

STATEMENT OF HERITAGE IMPACT

Goulburn Performing Arts Centre
163 Auburn Street, Goulburn

December 2016



163 AUBURN STREET, GOULBURN

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CONTENTS

1.0	INTRODUCTION	4
1.1	REPORT OVERVIEW	4
1.2	REPORT OBJECTIVES	4
1.3	METHODOLOGY AND STRUCTURE	4
1.4	SITE IDENTIFICATION	5
1.5	HERITAGE MANAGEMENT FRAMEWORK	5
1.6	AUTHORSHIP	6
1.7	REPORT LIMITATIONS	6
1.8	COPYRIGHT	6
2.0	HISTORICAL SUMMARY	7
3.0	SITE DESCRIPTION	8
3.1	URBAN CONTEXT	8
3.2	DESCRIPTION OF THE BUILDING EXTERIOR	8
3.3	DESCRIPTION OF THE BUILDING INTERIOR	8
4.0	ESTABLISHED HERITAGE SIGNIFICANCE	13
4.1	ESTABLISHED SIGNIFICANCE OF THE SUBJECT SITE	13
4.2	ESTABLISHED SIGNIFICANCE OF THE GOULBURN CITY CONSERVATION AREA	14
4.3	ESTABLISHED SIGNIFICANCE OF THE HERITAGE ITEMS IN THE VICINITY OF THE SUBJECT SITE	14
5.0	DESCRIPTION OF THE PROPOSAL	17
6.0	ASSESSMENT OF HERITAGE IMPACT	21
6.1	INTRODUCTION	21
6.2	OVERVIEW OF THE POTENTIAL HERITAGE IMPACTS	21
6.3	EVALUATION AGAINST THE CMP POLICIES	22
6.4	CONSIDERATION OF THE GUIDELINES OF THE NSW HERITAGE DIVISION	22
6.5	HERITAGE OBJECTIVES OF THE GOULBURN MULWAREE LEP 2009	26
6.6	HERITAGE GUIDELINES OF THE GOULBURN MULWAREE DCP 2009	27
6.7	RECOMMENDED MITIGATION MEASURES	27
7.0	CONCLUSIONS AND RECOMMENDATIONS	28
7.1	CONCLUSIONS	28
7.2	RECOMMENDATIONS	29
8.0	BIBLIOGRAPHY	30

1.0

INTRODUCTION

1.1 REPORT OVERVIEW

This report has been prepared to accompany a development application for proposed adaptive reuse of the former Goulburn Town Hall at 163 Auburn Street, Goulburn as the Goulburn Performing Arts Centre (PAC).

GBA Heritage has prepared a comprehensive *Conservation Management Plan (CMP)* for the heritage item 'Former Goulburn Town Hall' at 163 Auburn Street, Goulburn. This Statement of Heritage Impact (SHI) assesses the proposed development against the policy recommendations of the *CMP*.

The proposed works are for alterations and additions intended to facilitate the adaptive reuse of the former Goulburn Town Hall. The aim of the proposal is to convert and adapt the existing building into a contemporary and functional PAC while retaining the important features of the former Town Hall building.

This report evaluates the proposal, designed by Brewster Hjorth Architects and concludes that the proposal will have an acceptable heritage impact.

1.2 REPORT OBJECTIVES

The main objective of this Statement of Heritage Impact is to determine the suitability of the design and the heritage impact of the proposal in relation to the provisions established by Goulburn Mulwaree Council and by the NSW Office of Environment and Heritage, Heritage Division guidelines, and the policies of the relevant *CMP*.

1.3 METHODOLOGY AND STRUCTURE

This Statement of Heritage Impact has been prepared in accordance with guidelines outlined in the *Australia ICOMOS Charter for Places of Cultural Significance, 2013*, known as *The Burra Charter*, and the New South Wales Heritage Office (now the Heritage Division of the NSW Office of Environment and Heritage) publication, *NSW Heritage Manual*.

The Burra Charter provides definitions for terms used in heritage conservation and proposes conservation processes and principles for the conservation of an item. The terminology used, particularly the words *place*, *cultural significance*, *fabric*, and *conservation*, is as defined in Article 1 of *The Burra Charter*. The *NSW Heritage Manual* explains and promotes the standardisation of heritage investigation, assessment and management practices in NSW.

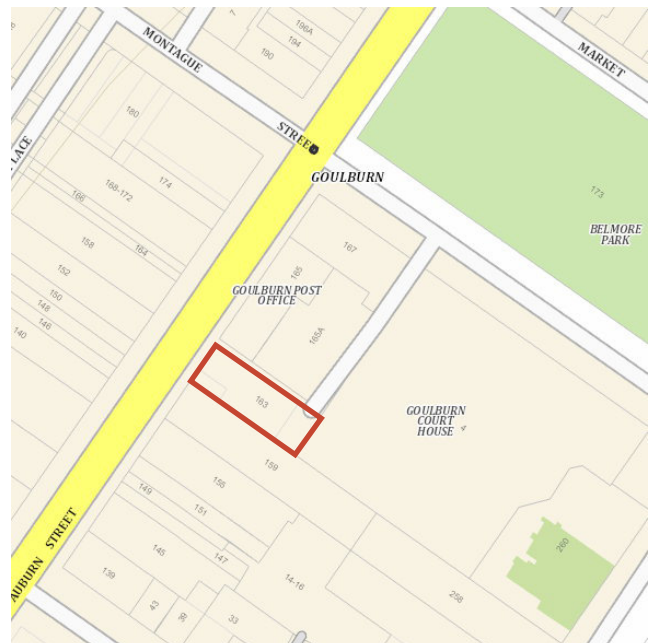


Figure 1.1

Location map showing the subject site outlined in red

Source: NSW LPI SIX Maps Website

1.4 SITE IDENTIFICATION

The subject site is located on the eastern side of Auburn Street, halfway between the Montague Street (to the north) and Verner Street (to the south). It is described by NSW Land and Property Information (LPI) as Lots 11, 17 & 21, Section 2, DP 758468.

1.5 HERITAGE MANAGEMENT FRAMEWORK

Part of the subject site at 163 Auburn Street, Goulburn, is listed as a heritage item in Schedule 5 of the *Goulburn Mulwaree Local Environmental Plan (LEP) 2009*, as an item of local heritage significance. The entire site is also located within the Goulburn City Conservation Area, listed under the same LEP, and is in the vicinity of the following listed items/of individually listed items, the closest being:

- I053 “Post Office (c 1880), Mechanics Institute (c 1860), Technical School (c 1886)” at 165 and 167 Auburn Street, Goulburn;
- I245 “Goulburn Courthouse” at 4 Montague Street, Goulburn;

Other listed heritage items in the wider locality include:

- I281 “Courthouse, Police Station (former), Setting, Fence” at 260 Sloane Street, Goulburn;
- I049 “Bank (former c 1900), Hotel, “Hibernian”(c 1850), Shop (c 1890)” at 139, 145, 147, 149 and 151 Auburn Street, Goulburn;
- I052 “Building, Two Storey (c 1890)” at 164 Auburn Street, Goulburn
- I050 “Building, Two Storey (c 1880)” at 146 and 148 Auburn Street, Goulburn
- I055 “Building, Two Storey (c 1887), Department Store (c 1890)” at 174 and 180-186 Auburn Street, Goulburn;
- I054 “Belmore Park (1867), Monuments, Rotunda, Vegetation” at 170 Auburn Street, Goulburn;
- and I047 “Shops, Flats over, Bakery Buildings (former)” at 126a Auburn Street, Goulburn.

As such, the property is subject to the heritage provisions of the *Goulburn Mulwaree LEP 2009* and the *Goulburn Mulwaree Development Control Plan (DCP) 2009* under the *Environmental Planning and Assessment Act 1979*. Goulburn Mulwaree Council must take into consideration the potential impact of any proposed development on the heritage significance of the heritage items.



