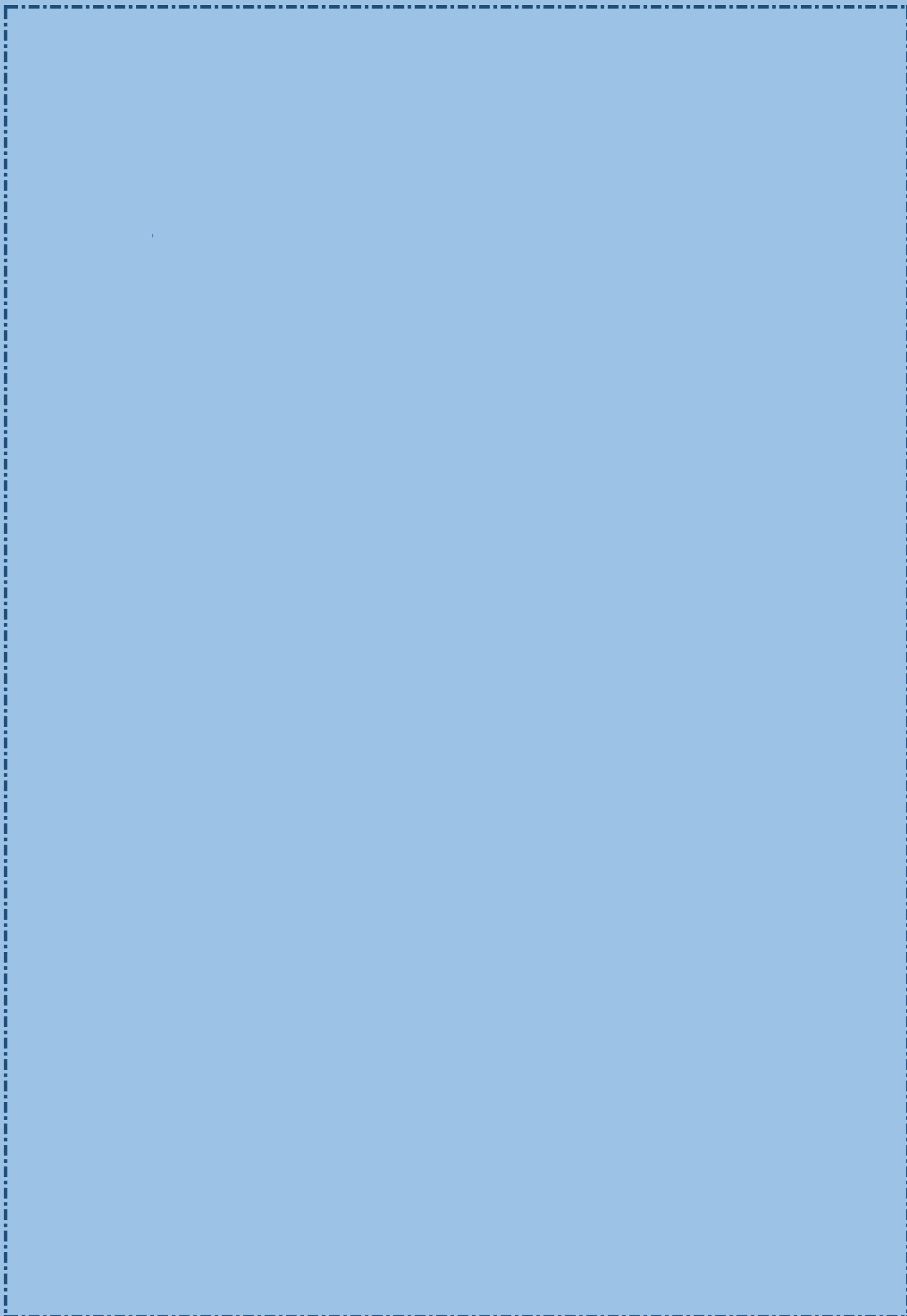


TAB J
Heritage Impact Statement



STATEMENT OF HERITAGE IMPACT

Goulburn Performing Arts Centre
163 Auburn Street, Goulburn

December 2016



163 AUBURN STREET, GOULBURN

ISSUE	DESCRIPTION	DATE	ISSUED BY
A	Draft for Progress Review	18/11/16	LG + GM
B	Edited Draft for Review	21/11/16	LG
C	Issued for DA Submission	09/12/16	GM

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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

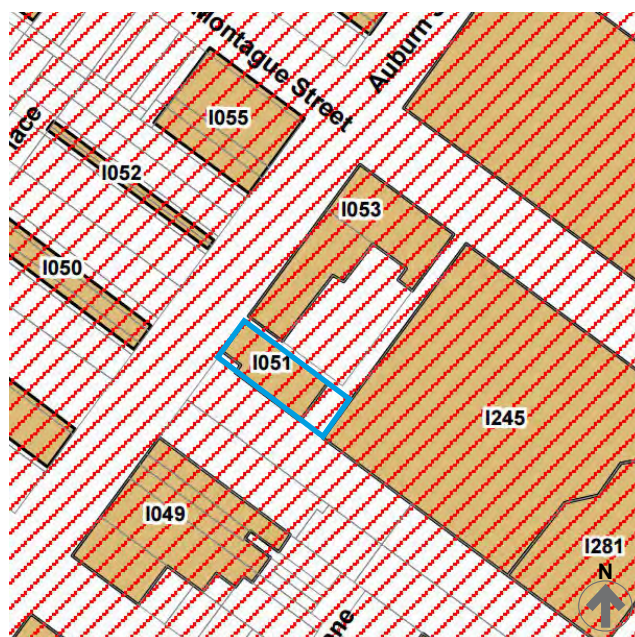


Figure 1.3

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

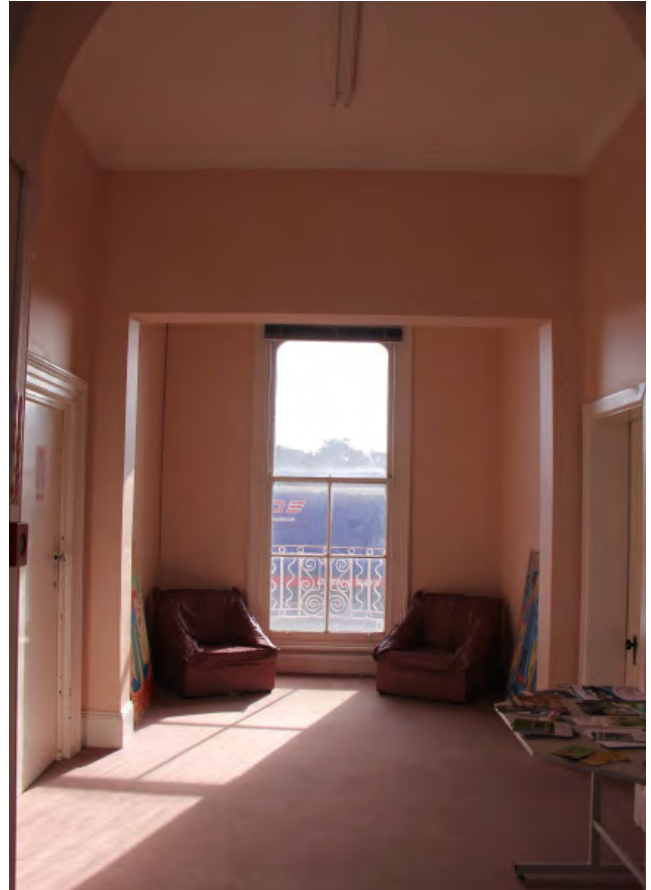


Figure 3.15
Looking east across room F1 on the first floor. The central window provides access to the balcony on the front Auburn Street facade



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.

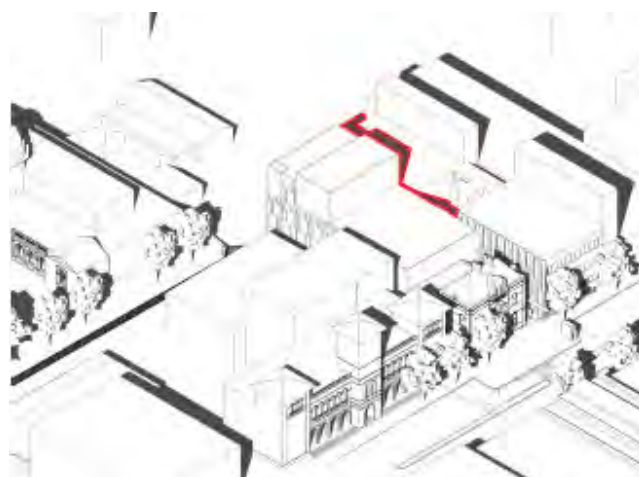


Figure 5.1

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*

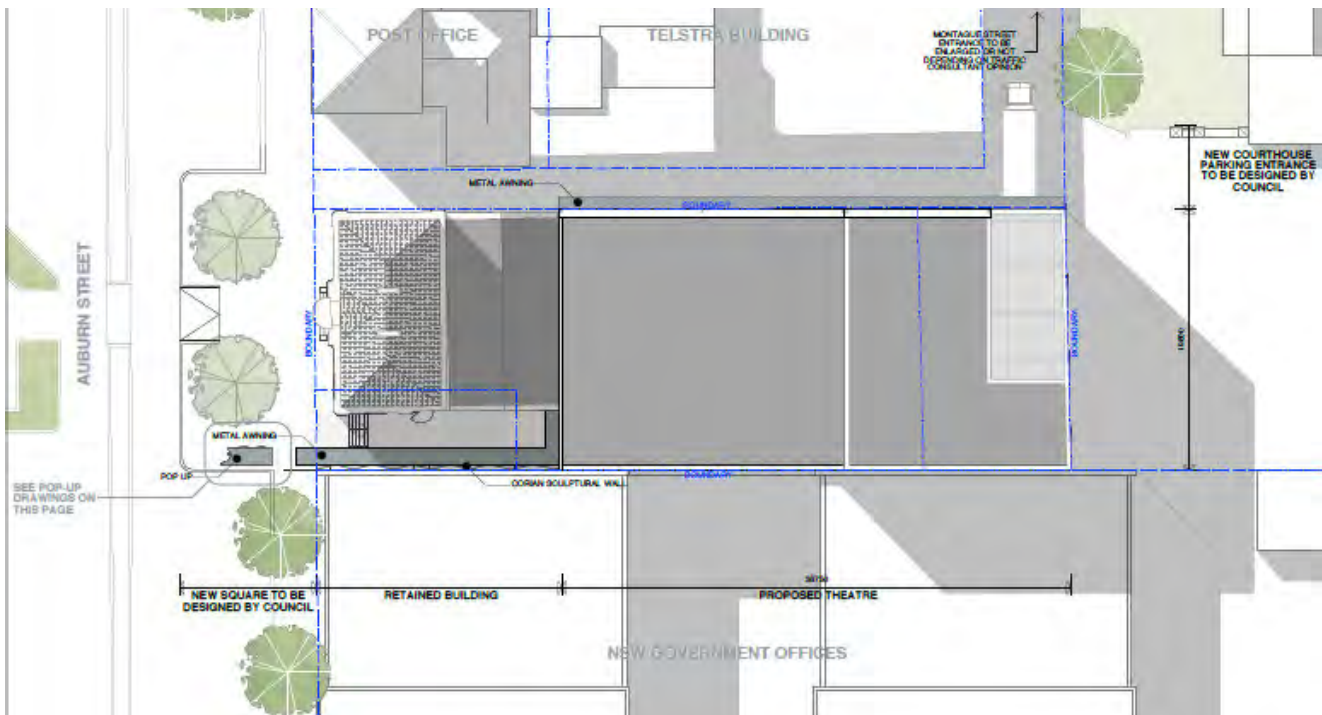


Figure 5.3
The Proposed Development - Site Plan (A100)
Source: *Brewster Hjorth Architects*



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 preceding 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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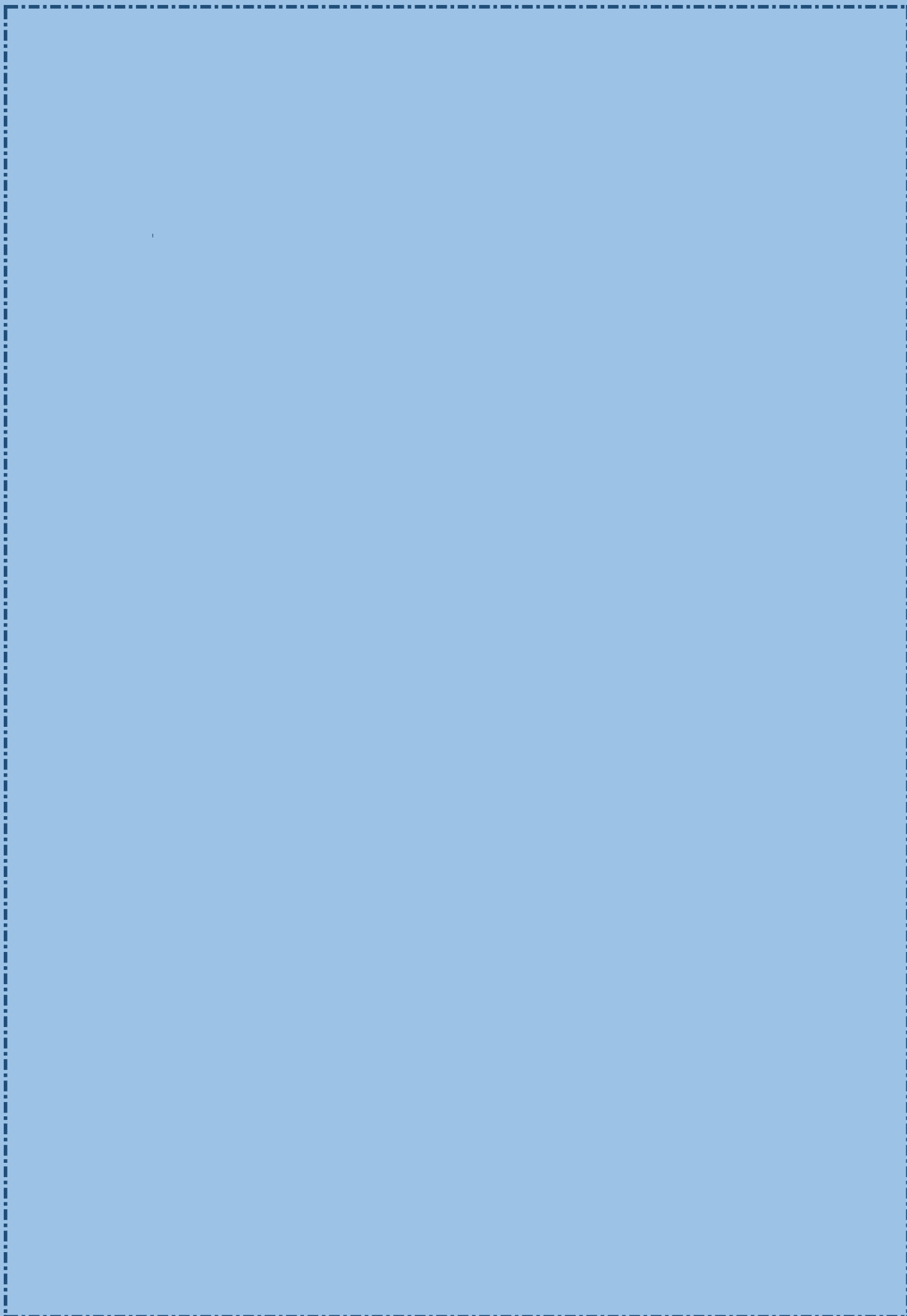
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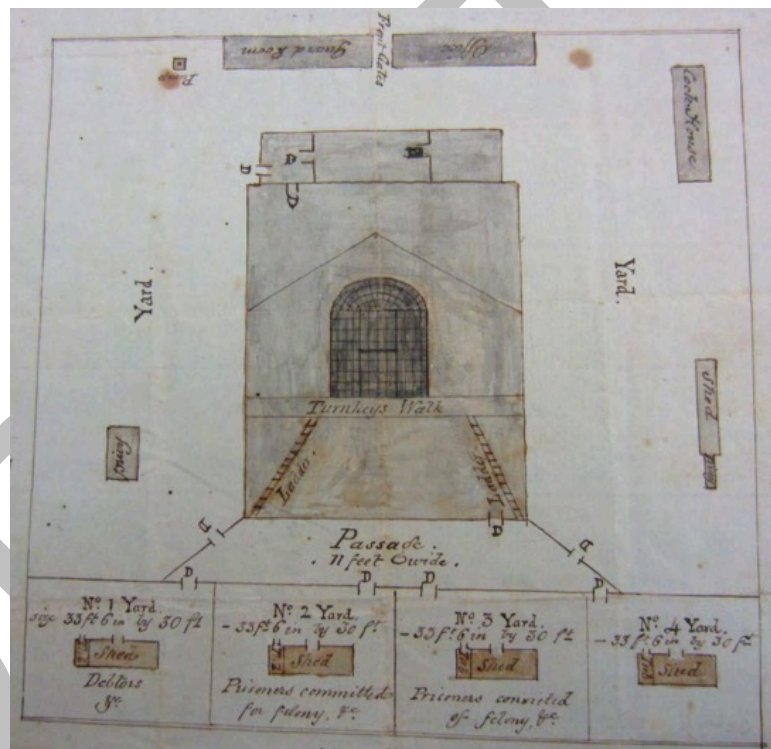
TAB K

Archeological Assessment Report



GOULBURN PERFORMING ARTS
CENTRE (GPAC).
163 AUBURN STREET,
GOULBURN NSW 2580.

ARCHAEOLOGICAL ASSESSMENT
REPORT.



Sketch plan of proposed division and layout, 1852.
Source: Colonial Architect, Correspondence, Goulburn Gaol, 1844-56, SRNSW 2/8158

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ARCHAEOLOGICAL ASSESSMENT REPORT.

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and
Goulburn Mulwaree Council

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ACKNOWLEDGMENTS.

The author would like to thank

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Council:	Goulburn Mulwaree Council

ABBREVIATIONS.

CSIL	Colonial Secretary, In Letters
DP	Deposited Plan (LPI)
ML	Mitchell Library
LdsPW	Lands and Public Works, In Letters
LPI	Land and Property Information
No	Number
SG	Surveyor General
<i>SMH</i>	<i>Sydney Morning Herald</i>
SR Map	State Records Map
SRNSW	State Records, New South Wales

1 INTRODUCTION.

1.1 Background.

This report was commissioned by Mr. Ian Brewster, Managing Director, Brewster Hjorth Architects on 3 August 2016 for Goulburn Mulwaree Regional Council.

1.2 Brief.

The purpose of this report is to identify historical archaeological sites within the study area, to assess their archaeological significance and surviving condition, and to make recommendations for their management and conservation.

1.3 Location of site.

The report relates to the proposed Goulburn Performing Arts Centre (GPAC), located at 163 Auburn Street, Goulburn NSW 2580. The property comprises the former Town Hall. It is located on Lots 11, 17, 21, Section 2, DP{ 758468.

1.4 Heritage Listings.

The property (Goulburn Town Hall (Former) 1887) is not listed on the State Heritage Register (SHR).¹ It is listed in Schedule 5 of the Goulburn Mulwaree LEP 2009.² The site was the location of the original Goulburn Gaol.

There are several adjacent heritage listings:³

Goulburn	Goulburn Town Hall (former, 1887)	163 Auburn Street	Lot 17, Sec 2, DP 758468	Local*	I051
Goulburn	Post Office (c 1880), Mechanics Institute (c 1860), Technical School (c 1886)	165 and 167 Auburn Street	Lot 1, DP 774508; Lot 1, DP 774822	State*; Local	I053
Goulburn	Goulburn Courthouse	4 Montague Street	Lot 2, DP 1103076; Lot 23, DP 758468	State*	245

¹ Research of NSW Heritage Division website on 3 August 2016.

² Research of Goulburn Mulwaree LEP 2009 on 8 August 2016.

³ Research of Goulburn Mulwaree LEP 2009 on 22 September 2016.

Goulburn	Courthouse, Police Station (former), Setting, Fence	260 Sloane Street	Reserve	Local*	281
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Goulburn City Conservation Area	Shown by a red outline with red hatching and labelled "Conservation Area—General" on Sheets HER-002 to HER-013 of the Heritage Map
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The site of the former Gaol also includes the present Post Office (c 1880), Mechanics Institute (c 1860), and Technical School (c 1886) at 165 and 167 Auburn Street, the Goulburn Courthouse at 4 Montague Street and the Courthouse, Police Station (former), Setting and Fence at 260 Sloane Street (Figure 1.3).

Two of these properties are of State significance and are also listed on the State Heritage Register:⁴

Goulburn Court House and Residence	4 Montague Street	Goulburn	Goulburn Mulwaree	00793
Goulburn Post Office	165 Auburn Street	Goulburn	Goulburn Mulwaree	01424

1.5 Study methodology and limitations.

This report has been prepared in accordance with the Heritage Office and Department of Urban Affairs and Planning *NSW Heritage Manual*, as follows:

1. Historical research.
2. Site survey.
3. The assessment of the archaeological significance of the site.
4. Recommendations for management and conservation.⁵

⁴ Research of NSW Heritage Division website on 22 September 2016.

⁵ Heritage Office and Department of Urban Affairs and Planning. 1996. *NSW Heritage Manual*.
Heritage Office and Department of Urban Affairs and Planning. 1996 (revised 2002). *Statements of Heritage Impact*.
Heritage Office and Department of Urban Affairs and Planning. 1996 (revised 2002). *Conservation Management Documents*.
Heritage Office and Department of Urban Affairs and Planning. 1996. *Heritage Assessments*.
Heritage Office and Department of Urban Affairs and Planning. 1996. *Archaeological assessment Guidelines*.
Australia ICOMOS Burra Charter, 1999.
NSW Heritage Office. *Assessing Heritage Significance. A NSW Heritage Manual Update*. 2000.

1.6 Author identification.

This report was prepared by Dr. Edward Higginbotham.

The historical research was completed and written up by Dr Terry Kass and forms Chapter 2 of this report, Bibliography and Appendices 1 and 2.

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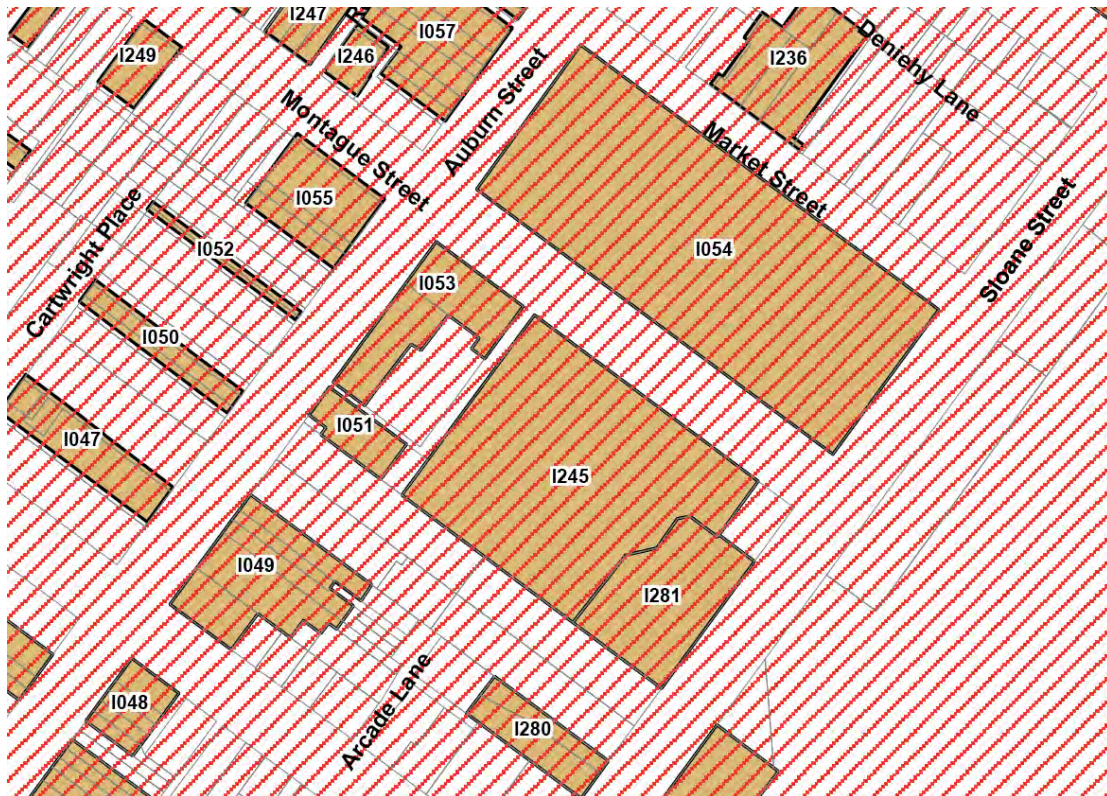


Figure 1.3. Neighbouring heritage listings in the Goulburn Mulwaree LEP 2009.
Source. Goulburn Mulwaree LEP 2009. Map 3310_COM_HER_001DE_005_20130311.pdf

2 HISTORICAL BACKGROUND.

2.1 Introduction.

The site of the former Town Hall at 163 Auburn Street, Goulburn was previously occupied by the Old Goulburn Gaol.

The site of the Old Goulburn Gaol is the focus of this report, since the standing building, the former Town Hall, has no archaeological (scientific) significance.

This historical research was prepared by Dr. Terry Kass.

2.2 History of the Goulburn Gaol, Section 2, Auburn Street, Goulburn

Goulburn was originally established north of the current town centred upon allotments for military veterans. Problems with that site ensured that Goulburn was relocated in 1832.

Surveyor General T L Mitchell's plan of the site of Goulburn, dated 18 February 1833, showed the reserve for the Gaol and Courthouse (Figure 2.1).⁶ Surveyor Robert Hoddle's plan of November 1833 for the town was identical in detail to Mitchell's plan.⁷

In 1836, the old site of Goulburn was described as follows:

'The old town of Goulburn consisted of a courthouse of slabs, a few huts occupied by the mounted police and constables, a cottage of roughly cut timber and a small inn...as well as a better house or two at a short distance'.

The new township, about a mile distant was described as a 'few scattered buildings of brick and others of wood'. J. Backhouse later recalled the town as a place of bark humpies, where storekeepers sold rum in five gallon casks to shepherds.⁸

During the 1830s, Goulburn grew in tandem with pastoral development in its district. The end of convict transportation coupled with the 1840s depression slowed development. However, as a major town on the Great Southern Road, serving a vast and prosperous hinterland, plus providing significant administrative functions, Goulburn remained a major centre.

⁶ Goulburn, T L Mitchell, 18 Feb 1833, SR Map 119

⁷ Goulburn Town (G.800b), W Hoddle, Nov 1833, SR Map 2790

⁸ Lester Firth Associates Pty Ltd. 1983. Goulburn Heritage Study, Goulburn City Council and Department of Environment and Planning. Page 31.

The slab courthouse in Old Goulburn was finally replaced in 1849 with a new courthouse on the Sloane Street frontage of the Government Reserve. The new Lock Up is also shown on the 1849 Town Map, on the Auburn Street frontage, in front of the Gaol (Figure 2.12). An earlier slab built watch house may have been located behind the Lock Up and partly within the Gaol Walls, as it required demolition by 1847.⁹

A gaol had been planned for Goulburn in the 1830s, but it took some time before construction started. Construction of Goulburn Gaol commenced in 1841 with an estimated cost of £15,000.¹⁰ The original design had been altered to conform to plans of other country gaols at Port Phillip, Bathurst and Maitland including a three room entrance including lobby, warders' office and apartment (Figure 2.2).¹¹

Work on construction was slow due to water damage to the bricks, the 1840s depression, the ending of transportation and budget problems.¹² Thomas Lord of Surry Hills completed the gaol in 1845 when Jacob Inder commenced erecting the wall, gatehouse, privies, cookhouse and cesspool.¹³ A contract had been signed on 15 December 1844 with Jacob Inder, of York Street, Sydney to erect the boundary wall, cookhouse and outbuildings including privy.¹⁴

The Clerk of Works was Arthur Mayne and surviving correspondence and attached papers provide considerable detail about the construction of the gaol.¹⁵ On 6 July 1845, he asked for a plan showing the location of the entrance gate plus 'intended offices'. Figures 2.3 to 2.6 may be these plans.

On 3 November 1845, a sketch with a letter showed the gateway and other details (Figure 2.7).

When Mayne reported on 1 November 1845 on progress made by Inder in constructing the walls he provided a diagram (Figure 2.8).

⁹ Colonial Architect, Correspondence, Goulburn Gaol, 1844-56, 2/8158

¹⁰ Colonial Secretary, Blue Book, 1841, SRNSW 4/273, p 60

¹¹ J S Kerr, *Goulburn Correctional Centre: A Plan for the Conservation of the Precinct and its Buildings*, Dept of Corrective Services, Sept 1994, p 2-3

¹² J S Kerr, *Goulburn Correctional Centre: A Plan for the Conservation of the Precinct and its Buildings*, Dept of Corrective Services, Sept 1994, p 2-3

¹³ J S Kerr, *Goulburn Correctional Centre: A Plan for the Conservation of the Precinct and its Buildings*, Dept of Corrective Services, Sept 1994, p 3

¹⁴ Colonial Architect, Correspondence, Goulburn Gaol, 1844-56, 2/8158

¹⁵ The bulk of this correspondence is in the file Colonial Architect, Correspondence, Goulburn Gaol, 1844-56, 2/8158. Due to the extensive use made of this file, it is not footnoted in most instances.

Another diagram followed with his report of 29 November 1845 (Figure 2.9).

When Mayne requested a sketch of the entrance gates for the wall on 15 February 1846, a copy was sent to him (Figure 2.10).

On 7 June 1847, contractor James Sinclair recommended using stone rather than timber on the entrance to the coach house and the small passage on the entrance of the prisoners to the coach house, and the entrance to the out privy. A sketch showed the details (Figure 2.11).

As the work neared completion, on 14 June 1847, Clerk of Works, Arthur Mayne reported on the final tasks. He wrote that one of the tasks needed to complete the gaol was **'Removing a portion of the old Slab Watch House remaining within the yard walls'**.¹⁶ There was no indication of its location.

Goulburn Gaol was occupied on 1 July 1847.¹⁷ The gaol was judged complete by the Colonial Architect in June 1847 and was gazetted on 14 December 1847 though it already had been used for temporary accommodation from 1845 onwards.¹⁸ Continuing works were needed as outlined in a specification of works dated 21 January 1848 to be completed by James Sinclair. These included sinking a well 40 feet deep or more and lining it with brick with a strong cast iron lifting pump enclosed with a sandstone top; constructing a rubble stone drain with iron grating within the wall to carry off surface water; digging a soil pit 12 feet square by 12 feet deep 'for receiving prison soil', walled with rubble stone and covered with slabs with a layer of earth on top with a hatch hole; 90 yards lineal drain built and covered in with rubble stone masonry; and a brick 'Shade' roofed with shingle to store barrows and other tools.¹⁹

A progress report of 1 August 1848 showed most of these tasks were complete but the soil pit was unfinished. An estimate of the cost of providing an additional privy was drawn up on 1 April 1848. It is unclear if this work was completed but it probably was.

In 1848, Goulburn builder James Sinclair altered the original cell layout by removing some walls and enlarging some windows to create female and male hospital wards.²⁰ By February 1848, female prisoners were housed in the gaol along with

¹⁶ Colonial Architect, Correspondence, Goulburn Gaol, 1844-56, 2/8158

¹⁷ Colonial Secretary, Blue Book, 1847, SRNSW 4/280, p 138

¹⁸ J S Kerr, *Goulburn Correctional Centre: A Plan for the Conservation of the Precinct and its Buildings*, Dept of Corrective Services, Sept 1994, p 3

¹⁹ Colonial Architect, Correspondence, Goulburn Gaol, 1844-56, 2/8158

²⁰ J S Kerr, *Goulburn Correctional Centre: A Plan for the Conservation of the Precinct and its Buildings*, Dept of Corrective Services, Sept 1994, p 3

their children.²¹ A specification for cookhouses was drawn up on 9 December 1848. The 1849 plan the Town of Goulburn showed the gaol buildings (Figure 2.12).²²

James Sinclair reported on 1 September 1849 that a cesspool was nearly full and that a drain was necessary to carry off the water to some distance away.²³ His sketch showed the proposed line of the drain (Figure 2.13). In 1850, a total of £106/8/6 had been expended on drainage works.²⁴

On 24 October 1849, the Colonial Secretary authorised immediate commencement of work on that drain.²⁵ James Sinclair completed the necessary work. A plan prepared by Licensed Surveyor, John F Mann, on 26 November 1849, showed a proposed scheme for fencing the Court House, also showing detail of the gaol (Figure 2.14).²⁶

The work was completed by James Sinclair, who presented his bill for fencing the gaol and courthouse on 30 December 1850.²⁷ A sketch of about December 1850 relating to adjacent land showed a right of way allowed to the adjacent landowner out of the gaol reserve (Figure 2.15).²⁸

On 12 August 1851, the magistrates of Goulburn complained that the gaol drain ran into a hole 40 yards from the courthouse and overflowed often when it rained. This caused much distress amongst the residents of the town. They recommended extending the covered drain further so that did not cause such problems.²⁹

A report dated 11 August 1851 by J C White, Foreman of Works, from the Colonial Architect, was highly critical of the work done. He stated that floor joists had been laid on the ground with no ventilation so the floorboards rotted, and floor and cell linings had shrunk needing replacement.³⁰ He also noted the Gaoler wanted a doorway in the 'extreme left cells' in ground level, so night soil could be carried to a nearby cesspool. The Gaoler was currently occupying a building erected originally as a kitchen so a Gaoler's quarters were also needed. The estimate of works needed also identified the necessity for airing yards including 4 open sheds.

²¹ Colonial Architect, Correspondence, Goulburn Gaol, 1844-56, 2/8158

²² Goulburn, Compilation of Town and Reserve (G.948.e), Adam, 1849, SR Map 2807

²³ Colonial Architect, Correspondence, Goulburn Gaol, 1844-56, 2/8158

²⁴ Colonial Secretary, Blue Book, 1850, SRNSW 4/283, p 152

²⁵ Colonial Architect, Correspondence, Goulburn Gaol, 1844-56, 2/8158

²⁶ Surveyor General, Sketch Book 5 f 59

²⁷ Colonial Architect, Correspondence, Goulburn Gaol, 1844-56, 2/8158

²⁸ Surveyor General, Sketch Book 5 f 93

²⁹ Colonial Architect, Correspondence, Goulburn Gaol, 1844-56, 2/8158

³⁰ J S Kerr, *Goulburn Correctional Centre: A Plan for the Conservation of the Precinct and its Buildings*, Dept of Corrective Services, Sept 1994, p 3

A specification for work on the gaol prepared by the Colonial Architect on 22 July 1852 set out the tasks as renewing the floors and repairing the ventilation, replacing rotted cell doors, repairing some gratings, cutting a new door in one end cell at 'the further end of the Gaol', converting two cells into cells for condemned prisoners, and replacing the roof on the turnkey's lodge.³¹ On 7 December 1852 a contract was signed with Columbus Fitzpatrick of Goulburn for those repairs.³² In 1853, the Blue Book showed that additions to the Gaol costing £753/8/0 had been completed.³³ The repairs and additions by Columbus Fitzpatrick in 1852-3 included an additional floor above the cookhouse, a new kitchen for prisoners, re-flooring of the cell wing and the division of the yard into four exercise yards (Figure 2.16).³⁴

A requisition for 300 bricks, lime and sand, dated 21 July 1857, to reset boilers for cooking and repairing fireplaces was later approved.³⁵ A specification for converting three rooms into a gaol hospital by Clerk of Works, A Downey, was drawn up on 1 May 1858.³⁶ A plan with the specification showed the details (Figure 2.17).

On 10 June 1858, the Gaoler reported that Fitzpatrick had completed the alteration of part of the Gaol to be used as a future hospital.³⁷

A memo for the Parliamentary Estimates was prepared on 28 August 1858. The explanation outlined how the accommodation occupied by the Gaoler consisted of a two room building originally planned as the kitchen for the prisoners. Between the prison gates were two rooms, one used as an office and the other for the night watch and armoury. There are two rooms at the prison entrance, and inside the gates, one used as a workshop for tailors and shoemakers and the other as a store. The current prisoners' kitchen was a slab building with a brick end, which was both temporary and dangerous. A brick shed held a handcart, wheelbarrows, night tubs and the gallows frame. The water closets consisted of one containing two 'apartments', one for the prisoners and the other for the gaol officers, plus another with two 'apartments', one for the Gaoler's family and the other for the female prisoners. There were 42 cells, containing five prisoners each and 38 cells containing one prisoner. Three other cells were used as a water closet, to store rations and another to store useless items. None of those three cells were fit to be occupied.³⁸ A budget

³¹ Colonial Architect, Correspondence, Goulburn Gaol, 1844-56, 2/8158

³² Colonial Architect, Correspondence, Goulburn Gaol, 1844-56, 2/8158

³³ Colonial Secretary, Blue Book, 1853, SRNSW 4/286, p 164

³⁴ J S Kerr, *Goulburn Correctional Centre: A Plan for the Conservation of the Precinct and its Buildings*, Dept of Corrective Services, Sept 1994, p 4

³⁵ Colonial Architect, Correspondence, Goulburn Gaol, 1844-56, 2/8158

³⁶ Colonial Architect, Correspondence, Goulburn Gaol, 1858-66, 2/8159B

³⁷ Colonial Architect, Correspondence, Goulburn Gaol, 1858-66, 2/8159B

³⁸ Colonial Architect, Correspondence, Goulburn Gaol, 1858-66, 2/8159B

of £500 was included in the estimate for additions to the Gaoler's Quarters.³⁹ A sum of £450 was included to build four airing yards, a platform and a rail and two ladders at the western end.⁴⁰ A sketch plan, dated 2 August 1858, included with the estimate of costs, showed the location of the proposed works, including the airing yards, archway, iron gratings and 'space for turnkey'.⁴¹ The tender of Lansdown and King was accepted on 10 December 1858 to build the Gaoler's Quarters (Figure 2.18).⁴²

A plan of a proposed telegraph office site, dated 9 November 1858, showed the gaol with a 'road' marked along its eastern boundary (Figure 2.19).⁴³

The 1859 lithographic plan of the town of Goulburn by E H Arnheim showed the reserve and gaol buildings (Figure 2.20).⁴⁴

Similarly, the Surveyor General's published map of Goulburn of 1859 showed the Gaol and surrounding wall plus the lock up (Figure 2.21).⁴⁵

The office copy of the Town of Goulburn map dated November 1859 included a detailed diagram of Section 2 showing the gaol, lock up, fire brigade and courthouse (Figure 2.22).⁴⁶

In 1859, the Gaol yards were covered with gravel to make them useable in wet weather.⁴⁷ On 3 November 1859, the Sheriff of New South Wales, John O'Neill Brennan, penned a significant policy recommendation with far reaching implications for the siting of Gaols in country New South Wales. He recommended that no more gaols be built on constricted sites within the boundaries of towns. From then onwards, Gaols should be built outside towns on larger areas allowing expansion of the Gaol when required as well as providing an opportunity for prisoners to grow vegetables for their own use.⁴⁸

In response to that recommendation, Surveyor General Alexander Grant Maclean reported on 30 November 1860 that the Gaol in Goulburn was near the public recreation reserve. It was separated from it by the Mechanics Institute, and the

³⁹ Colonial Architect, Correspondence, Goulburn Gaol, 1858-66, 2/8159B

⁴⁰ LdsPW58/3926, SRNSW 5/3594

⁴¹ LdsPW58/4012 SRNSW 5/3594

⁴² Colonial Architect, Correspondence, Goulburn Gaol, 1858-66, 2/8159B

⁴³ Surveyor General, Sketch Book 8 f 62

⁴⁴ Litho of Old and New Goulburn, (L.9.1634) (Arnheim), 1859, SR Map 3483

⁴⁵ Goulburn, SG, Nov 1859, SR Map 10127

⁴⁶ Goulburn Town Map, 1859, HLRV, image 140798

⁴⁷ J S Kerr, *Goulburn Correctional Centre: A Plan for the Conservation of the Precinct and its Buildings*, Dept of Corrective Services, Sept 1994, p 5

⁴⁸ SG59/10510 and Letter of 3 Nov 1859, in SG63/10614, Surveyor General, Correspondence, SRNSW 5/5633

Telegraph station sites, as well as being sited near the courthouse. He did not feel the Gaol site would be suitable for public recreation, if the Gaol was removed. It would be suitable as a site for public buildings, such as a post office or a 'Municipal Hall'. He recommended the whole site including the courthouse be reserved for public buildings.⁴⁹ It would be some years before that recommendation was implemented.

By the 1860s, the principal Clerk of Works of the Colonial Architect was William Coles, On 21 November 1860, he reported that bricks were needed to build a tank and to repair the cesspool near the privies, since its walls were collapsing.⁵⁰ On 11 October 1861, he reported that the hospital cells were situated in a lean-to at the end of the cell range with three rooms, 11 x 8 feet for the attendant and two wards 15.6 by 11 feet for the inmates. He recommended air gratings to improve ventilation.⁵¹ The works were later completed. A request for general repairs on 25 October 1861 included a request for an iron grating over the cesspool.⁵²

On 24 December 1861, along with numerous other crown reserves across New South Wales, the Gaol and Courthouse Reserve was included in a general notice to prevent Crown Reserves being taken by selectors under the new *Crown Lands Alienation Act* of 1861.

A request was made for a proper kitchen on 26 March 1862, since the existing cookhouse was only a temporary building.⁵³ On 7 August 1862, magistrate James Macarthur recommended that the footpath along the gaol wall should be closed. The footpath was shown marked O along the north wall on a plan attached to his request (Figure 2.23).⁵⁴

His recommendation was approved and in August 1862, a specification was provided for erecting a fence along the gaol wall to stop people approaching the walls. It also called for the erection of a raised platform in the outer yard allowing the warders better oversight of prisoners in the yard.⁵⁵

Work also commenced on a new cookhouse. On 27 November 1862, the Gaoler informed the Colonial Architect that the contractors for the cookhouse had dug the foundations to 4 feet 10 ½ inches down to the iron stone bedrock and had started

⁴⁹ Memo on SG60/2038, in SG63/10614, Surveyor General, Correspondence, SRNSW 5/5633

⁵⁰ Colonial Architect, Correspondence, Goulburn Gaol, 1858-66, 2/8159B

⁵¹ Colonial Architect, Correspondence, Goulburn Gaol, 1858-66, 2/8159B

⁵² Colonial Architect, Correspondence, Goulburn Gaol, 1858-66, 2/8159B

⁵³ Colonial Architect, Correspondence, Goulburn Gaol, 1858-66, 2/8159B

⁵⁴ CSIL62/4033, Colonial Secretary, Correspondence, SRNSW 4/3476

⁵⁵ CSIL62/4033, Colonial Secretary, Correspondence, SRNSW 4/3476

building the foundations.⁵⁶ It was not until 4 December 1862, that a formal bond was signed with the contractors Murray and Clegg to complete the cookhouse.⁵⁷

In July 1863, a memo by William Coles recorded that the Sheriff of New South Wales was considering construction of a new gaol at Goulburn on another site.⁵⁸ In 1868, a note was added to the November 1859 edition of the official charting map. That notation was transferred to the new edition of the Town map in 1882. The notation recommended that the existing arrangements of the Gaol, courthouse etc stand in abeyance until the Gaol had been removed.

Foreman of Works, John Peattie reported on repairs at the Gaol on 17 October 1866. He informed the Colonial Architect that Number 5 Cell in the middle storey had been converted into additional hospital accommodation; that roof shingles on the shed in the large airing yard and the privy needed repair and that the gaol roof was leaking through the shingles. A total of 50 loads of red gravel were needed to raise the large airing yard, as well as a space between the front of the gaol and back entrance gates.⁵⁹

Poorly constructed initially, Goulburn Gaol was not receiving sufficient maintenance due to its planned replacement. On 9 May 1868, a press report claimed that the bricks in the cells were so soft that they could be picked out with a knife. The cells were lined with hardwood but there were numerous chinks and crannies, which were infested with vermin.⁶⁰

An 1869 plan of a proposed scheme to subdivide the Public Buildings Reserve at Goulburn showed how the allotment boundaries were placed over the existing gaol buildings. Three plans were drawn of different subdivision arrangements but only Plan A showed the gaol outlines (Figure 2.24).⁶¹

On 22 December 1874, Licensed Surveyor William Mylecharane sent in a plan of a proposed site for a Town Hall for Goulburn. However, the site was later reserved for a Post and Telegraph Office. His plan showed the gaol and its wall (Figure 2.25).⁶²

The 1882 edition of the Goulburn Town map showed the Gaol plus its outbuildings and wall (Figure 2.26).

⁵⁶ Colonial Architect, Correspondence, Goulburn Gaol, 1858-66, 2/8159B

⁵⁷ Colonial Architect, Correspondence, Goulburn Gaol, 1858-66, 2/8159B

⁵⁸ Colonial Architect, Correspondence, Goulburn Gaol, 1858-66, 2/8159B

⁵⁹ Colonial Architect, Correspondence, Goulburn Gaol, 1858-66, 2/8159B

⁶⁰ *SMH*, 9 May 1868, p 7

⁶¹ Proposed design for subdivision of Reserve for Public Buildings (A) (G.83a.834), SR Map 2796

⁶² G.86.834, Crown Plan

The Gaol was de-commissioned in 1884 before being demolished.⁶³

A survey of a site for a Town Hall for Goulburn Borough Council was made by Licensed Surveyor Somerville Wright Alexander on 2 March 1887. His plan showed the boundaries of the Town Hall site superimposed over details of the gaol wall and its buildings (Figure 2.27 - 2.28).⁶⁴

On 21 January 1893, Reserve 17164 for Public Buildings at Goulburn was finally proclaimed. It included this site.⁶⁵

2.3 Goulburn Fire Station

A fire brigade operated at Goulburn in fits and starts from the 1850s onwards.⁶⁶ The Goulburn Fire Station was shown on Auburn Street on the 1859 Goulburn Town map as an extant building, though this appears to have been a manuscript addition to the original map (Figure 2.22). A reserve for a 'Fire Engine Station' on Lot 11, Section 2, Goulburn, facing Auburn Street was gazetted on 9 October 1866.⁶⁷ The Fire Station had originally been in Verner Street, but was later on the Town Hall site. It was resumed for £500, which was used to buy a new site for a Fire Station in Montague Street. A new Fire Station was erected there in 1890-1.⁶⁸

Plans for a Fire Station at Auburn Street by T. W. Parrott were accepted by Goulburn Council on 22 June 1882. A brick fire station with a turret for the bell was built by contractor W. Wilkie on the Auburn Street site.⁶⁹ According to one source, the Auburn Street Fire Station was demolished in 1887, but Wyatt stated that the last meeting of the brigade was held at Auburn Street on 4 March 1891.⁷⁰ The building was shown as extant in Licensed Surveyor Alexander's map of 2 March 1887 (Figures 2.27 and 2.28).⁷¹

⁶³ J S Kerr, *Goulburn Correctional Centre: A Plan for the Conservation of the Precinct and its Buildings*, Dept of Corrective Services, Sept 1994, p 5

⁶⁴ G.103.854, Crown Plan

⁶⁵ NSWGG, 21 Jan 1893, p 595

⁶⁶ R T Wyatt, *The History of Goulburn N.S.W.*, Municipality of Goulburn, Goulburn, 1941, p 198

⁶⁷ NSWGG, 9 Oct 1866, p 2407

⁶⁸ Wyatt, *History of Goulburn*, p 205

⁶⁹ *Goulburn Herald*, 14 Aug 1891, p 4

⁷⁰ *Goulburn Herald*, 14 Aug 1891, p 4; Wyatt, *History of Goulburn*, p 204

⁷¹ G.103.834, Crown Plan

By 1886, a fire station housing the brigade's engines had been erected by the Goulburn Fire Brigades Board at North Goulburn. A town water supply then served almost all the town. Equipment formerly owned by Goulburn Municipal Council had been handed over to the Brigade.⁷²

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⁷² Fire Brigades Act 1884, (Goulburn Fire Brigades Board - Report)', *V & P L A N S W*, 1887 (2), II, p 1065

2.4 Figures.



Figure 2.1. Reserve for Gaol and Courthouse.
Source: Goulburn, T L Mitchell, 18 Feb 1833, SR Map 119

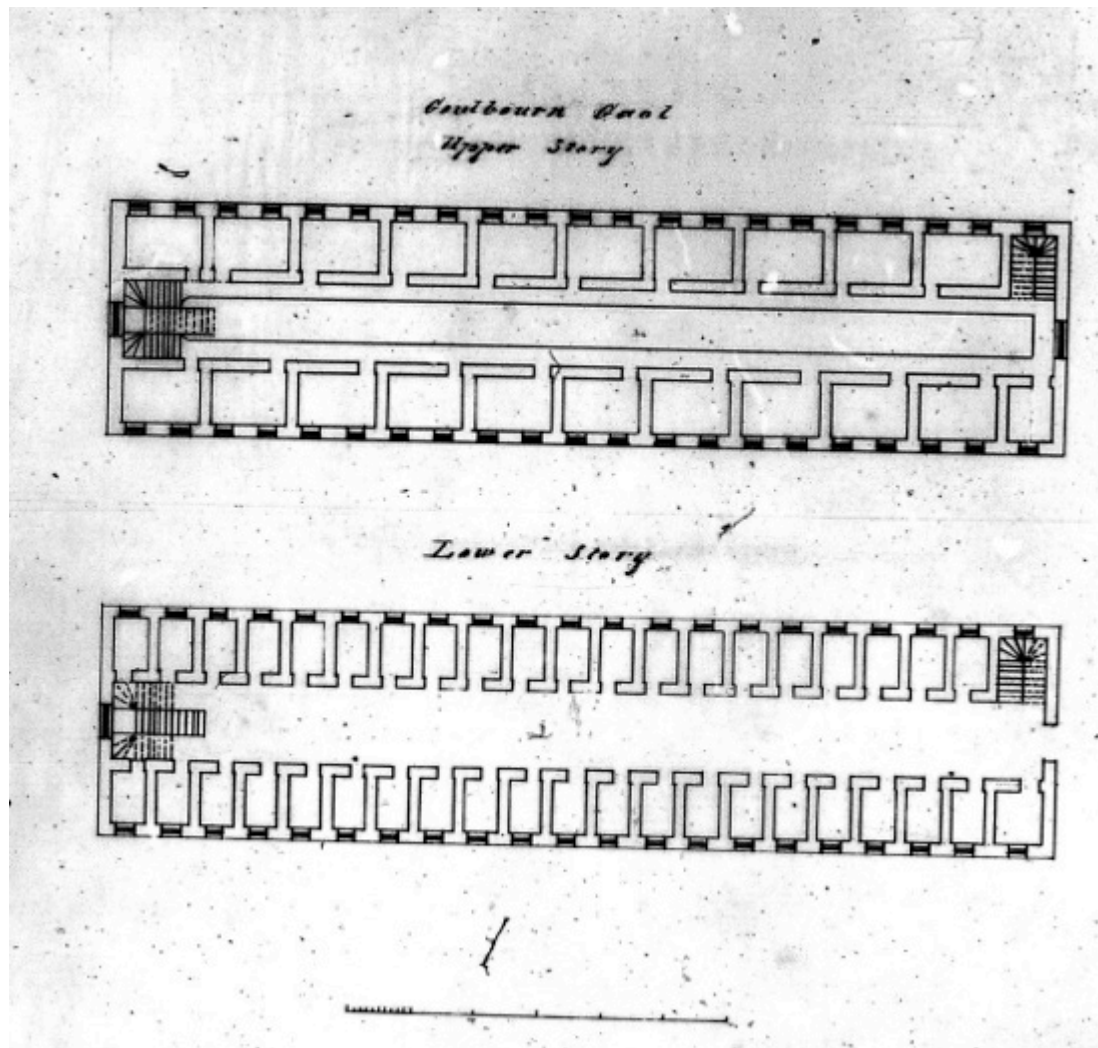


Figure 2.2. Revised cell layout for Goulburn.
Source: Colonial Architect, Plans of Public Buildings, SRNSW X694, No 10

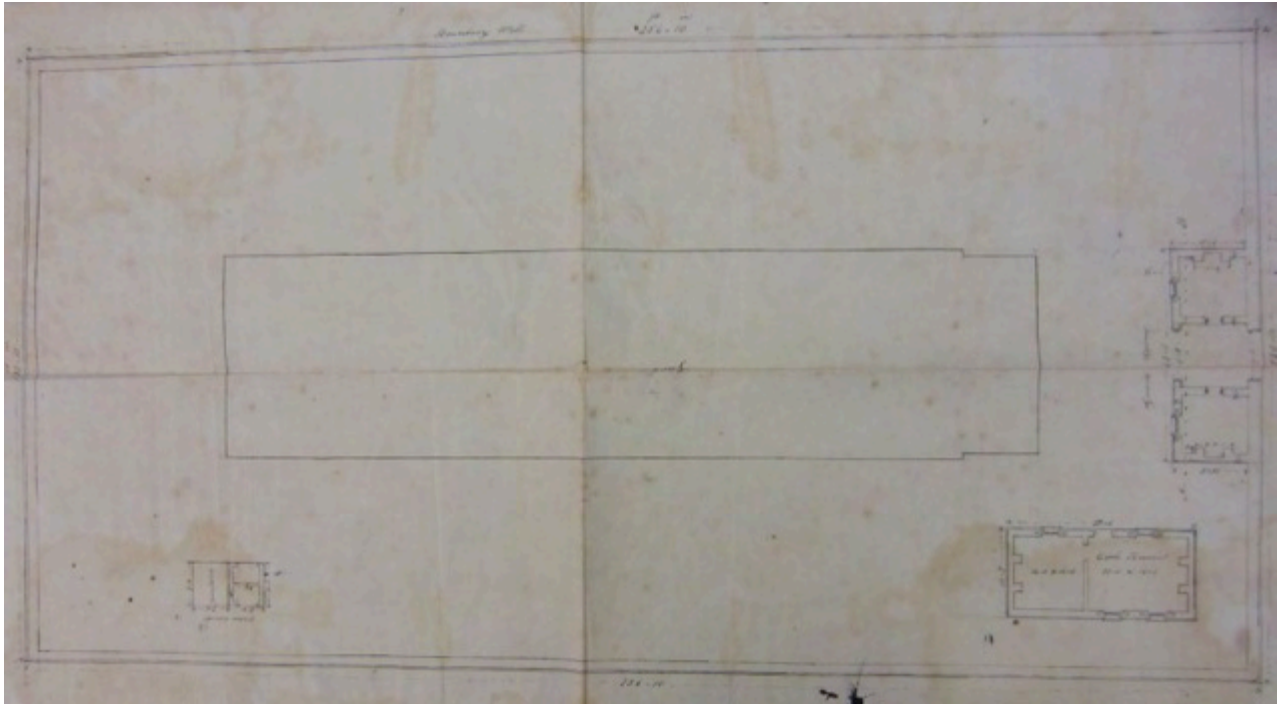


Figure 2.3. Plan of layout mid 1845.

