statement of Significance on the SHI:

*The homestead has been sympathetically restored, retaining much of the original stone construction.*

The following historical information has been taken from the SHI:

*R.N. Phillips served on HMS Undaunted and HMS Alligator and his journal gives an account of voyages he made in (1) HMS Undaunted from England to the East Indies via Rio de Janeiro and Capetown in 1828 as well as to the Azores and the Western Islands; and (2) in HMS Alligator from Madras to Singapore, the Java Sea, the Swan River and King George's Sound (Western Australia), Van Diemen's Land, Sydney and the east coast of NSW, New Zealand and back to India and England, 1833-35. The journal is liberally illustrated with pen and ink and watercolour coastal profiles, charts and topographical sketches including Macquarie Lighthouse, Ball's Pyramid and the La Perouse monument in Sydney. Fourteen photographs of the Boer War were added to the journal at a later date by Phillip's grandson, Major C.M. Southey. The journal is held in the collection of the Mitchell Library, Sydney. [A General Remark Book, 1828-1835 mfm CY 963, frames 1-124 (A 1955)].*

Irriwilbin Homestead at 94 Rosemount Road has been assessed as being of local significance for the criteria listed in Table 3-5.

**Table 3-6: Significance assessment of 94 Rosemount Road.**

Criteria	Description
<b>Criterion (a) Historical significance</b> An item is important in the course, or pattern, of NSW's cultural or natural history (or the cultural or natural history of the local area)	N/A. Does not meet the threshold for this criterion.
<b>Criterion (b) Associative significance</b> An item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history (or the	N/A. Does not meet the threshold for this criterion.

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Criteria	Description
cultural or natural history of the local area)	
<b>Criterion (c) Aesthetic significance</b> An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW.	N/A. Does not meet the threshold for this criterion.
<b>Criterion (d) Social significance</b> An item has strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural, or spiritual reasons.	This building is associated with the Phillips family and in particular, Eliza Phillips wife of Nicholas Charles Phillips, who owned the Goulburn brewery.
<b>Criterion (e) Scientific significance</b> An item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the cultural or natural history of the local area.	N/A. Does not meet the threshold for this criterion.
<b>Criterion (f) Rarity</b> An item possesses uncommon, rare, or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the local area)	N/A. Does not meet the threshold for this criterion.
<b>Criterion (g) Representativeness</b> An item is important in demonstrating the principal characteristics of a class of NSWs: <ul style="list-style-type: none"> <li>• cultural or natural places; or</li> <li>• cultural or natural environments.</li> </ul> or a class of the local area's <ul style="list-style-type: none"> <li>• cultural or natural places; or</li> <li>• cultural or natural environments.</li> </ul>	N/A. Does not meet the threshold for this criterion.

The following statement of significance is from the SHI:

*Irriwilbin homestead reflects the typical rural grandeur of the 1860s. The homestead has been sympathetically restored, retaining much of the original stone construction. Irriwilbin is of high local heritage significance because of its association with the Phillips family and in particular, Eliza Phillips wife of Nicholas Charles Phillips. The land on which Irriwilbin*

*stands was purchased by Nicholas Charles Phillips RN, manager of Lansdowne Park and the Goulburn Brewery. He and his wife Eliza and their eight children lived on Lansdowne Park until Nicholas Phillips' death, at age 50 years in 1863. N.C.C. Phillips, the couple's eldest son, took over the management of William Bradley's estates and Eliza Phillips and her family children then moved to Lansdowne Terraces. The Irriwilbin residence was erected for Eliza Phillips in 1883. Two of the youngest Phillip children, Spencer and Alice Blanch Phillips resided with her, until she and Alice returned to England on board the Parramatta in 1884. Eliza Phillips died in London in 1885 at the age of 66 years. A memorial window to Nicholas Charles Phillips was erected in St. Saviours' Cathedral, Goulburn in 1883.*

## 4.4. 1924 Motorcycle Race Memorial

The memorial is located at the start and finish line of the 1924 race, adjacent to the start of the earlier 1911 race. The memorial for the 1924 Goulburn Motorcycle Grand Prix has been assessed as being of local significance for the criteria listed in Table 3-8.