Figure 1.2

Location map showing the subject site (outlined in red) with the existing building on the site

Source: Nearmap, 22 May 2016

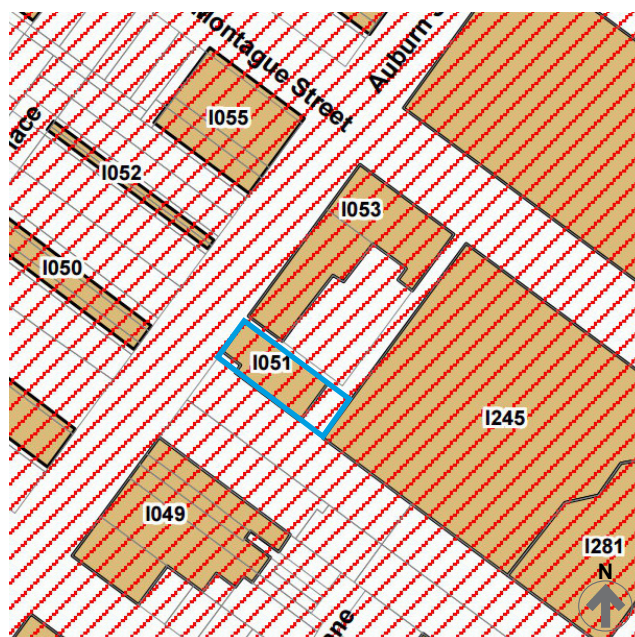


Figure 1.3

Extract from the *LEP Heritage Map* showing the subject site outlined in blue

Source: NSW Government Legislation Website

1.6 AUTHORSHIP

This report has been prepared by Lara Goldstein, Heritage Consultant, of GBA Heritage and has been reviewed by the Director, Graham Brooks. Unless otherwise noted, all of the photographs and drawings in this report are by GBA Heritage.

1.7 REPORT LIMITATIONS

While this report is limited to the analysis of European cultural heritage values, GBA Heritage recognises that for over forty thousand years or more Aboriginal people occupied the land that was later to be claimed as a European settlement.

Recommendations have been made on the basis of documentary evidence viewed and inspection of the existing fabric.

Archaeological assessment of the subject site is outside the scope of this report.

This report only addresses the relevant heritage planning provisions and does not address general planning or environmental management considerations.

This Statement of Heritage Impact does not include a comprehensive historical overview or a detailed description of the property as these are included in the accompanying *CMP* prepared by GBA Heritage in 2016.

1.8 COPYRIGHT

Copyright of this report remains with the author, GBA Heritage.

2.0

HISTORICAL SUMMARY

For an indepth historical summary of the heritage item 'Goulburn Town Hall (former, 1887)' refer to the *CMP* prepared by GBA Heritage in 2016 that accompanies the Development Application.

A brief summary of the history of the building is provided in the table below:

YEAR	EVENT
1887	Construction of the building began to the designs of architect E. C. Manfred
1889	Goulburn Town Hall building officially opened 8 January 1889
1936	Alterations and additions designed by H. C. Manfred (son of original architect) Included: <ul style="list-style-type: none">• internal alterations to the 1887 Building – partitioning of the Council Chamber at the rear of the building (original plan shows this as a single space)• original front doors of the building replaced with new swing doors• demolition of the enclosed staircase at the rear of the original building - south eastern elevation• rear addition to the building including new council chamber and extension of the basement space• removal of front hedge and iron fencing
1937	Council approved plans to: <ul style="list-style-type: none">• paint and renovate the front offices, and• replace the front hedge with stone piers topped by ornamental lights flanking the main building entrance
1940s	Air raid shelter built under the building
1990	Council moves out - transfers administration centre to a new Civic Centre The building becomes a community centre and renamed the McDermott Centre
Undated (between 1936 and 2003)	Rear building elevation altered with window converted into a doorway
2003	External staircase added to the back of the building to meet the existing doorway
Undated (circa/post 1936)	Toilets altered, men's and women's toilets switched and new fixtures and fittings inserted into both rooms Removal of an internal staircase from 1936 addition, external doors retained on southern side facade Access ramp constructed along southern side of the 1887 building – to meet the existing doorway 'New' council chamber altered with two fireplaces along the internal rear (eastern) wall removed

3.0

SITE DESCRIPTION

For a detailed description of the former Goulburn Town Hall at 163 Auburn Street, Goulburn, and its context, refer to the *CMP* prepared by GBA Heritage in 2016.

3.1 URBAN CONTEXT

The former Goulburn Town Hall building is located in a prominent position on Auburn Street, a main thoroughfare that runs through the Goulburn Central Business District (CBD) in northeasterly/southwesterly direction. The streetscape is predominantly characterised by two to three storey commercial buildings which represent the layered development of the city.

Directly adjacent (north) sits the State heritage listed Goulburn Post Office building, with the State heritage listed Goulburn Court House complex located to the east, behind both the Post Office and the former Town Hall. These three buildings, together with the locally heritage listed Mechanics Institute building on the corner of Auburn and Montague Street, make up a distinctive civic group of buildings that contributes to the historic character of the city.

3.2 DESCRIPTION OF THE BUILDING EXTERIOR

The Former Goulburn Town Hall presents to Auburn Street as a three storey red brick and stone Victorian Second Empire building, with a high pitched hipped roof clad in Welsh slate, which is laid in a pattern, decorative iron cresting and tall chimneys.

The 1887 building consists of the three storey front portion (original town hall administration centre), and a rear single storey portion behind, with gabled roof and a stepped parapet. The single storey portion contained the original council chamber (now altered).

The later 1936 addition to the building is located at the rear of the original building and is only partially visible from Auburn Street. The addition reflects the design of the original building, and utilises similar materials, but darker brickwork. However, the addition is simpler in design than the original building, with less sandstone detailing.

A contemporary functional stair extends from the rear elevation to the carpark at the rear of the building, and a covered concrete accessible ramp extends partially along the southern elevation of the building.

3.3 DESCRIPTION OF THE BUILDING INTERIOR

The internal layout of the existing building consists of:

- Basement level, used for carparking
- Ground floor level accommodating original offices, staircase on the south side of the entry hall, and the original council chamber partitioned in 1936 into 3 rooms and a hallway, covered with a false ceiling
- First floor level accommodating 3 main rooms and hallway including access to the balcony
- Attic level of 4 rooms including dormer windows that remains largely unaltered
- 1936 single storey addition that has 2 rooms on each side of the central hallway, as well as toilets. At the end of the hallway is the 'new' Art Deco style council chamber.



Figure 3.1 (Left)

The primary elevation of the former Town Hall building viewed from the western side of Auburn Street

Figure 3.2 (Bottom Left)

The northern (side) facade of the subject building viewed from Auburn Street. The 1936 rear addition is clearly discernible due to the change in brickwork colour

Figure 3.3 (Bottom Right)

Northern (side) facade detail of the 1936 addition, of a simpler design than the original 1887 structure





Figure 3.4
Southern (side) elevation of the 1936 addition, the original 1887 structure in the background, with the later covered concrete access ramp



Figure 3.7
The basement level of the building



Figure 3.5
Brick pier and chimney of the southern elevation of the building indicating the junction between the 1887 building (red brick) and the 1936 addition (darker brown brick).