Source: Colonial Architect, Correspondence, Goulburn Gaol, 1844-56, SRNSW 2/8158

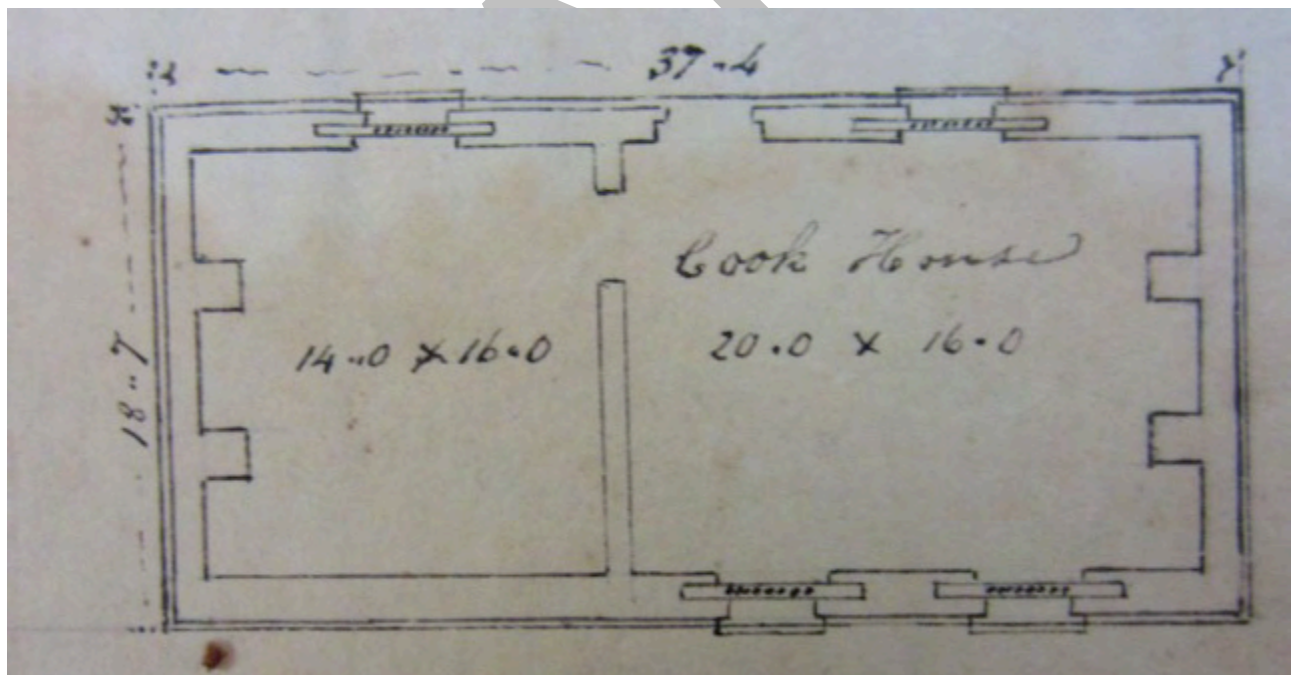


Figure 2.4. Cookhouse detail. Plan of layout mid 1845.

Source: Colonial Architect, Correspondence, Goulburn Gaol, 1844-56, SRNSW 2/8158

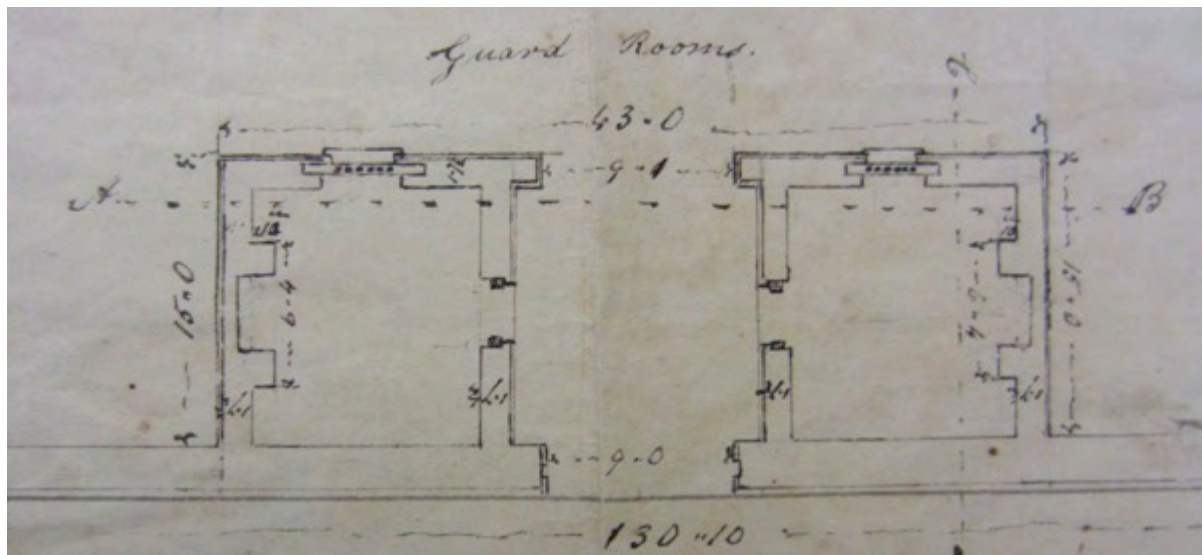


Figure 2.5. Guardrooms detail. Plan of layout mid 1845.

Source: Colonial Architect, Correspondence, Goulburn Gaol, 1844-56, SRNSW 2/8158



Figure 2.6. Water closet detail. Plan of layout mid 1845.

Source: Colonial Architect, Correspondence, Goulburn Gaol, 1844-56, SRNSW 2/8158

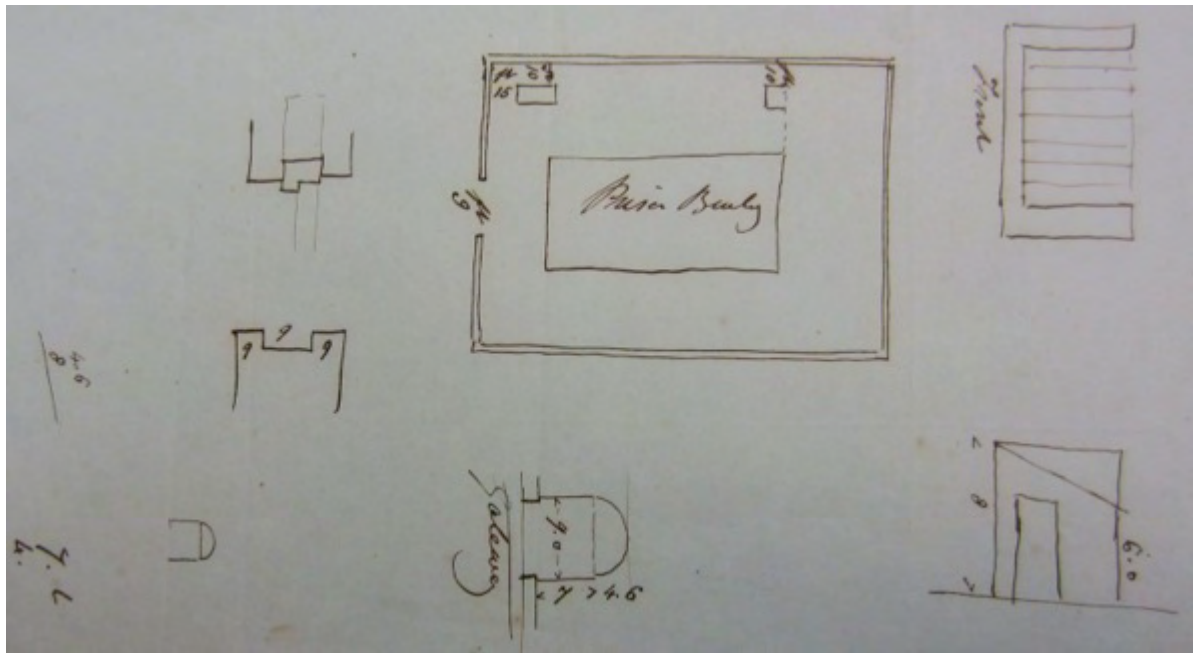


Figure 2.7. Sketch of gateway, 3 November 1845.

Source: Colonial Architect, Correspondence, Goulburn Gaol, 1844-56, SRNSW 2/8158

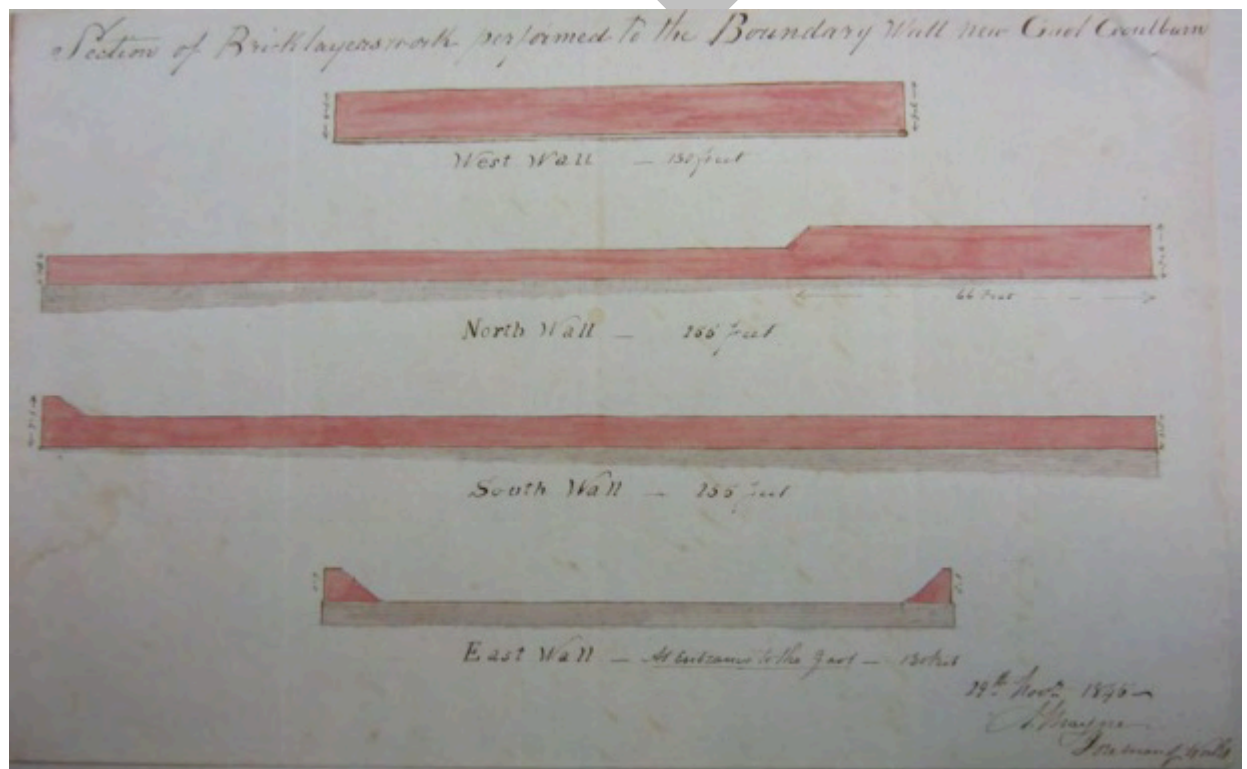


Figure 2.8. Wall diagram, 1 November 1845.

Source: Colonial Architect, Correspondence, Goulburn Gaol, 1844-56, SRNSW 2/8158

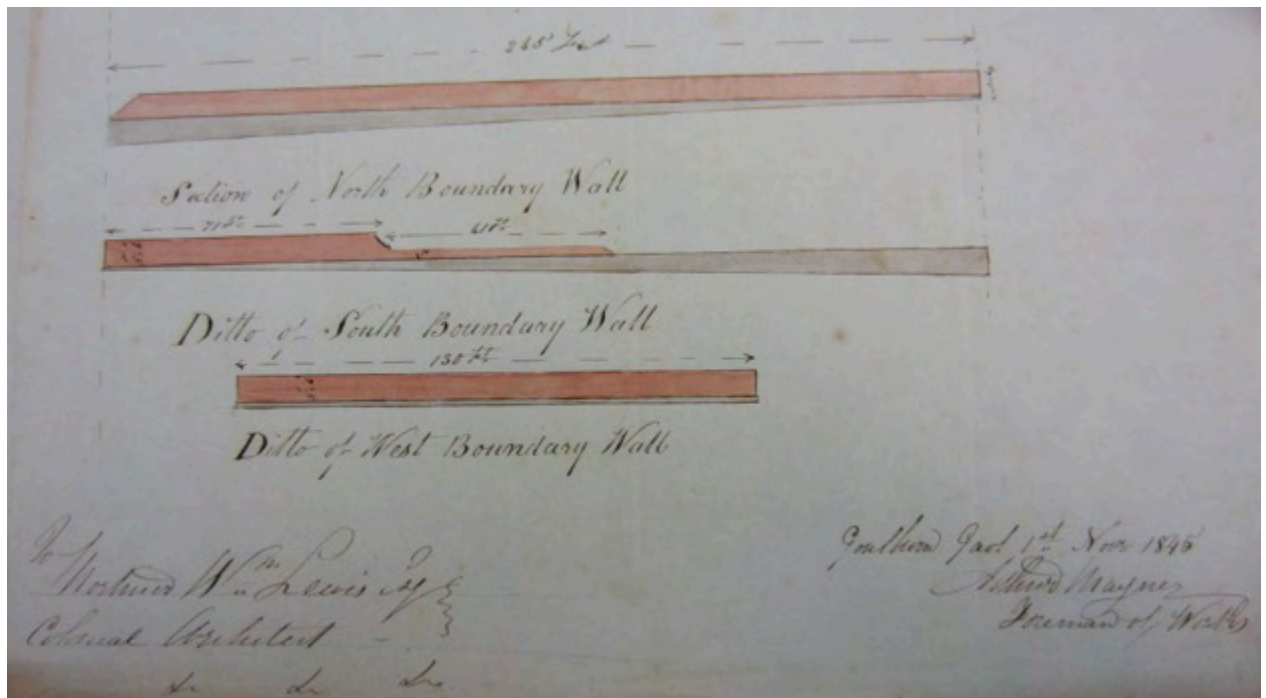


Figure 2.9. Wall diagram, 29 November 1845.

Source: Colonial Architect, Correspondence, Goulburn Gaol, 1844-56, SRNSW 2/8158

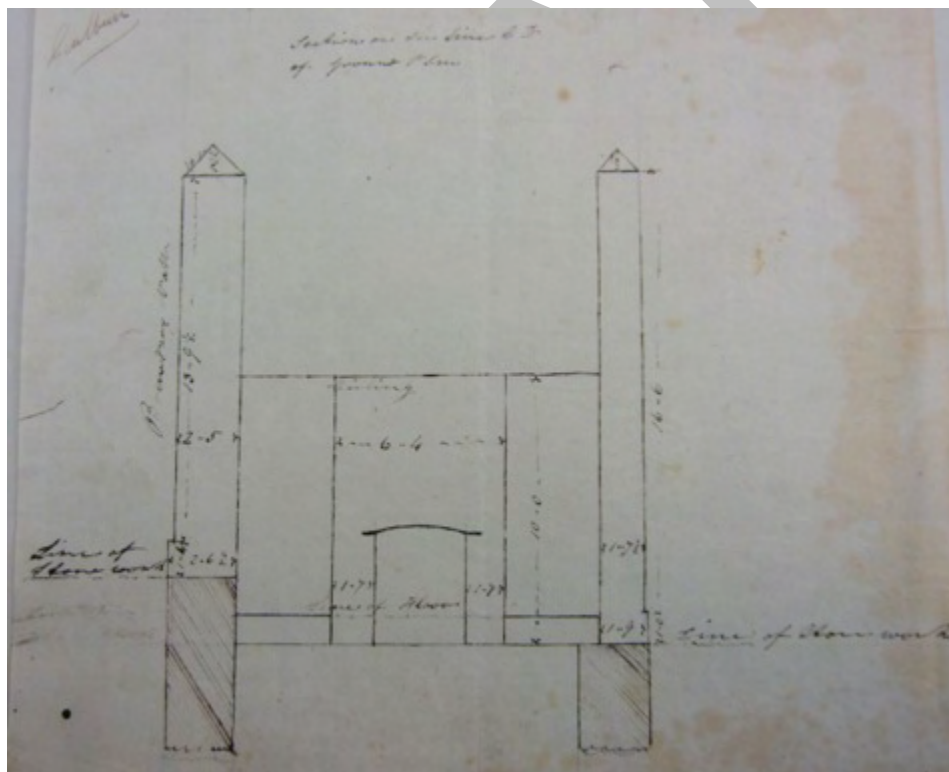


Figure 2.10. Entrance gates, February 1846.

Source: Colonial Architect, Correspondence, Goulburn Gaol, 1844-56, SRNSW 2/8158

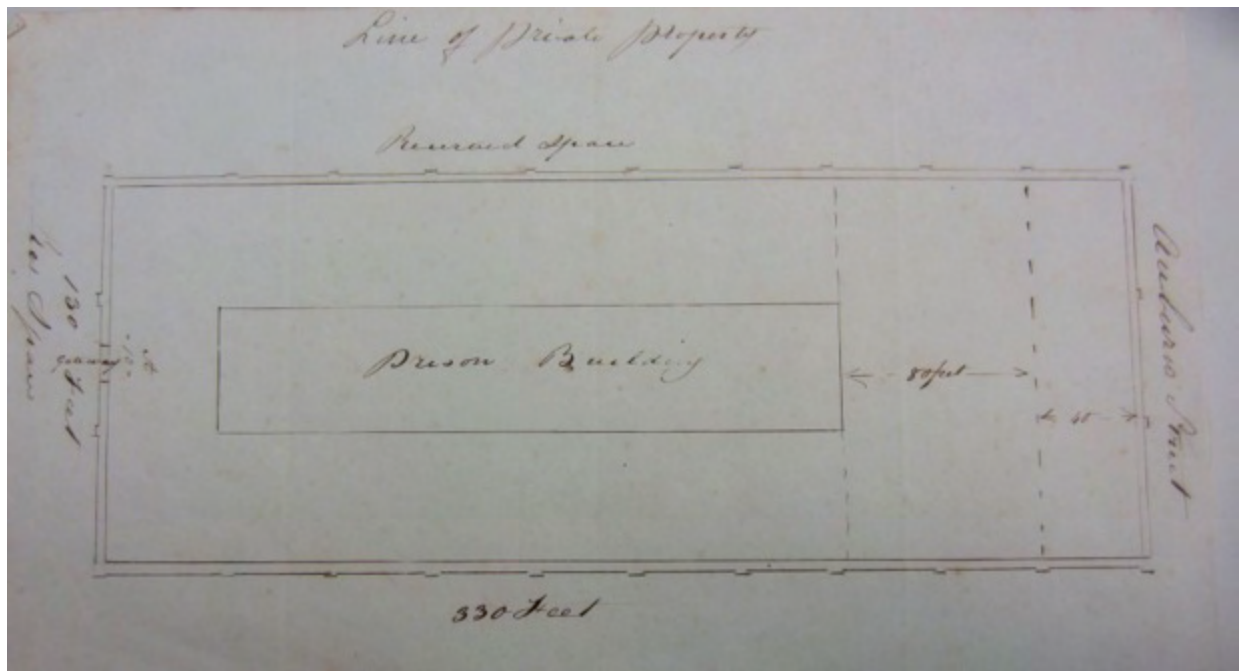


Figure 2.11. Entrance diagram June 1847.

Source: Colonial Architect, Correspondence, Goulburn Gaol, 1844-56, SRNSW 2/8158

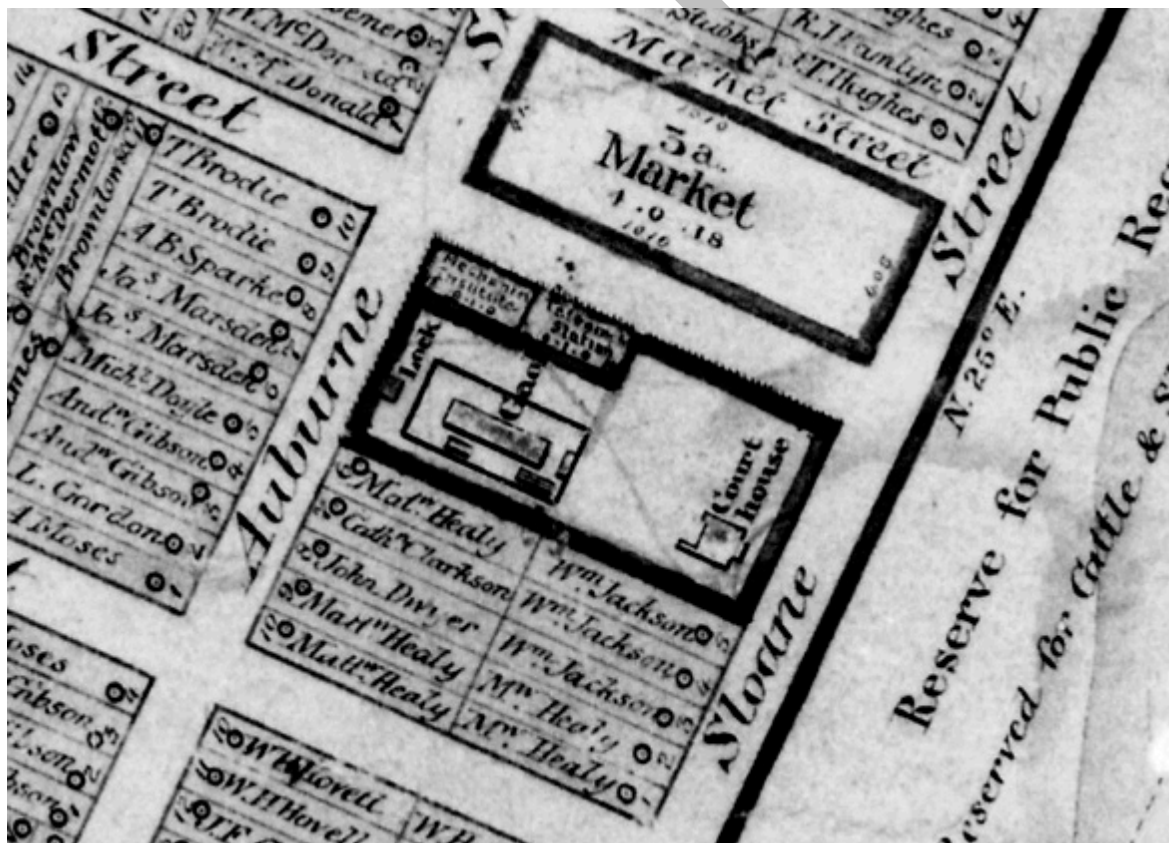


Figure 2.12. The Goulburn Town Map of 1849 showed the Gaol buildings.

Source: SR Map 2807

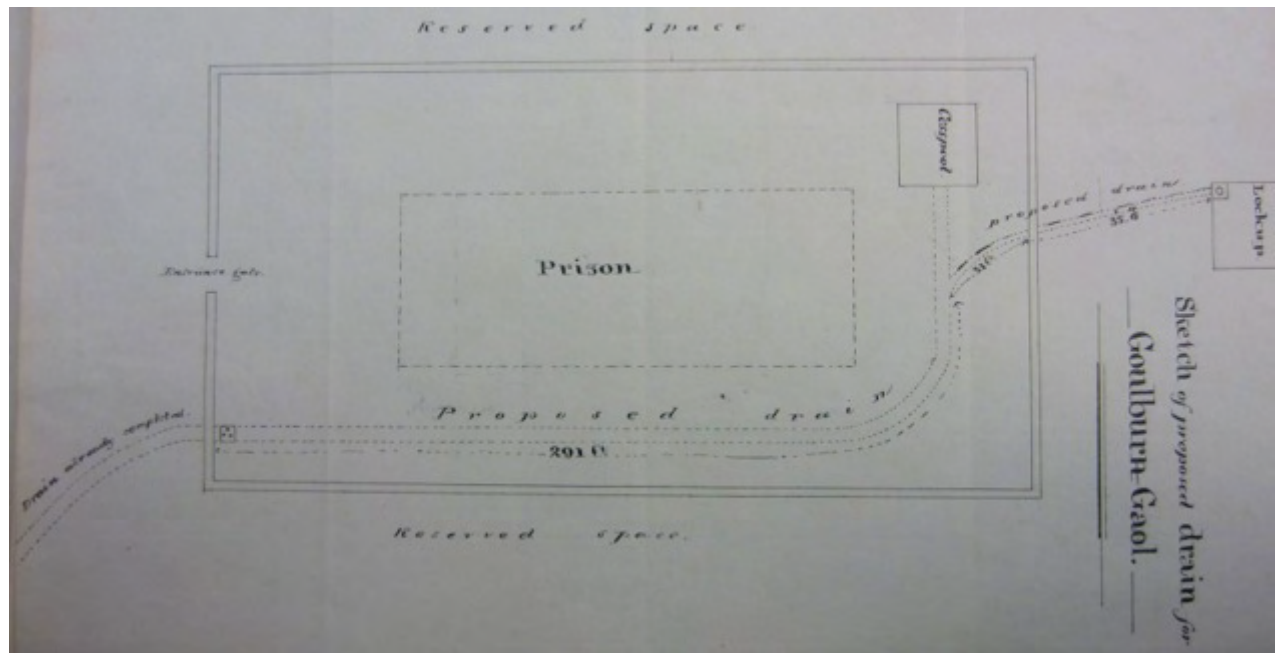


Figure 2.13 Sinclair's drainage diagram, 1 September 1849.
Source: Colonial Architect, Correspondence, Goulburn Gaol, 1844-56, SRNSW 2/8158

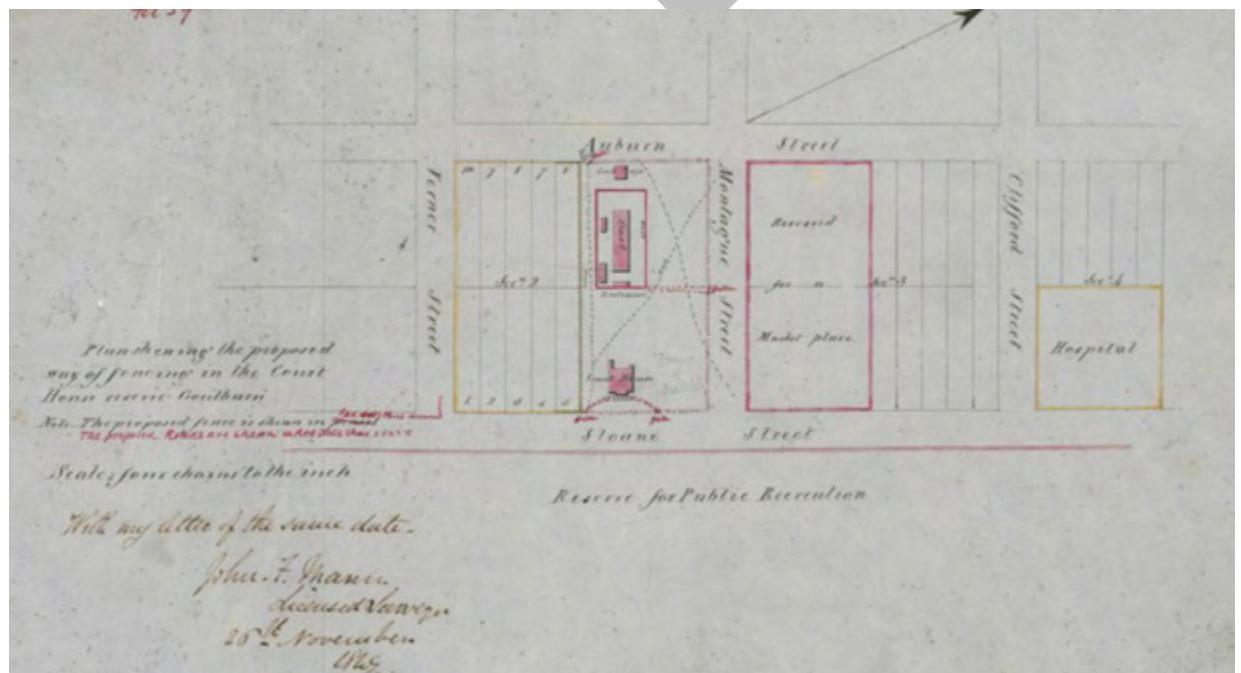


Figure 2.14. J F Mann's plan of proposed fencing for the courthouse.
Source: Surveyor General, Sketch Book 5 f 59

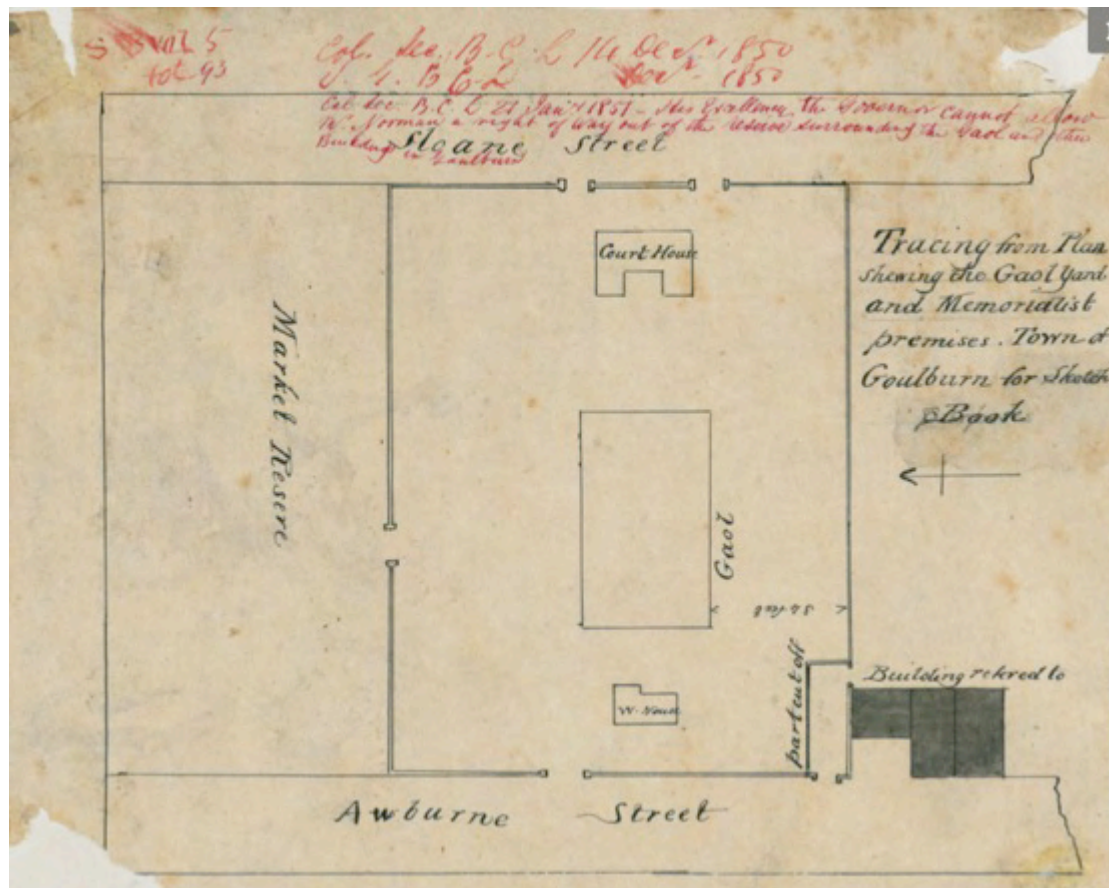


Figure 2.15. Sketch showing access for the adjacent landowner.
Source: Surveyor General, Sketch Book 5 f 93

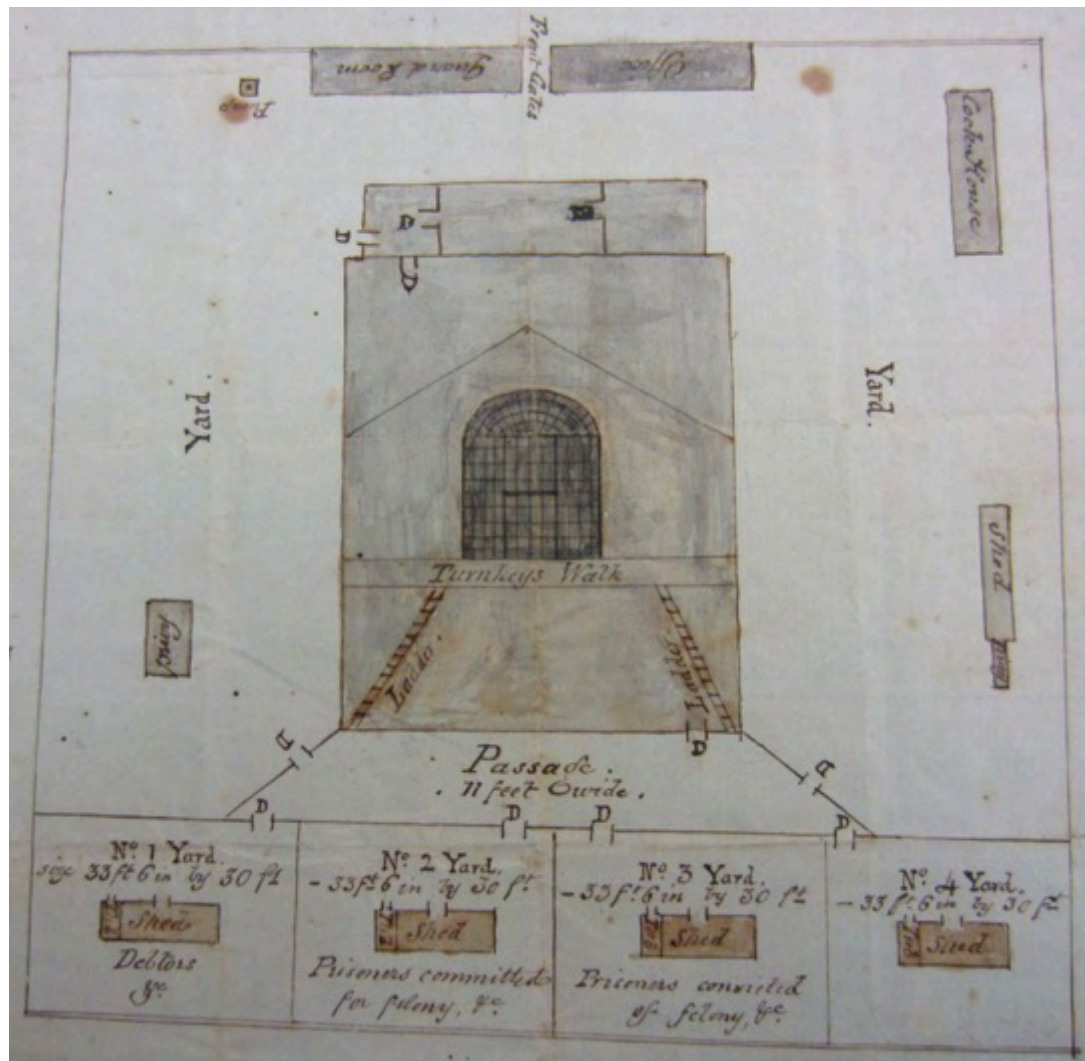


Figure 2.16. Sketch plan of proposed division and layout, 1852.

Source: Colonial Architect, Correspondence, Goulburn Gaol, 1844-56, SRNSW 2/8158

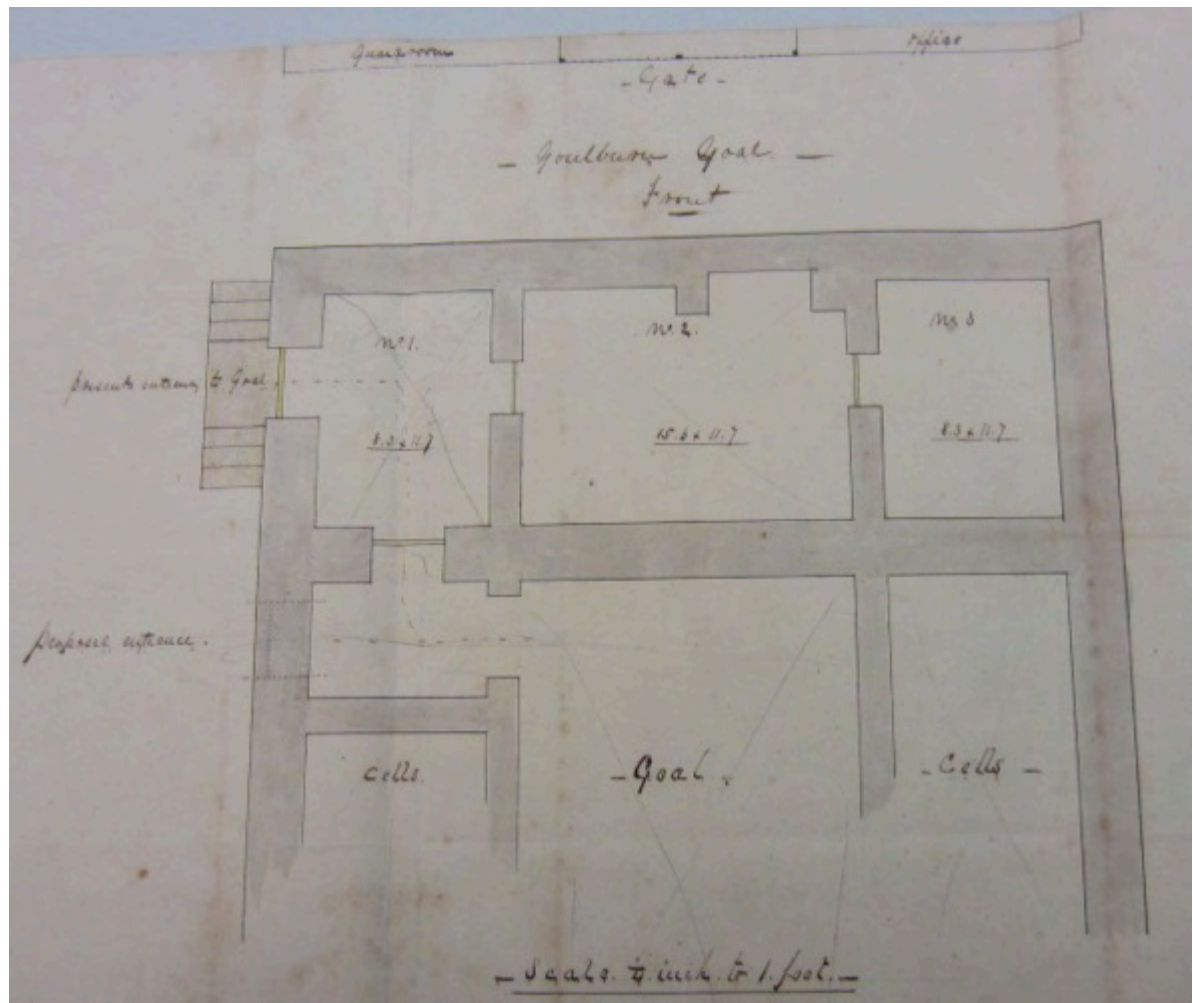


Figure 2.17. Plan to convert rooms into hospital, May 1858.
Source: Colonial Architect, Correspondence, Goulburn Gaol, 1844-56, SRNSW 2/8158

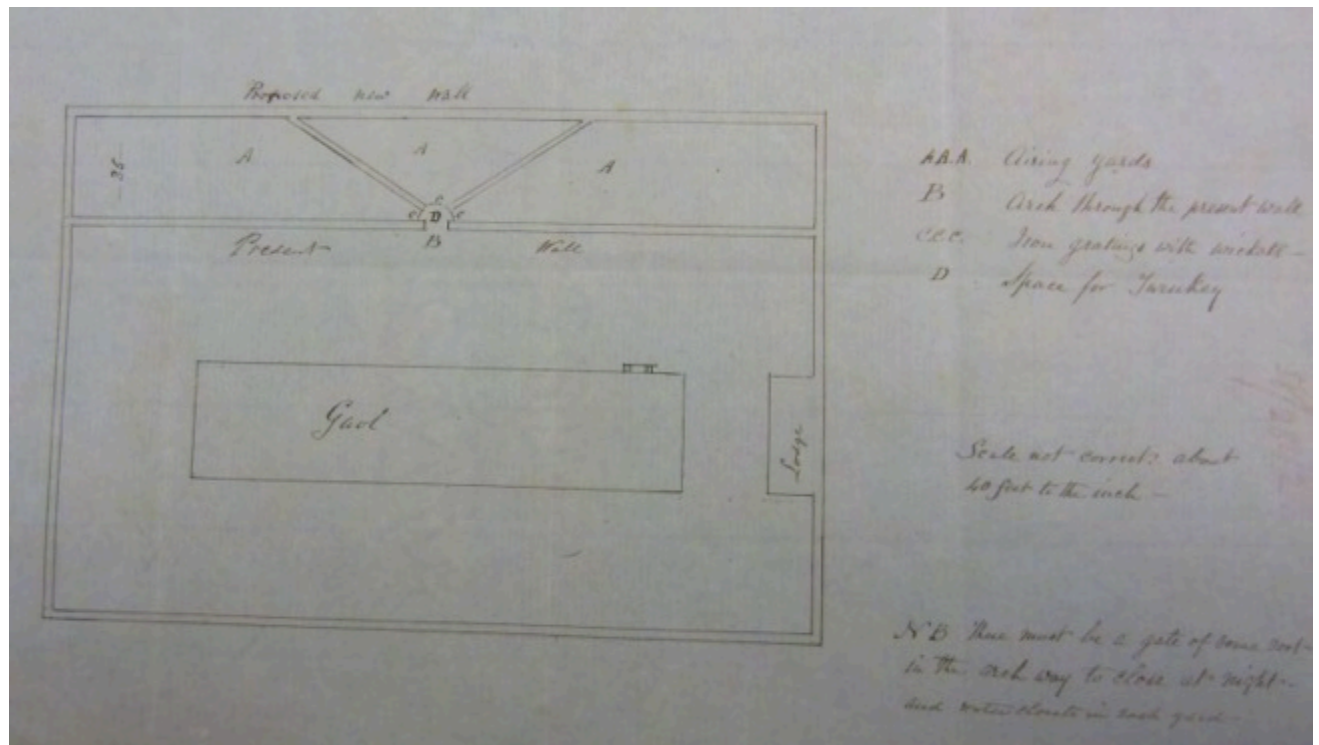


Figure 2.18. Sketch plan included with estimates.
Source: LdsPW58/4012 SRNSW 5/3594

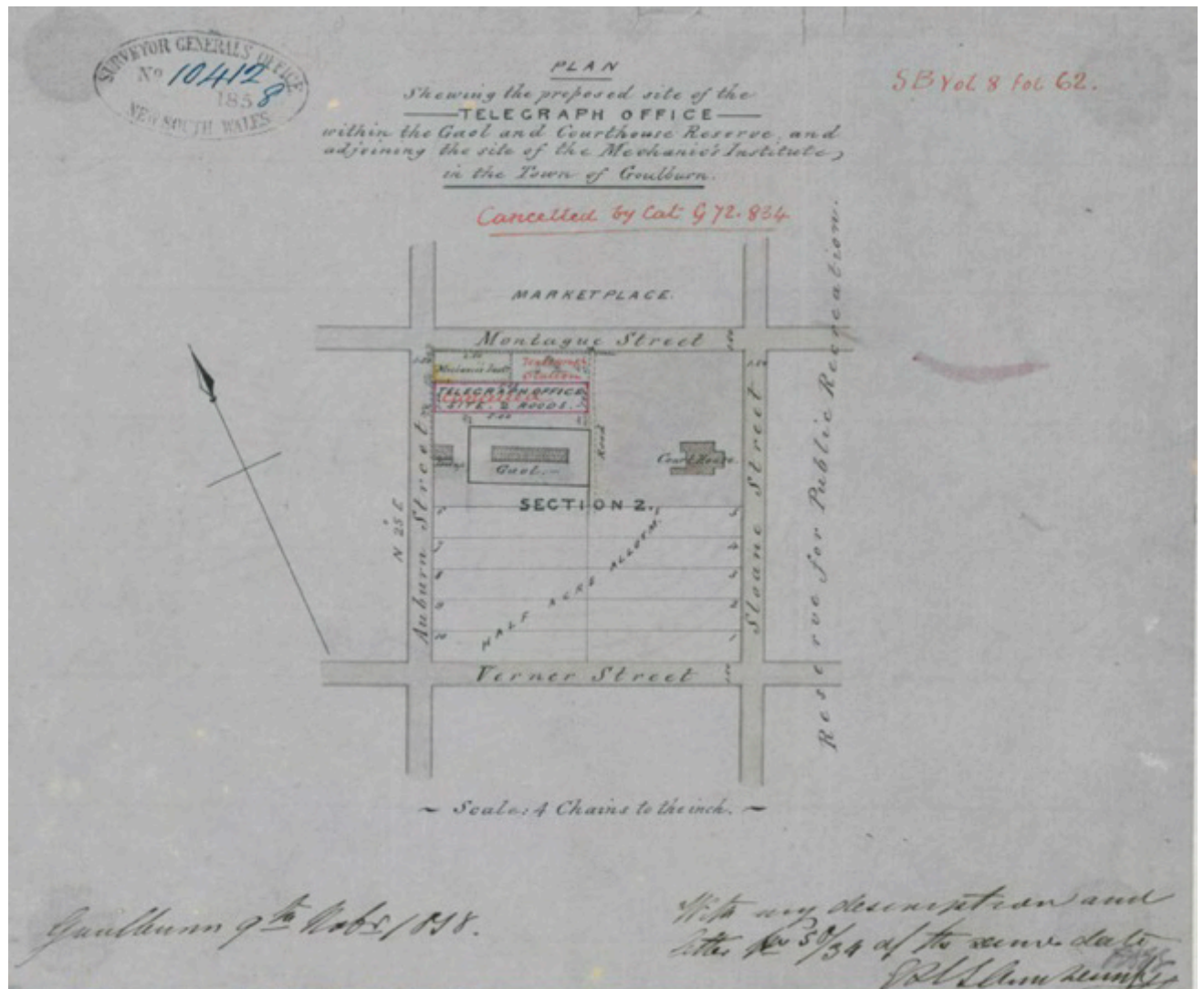


Figure 2.19. Sketch plan showing possible site for Telegraph Office.
 Source: Surveyor General, Sketch Book 8 f 62



Figure 2.20. Arnheim's 1859 Map of Goulburn showing Gaol.
Source: SR Map 3483



Figure 2.21. The Gaol as shown on the published 1859 Goulburn Town Map.

