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Heritage

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Wednesday, July 19, 2017

Goulburn Mulwaree Council
Locked Bag 22
Goulburn NSW 2580
Attention:

RE: DA/0185/1617 – 163 Auburn Street, Goulburn: Performing Arts Centre

Thank you for the project referral in relation to heritage matters.

The documents provided with the DA have been reviewed and the following comments are provided in relation to the impact on the heritage significance of the sites in the vicinity of the subject site.

The analysis reviews the impacts, considers alternatives to elements and works would be detrimental to significance and provides recommendations for modification and approval with conditions.

1.0. Introduction

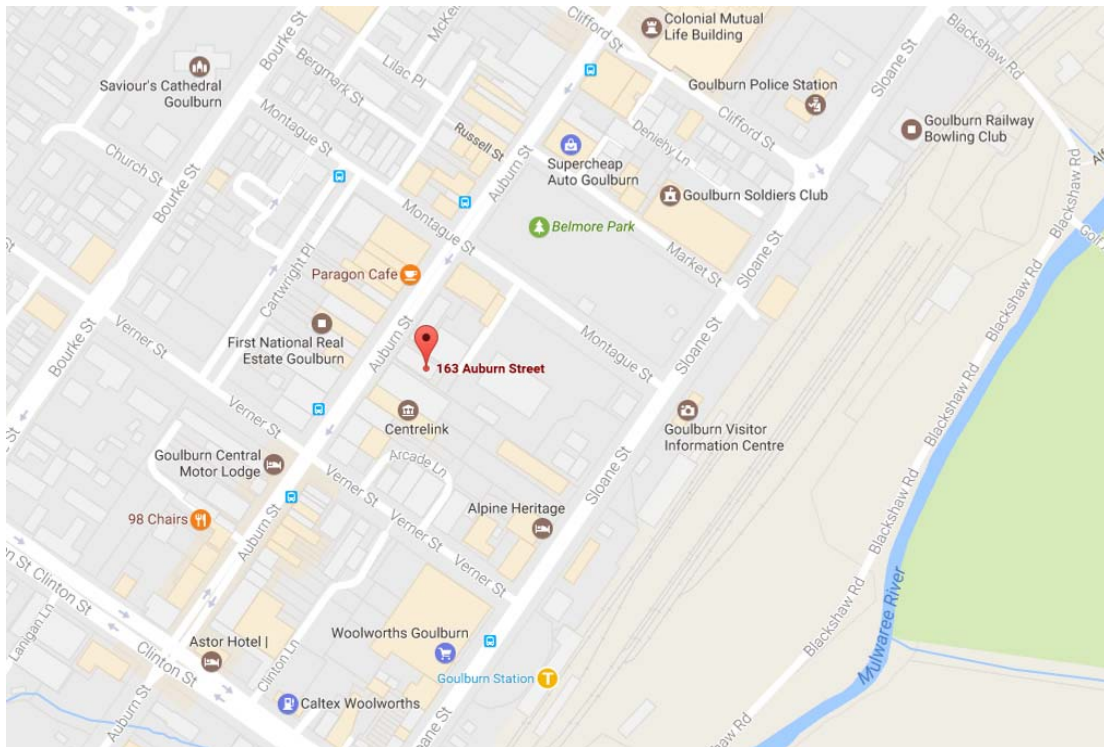


Figure 1 The Subject Site: 163 Auburn Street, Courtesy Google Maps

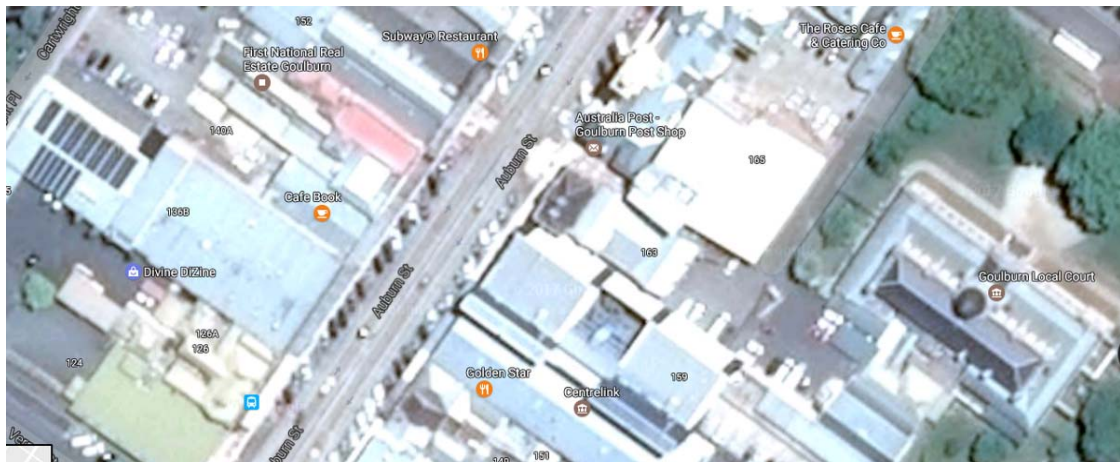


Figure 2 Aerial map, courtesy Google Maps

1.1 Heritage significance

The subject site is indicated in the aerial photograph supplied by Google maps.

The listed heritage item is the former Goulburn Town Hall (former, 1887) at Lot 17, Sec 2, DP 758468. There are listed heritage items in the vicinity including the adjoining Post Office (c. 1880) on the State Heritage Register, the Goulburn Court House to the East at 4 Montague Street, on the State Heritage Register, the Technical School (c.1886) at 165-167 Auburn Street.

The site is located within the central Goulburn City Heritage Conservation Area.

Heritage studies record the significance within the State Heritage Inventory as follows:

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.