**Table 3-7: Significance assessment of memorial for 1924 Motorcycle Race.**

Criteria	Description
<b>Criterion (a) Historical significance</b> An item is important in the course, or pattern, of NSW's cultural or natural history (or the cultural or natural history of the local area)	The memorial has significance for its association with the development of motor sport in Australia as a national attraction, and in particular motor sports association in regional centres, such as Goulburn.
<b>Criterion (b) Associative significance</b> An item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history (or the cultural or natural history of the local area)	N/A. Does not meet the threshold for this criterion.
<b>Criterion (c) Aesthetic significance</b> An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW.	N/A. Does not meet the threshold for this criterion.

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Criteria	Description
<b>Criterion (d) Social significance</b> An item has strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural, or spiritual reasons.	The memorial has a strong connection to Australian motorcycle and motor sports enthusiasts that has become a part of Australian identity that continues to this day.
<b>Criterion (e) Scientific significance</b> An item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the cultural or natural history of the local area).	The association to reliability trials for motor cycles between Sydney and Goulburn has the potential to provide an understanding of the engineering and technical design that went into motor transport in the early twentieth century to meet the challenges of regional Australian road transport conditions.
<b>Criterion (f) Rarity</b> An item possesses uncommon, rare, or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the local area)	N/A. Does not meet the threshold for this criterion.
<b>Criterion (g) Representativeness</b> An item is important in demonstrating the principal characteristics of a class of NSWs: <ul style="list-style-type: none"><li>• cultural or natural places; or</li><li>• cultural or natural environments.</li></ul> or a class of the local area's <ul style="list-style-type: none"><li>• cultural or natural places; or</li><li>• cultural or natural environments.</li></ul>	N/A. Does not meet the threshold for this criterion.

## Statement of significance

The 1924 Australian Motorcycle Grand Prix memorial has significance for its association with Australia's development in motor sport in the early 1900s, and in particular with the challenges of early motor transport in regional areas of Australia. Such road and environmental conditions were likely to require considerable engineering design and testing to improve the reliability of motor transport in the Australian environment, in addition to the expectations of long distance road transport systems.

Although the motor cycle race itself cannot be clearly identified as the first Australian Grand Prix, it is an important example of the development of motor racing enthusiasm in Australian culture. The monument



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itself serves as a reminder of the social connections, interests, and rivalries associated with motor sport, and like Bathurst and Phillip Island, the towns, and regional centres that they are readily identified with.

## 5. Statement of Heritage Impact

The SoHI guideline (NSW Heritage Office 2002) has been used to evaluate and explain how the proposed activity will or will not impact on the significance of the items. An assessment of heritage impact should also address how the heritage value of the site/place can be conserved or maintained, or preferably enhanced by the proposed works.

### 5.1. Proposed activities

The proposal is to rezone Primary Production land (RU:1) to Large Lot Residential (proposed 2ha sized lots) (R5) over a 277ha site on Mountain Ash Road, Goulburn, NSW. The proposed rezoning will provide additional allotments for residential spaces in the Goulburn Mulwaree area.

### 5.2. Heritage Office guidelines

The proposed works are addressed in Table 5-1 in relation to the relevant questions posed in the Heritage Office's Statement of Heritage Impact guidelines (Heritage Office and Department of Urban Affairs & Planning 1996, revised 2002).

**Table 5-1: Heritage Office guidelines**

Some questions to be answered in a Statement of Heritage Impact	Response
Demolition of a building or structure?	As the project is for rezoning from Rural to Large Lot Residential, there will be no demolition of building or structures.
Change of use?	As the project is for rezoning from Rural to Large Lot Residential, there will be a change to the land use which will have an impact on adjacent heritage items once residential development commences.
<b>New development adjacent to a heritage item</b>	
How is the impact of the new development on the heritage significance of the item or area to be minimised?	As the proposal is for rezoning of rural land to large lot residential land, there will be no heritage impacts to adjacent heritage items. However, once development commences the impacts to adjacent heritage items will need to be determined.