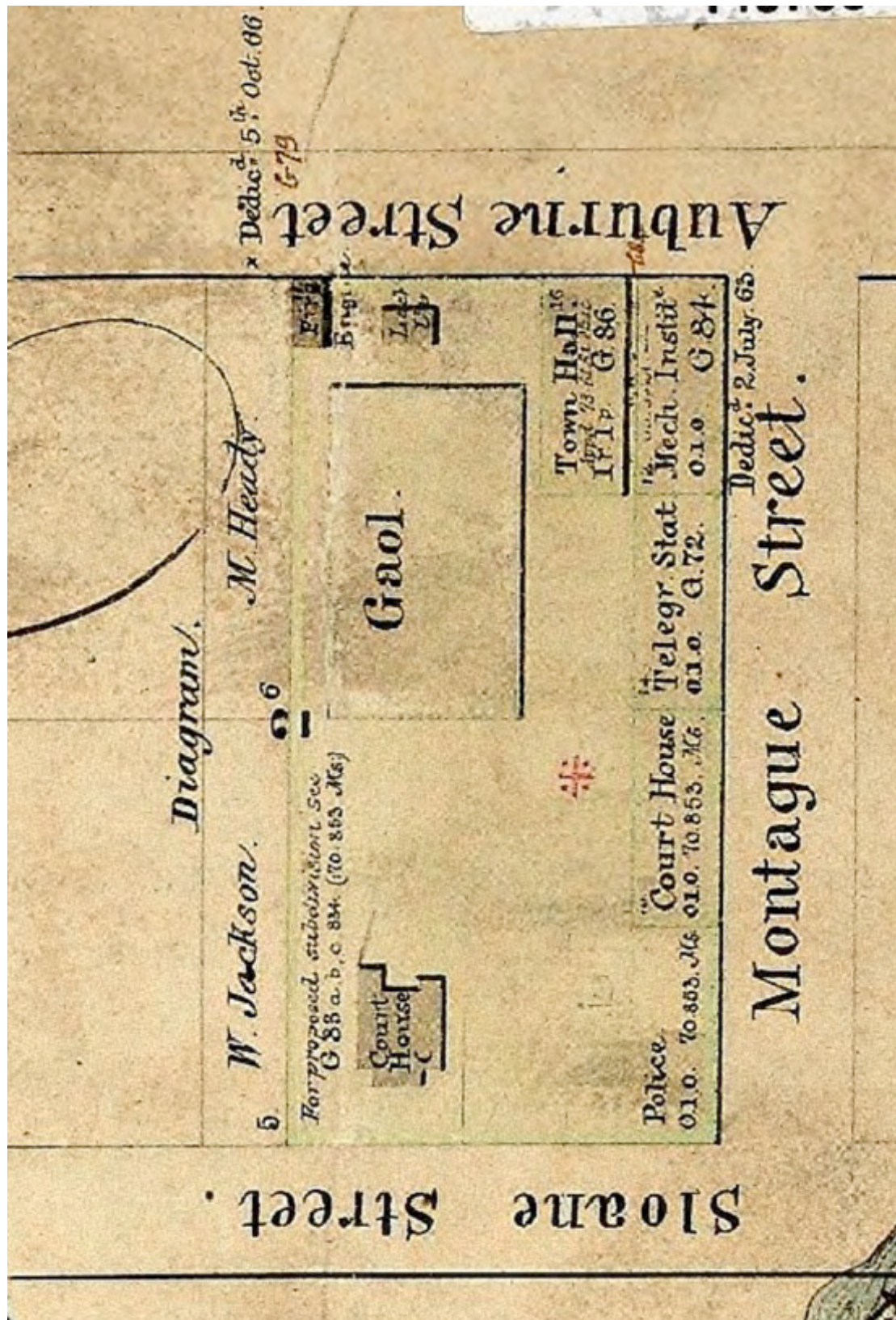


Figure 2.22. Public Buildings Reserve as shown as an inset on the office copy of the 1859 Goulburn Town Map.

Source: Goulburn Town Map, 1859, HLRV, image 140798

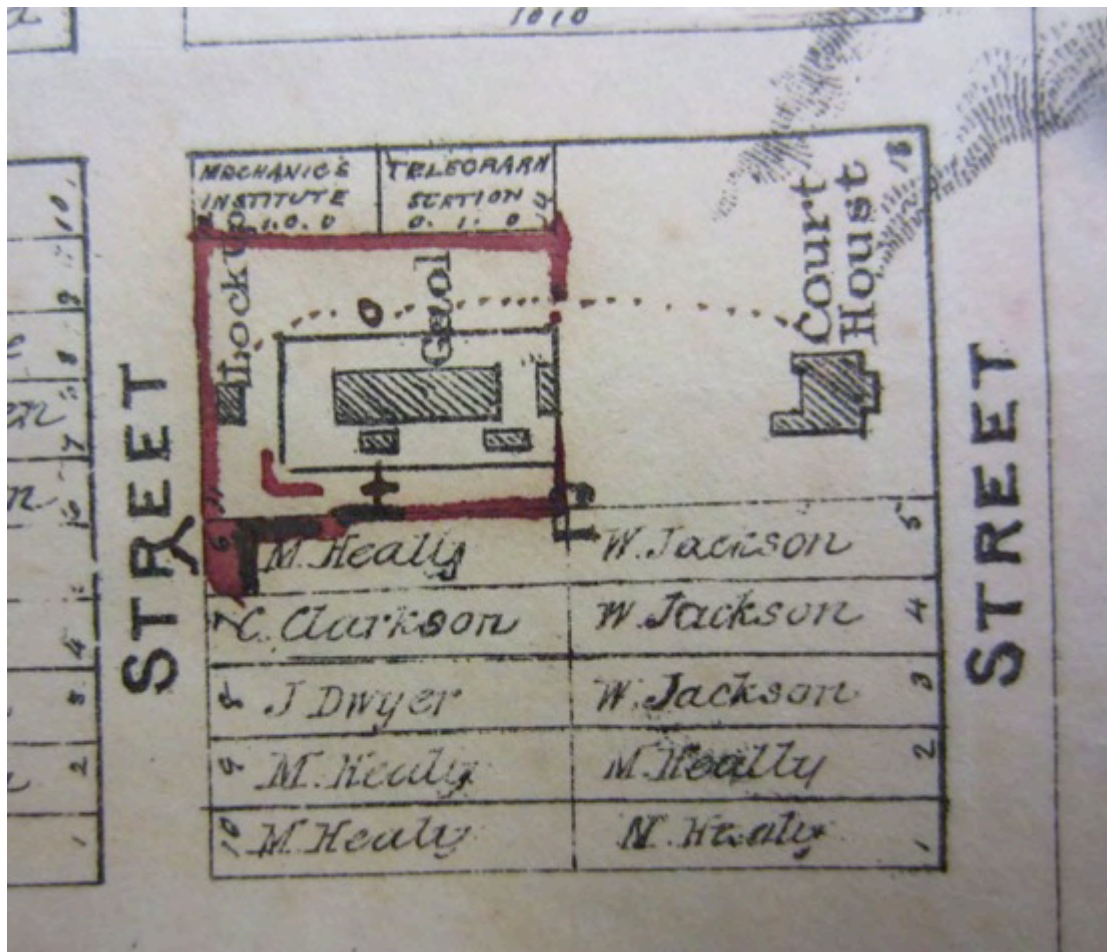


Figure 2.23. Sketch showing pathway along north wall attached to Macarthur's letter.
Source: CSIL62/4033, Colonial Secretary, Correspondence, SRNSW 4/3476

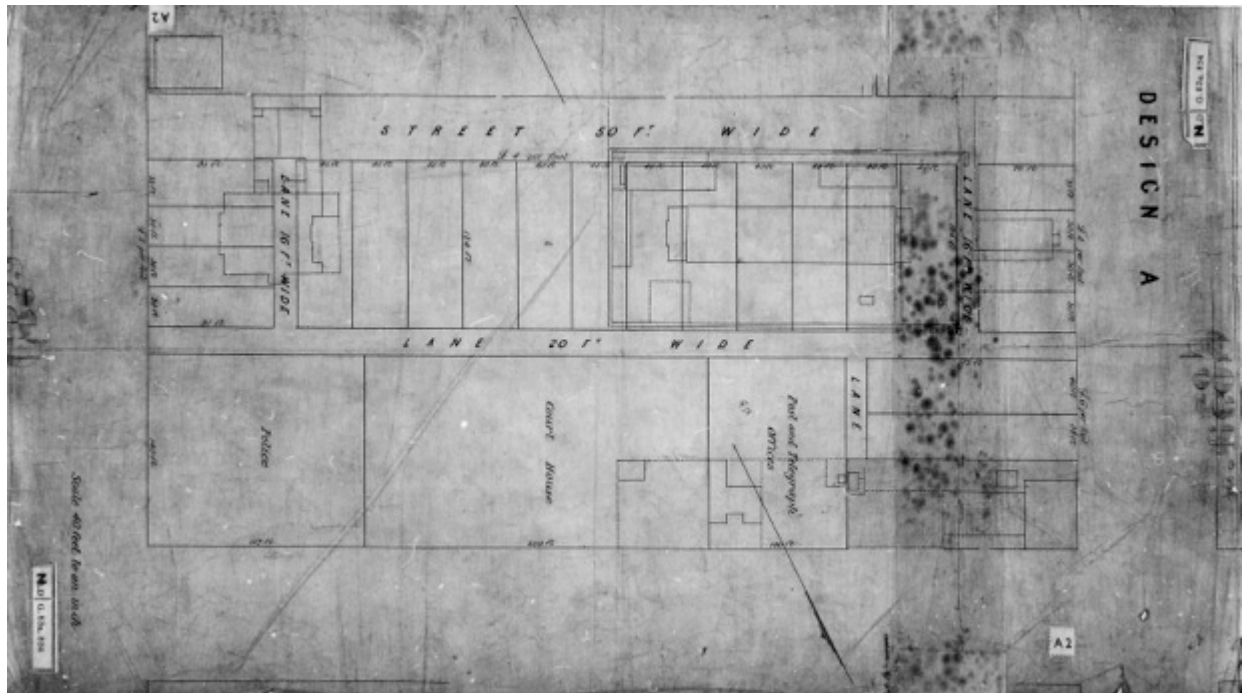


Figure 2.24. Proposed subdivision of 1869 of courthouse and gaol site.
Source: SR Map 2796

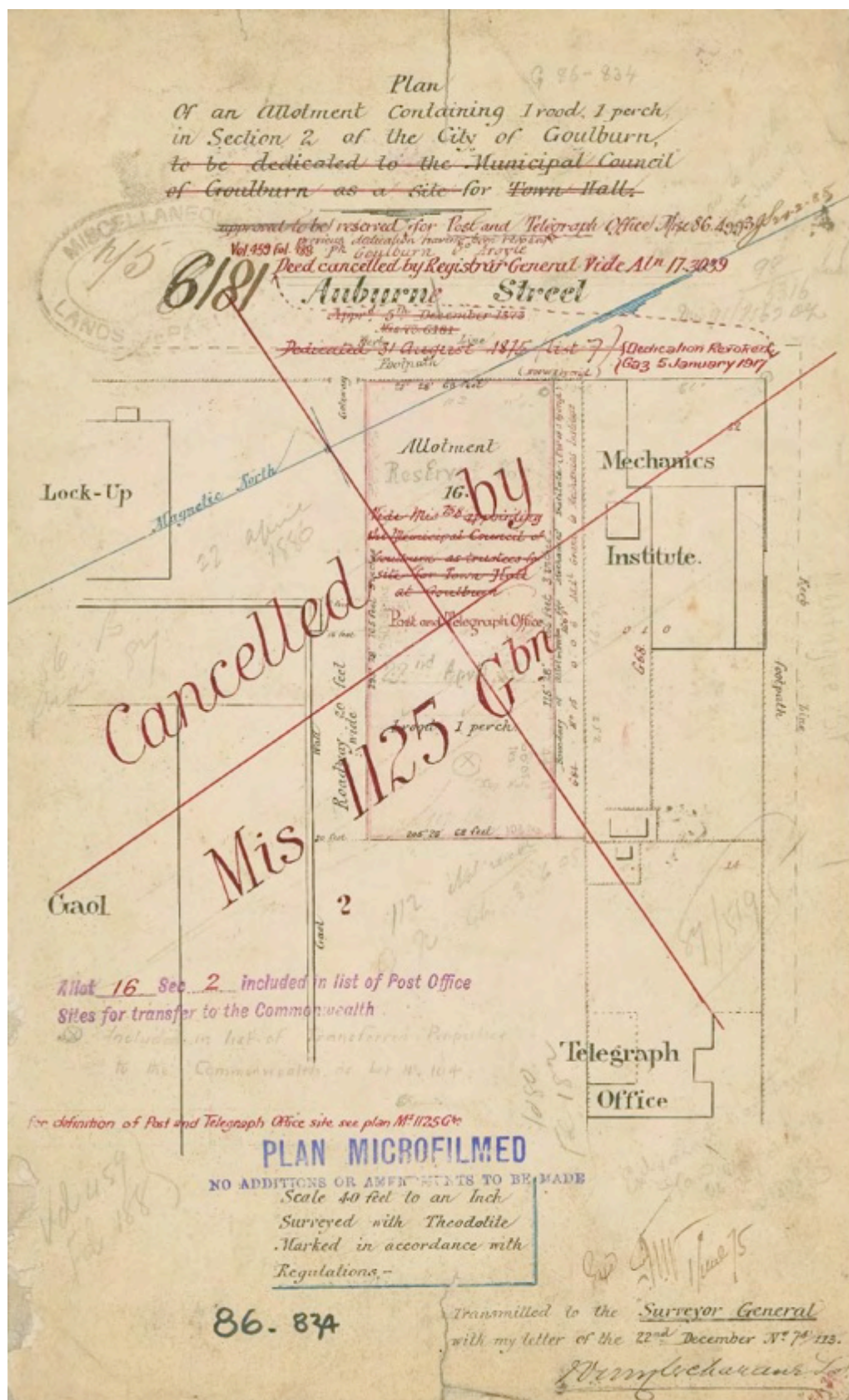


Figure 2.25 Survey of proposed site for Town Hall dated December 1874, later dedicated for Post and Telegraph Office. Source: G.86.834, Crown Plan

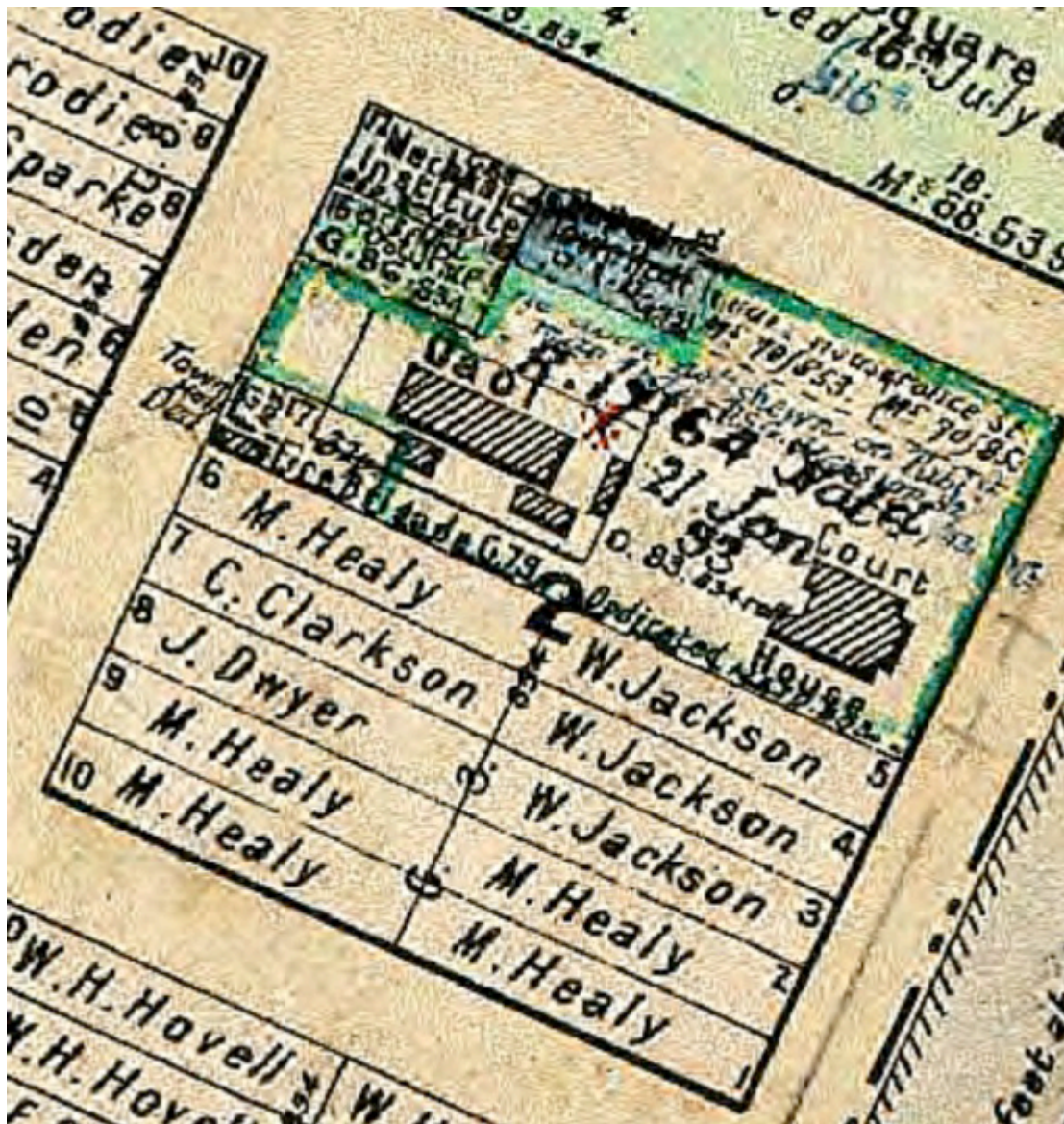


Figure 2.26. Goulburn Gaol as shown on the 1882 Town Map.

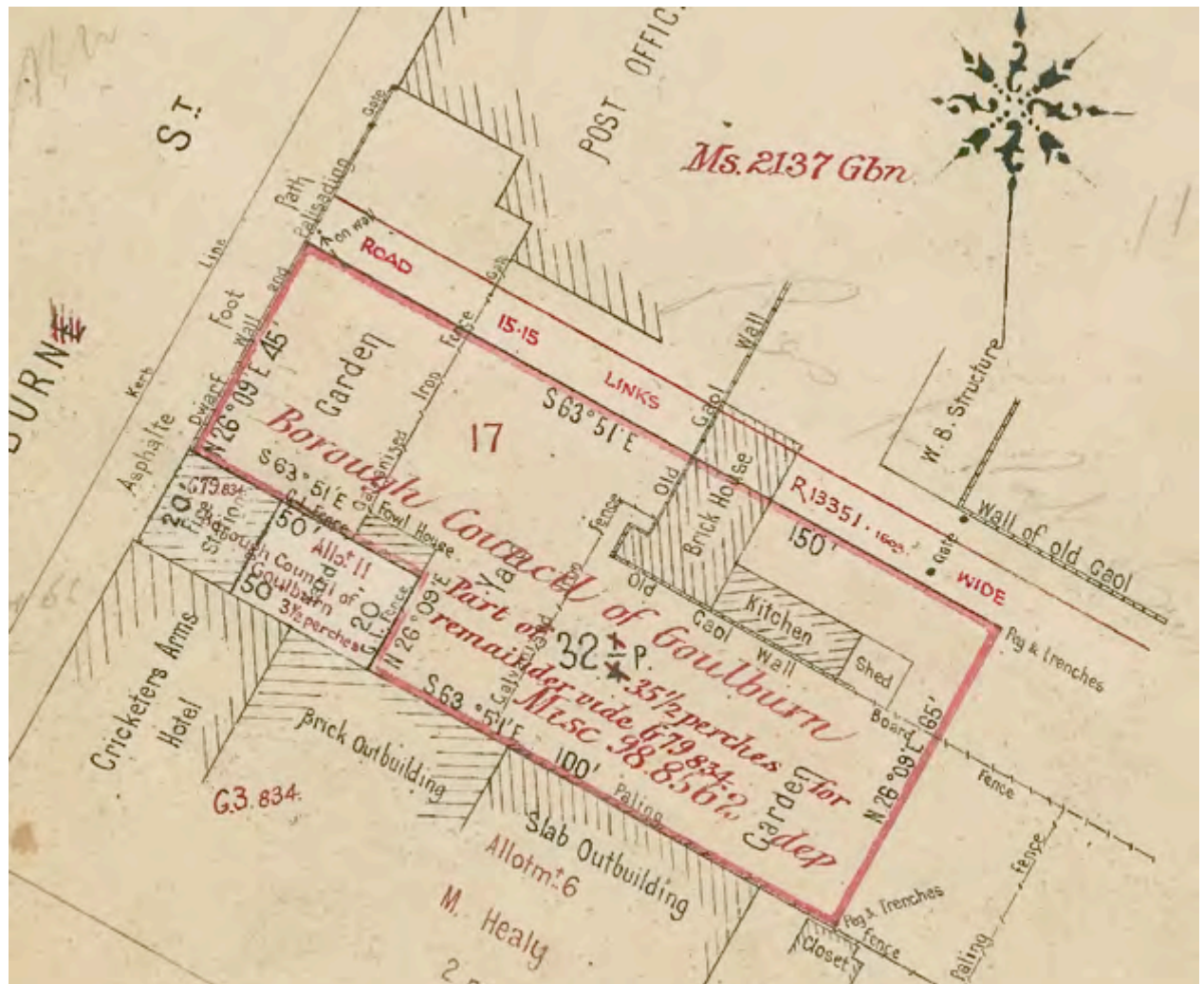


Figure 2.28. Detail of survey of site for Goulburn Town Hall superimposed over buildings of Goulburn Gaol.

Source: G.103.854, Crown

3 SITE SURVEY.

3.1 Introduction.

Site survey was completed by Dr. Edward Higginbotham on 27 September 2016.

The purpose of the site survey is to determine the surviving condition (archaeological potential) of the archaeological remains on the property, including the site of the old Goulburn Gaol.

3.2 Site description.

The property is at present occupied by the former Goulburn Town Hall, built in 1887-9, with an extension at the rear, erected in 1936.

The original topography is retained along either side of these buildings into the car parking area at the rear. On the north-east side is a 3.05 metre wide roadway, while on the south-west side there is an access pathway along the side of the buildings.

The car park at the rear of the property is nearly level and at the same height (635.4 to 635.8 metres) as surrounding property, including the present Courthouse and its additions at the rear (south-west side).

The land slopes upwards to Auburn Street at approximately 636.8 metres, so that it is 1.0 to 1.4 metres higher than the back of the property.

The below floor space of the original 1887-9 Town Hall was not inspected, but barred windows on the north-east side of the building suggest there is a basement under at least the rear part of the original Town Hall.

The basement of the 1936 additions to the Town Hall was open for inspection. The area is used partly as a car park and partly as a store. The car park area is at the same level as the rear yard (outdoor car park area) at approximately 635.5 to 635.6 metres. The store area is slightly lower, approximately 635.3 to 635.4 metres. At the back (south-east) wall of the 1887-9 Town Hall, the basement may be cut into the original slope by up to $(636.7 - 635.3 =) 1.4$ metres.

There are a number of services that are located in the roadway on the north-east side of the building, including telecommunications, sewer, stormwater and water. Similarly, on the south-west side of the building there are telecommunications and sewer services, possibly others. In the back yard (car park area) there is evidence for at least stormwater services.

The predicted surviving condition (archaeological potential) of below ground archaeological remains is summarised in the next section.

3.3 The survival of archaeological remains (archaeological potential).

Below ground archaeological remains may have been disturbed by later development or excavation. The following table enables standardised comparisons between sites in terms of the extent of likely disturbance.

Level of Disturbance	Description
1. Undisturbed	An archaeological site may be considered to be undisturbed when there are no visible signs of disturbance.
2. Minor disturbance.	An archaeological site may be considered to have minor disturbance when the only visible evidence of disturbance is: <ul style="list-style-type: none">• Domestic or other building with narrow footings and service trenches.• Small scale buildings.
3. Partly disturbed.	An archaeological site may be considered to be partly disturbed when the only visible evidence of disturbance is: <ul style="list-style-type: none">• A site or building terraced into a hill slope.• Large building with deep footings and service trenches.
4. Mostly disturbed.	An archaeological site may be considered to be mostly disturbed when the visible evidence of disturbance includes: <ul style="list-style-type: none">• A site or building terraced into a hill slope by more than one storey in depth on part of the site.• Basements or semi-basements.
5. Destroyed.	An archaeological site may be considered to be destroyed when the visible evidence of disturbance includes: <ul style="list-style-type: none">• Basement excavation in excess of one storey over most or all of the site.

Table 1. Levels of disturbance.

The large footings for the Town Hall, 1887-9, and its extension in 1936, together with basement areas are likely to have disturbed the archaeological remains of previous development (3 Partly Disturbed).

The services along both sides of the buildings, including the roadway, are also likely to have disturbed the archaeological remains of previous development (3 Partly Disturbed).

There is less evidence of disturbance by services in the back yard (outdoor car parking area), which may suggest less disturbance (2. Minor Disturbance), though addition disturbance by other services than stormwater cannot be ruled out (3 Partly Disturbed).

3.4 Expected archaeological remains.

The property is part of what was set aside as a Government Reserve in the 1830s, for the Gaol and Courthouse (Figure 2.1). That reserve was expanded through to Sloane Street and took up what would have been ten town allotments. The old Courthouse, erected in 1849, was located on the Sloane Street frontage, while the 1847 Gaol was located behind the Auburn Street frontage.

A Lock-Up (equivalent to a police station with cells for prisoners) is shown on early maps on the Auburn Street frontage. An earlier slab constructed Watch House (police station) may have been located behind it, as part stood within the proposed Gaol Wall and required demolition by 1847.

Of the abovementioned buildings, only the south-west corner of the Gaol Yard is located on the subject property, although the former pre 1847 Watch House may also be present within the property boundary.

The general plans of the Gaol from the 1840s to the 1880s tend to be somewhat formulaic, showing the same Gaol and three buildings within the Gaol Walls (Figures 2.12, 2.14, 2.19, 2.20, 2.21, 2.23 and 2.26). This tends to make the identification of individual buildings within the gaol more difficult, apart of course from the Gaol Building itself.

The detailed records for construction, additions and alterations provide some clues to the identification of these other buildings (see Table 3.1 below. The table does not include additions and alterations of the Gaol Building itself, as this building is already identified).

See Figure 3.1 for Timeline Overlay Plans, 1845, 1849, 1852, 1869, 1882 and 1887.

Appendix 2 provides a list of executions of prisoners at Goulburn Gaol. Of the nineteen executions, the only burial that may be located in the vicinity of the Gaol is the earliest, that of Thomas Whitton on 19 March 1840. His execution and burial was recorded in the *Australasian Chronicle* of 24 March 1840 and the *Sydney Monitor* of 25 March 1840. All others were buried in consecrated cemeteries.

The *Australasian Chronicle* of 24 March 1840 recorded the following:

“The morning of the 19th having arrived, shortly after eight o’clock seventeen mounted troopers, all well armed, and under the command of Lieutenant Christie, 80th regt., rode up to the lock-up, a gallows having been erected some days previously, and also a grave dug within a few feet of it, both being immediately in the rear of the lock-up”

The article went on to relate that “the unfortunate Whitton died after a few struggles, and his body was interred near the place of execution.”

The Lock-up in 1840 was located on the Auburn Street frontage (Figures 2.12 to 2.15, 2.19 to 2.23). The site of the Lock-up is located on the adjacent property (165 Auburn Street), but the burial may not have been directly or precisely behind the building, even though it was reported as “immediately in the rear of the lock-up” (Figure 3.1). There is a possibility that it is located on the subject site.

It is known that executed prisoners were buried within the gaol walls at some other prisons in Australia, for example, Pentridge Gaol, Victoria, and Old Dubbo Gaol, NSW.⁷³ The research in Appendix 2 now demonstrates that there is no evidence of any later burials within the Goulburn Gaol walls after they were completed in 1845.

Table 3.1. List of Items in the Old Goulburn Gaol within Subject Property.

Date	Item Names	Figures	Notes	Subject Property
1845	Gaol	2.2		No
	Wall	2.3		Yes, part
	Gatehouse	2.3, 2.5	The Gatehouse is on the South-east wall of the Gaol Wall (Figure 2.12)	No
	Cookhouse	2.3, 2.4	The Cookhouse, Privies and Cess Pool are located on the south-west side of the Gaol (Figure 2.12)	No
	Privies	2.3, 2.6		Yes
	Cess Pool.	2.3, 2.6		Yes
1846	Gatehouse	2.10	Note the depth of the brick footings for the towers.	No
1847	Well and Pump			No
	Rubble stone Drain for well			No
	Soil Pit, 12 by 12 feet, lined with rubble stone, covered with slabs and capped with earth, with a hatch.	2.13	Second Cess Pool	Yes, part
	90 yards of drain, built and capped with rubble stone.	2.13		Yes, part.

⁷³ Edward Higginbotham and Associates Pty Ltd. Archaeological assessment and geophysical investigation of the Old Dubbo Gaol, Macquarie Street, Dubbo, NSW 2830. Dubbo City Council. May 2014

Date	Item Names	Figures	Notes	Subject Property
	Brick "Shade", roofed with shingles, for wheelbarrows and other tools		Possibly a shed or shelter.	Yes
1848	Specification for Cook Houses		Second Cookhouse ?	No
1849	Drain for Cess Pool	2.13	Cesspool located at south-west corner of Gaol Yard.	Yes
1850	Goulburn Gaol Drains	2.13		Possible
1851	Cookhouse - Gaoler inhabiting building originally constructed as a kitchen.		1845 Cookhouse.	No
1852	Repairs to roof of Turnkey's Lodge (Gatehouse)		1845 Gatehouse	No
1852-53	Additional floor above Cookhouse.	2.16	The 1845 Cookhouse is not shown on the plan.	No
	New Kitchen for Prisoners	2.16	Second cookhouse, 1852-53.	No
	Division of Gaol Yard into four exercise yards.	2.16	The Airing Yards were located on the north-west end wall of the Gaol Yard.	Yes, part.
	(Platform and rail and two ladders)	2.16	Although not specified, Figure 2.16 makes it clear that a platform and ladders were attached to the exterior wall at the west end of the Gaol Building itself, so that the Airing Yards could be supervised by the warders.	No
	Second Cookhouse	2.16	Second cookhouse, 1852-53, located at south-east end of Gaol Yard.	No
	Shed	2.16	Shed, possibly constructed in 1847, south side of Gaol Yard	Yes, part.
	Privy attached to Shed	2.16	Privy, constructed in 1845?	Yes
	Privy	2.16	North side of Gaol Yard. Date of construction ?	No
	Pump	2.16	Constructed in 1847, east end of Gaol Yard, north of Entrance Gatehouse (Guardroom).	No
1857	Resetting of Boilers for cooking		First or second cookhouse?	No

Date	Item Names	Figures	Notes	Subject Property
1858	Gaoler occupies original cookhouse		1845 Cookhouse.	No
	Two rooms in Gatehouse now used as a workshop and store.		1845 Gatehouse	No
	Prisoners Kitchen constructed in slabs, with a brick end wall.		Second cookhouse, 1852-53	No
	Brick Shed for handcart, wheelbarrows, night tubs and gallows frame.		The presence of a gallows frame indicates that it could be easily assembled for executions handed down by the court.	Yes
	Two Water Closets, each with two apartments; one for prisoners, second for gaol officers; next one for Gaoler's family and final one for female prisoners.		There are now two double WCs. The first was constructed in 1845. The date of the second WC is unknown although it may have been as early as 1849. Figure 2.13 shows the Cess Pool in a slightly different position to the one erected in 1845.	Yes, part.
1858	Airing Yards	2.18	North side of Gaol, outside 1845 Gaol Wall.	No
	Platform and rail and two ladders, Western end.		Possibly shown in Figure 2.16 on western end wall of Gaol.	No
1858.	New Gaoler's Quarters.			Unknown location, perhaps Gatehouse, or see Figure 2.24.
1859	Gravel surface to Gaol Yards			Yes
1861	Hospital cells located in Lean-To at end of Cell Range, with three rooms		Presumably built on the west end of the Gaol Building.	No
1861	Iron gratings over cess pools			Yes
1862	Erection of platform in Outer Yard		Probably in new Airing Yards, erected in 1858, to allow better oversight of prisoners by warders.	No

Date	Item Names	Figures	Notes	Subject Property
1862	New Kitchen, with foundations on bedrock, 4' 10 ½ " deep		Note deep foundations for Kitchen.	Yes, if indicated in Figure 2.27 and 2.28
1866	Red gravel to raise level of Airing Yard			No
1869	Gaol Block, with additions on either end	2.24		No
	Two Buildings along South Wall of Gaol Yard.	2.24	Shed and Second Cookhouse?	Yes, part
	Gatehouse	2.24		No
	Building on north wall of Gaol Yard	2.24	Not identified ?	No
	Privy	2.24	As shown in Figure 2.16.	No
1887	Gaol Wall	2.27 and 2.28	South-west corner of Gaol Yard.	Yes
	Brick House	2.27 and 2.28	South-west corner of Gaol Yard.	Yes
	Kitchen	2.27 and 2.28	South-west corner of Gaol Yard.	Yes
	Shed	2.27 and 2.28	South-west corner of Gaol Yard.	Yes

The Fire Station was located on the southern portion of Auburn Street frontage. It was constructed soon after 1866 and was relocated to Montague Street in 1890-91.

3.5 Potential disturbance of the archaeological site.

Table 3.1 lists all the items expected to be located on the subject property, including:

1. Watch House, pre 1847.
2. Goulburn Gaol, 1841, 1845 onwards.
3. Possible site of burial of Thomas Whitton, 1840.
4. Fire Station, 1866 to 1886.

All those items located behind the 1887 former Town Hall (including the site of the 1936 extension) will be impacted and removed by the proposed development. The current condition of the archaeological remains has been assessed as partly disturbed (3. Partly Disturbed), but they will be removed by the proposed development (5. Destroyed) (Figures 3.2 and 3.3).

It is likely that additional services may be located on the south side of the former Town Hall and in the roadway on the north side of this building. Footings and

services on the south side are likely to have already impacted the site of the Fire Station (3. Partly Disturbed) and additional disturbance may be caused by the proposed development (Figures 3.2 and 3.3).

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3.6 Figures.



Figure 3.1. Timeline Plans of Goulburn Gaol.
Source: Basemap from SIX maps. Overlays of historical plans in Chapter 2.

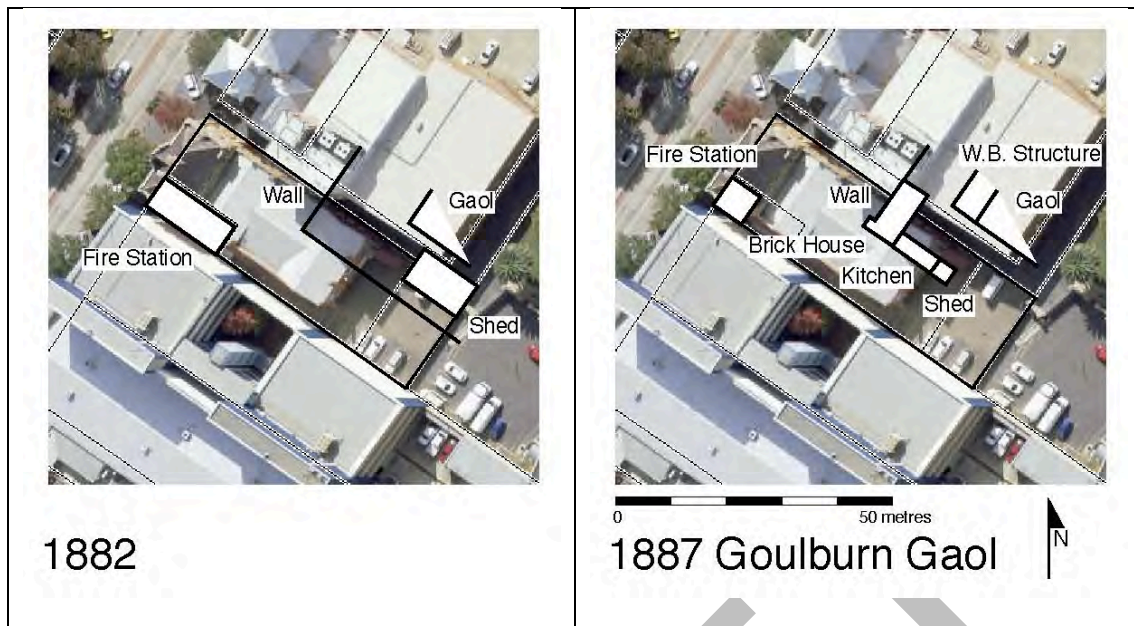


Figure 3.1. Timeline Plans of Goulburn Gaol.
Source: Basemap from SIX maps. Overlays of historical plans in Chapter 2.



Figures 3.2 and 3.3. Plan and section of proposed development of the Goulburn Performing Arts Centre.

Source. Brewster Hjorth Architects.

3.7 Photographs.



Plate 3.1. Former Town Hall (1887), 163 Auburn Street, Goulburn, NSW 2580. View from the street frontage, looking south-east.
Photograph by Dr. Edward Higginbotham, 27 September 2016



Plate 3.2. Former Town Hall (1887), 163 Auburn Street, Goulburn, NSW 2580. View along roadway on north side of building, from the street frontage, looking south-east.
Photograph by Dr. Edward Higginbotham, 27 September 2016



Plate 3.3. Former Town Hall (1887), 163 Auburn Street, Goulburn, NSW 2580. View along roadway on north side of building, with ventilation windows into basement area (?). Photograph by Dr. Edward Higginbotham, 27 September 2016



Plate 3.4. Former Town Hall (1887), 163 Auburn Street, Goulburn, NSW 2580. View along roadway on north side of building, looking north-west to Auburn Street, showing north wall of 1936 extension.

Photograph by Dr. Edward Higginbotham, 27 September 2016



Plate 3.5. Former Town Hall (1887), 163 Auburn Street, Goulburn, NSW 2580. View of east wall of 1936 extension, with basement beneath, used for car garaging and storage. Rear yard in foreground, used for car parking.

Photograph by Dr. Edward Higginbotham, 27 September 2016

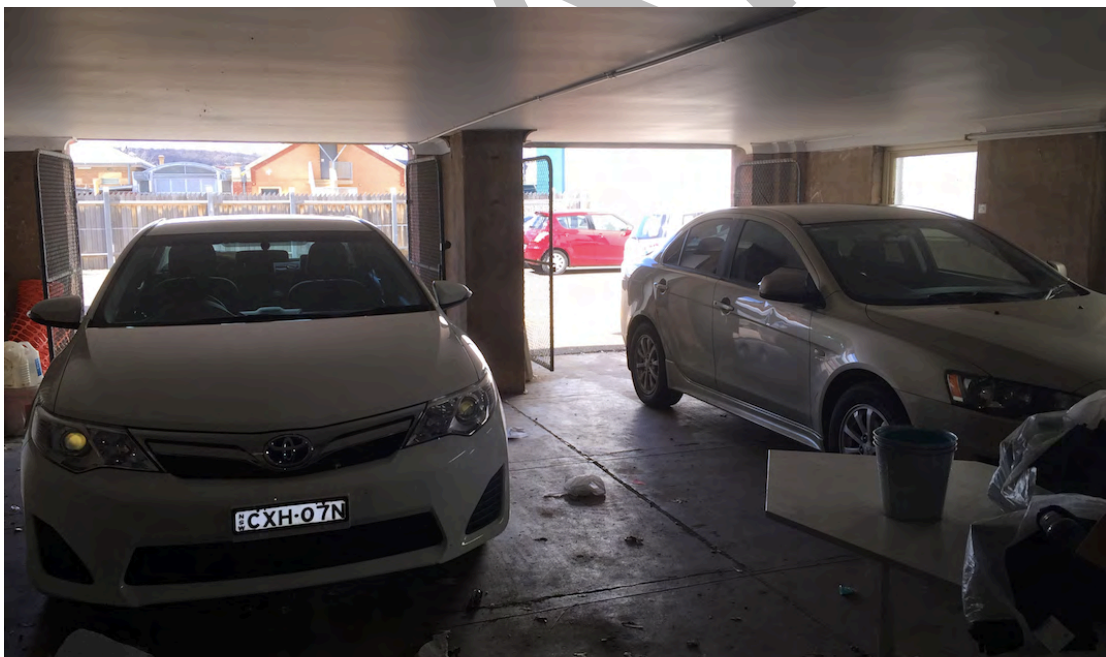


Plate 3.6. Former Town Hall (1887), 163 Auburn Street, Goulburn, NSW 2580. View of basement of 1936 extension, used for car garaging and storage.

Photograph by Dr. Edward Higginbotham, 27 September 2016



Plate 3.7. Former Town Hall (1887), 163 Auburn Street, Goulburn, NSW 2580. View of store beneath the 1936 extension.
Photograph by Dr. Edward Higginbotham, 27 September 2016



Plate 3.8. Former Town Hall (1887), 163 Auburn Street, Goulburn, NSW 2580. View of rear yard behind the 1936 extension, looking south-west from entrance to car park.
Photograph by Dr. Edward Higginbotham, 27 September 2016



Plate 3.9. Former Town Hall (1887), 163 Auburn Street, Goulburn, NSW 2580. View of rear yard behind the 1936 extension, looking north-east towards entrance to car park and Courthouse Complex.
Photograph by Dr. Edward Higginbotham, 27 September 2016.



Plate 3.10. Former Town Hall (1887), 163 Auburn Street, Goulburn, NSW 2580. View of south side of building including 1936 extension in foreground and original former Town Hall in background. Looking north-west towards Auburn Street.
Photograph by Dr. Edward Higginbotham, 27 September 2016.

4 RESEARCH THEMES.

4.1 Gaol construction in the 1840s.

Two principle typologies for prison construction occupied the period from the late 1820s up to the 1840s:

1. Cruciform and Radial Gaols.
2. The Inspector's Gaols.

James S. Kerr's landmark book, *Design for Convicts*, provided the major source for this section.⁷⁴

4.1.1 Cruciform and Radial Gaols.

Cruciform and Radial Gaols in the Australian colonies are typified by:

Darlinghurst Gaol, Sydney,
Berrima Gaol, NSW,
Parramatta Gaol, NSW
Port Macquarie, NSW.

Female Penitentiary, Launceston, Tasmania

Kingston, Norfolk Island.

4.1.2 The Inspector's Gaols.

A number of gaols in NSW and Victoria were to be constructed in accordance with the system of confinement recommended in the Second Report of the Inspectors of Prisons, 1838. This design was similar to prisons designed in accordance with the American Separate System.

These included:

Parramatta Gaol, NSW.
Bathurst Gaol, NSW.
Goulburn Gaol, NSW.
Maitland Gaol, NSW,

Port Phillip, Victoria.

Goulburn Gaol thus belongs in a comparative group of five gaols in NSW and Victoria. Port Phillip, Goulburn and Bathurst Gaols are known to have been

⁷⁴ James Semple Kerr. *Design for Convicts*. National Trust of Australia (NSW) and Australian Society for Historical Archaeology. Library of Australian History 1984.

demolished. Further research is required to determine the survival of both Maitland and Parramatta Gaol buildings of the 1840s period.

The adaptation of the various gaols to changing penal philosophies and different requirements is demonstrated by the detailed description of the development of Goulburn Gaol, as described in Chapters 2 and 3.

4.2 State Historical Themes.

The historical themes published by the Heritage Council of NSW in 2001 form a useful basis for the consideration of archaeological research themes.⁷⁵ The table of themes will be used as a template for formulating a simple set of research questions for the archaeology of these allotments.

The historical themes provide an encyclopaedic overview and assist both the historian and archaeologist to consider a wide range of questions. In the following section these same questions are considered within a framework of archaeological research themes, appropriate to archaeological evidence and the way archaeologists group their evidence.

Australian Theme	NSW Theme	Archaeological Research Questions
1 Tracing the natural evolution of Australia,	Environment - naturally evolved	Not applicable
2 Peopling Australia	Aboriginal cultures and interactions with other cultures	Goulburn was a place shared by the following Aboriginal peoples: Mulwaree, Tarlo, Burra Burra, Wollondilly, Wiradjuri, Gundungurra, Dharrook, Tharawal, Lachlan, Pajong, Parramarragoo, Cookmal and Gnunawal. The presence of any material evidence of their occupation of this property is unknown. Determine the presence or absence of Aboriginal occupation
2 Peopling Australia	Convict	Goulburn Gaol was constructed at the end of the period of Convict Transportation to NSW in 1840. The construction of the gaol reflects the penal philosophies and requirements of the period of convict transportation to NSW and elsewhere. What evidence survives of the design of the gaol to meet the requirements of convict transportation?

⁷⁵ Heritage Council of NSW. New South Wales Historical Themes, 2001.

Australian Theme	NSW Theme	Archaeological Research Questions
2 Peopling Australia	Ethnic influences	The list of those executed at Goulburn Gaol includes one possible Aborigine and two Chinese. What other nationalities are included in the gaol population?
2 Peopling Australia	Migration	What countries provided the majority of the prisoners in Goulburn Gaol?
3 Developing local, regional and national economies	Agriculture	Not applicable
3 Developing local, regional and national economies	Commerce	Not applicable
3 Developing local, regional and national economies	Communication	Not applicable
3 Developing local, regional and national economies	Environment - cultural landscape	Not applicable
3 Developing local, regional and national economies	Events	What were the crimes committed by the inmates that resulted in a death sentence?
3 Developing local, regional and national economies	Exploration	Not applicable
3 Developing local, regional and national economies	Fishing	Not applicable
3 Developing local, regional and national economies	Forestry	Not applicable
3 Developing local, regional and national economies	Health	What provision was made for the health of the inmates? Hospital within Gaol walls. Is there any archaeological evidence relating to the health of the prisoners?
3 Developing local, regional and national economies	Industry	Not applicable.
3 Developing local, regional and national economies	Mining	Not applicable
3 Developing local, regional and national economies	Pastoralism	Not applicable
3 Developing local, regional and national economies	Science	Not applicable
3 Developing local, regional and national economies	Technology	Not applicable
3 Developing local, regional and national economies	Transport	Not applicable

Australian Theme	NSW Theme	Archaeological Research Questions
4 Building settlements, towns and cities	Towns, suburbs and villages	<p>Goulburn Gaol, like the others in this group of Gaols, was built in the centre of town, adjacent to the Court House and Police Station (Watch House and Lock Up).</p> <p>By 1859, policy had changed, so that new Gaols were to be built outside towns.</p> <p>How is this change in policy reflected at Goulburn Gaol?</p>
4 Building settlements, towns and cities	Land tenure	<p>The land began use as a Government Reserve within Goulburn. It has remained in government use to the present day.</p> <p>How has the government use of the land changed over time?</p>
4 Building settlements, towns and cities	Utilities	<p>How did the supply of water, sewerage, drainage and fuel to Goulburn Gaol change over time?</p> <p>What evidence does the property reveal of the history of fire services in NSW or the local area? Fire Station site.</p>
4 Building settlements, towns and cities	Accommodation	<p>Not applicable.</p> <p>See Law and Order below.</p>
5 Working	Labour	<p>Not applicable.</p> <p>See Law and Order below.</p>
6 Educating	Education	Not applicable
7 Governing	Defence	Not applicable
7 Governing	Government and administration	<p>Goulburn Gaol performed an important function in the imprisonment of those who had been convicted by the courts.</p> <p>See Law and Order below.</p>
7 Governing	Law and order	<p>Goulburn Gaol performed an important function in the imprisonment of those who had been convicted by the courts.</p> <p>How does Goulburn Gaol reflect the development of penal philosophies and requirements?</p> <p>How were the prisoners housed?</p> <p>What work did the prisoners perform?</p> <p>What sustenance were the prisoners provided?</p> <p>What clothing was supplied to prisoners?</p> <p>What utilities were provided to prisoners?</p>
7 Governing	Welfare	Not applicable
8 Developing Australia's cultural life	Domestic life	What was the nature of any accommodation provided to prison staff?

Australian Theme	NSW Theme	Archaeological Research Questions
8 Developing Australia's cultural life	Creative endeavour	Not applicable
8 Developing Australia's cultural life	Leisure	Not applicable
8 Developing Australia's cultural life	Religion	What religious teaching or freedom was allowed to the prisoners?
8 Developing Australia's cultural life	Social institutions	Not applicable
8 Developing Australia's cultural life	Sport	Not applicable
9 Marking the phases of life	Birth and Death	What deaths occurred in Goulburn Gaol? What were the causes of death? Where were prisoners buried after death?
9 Marking the phases of life	Persons	What were the life paths of persons who were convicted and imprisoned in Goulburn Gaol?

4.3 Archaeological investigations of comparative sites in NSW.

A number of archaeological investigations have been undertaken at gaols in NSW. All the available reports refer to Cruciform or Radial Gaols. None relate to the gaol typology of Goulburn Gaol, except for Old Dubbo Gaol.

Darlinghurst Gaol.

Old Sydney Gaol: the 1979 rescue excavation: a report / by Patricia E Burritt. Monograph. 1980.