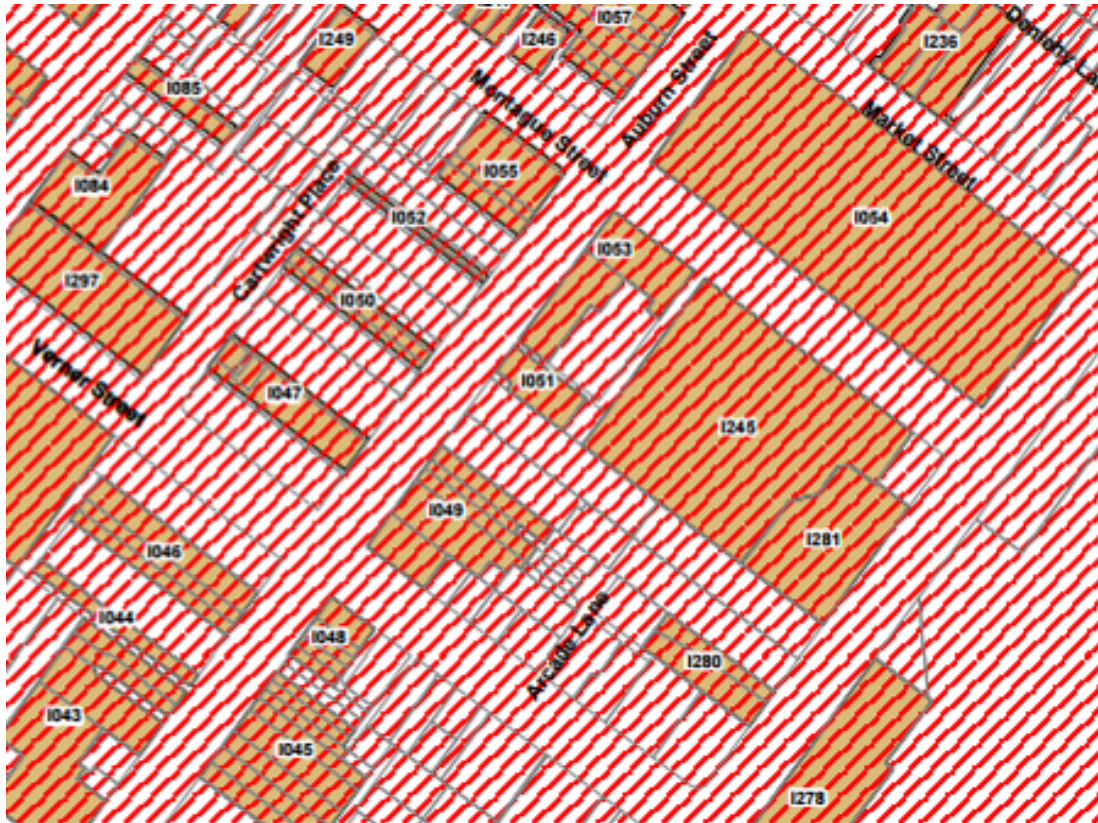


Figure 3 The Goulburn Mulwaree LEP Heritage Map Item 1051

The Map illustrates the following key buildings in the vicinity of the Town Hall:

- The Post Office adjoins the former Town Hall to the North. The building was designed by the Colonial Architect James Barnet and is listed on the State Heritage Register (SHR):
- The Court House is located in a courtyard garden setting fronting the Square – Belmore Park and was erected in 1881 to a design by James Barnet and is listed on the State Heritage Register (SHR):
- The Mechanics Institute from 1860 is located next to the Post Office with a long elevation to Montague Street
- In addition the map indicates a series of listed buildings on both sides of Auburn Street. Collectively the streetscape is generally intact with a range of 19th and twentieth century buildings. The streetscape includes a number of uncharacteristic structures with the adjoining State Government Office building providing the neighbouring building South of the Town Hall.