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Some questions to be answered in a Statement of Heritage Impact	Response
Why is the new development required to be adjacent to a heritage item?	As heritage in the region is closely associated with early settlement in NSW and the development of agricultural industries a significant number of local heritage items are dotted across the rural landscape. It would be difficult to avoid heritage items in residential developments of this size.
How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?	As the proposal is for rezoning of rural land to large lot residential land, the curtilage allowed around the heritage item will not impact the heritage significance. No change to the heritage curtilage of any of the adjoining heritage items will occur as part of the subdivision.
How does the new development affect views to, and from, the heritage item? What has been done to minimise the negative effects?	As a site inspection was not permitted, assessing the views to heritage items and the associated vistas was unable to be undertaken.
Are the additional sites on any known, or potentially significant archaeological deposits? If so, have alternative positions for the additions been considered? Why were they rejected?	As a site inspection was not permitted, assessing the potential for archaeological deposits was unable to be undertaken. In addition, mitigation strategies for the investigation or avoidance of potential archaeological deposits were unable to be determined.
Is the new development sympathetic to the heritage item? In what way?	As the proposal is for rezoning of rural land to large lot residential land, the rural landscape will be impacted, however any development sympathetic to the heritage items will need to be considered at the development stage.
Will the additions visually dominate the heritage item? How has this been minimised?	As the proposal is for rezoning of rural land to large lot residential land, the vistas over the rural landscape will only be impacted once development commences. These impacts may be addressed by considered design at the development stage.

## 5.3. Goulburn Mulwaree Local Environmental Plan 2009

Every local government area in New South Wales is required to prepare a planning instrument which governed how local governments assess development applications in terms of their impact to local heritage. Section 5.10 pertains to heritage conservation. Section 5.10 sets out when consent from the local council is required:

*(a) demolishing or moving any of the following or altering the exterior of any of the following (including, in the case of a building, making changes to its detail, fabric, finish or appearance)—*

*(i) a heritage item,*

*(ii) an Aboriginal object,*

*(iii) a building, work, relic or tree within a heritage conservation area,*

*(b) altering a heritage item that is a building by making structural changes to its interior or by making changes to anything inside the item that is specified in Schedule 5 in relation to the item,*

*(c) disturbing or excavating an archaeological site while knowing, or having reasonable cause to suspect, that the disturbance or excavation will or is likely to result in a relic being discovered, exposed, moved, damaged, or destroyed,*

*(d) disturbing or excavating an Aboriginal place of heritage significance,*

*(e) erecting a building on land—*

*(i) on which a heritage item is located or that is within a heritage conservation area, or*

*(ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance,*

*(f) subdividing land—*

*(i) on which a heritage item is located or that is within a heritage conservation area, or*

*(ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance.*

This assessment is required because the proposed development is erecting new buildings on land which is located within a conservation area which is covered by (e)(i), therefore a Statement of Heritage Impact is required.

The Local Environmental Plan (LEP) provides a Schedule (Schedule 5) of Environmental Heritage which provides statutory protection for those items listed.

## 5.3.1. Development Control Plan

A supporting document to the LEP, is the Development Control Plan (DCP). The DCP is prepared in order to supply clear guidance for what is required when applying for a development application for works within or directly adjacent to a listed heritage item/ heritage conservation area. Goulburn Mulwaree Council have prepared several DCPs to guide development within their boundary including DCP (Goulburn Mulwaree 2009) which contains specific controls for developments occurring in proximity to heritage items. Table 5-2 goes through each of the relevant DCP controls in regard to the proposed rezoning.