An interim report on the archaeological possibilities at the site of Darlinghurst Gaol (1841 - 1912) Sydney, NSW / by Patricia E Burritt on behalf of the Department of Public Works of the NSW Government. Monograph 1981.

East Sydney Technical College (formerly Darlinghurst Gaol) : archaeological monitoring report : / prepared for NSW Technical & Further Education Commission (TAFE) ; prepared by Heritage Design Services, NSW Department of Public Works & Services. Monograph. Sydney DPWS, 2000

Darlinghurst TAFE College, Sydney : archaeological research design / prepared for NSW Department of Education and Training Monograph. Sydney Archaeological & Heritage Management Solutions, 2005

Port Macquarie Gaol.

Edward Higginbotham and Associates Pty Ltd. Conservation Management Plan for the Historic Well Motel, 1-3 Stewart Street, Port Macquarie, NSW. Allen Jack & Cottier Architects Pty Ltd & Historic Well Motel, Port Macquarie. 2001.

3-5 Stewart St, Port Macquarie, part of the site of the former Port Macquarie Gaol, Port Macquarie N.S.W. : Archaeological assessment, research design, test excavation methodology & heritage impact statement / prepared for Glenco Property Holdings. Monograph. Sydney Archaeological Management & Consulting Group Pty Ltd, 2005

3-5 Stewart St, Port Macquarie, part of the site of the former Port Macquarie Gaol, Port Macquarie N.S.W. : Archaeological test excavation / prepared for Glenco Property Holdings. Monograph. Sydney Archaeological Management & Consulting Group Pty Ltd, 2006

Portions of the former Port Macquarie gaol 3-5 Stewart Street, Port Macquarie, NSW : Interpretation strategy and methodology imitative reconstruction / prepared for Glenco Property Holdings by AMAC. Sydney Archaeological Management & Consulting Group Pty Ltd, 2006

1-3 Stewart St, Port Macquarie, part of the site of the former Port Macquarie Gaol, Port Macquarie N.S.W. : archaeological assessment, research design, & test excavation methodology S140 NSW Heritage Act / prepared for Glenco Seamist Holdings Pty Ltd. by AMAC. Monograph Sydney Archaeological Management & Consulting Group Pty Ltd, 2006

1-3 Stewart St, Port Macquarie, part of the site of the former Port Macquarie Gaol, Port Macquarie N.S.W. : Test excavation report & permit application activities pursuant to s139 Heritage Act NSW - 1977. Research design & excavation methodology mitigation strategy & statement of heritage impact / prepared for Glenco HIV Pty Ltd.. Monograph Sydney Archaeological Management & Consulting Group Pty Ltd, 2007

Trial Bay Gaol.

Monitoring report : Trial bay gaol, Arakoon state conservation area, NSW mid north coast / prepared for NSW National Parks & Wildlife Service by Dan Tuck. [Variant title: Trial Bay Gaol fencing and railing (Kitchen - ablutions blocks and brick store stairs)] Monograph. Brunswick Heads : D Tuck, 2011

Historical archaeological monitoring report : Trial bay gaol, Arakoon state conservation area, NSW mid north coast. Prison gatehouse - drainage works monitoring / prepared for NSW National Parks & Wildlife Service by Dan Tuck. Monograph. Brunswick Heads : D Tuck, 2013.

Old Dubbo Gaol.

Edward Higginbotham and Associates Pty Ltd. Archaeological assessment and geophysical investigation of the Old Dubbo Gaol, Macquarie Street, Dubbo, NSW 2830. Dubbo City Council. May 2014

5 CULTURAL SIGNIFICANCE.

5.1 Current assessment criteria.

In this chapter the cultural significance of the subject site is assessed according to standard criteria.

The State Heritage Register and the State Heritage Inventory were established under Part 3A of the Heritage Act (as amended in 1998) for listing of items of environmental heritage.⁷⁶ The State Heritage Register list items, which are of state heritage significance, while the State Heritage Inventory includes items of local heritage significance.⁷⁷ A number of items listed on the State Heritage Inventory are also of state heritage significance.

To be assessed for listing on the State Heritage Register (state significance) or State Heritage Inventory (local significance) an item will, in the opinion of the Heritage Council of NSW, meet one or more of the following criteria.⁷⁸

Criterion a. An item is important in the course, or pattern, of NSW's cultural or natural history or

An item is important in the course, or pattern, of the local area's cultural or natural history;

Guidelines for Inclusion	Guidelines for Exclusion
<ul style="list-style-type: none">• shows evidence of a significant human activity.• is associated with a significant activity or historical phase.• maintains or shows the continuity of a historical process or activity.	<ul style="list-style-type: none">• has incidental or unsubstantiated connections with historically important activities or processes.• provides evidence of activities or processes that are of dubious historical importance.• has been so altered that it can no longer provide evidence of a particular association.

⁷⁶ **environmental heritage** means those places, buildings, works, relics, moveable objects, and precincts, of state or local heritage significance (section 4, *Heritage Act, 1977*).

⁷⁷ **state heritage significance**, in relation to a place, building, work, relic, moveable object or precinct, means significance to the State in relation to the historical, scientific cultural, social, archaeological, architectural, natural or aesthetic value of the item (section 4A(1), *Heritage Act, 1977*).

⁷⁸ Guidelines for the application of these criteria have now been prepared by the NSW Heritage Office. See inclusion and exclusion guidelines in: NSW Heritage Office. 2000. Assessing Heritage Significance. A NSW Heritage Manual Update.

See also:

Heritage Office and Department of Urban Affairs and Planning. 1996. Heritage Assessments. pp. 4-7.

Criterion 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
An item has strong or special association with the life or works of a person, or group of persons, of importance in the cultural or natural history of the local area;

Guidelines for Inclusion	Guidelines for Exclusion
<ul style="list-style-type: none"> • shows evidence of significant human occupation. • is associated with a significant event, person or group of persons. 	<ul style="list-style-type: none"> • has incidental or unsubstantiated connections with historically important people or events. • provides evidence of people or events that are of dubious historical importance. • has been so altered that it can no longer provide evidence of a particular association.

Criterion c. An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW, or
An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in the local area;

Guidelines for Inclusion	Guidelines for Exclusion
<ul style="list-style-type: none"> • shows or is associated with creative or technical innovation or achievement. • is the inspiration for a creative or technical innovation or achievement. • is aesthetically distinctive. • has landmark qualities. • exemplifies a particular taste, style or technology. 	<ul style="list-style-type: none"> • is not a major work by an important designer or artist. • has lost its design or technical integrity. • its positive visual or sensory appeal or landmark and scenic qualities have been more than temporarily degraded. • has only a loose association with a creative or technical achievement.

Criterion d. An item has strong or special association with a particular community or cultural group in NSW for social, cultural or spiritual reasons, or
An item has strong or special association with a particular community or cultural group in the local area for social, cultural or spiritual reasons;

Guidelines for Inclusion	Guidelines for Exclusion
<ul style="list-style-type: none"> • is important for its associations with an identifiable group. • is important to a community's sense of place. 	<ul style="list-style-type: none"> • is only important to the community for amenity reasons. • is retained only in preference to a proposed alternative.

Criterion e. An item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history, or
An item has potential to yield information that will contribute to an understanding of the local area's cultural or natural history;

Guidelines for Inclusion	Guidelines for Exclusion
<ul style="list-style-type: none"> • has the potential to yield new or further substantial scientific and/or archaeological information. • is an important benchmark or reference of its type. • provides evidence of past human cultures that is unavailable elsewhere. 	<ul style="list-style-type: none"> • only contains information that is readily available from other resources or archaeological sites. • the knowledge gained would be irrelevant to research on science, human history or culture. • has little archaeological or research potential.

Criterion f. An item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history, or

An item possesses uncommon, rare or endangered aspects of the local area's cultural or natural history;

Guidelines for Inclusion	Guidelines for Exclusion
<ul style="list-style-type: none">• provides evidence of a defunct custom, way of life or process.• demonstrates a process, custom or other human activity that is in danger of being lost.• shows unusually accurate evidence of a significant human activity.• is the only example of its type.• demonstrates designs or techniques of exceptional interest.• shows rare evidence of a significant human activity important to a community.	<ul style="list-style-type: none">• is not rare.• is numerous but under threat.

Criterion g. An item is important in demonstrating the principal characteristics of a class of NSW's

cultural or natural places; or

cultural or natural environments, or

An item is important in demonstrating the principal characteristics of a class of the local area's

cultural or natural places; or

cultural or natural environments.

Guidelines for Inclusion	Guidelines for Exclusion
<ul style="list-style-type: none">• is a fine example of its type.• has the principal characteristics of an important class or group of items.• has attributes typical of a particular way of life, philosophy, custom, significant process, design, technique or activity.• is a significant variation to a class of items.• is a part of a group which collectively illustrates a representative type.• is outstanding because of its integrity or the esteem in which it is held..	<ul style="list-style-type: none">• is a poor example of its type.• does not include or has lost the range of characteristics of a type.• does not represent well the characteristics that make up a significant variation of a type.

An item is not to be excluded from the Register or Inventory on the ground that items with similar characteristics have already been listed on the Register or Inventory.

In criteria a to g, where an item is deemed to be of local significance, the words "local area" should be substituted for "NSW".

5.2 Grading of significance.

The NSW Heritage Manual describes the methodology for grading of significance for items within a place. This has been further described in “Assessing Heritage Significance”, published by the NSW Heritage Office in 2000.⁷⁹ Additional information for the grading of significance is also provided in “Assessing Significance for Historical Archaeological Sites and Relics”, published by the Heritage Branch, Department of Planning in 2009.⁸⁰

Grading	Justification	Status
Exceptional	Rare or outstanding item of local or state significance. High degree of intactness. Item can be interpreted relatively easily.	Fulfils criteria for local or state listing.
High	High degree of original fabric. Demonstrates key element of the item's significance. Alterations do not detract from significance.	Fulfils criteria for local or state listing.
Moderate	Altered or modified elements. Elements with little heritage value, but which contribute to the overall significance of the item.	Fulfils criteria for local or state listing.
Little	Alterations detract from significance. Difficult to interpret.	Does not fulfil criteria for local or state listing.
Intrusive	Damaging to the item's heritage significance	Does not fulfil criteria for local or state listing.

⁷⁹ NSW Heritage Office. 2000. Assessing Heritage Significance. A NSW Heritage Manual Update.

⁸⁰ Heritage Branch, Department of Planning. 2009. Assessing Significance for Historical Archaeological Sites and Relics.

5.3 Archaeological significance.

The term 'archaeological significance' was defined in the 1980s as the extent to which a site may contribute knowledge, not available from other sources, to current themes in historical archaeology and related disciplines.⁸¹ 'Archaeological significance' is included in Criterion E of the current criteria for assessment.

It is clear that the determination of archaeological significance is closely related and, in fact, dependent upon the development of current research themes in historical archaeology.

The consideration of archaeological significance is further discussed in "Assessing Significance for Historical Archaeological Sites and Relics."⁸² These guidelines indicate that it is necessary for archaeological sites to be assessed using more than one significance criterion. They also provide advice on other values, including:

- intactness, or physical condition.
- lifeways, referring to J. S. Kerr's well known phrase, the "ability to demonstrate" a way of life, custom, etc.⁸³
- the challenge of potential (surviving condition), namely the difficulties associated with assessing the intactness of a site that is below ground and not visible.
- Changes in significance, namely the possible differences in assessment of significance before and after archaeological investigation.
- Multiple heritage values.

The guidelines also provide assistance with assessing the historical criteria for archaeological sites and relics.

⁸¹ This definition is based upon the following references; A. Bickford, & S. Sullivan, 'Assessing the research significance of historic sites', in S. Sullivan, & S. Bowdler, *Site survey and significance assessment in Australian archaeology*, Dept. of Prehistory, Research School of Pacific Studies, ANU, Canberra, 1984, pp. 19-26.; S. Sullivan, & S. Bowdler, *Site survey and significance assessment in Australian archaeology*, Dept. of Prehistory, Research School of Pacific Studies, ANU, Canberra, 1984, passim.

⁸² Heritage Branch, Department of Planning. 2009. Assessing Significance for Historical Archaeological Sites and Relics.

⁸³ James Semple Kerr. The Conservation Plan. Australia ICOMOS, 2103, passim. The concept of the "ability to demonstrate" was developed by J S Kerr from the first edition of the Conservation Plan in 1982.

5.4 The heritage significance of the subject site.

5.4.1 Former Town Hall (1887) and Extension (1936).

The statement of significance for the former Town Hall (1887) and its extension (1936) is included in GBA Heritage Conservation Management Plan.⁸⁴

Of relevance to the archaeological sites of the former Goulburn Gaol and former Fire Station is the following statement regarding Criterion (e).

Criterion (e) - 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 former Town Hall is built within the former Crown reserve which housed the mid nineteenth century court house, gaol and police lock-up (all demolished), although these buildings have been identified as being located away from the current building's footprint. Historical evidence also suggests that the current subject site was used by the Goulburn Fire Brigade before the Town Hall was built in 1887 and that the Brigade had built a shed at the south western corner of the site on Auburn Street (now the location of the driveway). However the building of the 1887 building and subsequent additions mean that the site has already been disturbed.

5.4.2 Site of the former Goulburn Gaol (1841, 1845 to 1880s) and associated structures.

The following statement of significance is prepared in accordance with the current assessment guidelines. It concentrates on aspects of archaeological and historical significance.

A. an item is important in the course, or pattern, of NSW's cultural or natural history; Goulburn Gaol is one of a group of four similar gaols, built in the 1840s, including Port Phillip, Victoria; Maitland, Bathurst and Goulburn in NSW. In its design it harks back to the period of Convict Transportation to NSW, which ended in 1840. The development of the Gaol from the 1840s to the 1880s mirrors the additions and alterations that were carried out at many NSW gaols, to cater for new penal requirements, to provide improved conditions for staff, to provide utilities and new services, or to make repairs on substandard or inadequate work.

Level of significance: State.

⁸⁴ GBA Heritage Conservation Management Plan. Former Goulburn Town Hall, 163 Auburn Street, Goulburn. October 2016: 49 ff.

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;

Further research would be required to determine this aspect of significance.

Level of significance: -

C. an item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW;

The design of Goulburn Gaol is associated with the contemporary philosophy of penal institutions, particularly with the Second Report of the Inspectors of Prisons, 1838, and associated influences from The United States and the United Kingdom.

Level of significance: State.

D. an item has strong or special association with a particular community or cultural group in NSW for social, cultural or spiritual reasons;

Further research would be required to determine this aspect of significance.

Level of significance: -

E. an item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history;

Goulburn Gaol and its development from the 1840s to the 1880s has the potential to contribute to a number of archaeological research themes in historical archaeology. These include the following State Historical Themes and archaeological research questions (see Chapter 4 for further details).

Australian Theme	NSW Theme	Archaeological Research Questions
2 Peopling Australia	Aboriginal cultures and interactions with other cultures	<p>Goulburn was a place shared by the following Aboriginal peoples: Mulwaree, Tarlo, Burra Burra, Wollondilly, Wiradjuri, Gundungurra, Dharrook, Tharawal, Lachlan, Pajong, Parramarragoo, Cookmal and Gnunawal.</p> <p>The presence of any material evidence of their occupation of this property is unknown.</p> <p>Determine the presence or absence of Aboriginal occupation.</p>
2 Peopling Australia	Convict	<p>Goulburn Gaol was constructed at the end of the period of Convict Transportation to NSW in 1840.</p> <p>The construction of the gaol reflects the penal philosophies and requirements of the period of convict transportation to NSW and elsewhere.</p> <p>What evidence survives of the design of the gaol to meet the requirements of convict transportation?</p>

Australian Theme	NSW Theme	Archaeological Research Questions
2 Peopling Australia	Ethnic influences	<p>The list of those executed at Goulburn Gaol includes one possible Aborigine and two Chinese.</p> <p>What other nationalities are included in the gaol population?</p>
2 Peopling Australia	Migration	<p>What countries provided the majority of the prisoners in Goulburn Gaol?</p>
3 Developing local, regional and national economies	Events	<p>What were the crimes committed by the inmates that resulted in a death sentence?</p>
3 Developing local, regional and national economies	Health	<p>What provision was made for the health of the inmates? Hospital within Gaol walls.</p> <p>Is there any archaeological evidence relating to the health of the prisoners?</p>
4 Building settlements, towns and cities	Towns, suburbs and villages	<p>Goulburn Gaol, like the others in this group of Gaols, was built in the centre of town, adjacent to the Court House and Police Station (Watch House and Lock Up).</p> <p>By 1859, policy had changed, so that new Gaols were to be built outside towns.</p> <p>How is this change in policy reflected at Goulburn Gaol?</p>
4 Building settlements, towns and cities	Land tenure	<p>The land began use as a Government Reserve within Goulburn. It has remained in government use to the present day.</p> <p>How has the government use of the land changed over time?</p>
4 Building settlements, towns and cities	Utilities	<p>How did the supply of water, sewerage, drainage and fuel to Goulburn Gaol change over time?</p> <p>What evidence does the property reveal of the history of fire services in NSW or the local area? Fire Station site.</p>
7 Governing	Government and administration	<p>Goulburn Gaol performed an important function in the imprisonment of those who had been convicted by the courts.</p> <p>See Law and Order below.</p>
7 Governing	Law and order	<p>Goulburn Gaol performed an important function in the imprisonment of those who had been convicted by the courts.</p> <p>How does Goulburn Gaol reflect the development of penal philosophies and requirements?</p> <p>How were the prisoners housed?</p> <p>What work did the prisoners perform?</p> <p>What sustenance were the prisoners provided?</p> <p>What clothing was supplied to prisoners?</p> <p>What utilities were provided to prisoners?</p>

Australian Theme	NSW Theme	Archaeological Research Questions
8 Developing Australia's cultural life	Domestic life	What was the nature of any accommodation provided to prison staff?
8 Developing Australia's cultural life	Religion	What religious teaching or freedom was allowed to the prisoners?
9 Marking the phases of life	Birth and Death	What deaths occurred in Goulburn Gaol? What were the causes of death? Where were prisoners buried after death?
9 Marking the phases of life	Persons	What were the life paths of persons who were convicted and imprisoned in Goulburn Gaol?

Level of significance: State

F. an item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history;

Goulburn Gaol was one of a small group of four gaols, built to a similar design, including Port Phillip, Victoria; Maitland, Bathurst and Goulburn in NSW.

Level of significance: State.

G. an item is important in demonstrating the principal characteristics of a class of NSW's cultural or natural places; or cultural or natural environments.

The development of Goulburn Gaol from the 1840s to the 1880s mirrors the additions and alterations that were carried out at many NSW gaols, to cater for new penal requirements, to provide improved conditions for staff, to provide utilities and new services, or to make repairs on substandard or inadequate work.

Level of significance: State

5.4.3 Site of the former Goulburn Municipal Fire Station.

The following statement of significance is prepared in accordance with the current assessment guidelines. It concentrates on aspects of archaeological and historical significance.

A. an item is important in the course, or pattern, of NSW's cultural or natural history;

The site of the Fire Station at 163 Auburn Street was the second of three fire stations in Goulburn, the first being located in Verner Street and the third in Montague Street. The Auburn Street fire station was used from 1866 to the early 1880s. Most municipal governments in NSW had their own fire brigades.

Level of significance: Local.

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;

Further research would be required to determine this aspect of significance.

Level of significance: -

C. an item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW;

Not applicable.

Level of significance: -

D. an item has strong or special association with a particular community or cultural group in NSW for social, cultural or spiritual reasons;

Further research would be required to determine this aspect of significance.

Level of significance: -

E. an item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history;

Given it has been disturbed by footings and services of later buildings, the site of the Fire Station is unlikely to make a contribution to archaeological research themes in historical archaeology. See the following State Historical Themes and archaeological research questions (see Chapter 4 for further details).

A comparative study of the extant fire stations in NSW is likely to make a much greater contribution to our knowledge of fire fighting, fire brigades and fire stations than an archaeological investigation of this site.

Australian Theme	NSW Theme	Archaeological Research Questions
4 Building settlements, towns and cities	Land tenure	The land began use as a Government Reserve within Goulburn. It has remained in government use to the present day. How has the government use of the land changed over time?
4 Building settlements, towns and cities	Utilities	How did the supply of water, sewerage, drainage and fuel to Goulburn Gaol change over time? What evidence does the property reveal of the history of fire services in NSW or the local area? Fire Station site.

Level of significance: Local.

F. an item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history;

Further research would be required to determine this aspect of significance.

Level of significance: -

G. an item is important in demonstrating the principal characteristics of a class of NSW's

cultural or natural places; or

cultural or natural environments.

Further research would be required to determine this aspect of significance.

Level of significance: -

5.5 Summary of statement of significance.

5.5.1 Site of the former Goulburn Gaol (1841, 1845 to 1880s) and associated structures.

The statement of significance for the Site of Former Goulburn Gaol (1841, 1845 to 1880s) and associated structures may be summarised as follows:

Criterion	Level
a. Historical.	State
b. Historical association.	-
c. Aesthetic	State
d. Social	-
e. Scientific	State
f. Rarity.	State
g. Representativeness.	State

The site is assessed as possessing state significance.

Goulburn Gaol is one of a group of four similar gaols, built in the 1840s, including Port Phillip, Victoria; Maitland, Bathurst and Goulburn in NSW. In its design it harks back to the period of Convict Transportation to NSW, which ended in 1840. The development of the Gaol from the 1840s to the 1880s mirrors the additions and alterations that were carried out at many NSW gaols, to cater for new penal requirements, to provide improved conditions for staff, to provide utilities and new services, or to make repairs on substandard or inadequate work.

The design of Goulburn Gaol is associated with the contemporary philosophy of penal institutions, particularly with the Second Report of the Inspectors of Prisons, 1838, and associated influences from The United States and the United Kingdom.

Goulburn Gaol and its development from the 1840s to the 1880s has the potential to contribute to a number of archaeological research themes in historical archaeology.

5.5.2 Site of the former Goulburn Municipal Fire Station.

The statement of significance for the subject site may be summarised as follows:

Criterion	Level
a. Historical.	Local
b. Historical association.	-
c. Aesthetic	-
d. Social	-
e. Scientific	Local
f. Rarity.	-
g. Representativeness.	-

The site is assessed as possessing state significance.

The site of the Fire Station at 163 Auburn Street was the second of three fire stations in Goulburn, the first being located in Verner Street and the third in Montague Street. The Auburn Street fire station was used from 1866 to the early 1880s. Most municipal governments in NSW had their own fire brigades.

Given it has been disturbed by footings and services of later buildings, the site of the Fire Station is unlikely to make a contribution to archaeological research themes in historical archaeology. A comparative study of the extant fire stations in NSW is likely to make a much greater contribution to our knowledge of fire fighting, fire brigades and fire stations than an archaeological investigation of this site.

5.6 Grading of archaeological sites on subject property.

Prior to archaeological excavation, there is limited scope for the grading of the archaeological items on the subject site.

At this stage the site of the Former Goulburn Gaol (1841, 1845 to 1880s) and associated structures is of state significance, while the site of the former Goulburn Municipal Fire Station is of local significance.

6 CONSERVATION GUIDELINES AND RECOMMENDATIONS.

6.1 Constraints and opportunities (conservation policies and guidelines).

6.1.1 The NSW *Heritage Act* and historical archaeology

The *Heritage Act* contains various legal measures to protect historical archaeological resources.

Where historical research has revealed the location of historical settlement, experience has shown that the discovery of relics is highly likely once the soil is disturbed. When relics are revealed the Heritage Council must be notified. This may involve delay until appropriate arrangements can be made to record the archaeological remains. As a result, developers and others are normally advised that excavation permits must be obtained prior to undertaking works, which involve excavation or the disturbance of historical sites. In this way most delays can be avoided.

The definition of 'relics' under the NSW Heritage Act has recently been changed, as follows:

The new definition is:

'relic means any deposit, artefact, object or material evidence that:

- (a) relates to the settlement of the area that comprises New South Wales, not being Aboriginal settlement, and
- (b) is of State or local heritage significance."⁸⁵

Section 139 of the *Heritage Act* provides that:

- c). A person must not disturb or excavate any land 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 unless the disturbance or excavation is carried out in accordance with an excavation permit.*
- d). A person must not disturb or excavate any land on which the person has discovered or exposed a relic except in accordance with an excavation permit.*

⁸⁵ Heritage Act, 1977, No. 136, as amended. Part 1. Section 4. Definitions.

If a site is the subject of an order under Section 130, an Interim Heritage Order, or is listed on the State Heritage Register, approval for an excavation permit is required under Section 60 of the *Heritage Act*.

If a site is not the subject of an order under the *Heritage Act* and is not listed on the State heritage Register, an excavation permit is required, in accordance with Section 140.

Section 146 of the *Heritage Act* requires that the accidental discovery of relics should be reported to the Heritage Council of NSW.

A person who is aware or believes that he or she has discovered or located a relic (in any circumstances, and whether or not the person has been issued with an excavation permit) must:

- e). within a reasonable time after he or she first becomes aware or believes that he or she has discovered or located that relic, notify the Heritage Council of the location of the relic, unless he or she believes on reasonable grounds that the Heritage Council is aware of the location of the relic, and*
- f). within the period required by the Heritage Council, furnish the Heritage Council with such information concerning the relic as the Heritage Council may reasonably require.*

When an item of heritage significance comes under the ownership or control of a public authority, the authority is required to record it in a Heritage and Conservation Register, under section 170 of the *Heritage Act*. The purpose of the provision is to alert the authority whenever works are proposed, which might affect the item.

6.1.2 Standard exemptions and exceptions under the *Heritage Act*.

Certain activities on sites listed on the NSW Heritage Register do not require permit application. These standard exemptions under section 57 of the *Heritage Act* were first published in 1999 by the NSW Heritage Office and updated in 2008.

On other archaeological sites, whether or not listed on the NSW Heritage Inventory, there are various situations where an application can be made for a permit exception. Permit exceptions under section 139 of the *Heritage Act* were published in 2002 by the NSW Heritage Office and were again updated in 2008.

These exemptions and exceptions have been recently updated and are available on the Heritage Office web site.⁸⁶

Apart from the Heritage Act, the requirements of all other legislation are outside the scope of this report.

6.1.3 Interpretation and display.

The ICOMOS Burra Charter states that “the cultural significance of many places is not readily apparent, and should be explained by interpretation. Interpretation should enhance understanding and enjoyment, and be culturally appropriate.”⁸⁷

Opportunities for the interpretation and display of the site should be investigated both during and after the completion of archaeological investigation. Even though many of the remains may be removed there are various strategies whereby artifacts and archaeological remains may be conserved and put on display, thereby achieving a public outcome for the archaeological investigation.

Provision should be made to display the evidence and contribution of the site recovered by historical research and archaeological excavation.

6.1.4 Conservation in situ.

The NSW Heritage Office states in *Archaeological Assessments* that conservation in situ may be appropriate under certain circumstances:

“An archaeological assessment may conclude that the most appropriate management action for the archaeological remains is conservation in situ. This may be because the archaeological features are of such significance or research value that they warrant retention or conservation in the place where they were found.

The procedures for determining appropriate conservation and management actions for such sites are the same as for any other item of environmental heritage.”⁸⁸

⁸⁶ NSW Government Gazette, Number 110. 5 September 2008, pages 9176-9184. See NSW Heritage Branch website, publications page, permits and application forms:

<http://www.environment.nsw.gov.au/Heritage/publications/permitapps.htm>

⁸⁷ Australia ICOMOS Inc. The Burra Charter. The Australia ICOMOS Charter for Places of Cultural Significance. 1999. p. 8.

The ICOMOS *Burra Charter*, the standard guidelines for heritage conservation, also recommends conservation in situ for heritage items:

- Article 9.1 The physical location of a place is part of its cultural significance. A building, work or other component of a place should remain in its historical location. Relocation is generally unacceptable unless this is the sole practical means of ensuring its survival.
- Article 28.1 Disturbance of significant fabric for study, or to obtain evidence, should be minimised. Study of a place by any disturbance of the fabric, including archaeological excavation, should only be undertaken to provide data essential for decisions on the conservation of the place, or to obtain important evidence about to be lost or made inaccessible.
- Article 28.2 Investigations of a place, which requires disturbance of the fabric, apart from that necessary to make decisions, may be appropriate provided that it is consistent with the policy for the place. Such investigations should be based on important research questions which have potential to substantially aid our knowledge, which cannot be answered in other ways and which minimise disturbance of the significant fabric.⁸⁹

The ICOMOS Burra Charter seeks to minimise disturbance of fabric by archaeological investigation, revealing the assumption that the heritage item is to be conserved, rather than subject to redevelopment. The destruction of an archaeological site by redevelopment is therefore outside the scope of the Burra Charter guidelines.

Nonetheless the archaeological assessment guidelines make it clear that items of heritage significance, particularly State significance, may warrant conservation in situ.

6.2 Recommendations.

The heritage legislation, conservation policies and guidelines outlined in Section 6.1 can be summarised as a series of recommendations.

⁸⁸ Heritage Office and Department of Urban Affairs and Planning. 1996. Archaeological assessments.

⁸⁹ Australia ICOMOS Inc. The Burra Charter. The Australia ICOMOS Charter for Places of Cultural Significance. 1999. p. 5, 9.

It is recommended that:

Recommendations
1. The client should meet with the Heritage Division to determine the likely outcomes of the archaeological excavation, in terms of conservation and management of the archaeological remains of the former Goulburn Gaol and associated structures.
2. Application should be made for an excavation permit under Section 140 of the Heritage Act.
3. The site of the former Goulburn Gaol should be subject to area archaeological excavation, as described below. The area of the excavation should take in the footprint of the whole of the proposed basement, not just the area within the former gaol walls Figures 3.2 and 3.3). The reason for this recommendation is to ensure that the remains of the gaol are fully excavated and the burial of Thomas Whitton (1840) is located, if it is on the subject property.
3.1. The 1936 extension to the Town Hall should be demolished to ground level, excluding the concrete slab or other flooring, and excluding below ground footings. These footings should be left in situ until after the archaeological excavation is completed.
3.2. All services should be located and planned with depths shown. The services should be marked out on site, with depths shown.
3.3. The excavation director should supervise the removal of the concrete slab floor and the removal of the bitumen surface of the rear yard. A mechanical excavator with a toothed bucket should be used for this initial stage of work.
3.4. The excavation director should supervise the removal of fill layers to the top of significant archaeological remains or to natural soil, whichever is higher. A mechanical excavator with a mud bucket should be used for this stage of work.
3.5. Following the completion of machine excavation to expose the archaeological remains of the former Goulburn Gaol and associated structures, the remaining archaeological features should be subject to manual excavation by a team of qualified archaeologists and others.
3.6. The archaeological site should be protected after the completion of archaeological excavation, if it is required to be left open for more than one week. It is standard practice to use geotextile sheeting and a layer of sand, 300 mm thick, as the basis for protection. Other measures may have to be taken to protect the site from deterioration.
3.7. An archaeological monitoring programme should be completed for any new services or disturbance of the site of the fire station (1866-1886) (Figure 3.1).
4. Upon the completion of archaeological excavation, the client should negotiate with the Heritage Division regarding any requirements for conservation or management of the archaeological site. (Section 6.1.4).

Recommendations
5. The client should also negotiate with the Heritage Division regarding any requirements for interpretation and display of the archaeological site. (Section 6.1.3).
6. The burial of Thomas Whitton, executed in 1840, may be located on the subject site. This recommendation will be finalised after consultation with the Department of Health. Provisional recommendations are listed below and should ensure that there is no delay in the archaeological excavation.
6.1. An application to exhume the remains of Thomas Whitton should be made to NSW Health.
6.2. The archaeological assessment report should be included with the application.
6.3. NSW Health should process the application to exhume, so that it is ready for approval, should the remains of Thomas Whitton be located during the archaeological excavation.
6.4. The remains of Thomas Whitton should be exhumed using standard archaeological excavation techniques (see Appendix 4). The remains should be subject to complete forensic analysis, including DNA analysis, prior to reburial in a consecrated cemetery, in the section known to be the denomination of the deceased, otherwise the Anglican section.
7. Further research. During or upon completion of the archaeological excavation, further research should be completed to determine the names of all staff employed at the former Goulburn Gaol, as well as the names of all those imprisoned at the Gaol. Historical biographies should be prepared for each individual (staff and death sentence prisoners), so that the range of social and economic status can be determined, as well as evidence for religious belief, ethnicity, migration and health.
8. Sufficient time and resources should be made available for the excavation and recording of archaeological features discovered during the archaeological investigation.
9. The standard conditions of the excavation permit require the work to be completed to a high standard. The investigation should include: <ul style="list-style-type: none">• A detailed record of all features and structures discovered, using plans, photographs and written records.• A catalogue of all the artifacts and other relics recovered, including accurate provenance, description and interpretation.• The stabilisation, cleaning and packaging of all the artifacts, and the placement of the collection in a permanent repository.• The backfilling of the excavation, where appropriate.• The preparation of a final report, including a description and interpretation of the excavation, detailed historical research, the contribution to research themes, and excavation method.

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Goulburn Town (G.800b), W Hoddle, Nov 1833, SR Map 2790

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APPENDIX 1. GOULBURN GAOL BLUE BOOKS

Year	Work	Estimated Cost	Commenced	Finished or Unfinished	Expenditure to Date	Reference
1836	Goulburn Courthouse and Watchhouse – Repairs			Finished	19/17/1	4/268 p 50
1837	Construction Temporary Watchhouse	£150	1837	Finished	£150	4/269 p 58
1838						4/270
1839						4/271
1840						4/272
1841	Constructing Goulburn Gaol	£15,000	1841	Unfinished	£2124/4/0	4/273 p 60
1842	Constructing Goulburn Gaol	£15,000	1841	Unfinished	£7551	4/274 p 104
1843	Constructing Goulburn Gaol	£15,000	1841	Unfinished	£11012/9/0	4/276 p 124
1844	Constructing Goulburn Gaol	£15,000	1841	Unfinished	£11812/9/0	4/277 p 138
1845	Constructing Goulburn Gaol and Wall	£17,600	1841	Unfinished	£14360/8/0	4/278 p 136
1846	Constructing Goulburn Gaol and Wall	£17,600	1841	Unfinished	£15381/19/6	4/279 p 138
1847	Constructing Goulburn Gaol and Wall Notes. This Gaol has been occupied since 1 July 1847	£17,600	1841	Unfinished	£15872/6/8	4/280 p 138
	Constructing Courthouse	£2000	1847	Unfinished	£550	
	Constructing Watchhouse	£450	1847	Finished	£350	
1848	Constructing Goulburn Gaol and Wall	£17,600	1841	Unfinished	£16450/17/1	4/281 p 130
	Constructing Courthouse	£2000	1847	Unfinished	£1498/7/6	

Year	Work	Estimated Cost	Commenced	Finished or Unfinished	Expenditure to Date	Reference
1849	Constructing Courthouse	£2000	1847	Finished	£1966/7/0	4/282 p 142
	Goulburn Gaol repairs		1849	Finished	£22/2/0	
1850	Goulburn Gaol Drains		1850	Finished	£106/8/6	4/283 p 152
1851						4/284
1852	Goulburn & Maitland Gaols Additions, Alteration & Repairs		1852	Finished	£19/3/5	4/285 p 142
1853	Goulburn Gaol Additions		1853	Finished	£753/8/0	4/286 p 164
1854	Goulburn Gaol Repairs		1854	Finished	£60/8/0	4/287 p 18
1855	Goulburn & Maitland Gaols Repairs		1855	Finished	£48/16/2	4/288 p 212
1856						4/289
1857						4/290

APPENDIX 2. LIST OF EXECUTIONS OF PRISONERS, GOULBURN GAOL.

Research by Dr. Terry Kass.

Research for executions at Goulburn Gaol and associated burials has included the following sources, among others:

Ransome T Wyatt, *The History of Goulburn N.S.W.*, Municipality of Goulburn, Goulburn, 1941.

Goulburn District Family History Society Inc. Burials in the County of Argyle, NSW. 1856-1918. 2001.

Newspaper articles.

Death Certificates (post 1856).

Church Burial Registers.

Registration of death was not required until after 1856, although parish registrations occurred prior to this date.

List of executions and places of burial.

Date of Execution	Name	Remarks	Source	Burial	BDM
19 March 1840	Thomas Whitton	Executed in lock-up	<i>Australasian Chronicle</i> 24 March 1840 p 2	Buried 'near the place of execution'	None located
30 May 1854	James Talbot	First hanged in Gaol after its proclamation	<i>Goulburn Herald</i> 3 June 1854 p 2	C of E burial ground	None located
11 Oct 1855	Mary Ann Brownlow	First woman executed in Gaol	<i>Goulburn Herald</i> 13 Oct 1855 p 2	C of E cemetery	Copy
4 Nov 1857	Patrick Walsh		<i>Goulburn Herald</i> 7 Nov 1857 p 2	R C Goulburn	None located
18 May 1859	Harry (Aboriginal)		<i>Goulburn Herald</i> 21 May 1859 p 2	'cemetery'	None located
8 May 1860	Frederick Clarke		<i>Goulburn Herald</i> 9 May 1860 p 2	C of E Goulburn	Copy
8 May 1860	Mrs Ellen Monks	Hanged in Gaol	<i>Goulburn Herald</i> 9 May 1860 p 2	R C Goulburn	Copy
3 Dec 1861	William Johnstone		<i>Sydney Mail</i> 14 Dec 1861 p 6	R C Goulburn	Copy
5 May 1862	Henry Kane [Keene]		<i>Goulburn Herald</i> 7 May 1862 p 2	R C Goulburn	Copy
5 May 1862	Benjamin Allerton		<i>Goulburn Herald</i> 7 May 1862 p 2	R C Goulburn	Copy
4 June 1862	John Smith or Regan		<i>Goulburn Herald</i> 7 June 1862 p 2	R C Goulburn	Copy
13 May 1863	Charles Robardy		<i>Goulburn Herald</i> 7 June 1862 p 2	R C Goulburn	Copy
27 May 1863	Mahammet Casson or Cassim		<i>Goulburn Herald</i> 30 May 1863 p 2	C of E, Goulburn	Copy
10 Dec 1866	Henry Sues/Sies (Chinese)		<i>Burials County Argyle</i> , 2001	Goulburn	Copy

Date of Execution	Name	Remarks	Source	Burial	BDM
2 June 1868	William Munday alias Collins		<i>Goulburn Herald</i> 3 June 1868 p 2	C of E Goulburn	Copy
19 May 1874	John Glover	Hanged in Gaol	<i>Burials County Argyle, 2001</i>	Goulburn	Copy
19 May 1874	John Hawthorne	Hanged in Gaol	<i>Burials County Argyle, 2001</i>	Goulburn	Copy
28 May 1878	Ing Chee (Chinese)	Hanged in Gaol	<i>Goulburn Herald</i> 29 May 1878 p 2	Presbyterian, Goulburn	Copy
29 Nov 1882	Charles Cunningham	Last execution in old Gaol	<i>Goulburn Evening Penny Post 30 Nov 1882 p 4</i>	C of E, Goulburn	Copy

Thomas Whitton, 19 March 1840.

The only burial that may be located in the vicinity of the Gaol is the earliest, that of Thomas Whitton on 19 March 1840. His execution and burial was recorded in the *Australasian Chronicle* of 24 March 1840: page 2 and the *Sydney Monitor* of 25 March 1840: page 2 (see extracts below). All others were buried in consecrated cemeteries.

The *Australasian Chronicle* of 24 March 1840 recorded the following:

“The morning of the 19th having arrived, shortly after eight o’clock seventeen mounted troopers, all well armed, and under the command of Lieutenant Christie, 80th regt., rode up to the lock-up, a gallows having been erected some days previously, and also a grave dug within a few feet of it, both being immediately in the rear of the lock-up”

The article went on to relate that “the unfortunate Whitton died after a few struggles, and his body was interred near the place of execution.”

Article, *Australasian Chronicle* of 24 March 1840, page 2.

Domestic Intelligence.

THE LAST DAYS OF WHITTON.

THE LAST OF A DESPERATE GANG OF BUSHRANGERS.

(From our own Correspondent.)

This notorious man, who, with his companion, the no less notorious Thompson, or Scotchie, committed so many outrages in the Lachlan, as well as in other districts in the western and southern parts of the colony, has ere this appeared before that God who is not only to judge him, but also the whole world. Whitton was captured on Friday, the 24th January; was tried and found guilty in Sydney on Monday, the 24th February; and his existence was terminated by his being hanged at Goulburn, on Thursday, the 19th March inst. He was a native of Manchester, by trade a coach-maker, and arrived in the colony about nine years ago, under sentence of transportation for life.

Whitton arrived in Goulburn, from Sydney, on Saturday, the 14th inst., accompanied by Mr. Keck, the principal gaoler, a body of mounted police, and another "office-bearer." The prisoners charged with minor offences then in the lock-up were elsewhere secured, and the greater part of this very shabby and unsafe prison was appropriated to the safe keeping of the once terrible Whitton. A party of the military from the stockade, Towrang, and some of the mounted police, kept guard inside and outside. One of the latter remained day and night in the same cell with Whitton, who was very heavily ironed. The trooper was placed on this post in order to there being a regular watch kept on Whitton, who was to have put an end to himself in the Sydney gaol on the same day that Reynolds did, and who, it was all through apprehended, would take some means of being his own executioner. Mr. Keck was most vigilant during the

time, night as well as day, and had his prisoner treated with every humanity consistently with his safe keeping. Being a Protestant, Whitton was attended by the resident chaplain of this persuasion, the Rev. Mr. Sowerby, and occasionally by the Rev. Mr. Cartwright. Either from the fear of death or the fear of shortly appearing before that God whose service he had long renounced during a career pre-eminent in villainy and matchless in atrocity, this wretched man is said to have exhibited some signs of sorrow previous to the time of his execution. The morning of the 19th having arrived, shortly after eight o'clock seventeen mounted troopers, all well armed, and under the command of Lieutenant Christie, 80th regt., rode up to the lock-up, a gallows having been erected some days previously, and also a grave dug within a few feet of it, both being immediately in the rear of the lock-up. Crowds of men, and likewise of women and children, were seen collecting from every quarter. The mounted police received orders to take their places on either side of the scaffold, and about ten o'clock the wretched culprit, dressed in white, was marched out with his arms pinioned, accompanied by his religious instructors. Having got to the foot of the gallows, the chaplain and the culprit knelt on a blanket, placed there for the purpose, and both joined in prayer. This being ended, and everything being ready, Mr. Shadforth, jun., who acted for the sheriff, read the warrant for execution. The culprit then took his leave of Mr. Keck, with whom he shook hands, and mounted the ladder with an active, firm step, the chaplain following. Here again both knelt, and repeated some prayers, when, the chaplain having left him, Whitton turned round to the beholders, of whom there were at least four hundred, and in a clear voice told such as were prisoners always to obey the orders of their masters, not to take the bush, and, above all, he cautioned and advised them not to take fire-arms; had he acted as he then recommended others to do, he would not, he said, be there that day, to end his life by being hanged at a gallows. The

executioner next performed his duty, which it seems he did in a most *business-like* manner. The unfortunate Whitton died after a few struggles, and his body was interred near the place of execution.

In this manner ended the last of a desperate gang of bushrangers. Whitton, who was the leader, and Scotchie, were at large two years and a half; they committed numerous robberies and some murders; on their starting one of their own class was murdered by them. Russell, an assigned servant of Mr. G. Rankin, had been with them close on six months; this man was wounded by Serjeant Freer on the day on which Whitton and Reynolds were captured, but he put an end to his existence on the same day with his own hand rather than fall into the hands of justice. Reynolds who worked as a free man at Mr. R. Shelly's, of Meringo, near Yass, joined the party on the 24th of December last; this man is said to have been concerned in a murder committed near Liverpool some years ago, and saved his life by becoming approver; he strangled himself in the Sydney Gaol on the 23rd February. Scotchie was shot by Mr. Fry on the 22nd January. May the colony never again be troubled with such a gang of lawless, desperate villains!

**APPENDIX 3. NSW HEALTH, EXHUMATION OF HUMAN REMAINS. POLICY
DIRECTIVE, 5 DECEMBER 2013.**

DRAFT

APPENDIX 4. PROCEDURES FOR THE MANUAL ARCHAEOLOGICAL EXCAVATION OF BURIALS.

The following procedures were used during the archaeological excavation of burials at Cadia Cemetery in 1997-1998.⁹⁰

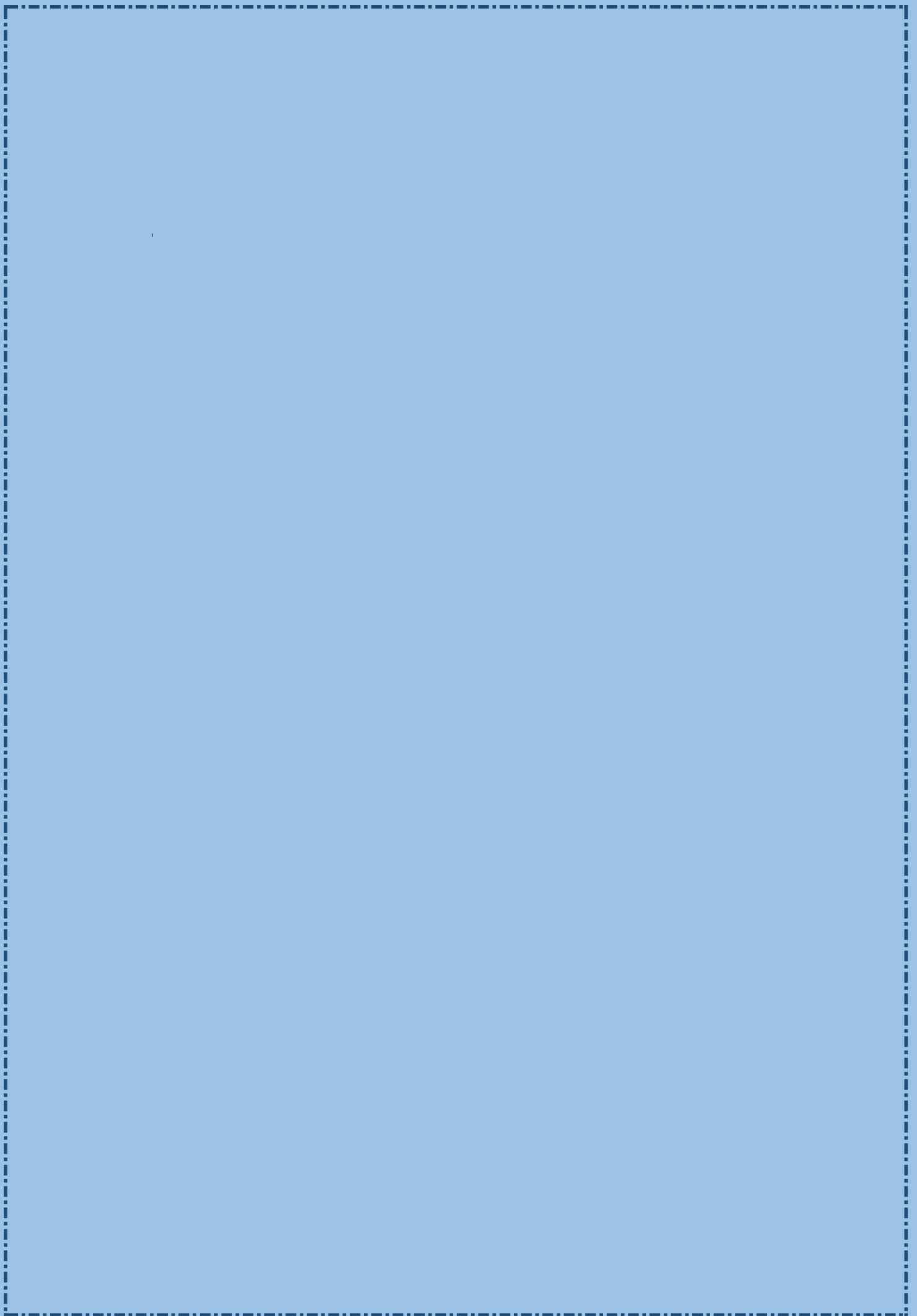
Stage	Description
1	Grave cut reveal.
2	Photograph grave cut.
3	Plan grave cut (1:20).
4	Record grave cut. Record soil types.
5	Coffin reveal.
6	Pollen sample at coffin reveal - use new context number. ^{***}
7	Photograph coffin. [•]
8	Plan coffin (1:5). [•]
9	Record coffin. [•]
10	Coffin timber sample. [•]
11	Skeleton reveal.
12	Pollen sample at skeleton reveal - use new context number. ^{***}
13.	Photograph skeleton. ^{••}
14	Plan skeleton (1:5). ^{••}
15	Record skeleton. ^{••}
16	Lift skeleton.
17	Lift coffin. [•]
18	Pollen sample below coffin - use new context number. ^{***}
19	Photograph empty grave cut.
20	Check for other burials in same cut - if present, use new skeleton number.
21	Enter context list into Master Context Catalogue.

- Coffin furniture should be recorded, planned and photographed at Stages 7-10 and 17.
- Grave goods should be recorded, planned and photographed at Stages 13-15.
- Pollen samples should be collected only for unidentified burials, to determine season of burial. This may assist in identification, when a death certificate is located,

⁹⁰ Edward Higginbotham and Associates Pty Ltd. Report on the excavation of the Cadia Cemetery, Cadia Road, Cadia, NSW, 1997-1998. Volumes 1 to 5. Cadia Holdings Pty Limited. 2002.

TAB L

David Scobie Architects Heritage Report



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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

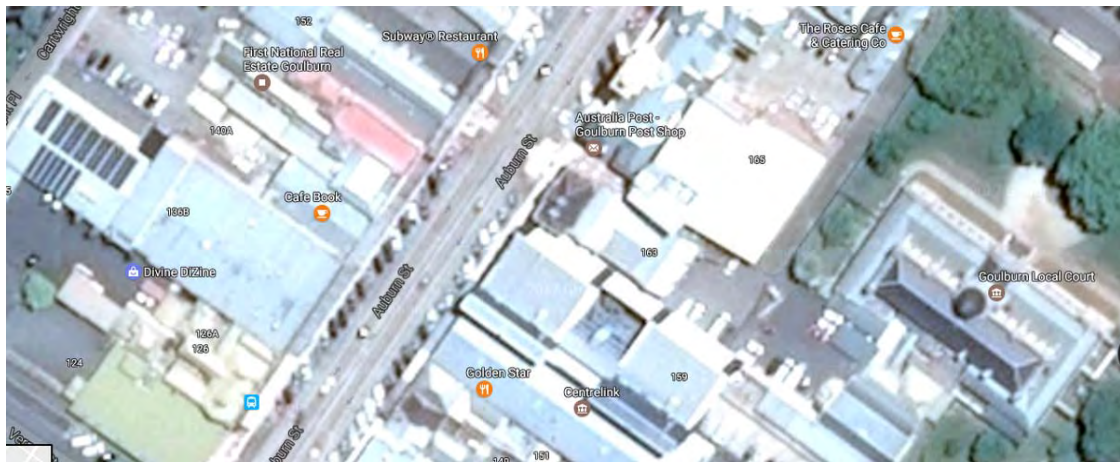


Figure 2 Aerial map, courtesy Google Maps

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.