Figure 3.6
Rear (eastern) elevation of the building - dating from the 1936 phase of construction, and later covered staircase



Figure 3.8
Looking west through the foyer towards the front door/main entrance to the building



Figure 3.9 (Left)

Looking east along the ground floor hallway towards the ramp. Timber memorial nameboard visible affixed to the hallway wall on the left

Figure 3.10 (Bottom Left)

The Strong Room door

Figure 3.11 (Bottom Right)

Coved plaster and timber ceiling of the original 1887 council chamber, above the existing false ceilings in the rooms located within the original chamber space partitioned in 1936. Note the 1936 brick chimney flue in the corner





Figure 3.12
Looking west across one of the rooms created when the original council chamber was partitioned in 1936. The original chimney breast is visible behind the kitchenette (fireplace removed)



Figure 3.13
Looking north across the 1936 council chamber

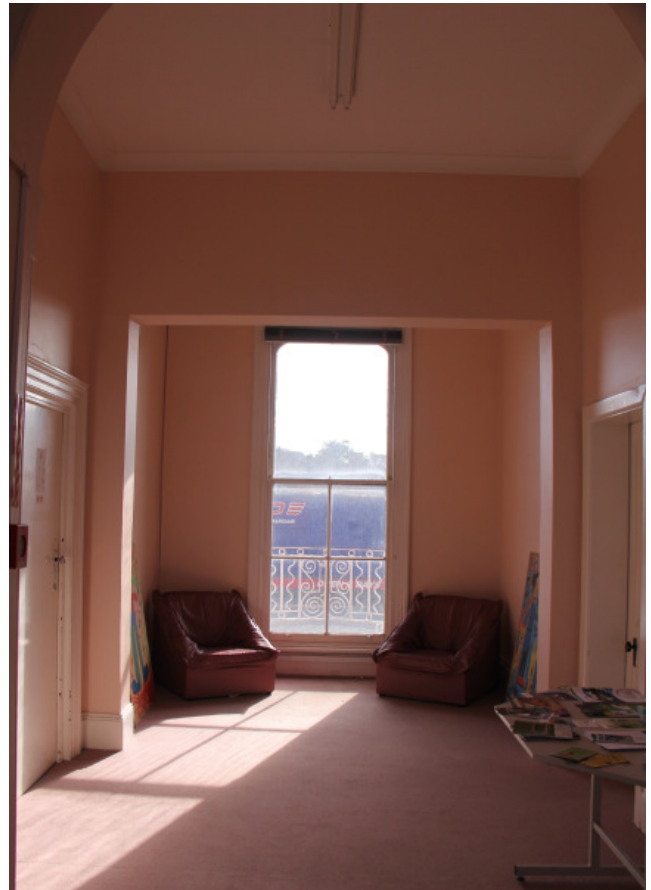


Figure 3.15
Looking east across room F1 on the first floor. The central window provides access to the balcony on the front Auburn Street facade



Figure 3.14
Looking north across one of the rooms located in the 1936 rear addition to the original building



Figure 3.16
Attic level room, located behind the front gable

4.0

ESTABLISHED HERITAGE SIGNIFICANCE

4.1 ESTABLISHED SIGNIFICANCE OF THE SUBJECT SITE

Part of the subject site at 163 Auburn Street, Goulburn, is listed as a local heritage item under Schedule 5 of the *Goulburn Mulwaree LEP 2009*. The following Statement of Significance for 163 Auburn Street, Goulburn has been sourced from the NSW Heritage Inventory, database entry number 2932103, *Goulburn Town Hall (former) 1887*:

Statement of Significance:

The former Town Hall is an essential component of the 19th century public buildings complex of Goulburn. Prominent architect E.C. Manfred designed the building in 1887 in fine Federation Anglo/Dutch / Classical Revival style with Flemish influence, featuring red brick with a slate roof and full pane sash windows. The building is of high local heritage significance.

The CMP for The former Goulburn Town Hall at 163 Auburn Street, prepared by GBA Heritage as part of the documentation that accompanies this development application, contains a revised Statement of Significance which is provided below. For a detailed analysis of significance, including a comparative analysis of the building, refer to the CMP.

Revised Statement of Significance:

The former Goulburn Town Hall, now known as the McDermott Centre, is significant as Goulburn's first permanent purpose built town hall and is a fine example of late nineteenth century Australian civic architecture designed by the prominent local architect Edmund Cooper (E.C.) Manfred.

Initially constructed in 1887, the building is architecturally and aesthetically significant as a fine example of the Victorian Second Empire style with Federation Anglo Dutch influences. The elegant and decorative style of the building including its main facades and the coved ceiling of the original council chamber, express the early city council's ambitions and reflects the importance of Goulburn in the NSW boom period of the 1880s.

Internal alterations and a rear addition were designed by the original architect's son Herbert Charles Manfred and constructed in 1936, in a style and materials which while sympathetic to the original building are clearly legible as new elements.

Both phases of the building's construction, particularly the original 1887 portion of the building, demonstrate a high degree of craftsmanship. Its major spaces largely retain their original decoration in the Victorian Second Empire and Art Deco styles and demonstrate changing taste in design over time.

The former Goulburn Town Hall has representative significance as an example of a Victorian era country town hall in New South Wales. However the style in which the building is designed makes it a rare example of a NSW town hall.

The original building has both individual and collective importance as part of a historic civic precinct of 1880s architecturally designed buildings consisting of the former Town Hall, Post Office, Court House, and Mechanics Institute, demonstrating the importance of Goulburn as a regional centre for NSW in the late nineteenth century.

The building has associational significance as a fine example of the work of prominent local architect Edmund Cooper (E.C.) Manfred who designed the original 1887 building, and his son Herbert Charles (H. C.) Manfred who designed the later 1936 alterations and addition.

As a local landmark and the seat of local governance for over a century (1887 – 1990) the building has a high social value for the local Goulburn community and contributes significantly to the community's sense of place.

For the archaeological significance of the site refer to the Goulburn Performing Arts centre (GPAC), 163 Auburn Street, Goulburn NSW 2580. Archaeological Assessment Report, prepared by Edward Higginbotham & Associates Pty Ltd, October 2016.

4.2 ESTABLISHED SIGNIFICANCE OF THE GOULBURN CITY CONSERVATION AREA

The subject site, 163 Auburn Street, Goulburn, is located within the boundaries of the Goulburn City Conservation Area which is listed as an item of local heritage significance on Schedule 5 of the *Goulburn Mulwaree LEP 2009*.

The NSW Heritage Inventory has no information for the Goulburn City Conservation Area.

The former Town Hall building is one of the most ornate buildings in the locale with a prominent street presence, standing at three storeys, with the tall mansard roof and chimneys adding further height.

The decorative aesthetic and substantial scale of the building have maintained the buildings presence in the streetscape despite development of the area over the intervening years.

Directly adjacent (north) sits the State heritage listed Goulburn Post Office building, with the State heritage listed Goulburn Court House complex located to the east, behind both the Post Office and the former Town Hall. These three buildings together with the locally heritage listed Mechanics Institute building on the corner of Auburn and Montague Street make up a distinctive civic group of buildings that contributes to the historic character of the conservation area.

4.3 ESTABLISHED SIGNIFICANCE OF THE HERITAGE ITEMS IN THE VICINITY OF THE SUBJECT SITE

There are a number of individually listed heritage items in the vicinity of the subject site. These are listed as items of local heritage significance on Schedule 5 of the *Goulburn Mulwaree LEP 2009*.

The analysis in this report focuses on the impact of the proposed development (if any) on “Post Office (c 1880), Mechanics Institute (c 1860), Technical School (c 1886)” at 165 and 167 Auburn Street; and “Goulburn Courthouse” at 4 Montague Street, being the closest items.

The other listed heritage items in the wider locality, are physically and visually separated from the subject site by intervening development/distance/roadways/buildings/local topography/public domain.