**Table 5-2: Goulburn Mulwaree DCP 2009 relevant controls**

DCP Control	Discussion
<b>3.2 European (Non-Indigenous) Heritage Conservation</b>	
<b>3.2.1 Introduction</b>	
Careful management is needed to ensure that the heritage significance and character of the Goulburn Mulwaree LGA is maintained for future generations.	<p>The assessment has concluded that the rezoning will not adversely affect the significance of nearby heritage items.</p> <p>Refer to section 4.3 for the significance of nearby heritage items.</p>
<b>3.2.2 Where does this Section Apply?</b>	
Land that is located adjacent to or within the vicinity of a heritage item or heritage conservation area (or within the visual catchment of a heritage site)	<p>The assessment has concluded that the rezoning will not adversely affect the significance of nearby heritage items.</p> <p>The location of listed heritage item are located on Figure 3-5.</p>
<b>3.2.5 Development Applications</b>	
The heritage information required for a development application will depend on the significance of the heritage building or site, the contribution of the existing building or site to the heritage conservation area or heritage streetscape, and the extent of changes proposed.	<p>This document meets the requirements for a Statement of Heritage Impact.</p> <p>As the proposed rezoning has no impact to heritage items, no requirements in addition to the general requirements for a development application is required.</p> <p>No changes to heritage items is proposed.</p>

## 3.2.5.1 Is a Development Application required?

The proposed rezoning does not involve demolishing or moving any of the following or altering the exterior of any of the following (including, in the case of a building, making changes to its detail, fabric, finish or appearance):

- (i) a heritage item,
- (ii) an Aboriginal object,
- (iii) a building, work, relic, or tree within a heritage conservation area.

The proposed rezoning is not altering a heritage item that is a building by making structural changes to its interior or by making changes to anything inside the item.

The proposed rezoning is not disturbing or excavating an identified archaeological site.

The proposed rezoning is not within a heritage conservation area.

The proposed rezoning is not subdividing land on which a heritage item is located or that is within a heritage conservation area.

## 3.2.5.2 Exceptions

Development consent is not required for works:

That are of a minor nature or for maintenance,

That are proposed within a cemetery or burial ground,

That involve a tree or vegetation that Council is satisfied is a risk to human life or property, or

That are exempt development.

The proposed rezoning does not meet the general exceptions.

## 3.2.5.3 Maintenance

Maintenance helps to prevent damage to a property and protect it from the effects of aging and corrosion.

N/A. As this is a proposed rezoning this clause does not apply.

## 6.8 Large Lot residential - Zone R5

### 6.8.2 General

The proposed lots and dwellings would not detrimentally affect a listed heritage item or Indigenous cultural heritage.

The assessment has concluded that rezoning will not in itself impact the nearby heritage items, however, acknowledges that impacts once development commences will impact the setting of adjacent heritage items. The setting of adjacent heritage items should consider the historical property boundaries, significant vegetation and landscaping, archaeological features, and significant views, the 'vista', to and from the property.

#### 3.2.5.4 Information requirements

Each development proposal, whether affecting a heritage item or a contributory item within a heritage conservation area, will have its own unique considerations and issues depending on whether the proposal is for renovations and extensions to an existing building, or a new building within a conservation area or adjacent to a heritage item.

The proposal is for rezoning and therefore this clause will apply once at development stage.

#### 3.2.5.5 Demolition

The demolition of heritage items and contributory buildings or building elements within heritage conservation areas or heritage streetscapes, will not be supported in most cases, unless adequately justified to the satisfaction of Council and in accordance with the requirements.

The proposed rezoning will not require the demolition of any listed heritage items.

#### 3.2.5.6 Heritage Impact Statement

Heritage impact statements are documents which assess the impact of any proposed development on the heritage significance of the building, site or area.

This document meets the requirements for a Statement of Heritage Impact.

#### 3.2.5.7 Conservation management plan

A Heritage Conservation Management Plan is an important tool in caring for a heritage item.

The proposed rezoning will not require a conservation management plan of any listed heritage items.

#### 3.2.5.8. Conservation management strategy

A Heritage Conservation Management Strategy is an important tool in caring for a heritage item.

There are no heritage items listed of State significance in the Project area.

The proposed rezoning will not require a conservation management strategy of any listed heritage items.



