



DRAFT
Goulburn Mulwaree Heritage
Strategy 2019-2022

POLICY OBJECTIVE

To establish guidelines and criteria for the management of heritage in the Goulburn Mulwaree Council area.

LEGISLATIVE PROVISIONS

Nil

POLICY STATEMENT

Introduction

Goulburn Mulwaree is an area rich in both Aboriginal and European heritage. Council is committed to recording and preserving the heritage of the area. In Council's Regional Community Strategic Plan 2016-2036 under the heading "Our Community" Strategy CO4 is to "Recognise & celebrate our diverse cultural identities, and protect & maintain our community's natural & built cultural heritage". Council's role is "To implement planning & development policies & plans that protect our built, cultural, & natural heritage".

The KPI to measure the outcome is "Number of heritage buildings & sites protected & enhanced". This objective will be carried out in partnership with the community and other relevant government authorities.

Council is committed to balancing the community's need to use and enjoy our natural resources with their protection, enhancement and renewal.

This heritage strategy is designed to achieve these heritage outcomes.

Aboriginal habitation

Goulburn Mulwaree is part of the continuum of Aboriginal habitation of Australia. The earliest occupation site in the vicinity of Goulburn Mulwaree in the Australian Alps has deposits that have been radiocarbon dated to 21,000 years ago. The majority of sites in the region date to 3-5,000 years ago.

Two major language groups were identified within the Goulburn Mulwaree region at the time of European contact; the Gandangara to the north of Goulburn and the Ngunawal to the south. It's likely that these tribal boundaries incorporated a number of distinct aboriginal communities with their own dialects, who were probably linked by kinship networks, common beliefs, ceremonies and customs.

Aboriginal people from the district maintained contact with surrounding groups and an absence of natural physical barriers in the district meant that travel was relatively easy. Large gatherings of Aboriginal people took place in Goulburn with records of corroborees being held at Rocky Hill, the old railway quarry on the Wollondilly River, Mulwaree Flats near Lansdowne Bridge at the brewery, and where the Goulburn rail station is located now.

Recorded Aboriginal heritage sites within Goulburn Mulwaree generally occur in the vicinity of watercourses, in elevated areas and in areas with suitable geology or mature vegetation.

Aboriginal and European Interaction

The region was first visited by Europeans in 1798. The exploratory party of John Wilson and John Price reached Towrang. In 1820 Joseph Wild travelled south of the Cookbundoon Range to find a large lake – Lake George. From hills to the north-east of Lake George Wild saw "the fires of the natives who appeared numerous" indicating the presence of aboriginal people in the area.

Introduced diseases had a disastrous effect on the Aboriginal population. In 1845 Francis Murphy of Bungonia reported that the formerly numerous Aboriginal population had declined to an estimated 20-100 individuals. In 1848 the bench of Magistrates estimated that the local Aboriginal population consisted of only 25 people.

European Settlement

Exploration by Hamilton Hume, Charles Throsby, James Meehan and John Oxley in 1817-1820 made the early colonists aware of the proximity and good grazing potential of the southern tablelands. During the course of the 1820s an increasing amount of land in the area was settled and market centres were established along the major lines of communication south from Sydney. The key centre for the Southern Tablelands was Goulburn. Governor Lachlan Macquarie ratified the name in honour of Henry Goulburn, secretary of the colonies. Goulburn Plains (now North Goulburn) was marked out in 1828. The old township was built around the confluence of the Wollondilly and Mulwaree Rivers.

Governor Bourke visited the old town in 1832 and owing to the repeated flooding of the area he ordered the survey of an area on higher ground to the south west. The layout of the adjacent township of Goulburn was created in 1832-33 as the administrative centre. The present city centre was surveyed in 1833. Due to a large swamp and lagoon the old and new towns were virtually separated for many years. They were eventually united by Lagoon Street.

By 1841 there were 655 people in the town and by 1845 the population had grown to 1,200. There were five stores and five inns in 1844 and by 1867 there were more than 20 hotels. Bradley's flourmill and brewery was built between 1836 and 1845 and by 1850 Goulburn had become a municipality. The growth of the municipality was reflected in the establishment of a Masonic lodge, two Oddfellow's lodges and a Mechanics Institute by 1867. By 1870 four newspapers had been established – the Herald in 1848, the Argus in 1864, the Southern Morning Herald in 1868 and the Evening Post in 1870. In addition to the hotels, Goulburn also became a major ecclesiastical centre for the southern tablelands. The Scots church and manse were opened in 1841. Goulburn became the centre of a Church of England bishopric in 1863 and also a Roman Catholic diocese in 1867.