4.3.1 GOULBURN POST OFFICE

The NSW Heritage Inventory contains the following information for database entry number 2932104, *Goulburn Post Office* at 165 Auburn Street:

Statement of Significance:

Goulburn Post Office is heritage significant at a State level for its historical associations, aesthetic qualities and social value. It is linked with the original postal services established in 1832 and, as such, is associated with the early development of the town. The form and scale of Goulburn Post Office reflects the city's status as a thriving regional centre in the late nineteenth century. Goulburn Post Office also provides evidence of the changing nature of postal and telecommunications practices in NSW. The building was designed by the colonial NSW architect, James Barnett, in an outstanding Victorian Italianate style. Its symmetrical form includes a high central clock tower with flanking colonnaded offices and end 3 storey towers. It is a central landmark feature of Goulburn's main thoroughfare. Along with the Town Hall, former Mechanics Institute and Court House, Goulburn Post Office forms an important civic group of buildings that help define the historic character of the city.

4.3.2 MECHANICS INSTITUTE

The NSW Heritage Inventory contains the following information for database entry number 2933093, *Mechanics Institute (c1860)*:

Statement of Significance:

The former Mechanic's Institute building is highly significant to the local heritage of Goulburn city. Its two storey Victorian Classical façade makes an important contribution to the streetscape adjacent to Belmore Park. Additions to the building were designed by prominent local architect E.C. Manfred and later remodelling was undertaken by H.C. Manfred in 1928. The Goulburn Mechanic's Institute was the first established in the South-East region of New South Wales, making it one of the first and oldest institutes established outside of Sydney and operating for 91 years in Goulburn.

4.3.3 GOULBURN COURTHOUSE

The NSW Heritage Inventory contains the following information for database entry number 2932163, Goulburn Courthouse:

Statement of Significance:

The Goulburn Court house is significant as it is part of an intact Victorian civic precinct in a NSW regional centre together with Bathurst Court house, Goulburn reflects the development of the state in the late 19th century. Comparable developments include being at the end of an important rail line and the change in character of the towns from penal settlements to regional government administrative centres. The Goulburn courthouse and its setting is an expression of a cultural and developmental phase, embodying the confidence of the late Victorian era and is associated with the coming of age of the town, the lobbying for civic improvement and demonstrates an important phase in the town's evolution and development.

The design is associated with and is a climactic work of the architect Barnet and his team at the Government Architects Office. The extravagance of the grand courthouses at Goulburn and Bathurst was never to be repeated after the 1890's depression and restructure of the Government Architects Office. It is both a representative and a rare example of an important Victorian courthouse with related garden. Other courthouses either never had substantial gardens or such gardens do not retain their Victorian character.

The building is an accomplished example of Victorian Free Classical design demonstrating Palladian concepts and Mannerist influences. The architectural design shows academic excellence. The building demonstrates exceptional standards of construction in both materials and workmanship. The building contains the highest quality stone carving, bricklaying, metal and timberwork. The exceptional quality extends even to details such as ventilation and door furniture and to the fine structure which forms the dome. The Goulburn Courthouse garden enhances and is enhanced by the courthouse buildings and Belmore Park opposite. The courthouse garden is related to but, importantly, distinct from Belmore Park. Its formal character is emphasised by its separation from the street by fences and gates.

The place has been in continual use for its original purpose for the last 100 years and for the foreseeable future



Figure 4.1

Looking south west along Auburn Street from the corner of Montague Street showing the streetscape character. The (green) building on the corner is the Mechanics Institute, with the Goulburn Post Office directly adjacent (painted cream) and the former Town Hall building to the west and indicated with a red arrow



Figure 4.2

Looking north east along Auburn Street from the corner of Verner Street showing the streetscape character. The former Town Hall building is indicated with a red arrow



Figure 4.3

The State heritage listed Goulburn Post Office building located directly to the north of the red brick former Town Hall building (subject building), viewed from Auburn Street



Figure 4.4

The State heritage listed Goulburn Court House viewed from Belmore Park. The subject site is located in the background on the right although the town hall building is not visible



Figure 4.5

The entrance to the rear lane along the west boundary of the Goulburn Courthouse, which provides vehicular access to the subject site from Montague Street



Figure 4.6

The heritage listed Goulburn Court House viewed from the rear of the subject site, looking east

5.0

DESCRIPTION OF THE PROPOSAL

The proposed adaptive reuse of the former Goulburn Town Hall for a 400 seat Performing Arts Centre (PAC), designed by Brewster Hjorth Architects, is detailed in the plans and Statement of Environmental Effects that accompany this application. It includes:

A000	Coversheet (B)
A010	Site Analysis (B)
A100	Site Plan (B)
A101	Demolition Plan (B)
A110	Level 0 Plan (Basement) (B)
A111	Level 1 Plan (Ground Floor) (B)
A112	Level 2 Plan (B)
A113	Level 3 Plan (B)
A114	Level 4 Plan (B)
A115	Level 5 Plan (B)
A116	Roof Plan (B)
A200	Elevations (B)
A201	Elevations (B)
A202	Elevation (B)
A210	Section 1 (B)
A211	Sections 2 & 3 (B)
A300	Artist Impression 1 (B)
A301	Artist Impression 2 (B)
A302	Artist Impression 3 (B)
A400	Shadow Diagrams (B)
A500	Materials (A)

The project works include:

Demolition:

- Demolition of the rear 1936 addition structure
- Removal of the 1936 partitioning and ceilings within the single storey part of the 1887 building
- The opening up of sections of wall to the entry area of the original Town Hall building

Proposed Works to the 1887 Building:

- The conservation of the original 1887 fabric including sandstone, slate roofing, and timber windows
- Reinstatement of the original 1887 council chamber including the original ceiling and fireplaces, which is to be used as a multifunction space
- The incorporation of a cafe and bar to the ground floor front rooms of the 1887 building, including the retention of the strong room with some alteration
- The reinstatement of the first floor rooms by the removal of later partitioning

- The attic level rooms remain as is.

Proposed New Works to the rear of the 1887 Building:

- A new double height foyer connecting directly to the original council chamber space and the new auditorium
- A new auditorium and stage area including dress circle seating, and support facilities
- A basement level with toilets, offices and storage

Other Works:

- Landscaping to the Auburn Street footpath alignment (by Council)
- A pop-up sign installation.

The aim of the proposal is to convert and adapt the existing building into a contemporary and functional PAC while retaining the whole of the original 1887 Town Hall building with its important features.

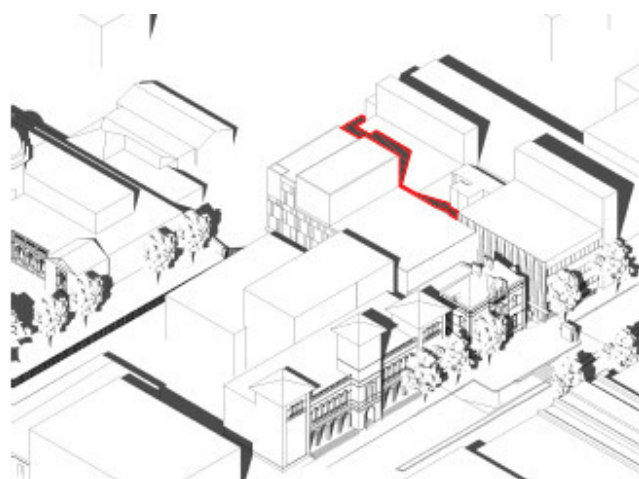


Figure 5.1

The Proposed Development - Isometric 'aerial' view from the north. Note the highest section of the development is at the rear of the site
Source: Brewster Hjorth Architects (extract from A400)



Figure 5.2
The Proposed Development - Perspective from Auburn Street
(A300). Note the proposed glazed PAC behind the original 1887
building
Source: *Brewster Hjorth Architects*