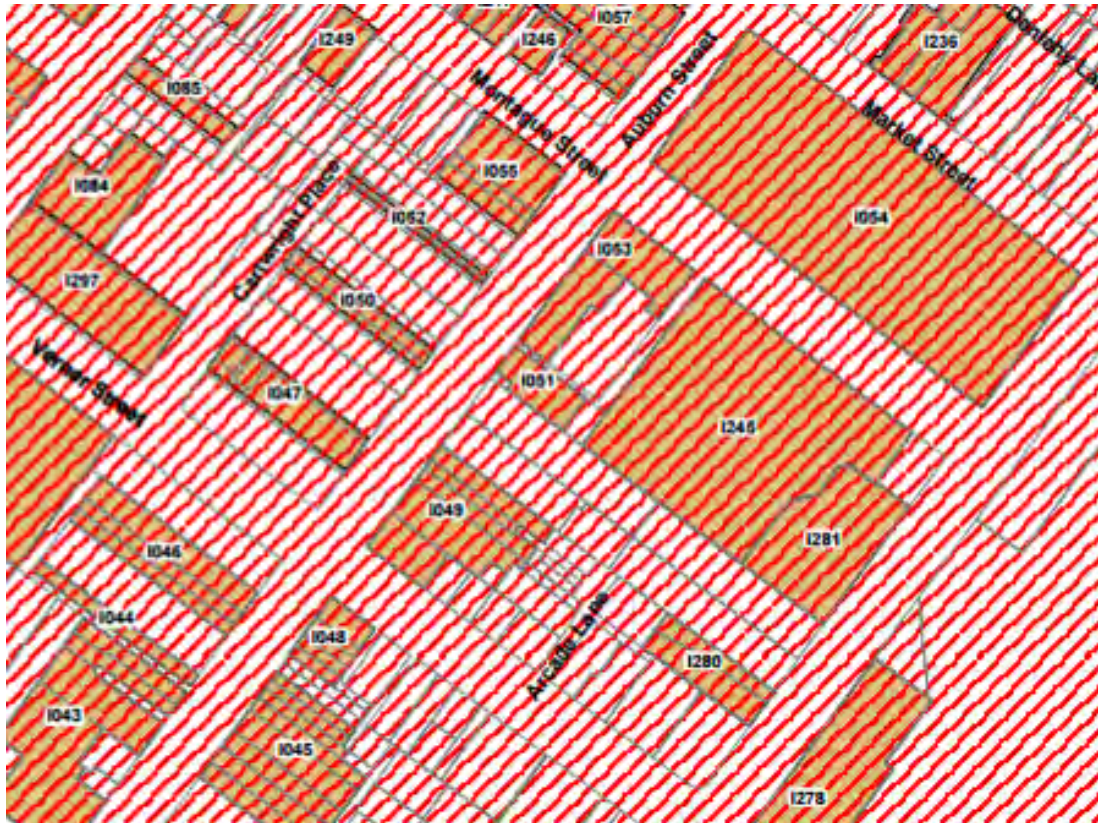


Figure 3 The Goulburn Mulwaree LEP Heritage Map Item 1051

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.*



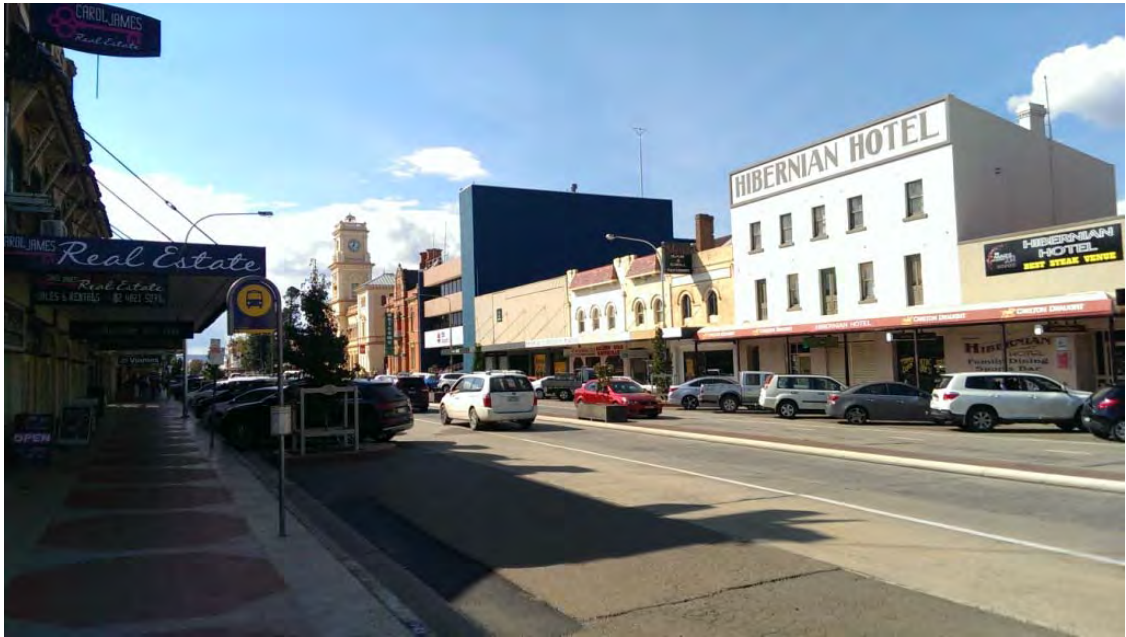
Photograph 2 *View to the subject site – rear of Town Hall, from the Western side of the Courthouse*



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;

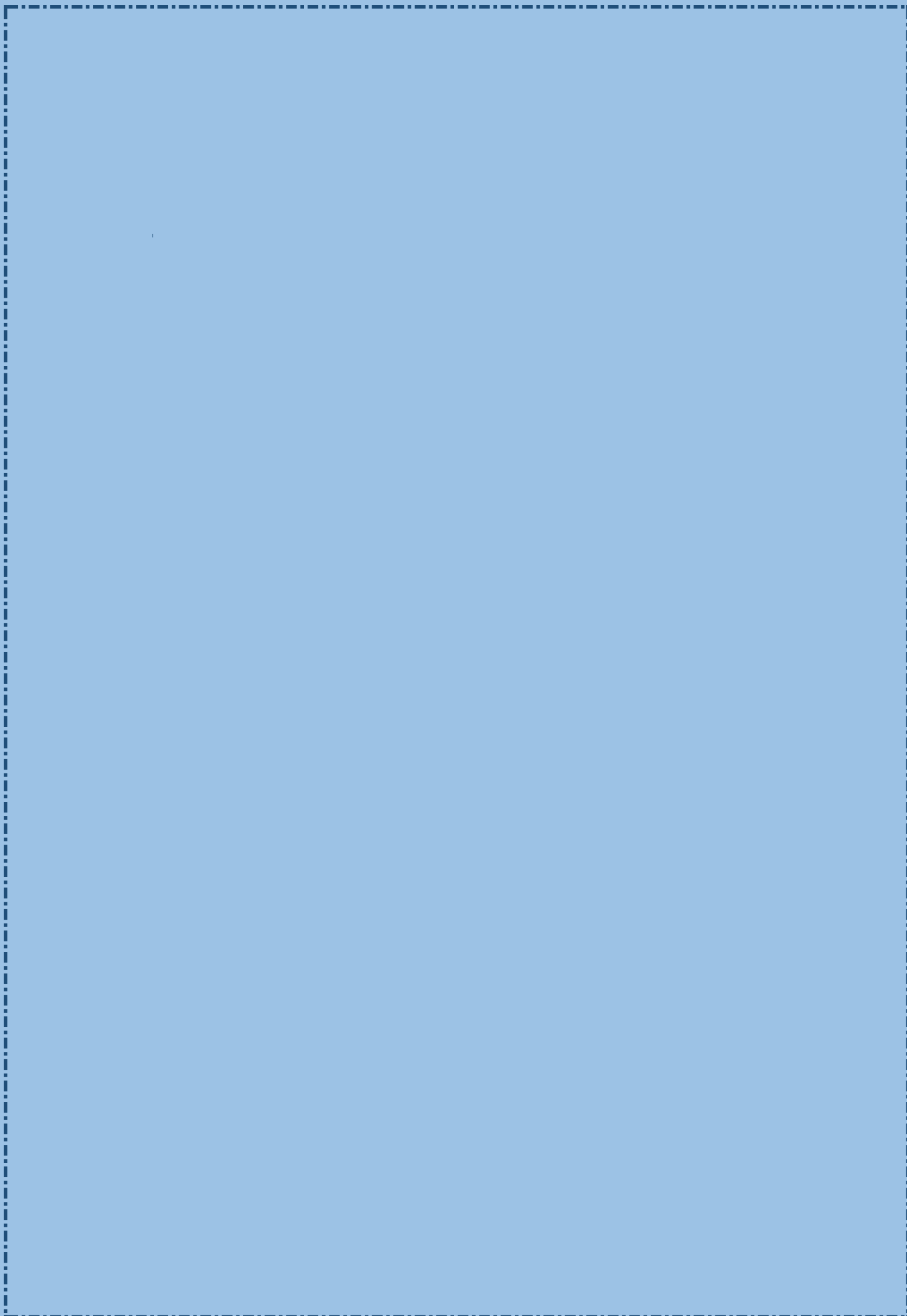
21. An archive report should be completed for the building and sit, consistent with the NSW Heritage Guidelines and include measured drawings for the interior and exterior, photos and a comprehensive history;
22. Appropriate external and internal elements of the building are to be transferred to a suitable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

David Scobie

Heritage Advisor

Wednesday, July 19, 2017

TAB M
Heritage Advice Response





1. David Scobie Architects

Under the report sections we comment:

4.0 Proposal:

- Demolition of the original 1887 entry lobby passage walls
- Removal of the original safe and demolition of the associated walls

We note that the door openings will be enlarged to existing door highlight level and will retain nibs at each end to interpret the original walls. It is not intended to remove the strong room, but only make an opening to the hallway for it to be used. This is described under the Proposed Works of the GBA report (p17), and drawing A111 (the demolition drawing is to be updated).

5.0. Assessment of Heritage Impact

- With regard to Interpretation, our understanding was that this was outside of the scope of the current works due to budget requirements, but is nevertheless in the CMP as the management document.
- Reference to no recommendations in relation to the external materials, ignores the policies of the CMP, Section 6.8, the CMP Appendix 1, as well as the 3rd dot point of the SHI:
- During construction works, take the opportunity to inspect the roofing, rainwater goods and cast iron crest, of the original building.
- Reference to Design in Context, Guidelines for Infill Development in the Historic Environment, is primarily concerned with new infill building that addresses a streetscape or public domain. Clearly this is not the case with this project where the addition is behind a significant heritage building on the subject site and is obscured by the neighbouring buildings to both sides. Virtually every urban example provided in the cited document concerns frontage to a street. Although evident from the street down a laneway, the new addition has its main massing at the rear of the site and does not overshadow the 1887 heritage building.
- Reference to the proposal having an impact on the Post Office and Court House: The location of the proposed addition is behind not only the Post Office but the large bulk of the Communications tower next to it. In this instance the impact of the proposal is negligible. In the case of the Courthouse this is related to the time of year – it is more evident in winter with the loss of foliage to the trees in front of the Court House. In winter the State Government (SG) office building is evident from Montague Street, behind the Court House. However the proposed design, which will be in front of the SG building relative to the Court House, will be an improvement by 'shielding' the intrusive government building.

Comments by the Scobie report on Demolition:

- Demolition of the 1936 building: the answer to this query is on page 23 of our report. We have detailed the design process in which our preference was originally to retain the 1936 facade facing the north laneway (similar to the argument of the Scobie report). Reference to drawing A111 indicates the number of egress doorways required and the futility of trying to incorporate into a traditionally detailed brick wall with symmetrical configurations. Together with basement excavation, the attempt to retain this masonry wall would have not only been constructionally problematic but would result in a severely compromised elevation, and therefore regarded as not feasible.
-
- Demolition of the 1936 interiors: given the PAC development and its functioning, to retain the interior of this section of the building is not realistic.
-
- Part demolition of the 1887 entry: as noted above the proposed openings to the existing entry foyer are more like enlargements rather than complete demolition of the walls, as per drawing Section 1. They will retain a head and nibs at each end to ensure mitigation as an understanding of the original configuration of the space. Although it does involve the removal of original fabric, the purpose is to ensure the functioning of the proposed Bar area as a contemporary use, not only accessible from the street, but readily visible as an open public area.



Otherwise if the walls and doorways are retained, the appeal of the space may limit its attractiveness as a public space in which people can readily observe and congregate. Small confined rooms are not conducive to the atmosphere/operation of a bar/cafe, and may limit its viability. The HIS recommendation refers to careful detailed planning in this area in consultation with the heritage consultant.

- Removal of safe/strong room: it is not intended to remove this and drawing A111 indicates the retention of the room. The SHI (p24) comments on the need to retain the curved ceiling of this room as well as the metal clad walls, and that there is only a new opening to the foyer to allow it to have a use as a Box Office, which will also allow the room interior to be visible to the public. A good example of interpretation.

Our comments on the Recommendations of the Scobie report are as follows:

Interiors

1. Refer to our comments above under Demolition 3rd dot point. Our contention is that to retain the walls as is will hinder not only the functioning of the Bar, but its appeal as a space for social gathering. We regard the careful enlargement of openings in this area as a relatively minor impact in the context of the overall ongoing conservation of the building with a feasible public use that requires ready visibility of the space that will attract customers.
2. Safe/strong room is retained, as per our comments above.
3. For clarification, the proposal is to retain an existing 1887 marble fireplace on the northern side of the original council chamber, and reinstate/reconstruct a marble fireplace to the respective location on the southern side of the council chamber. The demolition plan A101 requires updating to align with drawing A111. Reference to the retention of the 1936 fireplaces/chimneys that are in each of the corners of the council chamber is problematic as per Figure 3.11 on page 11 of the SHI. Figure 3.11 indicates the 1936 intrusion through the 1887 chamber ceiling and therefore will require the removal of the chimney, as the priority is to reinstate the chamber ceiling and its space. Retention of the 1936 fireplace with the necessary removal of a chimney will result in a poor visual outcome, not only for the fireplace, but for the chamber/foyer space. The 1936 fireplaces are not marble but have face brickwork and timber, and their moderate significance is not warranted in such a compromised condition with a cut off chimney flue.
4. Original timber floor – Agreed.
5. Agreed.
6. The reinstatement of the original space of the council chamber and its curved ceiling is fundamental to the whole project and is a critical component of conservation of the 1887 building, and its public use.
7. If our understanding of this recommendation is correct, it is suggested that the plasterwork design motifs are copied from the 1936 council chamber (the original could not be transposed) onto what was originally an external wall of the 1887 building. We do not regard this as sound heritage practice, nor even suitable interpretation. It would be confusing to the observer as to what it represents, obscure the meaning of place, and would result in pastiche that the Burra Charter seeks to avoid. Interpretation of the 1936 council chamber is more clearly achieved with high quality photographs.
8. Although the reuse of salvaged doors is a part of heritage practice, any proposed new location has to make 'sense'. There is only one pair of double doors to the 1936 chamber, whereas the proposed foyer space requires two pairs of doors. To only use one pair of doors would not be an appropriate solution.

The successful interface between the new and 'old' foyers is an important element in the functioning of the PAC. There is the movement of people and access requirements between the two spaces (Brewster Hjorth to comment), as well as a visual opening up that allows for the new, narrower foyer space to visually borrow from the larger 'old' space. Although this has been achieved by the large openings between the two spaces with the removal of sections of the original wall, the design is an interpretation of the wall at the opposite end of the council chamber. This is



acceptable in heritage terms of enabling the reuse of the council chamber as a significant public space, and the viable functioning of the PAC.

External Elevations

9. The roof area of the rear elevation of the building is open above and consists of plant room equipment - The cladding to the area is Fibre Cement Cladding as for the side and rear facade to the lower levels - although this area has a perforated panel and would have a different textural appearance compared to the fibre Cement panels below and address the concerns regarding scale.
10. Refer to our comments above under the 1st dot point of demolition. To attempt to reconstruct this masonry wall to accommodate the egress openings as well as other requirements of the PAC would be an almost unrecognisable, compromised elevation and poor result for the project.
11. The Corian Panels fixed to the side of the government offices have been removed from the design and a painted wall has been suggested with the ability to use lighting display for both promotion of up coming events as well as interpretive artwork.
12. Are these comments applicable to the north or south laneways ? Agreed use if applicable to the south entrance to the theatre. These comments could also be applicable to the north, through the laneway between the Post Office
13. The Metal cladding to the fly tower will be clad in a similar grey colour to the 1887 Slate roof to the existing building - the bulk and scale are reduced by the contrast to the Fibre cement clad walls of the auditorium and fly tower below this point.
14. The Landscape works to the front of the site are being undertaken by Goulburn Council to ensure they are consistent with the existing streetscape and in keeping with the 1887 facade.

Design Development

15. We have provided perspectives from Montague Street
16. The CMP and SHI make numerous references to the use of a heritage consultant.
17. Agreed.
18. The conservation of the attic space is supported, however there are limitations on its use due to Access and compliance requirements. Brewster Hjorth to comment.
19. Agreed – usually a standard condition of consent.
20. Interpretation is Policy 6.16 of the CMP
21. An archival photographic recording is a mitigation measure of the SHI. We note however the NSW Heritage publication How to Prepare Archival Records of Heritage Items, and the minimum requirements for Items of Local Heritage Significance, that base plans are listed but not measured drawings. We query whether measured drawings are warranted for this site and the level of significance of the 1936 addition.
22. This recommendation may be applicable for assessed items from the 1936 building, stored off-site, however any joinery or other items removed from the 1887 building should be stored on site.



Louise Thom Referral Comments

Similar responses to those above are also applicable:

1. Refer to our responses above under Demolition and note 1).

We also note that an important part of the design process involved ensuring there was no direct access and demolition through the external side walls of the council chamber, and that the main entrance to the PAC was a part of the new structure. This approach ensured the integrity of the original council chamber space and its suitable use as a public gathering venue. The enlarged access openings required between the two foyer spaces therefore, avoided external wall demolition and is a preferred outcome in terms of minimising adverse heritage impact.

2. The query on the uses of the 1887 building, including the council chamber as a foyer, do not account for the overall use as a PAC. The PAC will necessarily have ancillary support spaces for its functioning, viability and to attract a particular level of visiting performance companies. The design process was careful to ensure that the council chamber was not only to be reinstated but that its use was an important part of the theatre patron experience. The new entry foyer is essentially an intermediate space where people move from the exterior entrance through to the foyer of the chamber space for pre-performance 'mingling' and drinks, including access to the bar and box office. This also explains why the large pairs of double doors are necessary for the ease of movement between the two foyers, and on to the auditorium.

We also note that the new entrance location avoids adverse impacts associated with attempts to achieve Disabled Access through the historic entry to the building.

The foyer space of the chamber can also be used as a multi-function space for various activities, not necessarily directly related to the auditorium, when not in use.

3. Agreed as above
4. Refer to above comments on attic access.
5. and 6) As above.
6. 3D images to be provided as above.

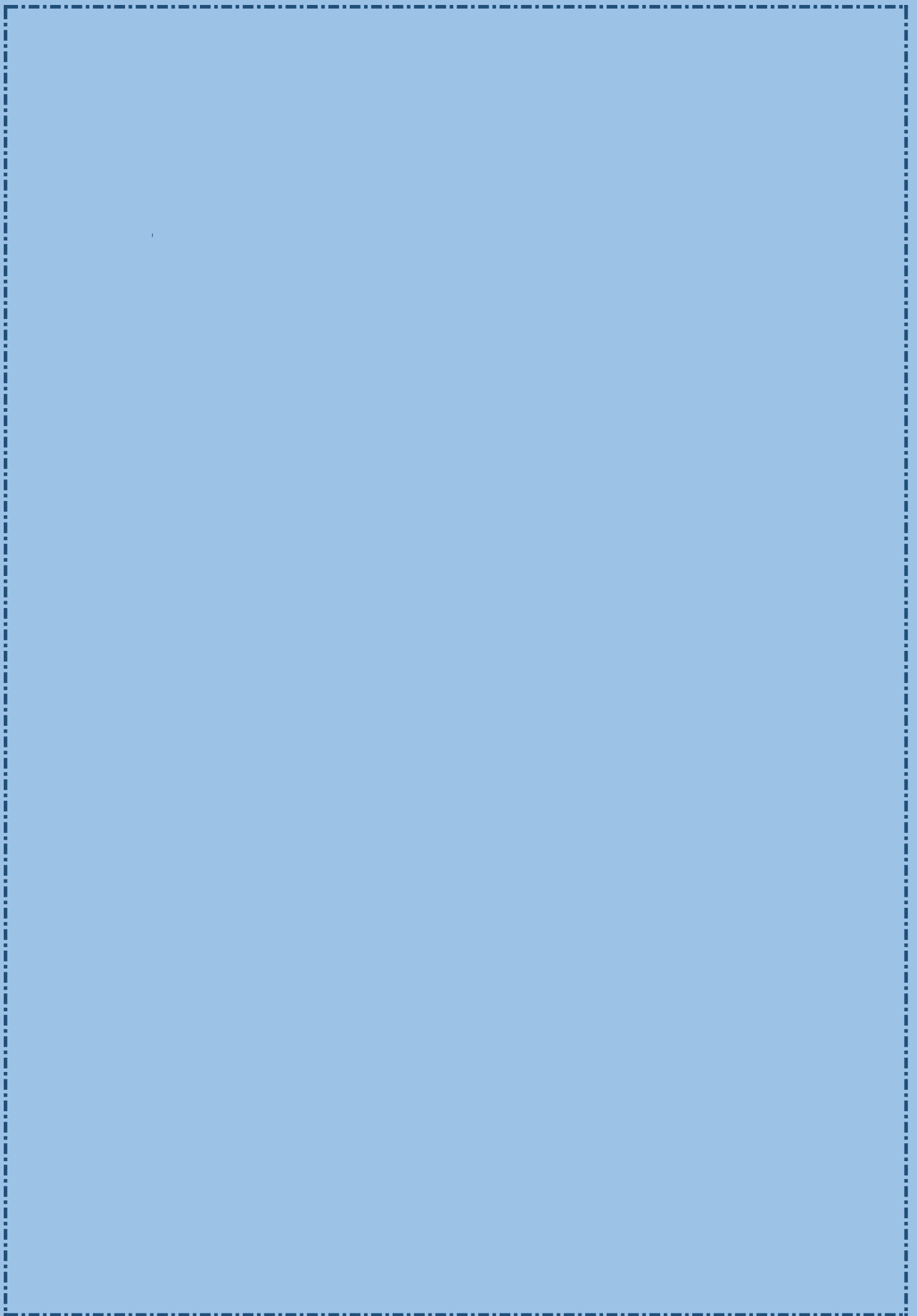
The Recommendations 1. to 7. have been addressed in our responses above.

In summary we note that the considerable benefit of the PAC to the city of Goulburn and the sustainable ongoing use of the 1887 building is such that relatively minor removal of sections of walls from the 1887 structure is acceptable in order to enable the viability and functioning of the whole project.

We advise that both David Scobie and Louise Thom review our comments and each others' reports as well as detail of the SHI, and revise their reports accordingly.

TAB N

Conservation Management Plan



CONSERVATION MANAGEMENT PLAN

Former Goulburn Town Hall
163 Auburn Street, Goulburn

December 2016



163 AUBURN STREET, GOULBURN

ISSUE	DESCRIPTION	DATE	ISSUED BY
A	Draft for Review	4/10/16	LG
B	Draft for Progress Review	18/11/16	GM
C	Edited Draft Report for Review	21/11/16	LG
D	Final for DA submission	9/12/16	GM

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Nominated Architect: Graham Leslie Brooks - NSW Architects Registration 3836

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1.0

INTRODUCTION

1.1 REPORT OVERVIEW

This *Conservation Management Plan (CMP)* for the former Goulburn Town Hall, at 163 Auburn Street, Goulburn, has been requested by Goulburn Mulwaree Council with the intention that the document guide the adaptive re-use of the place as the Goulburn Performing Arts Centre (GPAC).

1.2 REPORT OBJECTIVES

The main objective of this *CMP* is to develop strategies and guidelines prior to any future upgrading of the existing heritage buildings and the site for continued use. It establishes the heritage significance of the property, identifies the original features and surviving fabric, and recommends appropriate policies to conserve these in any future plans to upgrade the building.

1.3 METHODOLOGY AND STRUCTURE

This *CMP* has been prepared in accordance with the guidelines contained in *The Conservation Management Plan*, by James Semple Kerr, and *The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance*, 2013, also known by its more common title *The Burra Charter*. The *Burra Charter* 2013 and *The Australian Natural Heritage Charter* 2002 both provide definitions, principles and processes, for the conservation of items of cultural significance.

This *CMP* also follows guidelines set out in the *NSW Heritage Manual*. The aim of these documents is to assist with the identification of items of heritage significance. This assessment assists in providing guidance on substance, structure and methodology for the writing of effective conservation management plans.

This *CMP* is divided into sections, dealing with the history of the building and its immediate area, the physical description of the building, the assessment of the building's significance, options for ongoing use of the building including constraints and opportunities, and an outline conservation works schedule, while the final section contains an ongoing maintenance strategy.



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 AUTHORSHIP

This report has been prepared by Lara Goldstein, Heritage Consultant, and Garry McDonald, Senior 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.

1.6 REPORT LIMITATIONS

While this report is limited to the investigation and 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 *CMP*. An archaeological Assessment of the site has been prepared by Edward Higginbotham & Associates Pty Ltd.

1.7 DOCUMENTARY AND PHOTOGRAPHIC SOURCES

Primary and secondary documentary material utilised in the preparation of this *CMP* has been sourced from the State Library of New South Wales, Goulburn Mulwaree Council, Goulburn Mulwaree Local Studies Library, Goulburn & District Historical Society, NSW State Records and the NSW Land Titles Office.

1.8 ACKNOWLEDGEMENTS

GBA Heritage acknowledges the kind assistance provided by the Goulburn & District Historical Society, and the Goulburn Mulwaree Library - Local Studies Collection in sourcing some of the material used in this report. In particular, we wish to thank Gary White, Linda Cooper and Daphne Penlaver from the Goulburn & District Historical Society, and the Local Studies Librarians at Goulburn Mulwaree Library, for their assistance and information provided for the historical summary of the site.

1.9 COPYRIGHT

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

HISTORICAL SUMMARY

2.1 BRIEF HISTORY OF THE LOCALITY

The town of Goulburn is located in the local government area of Goulburn Mulwaree Shire in the southern tablelands area of New South Wales.

Exploration of the region can be traced back as early as 1798 however it was the exploratory expeditions of Hamilton Hume, Charles Throsby, James Meehan and John Oxley in 1817-1820 which brought European settlers to the Southern Tablelands after the region was found to have both good grazing and crop growing potential.¹ From this discovery grew an established local wool production and sales industry for which Goulburn is still associated. Hume and Meehan gave the area the name 'Goulburn Plains' in 1818, named in honour of Henry Goulburn, the British Secretary of State for War and the Colonies.²



Figure 2.1

1825 map of New South Wales. Goulburn has not yet appeared on maps (approximately indicated with a red arrow).

Source: National Library of Australia, Call No. MAP NK 2456/114, ID <http://nla.gov.au/nla.obj-240482149>

1 Goulburn Mulwaree Council, *Goulburn Mulwaree Heritage Strategy 2015-18*

2 Wyatt, Ransome T, 1941, *The History of Goulburn*, NSW Landsdowne Press (NSW), 1995, Sydney

Market centres were established along the major routes south of Sydney as settlers moved into the newly discovered pastoral lands. Goulburn didn't appear on maps until 1828, when the old township of Goulburn Plains was surveyed. The Goulburn of today is made up of two earlier townships.³ The old township (now North Goulburn) was located near the junction of the Wollondilly River and the Mulwaree Ponds.⁴

The new township of Goulburn was marked out and created (gazetted) in 1833 after the NSW Governor Burke visited the old township in 1832 and objected to the location because of its tendency to flood.⁵ He ordered the survey of an area on higher ground to the south west and this became the new administrative centre for the town (now the city centre). The two townships remained physically separated for a number of years by a large pond and swamp before being united around the 1850s by the building of Lagoon Street.⁶

Early maps of the town show that it was planned and laid out in a grid pattern (Figure 2.2 & Figure 2.3). Both the old and the new townships were described by visiting American Quaker James Blackhouse. In his diaries from 1836 Blackhouse describes *"The old town of Goulburn consisted of a courthouse of slabs, covered with bark, a lock-up house, a few huts occupied by the mounted police and constables, a cottage of roughly cut timber, and a small inn, affording tolerable accommodation for such a place, as well as a better house of two at a short distance."*⁷

While the newer township, having been laid out only a few years prior, was described as the following in 1836 *"about a mile distant, where a few scattered buildings of brick, and other kinds of wood had been erected."*⁸

Along with the pastoral history, Goulburn also developed as a Garrison town in its early days. A police presence was introduced in around 1830, tasked with protecting the town/people from the highwaymen and escaped convicts (from the penal establishment at Towrang) who frequented the area through the first half of the nineteenth century, through the late 1860s.⁹ From this early history developed the town's strong civic presence in the region with the construction of a police station and lock - up, gaol and a court house.

3 NSW Heritage Office and Department of Urban Affairs and Planning, *Regional Histories*, 1996

4 Goulburn Mulwaree Council, *Goulburn Mulwaree Heritage Strategy 2015-18*

5 Goulburn Mulwaree Council, *Mulwaree Shire Community Heritage Study, 2002-2004*

6 Wyatt, Ransome T, 1941, *The History of Goulburn*, NSW Landsdowne Press (NSW), 1995, Sydney

7 Wyatt, Ransome T, 1941, *The History of Goulburn*, NSW Landsdowne Press (NSW), 1995, Sydney, p44

8 Wyatt, Ransome T, 1941, *The History of Goulburn*, NSW Landsdowne Press (NSW), 1995, Sydney, p45

9 Goulburn Mulwaree Council, *Mulwaree Shire Community Heritage Study, 2002-2004*



Figure 2.2

1837 map of Goulburn prepared by the Surveyor General (red arrow indicating the approximate location of the subject site).

Source: NSW State Records, Surveyor General sketch book 3 folio 69, ID NRS13886[X754]_a110_000036



Figure 2.3

1849 map of Goulburn showing the expansion of the town (red arrow indicating the approximate location of the subject site).

Source: National Library of Australia, map of the town of Goulburn, Call No. MAP G8974.G6G46 [184-?], ID <http://nla.gov.au/nla.obj-234309898>

Gold was discovered in the Goulburn district in 1851 and the discovery brought prospectors to the town of Goulburn which initially experienced a trade boom as a result. Although there were never any significant gold finds in the area, the location of Goulburn, surrounded as it was by other goldfields including Braidwood, Araluen, Shoalhaven and Abercrombie, worked to the town's economic advantage as *"heavily laden Gold Escort Coaches rolled into town to deposit bullion in the banks, and businessmen made a fortune trading picks and pans for nuggets."*¹⁰

Goulburn was declared a municipality on the 4 June 1859.¹¹ The town's growth was reflected in the opening of numerous hotels and pubs, Goulburn's first school (1839), the establishment of a Masonic Lodge (1849), Mechanics Institute (1867) and newspapers including the Herald in 1848, the Argus in 1864, the Southern Morning Herald in 1868 and the Goulburn Evening Penny Post in 1870. Goulburn also became the southern tablelands major ecclesiastical centre, with a Scots church and manse opened in 1841, and becoming the centre of a Church of England bishopric in 1863. Goulburn also became a Roman Catholic diocese in 1867 following a Royal Letter Patent issued by Queen Victoria in 1863 which unofficially declared the town a city (for ecclesiastical purposes).¹² Following the establishment of the diocese, in 1874 construction started on St Saviour's Cathedral (dedicated 1884) designed by the leading colonial ecclesiastical architect, Edmund Blacket.¹³

Goulburn was officially proclaimed a City on the 20th March 1885.¹⁴

The city was linked to Sydney by rail in 1869 with the construction of the Goulburn railway station, officially opened by Governor Lord Belmore on 28 May 1869 and commemorated by the large oak tree standing in Belmore Park, planted by Lady Belmore.¹⁵

After the railway arrived in Goulburn the city's importance as a centre of governance, administration and commerce in the southern tablelands of NSW saw the city enter a boom period in the 1870s and 1880s with a number of important district public buildings built including a new Post Office building on Auburn Street (1881), a new Goulburn Gaol located just outside of the town centre (1884) prominent Court House facing Montague Street (1887) and new police Station (1885), all designed by Colonial Architect James Barnet, as well as a new Town Hall on Auburn Street (1887), and Goulburn Base Hospital located on Goldsmith Street (1888).¹⁶

To date the city has continued to maintain its importance as a regional centre in terms of transport, governance and commerce.¹⁷ The current council was formed in 2004 when Goulburn City Council amalgamated with Mulwaree Shire Council renamed Goulburn Mulwaree Council.¹⁸

Figure 2.4

Goulburn depicted in 1916 by artist John Campbell, an established urban centre

Source: Australian War Memorial, *Goulburn in wartime*, ID ART91194



- 10 Goulburn Post, Thursday 11 August 2013, *The 1850s...living in the Golden Years*, p1; New South Wales Government Gazette, Colonial Secretary's Office, Sydney, 2nd February, 1882. *Coneyance of Gold Between Goulburn and Sydney*, Friday 6 February 1852, Issue No. 16, p243
- 11 Heritage Council of New South Wales, *Goulburn Post Office*, 2008
- 12 NSW Heritage Office and Department of Urban Affairs and Planning, *Regional Histories*, 1996
- 13 Wyatt, Ransome T, 1941, *The History of Goulburn*, NSW Landsdowne Press (NSW), 1995, Sydney
- 14 Department of Lands New South Wales Government Gazette Proclamations and Legislation, *Goulburn*, Friday 20 March 1885, Issue No. 121 Supplement, p1865

- 15 Goulburn Evening Penny Post, Thursday 19 March 1903, *The Early History of Goulburn*, p2
- 16 Wyatt, Ransome T, 1941, *The History of Goulburn*, NSW Landsdowne Press (NSW), 1995, Sydney
- 17 Goulburn Mulwaree Council, *Goulburn Mulwaree Heritage Strategy 2015-18*
- 18 Goulburn Mulwaree Council, *Mulwaree Shire Heritage Study*, 2002-2004

2.2 EARLY OWNERSHIP AND USE OF THE SITE (1850s - 1880s)

The subject site was originally part of the Crown reserve occupied first by the old court house, gaol and police lock up. The gaol and lock up were removed to make way for the Goulburn Post Office (built 1880-1881) and the new (current) court house built in 1885-1887. The old courthouse (facing Sloane Street) was retained and integrated into a new two storey police station designed by architect James Barnet in 1885.¹⁹

There are references within newspapers and books of the time that mention early buildings that occupied the site of the Town Hall prior to construction of the building, which began in 1887. In particular there are references to a lock-up building (associated with the old gaol) and a fire brigade building/shed, both of which indicate earlier uses of the subject site prior to 1887. Early maps dating from 1850 (Figure 2.5) and 1859 (Figure 2.8) respectively show the old gaol and courthouse site bound by Auburn, Montague and Sloane Streets. A small square building marked 'lock-up' has been mapped, close to the gaol building and fronting Auburn Street, in the approximate location of the subject site.²⁰

The use of the site by the Fire Brigade prior to the construction of the Town Hall is also identified on the 1859 map, as well as being referenced across a number of newspaper articles and other written sources. An article written about the early history of Goulburn in the Goulburn Evening Penny Post explains that "in 1882 a fire station was built near the post-office, but had to be removed to make room for the Town Hall."²¹

A Fire Insurance map of Goulburn produced in 1886 shows the site (adjacent to the Post Office) with a small single storey building labelled 'Fire Brigade Station' at its south eastern corner (Figure 2.6). This building may be the small single storey pitched roof building visible in a photo taken of Auburn Street in 1885 (Figure 2.7).

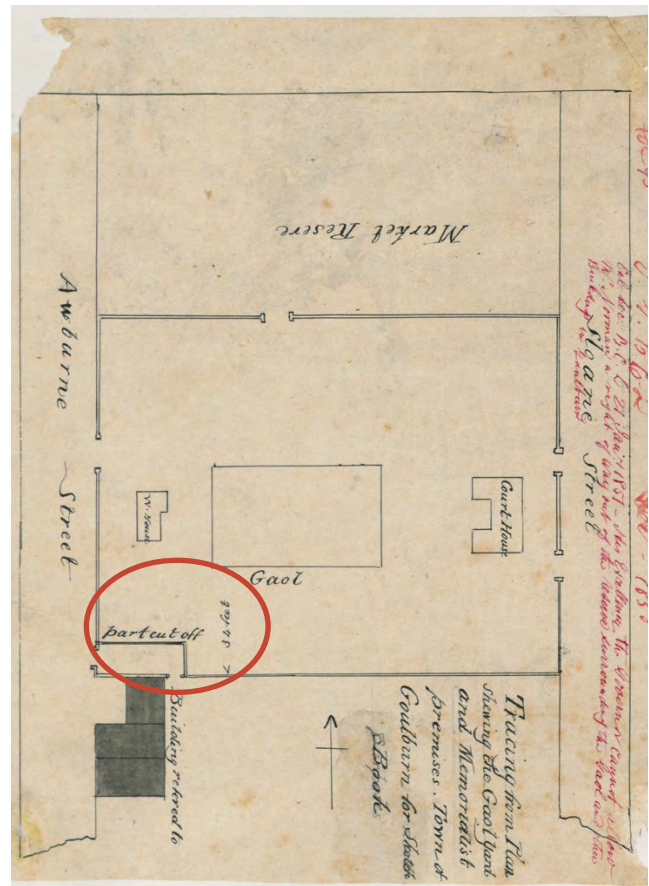


Figure 2.5
1850 map of the Goulburn government reserve on which the former town hall building now stands (location approximately indicated with a red circle). Note the old court house, gaol and police lock up on the same site, and adjacent buildings referred to as memorialist premises.

Source: NSW State Records, 1850, Town of Goulburn for sketch book 5 folio 93, ID NRS13886[X761]_a110_000078

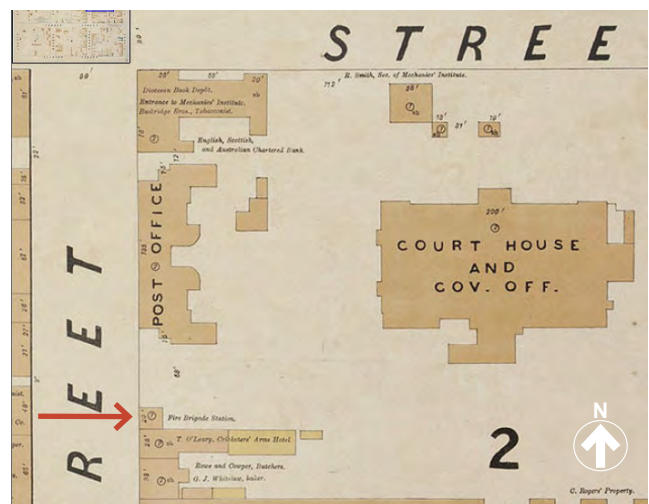


Figure 2.6
Excerpt from the 1886 Fire Insurance map of Goulburn showing a small building labelled 'Fire brigade Station' (indicated with a red arrow) at the south western corner of what is now the subject site
Source: State Library of NSW, 1886, Plan, Digital Order No. a2810001

- 19 Irving, Robert, Morrison, Robin, 1982, Reader's Digest book of historic Australian towns, Reader's Digest Services Pty Ltd, Surry Hills, NSW
- 20 NSW State Records, Goulburn – Plan showing the proposed site of the Telegraph Office within the Gaol and Courthouse Reserve..., Surveyor General's Office Sketch book 8 folio 62, 09 November 1858, Digital ID NRS13886[X770]_a110_000041
- 21 Goulburn Evening Penny Post, Thursday 19 March 1903, The Early History of Goulburn, p2

One of the concept designs (No. 5) for the Town Hall, prepared by E C Manfred included the retention of the fire brigade shed (Figure 2.13). Although this plan was not the ultimate choice and the shed was demolished it does give an indication of the fire brigade building in relation to the town hall building/footprint.

The site of the proposed Town Hall changed a number of times before the current site was chosen. A site located nearer Montague Street, owned by Goulburn Council was initially intended for a Town Hall (Figure 2.8). However, the Government resumed this site in 1885, and rather than offer the Council money for the site, offered the Council another site instead located next to the Post Office and Telegraph Offices in Auburn Street - where the town hall building was built in 1887-89.²²



Figure 2.7

1885 photograph taken from the corner of Montague and Auburn Streets looking south towards the Post Office building. The small pitched roof building (indicated with a red arrow) may be located on the subject site.

Source: State Library of NSW, 1885, Goulburn Post Office, Barcode 3025783

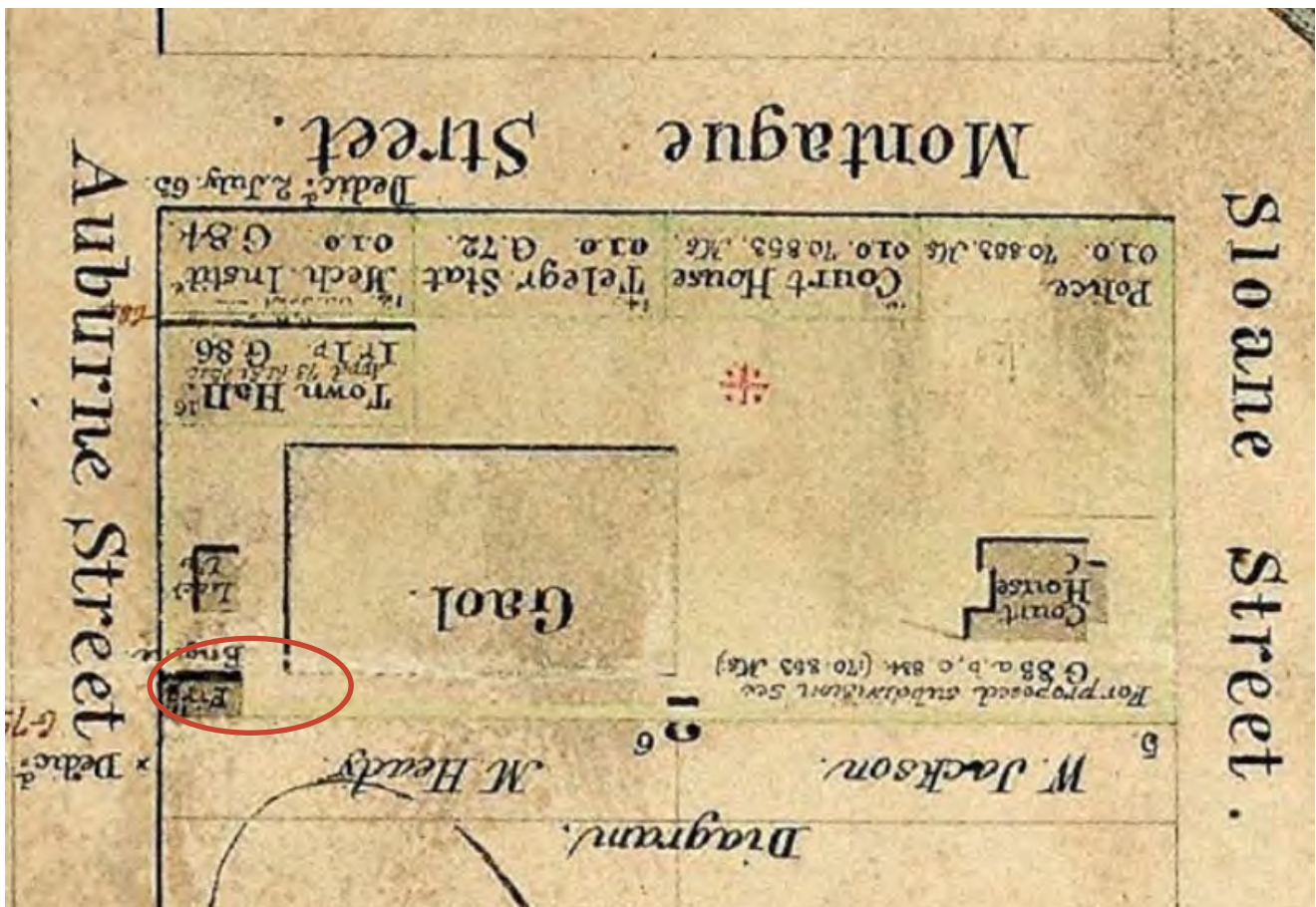


Figure 2.8

1859 Goulburn Town Map excerpt showing the Public Buildings Reserve with the Goal building, the Firestation, Court House and the reserved site labelled 'Town Hall' between the Mechanics Institute and the Goal. The location of the subject site is approximately indicated with a red circle

Source: Goulburn Town Map, 1859, HLRV, image 140798

²² Bowral Free Press and Berrima District Intelligencer, Saturday 20 August 1887, The Goulburn Town Hall, p4

A site survey was carried out in 1887, before construction began on the Town Hall (Figure 2.10). The survey shows the existing buildings on the site, which is indicated with a red outline and labelling. This survey shows that the site of the town hall was previously occupied by a 'Brick House, part of the Goulburn Gaol. This brick building also appears on the 1899 land grant for the site, although it is not clear when it was demolished. The firestation is shown on the 1887 survey as being adjacent separate to the town hall site. By 1899, when the land was formally granted, the firestation site had been consolidated into the town hall site.

In 1890 the Auburn Street site was dedicated for a Town Hall (revoking the earlier dedication for the fire brigade). By this date the Town Hall building had already been constructed. The dedication of the site confirms that the land was first alienated from the Crown in 1890.²³

The formal land grant for the site was produced later still, dated 1899.²⁴ The land title refers to the subject site (Lots 11 and 17, Section 2, DP 758468).

At some point another small portion of land (Lot 21, Section 2, DP 758468) was alienated from the Crown and is now part of the carpark at the rear of the site.²⁵

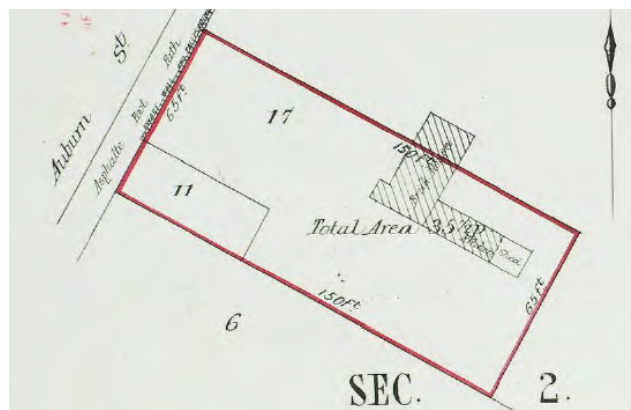
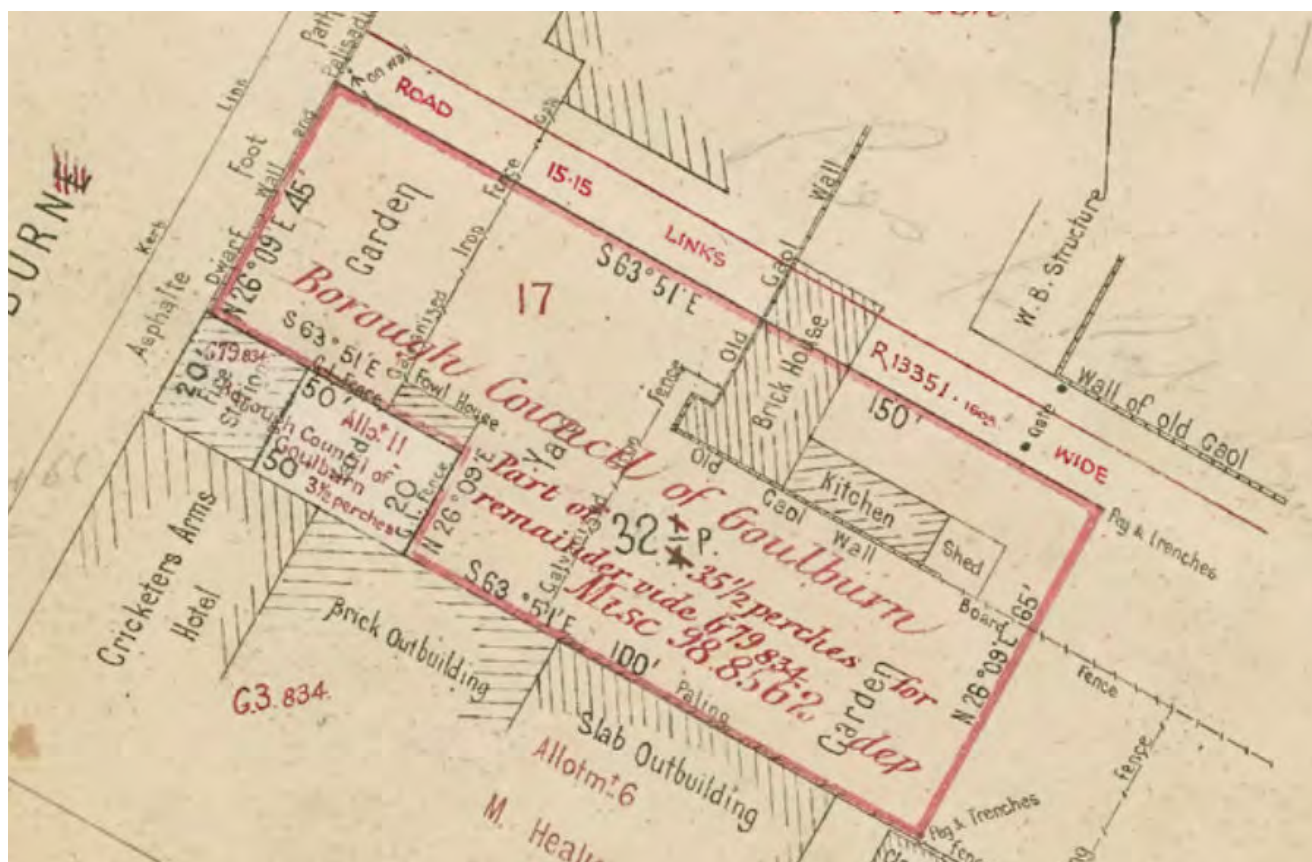


Figure 2.9
1899 Land Grant for the subject site
Source: NSW LPI, Volume 1281 Folio 135

Figure 2.10
Survey of the site for Goulburn Town Hall made on the 2nd March 1887. The survey shows the buildings on the site at the time including a gaol outbuilding 'Brick House'
Source: Goulburn Town Map, 1859, HLRV, image 140798



²³ Department of Lands New South Wales Government Gazette, Proposed resumption of Fire Engine Station and Town Hall Sites at Goulburn and Dedication for Town Hall Site, Tuesday 2 September 1890, Issue No. 476 Supplement, p6860

²⁴ NSW LPI, Volume 1281 Folio 135

²⁵ NSW LPI, Prior Title search 21/2/758468; NSW LPI Six Maps

2.3 INITIAL CONSTRUCTION OF THE BUILDING (1887)

COMMISSIONING THE DESIGN

From the first election of the Municipal Council on 22 July 1859 to the construction of the Town Hall building the Council met at a number of locations, including the old Court House on Sloane Street, the Argyle Chambers in Montague Street, and the Mechanics Institute building.²⁶

The idea of building a Town Hall for the city of Goulburn was raised a number of times before becoming an actuality. It was first mentioned with the opening of the railway station in 1869 as the Governor attended for the opening ceremony and the absence of a Town Hall was noted.

