



Goulburn CBD Master Plan
Heritage Report & Conservation Principles /
Guidelines

July 2008

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EXECUTIVE SUMMARY

BACKGROUND

City Plan Heritage has been engaged by EDAW, the principal consultant for the preparation of the Goulburn CBD Master Plan, on behalf of the Goulburn Mulwaree Council to provide heritage consultancy services that will inform the subject Master Plan. The Master Plan is aimed to facilitate future management of the CBD by balancing development and conservation in a sustainable way. The objectives of the Plan are to develop standards and recommendations to improve the functionality and presentation of the CBD of Goulburn whilst maintaining, protecting, enhancing and promoting of Goulburn's built and natural heritage.

The study area comprises the extended Central Business District of Goulburn and is bounded by Citizen and Cole Streets on the north, Sloane Street and the area beyond the railway precinct to the east, Addison Street and Glebe Avenue to the south, and Cowper street to the west.

A number of studies have been undertaken by various consultants for the Council since the 1980s that provided background information for the current study. The following previous studies and documents have been consulted and accessed during the preparation of this preliminary heritage report:

- Draft Goulburn Mulwaree LEP, Draft DCP & Section 94 Plan by Parsons Brinkerhoff P/L
- Goulburn Town Centre Management Plan, 1990, by Dwyer Leslie Pty Ltd
- Goulburn Main Street Study, Vol II, July 1992, by Environmental Design Associates
- Goulburn Heritage Study, October 1983, by Lester Firth & Associates Pty Ltd
- Goulburn Heritage Study Review, 2004, by Goulburn Mulwaree Council
- Street Master Plan Study, February 1991, by Helen Armstrong of the UNSW Cultural Research Unit
- Goulburn Mulwaree Strategy 2020, 6 November 2006, by Parsons Brinckerhoff

The purpose of the current preliminary heritage study is to analyse the study area in terms of heritage and cultural values, and to provide recommendations and heritage principles to guide the Master Plan. In addition to the above background materials, the following NSW Heritage Office resources/publications together with various study documentation have also been consulted during the preparation of this report.

- Design in Context: Guidelines for Infill Development in the Historic Environment, 2006.
- New Uses for Heritage Places: Guidelines for the adaptation of historic buildings and sites

- Street Smart: Corporate Development in Historic Town Centres, 1998, by Elizabeth Vines
- Streetwise: A Practical Guide for the revitalisation of commercial heritage precincts and traditional main streets in Australian Cities & Towns, 1996, by Elizabeth Vines
- Heritage Conservation Area Guidelines

The following methodology was used in the preparation of this current study. The historical context and background history of the study area has been compiled from the previous studies detailed above. These studies were based on the primary resources relating to the area including subdivision plans, early maps and information from an extensive body of published and unpublished material. A brief statement of significance was prepared outlining the special characteristics and street qualities that make the Goulburn CBD such a significant area and therefore need to be preserved and revitalised. An initial fieldwork survey of the study area was carried out to identify significant characteristics of the overall streetscapes in accordance with the heritage values of each street based on physical evidence of the area's history. The visual survey of individual properties and street elements was undertaken on foot from the street. Properties and street elements either individually or collectively were then considered on their demonstrative ability to contribute to the streetscape character and the significance of the Goulburn CBD Area particularly the historical town centre. The existing streetscape characters and major individual buildings that were assessed as part of the previous studies have been cross-referenced to identify whether how much of the recommendations of those studies have been carried to date. The recommendations of the Goulburn Main Street Study and the 2004 Goulburn Heritage Study Review were also considered as main documents for comparison with the historical streetscapes and character as well as the planning issues in order to maintain a consistent conservation approach and heritage pattern throughout the CBD Area.

STATEMENT OF SIGNIFICANCE

Defined by the original rectangular grid road system and incorporating the Australia's earliest inland town settlement, the Study Area – Goulburn Central Business District, is highly significant as an outstanding example of historic townscape and cultural continuity since the early 1800s. It provides a considerable large number of physical evidence of various building types dating from the Victorian and Federation periods reflecting the setting and character of Goulburn as an important administrative regional centre of the time. Despite changes to the historic buildings and loss of some significant aspects, particularly verandas/balconies supported on timber posts over the footpaths, the area maintains its overall cohesive historic town character. The area's rich and exceptional historical importance is evident by the large number of heritage items within the CBD boundaries.