2.0. Physical Description

The following site photographs illustrate the key views of the existing buildings and highlight the areas where the impacts will occur. The photographs are taken in a clockwise sequence commencing with the State listed Courthouse.

2.1 The Context



Photograph 1 *The Courthouse – Montague Elevation to Belmore Park.*



Photograph 2 *View to the subject site – rear of Town Hall, from the Western side of the Courthouse*



Photograph 3 View of the subject site – rear of Town Hall, from Arcadia Lane to the South East noting the Post Office tower and the dome to the Courthouse.



Photograph 4 View of the rear of the subject site from the Southern portion of Arcadia Lane and car park.



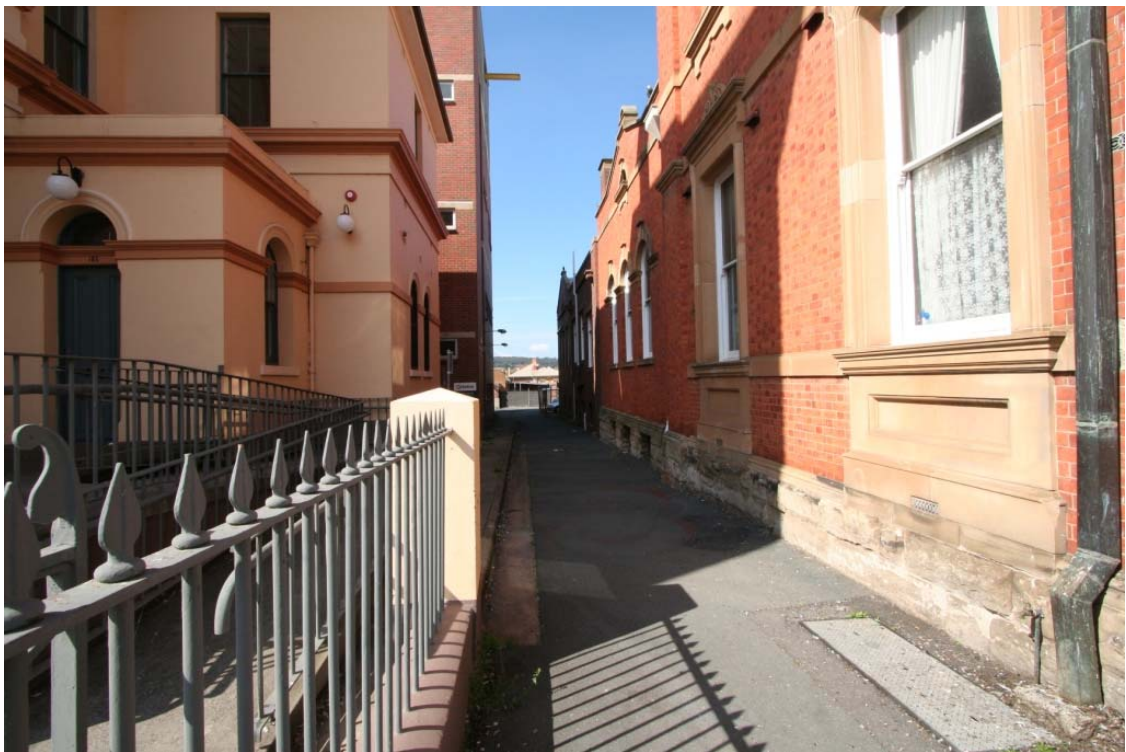
Photograph 5 The Auburn Street streetscape looking North East noting the rich brick and pitched roof to the Town Hall and the character, scale and colours of the State Government Office building



