

# Goulburn CBD Plan

Goulburn Mulwaree Council

## Interim Report 1

29 August 2008





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Goulburn CBD Masterplan  
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22 August 2008  
by GTA Consultants

# 01 Introduction

Goulburn is Australia's first Inland City, gazetted in 1864 under a British Empire Royal Letters Patent to create a Bishopric. The City is now a busy service centre within a local government area that supports a population of a little over 27,000 people.

The Goulburn Central Business District is the core of the City. It is a regional administrative and commercial centre that retains much of its original urban and architectural character, largely due to the sound town planning and architectural design practices that shaped its original form.

The 2004 amalgamation of Goulburn City and Mulwaree Shire Councils to form the Goulburn Mulwaree Council has prompted a major review of strategic planning for the new Local Government Area. As part of this process, Council has commissioned the preparation of this Master Plan to provide a vision and guide for change in the CBD to accommodate growth while protecting and enhancing the values of the CBD as a place for residents and visitors to Goulburn. The Master plan will be integrated with Council's Development Control Plan to guide development applications thus providing certainty of outcomes to applicants and the community.

## Aim + Objectives of the Study

Council's Consultant Brief states that the aim of the study is to develop a Master Plan for Goulburn CBD that facilitates future management by balancing development & conservation in a sustainable way.

The objectives of the study are to:

1. Develop standards & recommendations to improve the image, attractiveness and functionality of the CBD of Goulburn
2. Attract business & tourism to Goulburn
3. Maintain, protect, enhance & promote Goulburn's built & natural heritage.



## Study Area

The CBD has historically been defined as the area bounded by Bourke Street to the west, Sloane Street to the east, Clinton Street to the south & Bradley Street to the north. The master plan study area includes an expanded CBD as described in the Draft Goulburn Mulwaree Strategy Plan 2020. This expanded study area is based on current development interest and is bounded by Citizen and Cole Street to the north, Sloane Street and land beyond the rail precinct to the east, Addison and Glebe Avenue to the south and Cowper Street to the west.



## 02 Factors That Will Shape the Form of the Area

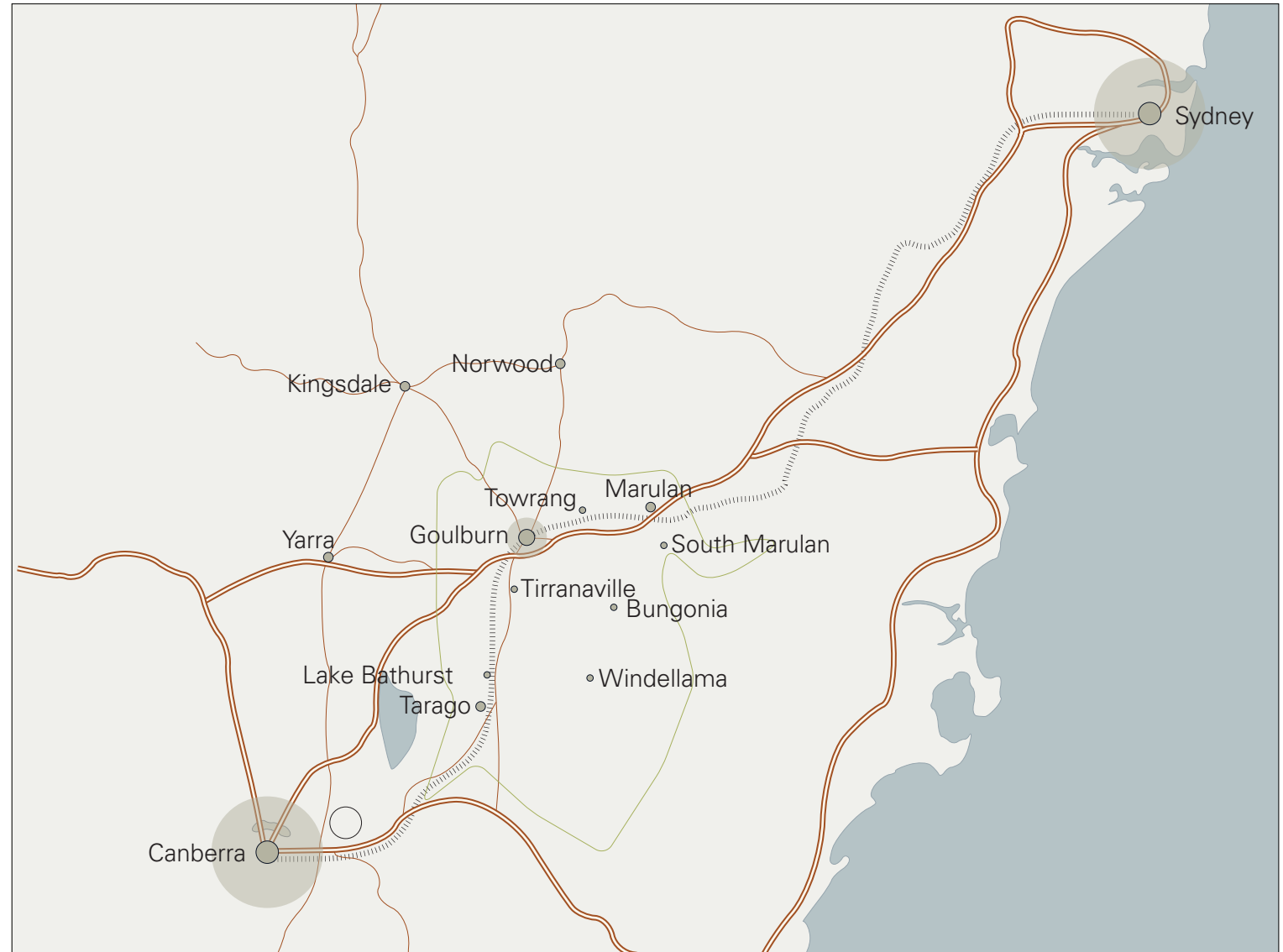
### EXTERNAL FACTORS

#### REGIONAL PLANNING CONTEXT

Goulburn is strategically located at the heart of the Sydney to Canberra Corridor, 200 kilometres south of Sydney and 100 kilometres north of Canberra. It lies adjacent to the Hume Highway (since the City bypass was constructed in 1992) and on the main Sydney-Canberra Rail Link.

The Draft Sydney-Canberra Corridor Strategy (NSW Dept. of Planning, 2007) was prepared to guide sustainable development over the next 25 years and accommodate the 44,200 additional people expected to be living in the region by 2031. Goulburn, along with Queanbeyan to the south and Bowral to the north, has been identified in the Draft Strategy as a Major Regional Centre - an existing centre providing regionally-based services, including retailing, education, recreation and employment.

Amongst its objectives, the Draft Strategy aims to “manage the environmental impact of settlement by focusing new urban development in identified growth areas such as Bowral, Goulburn and Queanbeyan.” The Strategy anticipates a population growth of 3,400 persons



0 70 km

from an additional 2,200 dwellings in the Goulburn Mulwaree Local Government Area over the next 25 years.

Council's Goulburn Mulwaree Strategy 2020 study identifies the need to support the regional role of Goulburn in providing social support systems including health care, education, retail and commercial services as well as employment growth in new industrial areas on the urban fringe. The strategy notes the demand for increased retail options such as department or bulky goods stores within the CBD. These factors underpin the socioeconomic forces encouraging the intensification of development and expansion of the CBD.

The AEC Group report on the existing economic and social climate of Goulburn / Mulwaree and its CBD is included in Appendix 1. Economic and social sustainability are vital to the viability of towns as successful places for people. The AEC analysis has indicated that Goulburn is in a relatively strong economic position and is likely to grow substantially in population in the medium term.

The challenge for the City's CBD is to maintain its viability as a local and regional service centre while protecting its valued

character and building stock. The results of the AEC analysis are summarised below.

## REGIONAL POPULATION AND HOUSING GROWTH

Current Local Government Area population is 27,277 persons (2006)

The Local Government Area population is in a period of moderate growth (0.7% from 2005 and average growth of 0.6% over the decade from 1996).

Local Government Area population expected to rise by 2-3,000 in the next decade (Goulburn Economic Development & Tourism Plan)

2,200 new dwellings projected in the next 25 years to be accommodated in new urban release areas (Draft Sydney-Canberra Corridor Strategy).

The key demographic and migration trends benefiting Goulburn: tree change movement, weekenders for city residents, rural residential subdivision preferences and attractiveness as a place to raise a family given social infrastructure.

## REGIONAL ECONOMIC AND EMPLOYMENT GROWTH

Regional economic cornerstones: transport/logistics, agriculture, manufacturing, and correctional and justice services.

Employment projections: demand for 2,100 jobs in the Local Government Area over the next 25 years (Draft Sydney-Canberra Corridor Strategy), logistics, warehousing, transport, manufacturing, and health/ aged care are the main areas. Logistics/ warehousing will be a particular focus given Goulburn's strategic location mid way between Sydney and Canberra and its accessibility to the Hume Highway and rail corridor.

## Significant up coming employment projects:

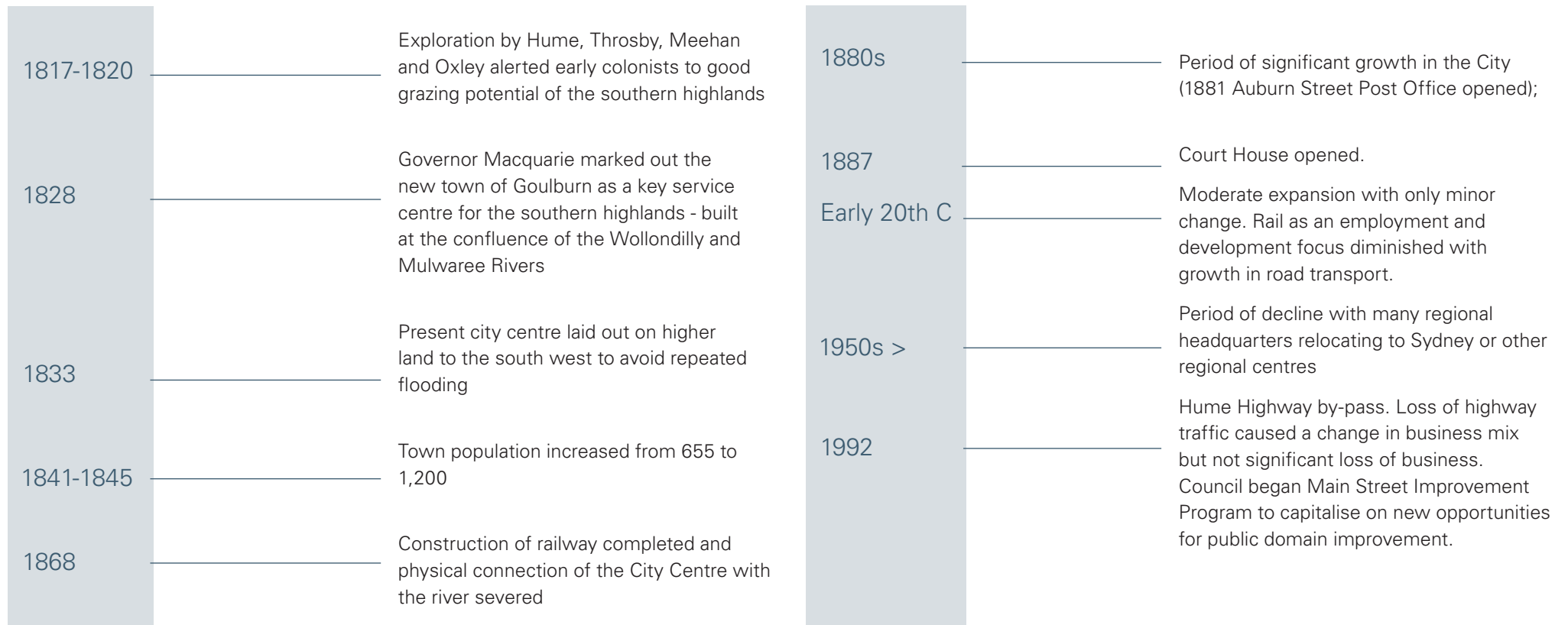
- / Expansion to Coles distribution centre,
- / Proposals for a regional transport hub,
- / New business parks to the north and south of Goulburn,
- / Mining - reopening of the Woodlawn Mine is being examined and there is extractive industry potential in Marulan.
- / Overall, the region is well placed to benefit from regionalisation projects in the Sydney-Canberra corridor.