In 1870 the issue was discussed with a proposal put forward to build a Town Hall on part of what is now known as Belmore Park.²⁷ At the Municipal Council elections of 1885 the ratepayers voted to borrow money for the erection of a Town Hall,²⁸ and in 1886 the Council considered purchasing the Protestant Hall Company hall in Market Street to be used as the Town Hall, however this plan fell through.²⁹

In 1887 Goulburn architect Edmund Cooper (E C) Manfred was asked by Council to prepare a range of possible designs for a new Town Hall, the site of which had not yet been confirmed. Part of the Crown land/site (already housing the Post Office and the Courthouse) which was then in use by the Fire Brigade was the preferred site and soon after settled on.³⁰

E C Manfred produced at least nine different designs for the new Town Hall³¹ some of which have survived in the archival collection of the Goulburn & District Historical Society (Figures 2.11 - Figure 2.14).



Figure 2.11
Design No. 2 - one E C Manfred's proposed designs for the Goulburn Town Hall
Source: Goulburn & District Historical Society

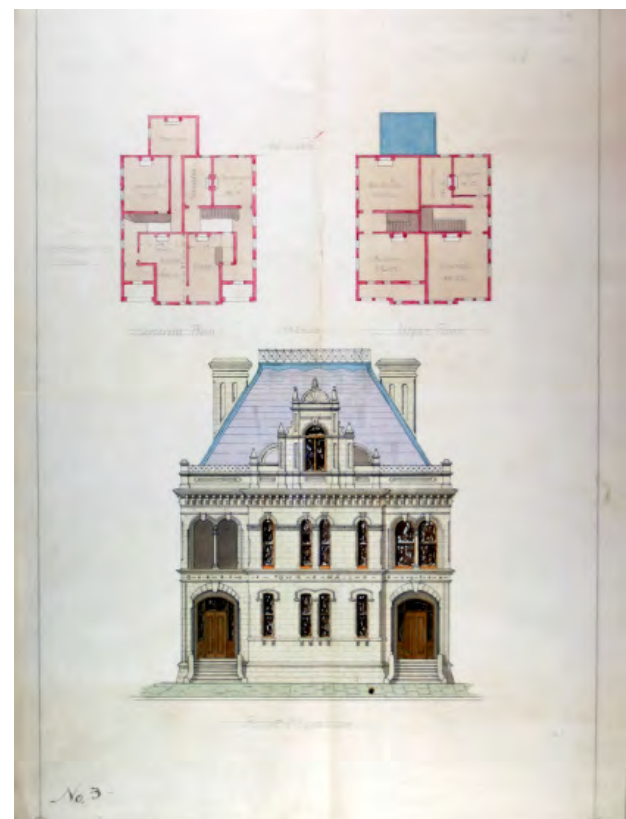


Figure 2.12
Design No. 3 - one E C Manfred's proposed designs for the Goulburn Town Hall
Source: Goulburn & District Historical Society

26 Goulburn Post, Wednesday 7 March 1990, *Farewell Town Hall*, p19
27 Ibid
28 Bowral Free Press and Berrima District Intelligencer, Saturday 20 August 1887, *The Goulburn Town Hall*, p4
29 Goulburn Post, Wednesday 7 March 1990, *Farewell Town Hall*, p19
30 Ibid
31 Goulburn Post, Wednesday 7 March 1990, *Farewell Town Hall*, p19

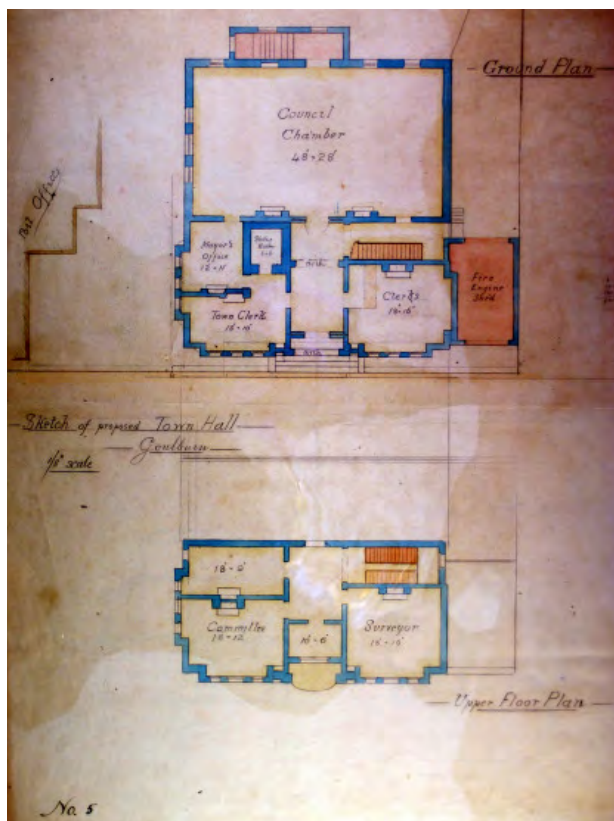


Figure 2.13
Design No. 5 - one E C Manfred's proposed designs for the Goulburn Town Hall
Source: Goulburn & District Historical Society

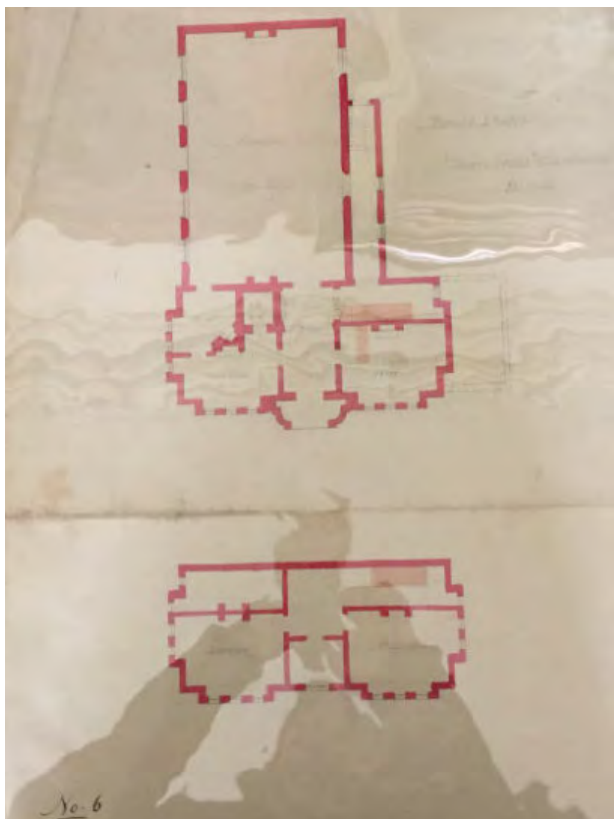


Figure 2.14
Design No. 6 - one E C Manfred's proposed designs for the Goulburn Town Hall
Source: Goulburn & District Historical Society

DESIGN AND CONSTRUCTION

The Council selected Manfred's design No. 9 as the final choice for the new building (Figures 2.16 - Figure 2.23).³²

A tender was put out for the construction of the building and local builder William Wilkie won the commission for construction, with a price of £3,439 3s 5d.³³ Wilkie carried out the majority of the work apart from painting, masonry work and plumbing of the building, which were subcontracted out.³⁴

Construction began in 1887 with the laying of the foundation stone by the then Mayor Francis Tait, MLC, at an official ceremony on the 19 December 1887 also attended by the Governor Lord Carrington. The building was completed and opened in 1889 when the then Mayor of Goulburn Mr Henry Shuttleworth Gannon, officially opened the new Town Hall at a ceremony on Tuesday 8th January.³⁵

The final design was very decorative with a high pitched hipped roof and tall chimneys (Figure 2.15). The layout of the original building comprised "an under-ground store, a ground floor, a first floor, and an attic"³⁶ as shown in the original plans which are signed by the contractor W. Wilkie.



Figure 2.15
Etching of the new Goulburn Town Hall in 1889
Source: *Australian Town and Country Journal*, Saturday 16 February 1889, *The Goulburn Town Hall*, p26

- 32 Goulburn Post, Wednesday 7 March 1990, *Farewell Town Hall*, p19
- 33 The Australian Star, Wednesday 9 January 1889, *Opening of Goulburn Town Hall*, p5
- 34 Goulburn Herald, Thursday 10 January 1889, *Opening of the Town Hall*, p2
- 35 The Australian Star, Wednesday 9 January 1889, *Opening of Goulburn Town Hall*, p5
- 36 Bowral Free Press and Berrima District Intelligencer, Saturday 20 August 1887, *The Goulburn Town Hall*, p4

A most detailed description of the new building appeared in the Goulburn Herald on the 10 January 1889:

"THE BUILDING

The appearance of the new hall may perhaps for a structure of this character be considered somewhat too ornate, not to say florid, owing chiefly to repeated contrasts between the bright red of the brickwork and the white of the masonry; but however tastes may differ as to details, most persons will admit that the building forms a distinct architectural improvement to the city.

The walls are of brick on rubble foundations with concrete footings, and the rubble-work is faced with freestone; the brickwork on three sides is built with red pressed brick from Merrylands. The mouldings are in Bundanoon stone.

The elevation to Auburn-street has a very substantial appearance. The lower windows have architraves and corbelled heads, with carved scrolls on top; the door has bluestone steps, and an elliptical head with carved impost, keystones, etc. carrying a stone balconette above, from which the city fathers can address the multitude when the hall is found too small for the purpose.

The upper windows have moulded imposts and archibolts, and carved keystones. A bold cornice surmounts the whole with the exception of the centre portion, which rises as a gable to a height of fifty-three feet from the pavement.

The roof is very steep and is covered with Welsh slates.

The accommodation comprises entrance-hall, 22' x 10', with sliding doors and internal swing doors; on the left is the town-clerk's office 18' x 11', mayor's office 14' x 10', and strong-room 6' 6" x 5' 6". On the right-hand side is the clerk's office, 18' x 17'; this has been fitted up with counter, etc. Both this and the town-clerk's office contain small lavatories. At the opposite end of the entrance-hall is the council chamber, entered through a large double door; this apartment has a coved ceiling, and is 47' x 28' and 18' high. There are several large windows and two escape-doors besides the entrance-door. As the ground falls away very much to the back, advantage has been taken of it and a cellar has been formed, which is paved and well lighted, and is intended for storing tools and appliances used by the workmen. The upper floor is reached by an easy staircase, and has a surveyor's office 18' x 17', committee-room 18' x 12, inspector's office 18' x 13'. There is an attic floor, but the rooms have not been finished, as it is desirable to let all the timbers settle down and shrink first."³⁷

At the formal opening hosted by the Mayor the architect himself, Edmund (E. C.) Manfred, described the building and explained the reasoning behind such a flamboyant design -

"The material used in the erection of the building was more expensive than usually employed in Goulburn; but it was the desire of the alderman and himself to have a building of a style different from that usually adopted in Goulburn, also a building really what it purported to be. In it there were no bricks covered with cement, and no cement marked to represent stone. It was honest and no sham."³⁸

According to a former town clerk of Goulburn the original town hall building includes an interesting communication device built into the walls. *"Also in the building is a set of speaking tubes from the early days. They're like speaking tubes in a submarine. They run in a wall from down stairs to upstairs. At either end there was a stopper with a whistle. What you used to do was pull out the plug at your end and blow in it. It would whistle somewhere else in the building and the person up there would pull out the plug and stick it in their ear to the speaker tube and you could carry on a conversation."³⁹*

From the time of its construction the Goulburn Town Hall was well received by the council, community and the press. The Council was described as being entirely satisfied with the project and the building in 1889,⁴⁰ while The Town and Country Journal described the new Town Hall as "a very handsome addition to the buildings of that city."⁴¹

38 Goulburn Herald, Thursday 10 January 1889, *Opening Of The Town Hall*, p2

39 Goulburn Post, Goulburn Council (ed.), 2002, *Stepping Back: Goulburn residents remember when*, City of Goulburn, Goulburn (NSW), p10

40 Goulburn Herald, Thursday 10 January 1889, *Opening Of The Town Hall*, p2

41 Australian Town and Country Journal, Saturday 16 February 1889, *The Goulburn Town Hall*, p12



Figure 2.16
E C Manfred's design No. 9 - Front elevation of the final design chosen for the Goulburn Goulburn Town Hall, signed by the contractor W. Wilkie
Source: Goulburn & District Historical Society



Figure 2.17
Rear elevation drawing
Source: Goulburn & District Historical Society

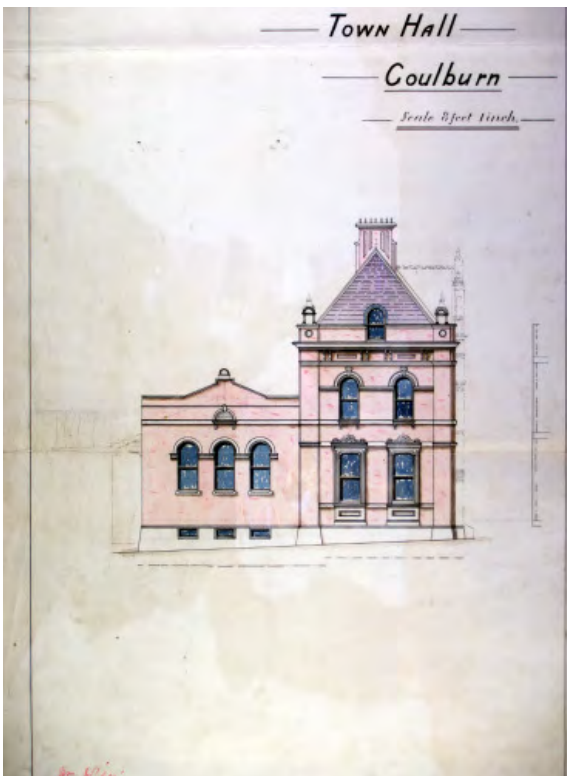


Figure 2.18
Side Elevation (north) drawing
Source: Goulburn & District Historical Society

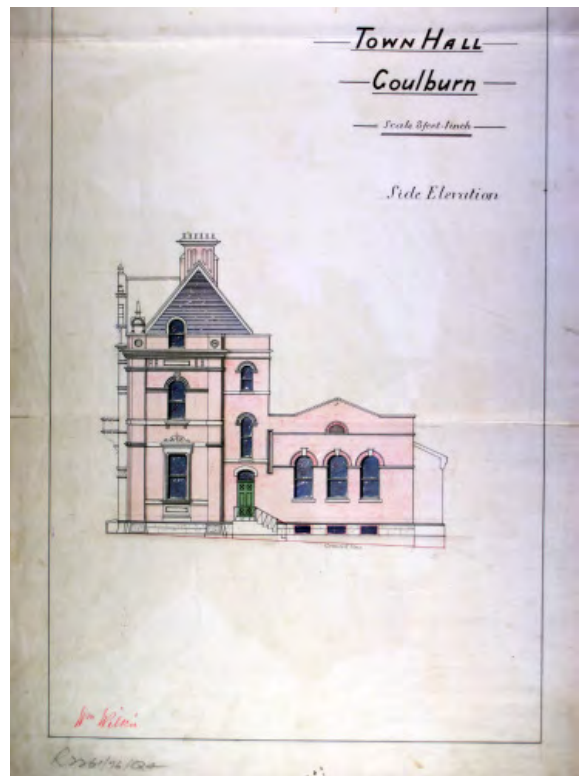


Figure 2.19
Side Elevation (south) drawing
Source: Goulburn & District Historical Society

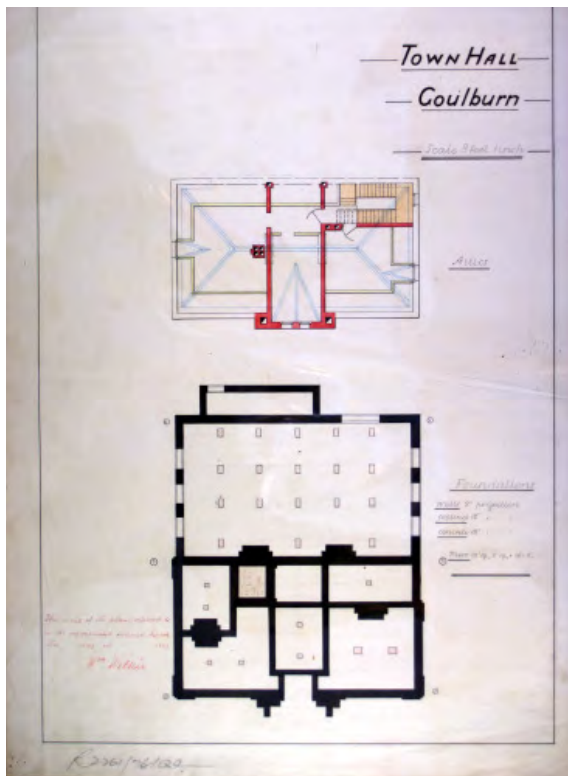


Figure 2.20
Foundation and attics/roof plans
Source: Goulburn & District Historical Society

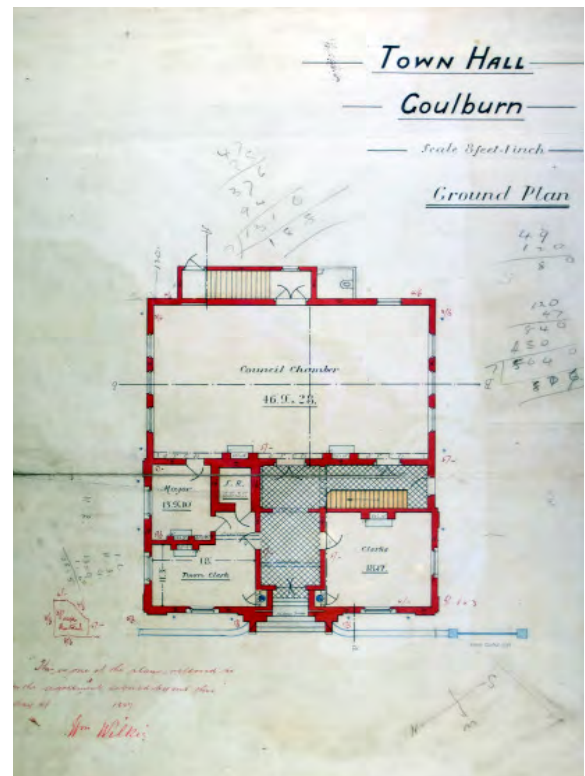


Figure 2.21
Ground floor plan
Source: Goulburn & District Historical Society

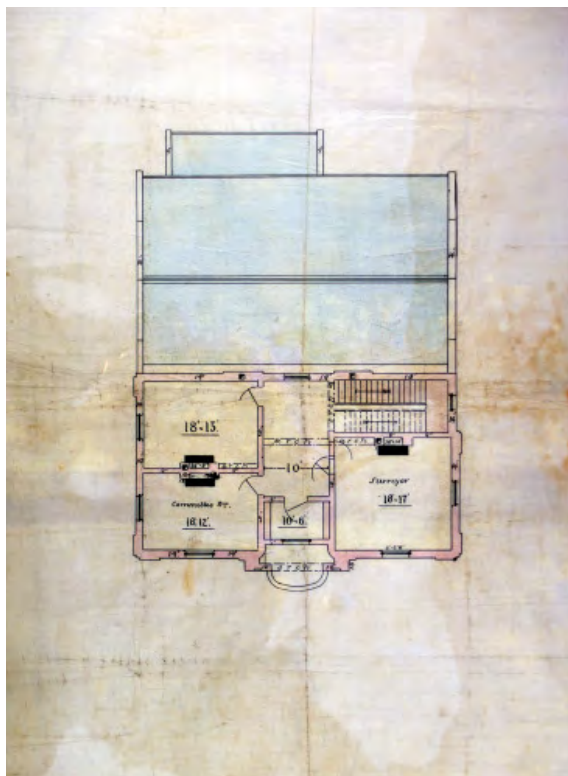


Figure 2.22
First floor plan
Source: Goulburn & District Historical Society

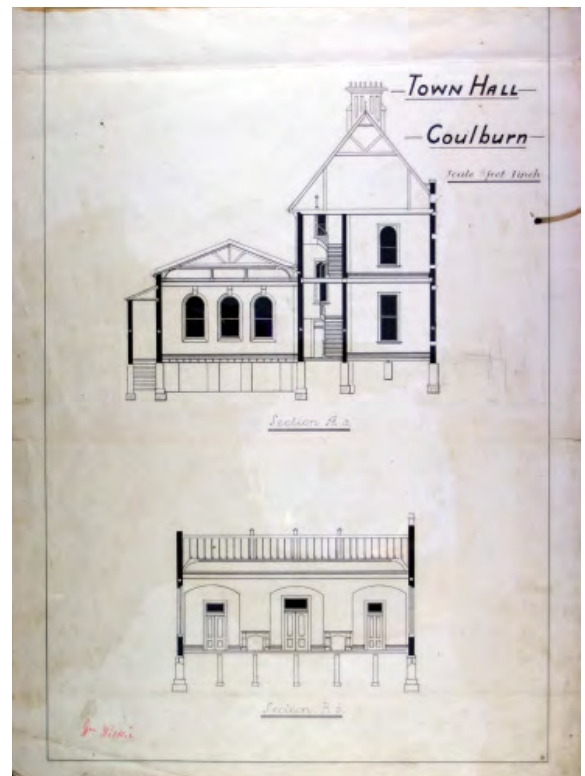


Figure 2.23
Section plans
Source: Goulburn & District Historical Society



Figure 2.24 (Top)

Looking east along Auburn Street in 1900, the Town Hall visible on the right (foreground)

Source: National Archives of Australia, Goulburn Post Office and streetscape, 1905, barcode 3028479



Figure 2.25 (Left)

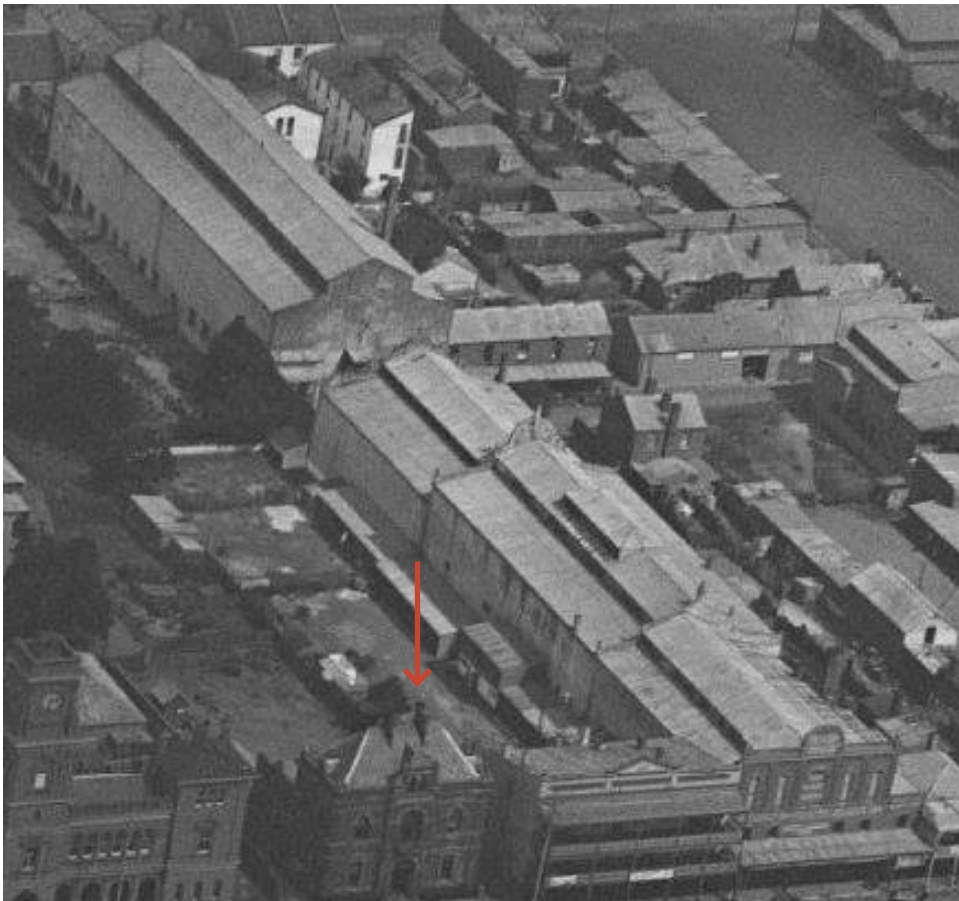
1909 postcard of the Goulburn Town Hall showing the decorative front and side (northern) facades

Source: Mason, Ernest, *Town Hall: Goulburn, N.S.W. postcard*, 1909, Goulburn Mulwaree Council Local Studies Collection, PF-1: Image No.2

Figure 2.26 (Bottom)

Undated aerial photo with a red arrow indicating the Goulburn Town Hall before the 1936 addition. The rear of the site is also visible due to the angle of the photograph

Source: Undated, Facebook Group 'Goulburn's Early Days' posted by Tony Richards



2.4 MAJOR ADDITION (1936)

On the 1st March 1935 a motion was put forward to the Council and subsequently carried, for an alteration and extension of the Town Hall building. The reasoning behind the proposed enlargement of the building was the need for office space for staff as well as additional public spaces, as the Council of 1935 had outgrown the original building.⁴²

Architect Herbert Charles (H. C.) Manfred, son of the original building's architect Edmund Cooper Manfred, was asked by Council to draw up plans for the new extension.⁴³

The Council considered the incorporation of a theatre into the rear addition, as well as the additional administrative spaces, as a means of funding the entire project.⁴⁴ Although this scheme did not eventuate, a set of proposed plans was drawn up with this concept in mind, consisting of a two storey addition including a banqueting hall, offices, kitchen and upper level hall (theatre) with stage and tiered seating, as well as a new council chamber (Figure 2.27 & Figure 2.28).

The final design was more modest in nature, being limited to the conversion of the council chamber hall into offices including the insertion of new ceilings, and the construction of an addition accommodating a new council chamber hall with attached kitchenette, toilets, a few additional rooms, as well as a large basement created as a result of the falling ground level to the rear of the site.⁴⁵

The new alterations and additions were approved by the architect of the Chief Secretary's Department (E B Harkness) in August 1936.⁴⁶ Local builder Mr J. Stidwell was given the building contract with a tender price of £3,911.⁴⁷ Signatures of both individuals appear on the approved plans (Figure 2.29 & Figure 2.30).

Construction of the new addition and associated alterations to the original building began in 1936.⁴⁸

Apart from the large rear addition to the Town Hall building, a number of other minor alterations and maintenance work was carried out to the building around this time. Changes made to the building included the conversion of the council chamber into offices, demolition of the rear internal staircase,

removal of the iron fence surrounding the front of the building and altering the front entrance of the original building by adding new swing doors to the main entry doorway.⁴⁹

The design of the 1936 alterations and additions reflected their time, with a clear Art Deco influence. The Art Deco design of the 1936 alterations and additions is particularly noticable in the design of the council chamber with its plaster moulded cornices, ceiling and wall column elements, and a pastel colour scheme.



Figure 2.27
Sketch plans of proposed Goulburn Town Hall extension
Source: Goulburn & District Historical Society, Manfred & Son Architects practice files

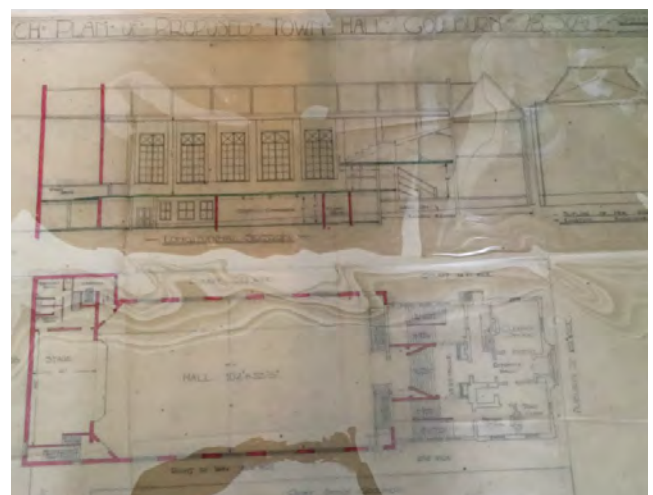


Figure 2.28
Sketch plans of proposed Goulburn Town Hall extension
Source: Goulburn & District Historical Society, Manfred & Son Architects practice files

42 Goulburn Evening Penny Post, Friday 1 March 1935, *Goulburn's Town Hall "City Has Outgrown It" Motion for extension is carried*, p4
43 Wyatt, Ransome T, 1941, *The History of Goulburn*, NSW Landsdowne Press (NSW), 1995, Sydney
44 Goulburn Evening Penny Post, Friday 1 March 1935, *Goulburn's Town Hall "City Has Outgrown It" Motion for extension is carried*, p4
45 Goulburn & District Historical Society archives
46 Goulburn & District Historical Society archives, Letter dated 7 August 1936
47 Goulburn Evening Penny Post, Thursday 25 April 1935, *Town Hall Tenders To Be Called*, p3
48 Goulburn Evening Penny Post, Thursday 25 June 1936, *Town Hall Extensions Foundation Work Begun*, p2

49 Goulburn Evening Penny Post, Monday 30 November 1936, *Goulburn Town Hall Improvements To Be Made In Keeping With Extensions*, p1

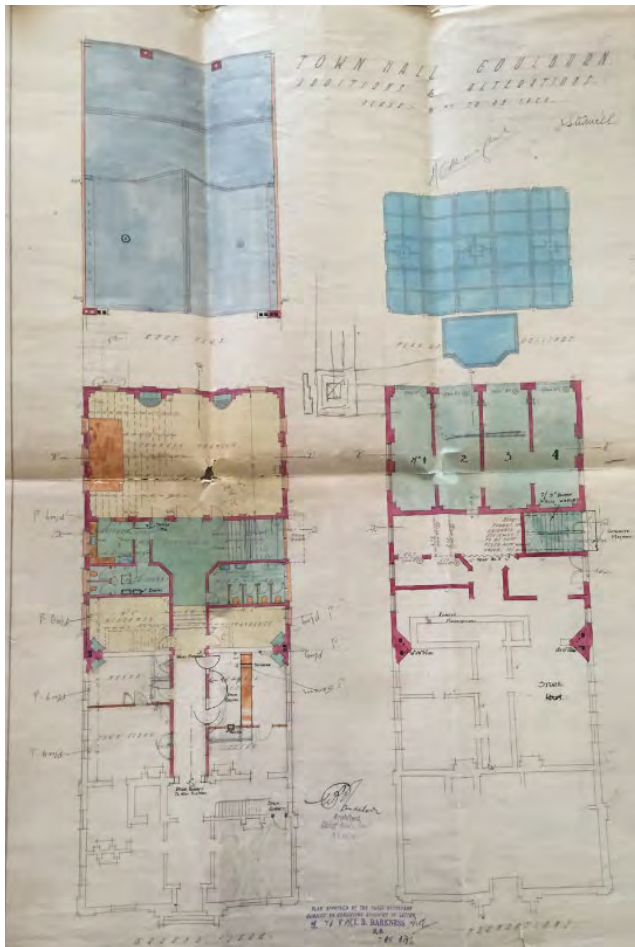


Figure 2.29
H C Manfred's 1935 approved plans for the alterations and additions to the Goulburn Town Hall - floor plans
Source: Goulburn & District Historical Society

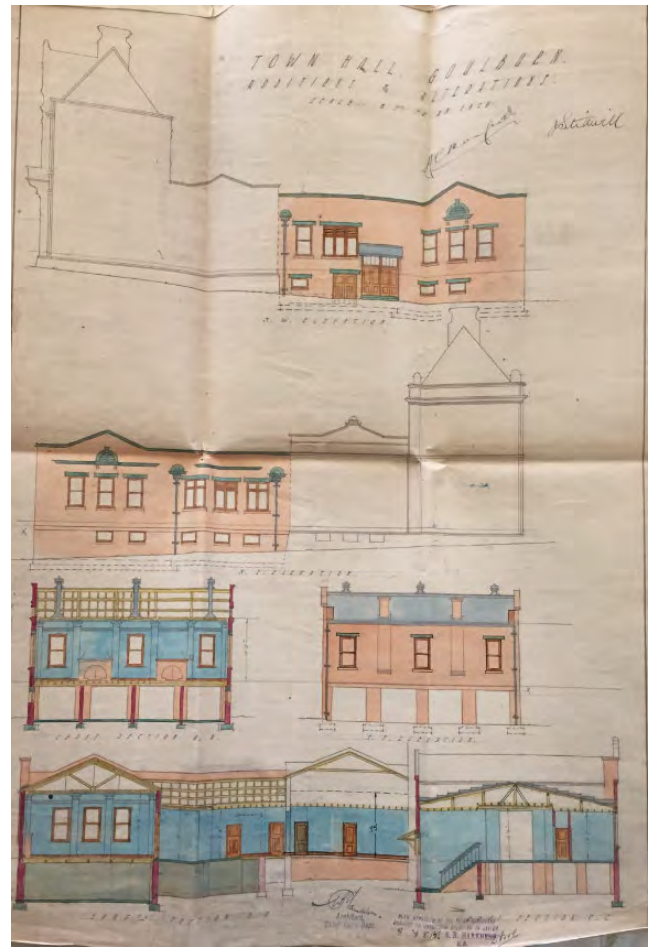


Figure 2.30
H C Manfred's 1935 approved plans for the alterations and additions to the Goulburn Town Hall - elevations and sections
Source: Goulburn & District Historical Society



Figure 2.31
Goulburn council meeting in 1957 taking place in the c1936 art deco style council chamber of the Town Hall
Source: National Archives of Australia, Goulburn City Council NSW, 1957, Barcode 7558776

2.5 SUBSEQUENT CHANGES (1937 - 2016)

Minor changes have occurred to the building since the 1936 alterations and additions to the present day. Maintenance and service upgrades have continued on an as needs basis. In 1937 the Council approved plans to paint and renovate the front offices, and replace the hedge in front of the building with a decorative step design and stone piers topped by ornamental lights flanking the main building entrance.⁵⁰ It has yet to be confirmed whether these plans were ever carried out.

In the 1940s an air raid shelter was built under the building. Ken Brown, one of the former Town Clerk's of Goulburn, recalls *"There's an air raid shelter underneath what used to be the town clerk's office. That was built during the war years, in the 1940s...It was built to protect the staff and a lot of old records if we were ever raided during the war."*⁵¹

⁵⁰ Goulburn Evening Penny Post, Friday 15 January 1937, *Town Hall Renovations*, p5

⁵¹ Goulburn Post, Goulburn Council (ed.), 2002, *Stepping Back: Goulburn residents remember when*, City of Goulburn, Goulburn (NSW), p10

Other changes relate to the 1936 addition. At some point the rear wall of the new council chamber was altered. Internally the two fireplaces along the eastern wall of the chamber were bricked up and removed (including hearth, grate and surrounds). The council chamber stage which is located along the southern side of the room is shown on the north of the chamber room in the 1936 plans. It is unclear whether the stage was constructed in the existing position or whether it was moved later.

The toilets in the 1936 part of the building also appear to have been altered. The men's and the women's toilets have been switched, with the men's toilet labelled and shown on the 1936 plans now functioning as the women's toilets and vice versa. The countertops and basins, mirrors, urinals and other fixtures and fittings are later inserts.

Externally the northernmost window in the rear facade was converted into a doorway and one of the garage doorways below was bricked up. An access ramp has also been added along the southern side of the building. No dates for these alterations have been able to be confirmed. In 2003 a new external staircase was added to the back of the building.⁵² These functional access additions recognised the need for easier access to the building, in response to contemporary expectations. The design of these additions was utilitarian and non descript, being of function rather than of any design merit.

A double width staircase providing access to the vestibule in front of the new council chamber (refer to Figure 2.29) was removed and replaced with cupboard space. The timber doors are still visible externally.

2.6 ADDITIONAL USES OF THE TOWN HALL

As well as a Town Hall and meeting place for the Council, the building has had a number of other uses throughout its lifetime including as a meeting place for a number of local organisations. From 1895 the Baptist Church held services in the building for several years.⁵³ The Goulburn Chamber of Commerce was formed at the Town Hall during a public meeting on the 28 November 1913 and continued to hold their meetings there for a number of years.⁵⁴ Likewise with the Goulburn and District Historical Society which was founded at the Goulburn Town Hall in 1951 and which continues to hold its annual general meetings there.⁵⁵

The former Town Hall has also hosted a number of prominent Governmental figures including the Governor-General (Lord Northcote) who visited and was received at the Town Hall in 1907 for the opening ceremony of the telephone line between Sydney and Melbourne,⁵⁶ and NSW Premier Jack Renshaw who met with his Cabinet at the Goulburn Town Hall in 1965.⁵⁷

2.7 CESSATION OF THE CIVIC USE (1990)

McDERMOTT CENTRE (1990 - 2016)

The use of the building as the Goulburn Council Town Hall ceased in 1990 when the Council moved to a new civic building located on the corner of Bourke and Clifford Streets. Goulburn Mulwaree Council still manage and maintain the building. After the Council moved out of the building in 1990 it became a community centre and was renamed the McDermott Centre.⁵⁸

Most recently the building was being used for youth services, as a local senior citizens centre, and the Commonwealth Home and Community Care Program.⁵⁹



Figure 2.32

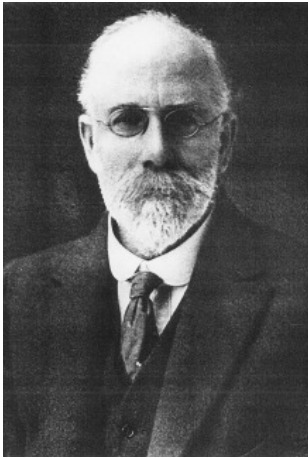
The former Town Hall in 2016 viewed from Auburn Street showing the front (western) facade and side (northern) facade of the original building and later addition

52 Goulburn Mulwaree Council records, 67/2003/DA
53 Goulburn Herald, Friday 14 August 1896, *Baptist*, p2
54 Goulburn Chamber of Commerce & Industry, 2014
55 Wyatt, Ransome T, 1941, *The History of Goulburn*, NSW Landsdowne Press (NSW), 1995, Sydney

56 The Sydney Morning Herald, Thursday 11 July 1907, *Sydney-Melbourne Telephone*, p7
57 The Canberra Times, Thursday 22 April 1965, *Premier to visit city*, p29
58 Goulburn Post, Tuesday 9 January 1990, *Town Hall Retires*, p9
59 Goulburn Post, 11 November 2015, *Seniors 'frustrated' by McDermott Centre operations*, p1

2.8 THE ARCHITECT

EDMUND COOPER MANFRED (1856 - 1941)



Figures 2.33 & 2.34

The architect Edmund Cooper (E C) Manfred (left) and his professional stamp (right)

Source: Penalver, David, et al, 2013, *E C Manfred – Architect and Surveyor*, Goulburn, Hypercet printing Goulburn

Edmund Cooper (E. C.) Manfred (Figure 2.33) was born in England in 1856. In 1876 at age twenty he migrated to Australia and settled in Manly, where members of his mother's family were living at the time. Manfred took up architectural training in Sydney, following in the professional footsteps of his father who was an architect and surveyor. He trained as a pupil of the Colonial Architect Edmund Blacket, and also worked with George Mansfield during his initial years in Australia, both of whom drew inspiration from the romantic Gothic Revival design school. Manfred's later work, including his design for the Goulburn Town Hall, reflects the influence that these early professional associations had on his design style.⁶⁰

E C Manfred arrived in Goulburn in 1879, advertising shortly after (in 1880) as "E C Manfred, Architect Montague Street."⁶¹ He may have moved to Goulburn under the direction of Blacket, for by 1882 he had been appointed as Clerk of Works for the Blacket brothers, tasked with supervising the construction of the Cathedral of St Saviour in Goulburn, which was finished in 1884.⁶²

After the construction of the Cathedral, E. C. Manfred stayed and settled in Goulburn, raising his family and becoming involved in many local organisations, as well as joining the Masonic Lodge, and being appointed the Secretary and Manager of the Goulburn Gas & Coke Company Ltd. He continued to work as an architect, having registered as 'Architect No. 20' in 1883. He designed numerous buildings, civic, public, and private residences in and around Goulburn. His architectural practice expanded in the early years of the twentieth century (after 1900) when one of his children, his son Herbert Charles (H. C. Manfred) joined his architectural practice, which became known as Manfred & Son.⁶³

Manfred passed away in 1941 at Goulburn Hospital (one of his own designs) at the age of 84.⁶⁴ He is buried in the family plot at St Andrew's Cemetery in Turrannaville.⁶⁵

In the course of his professional architectural career E. C. Manfred was highly influential on the town of Goulburn's architectural character. Apart from the Former Town Hall (1887) he was responsible for the design of numerous other buildings throughout the town centre including:

- 236-238 Cowper Street 'Rossneath Academy', later 'Roscrea' (1870)*
- Mechanic's Institute (1881 remodelling & 1928)
- 114 Bradley Street 'Rossneath' (1881)**
- 72 Verner Street 'Marston' (1883)
- Former Town Hall (McDermott Centre) (1887 & 1936)
- The Baptist Church, Bourke Street (1887)
- Dimmey's Store Front and Tower (1887)
- Goulburn Base Hospital (1888)
- Old Fire Station, Montague Street (1890)
- Masonic Temple (1890 & 1928-29)
- 44 Montague Street 'Yurabi' (1891)
- Belmore Park Bandstand (1897)
- 85 Verner Street 'Tarcoola' (1893)
- 20 Church Street (1903)
- Roman Catholic Bishop's House, Verner Street (1907)
- St Saviour's Parish Hall extensions (1912)

* E. C. Manfred's family home by 1900

** H. C. Manfred's family home for a time⁶⁶

60 Penalver, David, et al, 2013, *E C Manfred – Architect and Surveyor*, Goulburn, Hypercet printing Goulburn

61 Penalver, David, et al, 2013, *E C Manfred – Architect and Surveyor*, Goulburn, Hypercet printing Goulburn, p4

62 Wyatt, Ransome T, 1941, *The History of Goulburn*, NSW Landsdowne Press (NSW), 1995, Sydney

63 Wyatt, Ransome T, 1941, *The History of Goulburn*, NSW Landsdowne Press (NSW), 1995, Sydney

64 Building: the magazine for the architect, builder, property owner and merchant, Vol. 68, No. 5, 24 May 1941, *Obituary The Late E. C. Manfred.*, p61

65 Penalver, David, et al, 2013, *E C Manfred – Architect and Surveyor*, Goulburn, Hypercet printing Goulburn

66 Wyatt, Ransome T, 1941, *The History of Goulburn*, NSW Landsdowne Press (NSW), 1995, Sydney

2.9 BUILDING HISTORY SUMMARY TABLE

The history of the building is summarised further in the following table format:

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

3.1 INTRODUCTION

This section describes the current building and its context. It makes use of the historical evidence outlined in the previous section to understand the physical changes that have taken place.

3.2 URBAN CONTEXT

The former Goulburn Town Hall building is located in a prominent position on Auburn Street in the Goulburn Central Business District (CBD). The streetscape is predominantly characterised by two to three storey commercial buildings which represent the layered development of the city.

Auburn Street is a main thoroughfare in Goulburn that runs from Kinghorne Street to Combermere Street (north-south). There are numerous cross streets along the length of the street, with the subject site located on the eastern side of the street, mid way between the intersections with Montague Street to the north and Verner Street to the south.

The height, style and age of the buildings in the immediate vicinity of the subject site varies. With the exception of the Court House to the east, all buildings are built to the street front, with no setback from the footpath. Side elevations vary with some buildings being attached, while others are set back with laneways running between. The side elevations of the former Town Hall building are still clearly visible. A side pedestrian lane on the northern adjacent site provides a setback between the subject building and the Post Office building, while a single width driveway running along the inside of the subject site boundary provides a setback between the subject building and the southern adjacent office building.

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.



Figure 3.1
Location map showing the subject site marked with a red circle
Source: NSW LPI, SIX Maps



Figure 3.2
Aerial image of the subject site and its urban context. The subject site is approximately outlined in red. Heritage items in the vicinity are as named
Source: Nearmap, 22 May 2016, <http://maps.au.nearmap.com/>

The former Town Hall building was the last of this group to be built and is the smallest in terms of scale. However when built the subject building would have been one of the most ornate buildings in the locale with a prominent presence, standing at three storeys, with the high pitched hipped roof and tall chimneys adding further height. The decorative aesthetic and substantial scale of the building have maintained the building's presence in the streetscape despite development of the area over the intervening years.

The 1880-81 Goulburn Post Office (directly to the north) was designed by Colonial Architect James Barnet. North of the Post Office is the 1860 Mechanics Institute building, on the corner of Montague and Auburn Streets. Still further north, Auburn Street is characterised by a mix of commercial buildings, the urban form broken only for a public park (Belmore Park), resulting in a fairly consistent urban streetscape.

The adjacent southern site accommodates a late twentieth century three to four storey building currently used as NSW Government Offices. A number of two and three storey commercial buildings present to the street between this building and the intersection with Verner Street, resulting in a fairly consistent streetscape.

To the east (rear) the subject site abuts the Court House reserve. The main building complex is set well back from the shared site boundary and orientated to the north east, with only side elevations presenting to the subject site and visible from the former Town Hall.

The western side of Auburn Street, within the immediate vicinity of the site, similarly presents a quite consistent streetscape in terms of scale, with the majority of buildings being two storey. All buildings are built to the footpath, with a mix of ages and styles from Victorian through to twenty first century inserts.

3.3 VIEWS TO AND FROM THE SITE

The location of the building, mid way along a street block with an angled street alignment (north east - south west) means that distant views to and from the building are limited in both directions (Figure 3.3 and 3.4). From the opposite side of the street the 1887 primary elevation is unobstructed.

The access lanes which run parallel to the length of the building from Auburn Street through to the rear of the site (adjacent to the northern and southern site boundaries) provide further views of the building. In particular these side lanes allow for views of both the northern and southern (side) elevations of the building including both the original 1887 building and the later 1936 addition.

3.4 SITE DESCRIPTION

The site falls down gradually from west to east and is a regular rectangular shape with a western (front) boundary of 19.81m, eastern (rear) boundary of 19.96m, northern boundary of 57.2m and southern boundary of 57.46m.



Figure 3.3

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



Figure 3.4

Looking south west along Auburn Street from the corner of Montague Street showing the existing streetscape character. The former Town Hall building indicated with a red arrow



Figure 3.5

The entrance to the rear lane which provides vehicular access to the subject site from Montague Street

3.5 DESCRIPTION OF THE BUILDING EXTERIOR

The existing building reflects two main phases of development. The original building component, addressing the street frontage, dates from 1887. The architectural style can be characterised as Victorian Second Empire with its high pitched hipped roof clad in Welsh slate, decorative iron cresting and tall chimneys. However the use of red brickwork and stone for decorative effect, central gable and elaborate treatment of the facade reflect the influence of the Federation Anglo-Dutch style.

The 1887 building consists of a three storey portion with high pitched hipped roof (original town hall administration centre) with two tall chimneys. The roof is clad in Welsh slate tiles laid in a pattern of alternating diamond and rectangular bands. A single storey portion with gabled roof clad in corrugated iron behind a pitched parapet is set directly behind the three storey section of the building and contains the original council chamber hall (now altered).

The three storey front elevation presenting to Auburn Street is highly decorative and symmetrical in design with a projecting central bay, and pilaster at either side/corner. At the top of wide tapering steps with metal handrails an entry porch provides access to a set of swing doors. The front doors are set slightly back from a timber framed doorway with detailed transom and fanlight above with the words '1887 - 1990 TOWN HALL McDERMOTT CENTRE' painted in gold.

The base of the building is rubble-faced sandstone blocks. Windows are full pane sashes, square headed on the ground floor and round headed on the upper levels. The external walls are constructed of red pressed bricks with sandstone (Bundanoon stone) 'mouldings of lower window architraves and corbelled heads, upper window arched heads, keystones, string courses, upper cornice, and carved shell like balconette base topped with a decorative cast iron balustrade. Directly under the central portion of the cornice is set a large block of stone with the words 'Town Hall' inscribed.

A large central Flemish style gable dominates the front elevation, designed around two close set round headed attic sash windows. The gable is constructed in red brick with a semicircular stone pediment including a carved shell motif. Other decorative stone elements of the gable include stylized scrolls and an inscription of the date '1887' between two roses relief carved into a masonry block.