Photograph 6 The front elevation of the Town Hall, noting the character, scale and colours of the structure to the rear of the Post Office and the State Government Offices to the right.



Photograph 7 The streetscape with the Post Office and Town Hall, noting the scale, character and colours of the State Government Office building



Photograph 8 View down the Eastern access path between the Post Office and the Town Hall



Photograph 9 View of the junction between the original and the addition, looking South noting the replacement offices and relocated Hall at the end.



Photograph 10 View looking back to Auburn Street with the replacement hall to the left.



Photograph 11 View from the rear of the Town Hall looking East to the adjoining Courthouse.



Photograph 12 View of the rear – East Elevation of the replacement Town Hall.



Photograph 13 View of the South Elevation of the Town Hall including the replacement later Hall and the original, noting the access ramps and adjoining State Government Office building.



Photograph 14 A detail view of the South Elevation noting the junction between the original the addition with the replacement Town Hall

2.2 The Town Hall



Photograph 15 View of the front elevation to Auburn Street



Photograph 16 View of the hard and soft landscape elements providing a forecourt to the elevation.



Photograph 17 View from the entry illustrating the original arch separating the lobby from the second opening. The original walls and doors to the left (minor offices) and right (major office) are to be demolished.



Photograph 18 View of the original safe within the minor office – to be demolished.



Photograph 19 View of the original fireplace and surround in the minor office – to be retained.



Photograph 20 View of the wall between the arch and opening which backs on to the safe – to be demolished.



Photograph 21 View of the Northern wall to the main passage from the opening in the original rear wall – the wall to the right of the opening formed part of the extension and replacement Town Hall. The two walls defining the extended passage are to be demolished and the vaulted ceiling restored and reinstated.



Photograph 22 Joinery from the addition – to be demolished and original fireplace – to be retained.



Photograph 23 The Committee Room with fireplace and door to the front minor office – to be retained and the wall to the left to be demolished and the ceiling reinstated.



Photograph 24 Wall and joinery formed for the later Town Hall to be demolished and the vaulted ceiling reinstated.



Photograph 25 The fireplace and joinery to be demolished. Photographs of the toilets and kitchen within the later Hall building are omitted from this analysis given their lower level of significance.



Photograph 26 View of the later Town Hall, noting the decorative plasterwork to the walls and ceiling.



Photograph 27 The raised dais and associated joinery from the later Town Hall – to be demolished.



Photograph 28 Moveable heritage – honour board and light fittings in the later Town Hall – to be demolished.



Photograph 29

View of the small meeting room within the extended building – to be demolished.



Photograph 30

View of the Activities Room and portion of the former Town Hall – the walls to the rear and right to be demolished and the former Hall ceiling to be reinstated.



Photograph 31

View of the ground floor stair well – to be retained



Photograph 32 View of the stairwell space with external door and door to the Activities Room, former Town Hall – to be retained

3.0. Planning Instrument

Goulburn Mulwaree Local Environmental Plan 2009 (LEP)

The LEP contains standards relating to matters such as lot size, floor space, building height, flooding and heritage items.