In 1869 the construction of the railway robbed the city of the connection to the Mulwaree Ponds – the water that had helped establish the town's original location. The railway line to Goulbourn was officially opened by Lord and Lady Belmore in 1869 and six years later in 1875 it was extended south. Other significant infrastructure within the town included the present Post Office in Auburn Street which opened in 1881 and the Court House in 1887. The Gaol, Hospital and Kenmore Mental Hospital also date to the 1880s.

Goulburn maintained a strong transport focus due to its location and importance as a regional centre and its railway and infrastructure. The construction of the railway and yard facilities in Goulburn generated employment for many years, however, the significant growth of road transport in the post war years modified the earlier railway and workshop focus. During the 1950s Goulburn developed large wool stores. Goulburn remained a large provincial centre with the infrastructure of government and churches reflected in the impressive public buildings.

The housing stock in Goulburn ranges from humble workers' cottages through to the architect designed buildings of the social elite. All eras are represented and often mixed together. The centre of the town contains the majority of the older buildings with the age of buildings reducing as newer areas were developed further from the town centre. There are older originally outlying buildings mixed amongst the newer development giving the city an interesting character.

Outlying towns of Marulan and Bungonia were developed concurrently or a little earlier than Goulburn and contain their own character and history and contribute to the historical development and understanding of the region. Tallong, Towrang, Tarago, Lake Bathurst all contain history and Heritage Items. The rural areas contain numerous Heritage Items dating from the convict era.



To prepare this strategy Council followed the NSW Office of Environment and Heritage publication *Recommendations for Local Council Heritage Management*, July, 2013 version.

Recommendation 1: Establish a Heritage Committee to deal with heritage matters in your area
Heritage Committee

Council utilises the assistance of Community based heritage groups regarding heritage matters in our area. Consultation includes relevant strategic policy and plan making.

There are a number of groups with a heritage focus in our Local Government Area (LGA) including;

- Pejar Local Aboriginal Land Council
- History Goulburn
- Marulan Historical Society
- Goulburn Heritage Group

Heritage Awards

Council runs Heritage Awards for the LGA every second year. The purpose of the awards is to promote the values and benefits of heritage conservation in Goulburn Mulwaree. The awards highlight and celebrate local heritage best practice. Award categories include;

A range of awards are offered. Past years award categories have included;

1. Property Award

1. Heritage Property Award – well maintained and presented property and garden

2. E.C. Manfred Awards

- 2a. Conservation or renovation work under \$50,000 to a residence
- 2b. Conservation or renovation work over \$50,000 to a residence
- 2c. Conservation or renovation work to other buildings or structures
- 2d. Infill development
- 2e. Adaptive re-use of a heritage building

3. Research Conservation and Natural Heritage Awards

- 3a. Historic research
- 3b. Conservation of historic material
- 3c. Heritage promotion

4. School student work Award

5. Outstanding Achievement Award

The Goulburn Heritage Group was established in 2002. The Heritage Group is independent of Council. Council has achieved considerable success with the Group's active participation in presenting community opinion on the preservation of Goulburn's heritage. Development Applications that have the potential for significant heritage impact are referred to the Group for their consideration. The Goulburn Heritage Group participated in the Local Environmental Plan (LEP), Development Control Plan (DCP) and the Goulburn CBD Master Plan process. Liaison with the Group has achieved the outcome of increased community participation, awareness and appreciation of heritage. It is anticipated that this association and positive interaction will continue into the future.

Outcome 1: Increased community participation, awareness and appreciation of heritage in Goulburn Mulwaree.

Recommendation 2: Identify the Heritage Items in your area and list them in your Local Environmental Plan

Approximately 350 local Heritage Items are listed on Schedule 5 of the *Goulburn Mulwaree Local Environmental Plan 2009* (LEP). The LEP also includes Heritage Conservation Areas. Council will continue to investigate and report on places of heritage significance within the LGA during the period 2019-2022. Council undertakes to legally protect all Heritage Items including Aboriginal, historical, archaeological and natural heritage.