The area demonstrates a good diversity of building types and styles as development ranged from the Georgian style workers cottages of the early 1850s to the Inter-War commercial buildings and Victorian civic and ecclesiastical buildings. The significant historic character of the CBD has been diminished slightly due to the intrusive, yet reversible, introduction of single-storey and uncharacteristic infill buildings within a consistent two to three-storey continuous streetscape and the removal of traditional verandas/balconies. The recent developments including service stations, industrial buildings, corporate establishments and block car parking with no reference to the traditional main street character and architectural styles have resulted in breaks in the cohesiveness of the streetscapes and urban setting.

The topography of the land within the CBD (as well as in Goulburn City) is defined by a number of ridges and hills that create distinctive views and vistas in the study area and this allows the whole city to be experienced when approached from the north. Tree lined streets in some areas enhance the historical character of the CBD.

The existence of such important heritage fabric and setting warrants revitalisation and enhancement of the historic traditional town character of Goulburn Central Business District.

CONCLUSION AND RECOMMENDATIONS

It is apparent that the residential portions of the study area are better protected and maintain their consistent streetscape character with established street trees and recent traffic managements including roundabout plantings. The achievements of the successive planning/study actions and improvements to the commercial town centre particularly to Auburn Street and Sloane Street are evident in terms of reduction in unsympathetic signage clutter, street trees and plantings, interpretive actions, some repair and maintenance in association with heritage advisory program, and adaptive reuses of under-utilised buildings. However, the findings of this study reveals that there are many actions that need to be undertaken in order to ensure the recommendations of previous studies, which have provided comprehensive background material and guidelines for the CBD and in some cases whole Goulburn City, are implemented.

The 2004 Heritage Study review concludes that:

Since 1983, it is clear the heritage values in Goulburn have been raised to a high profile in community life, and Council policy formation. The Local Environmental Plan, heritage advice, detailed studies, funding incentives and community participation are now everyday resources in local heritage management.

Many of the 1983 objectives and policies have been addressed, and the City of Goulburn owes a debt of gratitude to the Study, and the Council that adopted the

1990 LEP. It has been the foundation for a notable improvement on the City's built environment.

In order to enhance and revitalise the Goulburn Central Business District to a place that would attract visitors to come and experience a historic environment and appreciate its exceptional heritage significance as the key centre of the 1800s for the southern tablelands, the recommendations of previous studies particularly for those of outstanding actions a strategic management plan will need to be made. This strategic management plan should include the following approach as detailed in the "Streetwise: a practical guide" publication:

- 1- Determine the scope of the strategy***
- 2- Define the brief***
- 3- Compilation of background material***
- 4- Establish the cultural significance of the precinct***
- 5- Early photographs***
- 6- Community Consultation***
- 7- Media Coverage***
- 8- Local Resources***
- 9- Identify relevant government programs***
- 10- Preparation of concept ideas and draft report***
- 11- Final strategy and consultation***
- 12- Implementation Strategy***

Some of above guidelines have already been carried out and achieved by the studies and actions since the 1983 Heritage Study such as early photographs, background information, the cultural significance of the CBD and community consultations. The need for any further information, finding funding resources or further community consultation that would be the base for future enhancement programs is acknowledged by the Council.

1.1 HERITAGE & URBAN DESIGN POLICY FOR GOULBURN CENTRAL BUSINESS DISTRICT

- Maintain and preserve the values identified in the Goulburn CBD Statement of Significance.
- Heritage conservation is to be the paramount for operational and management objectives affecting the urban fabric, uses and activities in the CBD.
- Manage Goulburn CBD in accordance with the principles and guidelines of the *Burra Charter of Australia ICOMOS* and in accordance with the recognised best heritage conservation practice set by national and international standards.