## INTERNAL FACTORS

### HISTORIC DEVELOPMENT

The CBD has developed around its original planned city centre incorporating a uniform grid subdivision pattern. The formal axis along Montague Street from Victoria Park through St. Saviours Church to Belmore Park was an important component of the original town plan.

### TIMELINE





## HERITAGE

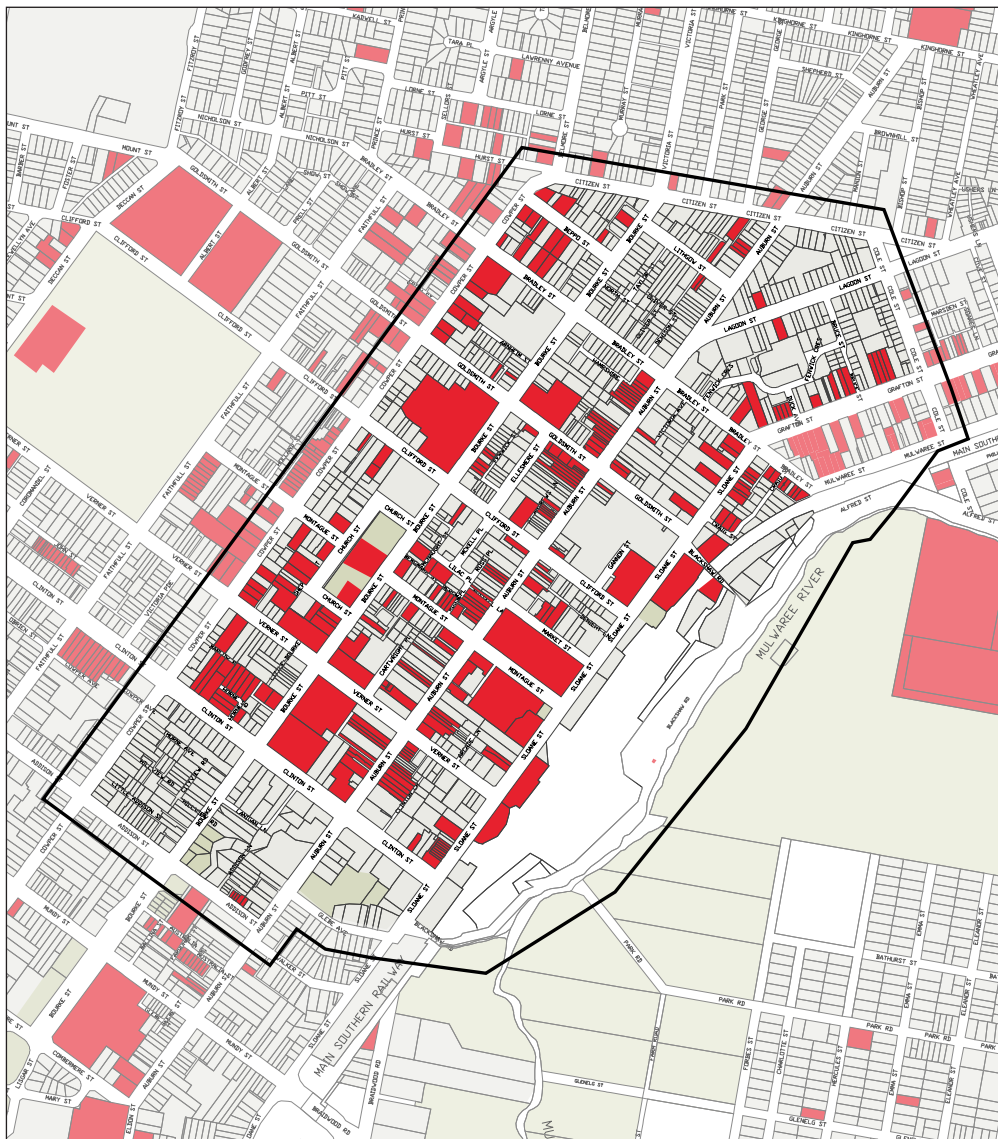
A report on heritage matters as they pertain to planning for the CBD have been provided by City Plan Heritage. The results of this work are described in the report as an Appendix to the masterplan document.

Items of Heritage Significance scheduled in the Goulburn Mulwaree draft Local Environment Plan (LEP) 2007 are indicated in the heritage significance map on page 10.

The City Plan report describes the following characteristics as being critical to the heritage significance of the CBD:

- / The original grid form subdivision pattern dating from the establishment of Goulburn including nightsoil lanes, various rectangular allotment sizes addressing the street, and parks/open spaces.
- / Predominantly single-storey and uniform streetscapes with mostly intact Victorian and Federation housing stock.
- / Relatively intact consistent main street commercial streetscape with two to three storey continuous historic character.
- / Common residential architectural features such as street facing prominent gables, hipped or pitched corrugated iron or tile roofs, timber framed windows, front verandas, asymmetrical facades, face brick finishes, and low fencing in keeping with the styles of the period
- / Common commercial architectural features including vertically proportioned above awning facades, decorative parapets with advertising panels, order of classical architecture evident in public and administrative buildings, two-storey continuous streetscape, verandas supported on posts over footpaths, dominant tower elements or splayed façades at the corner allotments, traditional shop windows and uncluttered above awning facades.
- / Streetscapes that are dominated by mature trees creating a dense leafy setting generally concealing the houses in street-long views and frame views to houses close to the viewer.
- / Maintained garden settings with generally low or no fencing to the street along residential zones of the CBD.
- / Topography that is characterised by a number of small hills and ridges allowing the city to be experienced as a whole when approached from north whilst creating distinctive view corridors and vistas towards north, south and particularly east from the ridge of the CBD (along Montague Street) in and out as well as within the study area.





/ Well established public domain including roads with kerbed footpaths and grassed verges, traffic management devices throughout, street trees and parks.

Conversely, the following elements are described as intrusive to the CBD's heritage values:

- / Uncoordinated and unregulated advertising and business signs along consistent streetscape creating unpleasant presentation
- / Unsympathetic single-storey or oversized infill development within a consistent two to three storey streetscape
- / Corporate buildings with their respective designs, corporate colours and signs
- / Contemporary buildings with no regard to the established heritage streetscape
- / Vacant allotments, service stations, car parking or car repair workshops/car sales yards
- / Overhead wires and antennas in some residential areas

0

500



**Scheduled Items of Heritage Significance (Draft LEP)**



**1882 Town plan of Goulburn**

## COMMUNITY VALUES

Council's Goulburn Mulwaree Strategy 2020 community vision workshops were conducted in 2006. The workshops identified community values, visions, priorities and ideas as the basis for developing the strategic plans. Consultation outcomes included priorities for infill development to be controlled and sympathetic to the city's heritage; also that medium density development should be concentrated in the CBD with a maximum height of 3-4 storeys.

The consultation also found support for an increase in the all types of jobs to be provided in the city particularly white collar and female oriented jobs. Also sought by the community feedback was further development of Goulburn's role as a regional centre providing increased services for aged care, youth facilities and entertainment.

A community workshop was held on February 4th 2008 at the Goulburn-Mulwaree Council Chambers. Approximately 30 citizens attended. A presentation of the CBD analysis as well as opportunities that have been identified for the city were delivered by the consultant. This was followed by an open workshop session which involved the attendants to respond to a number of questions. A summary of the questions and responses follows:

### **What is the function of the CBD? Consider strengths and weaknesses.**

Goulburn should function as a mixed commercial interest. The main strengths of the CBD were highlighted as the heritage and architectural character as built form and Belmore Park as central open space. Other considerations for its function were a range of activities with convenient, concentrated and easily accessible shopping.

Weaknesses included reference to the lack of long term and concealed parking, limited quality shopping options and low supply of residential living in the CBD. Public transport and signage were also mentioned.

### **What is the character of the CBD? What is the desired future character of the CBD? How do we define, retain and enhance this character?**

The attendants identified that the current character of the CBD was a series of straight grids with a single strip retail focus. It's strong historical character and large central park were elements that contribute to Goulburn's image.

The desired future character outlined by the attendants was that efforts should be made towards overall enhancement of Goulburn's core including the utilization of existing vacant back yards for commercial purposes and allowing for more pedestrian movement and vegetation.

By retaining and enhancing the streetscape and incorporating the old with the new Goulburn's existing character will be retained. If residents / landowners were given a rebate off rates in return for appropriate visual upgrading of their properties this would encourage a city wide upgrade.

### **How do we create a people based place?**

The creation of a people based place was discussed with reference to a mall precinct and by allowing for a free CBD bus. Streetscape elements that were identified include: wider footpaths, outdoor dining, parking meters (turnover of traffic) and scramble crossings giving priority to pedestrians. Also mentioned was introducing 2 storey infill housing for seniors in the CBD with mixed use/parking on the lower level.

### **What are the correct CBD dimensions, land uses, densities, heights and other built form controls that are consistent with the desired future character of the CBD?**

Land use precincts were identified as well as large retail (bulky goods) to be moved out of the CBD to northern development sites.

The future character of Goulburn should be developed to address the current problems such as on-site parking and that new development should not overshadow existing facades.



### **How do we allow sufficient flexibility to facilitate an appropriate level of development while maintaining the positive characteristics of the CBD?**

The attendants identified that by having a focus on heritage that reflects the rural lifestyle with appropriate development sympathetic to the existing atmosphere of Goulburn the positive characteristics of the city will be enhanced.

Elements of retail such as awnings, advertising, parking and signage need to be controlled, coordinated and enforced drawing on heritage as their main theme.

### **Community Vision Statement**

Attendants were also given the opportunity to discuss and consider ideas for a vision statement for Goulburn. The following statement was a response that was well received.

### **“Doing business with the richness of heritage and the country lifestyle.”**

### **LOCAL PROPERTY MARKET TRENDS**

The economic consultancy AEC Group 2008 study of the CBD found that the property market is currently in recovery after the Hume Highway bypass construction. The study found that the market is moderately healthy at present with positive signs for investment growth.

#### **Commercial rents**

- / Street edge ground floor: \$150-\$350/sqm
- / Street edge above ground:
  - / \$100-\$200/sqm
  - / Internalised shopping centres: up to \$1000/sqm

#### **Uptake trends**

- / Low uptake of above ground space due to lower quality and lack of lift access
- / Shift to street frontage space in preference to shopping centres.
- / Increase in street front small office development and some commercial infiltration to adjacent residential areas.

### **ROLE OF THE CBD**

The CBD is the administrative and commercial centre of the Goulburn Mulwaree Local Government Area and beyond due to its proximity to national transport corridors

The CBD has a “Lower order” regional role as consequence of lost trade to Sydney / Canberra (particularly household goods, clothing, recreational facilities and services.

CBD activity: a mix of convenience retail, local commercial, regional government, local education and tourism facilities and services. There is limited residential development. Major anchors in the CBD in 2008 include:

- / Centro Shopping Centre anchored by Coles, Kmart and Best & Less;
- / Marketplace Centre anchored by Woolworths and Aldi;
- / National bulky goods retailers Harvey Norman, Supa Cheap Auto and Retravisson;
- / Entertainment nodes such as the Lilac City Cinema and Workers Club;
- / Tourist nodes such as the Paragon Café and Belmore Park;
- / Government such as Council and State agencies;

- / Professional and commercial services;
- / Health services such as medical centres;
- / Places of worship including major Cathedrals; and
- / Education and training institutions including primary schools.

### **MARKET GROWTH DETERMINANTS**

Market demand for new development in the Goulburn CBD will depend on:

- / Additional employment and population growth and, in turn, spending capacity. Potential future regional growth will positively affect the performance of the CBD.
- / Reduced “escape” spending to competing centres such as Canberra and Sydney. Leakage could be reduced through an improved range and standard of retail and commercial supply in the CBD.
- / Competing pressures from new commercial centres in the Goulburn area.
- / Bulky goods and home maker centre development to the north and south of the CBD.
- / Potential new neighbourhood shopping centres.

## STRATEGIC DEVELOPMENT OPPORTUNITIES

Significant development opportunities include:

- / Soon available for redevelopment motor vehicle dealer sites.
- / Bourke / Verner Street school site

In terms of specific retail development, it is considered there are opportunities to improve the range of retail in the categories where most trade is lost i.e. household items and clothing. This suggests the role of discount department stores and speciality chains. Any additional development in convenience and non-discretionary retail would need to be justified through additional population growth. In the office sector, the attraction of government tenants from decentralization would provide a catalyst for the growth of the professional services sector. Expanding the range of commercial is not the only solution to reduce spending leakage – it must be accompanied by an increasing quality of supply.