Part 5 of the LEP provides Clauses related to design including architectural roof features (5.1) and Heritage Conservation (5.10). Sub-clauses 4, 5 & 6 require Council to assess the impacts of projects on heritage significance. In accord with (6) Council have commissioned a Conservation Management Plan for the Town Hall.¹

A Statement of Heritage Impact for the project has been supplied by GBA Heritage.²

A report has been provided as a referral by Council's Heritage Advisor³. The report supports the project subject to provision of further information described within eight recommendations.

The Development Control Plan 2009 (DCP)

The Goulburn Mulwaree Development Control Plan 2009 ('the DCP') is key tool used by Council's planners in assessing applications for land use and development across the Goulburn Mulwaree local government area.

The DCP contains engineering requirements, and general information and guidelines relating to the design, application and decision-making processes - including a DA checklist, requirements for landscaping plans, heritage assessment requirements and the Goulburn Mulwaree Good Design Statement 2005.

Other reports have been provided for Council which affect the character and development including The CBD Masterplan, Parts 1 & 2, 2013 with an associated Heritage Report.

¹ Goulburn Town Hall CMP, GBA Heritage

² Goulburn Performing Arts Centre – Statement of Heritage Impact, GBA Heritage, 2016

³ Heritage Referral response, 01/2017, Louise Thom Heritage Advisor

4.0. Documentation

The following documentation prepared by Mosca Pserras Architects and others have been reviewed:

- Statement of Environmental Effects (SoEE)
- A Statement of Heritage Impact (SoHI), 12/2016 by GBA Heritage
- Drawings by brewster hjorth architects
 - Site analysis
 - Site Plan
 - Demolition plan
 - Basement floor plan
 - Ground floor plan
 - Levels 2, 3, 4 & 5 floor plans
 - Roof plan
 - NW & SE elevations
 - NE to Post Office Lane
 - SW to offices
 - Sections 1, 2 & 3
 - Artist impressions 1, 2 & 3
 - Materials
 - Shadow diagrams

Proposal

The proposal is for construction of a nominal 19m high building over six levels replacing the former Inter-war Town Hall from 1936 to the rear of a retained and modified portion of the 1887 building. The proposal includes the following key elements, noted in relation to the impact on the heritage significance of the building and the context:

- Demolition of the exterior of the 1936 building
- Demolition of the interiors of the 1936 building
- Demolition of the original 1887 entry lobby passage walls
- Removal of the original safe and demolition of the associated walls
- The rear fly tower will be lower than the Post Office tower and similar in height but with greater bulk than the adjoining Communications block and the State Government tower
- The bulk and scale of the theatre is nominally similar to the 1887 Town Hall with a lower parapet height in comparison with the pitched roof and dominant chimneys
- The North East Elevation

5.0. Assessment of Heritage Impact

It is to be noted that the proposed development was developed and assessed through a SoHI process with a report prepared by GBA Heritage.

The report generally conforms to the guidelines for heritage documents established by the NSW Heritage Division and is thorough in relation to the CMP.

The report makes minor recommendations for the proposal in relation to the mitigation, the moveable heritage and archival recording.

The report makes no recommendations in relation to interpretation.

The report makes no recommendations in relation to the external materials, character or details. The report does not utilise the criteria established in Design in Context: Guidelines for infill development in the historic environment.⁴

The proposal will have an impact on the aesthetic significance of the adjoining Post Office and the Courthouse – both State listed heritage places with important ground level and upper level distinguishing features.

There have been a series of impacts in recent years on the setting and amenity of the listed Town Hall due to the erection of the adjoining communications tower to the rear of the Post Office and the adjoining State Government Office building. They may have been erected prior to the provisions of the current LEP and guidelines in the DCP.

The impact of the proposal on the context is the demolition of the 1936 building and erection of a replacement building of increased bulk and scale and a distinctive contemporary character.

The Report is regarded as being an inadequate assessment of the significance of the two significant building interiors and exteriors in relation to the following:

- The complete loss of the 1937 Town Hall without appropriate mitigation, retention and interpretation;
- The loss of significant elements within the 1887 interior;
- The development of suitable details within the external elevations to reduce the visual impact of the bulk and scale and
- The development of a suitable street design for hard, soft landscape and street furniture to the forecourt and Post Office Lane.