Council completed a review of its Heritage Study in January 2018. The outcomes of the Heritage Study Review 2018 will be incorporated into Council LEP and DCP.

In 2010 an Aboriginal Heritage Study was commissioned by Council with the support of the NSW Office of Environment & Heritage. The findings of this study will be considered by Council when the LEP is reviewed. Statements of Heritage Significance and heritage data for items currently listed on the *Goulburn Mulwaree Local Environmental Plan 2009* will continue to be revised on Council's SHI database. In an endeavour to increase knowledge and proactive heritage management, liaison between the Goulburn & District Historical Society and Council's Heritage Advisor will continue to be encouraged.

The Goulburn Mulwaree Archaeological Management Plan (AMP) adopted by Council on 15 December 2009 identified an additional 16 Archaeological Heritage Items. These will be considered by Council for listing on the LEP. Further consideration will also be given to the listing of identifiable heritage precincts.

Outcome 2: Increased knowledge and proactive management of heritage in Goulburn Mulwaree.

Recommendation 3: Appoint a heritage and urban design advisor to assist the Council, the community and owners of listed heritage items

The Heritage Advisory Program has been conducted in Goulburn since 1989. Goulburn Mulwaree Council will continue to employ a full-time Strategic Planner and consultant Heritage Advisor. In this way, Council is dedicated to addressing its heritage responsibilities in a practical and progressive manner. The broad range of heritage skills available provides for positive interaction on heritage matters between Council's planning personnel, the Heritage Advisor and the community. Goulburn Mulwaree residents will continue to be encouraged to discuss proposed work on Heritage Items with the Heritage Advisor. Assessment processes for Development Applications (DAs) will continue to require written advice from the Heritage Advisor and architectural reviews of major projects. Efforts by planning personnel to assist Council's clients to achieve the best possible outcomes will continue to be a priority.

Outcome 3: Increased community participation and proactive heritage and urban design management in Goulburn Mulwaree.

Recommendation 4: Manage local heritage in a positive manner

Goulburn Mulwaree will continue to consult with the community on heritage issues and to encourage heritage preservation in the LGA. In particular Council will:

- a) Continue to encourage residents to utilise the Local Heritage Fund and to use the services of the Heritage Advisor when planning restoration of heritage buildings
- b) Focus upon the identification and preservation of sites and places and generate a positive community interest in heritage conservation
- c) Continue support for the 'Local History' section of the Goulburn Library. This section of the library fulfils the public need for the provision of local histories and genealogical publications and providing assistance to the community in researching local heritage
- d) Liaise with Marulan Heritage Society and History Goulburn and support them in their efforts as repositories for the district's history

- e) Liaise with the Goulburn Heritage Group
- f) Give consideration to the request from members of the Marulan community for the establishment of a Conservation Management Area

Outcome 4: Proactive heritage and urban design management in Goulburn Mulwaree.

Recommendation 5: Introduce a Local Heritage Fund to provide incentive grants to encourage local heritage projects

Goulburn Mulwaree, with the support of the NSW Office of Environment & Heritage, will continue to operate its Local Heritage Fund program in the years 2019-2022. This program has to date been successful in achieving interest from the community and it is expected that the maximum available funding will be utilised in restoration projects.

Council can direct the grant program to specific areas as it did in 2011-2013 when it targeted commercial heritage buildings in Auburn Street in the CBD (the main street) prior to Goulburn's 150th birthday celebrations.

Outcome 5: Increased community participation and proactive conservation and management of heritage in Goulburn Mulwaree.

Recommendation 6: Run a main street program

A main street program was run in the early 1990s in association with the Chamber of Commerce. The result of the program was that extensive physical and promotional work took place over the next ten or more years.

For 2019-2020 Council has committed additional funds for a grant program in Goulburn CBD.

Main street property owners and tenants are encouraged to use the services of the Heritage Advisor in conservation and /or maintenance projects. This process has a positive record of achievement. Heritage Fund grants were targeted at the painting of the facades of main street buildings in 2011-13.

Council commissioned a CBD Master Plan in 2008. EDAM/AECOM and their sub-consultants prepared recommendations on physical works, heritage, economics and traffic, transport and parking. A number of the Master Plans recommendations were adopted into Council policies.

For 2019/2020 Council has committed \$30,000 for grants for conservation on heritage items located in the main street of Goulburn.