The northern and southern (side) elevations of the building are not symmetrical, although similarities are present. The northern elevation includes square headed windows at ground level, two round headed windows on the first floor and a smaller central semi circular dormer window at attic level. The window designs from the northern elevation are repeated in the first bay of the southern elevation, changing for the second bay in order to accommodate a doorway at ground level (with contemporary accessible ramp), with smaller round headed windows on the two levels above. This section of the south elevation differs from the north with less sandstone moulding.

The later 1936 addition to the building is located at the rear of the original building and only partially visible from Auburn Street. The addition reflects the design of the original building, and utilises similar materials. However the addition is simpler in design than the original building. The walls are constructed of brickwork which extends to the ground and is darker in colour than the earlier portion of the building (red brown) although similar in terms of size and shape to the original bricks. Masonry mouldings are simple in design and include window heads, ventilation head/arch. The gabled roofline of the rear addition is visible only from the rear, with the side elevations behind a pitched brick parapet topped with stone capping.

A chimney is located on either side of the building at the junction between the original building and the new addition, with a further two chimneys spaced along the rear elevation (related internal fireplaces removed). A single (stepped) line of double hung timber windows run the length of the extension, along both the northern and southern elevations, with a line of squared windows to the basement set close to the ground level. A contemporary functional staircase extends from the rear elevation to the carpark at the rear of the building.

A pedestrian laneway runs along the northern face of the building, while a driveway runs parallel to the southern elevation of the building and is no longer accessible to vehicles due to the construction of an accessible ramp. The driveway leads to a rear carpark and the basement of the building (at the rear of the 1936 addition) accommodating three individual garage spaces. Vehicular access to the site is via a rear lane, accessed from Montague Street.

1 E. C. Manfred, *Specification of the Town Hall - Goulburn, 1887*



Figure 3.6
Building details including flemish gable on front facade, slate clad mansard roof with cast iron cresting, and tall chimneys



Figure 3.7
The former Town Hall building viewed from the western side of Auburn Street



Figure 3.8
The northern (side) facade of the subject building viewed from Auburn Street. The 1930s rear addition is clearly discernible due to the change in brickwork



Figure 3.9 (Top Left)

Northern (side) facade and partial view of the front facade of the 1887 building. Viewed from Auburn Street. Entrance gates to the adjacent Post Office visible on the left

Figure 3.10 (Bottom Left)

Northern (side) facade of the 1936 addition, of lesser architectural quality than the original 1887 structure

Figure 3.11 (Bottom Right)

Southern (side) facade of the subject building viewed from Auburn Street. Driveway entry and gate, with recent access ramp behind visible





Figure 3.12

Brick pier and chimney along the southern elevation of the building dating from the 1936 phase of construction and indicating the junction between the 1887 building (red brick) and the 1936 addition (darker brown brick).



Figure 3.15

Looking north east across the subject site carpark. The adjacent Court House building is visible directly beyond the rear boundary fence. The later addition to the Post Office building is partially visible on the left



Figure 3.13

Looking west at the later covered concrete access ramp running parallel to building's southern facade



Figure 3.16

Rear (eastern) facade of the building - dating from the 1936 phase of construction



Figure 3.14

View of the eastern (rear) and northern (side) elevations of the building from the rear access lane. Metal security fence and site carpark visible in the foreground

3.5.1 ENTRYWAY

There is physical and documentary evidence of the construction of the original external sliding doors shown on the 1887 plans for the building. These were in addition to the main front door and could have provided a security screen.

The locked hinged cover plates on either side appear intact however the fate of the doors is unknown. As Figure 3.17 shows the track appears to have been removed.

The metal handrails which were added at a later point (and which now restrict movement of the cover plates) appear to have been originally designed as two separate elements and placed to allow continued use of the external doors. This is evidenced by the placement of the wall brackets and the later modifications to join the two rails (refer to Figure 3.18).

If investigations find the doors to be intact it is unlikely that they could be reactivated due to current fire regulations.



Figure 3.17

Detail of the front entrance showing the hinged cover plate and missing track

Source: Brewster Hjorth Architects



Figure 3.18

Detail of the building's front entrance showing the locked hinged cover plate for the original sliding external doors, and the modified metal handrail

Source: Brewster Hjorth Architects

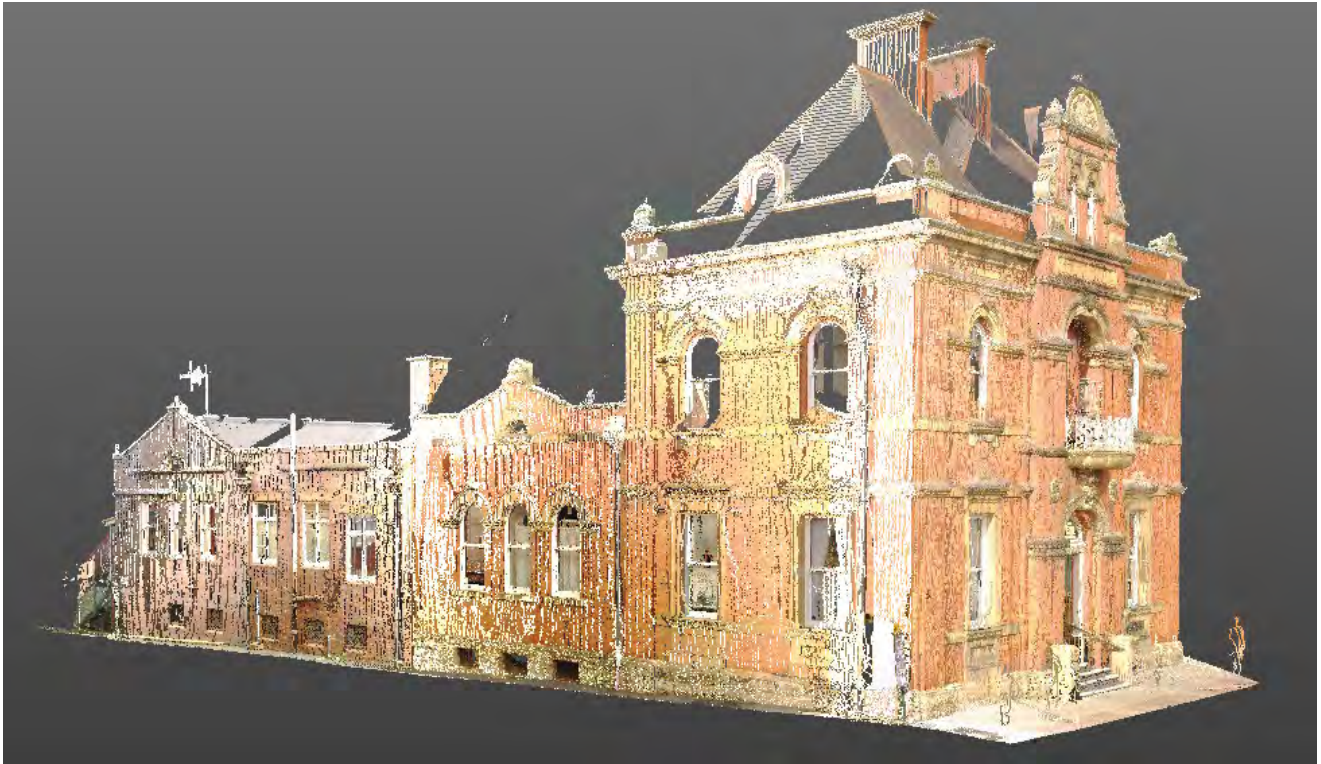


Figure 3.19
3D model of the building's northern (side) and western (front) elevations
Source: *Brewster Hjorth Architects*



Figure 3.20
3D model of the building's southern (side) and eastern (rear) elevations
Source: *Brewster Hjorth Architects*

3.6 DESCRIPTION OF THE BUILDING INTERIOR

The internal layout of the building consists of:

- Basement level
- 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 (This section 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.

The basement runs under the building from the rear of the 1936 addition through to (inclusive of) the original council chamber, as Figure 3.3 shows. The basement accommodates a concrete air raid shelter located under the 1887 building, carparking for three cars accessed/enclosed by single roller doors, and general subfloor storage space with services.

The ground floor comprises the main entry point to the building, accessed via a set of swing doors centred in the front facade. The main doors lead into a carpeted foyer and hallway from which all ground floor rooms are accessed (refer to Figure 3.22).

Later insertions have been made into original walls in order to accommodate changing functional and amenity requirements. Timber floors and cedar joinery including doors, door frames, window frames, picture rails and skirting have been retained through the extant part of the 1887 building. Original ceilings are lathe and plaster.²

All original fireplaces have been bricked up and hearths removed, replaced with heaters. A number of the original Victorian fireplace surrounds have been retained in situ. Specifically the red marble fireplace surrounds in rooms G3, G4 and G8, and the black stone fireplace surrounds in room F3 and F4.

A painted timber World War I memorial nameboard is affixed to the hallway wall outside room G8.

The single storey portion of the 1887 building was originally the council chamber. As part of the 1936 alterations this room was subdivided for offices with installation of a new ceiling below the original ceiling.

Fabric investigations have revealed that the original 1887 coved ceiling with soffit detailing of diagonally laid alternating redwood cedar and kauri pine boards³ has been retained in situ behind later false ceilings.

The rear rooms on the ground floor relate to the 1936 period of construction and includes offices (G9, G10), bathrooms (G11, G12) and the 'new' council chamber (G13) with kitchenette, vinyl floor and intact art deco mouldings.

The cedar and pine staircase dates to the 1887 period of construction, with carved balustrade and 'v' jointed boarding soffit of repeating redwood cedar and pine slats, in a similar pattern to the original ceiling of the 1887 council chamber. The pine step treads are carpeted. The staircase extends from the ground floor of the building to the attic, and provides access to both upper levels of the building. Partition walls have been inserted at each landing, with doors that are able to be individually locked.

The first floor is accessed via the staircase landing, located at the south east corner of the level. The original archway has been filled in with light weight sheeting, glass panels and a door. The entire floor is carpeted, with plaster ceilings. A central room (F1) extends the length of the level (front-rear) to a sash window which provides access to the balconette visible on the front facade. Three other rooms (F2 - F4) on the first floor are accessed from this central space. Timber joinery elements including skirtings, and window frames have been retained. The fireplace in F2 has been entirely removed/enclosed and replaced with a heater. The fireplaces in rooms F3 and F4 have also been enclosed with a heater replacement, although the stone mantles and surrounds have been retained. Room F3 has also been altered to include a kitchenette. Contemporary services have been inserted throughout including power boards, fire safety equipment and light switches.

The staircase leads up to a half landing with south facing sash window, continuing up to the attic level. The staircase has been completely enclosed off by a wall and door from this half landing up to the attic level.

The attic level remains in an unfinished state. The timber floors are unfinished and appear to be in poor condition in places. Walls are a mix of bare bricks and unfinished sheeting material which has been removed in some places revealing the timber framing of the wall structure. Through this framing the roof rafters, brick walls, rear of the upper cornice and floor joists are visible. One attic room (A2) located behind the front facade gable has been painted (plywood and bricks). Similar to the floor below the windows on this level have round headed full sashes.

2 E. C. Manfred, *Specification of the Town Hall - Goulburn*, 1887

3 E. C. Manfred, *Specification of the Town Hall - Goulburn*, 1887

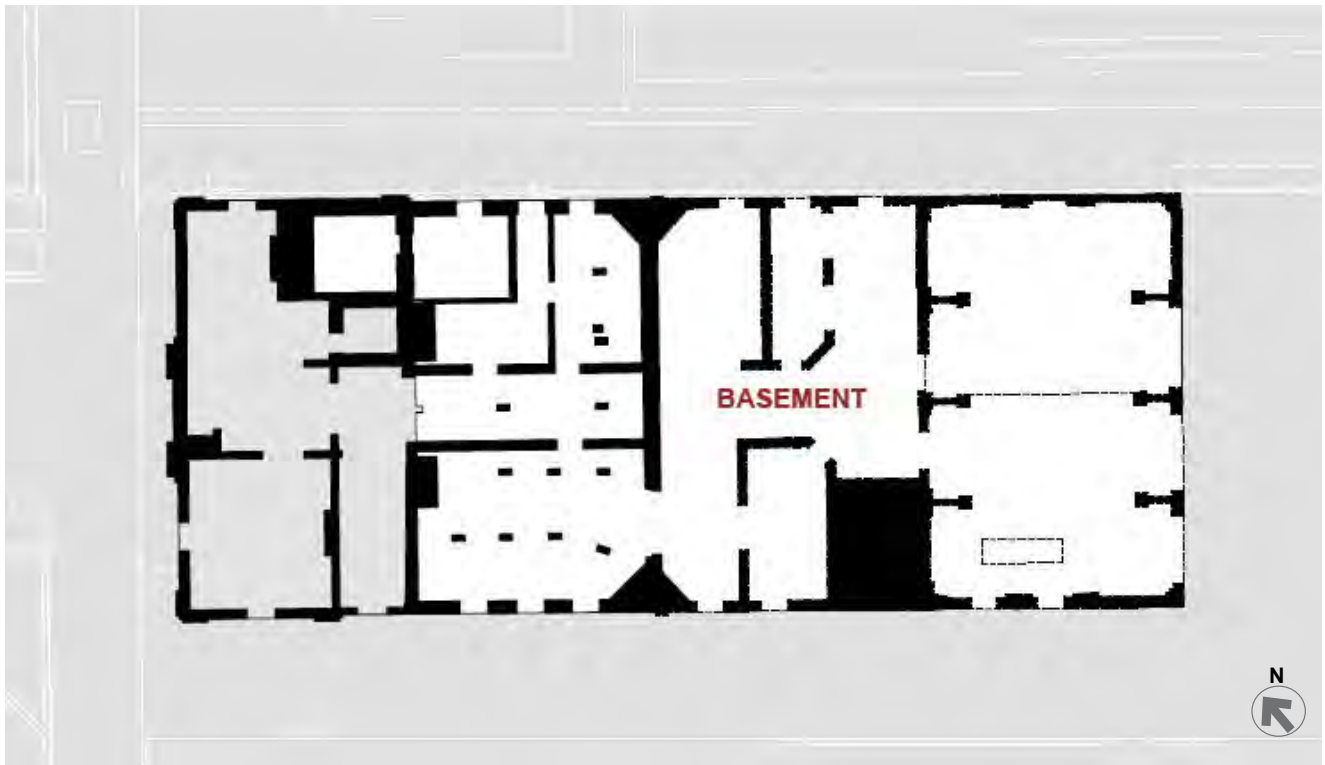


Figure 3.21 (Above)
Basement Level Existing Plan
Source: Brewster Hjorth Architects

Figure 3.22 (Below)
Ground Floor Level Existing Plan
Source: Brewster Hjorth Architects





Figure 3.23 (Above)
First Floor Level Existing Plan
Source: Brewster Hjorth Architects

Figure 3.24 (Below)
Attic Level Existing Plan
Source: Brewster Hjorth Architects

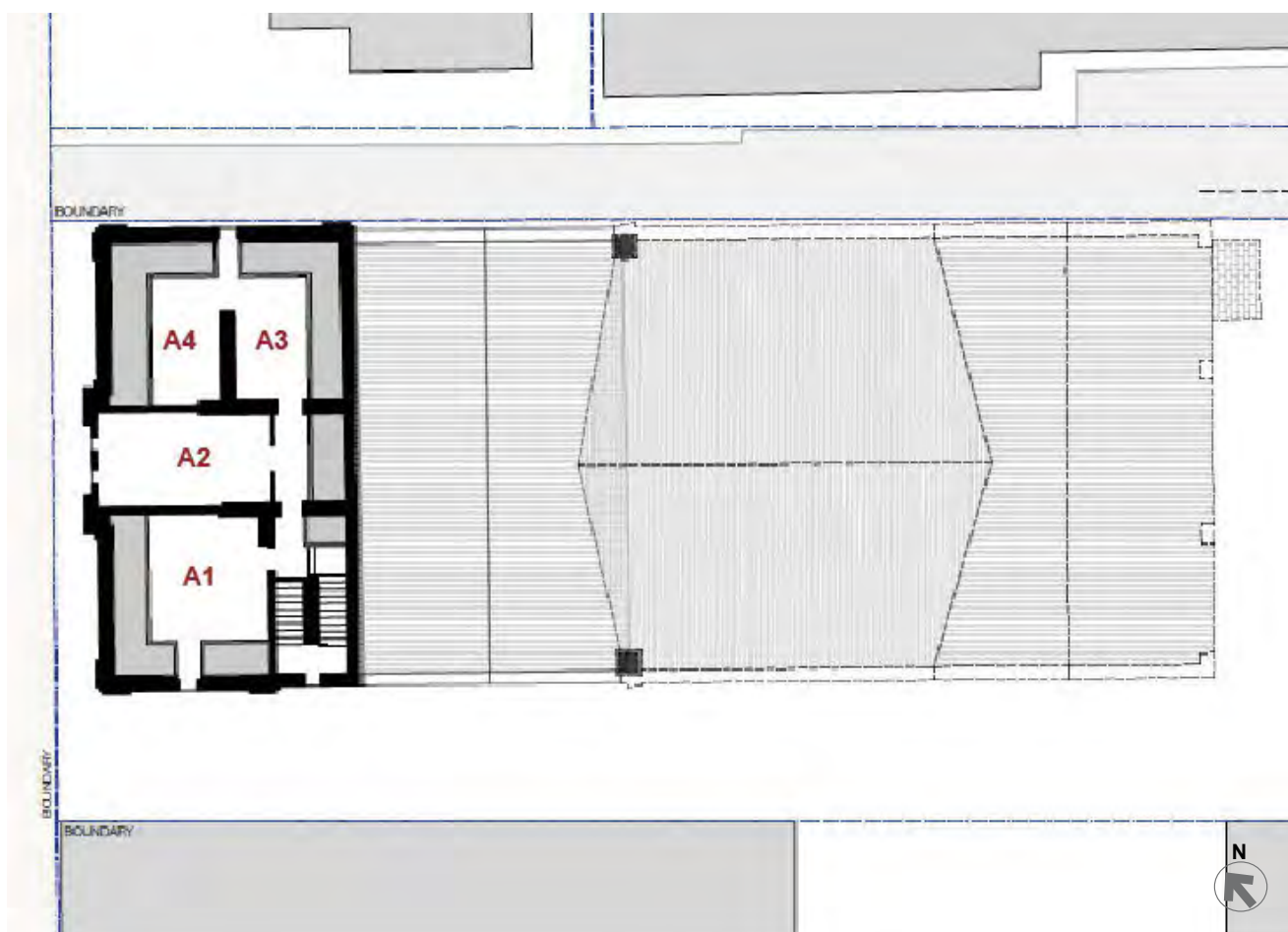




Figure 3.25
The basement level of the building



Figure 3.27
Archway with mouldings above the staircase. One of a number of arches on the ground floor level



Figure 3.26
Looking west through the foyer (G1) towards the front door/main entrance to the building



Figure 3.28
Looking east along the ground floor hallway towards the ramp. Timber memorial nameboard visible affixed to the hallway wall on the left



Figure 3.29 (Top Left)

Door to room G2 from the ground floor foyer. Note the timber doors and joinery. The front door is partially visible on the right

Figure 3.30 (Bottom Left)

Door to room G3 from the ground floor foyer. Note the timber door and joinery including fanlight

Figure 3.31 (Bottom Right)

Interior of room G3 with marble fireplace surrounds visible in the left corner

Source: Brewster Hjorth Architects



ref: GPAC, Code: Ground Floor Front Room Right Side
null; (null)
2:23:00 PM AEST
Thursday, 30 June 2016



Figure 3.32
Red marble fireplace surround located in room G4. The fireplace has been filled in with a later electric heater installed



Figure 3.34
The Strong Room (G5) door viewed from within room G3

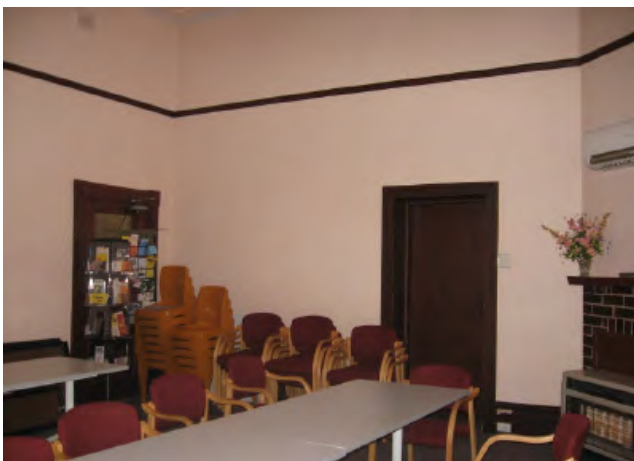


Figure 3.33
Looking east across room G6, part of the original council chamber that was partitioned and altered in 1936 with a new fireplace and ceiling inserted



Figure 3.35
Looking west across room G6, part of the original council chamber that was partitioned in 1936. Original chimney breast visible behind the kitchenette (fireplace removed)



Figure 3.36 (Top Left)

Interior details of room G7, part of the original council chamber that was partitioned in 1936. The later fireplace has been enclosed with an electric heater installed

Figure 3.37 (Bottom Left)

Interior details in room G8, part of the original council chamber that was partitioned in 1936

Figure 3.38 (Bottom Right)

Red marble fireplace surrounds located in room G8, one of the fireplaces located within the original council chamber. The fireplace has been filled in with a later electric heater installed.





Figure 3.39
Looking north across room G9, located in the 1936 addition to the building



Figure 3.40
Looking south across room G10, located in the 1936 addition to the building



Figure 3.41
The ladies toilets (G11), located in the 1936 addition to the building, in an area shown to be the mens toilets on the 1936 plans



Figure 3.42
Looking east back along the ground floor hallway from the top of the ramp. The front doors are visible in the background.



Figure 3.43
The main doors to the new council chamber (G13), located in the 1936 addition to the building



Figure 3.44
The Art Deco style council chamber built in 1936. Looking south east across the room towards the entrance doors and the kitchenette



Figure 3.45
Looking north across the 1936 council chamber



Figure 3.46
Ceiling details in the Art Deco styled 1936 council chamber



Figure 3.47 (Top Left)

Base of the cedar and pine staircase with carpeted steptreads located adjacent to room G2

Figure 3.48 (Bottom Left)

The first floor landing with enclosed arch

Source: Brewster Hjorth Architects

Figure 3.49 (Bottom Right)

Looking east across room F1 on the first floor. The central window provides access to the balconette on the front facade



Ref: GPAC, Code: Door To Mid Level From Stair Landing
(null), (null)
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Thursday, 30 June 2016

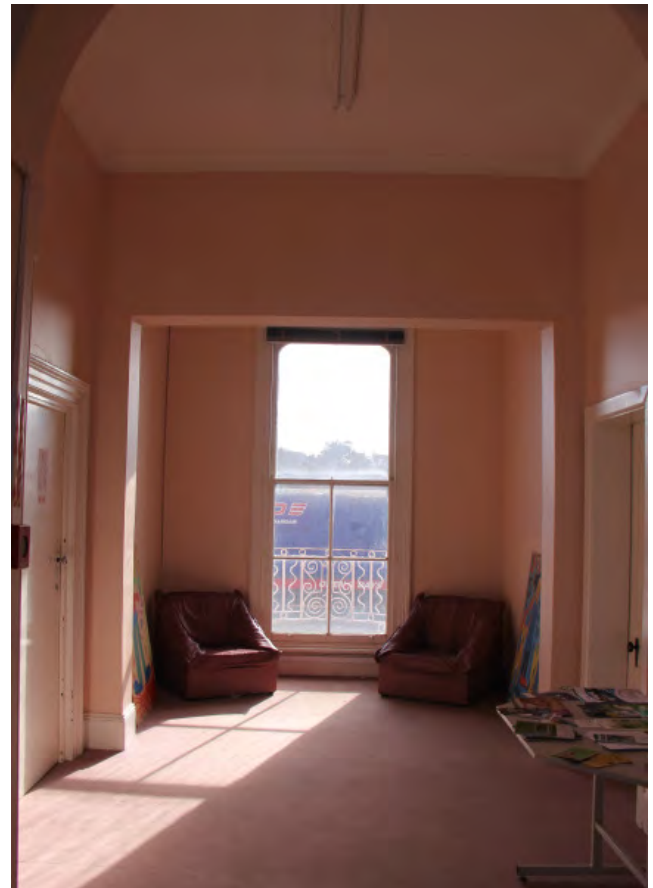




Figure 3.50
Looking north east across room F2
Source: Brewster Hjorth Architects

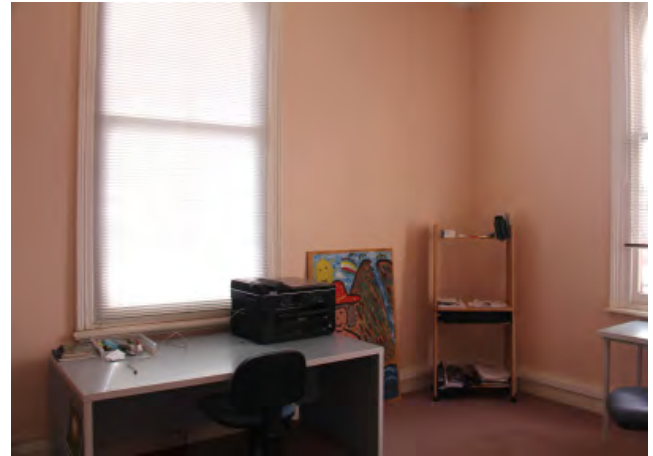


Figure 3.53
Looking north west across room F4



Figure 3.51
Looking south west across room F2



Figure 3.52
Looking north west across room F3. The black stone fireplace surrounds has been retained however the fireplace has been filled in with a later electric heater installed



Figure 3.54
Chimney breast with black stone fireplace surrounds located in room F4. The fireplace has been filled in with a later heater installed

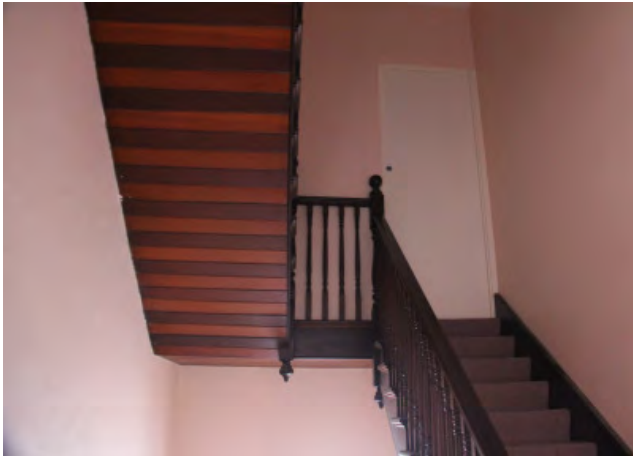


Figure 3.55
Looking up to the enclosed half landing between the first floor and attic. Note the staircase soffit with pine and cedar details matching the council chamber ceiling

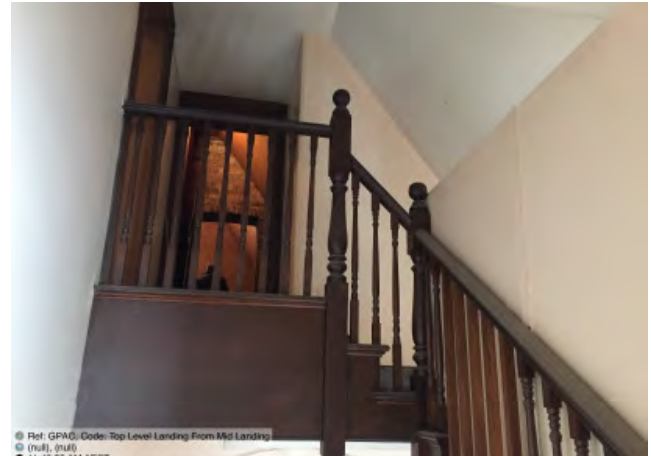


Figure 3.57
Looking up at the attic floor landing from the half landing below. Plasterboard partitioning against balustrade visible on the right
Source: Brewster Hjorth Architects



Figure 3.56
Looking down at the staircase from the attic floor landing
Source: Brewster Hjorth Architects



Figure 3.58
The timber door to attic room A1 from within the room



Figure 3.59
Looking south west across room A1 towards the dormer window. Wall space visible behind timber framing



Figure 3.60
Looking west across room A2, the room located behind the front gable



Figure 3.61
Looking north along the attic corridor from the doorway to room A2



Figure 3.62
Looking north from the doorway to room A3. The Dormer window partially visible



Figure 3.63
Interior detail of the dormer window in between rooms A3 and A4 which looks out towards the adjacent Post Office building



Figure 3.64
Looking into the wall space from attic room A3

3.7 CONDITION AND INTEGRITY

The form and facade of the former Goulburn Town Hall are significantly intact and the building retains the majority of its original symmetry, detailing and street presence. The most significant change to the original 1887 building was made in 1936 when the original rear facade and enclosed stairs were demolished in 1936 when a new addition was constructed to the rear of the building.

Some more recent external alterations have been made to accommodate the changing uses of the building. In particular some of the main entry points have been altered, the southern side doorway modified for equitable access with the construction of a covered ramp, and a new covered stairway attached to the eastern rear facade.

Interior alterations have been limited in the extant original 1887 building. The majority of original internal spaces and detailing have been retained. Alterations to these rooms include the enclosure of fireplaces and introduction of new lighting. The original council chamber hall was altered as part of the 1936 changes to the building, being partitioned up for office space with new walls constructed. Other internal changes to the 1936 addition include alterations to the kitchen, removal of the side entry stairs, and the modifications to the toilets.

Some further partitioning has been constructed around parts of the staircase at some point. Services have been inserted throughout the building as required.

Physical investigations have revealed that the coved ceiling of the original council chamber is significantly intact above the existing ceilings that were installed when the original space was partitioned in 1936.

The ceiling is coved with soffit detailing in the form of diagonally laid alternating pine and cedar boards, and timber mouldings.

The relatively intact original ceiling suggests it should be exposed in a future renovation.



Figure 3.65

Coved plaster and timber ceiling of the original 1887 council chamber, now located above the existing ceilings in rooms G6, G7 and G8

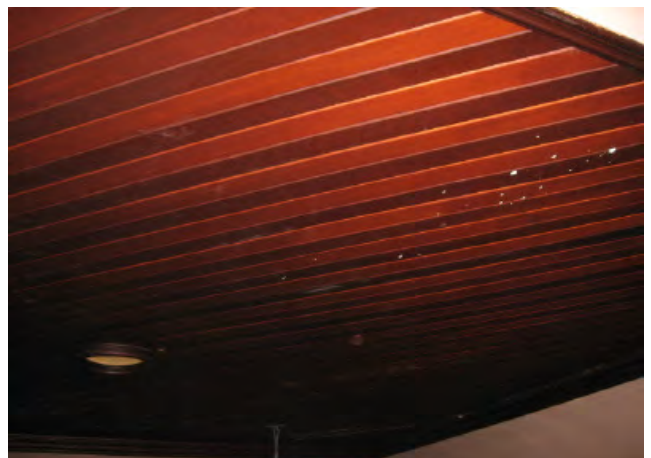


Figure 3.66

Soffit timber detail and lighting of the original 1887 council chamber, now located above the existing ceilings in rooms G6, G7 and G8

4.0

ASSESSMENT OF CULTURAL SIGNIFICANCE

4.1 INTRODUCTION

Heritage, or “cultural” value, is a term used to describe an item’s value or importance to our current society and is defined as follows in *The Australia ICOMOS Burra Charter*, 2013, published by Australia ICOMOS (Article 1.0):

Cultural significance means **aesthetic, historic, scientific or social or spiritual value** for past, present or future generations.¹

This section establishes the criteria which are used to understand significance and identifies the reasons for the cultural value of the site and its components.

Significance may be contained within, and demonstrated by, the fabric of an item; its setting and relationship with other items; historical records that allow us to understand it in terms of its contemporary context, and in the response that the item stimulates in those who value it.² The assessment of significance is not static. Significance may increase as more is learnt about the past and as items become rare, endangered or illustrate aspects that achieve a new recognition of importance.

Determining the cultural value is at the basis of all planning for places of historic value. A clear determination of significance permits informed decisions for future planning that will ensure that the expressions of significance are retained and conserved, enhanced or at least minimally impacted upon. A clear understanding of the nature and degree of significance will determine the parameters for, and flexibility of, any future development.

A historical analysis and understanding of the physical evidence provides the context for assessing the significance. These are presented in the preceding sections. An assessment of significance is made by applying standard evaluation criteria to the facts of the item’s development and associations.

The NSW Heritage Database contains the following Statement of Significance for Goulburn Town Hall (Former), 163 Auburn Street, Goulburn, Database No. 2932103:

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.

This is revised below, based on the analysis of the historical and physical evidence documented in this report.

4.2 COMPARATIVE ANALYSIS

4.2.1 INTRODUCTION

The subject building was initially constructed in 1887-89 for the express use as a Town Hall for the town of Goulburn, a use that only ceased in 1990. It has retained its character as a Victorian Second Empire building with Federation Anglo Dutch influences. The interior of the later rear addition of 1936 was designed in the Art Deco style.

4.2.2 COMPARABLE CIVIC BUILDINGS BY THE ARCHITECT

Comparable civic buildings in Goulburn designed by the architect E. C. Manfred include:

- Goulburn Base Hospital, Central Building, Pavilions (Former, 1887);
- Fire Station (Former Converted), c1890;
- Masonic Temple (C 1928), Two Storey Terrace, Commercial

¹ *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance*, 2013, p.2

² ie “social”, or community, value

Goulburn Base Hospital, Central Building, Pavilions (Former, 1887)

The NSW Heritage Database provides the following information for Goulburn Base Hospital, Central Building, Pavilions (Former, 1887), 130 Goldsmith Street, Goulburn, Database No. 2933144:

Statement of Significance:

Goulburn Base Hospital is significant locally for the late Victorian style of its central building and pavilions, erected in 1887. The building was designed by the noted Goulburn architect, E. C. Manfred.

Physical description:

None provided.



Figure 4.1

'Goulburn Base Hospital' at 130 Goldsmith Street, Goulburn

Fire Station, (Former Converted), 11 Montague Street, Goulburn (1890)

The NSW Heritage Database provides the following information for Fire Station (Former Converted), 11 Montague Street, Goulburn, Database No. 2932155:

Statement of Significance:

The former fire station, designed by the noted local architect E. C. Manfred, and built in 1890, during Goulburn's late 19th century boom period, has historical importance for its association with the consolidation of Goulburn and the provision of municipal services to the city. Part of an architecturally significant buildings on this part of Montague Street, the building with its prominent tower and notable facade is an important part of the streetscape.

Physical description:

The former fire station is a rendered brick, two storey building. A notable feature of the facade is the use of arches above all doors and windows. Surmounting the building, above the parapet, is the prominent bell tower which has a shingled roof supported by cast iron columns (there are three columns to each

corner). There is render decoration to the facade (somewhat rusticated to the ground floor), and a segmental pediment motif framing the building's date of construction. The wide doors to either side of the central entrance door have diagonal boarding at their base, and the windows to the first floor have sidelights.



Figure 4.2

'Former Goulburn Fire Station' at 11 Montague Street, Goulburn (centre with bell tower)

Masonic Temple (C 1928), Two Storey Terrace, Commercial, 121 and 125 Bourke Street, Goulburn

The NSW Heritage Database provides the following information for Masonic Temple (C 1928), Two Storey Terrace, Commercial, 121 and 125 Bourke Street, Goulburn, Database No. 2932238:

Statement of Significance:

No. 121: The Masonic Centre was built in 1890 to a design by E.C. Manfred, a prominent Goulburn architect. The first floor was added in 1929, again to a Manfred design. The building is symbolic for its association with the development and growth of Freemasonry in Goulburn. It is highly significant locally and makes a valued contribution to the heritage qualities of Bourke Street; No. 125: This late Victorian two-storey brick terrace house with iron lace features to the verandahs, is in use as a commercial premises. It is highly significant locally for its intactness and is a focal point in the Bourke Street streetscape.

Physical description:

Two storey rendered brick building



Figure 4.3
'Masonic Temple' at 121 and 125 Bourke Street, Goulburn

4.2.3 COMPARABLE REGIONAL NSW TOWN HALL'S

Comparable NSW Town Hall's include:

- Town Hall, 170-178 Cressy Street, Deniliquin (1857-1876)
- Sydney Town Hall, 483 George Street, Sydney (1869-1889)
- Mudgee Town Hall, 64 Market Street, Mudgee (1880)
- Waterloo Town Hall Including Interior and Former Air Raid Shelter, 770 Elizabeth Street, Waterloo (1881)
- Maitland Town Hall & adj Office Building & Supper Room, High Street, Maitland (1888-1890)
- Town Hall, Bendooley Street, Bowral (1889)

Town Hall, 170-178 Cressy Street, Deniliquin (1857-1876)

The NSW Heritage Database provides the following information for Town Hall, 170-178 Cressy Street, Deniliquin, Database No. 1500002:

Statement of Significance:

The Town Hall is culturally significant as the former Council administrative offices until End Street offices were constructed in 1962. The hall at rear was constructed in the 1920's and is socially significant as a venue for viewing of motion pictures and a wide range of social and cultural functions from the 1920's until the 21st century. The bold Classic Revival design ensures that the pleasing aesthetics of the building is a strong contributing heritage item to Deniliquin's main street.

Physical description:

Small municipal offices and Town Hall constructed in brick with elaborate stuccoed wall facings and parapet decoration in the Classic Revival style, the asymmetrical composition having been due to a curved corner site situated opposite the old river boat landing. The building is little altered. The

dominant feature is a truncated square tower about which the building visually pivots around the curved street alignment. The clock tower dominated the skyline and is topped on each side by a classical pediment. Balustraded parapets have bracketed cornices below the walls are rendered brickwork, lined out and with imitation voussoirs. Sash windows are emphasised by hood mouldings and rendered sills. Rendered expressed piers with decorative consoles flank each window. Urn finials which sat atop each pilaster have been removed and the early photographs indicate that original paint work was multi-coloured. The bold Victorian Italiante design ensures that the pleasing aesthetics of the building is a strong contributing heritage item to Deniliquin 's main street.



Figure 4.4
Deniliquin 'Town Hall' at 170-178 Cressy Street, Deniliquin
Source: www.environment.nsw.gov.au

Sydney Town Hall, 483 George Street, Sydney (1869-1889)

The NSW Heritage Database provides the following information for Sydney Town Hall, 483 George Street, Sydney (1869-1889), Database No. 5051902:

Statement of Significance:

Sydney Town Hall is significant for its continuing use as the offices of the Council of the City of Sydney and as the city's civic and cultural centre. It is the centre of city politics and the place where decisions are made about the city. Major civic events are celebrated here and the hall acts as the venue for major cultural events, benefit concerts and rituals. It has high social value for all sections of the community and is used regularly as the meeting place for political protests and rallies.

The building with its clock tower and steps is a city landmark and symbol of the city, both historically and today. It is the most elaborate and exuberant work of Second Empire Style architecture in Australia featuring corner towers, domed pavilions, pedimented breakfront entries, a hierarchy of decorative orders, columned and pedimented

window treatment, venetian windows and elaborate decoration. It exhibits the highest level of craftsmanship, quality of materials and incorporates technological advances. Elaborate interiors exhibit fine design and craftsmanship.



Figure 4.5
'Sydney Town Hall' at 483 George Street, Sydney
Source: www.environment.nsw.gov.au

Mudgee Town Hall, 64 Market Street, Mudgee (1880)

The NSW Heritage Database provides the following information for Mudgee Town Hall, 64 Market Street, Mudgee, Database No. 5045732:

Physical description:

A small 2 storey town hall built in 1880, the Mayor at the time being T. Clark. It is neo-classic in style having stuccoed pediments to windows and the elaborate central roof gable containing the date and name plaque and ventilator. The structure is of brick with stuccoed quoins, window surrounds and central balcony - porch. A small mansard roof of corrugated iron is set behind a low parapet at the front and is surmounted by a flagpole turret with cast iron crestings.

The ground floor portion of the floor has recently been sympathetically altered to provide shop fronts connected with increased tourist amenities.

Behind the front range of offices there is a small hall of the period having cast iron columns supporting the gallery.



Figure 4.6
'Mudgee Town Hall' at 64 Market Street, Mudgee
Source: www.environment.nsw.gov.au

Waterloo Town Hall Including Interior and Former Air Raid Shelter, 770 Elizabeth Street, Waterloo (1881)

The NSW Heritage Database provides the following information for Waterloo Town Hall, 770 Elizabeth Street, Waterloo, Database No. 2420704:

Statement of Significance:

Waterloo Town Hall, 770 Elizabeth Street, Waterloo has local historic significance as evidence of the former Municipality of Waterloo and as an important local landmark of over 125 years standing. The Town Hall was an integral part of and catalyst for the historical development of the surrounding area. Built in 1881, at the beginning of a period of substantial residential and industrial development, the Town Hall was conceived, designed and constructed to be the centre of municipal administration. Equally important was its role as a symbol of what Waterloo had achieved and its future promise. Amalgamated into the City of Sydney (and later Northcott Municipal Council and South Sydney Council) in 1948, Waterloo Municipality no longer exists as a separate entity. The Town Hall is the most readily identifiable symbol of what was once an area with a fiercely independent local identity.



Figure 4.7
'Waterloo Town Hall' at 770 Elizabeth Street, Waterloo
Source: www.google.com.au, September 2014

Maitland Town Hall & adj Office Building & Supper Room, High Street, Maitland (1888-1890)

The NSW Heritage Database provides the following information for Maitland Town Hall & adj Office Building & Supper Room, High Street, Maitland, Database No. 5045675:

Statement of Significance:

Maitland Town Hall is significant within New South Wales as a representative of nineteenth-century civic centres with grand architectural forms. This town hall's Victorian Architecture is impressive in its High Street streetscape and intact state. The tower makes the town hall a local landmark and reinforces the role of High Street as the dominant thoroughfare of the town. The town hall is the best example of its type within the Upper Hunter region, and comparable to other regional town halls of the 1880s Boom period. It is of regional significance for demonstrating the growth, prosperity and regional importance of West Maitland from the 1880s. The continuation of the original council chamber functions provides evidence for the civic stability of Maitland and has associations with key events and people in Maitland's municipal history. The town hall has important associations with the cultural life of West Maitland and wider region as a venue for performers and focal point for community events.

Reference: adapted from Maitland Town Hall Heritage Impact Statement by Heritas Architecture dated November 2005



Figure 4.8

'Maitland Town Hall & adj Office Building & Supper Room' at 64 Market Street, Mudgee

Source: www.environment.nsw.gov.au

Town Hall, Bendooley Street, Bowral (1889)

The NSW Heritage Database provides the following information for Town Hall, Bendooley Street, Bowral, Database No. 2680081:

Statement of Significance:

An interesting example of a Victorian "Free Classical" style Town Hall, which contributes to the impressive streetscape in the civic centre of

Bowral. Fine craftsmanship is evident in the exterior stucco decoration, the internal joinery and glazing. It is historically important as the centre of local government in Bowral for close to a century and its present use as a Shire Library is appropriate for the building.



Figure 4.9

'Town Hall' at Bendooley Street, Bowral

Source: www.environment.nsw.gov.au

4.2.4 CONCLUSION

As demonstrated by the examples identified above, the 1887 former Goulburn Town Hall is one of a number of town hall's built during the later half of the nineteenth century across New South Wales. The predominant architectural styles for this type of civic building appear to be Victorian Classical and/or Victorian Italianate, however there appears to have been some influence from the Second Empire style, similar to the Goulburn Town Hall.

The majority of buildings discussed above have been altered or extended to some degree, in order to accommodate changing functional and amenity requirements or in order to adapt the building to a new use after the civic use of the building has ceased. Identified new uses for the former town halls include community centre, theatre, arts centre etc.

The comparison against the other identified buildings show that the original former Goulburn Town Hall (subject building) is a well designed and a rare example of a Second Empire style Town Hall building with Federation Anglo Dutch style influences. The original component of the building is also substantially intact.

Other examples of the architect E.C. Manfred's civic architecture in Goulburn include Goulburn Base Hospital, the Masonic Temple, and the former Goulburn Fire Station, which are identified above. In terms of the architectural style of the building the 1887 former Goulburn Town Hall appears to be unique in terms of the architect's other designs, be they civic, commercial or residential.

4.3 ANALYSIS OF CULTURAL SIGNIFICANCE

The following commentary discusses how each of the criteria established by the New South Wales Heritage Office (now the Heritage Division of the NSW Office of Environment and Heritage) relate to the subject site.

Criterion (a) – 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 1887 building is Goulburn’s first permanent Town Hall, and continues to be used as a community centre and venue for community events. It is significant as a place where decisions were made about the physical and social character of Goulburn for over a century.

Its elegant and decorative style expressed the city council’s ambitions and reflects the importance of Goulburn in the NSW boom period of the 1880s. The development of the town (later city) is reflected in the fabric of the building. The place and associated records tell the story of the historical development of Goulburn.

Criterion (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)

The building is associated with the officials of the city council throughout its life/tenure as the official town hall, and with its designers and builders. In particular the 1887 building is associated with the architect Edmund Cooper (E.C.) Manfred, who designed the building. As a prominent local architect E.C. Manfred also designed numerous other buildings throughout Goulburn and the wider region including other civic buildings, commercial buildings, and residential dwellings, many of which are now listed heritage items. As well as practicing architecture Manfred was a prominent local figure. He became Master of the Goulburn Masonic Lodge, and also became Secretary and Manager of the Goulburn Gas & Coke Co. The building is also associated with the architect, H.C. Manfred, son of E. C. Manfred, who designed the 1936 addition to the building. The father and son practiced under the name Manfred & Son Architects.

As the Goulburn Town Hall the building is associated with prominent Governmental figures/personalities who visited Goulburn between 1887 and 1990 including the Governor General Lord Northcote (1907) and NSW Premier Jack Renshaw (1965).

Criterion (c) - An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area)

With its high mansard roof, decorative iron cresting and tall chimneys the 1887 component of the former Goulburn Town Hall is a fine example of the Victorian Second Empire style architecture, although some influence may be attributed to the Federation Anglo Dutch style with the inclusion/use of a decorative gable including shell motif and the red brick and stone style.³

Internal alterations and a rear addition were designed by the original architect’s son Herbert Charles Manfred and constructed in 1936. Internally these later elements reflect a clear Art Deco style influence. The design of the 1936 changes 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 Victorian Second Empire and Art Deco styles and demonstrate changing taste in design.

The building is an iconic part of Goulburn’s historic character and is a fine example of late nineteenth century civic architecture in NSW.

Criterion (d) - 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 former Goulburn Town Hall is a iconic local landmark. The building was the seat of local governance for over a century, from the time of construction in 1887 through to 1990. Even after the council moved to a new location the building retained its public usage and maintained its strong connection with the local community, becoming the McDermott Centre - a community centre.

The former Goulburn Town Hall is considered have a high social value for the local community and to be highly significant to the Goulburn community’s sense of place.

³ Apperly R, Irving R, Reynolds P, *A Pictorial Guide to Identifying Australian Architecture Styles and Terms from 1788 to the Present*, NSW, Angus & Robertson, 2002, p115

Criterion (e) - 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 former Town Hall is built within the former Crown reserve which housed the mid nineteenth century court house, gaol and police lock-up (all demolished), although these buildings have been identified as being located away from the current building's footprint. Historical evidence also suggests that the current subject site was used by the Goulburn Fire Brigade before the Town Hall was built in 1887 and that the Brigade had built a shed at the south western corner of the site on Auburn Street (now the location of the driveway). However the building of the 1887 building and subsequent additions mean that the site has already been disturbed.

Criterion (f) - 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)

The 1887 component of the former Goulburn Town Hall is a fine and elegant example of the Victorian Second Empire style, with Federation Anglo Dutch influences adding rarity value. For the City of Goulburn the building is unique in terms of architectural style.

The comparative analysis in Section 4.2 of this report identifies that the Victorian Second Empire architectural style in which the original building is designed makes it a rare example of a country town hall in NSW.

The interiors of the later additions are a good example of the Art Deco style. The 1936 chamber is largely unaltered although some interventions have occurred.

Criterion (g) - An item is important in demonstrating the principal characteristics of a class of NSW's cultural or natural places; or cultural or natural environments (or a class of the local area's cultural or natural places; or cultural or natural environments)

The former Goulburn Town Hall is representative as an example of a Victorian era country town hall in New South Wales. The building and records embody the operation of Goulburn Council and political events in the city of Goulburn.

The original 1887 building component 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. This demonstrates importance of Goulburn as a regional centre for NSW in the late nineteenth century.

4.4 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.

4.5 GRADING OF SIGNIFICANCE

The former Goulburn Town Hall at 163 Auburn Street, Goulburn, has been carefully assessed to determine a relative grading of significance into five levels. This process examines a number of factors, including:

- Relative age
- Original design quality
- Degree of intactness and general condition
- Extent of subsequent alterations
- Association with important people or events
- Ability to demonstrate a rare quality, craft or construction process

Grading reflects the contribution the element makes to the overall significance of the item (or the degree to which the significance of the item would be diminished if the component were removed or altered).

EXCEPTIONAL SIGNIFICANCE

Includes rare or outstanding building fabric that displays a high degree of intactness or can be interpreted relatively easily.

HIGH SIGNIFICANCE

Includes the original extant fabric and spaces of particular historic and aesthetic value. Includes extant fabric from the early phases of construction.

MODERATE SIGNIFICANCE

Includes building fabric and relationships which were originally of higher significance but have been compromised by later, less significant modifications.

LITTLE SIGNIFICANCE

Includes most of the fabric associated with recent alterations and additions made to accommodate changing functional requirements. These are components generally of neutral impact on the site's significance.

INTRUSIVE

Recent fabric, which adversely affects the significance of the site.

Grading has been established as a valuable tool, to assist in developing appropriate conservation measures for the treatment of the building and its various elements. In general, good conservation practice encourages the focussing on change, or upgrading of, an historical building/site to those areas or components which make a lesser contribution to significance. The areas or components that make a greater or defining contribution to significance should generally be left intact or changed with the greatest care and respect.