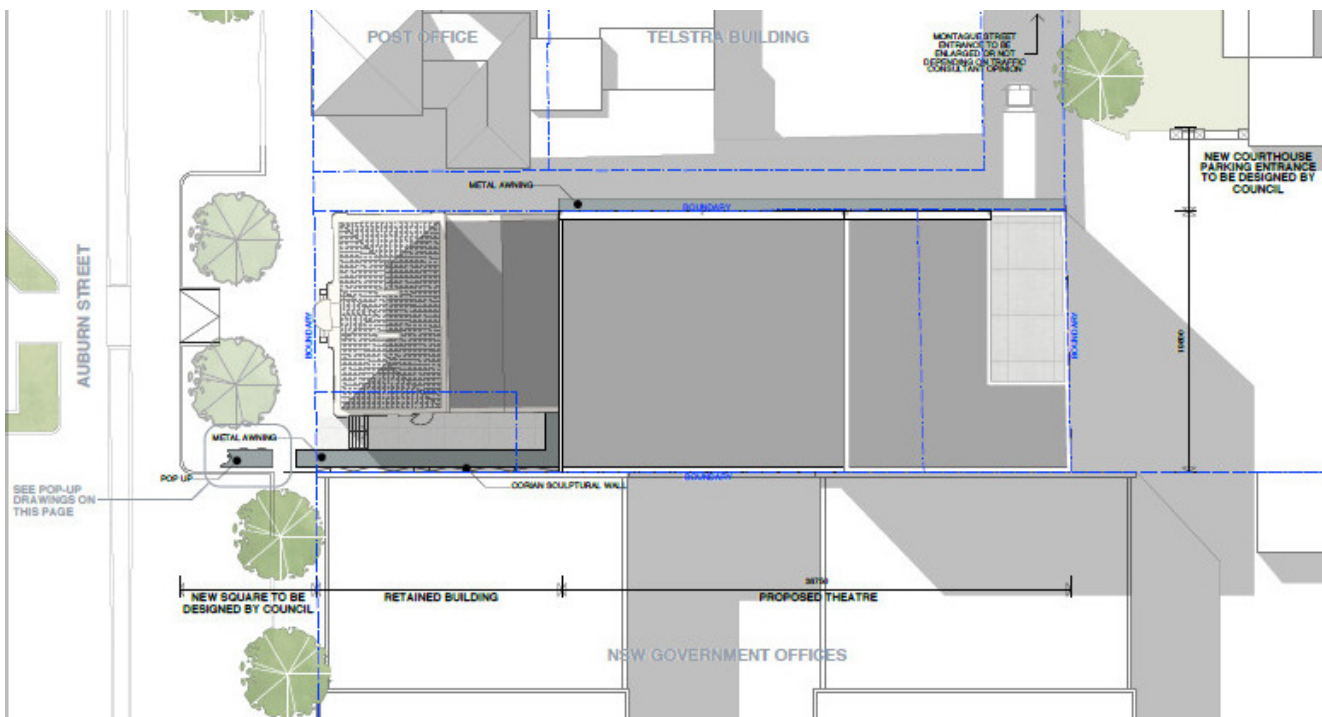


Figure 5.3
The Proposed Development - Site Plan (A100)
Source: *Brewster Hjorth Architects*





Figure 5.7
The Proposed Development - Section 1 (A210)
Source: Brewster Hjorth Architects

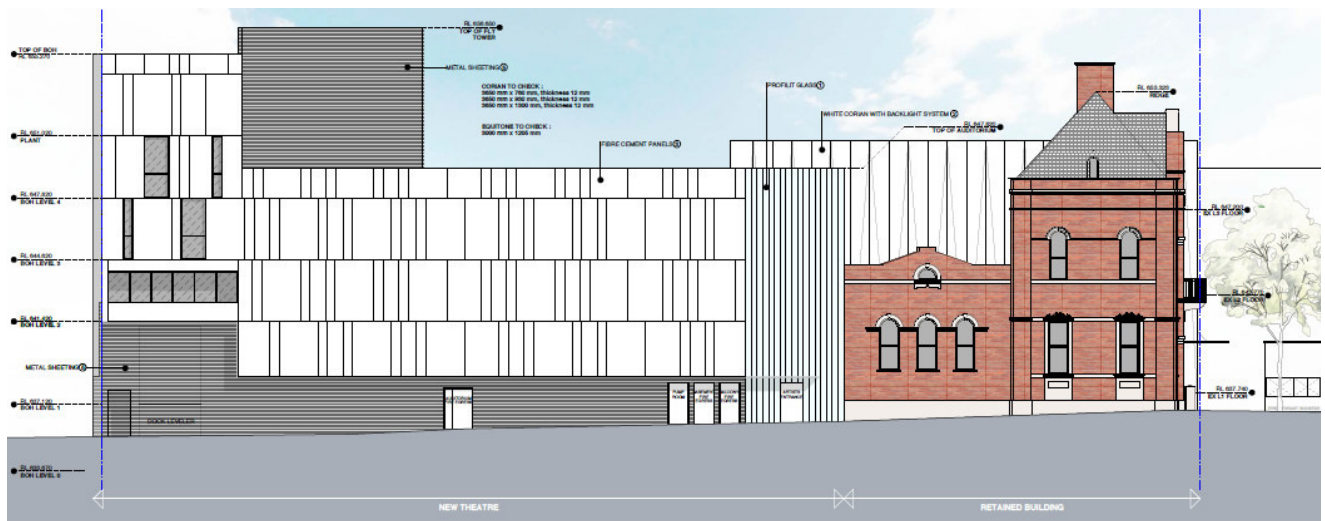
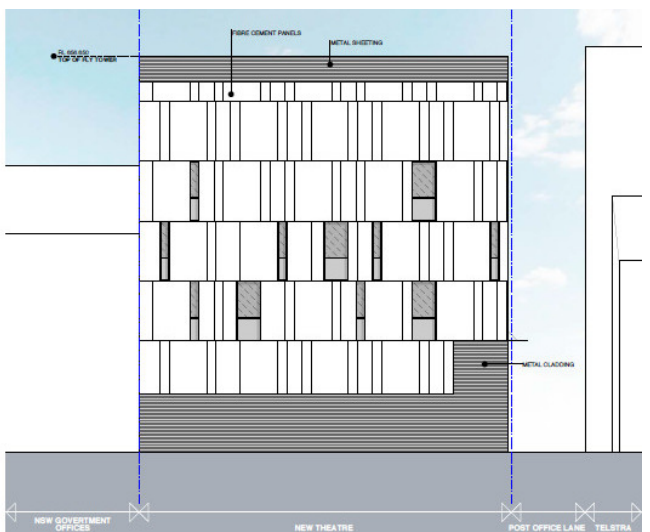
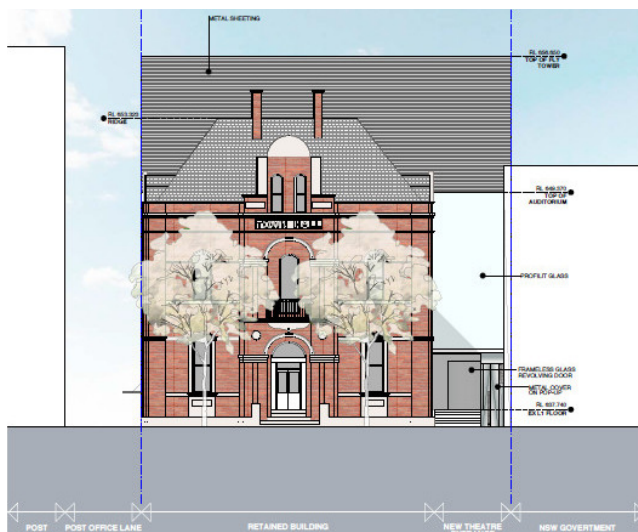


Figure 5.8 (Above)
The Proposed Development - Elevation (northern)
Source: Brewster Hjorth Architects

Figure 5.9 (Below)
The Proposed Development - Elevation (northern)
Source: Brewster Hjorth Architects



6.0

ASSESSMENT OF HERITAGE IMPACT

6.1 INTRODUCTION

This Statement of Heritage Impact has been prepared in relation to the following impact assessment criteria: the *Goulburn Mulwaree Local Environmental Plan (LEP) 2009*, the *Goulburn Mulwaree Development Control Plan (DCP) 2009* and the New South Wales Heritage Office (now the Heritage Division of the NSW Office of Environment and Heritage) guidelines, *Altering Heritage Assets* and *Statements of Heritage Impact*.