It is considered there is limited tourism accommodation development potential in the CBD given the small accommodation market and accessibility of Sydney and Canberra from Goulburn. Any new accommodation development in the CBD would need to be premised on a larger events or business tourism market.

In the residential sector, opportunities have been identified for shop-top living and unit development to provide increased densities in the CBD.

In terms of more innovative forms of development, there is potential for the conversion of laneways into retail and commercial strip precincts.

The heritage characteristics of the buildings in the CBD provide numerous adaptive reuse opportunities.

## STATUTORY PLANNING CONTROLS

The Planning controls currently in place in Goulburn Mulwaree Council will be superseded by the consolidated Goulburn Mulwaree Local Environmental Plan (LEP) and Development Control Plan (DCP) which is currently in preparation. This plan for the CBD and its accompanying guidelines will be incorporated in the new LEP and DCP.

The Process will supersede the following DCPs:

- / DCP 8 Off Street Parking Code
- / DCP 9 Advertising Signs
- / DCP 10 Good Design Statement
- / DCP 11 Outdoor Dining
- / Draft DCP Manfred Park Block

## Draft Heritage Strategy 2006-2008

The Goulburn Mulwaree Draft Heritage Strategy 2006 – 2008 proposes to:

- / Survey and legally protect all the heritage items in its area
- / Put in place good measures to assess all development applications involving heritage items.
- / Encourage best practice heritage conservation through providing free heritage advisory services, promotion and incentives.
- / Encourage Council to lead by example through proper management of its own heritage items

Council owned & managed properties within the CBD master plan study area include:

- / St. Clair, Sloane Street, Goulburn [Premises occupied by the Goulburn and District Historical Society].
- / Old Goulburn Town Hall [McDermott Centre].



## DRAFT PLANNING CONTROLS DRAFT LEP AND DCP

It is the intention that the Draft LEP will provide an updated legislative framework for the Goulburn Mulwaree Shire. The Draft DCP will provide best practice design guidelines to realise the intentions of the Draft LEP.

## DRAFT GOULBURN MULWAREE STRATEGY 2020

The Goulburn Mulwaree Strategy will comprise a Local Environmental Study (LES) and a Local Environmental Plan (LEP). Together, these documents will form a framework to guide future land use and development and provide support

for the Goulburn Mulwaree to grow and prosper.

The proposed zones and objectives for the Draft LEP (as shown in the map) are outlined as follows:

### ZONE B COMMERCIAL CORE

#### Objectives of zone

- / To provide a wide range of retail, business, office, entertainment, community and other suitable land uses which serve the needs of the local and wider community.
- / To encourage appropriate employment opportunities in accessible locations.
- / To maximise public transport patronage and encourage walking and cycling.
- / To reinforce the status of Goulburn as a regional centre.
- / To ensure the scale and density of development complements the desired future character of the commercial core.
- / To protect the historic importance of Goulburn and protect heritage integrity of its historic built form.

### ZONE B4 MIXED USE

#### Objectives of zone

- / To provide a mixture of compatible land uses.
- / To integrate suitable business, office, residential, retail and other development in accessible locations so as to maximise public transport patronage and encourage walking and cycling.

The 2020 strategy that encourages increases of residential density and the variety of retail options in the CBD. The economic/market analysis by AEC consultants found that there is no immediate need to alter the boundary of the mixed Business Zone in the CBD.

The strategic development sites and their land uses identified in the AEC study are important development catalysts. These sites will improve the CBD's functionality, image and attractiveness to business and tourism. Councils LEPs & DCPs may need to be amended to encourage these land uses.

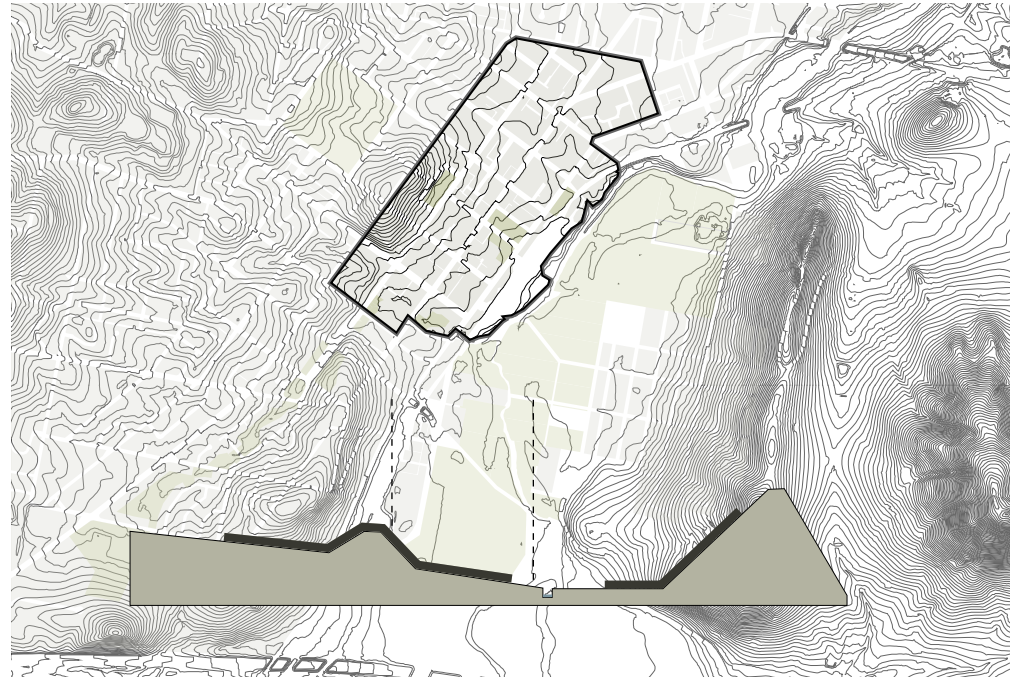


# 03 Area Analysis

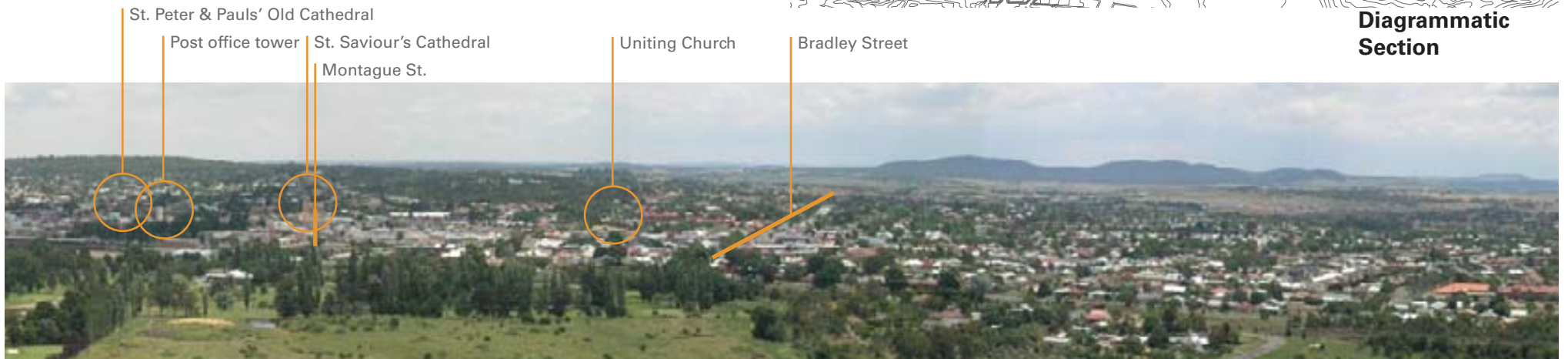
## Topography + Setting

The CBD lies on a gradual south east facing slope at the edge of the Mulwaree Ponds flood plain. No part of the CBD study area occurs within flood plane land.

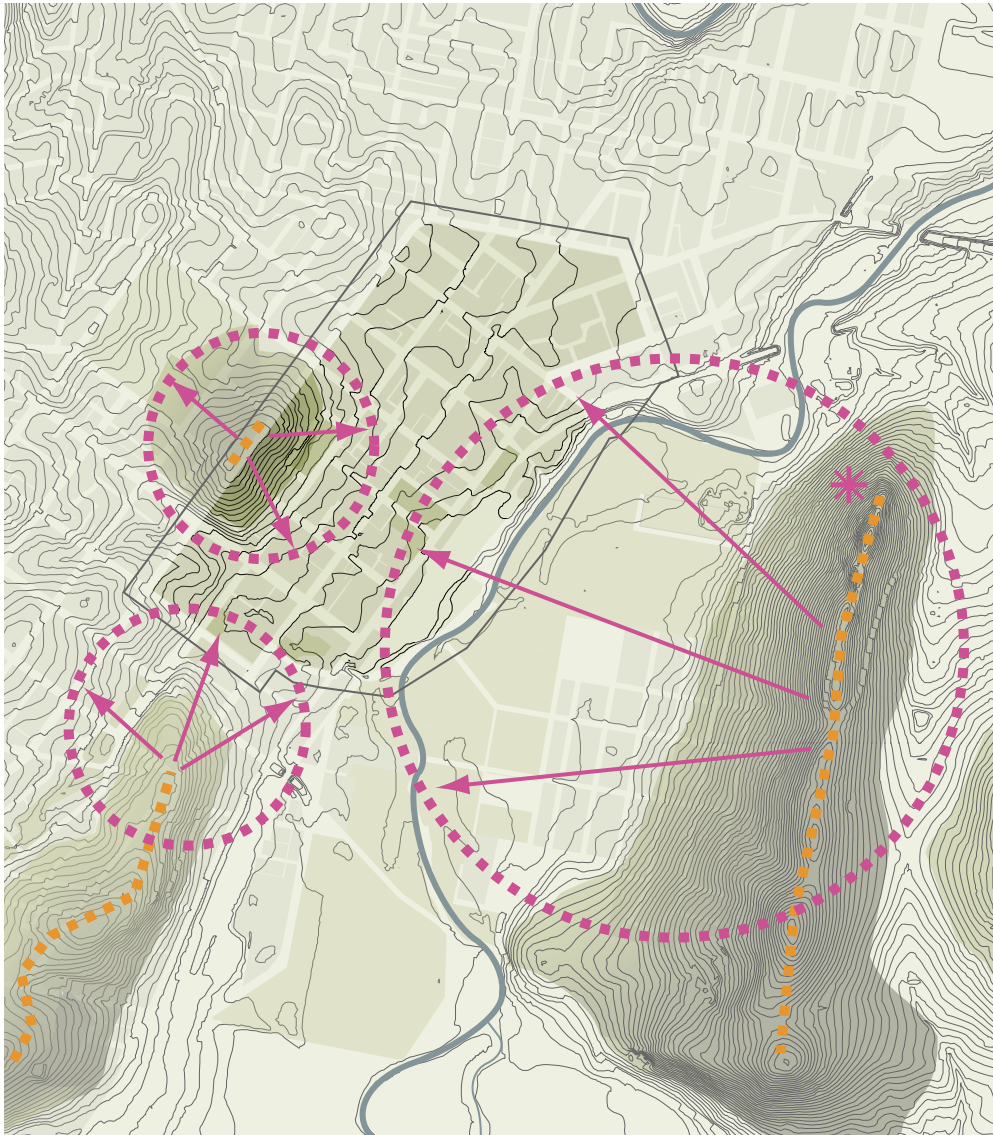
This section indicates the setting of the CBD with the broad valley of the Mulwaree Chain of Ponds, overlooked by the ridge line to the south east and lower knolls to the north west and south west. Within this setting the CBD is physically separated by the ridge line from the Mulwaree Chain of Ponds and the network of recreational lands that extend through it's flood plain.



**Diagrammatic  
Section**



## Views + Vistas



Panoramas into the CBD are available from the ridge line to the south east. These views illustrate the importance of the grid street pattern and the City's spires and towers to its visual character. Any development within the CBD must protect and enhance these elements of the city's viewscape.