GRADING OF SIGNIFICANCE	SITE ELEMENTS
EXCEPTIONAL	It is considered that there are no exceptional elements of the subject site
HIGH	<p>Imagery, form and elements of the original 1887 building and early modifications that contribute to the aesthetic and historic value of the building, including:</p> <ul style="list-style-type: none"> • 1887 original external form and building envelope • Original internal room layout in the first two bays of the ground floor, the entire first floor, and attic floor • The internal staircase (ground floor - attic floor) excluding later carpet covering to treads and rises • Those walls that define the original spaces as mentioned above, including the original wall fabric and wall surfaces if determined to be original, remnant/extant archways and openings throughout • The materials used to create the distinctive character of the exterior of the building, including original fenestration, finishes, brickwork, stone elements, cast iron and wrought iron elements, slate roof tiles and chimneys • Main stone entry steps • Original timber joinery, including original doors and door frames, window frames, skirting, architraves, picture rails, built in cupboards • Original timber and tiled floors (assumed to be present below the carpet) • All original glazing within the building • Timber floors • Original decorated archways and openings with plaster mouldings within the original 1887 portion of the building • Coved plaster and timber ceiling in the original council chamber (now located above a later lowered ceiling) • Plaster walls within the original building including the original council chamber • Marble fireplace surrounds throughout the original building • Strong room ceiling, metal sheeted walls and steel door • External sliding doors (if found to be in situ)
MODERATE	<p>Imagery, form and elements from the second phase of construction in 1936:</p> <ul style="list-style-type: none"> • 1936 rear addition including overall form, north and south (external) walls, internal spaces and fabric • 1936 alterations to the original council chamber including new walls, ceilings, fireplaces, floors/carpeting • The materials used to create the character of the exterior of the 1936 addition including fenestration, glazing, brickwork, stone elements, roofing material and chimneys • Internal fabric within the 1936 addition dating from that phase of construction including timber joinery, including doors and door frames, window frames, skirting, architraves, picture rails, built in cupboards, fireplaces and surrounds, bathroom fixtures, fittings and tiling • Art Deco style plaster mouldings and decorative finishes within the 1936 portion of the building • Main front entrance set of swing doors dating from 1936

LITTLE	<p>Imagery, form and elements that were not part of the early or otherwise significant phases of the building:</p> <ul style="list-style-type: none"> • All parts of the building not determined to be part of the original Victorian (1887-89) phase of development or the later 1936 phase of development • Later internal ground floor ramp and stairs • Later partitioning along the staircase at both half landings as well as at the half landing between the ground and first floor • Partitioning walls and doors inserted at each staircase landing, and partitioning wall along staircase between first floor and attic • Later fluorescent lighting inserted in the ceilings of ground floor and first floor throughout the building • Non-original bathroom and kitchenette fittings
INTRUSIVE	<p>Recent imagery, form and elements which adversely affects the significance of the building:</p> <ul style="list-style-type: none"> • Later external access ramp structure attached to the southern (side) facade • Later (2003) external staircase attached to rear facade at north eastern corner of the building

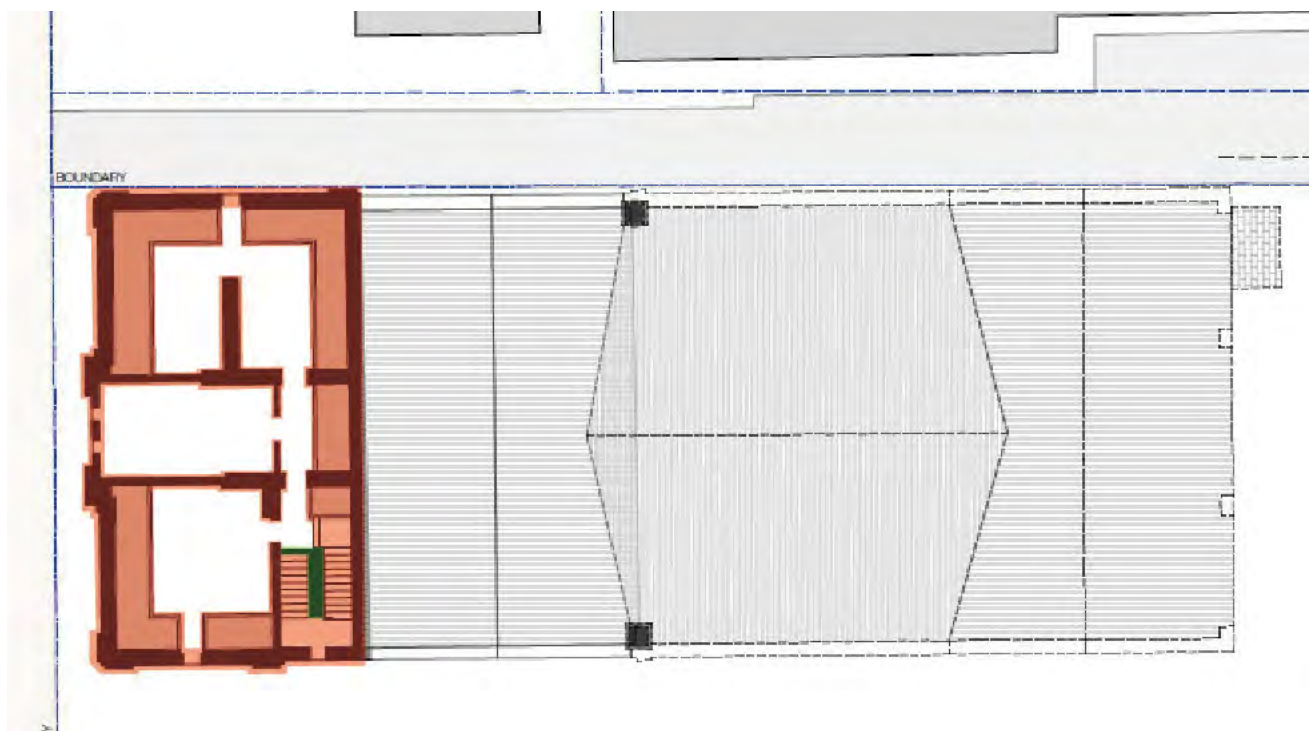


Figure 4.12 (Above)

First Floor Grading Diagram indicating the significance of individual components, as shown in the key on the right. The Grading Diagram is to be read in conjunction with the Grading Table provided above
Source: Brewster Hjorth Architects

Figure 4.13 (Below)

Attic Floor Grading Diagram indicating the significance of individual components, as shown in the key on the right. The Grading Diagram is to be read in conjunction with the Grading Table provided above
Source: Brewster Hjorth Architects



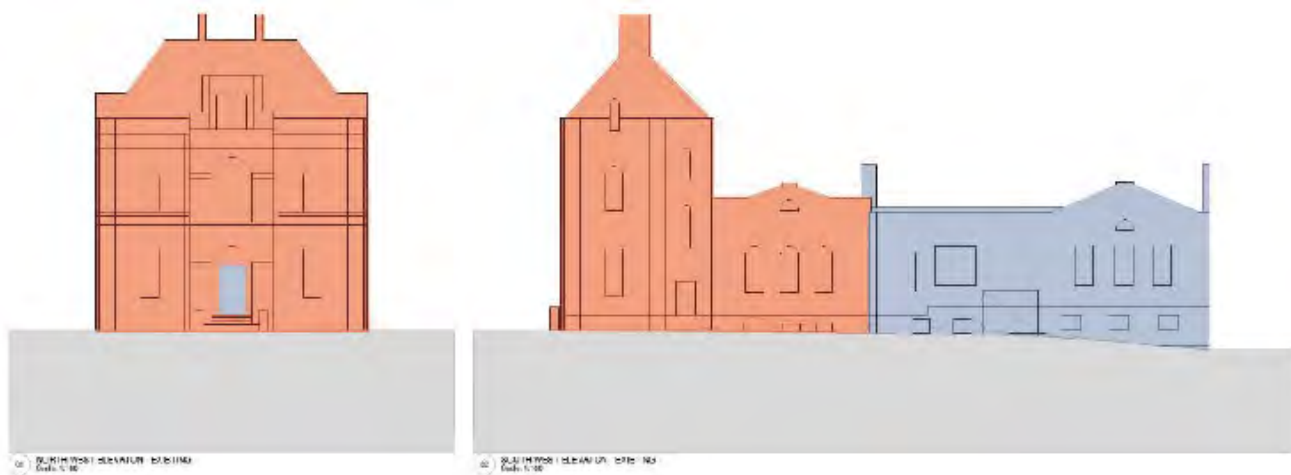


Figure 4.14 (Above)

Front and Side (South West) Elevations Grading Diagram indicating the significance of individual components, as shown in the key on the right. The Grading Diagram is to be read in conjunction with the Grading Table provided above

Source: Brewster Hjorth Architects

Figure 4.15 (Below)

Rear and Side (North East) Grading Diagram indicating the significance of individual components, as shown in the key on the right. The Grading Diagram is to be read in conjunction with the Grading Table provided above

Source: Brewster Hjorth Architects

LEGEND

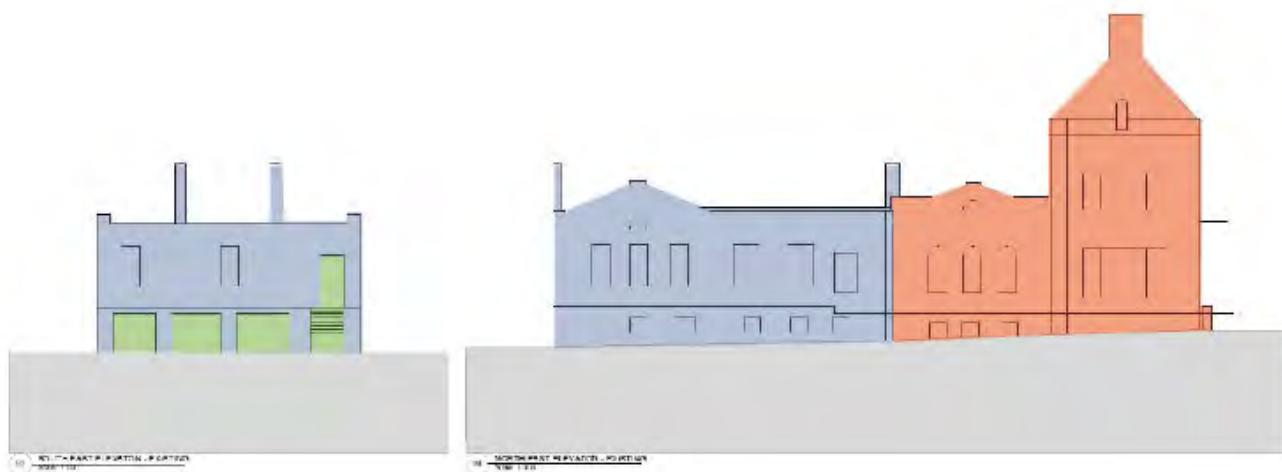
EXCEPTIONAL

HIGH

MODERATE

LITTLE

INTRUSIVE



4.6 CURTILAGE ANALYSIS

The NSW Heritage Office (now the Heritage Division of the NSW Office of Environment and Heritage) publication *Heritage Curtilages*⁴ defines “heritage curtilage” as the area of land surrounding an item or area of heritage significance which is essential for retaining and interpreting its heritage significance. Heritage curtilage can be classified as one of four types:

- **Lot Boundary Heritage Curtilage:** for places where the legal boundary of the allotment is defined as the heritage curtilage. The allotment should, in general, contain all significant related features, for example outbuildings and gardens, within its boundaries.
- **Reduced Heritage Curtilage:** for places where an area less than the total allotment is defined as the heritage curtilage. Applicable where not all parts of a property contain places associated with its significance.
- **Expanded Heritage Curtilage:** for places where the heritage curtilage is larger than the allotment. Particularly relevant where views to and/or from a place are of significance.
- **Composite Heritage Curtilage:** for larger areas that include a number of separate related places, such as heritage conservation areas based on a block, precinct or whole village.

The subject site is a composite of three allotments under a single address/ownership. The existing legal heritage curtilage for the item is defined in the Goulburn Mulwaree LEP 2009 as being limited to a single allotment namely Lot 17 DP 758468.

The item has an expanded heritage curtilage with the lane that runs parallel to the northern site boundary. This lane is part of the adjacent Goulburn Post Office site but enables significant views of the northern elevation of the former Goulburn Town Hall building from Auburn Street due to the separation it enforces between the two buildings.

4.7 ARCHAEOLOGICAL POTENTIAL

Although Archaeological Assessment is outside the scope of this Report, it should be noted that the Archaeological Management Provisions of the *NSW Heritage Act* apply to any relics which are essentially

located below ground level. If, at any time, unexpected archaeological remains are uncovered or disturbed, work must stop immediately and the NSW Heritage Council must be notified.

Refer to the *Archaeological Assessment Report* by Edward Higginbotham & Associates Pty Ltd prepared in October 2016.

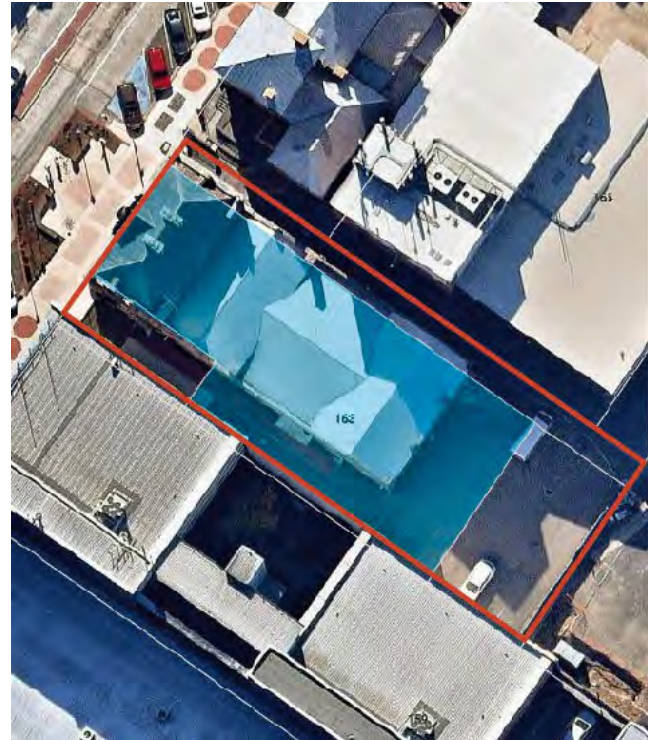


Figure 4.16

The subject site at 163 Auburn Street, Goulburn, with the expanded heritage curtilage marked with a red line. The existing legal heritage curtilage is limited to Lot 17 DP 758468, the part of the overall subject site that is shaded blue

Source: Nearmap, 22 May 2016

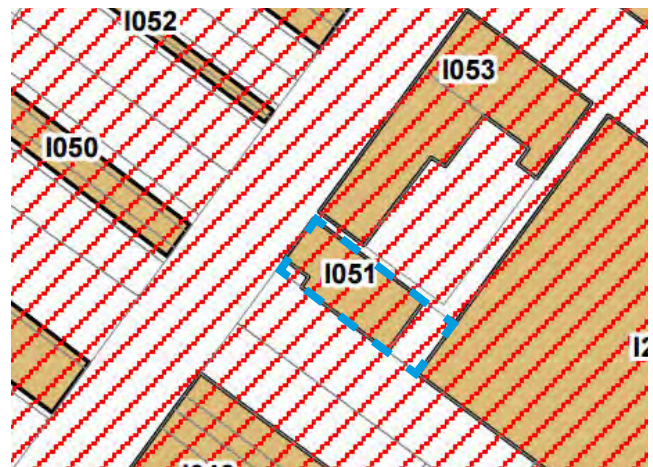


Figure 4.17

Extract from the LEP Heritage Map showing the subject site outlined with a blue dashed line and the heritage listed portion of the site shown shaded brown

Source: NSW Government Legislation Website

⁴ Warwick Mayne-Wilson, *Heritage Curtilages*, NSW Heritage Office and the Department of Urban Affairs and Planning, NSW, 1996

5.0

CONSTRAINTS AND OPPORTUNITIES

5.1 INTRODUCTION

This section outlines various major issues involved in the preparation of the conservation guidelines for the site. It takes into consideration matters arising from the Statement of Significance and procedural constraints imposed by cultural conservation methodology such as that of the Australia ICOMOS *Burra Charter*. It identifies all statutory and non-statutory listings that apply for the site and describes constraints and opportunities arising from these listings.

5.2 ISSUES ARISING FROM THE STATEMENT OF SIGNIFICANCE

Considering the Statement of Significance, the following issues need to be addressed in the conservation guidelines:

- The portion of the building dating from the original period of construction (1887-89) forms the core significance of the site/building and should be retained and conserved;
- The original Town Hall building is representative of the Victorian Second Empire style of architecture (with Federation Anglo Dutch influences) despite later alterations;
- The 1936 addition is significant for its relatively intact Art Deco style council chamber however it represents a lesser significance than the original portion of the building and therefore should be the focus of any changes in the future;
- The 1936 addition is clearly readable as a later element added to the original 1887 building;
- The original Town Hall building is part of a historic civic precinct which also includes the Post Office building, Court House building, and Mechanics Institute building.

5.3 HERITAGE MANAGEMENT FRAMEWORK

5.3.1 CURRENT HERITAGE LISTINGS

The following statutory and non-statutory lists have been reviewed in relation to the subject site. The implications of these listings, if any, is discussed below.

LIST	INCLUDED
World Heritage List	NO
Commonwealth Heritage List	NO
National Heritage List	NO
NSW State Heritage Register	NO
Goulburn Mulwaree Local Environmental Plan 2009	YES
National Trust	YES

5.3.2 LOCAL GOVERNMENT HERITAGE MANAGEMENT

The former Goulburn Town Hall is listed as a heritage item in Schedule 5 of the *Goulburn Mulwaree LEP 2009*.

Approval from Goulburn Mulwaree Council is required for any alterations or additions to the site which must be assessed under Part 4, 79(c) of the *NSW Environmental Planning and Assessment Act 1979*.

The relevant operative statutory regulations of the *Goulburn Mulwaree LEP 2009* are noted in clause 5.10 Heritage conservation.

The controls of the *Goulburn Mulwaree Development Control Plan (DCP) 2009* are also applicable to any future development of this site.

5.4 COMMUNITY AGENCIES

5.4.1 NATIONAL TRUST OF AUSTRALIA (NSW)

The property has been classified by the National Trust of Australia (NSW).

The Trust's register is intended to perform an advisory and educational role. The listing of a place on the Register, known as 'classification' has no legal force. However it is widely recognised as an authoritative statement of the cultural significance of a place.

The opinions of the Trust, however, may be sought when major proposals are being formulated in heritage precincts or in relation to heritage buildings.

5.4.2 AUSTRALIA ICOMOS

Australia ICOMOS a professional body of conservation practitioners, represented by the Australian National Committee of the International Council on Monuments and Sites (ICOMOS).

Australia ICOMOS has developed and published a Charter for the Conservation of Places of Cultural Significance, generally known as *The Burra Charter*. This document establishes principles and methodologies for conservation work in Australia, based primarily on an understanding of the heritage values of a place and then appropriate responses to looking after the place in relation to various management issues and requirements. Its status is advisory, not statutory, but it has become widely recognised as establishing the basic methodology for conservation work in Australia.

5.5 OTHER RELEVANT STATUTORY REQUIREMENTS

5.5.1 DISABILITY DISCRIMINATION ACT 1992

The provision of access must be taken into account when considering on-going and future use of the building.

The *Commonwealth Disability Discrimination Act 1992* relates to discrimination on the grounds of disability. Under Section 23 of this Act it is unlawful to discriminate by refusing persons with a disability access to any premises or facilities the public is entitled to use.

Amendments to this act that came into force in August 2009 introduced the concept of an explicit duty to make reasonable adjustments. A reasonable adjustment is any adjustment that does not impose an unjustifiable hardship on the person who would have to provide the access.

5.5.2 BUILDING CODE OF AUSTRALIA

Building regulations for New South Wales are specified in the *Building Code of Australia (BCA)* and administered by the Building Codes Board. The BCA contains standards relating to fire safety, egress, health and amenity provisions for buildings, and requires that any future uses, alterations or additions to the building must comply with these standards. The application and integration of BCA standards into the building or place must, however, be undertaken in a manner that responds to the heritage significance.

Advice on how to best achieve BCA compliance for historic buildings can be sought from the Fire, Access and Services Advisory Panel of the Heritage Division of the NSW Office of Environment and Heritage.

5.6 PHYSICAL CONDITION

For the age of the building and its current ongoing use it appears to be in relatively sound condition though internal and external wear and tear are evident.

5.7 OWNER'S REQUIREMENTS

The identification of the needs of the owners and occupiers of the building need to be considered when formulating guidelines for the conservation, use and management of the building.

The building is currently being used as a community centre and is owned and managed by Goulburn Mulwaree Council. Council has resolved to convert and adapt the existing building into a Performing Arts Centre (PAC) and a development proposal is to be prepared for that purpose.

The functional brief developed by the Council and refined in discussions between the architects and Heritage Consultants calls for the retention of the 1880s building and replacement of the 1930s rear addition to accommodate for the Performing Arts Centre.

5.8 OPPORTUNITIES

Considering the assessment of significance and revised Statement of Significance, the following opportunities have been identified:

- There is an opportunity to reinstate the original volumes of spaces such as the original council chamber by removing the later insertions.
- Removal of the later (1936) addition will provide an opportunity to replace it with a new purpose designed addition of a high quality and design which will facilitate the adaptive re-use of the building as a revitalised community facility.
- The design and construction of a new addition would provide an opportunity to create a more defined visual break between the historic and the new built elements that will help to consolidate the visual identity of the historic Auburn Street building.

6.0

CONSERVATION POLICIES

6.1 INTRODUCTION

Conservation can be regarded as the management of change. It seeks to safeguard that which is important in the built environment, within a process of change and development. As such, it is one of the functions of this document to establish policies and recommendations for the conservation and on-going use of the building in a way that protects and enhances its heritage value. In this way, the owners and managers of the building will be able to formulate proposals within a known framework of acceptable directions, and planning authorities will be able to assess those proposals against the criteria.

6.2 PRINCIPAL CONSERVATION POLICIES

BACKGROUND

The former Goulburn Town Hall has been identified as being of considerable local heritage significance.

Goulburn Mulwaree Council has resolved to adaptively reuse this building as a Performing Arts Centre.

The original 1887 building remains significantly intact externally, in particular the front (western) elevation which addresses Auburn Street and the side (northern and southern) elevations.

The original extant portion of the building has been identified as being of high heritage significance by this *CMP* and is considered to form the core significance of the place/item.

The 1936 alterations and addition to the building were designed by the original architect's son, also an architect, and have been identified as being of moderate heritage significance.

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.

6.3 APPLICATION OF THE BURRA CHARTER

BACKGROUND

The Australia ICOMOS Charter for the Conservation of Places of Cultural Significance (known as the *Burra Charter*) is widely accepted in Australia as the underlying methodology by which all works to sites/buildings that have been identified as having national, state and regional significance are undertaken.

POLICY 6.3.1

Because the former Goulburn Town Hall is of demonstrated cultural significance, procedures for managing changes and activities for the site should be in accordance with the recognised conservation methodology of the *Burra Charter*.

BACKGROUND

In order to achieve a consistency in approach and understanding of the meaning of conservation by all those involved, a standardised terminology for conservation processes and related actions should be adopted. The terminology in the *Burra Charter* is a suitable basis for this.

POLICY 6.3.2 CONSISTENT TERMINOLOGY

The following terms apply to the historic fabric of the site and are included here to assist in understanding the intent of the conservation requirements in this section.

Place means a geographically defined area. It may include elements, objects, spaces and views. Place may have tangible and intangible dimensions.

Cultural significance means aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the *place* itself, its *fabric*, *setting*, *use*, *associations*, *meanings*, records, *related places* and *related objects*. Places may have a range of values for different individuals or groups.

Fabric means all the physical material of the *place* including elements, fixtures, contents, and objects.

Conservation means all the processes of looking after a *place* so as to retain its *cultural significance*.

Maintenance means the continuous protective care of a *place*, and its *setting*. Maintenance is to be distinguished from repair which involves *restoration* or *reconstruction*.

Preservation means maintaining a *place* in its existing state and retarding deterioration.

Restoration means returning a *place* to a known earlier state by removing accretions or by reassembling existing elements without the introduction of new material.

Reconstruction means returning a *place* to a known earlier state and is distinguished from *restoration* by the introduction of new material.

Adaptation means changing a *place* to suit the existing use or a proposed use.

Use means the functions of a *place*, including the activities and traditional and customary practices that may occur at the place or are dependent on the place.

Compatible use means a *use* which respects the *cultural significance* of a *place*. Such a use involves

no, or minimal, impact on cultural significance.

Setting means the immediate and extended environment of a *place* that is part of or contributes to its *cultural significance* and distinctive character.

Related place means a *place* that contributes to the *cultural significance* of another place.

Related object means an object that contributes to the *cultural significance* of a *place* but is not at the place.

Associations mean the connections that exist between people and a *place*.

Meanings denote what a *place* signifies, indicates, evokes or expresses to people.

Interpretation means all the ways of presenting the *cultural significance* of a *place*.

6.4 CONSERVATION OF THE SETTING

BACKGROUND

When constructed over the period of 1887-89 the former Goulburn Town Hall building would have been one of the most ornate buildings in the locale with a prominent presence, standing at three storeys, with a high pitched hipped roof and with chimneys adding further height. The building is aligned with and presents to Auburn Street in a visually prominent manner and therefore has a historical, visual and spatial relationship with the streetscape.

POLICY 6.4.1

The former Goulburn Town Hall's landmark visual status and contribution as a strong visual element in Auburn Street should be maintained.

POLICY 6.4.2

If any new structures are required on the site, their design and siting must be located at the rear to maintain the visual presence of the building.

POLICY 6.4.3

Future landscaping of the site should not obscure views to or from the building.

BACKGROUND

The building of the original Town Hall in 1887 established a civic precinct in Goulburn which consisted of the Post Office building, Court House building, and Mechanics Institute building, as well as the Town Hall.

POLICY 6.4.4

The established streetscape relationship between the former Goulburn Town Hall and the other buildings in the historic civic precinct should be maintained

6.5 PRINCIPLES FOR REUSE

POLICY 6.5.1 NEW USES

Appropriate new uses for the building should not adversely impact on the place's significance. Such uses may include a performing arts centre and/ or other community uses.

POLICY 6.5.2

During the preparation of schemes for future use of the 1887 building, such as a PAC, care should be taken to respect the scale and character of the existing interior spaces, external openings and general character of the building.

New uses should allow the building to be appropriately occupied and allow the building to benefit from ongoing upkeep and maintenance

POLICY 6.5.3

New uses that are selected for any particular internal space should adopt the principle of 'loose fit', whereby the functional and spatial requirements of each use are tailored to suit the available space as far as is practicable, in contrast to the approach that alters the building to suit the requirements of the new use.

POLICY 6.5.4

Installation of any new enclosures within the larger internal volumes of the former Goulburn Town Hall should recognise the tradition that such enclosures are clearly expressed as new, self contained units and can be readily removed or altered in the future without affecting significant fabric.

POLICY 6.5.5

Internal divisions are permissible, provided that they are reversible and do not read on the external facades or obscure any significant fabric such as windows openings, or views from those windows.

POLICY 6.5.6

Location and visual presentation of new services within the building should generally remain subservient and respectful to the scale, dignity and presentation of the existing building.

POLICY 6.5.7

New internal elements should not attempt to replicate the original features. They should be of a contemporary design and character but remain respectful of the power and mixed character of the old.

6.6 RETENTION OF SIGNIFICANT SPACES

The building is characteristic of a 1880s town hall and council administration centre with a large single use space (council chamber) and associated office space.

The alterations and addition in 1936 altered some of the original internal spaces, namely the council chamber which was converted into office space. However the building retained the spatial characteristics of a town hall building with the construction of a new council chamber at the rear.

With the exception of the original council chamber, the original internal spatial quality of the 1887 portion of the building remains legible. However some alterations have occurred in the form of new openings inserted to accommodate changing functional and amenity requirements for the building users.

POLICY 6.6.1

The original council chamber should be reinstated as a single space with later internal partitioning and lowered ceilings removed in order to expose the original coved ceiling.

POLICY 6.6.2

In the context of future use of the building new internal partitions should respect the original internal spatial quality of the building wherever possible.

6.7 TREATMENT OF FABRIC OF DIFFERENT GRADES OF SIGNIFICANCE

BACKGROUND

The conservation planning process, which is outlined within this *CMP*, has its guiding principle to protect and conserve the elements and fabric of the place that most clearly make a contribution to its significance. In consequence, conservation activities, as defined above, are assigned to the assessed level of significance set out in Section 4.5 Grading of Significance.

POLICY 6.7.1

Conservation of the original fabric should be a priority in future work.

POLICY 6.7.2

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.

POLICY 6.7.3

Any work which affects fabric, spaces or relationships with a High assessed heritage value (see Figures 4.10 - 4.15) should be confined to preservation, restoration, reconstruction and adaptation as defined in *The Burra Charter* and should be carefully maintained.

POLICY 6.7.4

In relation to elements of Moderate significance the principles of *The Burra Charter* should be followed as above; work involving the reduction (or even the removal) of a particular element may be an acceptable option where it is necessary for the proper function of the place and is beneficial to, or does not reduce, the overall significance of the place.

POLICY 6.7.5

Elements with a Little assessed heritage value are of slight significance and do not intrude on the place in a way that reduces significance. Both retention and removal are acceptable options.

POLICY 6.7.6

Intrusive elements reduce the overall significance of the place, despite their role as illustrations of continuing use. The preferred long-term option is for their removal and conversion to a compatible form of replacement in a way which helps retain the significance of the overall item. Such items include the later (2003) external staircase located at the rear, and the later external access ramp located at the southern side of the building.

POLICY 6.7.7

Where possible, damage or scarring caused by earlier fit-outs or service installations should be repaired to match the original and original fabric reinstated.

POLICY 6.7.8

In order to reinstate, or reconstruct parts of the building, sufficient information must be available to guide the design and documentation of the work. Such information includes documentary evidence, archaeological material and evidence held within the fabric of adjacent components. Reinstatement of missing fabric, or detailing known to be consistent with such traditional beginnings, or reconstruction should only take place within the context of retention of cultural significance of a particular element and of the building.

POLICY 6.7.9

While reconstruction or reinstatement should return an element to a known earlier state, building practices or construction details which are known to be defective should not be adopted. Reinstated or reconstructed fabric should be 'date stamped' in discreet ways, to indicate that the work is of this nature.

POLICY 6.7.10

Whenever the issue of removing original and significant fabric from its original location is raised careful consideration needs to be given to the reasons for potential removal, and the resulting impacts on the individual element and the place as a whole.

POLICY 6.7.11 MOVEABLE HERITAGE

Before any works are carried out an audit is to be undertaken of all moveable heritage and fittings proposed to be removed.

If existing plaques or nameboards are to be removed to facilitate an adaptive reuse they are to be relocated within the extant building or to the current Town Hall.

POLICY 6.7.12 REMOVAL OF SIGNIFICANT FABRIC

Any significant fabric and fittings removed should be recorded prior to removal.

6.8 EXTERIOR FABRIC

BACKGROUND

The original building was altered and extended in 1936. The original structure was retained in the main. The original rear facade was altered as part of the new rear addition.

Other more recent changes include the insertion of metal garage doors to secure the existing openings in the basement level of the 1936 addition; the construction of a covered staircase at the rear of the building (2003); and the construction of a covered concrete access ramp along the southern side of the building providing access via an existing door.

POLICY 6.8.1 FORM AND FABRIC

The existing form, and original fabric including materials on the front facade (presenting to Auburn Street) should be retained and conserved.

POLICY 6.8.2 ROOF STRUCTURE

Where repairs to the building are required, the roof framing including significant roof trusses should be retained where possible.

POLICY 6.8.3

The roof of the historic slate roofed structure should not feature skylights of any type.

POLICY 6.8.4 ROOFING MATERIAL

The slate tiles and other original roofing elements should be retained on the building or replaced to match where required.

The roof slate is patterned with alternating bands of diamond shaped slates. If the slates are to be replaced this pattern should be recorded first and then the new slates are to be reproduced in the same pattern.

The lead flashings should be replaced to match where required.

POLICY 6.8.5

The decorative cast iron cresting should be retained and conserved in situ.

POLICY 6.8.6 WALLS

The existing brick and stonework on all external elevations of the 1887 building component should be retained and conserved where necessary.

POLICY 6.8.7

Where cleaning of brickwork or stone is required acid, sand blasting and/or the use of high pressure water cleaning should be avoided. Brickwork should be cleaned as required with a soft nylon bristle brush and ph-neutral detergent. Extreme surface deposits should be cleaned using an appropriate brick cleaning system such as those proprietary systems provided by Westox. Small sample areas, in unobtrusive locations should be cleaned prior to large scale cleaning to establish effectiveness and damage to substrate.

POLICY 6.8.8

Bricks that have been identified as being degraded are to be either turned or replaced to match existing.

POLICY 6.8.9

Deteriorated mortar joints should be repaired with mortar that matches the existing in texture, composition and colour. Replacement mortar should be softer than the brickwork it surrounds to enable the egress of moisture.

POLICY 6.8.10

The original fenestration, including stone sills and headers should be retained and repaired where required.

POLICY 6.8.11

Original 1887 external door and window openings should not be enlarged or closed in. The original front entry way should be retained as a practical entrance to the building.

POLICY 6.8.12 FRONT DOORS

Although the front entry doors may not be original, they should be retained.

The recessed timber sliding doors to the front porch are to be retained.

GUIDELINES

The mail slot letterbox in the front door is to be filled.

An investigation of the hinged timber cover plates within entry porch on the front facade should be carried out to determine if the original sliding doors are located in the cavity behind. The timber sliding doors are to be investigated and assessed for operability and conserved.

POLICY 6.8.13 DETAILING

Retain and conserve significant original brick, stone and iron fabric on all original external elevations of the building. Decorative stone and iron elements (cast iron roof cresting and wrought iron balcony balustrade) must be conserved and measures taken to prevent or diminish further deterioration.

POLICY 6.8.14

Any exposed unpainted brick or stone must not be painted.

POLICY 6.8.15

Rainwater heads and downpipes, as well as ridge and hip cappings, are to be replaced with copper to match the existing when required.

POLICY 6.8.16 REPLICATION OF ORIGINAL FEATURES

Any new elements introduced to the site should not attempt to replicate the original features. They should be of a contemporary design and character but remain respectful of the power and mixed character of the old.

POLICY 6.8.17 LATER EXTENSIONS

If any later extensions are removed, care must be taken to ensure that there is no adverse impact on any significant fabric. Care is required with fabric removal at the interface between the 1887 and the 1936 buildings.

POLICY 6.8.18 UNSYMPATHETIC ELEMENTS

Unsympathetic finishes and interventions should be removed or replaced with sympathetic finishes or interventions that reference the original design and/or style of the place. This includes the rear staircase concrete access ramp along the southern side of the building.

6.9 INTERIOR FABRIC

BACKGROUND

The majority of original internal fabric has been retained, although some alteration has occurred particularly on the ground floor.

The original building was altered and extended in 1936. Interior alterations appear to have been mainly limited to the conversion of the original council chamber into offices. Partitioning walls were inserted and a new lowered ceiling was introduced (leaving the original coved ceiling intact above).

At some stage the building (including the staircase stepreads) was carpeted, and original fireplaces were bricked up/blocked off and replaced with gas heaters.

Other changes include the enlargement of some original openings, and the enclosure of others.

POLICY 6.9.1 SPATIAL QUALITY

Retain the spatial quality of internal spaces including ceiling heights where possible

Reinstate the spatial quality of the original council chamber including ceiling height.

POLICY 6.9.2 STRUCTURE

Any alterations to the original structure of the building should be minimised.

It is acceptable to remove a discreet portion of original fabric to facilitate/provide a suitable transition to a potential future addition.

POLICY 6.9.3 FLOORING

Non-original floor finishes in the building should be replaced by more sympathetic finishes if the opportunity arises. Any extant timber floorboards (visible or found to be beneath later floor finishes) should be retained and conserved.

If floor tiles are found beneath later floor finishes they should be inspected to establish if they are original. If found to be original they should be retained and conserved.

POLICY 6.9.4 TIMBER JOINERY

Significant timber joinery, including body and balustrades of the stair, skirting boards, picture rails, double hung sash windows, panelled doors, architraves and reveals with moulded reeding, in the original building should be retained.

POLICY 6.9.5 STAIRCASE

The significant staircase and all its original timber joinery, including the cupboard under the stair should be retained.

POLICY 6.9.6 CEILINGS

Care should be taken of the remnant original ceilings which should be retained where possible and repaired where necessary.

POLICY 6.9.7

The coved plaster and timber banded detailed ceiling in the original council chamber should be exposed, with repairs carried out where required.

POLICY 6.9.8 WALLS

The architectural design of any adaptive re-use proposal for the building should take care of the existing original walls and chimney breasts while developing a viable plan for the re-use of the historical portion of the building.

POLICY 6.9.9 1936 WALL AND CEILING REMOVAL

Where 1936 walls and ceilings are to be removed from the original council chamber, care is to be taken in not damaging adjacent 1887 fabric.

Care should be taken with original brickwork and plaster, which should be repaired to match existing.

POLICY 6.9.10 OPENINGS

Retain or reinstate original internal doorways and archways where possible, including any associated timber joinery, moulded plaster work and glazing in transom and fanlights in the building.

POLICY 6.9.11 NEW OPENINGS

Any new openings in the ground floor office section of the 1887 building should carefully retain key architectural features such as arches, decorative piers, moulded plaster work and timber joinery.

POLICY 6.9.12

Where any original walls are removed they should be interpreted through the retention of nibs.

POLICY 6.9.13 STRONG ROOM

Given the small floor area of the original council offices on the ground floor level the incorporation of the strong room may be considered, by the opening of one wall to the foyer. The curved ceiling is to be retained and the metal sheet lining is to be retained on the remaining walls. The strong room door can be retained in an open position.

POLICY 6.9.14 FIREPLACES

The original Victorian marble fireplace surrounds should be retained and conserved. Consideration should be given to reopening enclosed hearths and restoring fire grates.

POLICY 6.9.15

The Victorian marble fireplace surround in Room G8 (part of the original council chamber space) should be retained and conserved. The later heater and fireplace infill should be removed and where original elements are missing, they should be reinstated.

POLICY 6.9.16

At such time as is appropriate the fireplace and surround in Room G6 (now removed) should be reinstated to match the fireplace and surround in Room G8.

POLICY 6.9.17

At such a time as is appropriate, the flue system throughout the building should be investigated.

POLICY 6.9.18 UNSYMPATHETIC ELEMENTS

Unsympathetic finishes and interventions should be removed or replaced with sympathetic finishes or interventions that reference the original design and/or style of the place.

POLICY 6.9.19 RECONSTRUCTION

Where the opportunity arises, reconstruct missing or damaged elements to match existing, or to a known earlier condition.

POLICY 6.9.20 CONSTRUCTION WORKS

If during construction works original fabric is revealed, refer to the heritage architect for instructions on extent of retention.

6.10 PRINCIPLES FOR DESIGN OF NEW ELEMENTS

POLICY 6.10.1 ADDITIONS TO BUILDINGS

It is acceptable to remove the existing 1936 rear addition to the building provided that any new replacement addition is of a high quality design and sympathetic to the established significance of the building.

GUIDELINES

Retain the dark coloured engaged brick piers at the interface between the 1887 and 1936 buildings.

Retain the 1936 chimneys where possible.

POLICY 6.10.2

Any new addition to the original historic building should be designed and sited in order to minimise any adverse visual impacts on views to the building, which are most prominent from Auburn Street.

Any new structures should remain below the ridge line of the three storey component of the original building or sited at the rear so that it is not evident from Auburn Street.

POLICY 6.10.3

Where new structures on the site are required to be physically connected with the building (i.e. an addition), adaptation should be focused on modified or later parts of the building. New penetrations, additions and other works to the building should be executed in both material and design details while being clearly identifiable as new, contemporary elements.

POLICY 6.10.4

New elements should not attempt to replicate the original features. They should be of a contemporary design and character but remain respectful of the power and mixed character of the old, in accordance with Article 22.2 of *The Burra Charter*.

New work should be identifiable as such upon close inspection in accordance with the principles of *The Burra Charter*.

POLICY 6.10.5

No suspended ceiling insertions are to be made in spaces where original ceiling fabric is extant.

6.11 SERVICES

POLICY 6.11.1

Redundant services should be removed carefully to avoid damaging original fabric.

POLICY 6.11.2

Where new services or upgrading of existing services are required (communication, fire, electrical and plumbing), these should be sympathetic to the original design intent. They should be introduced discreetly in areas of lesser significance to avoid damage to significant fabric and avoid visual impact on significant spaces.

POLICY 6.11.3

Location and visual presentation of new services within the building should generally remain subservient and respectful to the scale, dignity and presentation of the existing building.

POLICY 6.11.4

Any required structural members should be introduced so that they are visually unobtrusive and so that the intervention into significant fabric is minimised.

POLICY 6.11.5

The provision of new air conditioning units for the former Goulburn Town Hall should be situated so as to minimise any impact on views Auburn Street and should ideally be located to the rear or another part of the building which is a later addition and not visible

from the public realm. Intrusion into significant fabric should be minimised in the installation of any new air conditioning services.

POLICY 6.11.6

Existing functional fire protection, emergency and electrical lighting should be maintained as part of the regular maintenance program.

6.12 COLOUR

BACKGROUND

The correct use of colour is a most important aspect in the restoration and interpretation of old buildings. The former Goulburn Town Hall was constructed in two phases, 1887 and 1936.

POLICY 6.12.1 COLOUR SCHEME

The current colour scheme for the building may be retained or replaced with another appropriate colour scheme when required.

POLICY 6.12.2

Future colour schemes should be based on research of earlier schemes or be limited to those schemes commonly used on buildings of this period.

POLICY 6.12.3

Investigation of previous colour schemes should be undertaken by a suitably qualified consultant to determine those suitable for reinstatement.

POLICY 6.12.4

Selection of colour schemes, details and finishes should involve the advice of a suitably experienced Heritage Consultant.

6.13 CODE COMPLIANCE

POLICY 6.13.1

If original or early architectural elements have to be removed or concealed in order to achieve code compliance, then the appropriate approach should be one of “reversibility”.

GUIDELINES

For example, if original or early timber doors need to be replaced with fire doors, the original or early timber doors should be carefully stored on site to facilitate potential reinstatement.

If original or early decorative ceilings need to be fire rated, they should be reversibly clad over with a mechanically fixed, independent layer of fire protecting material to facilitate potential re-exposure.

6.14 ACCESS

BACKGROUND

An objective of the *Disability (Access to Premises - Buildings) Standard 2010*, made under the *Commonwealth Disability Discrimination Act 1992 (DDA)* is ‘to ensure that dignified, equitable, cost-effective and reasonably achievable access to buildings, and facilities and services within the building, is provided for people with a disability’. However, if strict adherence to the provisions of the *DDA* is likely to have an adverse heritage impact on significant fabric, this may be considered unjustifiable hardship under the terms of the Act. In such cases expert consultancy advice should be sought to investigate alternative compliance provisions.

POLICY 6.14.1

Any changes to the site required to improve public access should also be made in accordance with the other policies in this *CMP*.

POLICY 6.14.2

Where compliance with the *DDA* is likely to have an adverse heritage impact on significant fabric, formal advice on alternative means of compliance shall be sought from the Fire, Access and Services Advisory Panel of the Heritage Division of the NSW Office of Environment and Heritage, or expert consultants.

6.15 SIGNAGE

POLICY 6.15.1

Signage on Heritage Items should be:

- i. consistent in design to the architectural form of the building to which it is attached
- ii. of a high standard of materials, construction and graphics, and
- iii. appropriately located on the Heritage Item and of a compatible design and style, with the appropriate lettering.

POLICY 6.15.2

Original signage on the front facade (i.e. the “Town Hall” stone relief) should be retained and not clad over.

POLICY 6.15.3

Signage should be able to be removed with no impact on significant fabric (reversible).

POLICY 6.15.4

No new signage should be introduced to the building exterior that impacts adversely on the heritage significance of the building.

6.16 INTERPRETATION

BACKGROUND

Interpretation is a valuable means of communicating the significance of a site to its current users. An Interpretation Strategy is a site specific document that identifies how this can be achieved.

POLICY 6.16.1

A separate Interpretation Strategy/Plan should be prepared and implemented for the place.

POLICY 6.16.2

Key interpretation themes for inclusion in an interpretation of the building should be developed. Suggested themes include, but are not limited to, the following:

- (i) The contextual history of the former Goulburn Town Hall
- (ii) The building's place in the history and development of Goulburn
- (iii) The association of the building with prominent local architect E.C. Manfred

6.17 APPROPRIATE SKILLS AND EXPERIENCE

POLICY 6.17.1

The approach to the conservation of the historic building fabric should be based on a respect for the existing significant fabric. Competent direction and supervision should be maintained at all stages, and any maintenance work should be implemented by professionals and/or tradespeople with appropriate conservation experience and knowledge of traditional building skills.

Where any significant fabric or spaces are to be disturbed, the advice of a Heritage Consultant is to be sought and implemented.

6.18 ON-GOING MAINTENANCE REGIME

POLICY 6.18.1

To ensure the on-going conservation of significant building fabric, a regular maintenance schedule should be implemented. Regular inspections should be carried out and remedial action taken to minimise deterioration of building fabric due to the effects of weathering and use. An On-going Maintenance Schedule has been included as an appendix to this report to assist in the care and maintenance of the building.

In addition to regular maintenance activities, prompt preventative action and repair should be taken as necessary.

The On-going Maintenance Schedule should be reviewed and updated every ten years to coincide with a review of the Conservation Plan, or prior to major programs of upgrading or reuse.

No maintenance or repair work should negatively impact on the significance of the fabric.

6.19 REVIEW OF THE CONSERVATION MANAGEMENT PLAN

BACKGROUND

This *CMP* for the former Goulburn Town Hall proposed a framework for the ongoing use and maintenance of the building. Circumstances, however, will change over the years as various recommendations are implemented and new user requirements emerge.

Conservation Policies need to progressively respond to changing situations if they are to remain relevant.

POLICY 6.19.1

Conservation Policies should be reviewed every ten years or whenever a major upgrade of the building is considered.

GUIDELINES

Reviews of the Conservation Policies should be based on *The Burra Charter* and other guidelines provided by the Heritage Division of the NSW Office of Environment and Heritage.

Reviews should also take into account any other relevant legislation, planning framework, appropriate literature and widely recognised conservation practices and procedures. They should be undertaken by experienced conservation practitioners, in conjunction with relevant ownership and management representatives.

6.20 MANAGEMENT OF ARCHAEOLOGICAL RESOURCES

POLICY 6.20.1

Management of archaeological resources associated with the former Goulburn Town Hall shall be undertaken in accordance with the recommendations and consent conditions of any Excavation Permit that is required under the provisions of the *NSW Heritage Act*.

POLICY 6.20.2

Archaeological resources are to be managed in accordance with the *Archaeological Assessment Report* by Edward Higginbotham & Associates Pty Ltd in October 2016.

7.0

IMPLEMENTING THE PLAN

7.1 INTRODUCTION

This *Conservation Management Plan* has been prepared to provide guidelines for the adaptive reuse use and conservation of the former Goulburn Town Hall and to ensure that the heritage value of the place is maintained and enhanced.

This section sets out the implementation guidelines for the policies, including a list of management issues and schedules for conservation and maintenance works.

7.2 MANAGEMENT PRINCIPLES

The current owners are to:

- Review and adopt this *Conservation Management Plan (CMP)*.
- Refer any development proposals to Goulburn Mulwaree Council
- Ensure funding for recurrent long-term maintenance.

7.3 OBTAINING DEVELOPMENT CONSENT

Any development proposals for the former Goulburn Town Hall must be referred to Goulburn Mulwaree Council for approval.

7.4 ON-GOING MAINTENANCE SCHEDULE

The On-going Maintenance Schedule, included as an appendix to this report, refers to cyclical maintenance works to fabric that should be implemented by the owner as part of the process of on-going management of the site.

A record of when this work is performed, and any faults discovered or repairs made, should be recorded and kept separately alongside a copy of this maintenance schedule.

8.0

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APPENDIX ONE: ON-GOING MAINTENANCE SCHEDULE

Building Element	Priority Works	Yearly	Every 5 Years	Every 10 Years
1887 BUILDING				
OVERALL BUILDING		Monitor condition	Check security and general safety	Undertake structural inspection
		General Cleaning		
		Pest Inspection		
EXTERNALLY				
FACADE	Inspect front balcony floor and provide new membrane, to detail approved by Heritage Consultant		Clean and inspect	
			Audit water-tightness and undertake repairs as necessary	
BRICKWORK	Inspect to assess mortar joints	Inspect for deterioration of mortar joints		Repair as necessary with traditional techniques and materials to match existing
		Repair as required		
SANDSTONE	Inspect to assess condition and need for protection of horizontal surfaces for weathering	Inspect for deterioration of mortar joints		Repair as necessary with traditional techniques and materials to match existing
		Repair as required		
CHIMNEY	Inspect and assess condition of sandstone capping	Inspect for signs of water ingress or deterioration of mortar joints	Monitor condition	
		Check seals and capping		
ROOFING	Inspect slate roof, including fixings for cast iron crest	Inspect		Replace as necessary with materials to match existing/original
Slate tiles				
Ridge caps		Repair as required		
Flashing				
cast iron cresting				
corrugated iron roof				

Building Element	Priority Works	Yearly	Every 5 Years	Every 10 Years
STORMWATER DISPOSAL Down pipes Gutters Rainwater heads	Replace gal. DP and rainwater heads with copper to match existing	Monitor and clean as required		Replace as necessary
TIMBER ELEMENTS Porch ceiling		Inspect Repair as required	Repaint	Repair/replace as necessary with materials to match existing Repaint
EXTERNAL DOORS & WINDOWS Wooden joinery, metal hardware and glazing		Inspect Repair as required by preserving and reconstructing with materials to match the existing profiles	Undertake repairs and paint as necessary	Repair as necessary with materials to match original/existing
INTERNALLY				
INTERNAL DOORS AND JOINERY		Inspect Repair as required by preserving and reconstructing with timber materials to match the existing profiles	Repolish	Undertake structural inspection Implement conservation works to preserve integrity
INTERNAL WALLS Plaster Arches Mouldings		Monitor wear Repair as required by patching/ replace in the traditional manner to match the original		Repaint plaster as required
CEILINGS Plaster Plaster cornices		Monitor wear Repair as required with materials to match the existing		Repaint as required
FLOORS floorboards vinyl carpet		Monitor	Repair as required with materials to match existing, including replacement at any missing areas	
SERVICES Electrical Hydraulic & Security		Inspect	Repair as required	Upgrade as required