This section of the report provides a detailed analysis of the statutory controls applying to this site, with regard to heritage.

6.2 OVERVIEW OF THE POTENTIAL HERITAGE IMPACTS

The proposed is for the adaptive reuse of the former Goulburn Town Hall as a PAC, as described in Section 5 of this report.

The proposal retains the original 1887 building and demolishes the 1936 rear addition, as well as more recent additions, to be replaced with a new rear addition, consisting of an auditorium, stage and support spaces.

Figure 6.1

Aerial photograph showing the subject site, outlined in red, and the listed heritage items in the vicinity
Source: maps.au.nearmap.com



The potential impacts are:

- The proposed works include the removal of a minor amount of original fabric and features from the ground floor level of the 1887 portion of the building in order to achieve functionality for the proposed PAC.
Impact: Some impact.
- Some later fabric and features, the result of alterations to the 1887 building, are also proposed to be removed in order to restore identified original features of the building.
Impact: Positive.
- The upper levels of the original building are to be retained and conserved.
Impact: Positive.
- The demolition of the 1936 rear addition will remove fabric identified in the *CMP* as being of moderate heritage significance.
Impact: Some adverse impact but mitigated by the retention of the original 1887 structure and proposed sustainable new use.
- Later rear minor additions proposed to be removed have been identified in the *CMP* as being of either little heritage significance or intrusive to the significance of the heritage item.
Impact: Positive.

6.3 EVALUATION AGAINST THE CMP POLICIES

The proposed development is generally consistent with the overall guidelines/policies of the *Former Goulburn Town Hall, 163 Auburn Street, Goulburn Conservation Management Plan (CMP)*, with the principle policies in the *CMP* being:

6.2 Principle Conservation Policies

Policy 6.2.1

Conservation of the former Goulburn Town Hall should be in the form of an adaptive re-use such as a Performing Arts Centre (PAC).

Policy 6.2.2

The original extant building envelope should be retained and conserved as part of its adaptation for a PAC.

Policy 6.2.3

The original building has been altered for the 1936 additions, therefore further alterations and additions for the PAC are to be located at the rear and integrated with the 1887 building.

Policy 6.2.4

As much original structural fabric as possible should be retained in any future development of the building, along with original ceilings and floors.

Policy 6.2.5

All original and highly significant components of the site, as identified in Section 4.5 Grading of Significance, should be retained and conserved in accordance with the principles of The Burra Charter.

Policy 6.2.6

The Statement of Significance should be accepted as one of the bases for the future use and management of the site.

Policy 6.2.7

A budget should be allocated to provide for ongoing maintenance and conservation of original fabric as noted in Appendix 1.

6.4 CONSIDERATION OF THE GUIDELINES OF THE NSW HERITAGE DIVISION

The NSW Heritage Office (now the Heritage Division of the NSW Office of Environment and Heritage) has published a series of criteria for the assessment of heritage impact. The relevant 'questions to be answered' in the *NSW Heritage Manual 'Statements of Heritage Impact'*, provided below, have been considered in the preparation of our assessment:

- *The following aspects of the proposal respect or enhance the heritage significance of the item or conservation area for the following reasons:*

Comment

The 1887 original Town Hall is to be retained almost in its entirety which will maintain the building's contribution to the streetscape and conservation area.

The original 1887 council chamber, currently subdivided, is to be reinstated including the original volume and key features.

- *The following aspects of the proposal could detrimentally impact on heritage significance. The reasons are explained as well as the measures to be taken to minimise impacts:*
- *The following sympathetic solutions have been considered and discounted for the following reasons:*

Comment

The feasibility of incorporating a PAC into the existing building required the demolition of a large part of the structure to the rear of the site.

A comprehensive design development process has been undertaken by the architects, in consultation with the heritage consultant GBA Heritage, as part of the development of the current proposal. In particular this process has focused around the 1936 Inter-war addition to the original building, with various options investigated in depth as to the feasibility of retaining and integrating part of the 1936 addition into the new development.

The process involved consideration of the preferred intention of retaining a remnant of the 1936 addition north wall, however this was problematic due to:

- The physical width of the theatre required to accommodate the proposed seating numbers (400 seats), and the ability to retain the original wall;
- The required basement construction;
- Required openings across the north wall (i.e. services, exits, etc) that do not align with the existing openings, and which would result in a 'patchwork' elevation;
- The lesser architectural quality of the 1936 addition from the original building;
- Enabling the delivery of a functional and feasible development.

The design development process discussed above resolved that it is not feasible to retain the 1936 Inter-war addition.

The design development process has evolved to include a number of positive outcomes for the heritage item.

The current proposal includes the retention of the 1887 former Town Hall almost in its entirety. Externally the extant original building will be completely retained, maintaining the building's contribution to the streetscape, conservation area, and the civic group with the Post Office and the Courthouse.

The proposed design has evolved from a scheme which had interventions into the southern, side wall of the original 1887 building for the theatre entrance, to the current scheme which retains this wall in its entirety.

Internally, the proposal has developed to include the reinstatement of the original 1887 Council Chamber through the removal of the 1936 false ceiling and later internal partition walls. It is intended to reinstate the original volume of the council chamber space as well as key features removed or covered at a later date such as the coved ceiling and fireplaces.

Alterations to the internal spaces within the original front section of the building are minimised and relate to the successful functioning of the new use of the building. The main elements of the original strong room are retained, and is proposed to be used as the Box Office.

Removal of the 1936 Inter-war addition will provide an opportunity to replace it with a new architecturally designed, purpose built addition of a high quality that respects the heritage significance of the original building and enables the adaptive reuse of the building as a PAC for the local/regional community.

Minor/Major Partial Demolition

- *Is the demolition essential for the heritage item to function?*
- *Are particular features of the item affected by the demolition (e.g. fireplaces in buildings)?*
- *Is the detailing of the partial demolition sympathetic to the heritage significance of the item?*
- *If the partial demolition is a result of the condition of the fabric, is it certain that the fabric cannot be repaired?*

Comment

It is proposed to demolish the 1936 rear addition to the original 1887 building, as well as the 1936 insertions into the original council chamber (walls, ceilings, fireplaces, ramp). It is also proposed to demolish a number of subsequent additions including an external stair along the rear wall of the existing and a covered access ramp along the southern side of the building.

The proposed demolition is essential for the subject building to function as a performing arts centre as the proposed use requires the construction of a specially designed theatre and associated spaces, unable to be accommodated in the existing building structure.

The *CMP* prepared by GBA Heritage in 2016 identifies the original 1887 extant portion of the building is of high heritage significance and is considered to form the core significance of the place.

Proposed new openings within the internal walls of the original portion of the building are limited to the ground floor level and are detailed in the plans prepared by Brewster Hjorth Architects, submitted with the application. The intention with the new internal openings is to create a generally open floor plan that assists in the movement of people through the PAC, from the foyer through to the bar, and through to the theatre.

Intrusions into original fabric have been minimised as far as possible, and any internal walls proposed to

have new openings are mitigated by the retention of wall nibs that interpret the original layout.