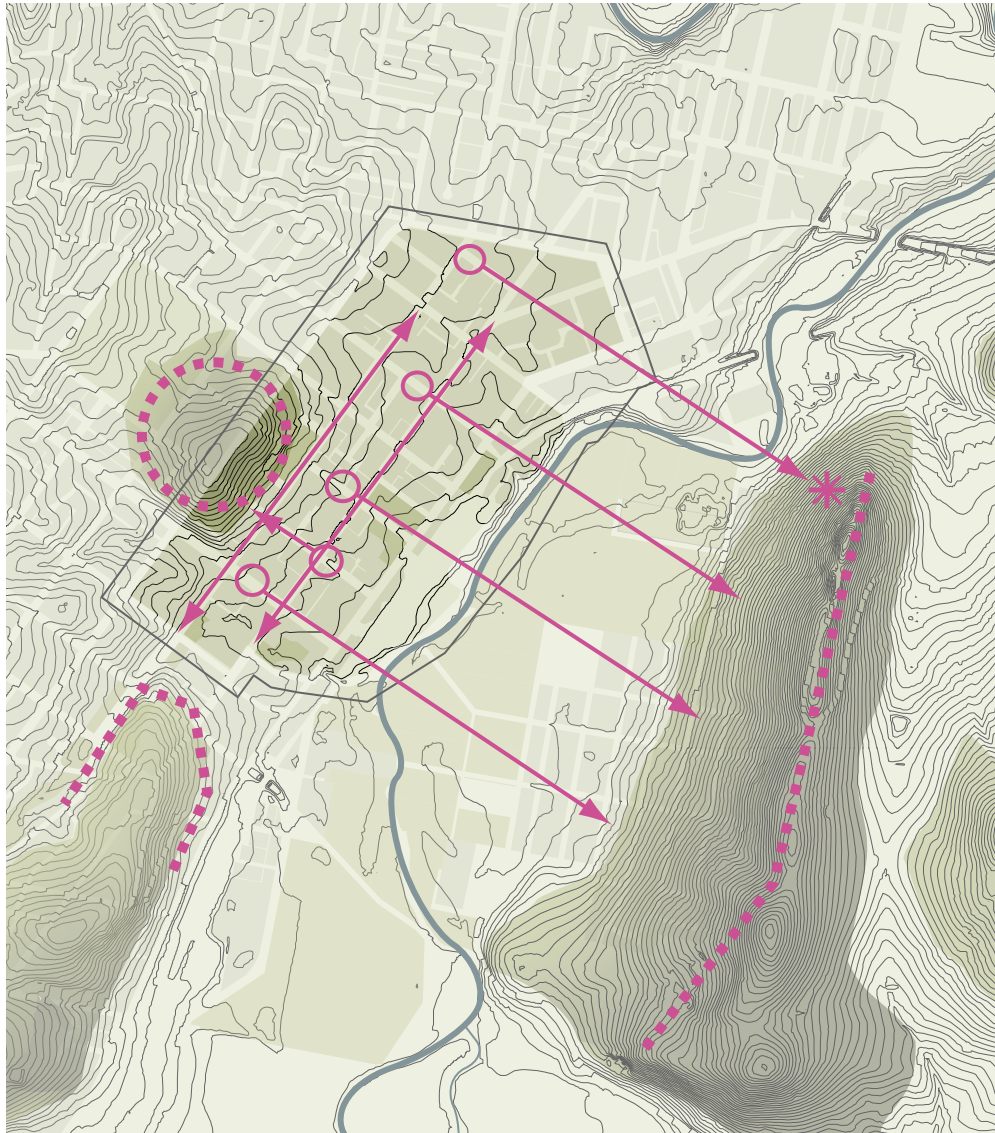
Views from knolls and ridges to the north-west and south-west of the City are less panoramic due to their orientation but they equally illustrate the significance of these visual elements.

- \* War Memorial
- Ridge line
- Existing/ potential views





## Views + Vistas



Views available from within the CBD are strongly influenced by the grid street and subdivision pattern. Long vistas east to the ridge line are available down most of the north-west to south-east streets. The ridge forms a green backdrop to the CBD in these views.

In north-east to south west streets, long views terminate at the ridge line to the south west of the centre.

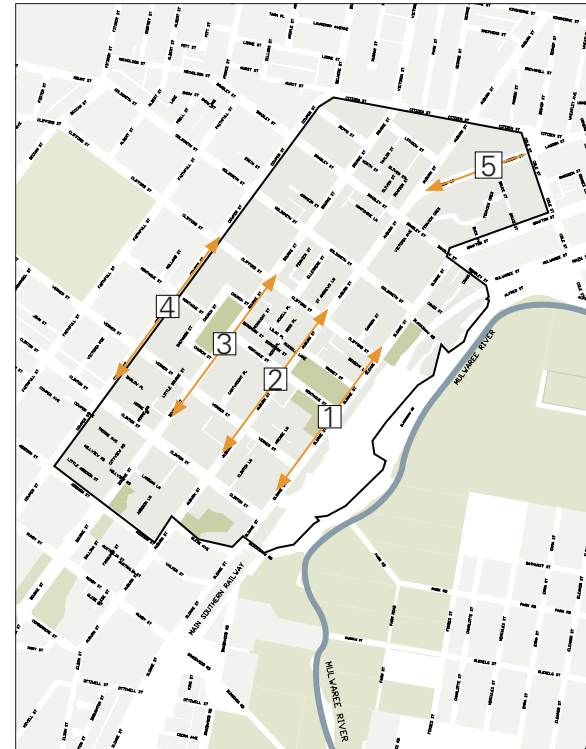
Internally, important elements of the viewscape are in built form and include notably:

- / the aerial view down Montague Street to St. Saviours Church;
- / the spire of the Uniting Church (which is a particularly important element in views from the road when entering the CBD from the north-east (see view 5); and
- / spires and towers across the cityscape generally which form focal points and points of orientation in numerous views with and across the city.

\* War Memorial  
 ..... Ridge or edge to steep land



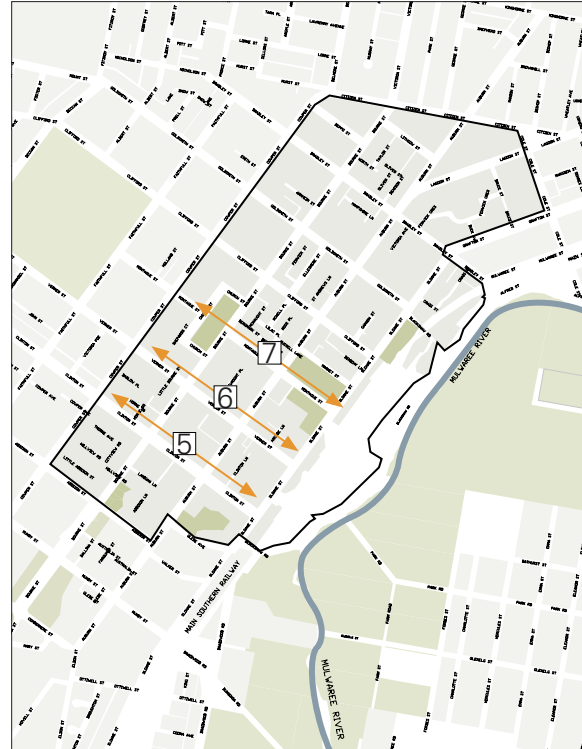
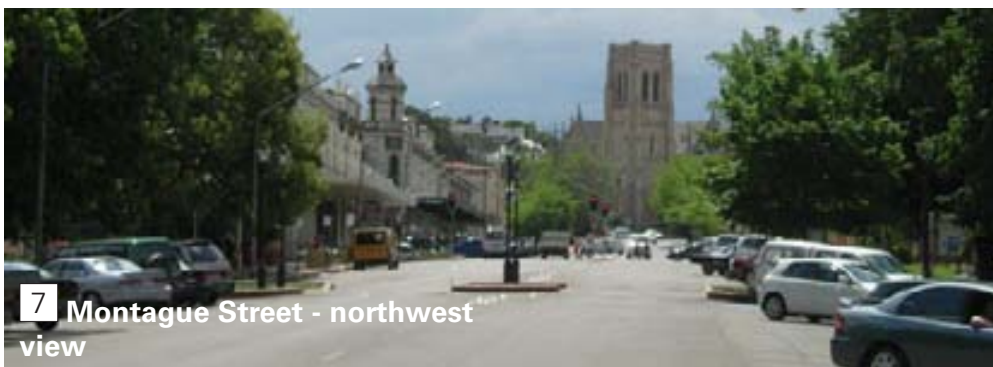
## Street Views



Lineal views within the commercial and retail core are influenced by the quality of adjoining built form and the continuity or otherwise of the edge of buildings along the street. Where buildings form a continuous wall to the street, the view is focused and contained. Where breaks in this street wall occur, the lineal view loses integrity.



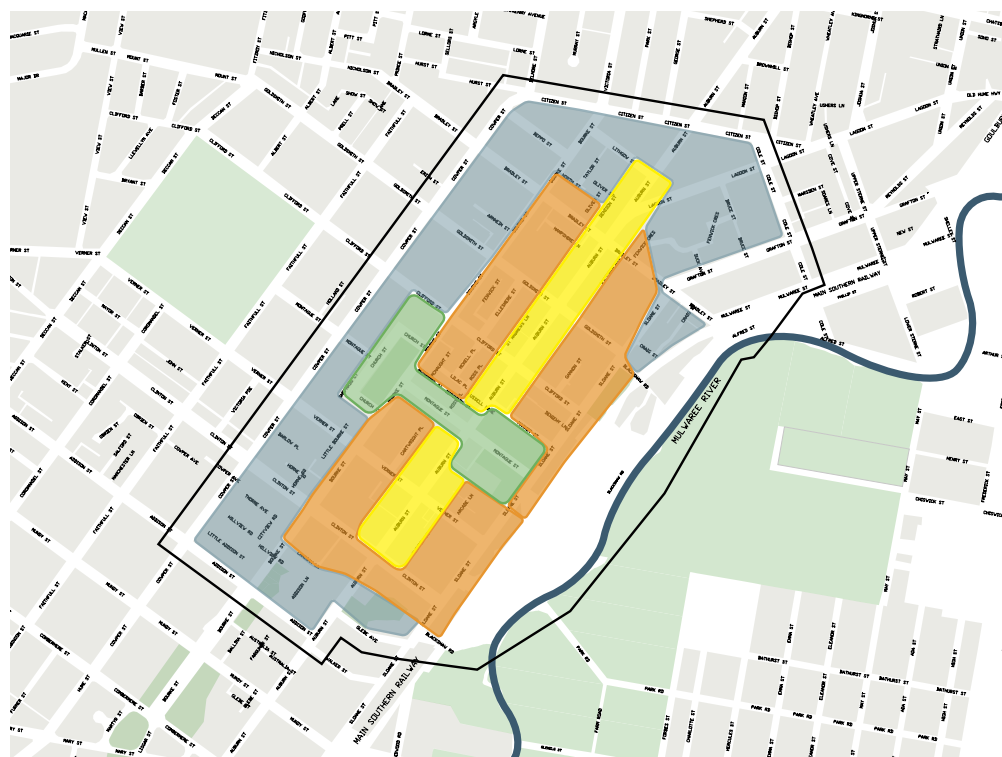
## Street Views



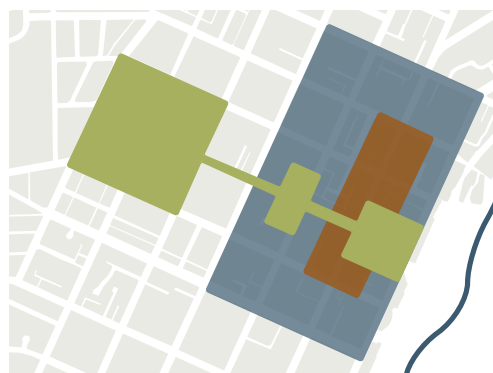
## Street Views



## Urban Structure



- Civic Core
- Main Street Retail Core
- Retail Periphery
- Residential/Home Commercial



### Defining the Town Centre

The Goulburn town centre is defined by landuse and structure. The original structure of the Centre remains fundamentally intact, arranged on the original grid street and subdivision pattern and incorporating:

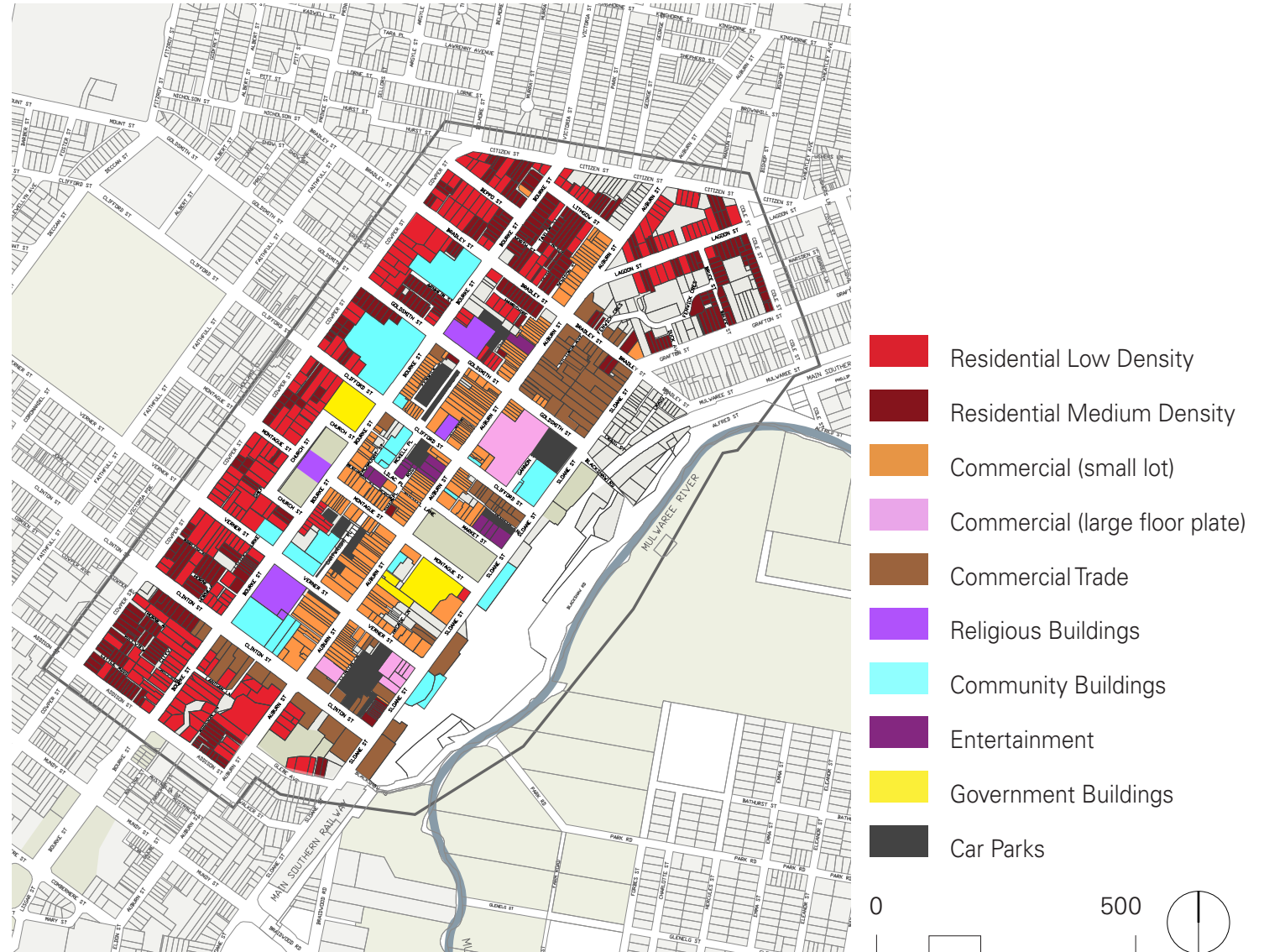
- / a Civic Core following an axis along Montague Street from St. Saviours Church to Belmore Park and the Court House
- / a Main Street Retail Core on Auburn Street (with a number of recently emerged contemporary department store retail establishments occurring off the Main Street)
- / a Retail Periphery at either end of the Main Street Core, where the intensity of retail activity diminishes
- / a band of commercial and trade activities around the Retail Core and extending along the rail corridor
- / an outer band of largely low density residential uses with a small but developing commercial component (home offices and professional rooms)



## Land Use

Detailed analysis of land uses within the CBD supports the form of the CBD described in the definition of town structure:

- / A traditional shop front retail / commercial precinct extending along Auburn Street (between Bradley and Clinton Street) and through Montague Street (between Auburn and Bourke Streets)
- / An historic civic and cultural precinct centred on Belmore Park and including the Courthouse, post office and St. Saviours Church
- / A commercial and trade precinct on the north western side of Sloane Street with remnant trade activities at the north eastern and south western edges of the retail / commercial core
- / A community and entertainment quarter centred on the Lilac City Theatre and the Goulburn Workers Club.
- / A residential precinct, including a number of schools and churches and some home office commercial uses wrapping around the commercial core on three sides.
- / The railway lands on the south eastern side of Sloane Street extending close the Mulwaree River.



Land Use Analysis



## Existing Built Form

**The form and architectural style of its buildings are critical to the character of the CBD and its quality at street level.**

**Analysis of the existing built form within the CBD is based on land use.**

### **Government / Civic**

1890s “Boom Period” architecture is a defining component of the Government and Civic buildings of Goulburn. The visual curtilages are the enclosed areas immediately surrounding these buildings, these are to be defined and protected from unsympathetic development.

Other government buildings present varying architectural styles from the post modernist Civic Centre to the somewhat derivative Visitors Centre.





## Existing Built Form



### Institutional

Goulburn's churches are essential elements in its urban landscape. The extravagance and high quality of the City's Church architecture reflects Goulburn's affluence and significance as a religious hub during the late nineteenth century. The City's Church spires provide important visual landmarks and points of orientation within the City. Close and distant views towards the churches need to be protected. Their visual curtilages need to be defined and development within these needs to respect their importance as built elements.

Educational institutions (Private and State schools and the College of Technical and Further Education) vary in their form and architectural style. The TAFE College on Bourke Street is an imposing Gothic inspired building and two storey masonry school buildings in the St. Patricks School provide interesting streetscape elements.



## Existing Built Form



- / two storey terraces with zero street setbacks;
- / single storey homes on relatively narrow blocks with short street setbacks; and
- / large two storey residences in generous garden settings, well set back from the street.

Contemporary housing and / or alterations / extensions to period housing takes varying forms and contributes positively and negatively to the quality of the City's residential character. Elements that impact negatively on streetscape character include:

- / Garages at the street boundary that obscure main building facades and diminish the houses' address to the street;
- / High brick fences at street boundaries;
- / Bulky and out of scale buildings;
- / Unsympathetic architectural style, detailing and finishes.



### Residential

Housing within the CBD area is predominantly low density with some isolated pockets of town houses and three storey walk-up units. Period housing is a critical component of the character of the residential areas that adjoin the commercial core of the CBD. It takes varying forms:



## Existing Built Form

### Entertainment

Pubs, clubs, and theatres are numerous within the core commercial area of the CBD. Hotels are part of the heritage fabric of the CBD. Some would benefit from improved finishes and more open street edge facades. Others address the street well and contribute positively to street activity and surveillance. Clubs and theatres are of variable architectural merit. The Soldiers Club building has seriously diminished streetscape quality at the important Market Street Belmore Park frontage and the Market / Sloane Street corner. Its scale and height is inappropriate for the locality and it presents a closed and uninviting facade at street level.





## Existing Built Form



### Commercial / Retail

The traditional commercial / retail building stock within the CBD is fundamental to its built character. Historic architecture is characterised by:

- / a variety of architectural styles including Victorian, 1890s Boom Period, Federation and Art Deco influences.
- / two to three storey buildings built to the street boundary to create continuous street walls and generally including either continuous awnings or verandahs over the street walkway
- / Celebratory elements, particularly on corner sites where towers, splayed facades and architectural ornaments clearly define the major intersections and provide landmarks through the City Centre.

The Boom Period two to three storey walk-up retail / residential terraces that front Auburn Street and parts of Sloane Street are dominant contributors to the streetscape character of the Goulburn CBD. The character of these buildings are essentially derived from:

- / “Fine grain” development - small lots with detailed facades and repetitive vertical and horizontal elements
- / Open shop fronts at street level that engage with the street and encourage pedestrian activity
- / Celebratory elements such as towers on corners and ornamental facades

Aside from their physical protection by heritage listing, the visual dominance of the traditional 2/3 storey shop fronts within the CBD needs to be protected by ensuring that new buildings are of a compatible, but not derivative architectural style and form.

## Existing Built Form

Negative impacts on streetscape quality are generated by:

- / Buildings that do not address the street and forms that are not consistent with the traditional architectural forms within the CBD.
- / Buildings with horizontal rather than vertically orientated facades.
- / Inconsistent building forms at street corners that do not function to emphasise and celebrate the corners.
- / Blank facades with large, out of scale corporate advertising.



## Existing Built Form

### Trade



### Trade

Car yards, petrol stations, motor mechanics and the like are located generally on the outskirts of the commercial and retail core. These landuses take varying forms dependent on their specific use and time of establishment. The older purpose built buildings are often representative of light industrial architecture of the period and make a positive contribution to the streetscape as functional forms, often with some low key facade detailing. The more contemporary forms are, in many cases, of low scale and provide open addresses to the street. These buildings are equally appropriate as architectural forms at the edge of the CBD. The predominance of cars at the street edge that characterises car yards and corporate service stations impacts negatively on the CBD street character and is inappropriate.

## Historical Built Form



Historical photos of the CBD provide a useful reference to its early built character and assist in identifying guidelines for appropriate contemporary development.

Corner sites are critical to the character of the CBD. The 1880s character of the CBD streetscape benefits from prominent corner buildings. Street corners in the original town were often defined by tower structures and distinctive buildings, often splayed in plan to accentuate the corner. Redevelopment of corner sites should be informed by this traditional approach and should incorporate distinctive architecture with references to the architectural forms of the City's historic building stock.



**Comparison Post Office  
and Auburn Streetscape**



## Historical Built Form



1 Cowper St looking south



2 Industrial development crn. Clinton & Cowper St. Service station opposite on the right

**The City Plan Heritage Consultants August 2008 Report provides the following street character statements. These statements and their relevant heritage and urban design principles should form the basis of the detailed heritage conservation provisions of a future DCP for the CBD. The full consultants report is in the masterplan document.**

### THE STREET CHARACTER STATEMENTS

The character statements for the streets within the Goulburn Central Business District are provided in the form of dot points outlining the significant and dominant aspects of each street. The character statements also identify issues and negative aspects of the individual streets.

### COWPER STREET

Creating the western boundary of the CBD, Cowper Street is a residential street with good examples of Victorian, Federation periods and Georgian style housing stock particularly on the western side whilst the east side (within the study area) has consistency towards north and south blocks of the street.

- / Well maintained consistent single-storey gabled houses in sections.
- / Pitched generally corrugated iron roof, asymmetrical street facades with front veranda and projecting bay.
- / Face brick unpainted finishes, low traditional fencing including new fencing in traditional style, use of natural or recycled materials such as brick footpath.
- / Good infill residential development at the northeast corner intersection with Clinton Street with considerations to the architectural elements of the adjoining Victorian period heritage items on Clinton Street (numbers 65, 67 & 69).
- / Significant view corridors and vistas from the highest point at the Montague Street intersection towards every

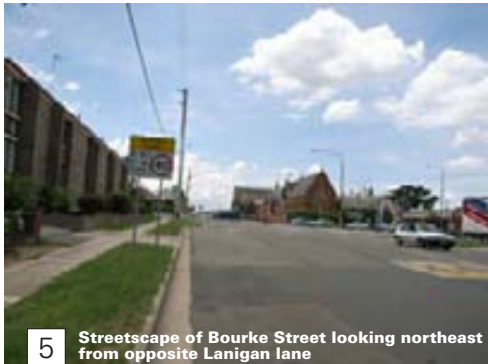


3 Good infill development at intersection with Clinton St





**4** Streetscape of Cowper St. looking north from Montague Street hilltop



**5** Streetscape of Bourke Street looking northeast from opposite Lanigan lane



**6** Bourke Street between Goldsmith and Bradley Streets looking south

direction particularly to the central of the CBD, the St Saviour Cathedral and the extended townscape.

- / Good laneways at the southern block including Little Addison Street, Hillview Road and Thorne Avenue.
- / Very good neighbourhood character at the intersection of Addison Street.
- / Existence of the uncharacteristic elements including service station and recent industrial development at the southern side of the Clinton Street intersection results in break in the consistent cohesive residential character of the Street.
- / Some houses particularly towards south end require attention and maintenance in order to improve the quality of the streetscape.