The following analysis documents the proposals and alternate strategies:

- Demolition of the exterior of the 1936 building
 - Retention of one elevation to Post Office Lane is warranted given the significance of the 1936 Town Hall and the identity which that built form would provide in the context
- Demolition of the interiors of the 1936 building
 - The art deco elements are a substantial design feature for the period and while large scale retention would provide a substantial constraint on the design, their significance warrants retention sufficient to display their character
- Demolition of the original 1887 entry lobby passage walls
 - The lobby is the introducing first impression and critical to the integrity of the design and historical appreciation. The space and details warrant retention
- Removal of the original safe and demolition of the associated walls
 - The safe is fundamental to an understanding of the historic role and functioning of Local Government. The element warrants retention.
- The rear fly tower will be lower than the Post Office tower and similar in height but with greater bulk than the adjoining Communications block and the State Government tower
 - A series of minor but contributing design amendments to the materials and colour will ensure that these elements produce an acceptable impact;
- The bulk and scale of the theatre is nominally similar to the 1887 Town Hall with a lower parapet height in comparison with the pitched roof and dominant chimneys
 - A series of minor but contributing design amendments to the materials and colour will ensure that the primary built form will produce an acceptable impact.

⁴ Design in Context: Guidelines for Infill development in the historic environment, NSW Heritage Office & RAIA, 2005

The current heritage impact analysis has reviewed the significance of the context, the exteriors and the interiors of the existing structures. The bulk, scale and character of the proposal is capable of meeting an acceptable level of impact. The social value of the Town Halls is capable of being interpreted and captured within the proposed Performing Arts building. There are elements of value and significance proposed for demolition which warrant retention and would not hinder the design and operation of the proposal.

In summary, the impact of the proposal is regarded as being worthy of support subject to a series of modifications recommended in order that the proposal reduce the impact on the significance of the 1887 and 1936 buildings and on the context established by the setting within the Conservation Area.

6.0. Conclusion and Recommendations

The SoEE and SoHI are not regarded as having adequately addressed the significance of the two buildings, their interiors and the impact of the proposal on the heritage significance of the site and context.

The Proposal does not address or satisfy the heritage provisions within DCP in relation to the heritage impact, through the Objectives for Conservation.

The following commentary with recommendations are provided to indicate that further design development is warranted and that recommendations for design modifications could be expected to be included with appropriate conditions of consent.

The following recommendations are presented for conditions in relation to heritage matters.

Interiors

1. The two side walls within the entrance passage are part of the 1887 building, define the entry and interpret the original use and character and should be retained between the front wall and the arch. Retention will not hinder an appropriate functioning of the entry, bar and box office;
2. The safe is a significant element within the building in terms of function and aesthetic values and should be retained. The safe will require a reduction in the size of the box office and bar however this can be accommodated;
3. Within the proposed Foyer space, chimneys are proposed to be reconstructed in accord to original building. No details of drawings are indicated and the reconstruction of such elements is not recommended as replacements for existing elements which may be retained and interpreted. These include the existing fireplace with marble details and others in the demolition schedule. The existing chimney and 1887 surround on the North side is to be retained and an existing 1936 surround is to be relocated to the Southern side;
4. Generally the existing timber flooring should be retained for re-use subject to being in an acceptable condition;
5. Given the proposed total loss of the 1936 works, opportunities for interpretation of the design and fabric should be established in the project. The recommended approach, and one which is an accepted practice, is the use of a parquet or similar floor with the room layout indicated in a darker coloured floor material or colour. This will enrich the character of the space and will not hinder the proposed operations;
6. Retention and restoration of the 1887 vaulted ceiling is indicated in the sections only. This work requires establishing in a drawing and notation to ensure that it proceeds as part of the mitigation strategy;
7. Given the proposed total loss of the 1936 works, opportunities for interpretation of the design and fabric should be established in the project. The recommended strategy is the reconstruction of the plasterwork details from the 1936 internal walls to the proposed North Western wall within the Foyer. This will be incorporated as shown on drawing A211 Level 1 floor and the Mezzanine level. It will enrich the character of the space, add an appropriate scale to the tall narrow volume and will not hinder the proposed operations;
8. As above the proposed set of double doors leading from the 1887 Foyer space to the new Foyer space should consist of the restored set of existing doors leading into the 1936 Town Hall chamber. This element will not hinder operations of the spaces;