## 5.4. Summary Statement of Heritage Impact

The proposed rezoning for residential allotments are unlikely to have any physical impacts on the nearby heritage items. The impact assessment of the proposed rezoning of residential allotments on surrounding historical listings has determined that any detrimental impacts can be offset at development stage by the style and design of the proposed development which will be sympathetic to the overall aesthetics of the region and nearby listed heritage buildings and items.

## 6. Conclusions

### 6.1. General management measures

#### 6.1.1. Discovery of historical heritage materials, features, or deposits

All archaeological relics are protected under the Heritage Act, regardless of whether they are known or unknown. An unexpected finds protocol should therefore be in place to mitigate heritage material which may be uncovered during works.

If at any time during the proposal construction, historical heritage materials, features and/or deposits are found, the following actions should be undertaken:

- All construction that could potentially harm the historical heritage materials, features or deposits would cease (including stopping all construction within at least 10 m). Only construction that is required to comply with occupational and environmental health and safety standards and/or to protect the historical heritage would occur. Construction that does not have the potential to harm the historical heritage would continue only if it were outside the minimum 10 m buffer.
- The on-site supervisor would inform the Project Manager of the discovery.
- A suitably qualified and experienced archaeologist (the archaeologist) would be contacted as soon as practicable in relation to the unexpected discovery of any historical heritage and would be responsible for recording, in detail, the location and context of any historical heritage. Any materials, features and/or deposits would be analysed and/or catalogued and any official site records would be created or updated (where appropriate). The archaeologist would also make recommendations for the management of the historical heritage in relation to the project.
- It is preferable to avoid impacts on historical heritage where possible. If avoidance is not possible, the archaeologist would conduct a salvage excavation. The aims of the salvage excavation would be to obtain as much information as possible from the historical heritage materials, features and/or deposits.
- The archaeologist would provide a report detailing the excavation, salvage, and analysis results to Heritage NSW (Department of Premier and Cabinet) at the completion of the salvage.

The proponent would be responsible for the costs associated with the assessment, cataloguing, labelling, packaging etc of any historical heritage materials, features and/or deposits:

- Work would recommence within the area of exclusion.
- When the appropriate protective measures have been implemented.
- Where the relevant records have been updated and/or completed.
- Where all parties agree there is no other prudent or feasible course of action.

## 6.1.2. Discovery of human remains

In the event that construction of the proposal reveals possible human skeletal material (remains) the following procedure would be implemented:

- As soon as remains are exposed, all construction would halt at that location immediately and the on-site supervisor would be immediately notified to allow assessment and management.
- The on-site supervisor would contact police.
- The on-site supervisor would contact Department of Planning, Industry and Environment (DPIE) Environment Line on 131 555 and Heritage NSW on (02) 9873 8500.
- A physical or forensic anthropologist would inspect the remains in situ (organised by the police unless otherwise directed by the police) and make a determination of ancestry (Aboriginal or non-Aboriginal) and antiquity (pre-contact, historic or forensic).
- If the remains are identified as forensic, the area would be deemed a crime scene.
- If the remains are identified as Aboriginal, the site would be secured and DPIE and all Aboriginal stakeholders would be notified in writing.
- If the remains are identified as non-Aboriginal (historical) remains, the site would be secured, and Heritage NSW would be contacted.

The above process functions only to appropriately identify the remains and secure the site. From this time, the management of the area and remains would be determined through one of the following means:

- If the remains are identified as a forensic matter, management of the area would be determined through liaison with the police.
- If the remains are identified as Aboriginal, management of the area would be determined through liaison with Client, DPIE and registered Aboriginal stakeholders

- If the remains are identified as non-Aboriginal (historical), management of the area would be determined through liaison with the Client and Heritage NSW.
- If the remains are identified as not being human, then work would recommence once the appropriate clearances have been given.

## 6.2. Approval requirements

As the Project Area is for a proposed residential development and requires the rezoning of rural land, no additional approval is required other than from Goulburn Mulwaree Council for the above works to progress.

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