## BOURKE STREET

Bourke Street is typified by mixed developments and features a number of scattered heritage items, residential housing, motels, Conservatorium Technical College, a number of churches, St Saviours Cathedral at the highest point, Goulburn civic centre, Goulburn Public School, St John of God Hospital, fire station, and Apex Park. The residential developments are located at the

northern and southern ends of the Street with consistent streetscape character.

- / Generally two-storey form and mass
- / Mixed uses with residential developments at north and south ends
- / Lack of street trees in south portion between Montague and Addison Streets
- / Low or no boundary fencing
- / Few well setback early residential dwellings
- / Institutional and religious buildings providing interesting and dominant streetscape elements
- / Lack of streetscape consistency

## AUBURN STREET

Auburn Street is the main commercial street of the CBD since the establishment of the town featuring high number of heritage items and consistent traditional commercial strips.

- / Two to three storey cohesive Victorian and Federation periods shops and flats/offices over dominate the street particularly between Verner and Bradley Streets.
- / Majority of traditional verandas/balconies have been replaced with cantilevers or suspended awnings.
- / Above awning signs visually impair the streetscape character and obscure the architectural detailing of the above awning facades.
- / A number of twentieth century infill buildings scattered between the shops some designed in sympathetic manner some have no regard to the established character of the Street. This is mainly evident at the corner allotments where the two-storey continuous streetscape broken by single storey buildings.
- / Traditional Main Street with important public and administrative domain at the centre: Belmore Park, Court House, Post Office and Town Hall.
- / Evidence of some improvements around the Park including traditional-like street lights, pedestrian friendly landscaped and widened corner footpaths with bollards, outdoor seating, and no overhead wiring along the majority of the commercial centre.
- / Generally painted/rendered above awning facades, well defined floor levels, vertically proportioned window openings some in groups, decorative parapets, facades divided into bays to reflect single shop appearance.
- / Modified shop fronts below awning with limited traditional shop fronts remain.
- / Well defined corner allotments where original buildings stand addressing the corner with tower-like elements and splayed corner entrances.
- / Some traditional style verandas with posts remain possibly not original.
- / North and South ends of Auburn Street mainly residential and undefined.
- / Intrusive and uncharacteristic infill buildings including banks, shopping malls, and motels with car parking located at the street frontage creating gap in the street.
- / Building at the corner of Market Street reflects traditional architectural elements however either due to the



7 Auburn Street looking from Addison Street



10 Ian's Autoshop at the southern end of Auburn Street reflects some traditional design elements



8 Auburn Street east side from Verner Street looking towards Post Office



11 Commercial building at the corner of Market Street



9 Auburn Street west side from Verner Street



12 Traditional shops between Goldsmith & Bradley Streets on west side of Auburn Street



13 Entrance to Auburn Street from north



16 Central car park at the Goldsmith Street intersection



14 Sloane Street north end



17 Sloane Street towards Goldsmith Street intersection



15 Sloane Street towards Goldsmith intersection



18 Sloane Street towards Belmore Park

colour scheme or dominance of vertical piers and moulded panels complicates the simplicity of the traditional shops.

- / No consistency on below awning and fascia signs.
- / Pavement seats/banks and contemporary rubbish bins are provided probably could be designed to blend within this important historic precinct.
- / Corporate developments such as KFC do not consider the traditional main street character with oversized corporate signs and designs this also applicable to bank buildings as well.
- / North end of Auburn Street dominated by large motor service station and auto dealer, and is not well defined as such does not create an inviting and attractive setting to an entrance of a traditional main street: Auburn Street Heritage Area.



19 Woolworths complex at corner of Sloane & Verner Streets

## SLOANE STREET

Sloane Street has had similar role and importance with Auburn Street as one of the main commercial and administrative streets of Goulburn in the early years of settlement. It contains a number of buildings from that period however it lost its cohesive traditional appearance with majority of public movements shifted to Auburn Street. Contains a large number of heritage items of local and state significance.

- / North end, corner Grafton Street, partially defined by early building stock that gives hint to the heritage of the town.
- / Scattered two-storey terraces along north end between later intrusive developments.
- / Some early warehouses survive although they have been altered. They add to the historic character of the street. A number of warehouses are adaptively reused in sympathetic manner.
- / Belmore Park, Court House precinct, Railway precinct buildings, traditional hotel buildings at south end important aspects of the Street.



- / Views and vistas into the perpendicular streets especially the vista towards St Saviours Cathedral along Montague Street is significant. One of the main design aspects of Goulburn's earliest town planning that imposed by the topography and links the railway precinct to an important church building reflecting a period when Goulburn became a major ecclesiastical centre for the southern tablelands.
- / Good traffic management but limited street plantings and public art.
- / Interpretive signage and elements for railway weighing station, archives museum and early hotel are positive aspects of street improvements in terms of telling the story of the town to the visitors. This enhances the 'living museum' nature of the CBD.
- / A number of early buildings are also adaptively reused and maintained. Old Conolly's mill & former Swimming Bath group and former Police Barracks are few examples to name.
- / Tourist information centre is located within the railway precinct in a compatible building. However, it poorly terminates the east-west Montague Street axis. Thus the creation of an open axis towards the railway and river is recommended in order to achieve a better relationship with the CBD and the historic precinct.
- / Bowling club, vacant blocks and major car parking for shopping mall break the continuity of the street although the hedge planting of the club reduces this impact slightly.
- / Woolworths development apparently has incorporated some of traditional design elements to reduce the blank wall presence with compatible colour scheme in reference to railway buildings. However the corporate signs are large and detract from the heritage character of the surrounding context. This development could not be considered as a successful infill development.
- / Opposite to Woolworths another new warehouse building is located but it is more in keeping with the overall character of the neighbouring warehouses.





## ADDISON STREET

- / Consistent single storey residential streetscape
- / Pitched & multi gabled corrugated iron or tiled roofs
- / Low brick fences or no fence with open front gardens
- / Wide footpath & street trees
- / Veranda with asymmetrical façade
- / Setback building alignment
- / Street trees on footpath edge
- / Small landscaped front gardens but some require better garden treatments and paintings to houses
- / No garage entries/driveways
- / Intrusive TV antenna and street electricity wires
- / East end of the street is a vacant land creating an undefined corner. Potential for public space?

## CLINTON STREET

Clinton Street is one of the major transport streets therefore affected by service station and accommodation premises.

- / Limited streetscape consistency with two to single storey buildings mainly residential towards Cowper Street end on the north side
- / Some street trees creating avenue
- / View to west
- / Battle-axe lanes
- / Overhead electricity wiring
- / Wide footpaths
- / Corners occupied by uncharacteristic service station and motel buildings
- / Large intrusive advertising signs
- / No particular streetscape character between Auburn and Sloane Streets, dominated by a large advertising sign for Woolworths
- / Undefined corner with potential for revitalisation
- / Relatively consistent bulk and scale of commercial developments including a number of hotels between Auburn and Bourke Streets

## VERNER STREET

- / Good streetscape with street trees on both sides obscuring the houses on street-long views
- / Vista from Cowper Street to the town centre and the hills beyond on the eastern edge
- / Views to Cowper Street and Church from Sloane Street end
- / Traditional early buildings of similar scale occupy the north side between Auburn and Sloane Streets
- / Well defined corner allotments by two-storey buildings towards the east end
- / Verner Street does not possess uniform streetscape towards Bourke Street due to the dominance of motel car park
- / South side towards the church is relatively consistent due to the church buildings

## MONTAGUE STREET

Montague Street forms the central axis of the original street grid pattern with extensive view corridors up and down on both directions along the street focussed on the St Saviour Cathedral hill.

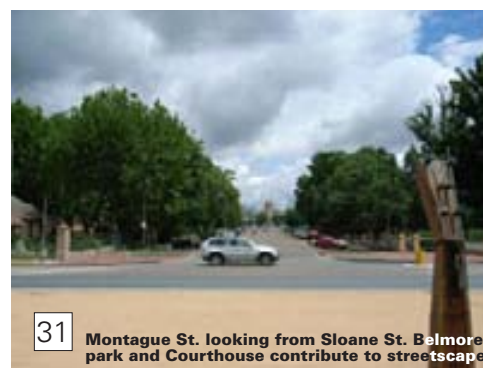
- / Very good residential streetscape between Church and Cowper Streets
- / Tree lined streetscape
- / Front garden landscaping with no boundary fencing
- / Very good consistent streetscape between Auburn and Bourke Street terminating with the St Saviours Cathedral however it is broken with ANZ bank building
- / East end of the street dominated by the Goulburn Courthouse Group and Belmore Park two of the most important early features that balances the grid pattern with the Cathedral along the central axis. The opportunity to rationalise view corridors hence the axis around the Courthouse and along Montague Street exists. This may involve relocation of the existing tourist information centre and the amenities block in the Park. Creation of clear, attractive and strong focal points between the Courthouse and the Park and along East-West axis will allow improvement and enhancement of the significant heritage architectural character of the area, one of the strengths of the CBD.



**29** Roses Cafe on Montague Street is a popular meeting place



**30** Montague St. looking towards Bourke St. where it terminates with the St Saviours Cathedral



**31** Montague St. looking from Sloane St. Belmore park and Courthouse contribute to streetscape



**32** Clifford Street looking from Auburn Street towards Sloane Street



**33** Clifford Street (south side) looking up towards Bourke Street



**34** Clifford Street (north side) looking up towards Bourke Street



- / Area around the Park has been improved by traditional street lights, good pedestrian friendly traffic management, and landscape management
- / Adaptively reused early building, now Roses Café, creates a good meeting point in an excellent context of Victorian and late Georgian public buildings, and main park. Although the adaptation

resulted in reduction of understanding of internal configuration it has a good ambiance and friendly service that provide enjoyable environment to the clientele. The retractable awning could be aligned with the adjoining building's cornices. Vertical banners clutters the façade so as the large business sign.



35 Market Street looking from Belmore Park



36 Market Street looking towards Auburn Street



37 Context view of the Market and Sloane Streets intersection with Belmore Park in the centre looking south and west along Sloane and Market Streets respectively

## CLIFFORD STREET

Featuring the Council Chambers and Goulburn Public School Clifford Street has limited consistency mainly on the western end towards Cowper Street.

- / Two to single storey buildings with limited consistency at western end
- / Street trees creating avenue along western end and continue west beyond Cowper Street
- / Street has no particular character due to various type and period of developments including civic centre and its car park, church, fruit and vegetable market, extended part of the shopping mall.
- / Good intersection at the Bourke Street corner with roundabout plantings and good traffic management

- / Similarly, Auburn Street intersection is also good with the corner buildings extending into Auburn Street.

## MARKET STREET

Previously a busy commercial street that has lost its integrity due to changes to the early buildings including the introduction of uncharacteristic club building.

- / Surviving early buildings also heritage items towards Auburn Street provides physical evidence of Market Street's early commercial phase.
- / An interpretive sign tells the story of the Street and should be supported by improvement in the street uses.
- / Dominated by car parking
- / Opportunity to create a shared pedestrian friendly zone exists
- / Utilisation of the Bull & Woodward Arch in conjunction with outdoor seating should be explored

## GOLDSMITH STREET

- / Inconsistent streetscape in the eastern end block between Auburn and Sloane Streets
- / Generally single storey adaptively reused early houses with front verandas
- / Service/motor repair station and yard breaks the street wall appearance
- / Un-planned few street trees along the eastern block
- / Side elevation and central car parking of the shopping mall further diminishes the traditional streetscape character
- / Goldsmith Street has a more established streetscape towards west between Auburn and Cowper Street
- / Single-storey free standing houses and shops with corrugated iron/metal roofing does not create a cohesive streetscape however they are part of early phase of the area
- / Methodist Church and its associated buildings, landscaped garden of Goulburn Public School together with a number of Georgian style cottages contribute to the heritage character and significance of the Street

- / The service station at the opposite corner of the Church detract from the overall character of the intersection that has been improved by the roundabout treatment

## BRADLEY STREET

Bradley Street forms the northern boundary of the original grid town layout extending between Cowper Street on the west and Sloane Street on the east.

- / Good streetscape at western end with dominant residential use and roundabout treatment at Bourke Street intersection
- / Consistent street facades at Bourke Street intersection extending towards east
- / A good example of adaptively reused Victorian residence with no alterations to its external features
- / Very good tree lined streetscape at eastern end between Sloane Street and railway line. Mature trees reduce impact of later developments in this section



38 Goldsmith Street looking down towards Sloane Street



41 Goldsmith Street looking from Sloane Street



39 Goldsmith Street looking up towards Bourke Street



42 Bradley Street looking from Bourke Street intersection



40 Goldsmith Street (south side) looking up towards Bourke Street



43 Streetscape of Bradley Street along east end towards Railway line



## BEPPO STREET

A short, residential and no thoroughfare street that runs between Cowper and Bourke Streets. It forms the southern boundary of the northwest block of the Study Area.