It is proposed to largely retain the strong room, with its curved ceiling, most of the metal wall linings and metal door. For the strong room to operate as a box office, only a new opening to the foyer space is proposed.

Proposed alterations to the original building structure have been minimised to only those changes which are essential to the facilitation of a suitable transition to the proposed new foyer.

The 1936 alterations and rear addition to the building were designed by the original architect's son, and have been identified as being of *moderate* heritage significance in the *CMP*. Subsequent alterations and additions have been identified in the *CMP* as being of either *little* significance, or as *intrusive*.

The 1936 addition, while sympathetic to the original building is clearly readable as a later element to the original 1887 building and does not impede the original building's presentation to Auburn Street. The integrity of the built fabric dating from the 1930s has also been compromised by later, less significant modifications.

The 1936 works included the insertion of partitioning walls and new (lowered) ceilings within the original 1887 council chamber. The removal of these later insertions provides an opportunity to reinstate the original volume of the 1887 council chamber and restore the original coved ceiling which remains relatively intact above the existing 1936 ceilings.

Removal of the 1936 addition provides an opportunity to replace it with a new purpose designed addition of a high quality and design which will facilitate the adaptive reuse of the building as a revitalised community facility.

Change of Use

- *Has the advice of a heritage consultant or structural engineer been sought? Has the consultant's advice been implemented? If not, why not?*
- *Does the existing use contribute to the significance of the heritage item?*
- *Why does the use need to be changed?*
- *What changes to the fabric are required as a result of the change of use?*
- *What changes to the site are required as a result of the change of use?*

Comment

The proposal includes a change of use for the building from the existing community centre to a performing arts centre. This is the second change of use for the building, which was originally built for use as the

Goulburn Town Hall, before being converted into a community centre when the council administration moved to a new building in 1990.

The *CMP* identifies the core significance of the heritage item is considered to relate to the original extant portion of the building and its original use as the Goulburn Town Hall. Therefore the existing use of the building does not contribute to the significance of the heritage item.

The removal of the later addition, and construction of a new rear addition to accommodate the proposed PAC will not impact on the legibility of the original 1887 building presentation to the public domain as a Victorian era former civic building/town hall. The decorative signage on the primary facade identifying the building as a Town Hall is to be retained and conserved.

Minor / Major Additions

- *How is the impact of the addition on the heritage significance of the item to be minimised?*
- *Can the additional area be located within an existing structure? If no, why not?*
- *Will the additions tend to visually dominate the heritage item?*
- *Is the addition sited on any known, or potentially significant archaeological deposits? If so, have alternative positions for the additions been considered?*
- *Are the additions sympathetic to the heritage item? In what way (eg form, proportions, design)?*

Comment

The proposal includes a new two to four storey rear addition, with basement level that will replace the existing 1936 addition, as well as more recent rear additions to the heritage item. The proposed addition has been purpose designed for the adaptive reuse of the building as a PAC.

The *CMP* identifies that conservation of the original fabric should be a priority when considering any changes to the item. It further identifies that in general, future changes should be focused on areas or components which provide a lesser contribution to the overall significance and are, therefore, less sensitive to change. The proposal responds to these policies by placing the new addition at the rear of the original building, replacing a later addition to the building.

The design of the proposal has minimised and mitigated the impacts arising from the introduction of a new, larger rear addition to the heritage item, as discussed above. The demolition of the 1936 rear

addition and proposed replacement enables the site to be adaptively re-used as a PAC with the retention of the original 1887 building almost in its entirety. The proposal will also facilitate the reinstatement of original internal features that have been altered at a later date including interior arches and fireplaces.

As identified in the plans prepared by Brewster Hjorth Architects, the replacement addition effectively replaces a series of later additions to the original 1887 building with a single cohesive addition that respects and enhances the legibility of the original building. The proposed design uses a glass facade that will contrast with the solidity of the original masonry.

The proposed new addition has been designed and sited with respect to the heritage significance of the original building and planned in such a way as to maintain the visual presence of the original 1887 building when seen from Auburn Street.

The design and construction of a new addition provides an opportunity to create a defined visual break between the historic original and the new built elements that will retain the visual identity of the historic Auburn Street facade of the building.

An archaeological assessment of the site was carried out by Edward Higginbotham & Associates Pty Ltd. Their findings and recommendations are documented in the *Archaeological Assessment Report* dated 19 October 2016 submitted with the application.

New Development Adjacent to a Heritage Item

- *How is the impact of the new development on the heritage significance of the item or area to be minimised?*
- *Why is the new development required to be adjacent to a heritage item?*
- *How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?*
- *How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?*
- *Is the development sited on any known, or potentially significant archaeological deposits? If so, have alternative sites been considered? Why were they rejected?*
- *Is the new development sympathetic to the heritage item? In what way (e.g. form, siting, proportions, design)?*
- *Will the additions visually dominate the heritage item? How has this been minimised?*
- *Will the public, and users of the item, still be able to view and appreciate its significance?*

Comment

The subject site is located adjacent to the State heritage listed Goulburn Post Office building (to the north), as well as the State heritage listed Goulburn Court House complex (to the east). The new addition has been designed with respect to the heritage significance of these heritage items in terms of design, form, bulk and scale.

An intrusive red brick three to four storey Telstra building is located behind the Post Office, directly north of the subject site. The Telstra building overlooks the 1936 rear addition portion of the subject building and blocks some views between the Post Office building and the former Town Hall building. The proposed siting of the new addition will not negatively impact on the Goulburn Post Office building due to the visual separation created by the Telstra building.

The Goulburn Court House complex is located directly to the east of the subject site, however the Court House building itself is orientated away from the subject building, to the north east, with the primary views to and from this item being from Montague Street. Gardens and a timber fence also physically separate the Court House building from the subject site.

The form and scale of the proposed rear addition is comparable with the scale of the existing built form in the locale that represents the layered development history of the area. The contemporary design of the proposed new addition will ensure that it is clearly legible as a new built element in the area and will not impact on the legibility of the Goulburn Post Office building, or the Goulburn Court House Building from the public realm.

The proposed addition will be partially visible from the street however it will not impact on the ability of the 1887 building to contribute to the important civic group of buildings in Goulburn that comprises the Goulburn Post Office, Goulburn Court House, Mechanics Institute, and the subject building, as care has been taken in designing the new rear addition to respect the heritage significance of these items as a group as well as individually.

For potential archaeological deposits, refer to the comments contained in the *Archaeological Assessment Report*, prepared for the site by Edward Higginbotham & Associates Pty Ltd.

Repainting using new colour schemes

- *Have previous (including original) colour schemes been investigated? Are previous schemes being reinstated?*
- *Will the repainting effect the conservation of the fabric of the heritage item?*

Comment

Externally, the original building is face brickwork and sandstone and is not to be painted. Internally, the ground floor level of the 1887 building is proposed to be repainted as part of the adaptive re-use development works.

The *CMP* identifies that the current internal colour scheme for the building may be retained or replaced with another appropriate colour scheme when required. Only those interior surfaces which are already painted are proposed to be repainted.

New Services

- *How has the impact of the new services on the heritage significance of the item been minimised?*
- *Are any of the existing services of heritage significance? In what way? Are they affected by the new work?*
- *Has the advice of a conservation consultant (eg architect) been sought? Has the consultant's advice been implemented?*
- *Are any known or potential archaeological deposits (underground and under floor) affected by the proposed new services?*

Comment

The proposed new use of the building as a PAC will require the upgrading of and/or insertion of new services throughout the building. The insertion of new services into the original building fabric has been minimised as far as is practicable, using existing service points, or reticulated sub-floor, in order to mitigate/minimise the impact on the original building.