External Elevations

9. Drawing 200 indicates the rear elevation clad in white fibre cement panels with a major vertical division and minor horizontal divisions supplemented with randomly located windows. The base is expressed in metal cladding. The upper portion of the fly tower and plant room will be a visually dominant element within the context. In addition, as it is part of the heritage site, it is appropriate for it have elements which interpret that character. It is recommended that the top two rows of panels which clad the plant space are given a Grey colour to interpret a roof-scape in place of white and that vertical gaps nominally 150mm wide at regular intervals nominally 1200mm centres are introduced to this cladding layout. The treatment would return to the side elevations evident on Drawings A201 and A202. This will relate to the functioning of the plant space and interpret the colour and detail of a roofing element without hindering the operation of the space;

10. Drawing A210 indicates the elevation to Post Office Lane. This is the sole opportunity to interpret the external architecture of the 1936 Town Hall as the opposite side is replaced with an infill against the State Government Office building. Photographs 8-10 indicate that this elevation interprets the architecture of the 1936 accommodation and complements the setting of the Lane and the elevation of the adjoining Post Office. It is recommended that the brick and stone elevation is retained or reconstructed as part of the new work. The plans A111 and A112 indicate that this should not hinder the design or operation of this portion of the building. The ground level elevation of the retained materials will require modification to accommodate the proposed five access doors;
11. Drawing A210 indicates that the adjoining wall of the State Government office building is clad in white corian with a backlit system. It is fully appreciated that the building detracts from the character of the proposed new side entry however the benefits of such an approach are questioned in comparison with a simple surface treatment which is easily maintained and flexible for other inter-active lighting treatments;
12. As the Lane remains an access route for both adjoining sites and will require appropriate monitoring and supervision, it is recommended that this necessity be turned to advantage and the space developed for active arts including mural elements, illuminated poster panels displaying forthcoming attractions, overhead lighting, pavement interpretation and street furniture;
13. The extended metal sheeting cladding the rear fly tower will read as a broad element on the skyline in comparison with other tower elements in the vicinity. It is recommended that a simple vertical recessed division be provided at the mid-point of the element to reduce the visual bulk. This will appear on Drawings A201 and A202;
14. Drawing A111 indicates a series of trees, planters and street furniture. It is important that the retained 1887 elevation is complemented with an appropriate landscape treatment. It is recommended that a detailed design is developed which utilises simple planted street trees, low profile contemporary benches and a mid-brown stone pavement. Planter boxes, curb walls and random street furniture should not distract from the powerful symmetrical façade which the site offers. The theatre signs cladding the hydrant booster are supported;

Design Development

15. Further design work should include the use of a standard 3D model capable of exploring and explaining the design issues under discussion and modification;
16. Further design work as indicated should be assisted by a suitably experienced heritage architect;
17. The external colour scheme to the adjoining State Government office building detracts from the heritage significance of the site and Conservation Area and given programmed maintenance generally occurs on 7-10 year cycles, the matter of a more appropriate scheme should be negotiated for the site
18. Further design work is required to review the conservation of the attic levels and their uses in order that they are protected and support the general conservation of the other portions of the building;
19. A schedule of conservation works for the whole building based on the CMP is to be developed with an appropriate budget and program for implementation prior to occupation;
20. An interpretation strategy is to be developed in conjunction with the Goulburn & District Historical Society and volunteer community to provide material which illustrates the local historical, social and architectural significance of

the Town Halls. Developed by an experienced practitioner, the implementation should include both traditional and contemporary means and devices;

21. An archive report should be completed for the building and sit, consistent with the NSW Heritage Guidelines and include measured drawings for the interior and exterior, photos and a comprehensive history;
22. Appropriate external and internal elements of the building are to be transferred to a suitable site for safe-keeping, interpretation and adaptive re-use.

David Scobie

Heritage Advisor

Wednesday, July 19, 2017