Outcome 6: Council, owners and the community actively participate in attractive and well managed heritage main streets.

Recommendation 7: Present educational and promotional programs

Goulburn Mulwaree has consistently encouraged increased awareness and appreciation of heritage by property owners and the community in general. Council will continue to work towards heritage education programs to assist the Goulburn Mulwaree Visitors Information Centre in the promotion of heritage related events and heritage site visits. Self-guided tour brochures of local heritage sites are available from the Visitors Information Centre.

A number of local properties provide historical tours for visitors including the National Trust run Riversdale and privately owned Garroorigang.

Council's library includes a Local History Room and part time Local Studies Officer that provides genealogical and other historical information. The library also hosts regular talks on history & heritage matters.

History Goulburn is a volunteer run organisation that maintains important historical records and assists researchers with the provision of information.

Outcome 7: Increased awareness and appreciation of heritage by the Council, owners and the community in Goulburn Mulwaree.

Recommendation 8: Set a good example to the community by properly managing heritage places owned or operated by council.

Goulburn Mulwaree is committed to the conservation and restoration of items for which Council is responsible. Council has responsibility for several major cemeteries within the Goulburn Mulwaree area and an ongoing program of conservation management strategies was instigated in 2009 commencing with the Mortis Street Cemetery.

Council owned and managed properties including:

- a) Numerous cemeteries including Mortis Street Cemetery, Goulburn General Cemetery, St Patrick's Cemetery and the former Kenmore Hospital Cemetery;
- b) St Clair, Sloane Street, Goulburn. Internal restoration work has been completed including works for the eradication of rising damp. Underpinning of footings was undertaken in the 2008/09 financial year. Council has undertaken a thorough assessment of St Clair's structural condition and determined to temporarily restrict public access to the building. Conservation works took place in 2018/2019 and are ongoing.
- c) Former Goulburn Town Hall (McDermott Centre) Auburn Street, Goulburn designed by prolific local architect E.C. Manfred now used as a community centre, restoration and maintenance issues addressed. Plans are in place to adapt the building to a Performing Arts Centre. Conservation of the historic elevations of the building will be undertaken as part of the works.
- d) Goulburn Historic Water Works Site, Marsden Weir, Fitzroy Street, Goulburn restoration and maintenance works in progress
- e) Rocky Hill War Memorial Site, Memorial Drive, Goulburn. Memorial and cottage designed by Manfred and Son. Construction of a new museum building is due to be completed in 2019.
- f) The Lime Kilns site and derelict Lime Burner's Cottages, Kingsdale
- g) May Street Brickworks Site. A Heritage Assessment for this site was completed in 2010 by Council's Heritage Adviser. The study identifies significant historical information and archaeological heritage potential. Goulburn Mulwaree are supporting the development of the site for its 'Goulburn Wetlands' project on this site.

Outcome 8: Council proactively conserves and manages its heritage assets.

Recommendation 9: Promote sustainable development as a tool for heritage conservation

Goulburn Mulwaree currently promotes an overall development policy incorporating heritage conservation. Council supports sustainable cultural tourism and increased investment to maintain and/or invigorate the cultural resources on which local tourism is based. Council is aware of the economic benefits of heritage conservation and actively works towards the restoration and maintenance of its own heritage properties.

Further, it supports those owners of heritage properties in their restoration projects. Goulburn Mulwaree promotes the benefits of establishing innovative public-private partnerships to link conservation efforts to sustainable tourism development. The Goulburn Mulwaree LEP and DCP recognise and promote heritage conservation.

A current issue facing property owners and Council is the sympathetic retrofitting of solar and other sustainable energy sources. Council supports the sympathetic sustainable development of properties and is working with property owners and managers and its Heritage Adviser to provide innovative successful outcomes.

Outcome 9: Proactive heritage and sustainable development in Goulburn Mulwaree

Version	Council Meeting Date	Resolution	Adoption Date	Effective From
1	20 October 2006	06/589		
2	21 December 2010	10/533		
3	21 May 2013	13/179	21 May 2013	5 July 2013
4	1 April 2014	14/95	1 April 2014	1 July 2014
5				
<p>All policies can be reviewed or revoked by resolution of Council at anytime. This document is scheduled for review in September 2016</p>				

DIVISION: Planning & Environment

BUSINESS UNIT: Strategic Planning

POLICY AUTHOR: Manager Strategic Planning