New Landscape Works and Features

- *How is the impact of the new development on the heritage significance of the existing landscape been minimised?*
- *Has evidence (archival and physical) of previous landscape work been investigated? Are previous works being reinstated?*
- *Has the advice of a consultant skilled in the conservation of heritage landscapes been sought? If so, have their recommendations been implemented?*
- *Are any known or potential archaeological deposits affected by the landscape works? If so, what alternatives have been considered?*
- *How does the work impact on views to, and from, adjacent heritage items?*

Comment

The proposal includes some new plantings within the front setback of the site, adjacent to the front entry on Auburn Street. In early photos the original building appears to have had hedging or some similar plantings

along the Auburn Street frontage and the intended landscaping works will respect the historic built fabric by reinstating this landscaping. The proposed plantings will not impact on the ability of the item to be understood when viewed from Auburn Street.

New Signage

- *How is the impact of the new signage on the heritage significance of the item been minimised?*
- *Have alternative signage forms been considered (eg free standing or shingle signs). Why were they rejected?*
- *Is the signage in accordance with section 6, 'Areas of Heritage Significance', in outdoor Advertising: An urban Design-Based Approach? How?*
- *Will the signage visually dominate the heritage item / heritage conservation area or heritage streetscape?*
- *Can the sign be remotely illuminated rather than internally illuminated?*

Comment

The objectives of 'Category 6: Areas of heritage significance' in Section 4 of *Outdoor Advertising: An Urban Design-Based Approach 1991* are:

- *Outdoor advertising should be designed and located in a manner which conserves the heritage places which have been identified as significant; protecting and enhancing what is valued about the building or the place.*

Comment

The proposed PAC development will be sign posted by a separate 'pop-up' structure facing Auburn Street, thus avoiding any impact on heritage fabric.

6.5 HERITAGE OBJECTIVES OF THE GOULBURN MULWAREE LEP 2009

The proposed development is considered to be acceptable, from a heritage perspective, for the following reasons:

- The proposed works will conserve the original 1887 former Goulburn Town Hall building, identified as forming the core significance of the site/building in the *CMP*.
- The proposal will retain the contribution of the building to the streetscape, and the established civic group in the Goulburn CBD.
- The proposal retains significant views to and from the adjacent heritage items.

- The proposed development is consistent with the retained street frontage of existing built form development in this part of the Goulburn City Conservation Area.
 - The proposed works are respectful of the original internal spatial quality and the original fabric of the 1887 building.
 - The removal of some original fabric is considered acceptable given that original extant features such as the form and fabric of the front and side facades is to be retained and the original internal spatial qualities largely reinstated.
 - The impact of the removal of internal walls is to be mitigated by the retention of wall nibs to interpret the original layout.
 - The demolition of the 1936 Inter-war addition will provide an opportunity to replace it with a new architecturally designed, purpose built addition of a high quality that respects the heritage significance of the original 1887 former Goulburn Town Hall building
- 2.2 *Locality objectives - Goulburn City within Section 2 Plan Objectives*
 - 3.1 *European (non-indigenous) heritage conservation within Section 3 General Development Controls*
 - 8.6 *Goulburn City Business District within Section 8 Site Specific Provisions*

6.7 RECOMMENDED MITIGATION MEASURES

- An archival photographic recording of the existing building fabric, including that to be demolished, is undertaken in accordance with the NSW Heritage Council publication *Photographic Recording of Heritage Items Using Film or Digital Capture*, should be made prior to any demolition.
- In general, the deconstruction methodology needs to ensure that the works are undertaken in a manner which prevents any potential for damage and that measures are taken as necessary to avoid any physical impact on the adjacent heritage buildings. These should include the use of protective screens, where necessary, to protect the adjacent building facades.
- The final work method statements, both general and property specific, must include discussion of the risks associated with, and measures to be undertaken, to prevent collateral damage to adjacent buildings.
- Any damage to heritage items should be 'made good' under the supervision of an experienced heritage practitioner.

The proposal is, therefore, considered to be consistent with the relevant heritage objectives of the *Goulburn Mulwaree LEP 2009*, which are:

4.3 Height of buildings

- (1) *The objectives of this clause are as follows:*
- (b) *to protect the heritage character and significance of buildings and avoid an adverse effect on the integrity of heritage items,*

5.10 Heritage conservation

(1) Objectives

The objectives of this clause are as follows:

- (a) *to conserve the environmental heritage of Goulburn Mulwaree,*
- (b) *to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,*

6.6 HERITAGE GUIDELINES OF THE GOULBURN MULWAREE DCP 2009

Given the nature of the subject building as a heritage item in its own right, and the location of the subject site within a conservation area, the proposal is required to comply with the relative objectives and guidelines of the *Goulburn Mulwaree DCP 2009*.

The analysis in Section 6.3 of this report demonstrates that the proposal is generally consistent with the relevant sections of the *Goulburn Mulwaree DCP 2009*, namely:

7.0

CONCLUSIONS AND RECOMMENDATIONS

7.1 CONCLUSIONS

- The former Goulburn Town Hall at 163 Auburn Street, Goulburn is listed as an item of local heritage significance in Schedule 5 of the *Goulburn Mulwaree LEP 2009*.
- It is also located within the Goulburn City Conservation Area.
- It is located in the vicinity of the listed heritage items 'Post Office (c 1880), Mechanics Institute (c 1860), Technical School (c 1886)' at 165 and 167 Auburn Street; and 'Goulburn Courthouse' at 4 Montague Street.
- Other listed heritage items in the wider locality are separated from the subject site by intervening development/distance/roadways/buildings/local topography/public domain, and have no direct visual connection to the proposed development.
- The proposed development is consistent with the conservation policies of the *CMP 2016* for the site, prepared by GBA Heritage.
- The proposed demolition of the 1936 Inter-war addition will provide an opportunity to replace it with a new architecturally designed, purpose built addition of a high quality that respects the heritage significance of the original building and enables the adaptive reuse of the building as a revitalised community facility.
- The removal of some original fabric is considered acceptable given that original extant features such as the form and fabric of the front and side facades is to be retained, and the original internal spatial qualities including volumes of space and key features to be largely reinstated.
- The impact of the partial removal of original internal walls is to be mitigated by the retention of wall nibs to interpret the original layout.
- The proposed new addition to the building has been designed to reduce visual dominance, while being in keeping with the urban scale and character of the streetscape, conservation area, and the heritage items in the vicinity.
- The proposed development will retain the original building's contribution to the streetscape, conservation area, and the immediate civic group comprising the Post Office, Courthouse and former Town Hall.
- The proposed development will have no visual impact on the heritage items in the vicinity of the site as existing significant views and the setting of the heritage items in the vicinity are retained.
- The proposed development is generally consistent with the heritage requirements and guidelines of the *Goulburn Mulwaree LEP 2009* and the *Goulburn Mulwaree DCP 2009*.
- Archaeological resources are to be managed in accordance with the *Archaeological Assessment Report* by Edward Higginbotham & Associates Pty Ltd, in October 2016.

7.2 RECOMMENDATIONS

- Original doors and joinery from the 1887 building to be removed, are to be salvaged intact and stored in an agreed location on site.
- Before construction, an audit is to be made of all fixtures that are to be salvaged and stored for the building owner, including roll-of-honour boards, display cases and their contents, and memorabilia.
- During construction works, take the opportunity to inspect the roofing, rainwater goods and cast iron crest, of the original building.
- The proposed new openings to the existing entry foyer, including the area of the existing strong room, are to be detailed in consultation with a heritage consultant.
- When the carpet in the existing building is removed, a condition assessment is to be carried out and the extent of retention determined, in consultation with a heritage consultant.
- Subject to the preceeding recommended mitigation measures and those in Section 6.7 of this report being included in the conditions of consent, Council should have no hesitation, from a heritage perspective, in approving the application.

8.0

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