- / Mainly Federation period residential dwellings
- / Established streetscape with dwelling ranging from two to single storey scale within large allotments

## LITHGOW STREET

- / A good tree lined residential streetscape with mature trees on northern side and new tree plantings on the other
- / Narrow allotments with few as early as 1840s-60s semi-detached dwellings and former shop and residence (identified as heritage items)
- / Single to two-storey free standing or semi-detached housing with corrugated or tile hipped or pitched roofs.
- / Asymmetrical façade and front veranda is common feature.
- / Few garages placed discreetly to the rear of their respective sites with side driveways.
- / Street parking is provided between the trees
- / Generally no street boundary fencing with the exception of a few low fencing.



## LAGOON STREET

- / Mixed residential and commercial streetscape with some of the dwellings being adaptively reused as offices. A number of motels at the Cole and Auburn Streets intersections change the overall single storey presentation of the street
- / Some Federation period houses remain intact and contribute to the streetscape with their low fencing and characteristic features of their style.
- / Good tree lined pedestrian pathway in sections enhances this neighbourhood, the main thoroughfare approach to the CBD on the north
- / An example of conversion of an existing dwelling to a commercial use replaced some of the original features with unsympathetic materials such as timber frames with aluminium frames.

## GRAFTON STREET

- / A major thoroughfare in to the CBD from north, which was once the main approach road with at least three inns and several stores and shops as well as huts or dwellings, retains a number of buildings from the early phase (heritage items).
- / Good tree lined streetscape with mature trees and central tree island
- / Generally residential developments



48 Lagoon Street from north



51 adaptively reused dwelling on Lagoon Street



49 Lagoon Street



52 Views of Grafton Street



50 Examples of housing on Lagoon Street



53 Views of Grafton Street



54 Thorne Avenue



57 Lanigan lane



55 Hillview Road



58 Entrance to Horne Square looking from Clinton Street



56 Little Addison Street

## LANEWAYS

The majority of laneways in the study area maintain and retain their early laneway/night-soil appearance such as Thorne Avenue, Hillview Road, Little Addison Street and Lanigan Lane.

- / Thorne Avenue is a typical laneway with side and rear boundaries/elevations as well as few houses fronting to it. Timber rail and post pedestrian balustrade along the pavement is early and interest. Other features of interest are timber paling and picket fencing, pavements grassed on one side and paved on the other, garden landscaping only.
- / Hillview Road is a good laneway streetscape with mature garden landscaping of the properties, generally side elevations with some early out houses towards Bourke Street end, grassed narrow pavement-like edging on both sides, and corrugated metal or timber paling fencing.
- / Little Addison Street: A more established narrow streetscape with grassed pavement on one side and access to the properties on the other combined with narrow pavement. Single to two-storey housing stock with garden trees and plantings. Variety of boundary fencing in timber or metal.

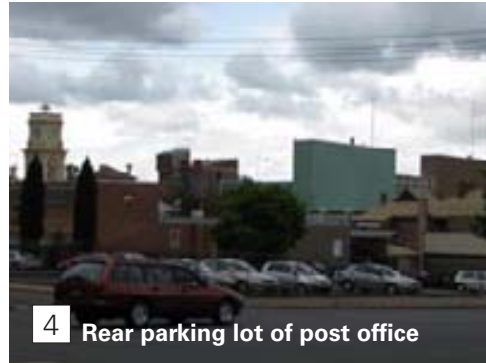
Few small garages and new two-storey development.

- / Lanigan lane is located between Addison and Clinton Streets with an access to Clinton Street on the south side. It is a laneway with no particular consistency or dominant solid side/rear boundary fencing rather it is more open and irregular with wire/mesh fencing and garden trees. The entrance is defined by a single-storey vernacular workshop building and a group of mature trees.
- / Horne Square is of particular interest as a complete physical evidence of identical Victorian period detached dwellings built by the same builder who was Mayor of Goulburn in 1869-1871.

## Unbuilt Land



**1** St. Saviours Cathedral Park



**4** Rear parking lot of post office



**2** School Yard



**5** Corner of Bradley and Auburn Streets



**3** Vacant Space on Auburn St



An overview of land that currently does not support buildings provides an indication of areas that may potentially be put to more appropriate use in order to activate parts of the CBD and provide a more efficient and better connected range of activities. Identification of unbuilt land is the first step towards identifying the potential for future development offered by the CBD.

The CBD has substantial areas of land that are currently not occupied by buildings. In brief, this land includes:

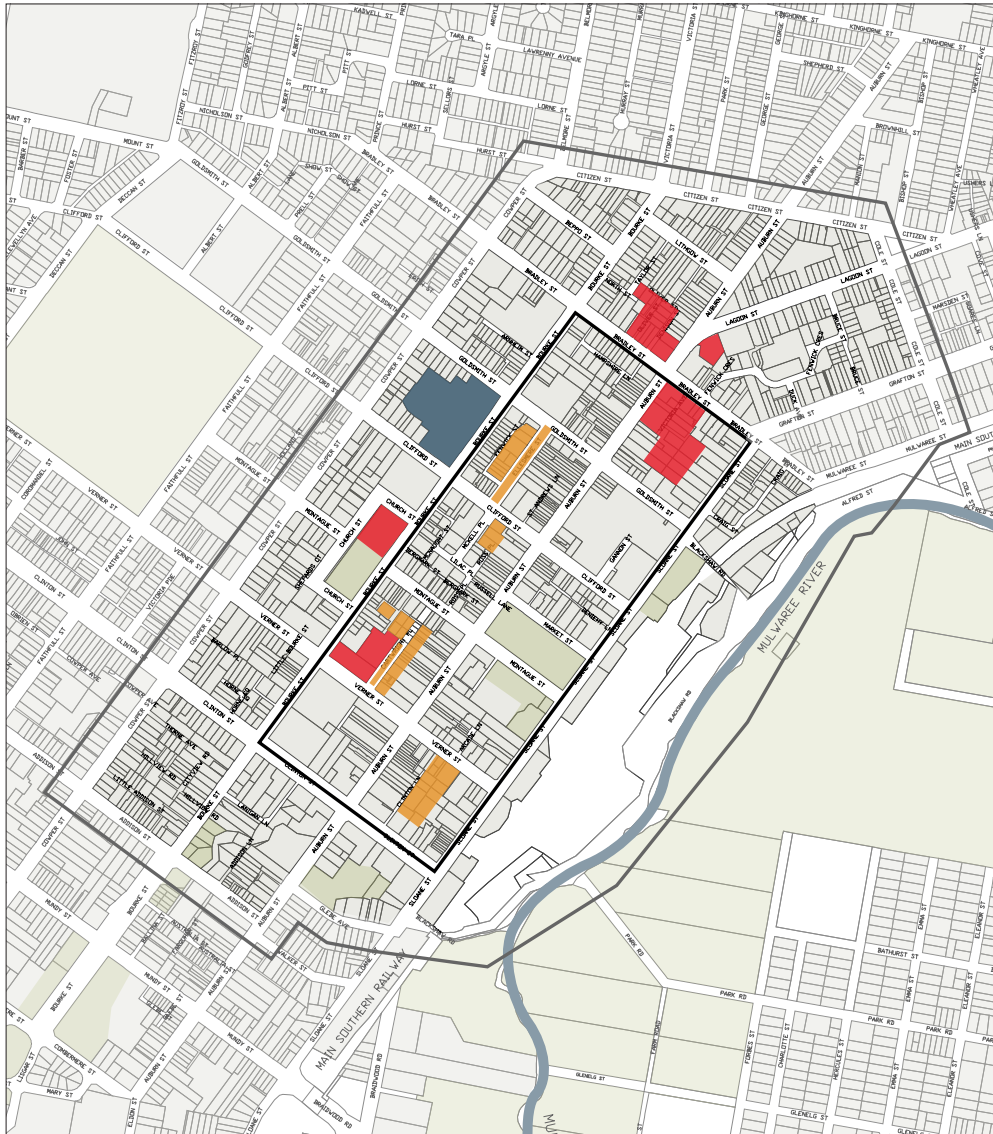
- / Vacant portions of developed lots;
- / On grade car parking areas;

- / Unused space in government ownership such as vacant rail and military lands
- / Open land within superseded facilities such as the St. Patricks Catholic School site;
- / Open land in private ownership such as the lawned area adjacent to St. Saviours Cathedral and the land adjacent to the Uniting Church.

Within the constraint of retaining the services provided by some of this land (for example the on grade car parking areas), the need to maintain an appropriately open and permeable CBD and to protect the curtilages of important buildings, these sites may represent opportunities for renewal and development.



## Potential CBD Redevelopment



The economic assessment by AEC consultants has projected a potential demand for 10,000 - 15,000 sqm of retail floor space, 3000 - 6000 sqm of office floor space and an additional 50-100 additional residential apartments within the CBD over the next 25 years. To meet this potential demand and to ensure continued growth and vitality within the CBD, land that may have potential for development has been identified.

Land initially identified as having likely development potential includes:

- / Vacant land occurring both as vacant allotments and unoccupied land within developed allotments
- / Land that is taken up by activities that are not consistent with a Central Business District (car yards, petrol stations will be re zoned under the draft LEP to allow mixed uses)
- / Land occupied by on-grade parking areas where parking requirements could potentially be addressed more efficiently and surplus land could be freed up for development.

This assessment leads to the identification of possible 'keysites' that may be catalysts for the re-vitalisation of the economic/commercial function of the CBD. This assessment does not account for variables resulting from land tenure. Where land is in multiple ownership or covers parts of multiple allotments, its development potential would be contingent on lot amalgamation.

- Government Land
- On grade parking
- Vacant land and/or superseded uses



## Landscape Setting + Public Domain



Formalised landscape setting is a function of the original City Plan. It includes:

### THE CIVIC PARK NETWORK

- / St. Saviours Church and domain
- / Belmore Park and the Courthouse Forecourt
- / Victoria Park

### THE STREET NETWORK

- / Planted avenues and wide lawn verges in residential areas
- / Paved sidewalks in commercial/retail area



## Access + Movement



← Pedestrian Movement

Primary Road

Secondary Road

Neighbourhood Road

Back Street / laneway

Gateway

Car Park

Rail Corridor

Railway Station

0 500



## VEHICULAR TRAFFIC AND PARKING

Extensive car parking is provided across the CBD as on street parking (parallel and angle), ongrade parking areas and, to a lesser extent, multi-level parking associated with internalised shopping centres. Observations indicate that both street and dedicated car parking facilities are well utilised. Angle car parking and the convenience it provides to motorists appears to be a strong contributor to the success of the main street.

## STATE DECLARED ROADS

Arterial roads declared by the state are:

- / Auburn Street
- / Clinton Street
- / Goldsmith Street

These streets provide the main access into Goulburn from the Hume Highway and outer areas.

## POST DEVELOPMENT ANALYSIS

The report in Appendix 2 by GTA Traffic Consultants entitled 'Goulburn Town Centre Study Existing Condition Assessment - Traffic Transport and Parking 22 August 2008', makes the following analysis and conclusions. By adding the development traffic to the 'Base Case' we can obtain the Post-Development traffic volumes. The impact of the development traffic upon the key intersections in the vicinity of the site was assessed using SIDRA INTERSECTION 3.2. It was found that all intersections within the Goulburn Town Centre and externally on the arterial road network could be expected to operate satisfactorily in the future following full development of the proposed development sites and incorporating the road hierarchy changes.



## MITIGATING MEASURES AND INTERSECTION WORKS

The intersection of Auburn Street and Bradley Street currently operates under the control of a roundabout. Roundabouts are not a favourable treatment for pedestrian movements, yet the proposed development around the Auburn Street/Bradley Street intersection would indicate an increase in the level of pedestrian activity and crossing movements.

Whilst the roundabout intersection is expected to operate satisfactorily with the proposed future traffic volumes, it is recommended that this intersection be considered for conversion to a signalised intersection with a scramble crossing phase. The operation of this intersection as a signalised intersection has been modelled in SIDRA INTERSECTION 3.2 and is expected to operate satisfactorily.

## ADEQUACY OF PARKING SUPPLY

### Masterplan Streetscape Works excluding Future Development

An assessment of the ability for the existing vacancies in the existing surrounding on-street and off-street parking areas to accommodate the existing demand in the spaces which are to be proposed for removal has been undertaken. This exercise indicates that there is expected to be adequate capacity in Market Street to accommodate existing on-street demand after any Masterplan works. However, there is expected to be a parking deficit in both Auburn Street and Montague Street. The surplus and deficit locations are shown in the masterplan document.

The existing on-street demand would need to be accommodated elsewhere within the network, preferably in close proximity to where the deficit would occur. Assessment of the parking demand survey data for the other surrounding streets during peak times indicates that there are sufficient available vacancies in the surrounding on-street car parking network to accommodate the parking deficit. The masterplan document shows the suitable locations where any deficit parking demand could be accommodated.



## CYCLISTS

It is important that any proposed Masterplan works take into consideration the routes detailed in the latest bicycle plan. The figure above indicates the proposed future bicycle routes for Goulburn City as part of the Goulburn-Mulwaree Bicycle Strategy 2008-2018.

**Heritage Ride Route  
Belmore Park, Market Street,  
Montague Street, Bourke Street,  
Verner Street, Sloane Street,  
Church Street – mostly on-road  
mixed traffic, directional signage  
provided**

Currently Bradley Street between Bourke Street and Sloane Street is proposed to be treated as a local route with an on-road mixed traffic arrangement. However as a result of the proposed road hierarchy changes, future traffic volumes on Bradley Street are expected to be in excess of 10,000 vehicles per day (i.e. similar to the volumes currently carried by Auburn Street) with a speed limit of 60km/h, which would require a higher level of bicycle facility. Consideration needs to be made to the implementation of more formal bicycle facilities such as bicycle shoulder lanes on this section of Bradley Street to provide increased safety to cyclists.

The bicycle plan suggests implementation of bicycle shoulder lanes on Auburn Street between Addison Street and Bradley Street. However, the Masterplan Heritage Core layout proposed for this section of Auburn Street mixes cyclists with other vehicles in a mixed traffic arrangement. Implementation of the

masterplan measures would reduce the number of vehicles using Auburn Street to somewhere in the order of 3,000 to 4,000 vehicles per day, along with a reduction in the speed limit to 40km/h. Figure 3.2 of the NSW Bicycle Guidelines indicates that a mixed traffic arrangement would be suitable for the proposed traffic speed and volume.

### RAILWAY CROSSING

The existing cross section at the railway crossing of Blackshaw Road to the northeast of the station is proposed to be upgraded to accommodate vehicles, pedestrians and cyclists.

The latest bicycle plan indicates an on-road arrangement of bicycle shoulder lanes in this location. The relevant standards indicate a minimum roadway width of 6.0m for vehicles (one lane in each direction) with a minimum 1.5m wide bike lane in each direction. To accommodate pedestrian movements, a separate footpath with minimum width of 1.2m would need to be provided on at least one side of the carriageway with a minimum clearance of 1.0m from the edge of the carriageway. This would equate to a total carriageway width of 11.2m.

Alternatively an off-road shared bicycle and pedestrian path could be implemented on

one side of the carriageway. The shared path would need to be a minimum width of 2.5m with a minimum clearance of 1.0m from the edge of the carriageway. With a road carriageway width of 6.0m, this would result in a minimum carriageway width of 9.5m.

### PEDESTRIAN MOVEMENT AND AMENITY

Movement and legibility through the CBD is enhanced by the regular grid street pattern which provides clear views and way finding between key destinations. Barriers to pedestrian movement are generated by conflicts with vehicular traffic compounded by wide carriageways on the majority of the CBD's main streets. The rail corridor defines the south east edge of the CBD and truncates access to the river, recreational areas and the eastern residential area.

## 04 Opportunities And Constraints: Summary



## Opportunities

Redundant sites identified for renewal

Ongrade car parks are potential development sites

- Define and consolidate retail precinct

Strengthen civic axis and extend across rail

- Potential riparian corridor

## Constraints

Residential edge contains commercial core

### Rail corridor restricts east-west movement

Heritage constraints location and form of development throughout the CBD.





## 05 Comparisons

A brief analysis of the urban structure of a number of regional towns in Australia and one in The United Kingdom provides some insights into strengths and weaknesses in urban forms. These are useful in informing master planning for the Goulburn centre.

Ballarat, VIC



Commercial Core

Access



**Population (LGA):** 83,000

**Highway bypass:** Yes.

**Anchor industries:** tourism, manufacturing and community services.

**Development Pattern:** Contained centre on shared zone leading to long avenue with dual carriageway. Continuous street edge wall to main street.

**Strengths:** Large consolidated town centre incorporating several retail / commercial precincts

Legible street grid with distinct street hierarchy

Strong cultural heritage including historic/ cultural icons

**Threats:** Investment competition from Melbourne and Geelong

Lack of serviceable land to meet investment requirements

Fragmentation of retail / commercial activity

## Taree, NSW



Commercial Core

Access



**Population (LGA):** 20,000

**Highway bypass:** Yes

**Anchor industries:** Dairying, timber, tourism, manufacturing and service industries.

**Development Pattern:** CBD in consolidated main street with attached secondary street front activity zones. Two “big box” centres at town centre edge. Continuous street edge wall over two blocks to main street. Linear river edge open space.

**Strengths:** Established local service centre in strong rural economy.

Clustering of high quality service / entertainment uses.

Proximity to river edge open space.

**Threats:** Fragmentation through competition from “big box” centres.



## Armidale, NSW



Commercial Core

Access



**Population (LGA):** 22300

**Highway bypass:** No

**Anchor industries:** Education, medical services, sheep farming, tourism.

**Development Pattern:** Contained main street with continuous street edge wall on shared zone with extension into cross streets.

**Strengths:** Location on the New England Highway mid way between Sydney and Brisbane with no highway bypass.

Social / economic drivers - University town, high quality living environment.

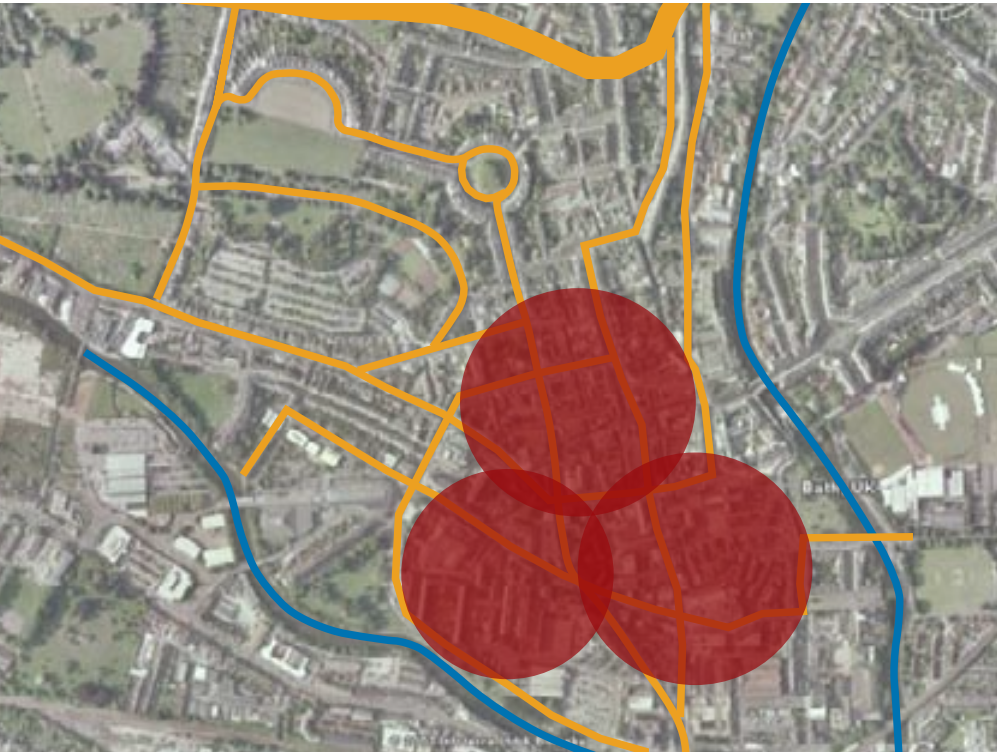
Legible street pattern with high quality locally inspired public domain.

Strong stock of built heritage.

Clustering of service and entertainment uses on main street

**Threats:** Fragmentation threat from "big box" developments.

Bath, UNITED KINGDOM



Commercial Core  
Access

**Population (LGA):** 86,000

**Highway bypass:** Yes

**Anchor industries:** Tourism, service industries.

**Development Pattern:** Precinct based CBD with no distinct main street.

Organic development pattern evolved from random historic growth.

**Strengths:** Organic pattern contributes to distinct town character.

World renowned heritage based tourist destination (UNESCO world heritage listed).

**Threats:** Traffic congestion compounded by random street pattern.

## Goulburn, NSW



Commercial Core  
Access



### IMPLICATIONS FOR GOULBURN CBD PLANNING

#### Centre strengths:

Legible development pattern and clear street hierarchy from arterial road to feeder road to laneway.

Contained / consolidated activity centres with complementary uses that encourage street level activity and promote safety and security.

Continuous street walls to activity centre.

Buildings addressing and accessible from the street.

Variety in lot size and configurations providing varied opportunities for development forms. A number of key development sites exist.

High quality public domain with strategically located and scaled shared zones.

Variety in opportunities at street level (street edge, laneways, hard and soft urban spaces).

Streets of sufficient width to comfortably accommodate pedestrians, cycles, public transport and cars.

Adequate allowance for servicing of businesses without interference with users of the centre.

Local scale high quality urban parks.

Locally sourced public art incorporated into the fabric of the centre

Recognition and appropriate re-use of high quality buildings whose uses have been superseded.

New buildings that respect but do not mimic heritage in their design

#### Centre weaknesses:

Fragmentation through competition from wrongly placed retail developments.

Loss of market to exterior centres as a result of inappropriate mix of retail uses.

Locally inappropriate built form and lack of continuity in street walls.

Traffic / pedestrian conflicts and traffic congestion.

Unclear pedestrian movement routes and ill defined pedestrian priority areas.



## 06 Conclusion

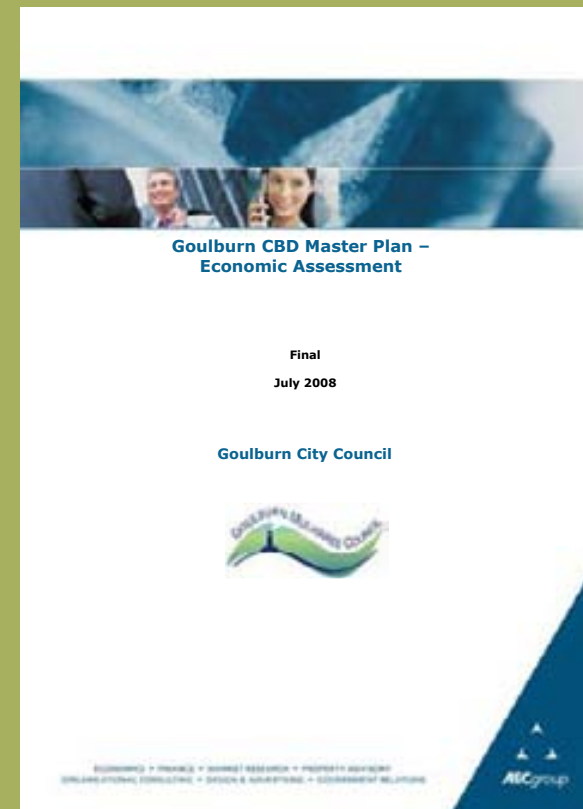
The analysis described in this Interim Report has resulted in an understanding of the physical, perceptual and economic attributes of the Goulburn CBD. Community held values for the CBD have also been identified.

This information will inform the development of a vision for future change in the CBD. The vision will in turn be supported by a series of planning principles that will guide the structuring, master planning and DCP preparation of the CBD and provide a basis for testing of future proposals for development within the Centre.



# Appendix 1

Economic Study:  
'Goulburn CBD Masterplan Economic Assessment'  
Final July 2008 by AEC Group Consultants







# Appendix 2

Goulburn CBD Study Existing Conditions Assessment  
Traffic, Transport and Parking  
22 August 2008 by GTA Consultants



Goulburn CBD Study  
Existing Conditions Assessment –  
Traffic, Transport and Parking

EDAW  
22 August 2008  
FS11590