- Maintain the existing street pattern that reflects the successive original grid subdivision pattern of the CBD and its extended curtilage.
- Prepare Conservation Management Plans or prioritise upgrading of the existing Conservation Management Plans (where necessary) for buildings of primary heritage significance such as the Courthouse, Post Office and Church buildings in accordance with the NSW Heritage Council guidelines and the *Burra Charter*.
- Protect intangible values associated with the CBD including uses and historical associations. These values will aid in the enhancement of Goulburn's tourism activities and interpretive actions.
- Protect significant heritage values including identified heritage items, streetscape, remnants of cultural built and natural fabric associated with the early township including infrastructure, uses and activities that form significance of the CBD by appropriate statutory planning instruments.
- New development is required to consider and apply the guidelines and principles for infill development set in the 'Design in Context' publication by the NSW Heritage Office & Royal Australian Institute of Architects. It should articulate through architectural massing and detailing, the consistent scale of the existing built form of respective street and urban context.
- Management Decisions and procedures must include consideration of heritage and conservation requirements.
- Provide heritage advice and expertise through in-house professional staff and external consulting advice.
- Council will set exemplar in heritage management excellence through protection and maintenance of Council owned properties.
- Council will establish an expert consultants list of various disciplines on yearly or 3-yearly basis for effective heritage and urban / statutory planning consultation advice.
- Measures will be taken to adequately interpret the history and heritage values of the CBD hence Goulburn via diverse range of media with aim to attract both national and international visitors.

1.2 PRINCIPLES FOR GOULBURN CENTRAL BUSINESS DISTRICT

- Retain the existing street pattern that reflects the successive original grid subdivision pattern of the CBD and its extended curtilage.
- Keep the distinctive predominantly uniform single to two-storey cohesiveness of the streetscapes including leafy quality and garden settings (where applicable) in accordance to their identified characteristics in section 3.0 of this report.
- Avoid amalgamation of the small allotments in the CBD: Amalgamation should be allowed only where the new or replacement development is in the form of those existing

single or semi-detached dwellings on separate allotments, or commercial buildings' in the form of bays reflecting single shop appearance. Amalgamation of larger allotments particularly at either end of the study area is acceptable provided that urban design guidelines address the treatment of street edges in order to be consistent with the desired future character of the area.

- Buildings that are not listed as heritage items but contributory to the streetscape and their context should not be demolished and their contribution to the area is to be maintained or enhanced. It is an aim to improve the streetscape qualities of buildings through the removal or reversal of unsympathetic elements, where applicable.
- New contemporary dwellings and commercial developments are allowable but must account for the significance and character of the area and ultimately contribute to the special character of the CBD. New contemporary buildings must strive to enhance the significance of the area by contributing to the quality of the built environment. Refer to Section 5.0 for examples of infill developments within heritage town centres or conservation areas.
- Identify non-contributory buildings in consultation with the Council's Heritage Advisor. Non-contributory may be demolished but must be replaced by a building that will contribute to the character and significance of the CBD. Again, new contemporary dwellings are allowable but must account for the significance and character of the area and ultimately contribute to the exceptional historic character of the CBD.
- Proposals for alterations and infill dwellings/commercial developments including corporate businesses should be considered on a performance basis with particular regard to the significant patterns of forms, scale and materials in the streetscape (refer to sections 2.4, 2.5 & 3.0) by aiming to retain and enhance those patterns and qualities.
- No new intrusive changes or elements should be permitted in the residential portions of the study area including high, visually impenetrable front fences, the painting and rendering of face brick façades, the removal of original detailing, or unsympathetic alterations and additions such as first floor additions over the original front section of a dwelling and the enclosure of verandas/balconies. First floor additions must not
 - impact upon the contribution of a building to the streetscape,
 - should be restricted to the rear of a dwelling,
 - must minimise impact upon the original roof form when viewed from the public domain,
 - should be recessive and not dominate the original form and character of the dwelling, and
 - first floor additions, which interrupt the front roof plane of a heritage item or contributory building, should not be permitted.
- Similarly, no new intrusive changes, infill developments or elements should be permitted in the commercial streetscapes of the study area including

- single-storey or oversized buildings that are uncomplimentary to the surrounding heritage context,
 - the removal of original detailing, or unsympathetic alterations and additions such as;
 - large signs, horizontal facades, inappropriate colour schemes, design elements with no consideration to the traditional main street character, and the removal of any original verandas/balconies.
- Established character of the main streetscapes should be reflected in the form, design, materials and signs of the infill and corporate developments. New developments should be compatible with the dominant streetscape and town centre character.
- Significant continuing two to three-storey main commercial streetscape frontages should not be broken up by single-storey buildings, service stations or car parking developments. This is particularly important along Auburn Street and at the corner sites. It is a traditional design element that the corner buildings address both streets facades with a prominent tower-like corner element and generally splayed entrance or corner.
- Encourage the new development to employ the characteristics of a historic town, which are simple, uncluttered setting between the tree lined streets. Simplicity minimises the risk of competing with and compromising heritage items and uniform streetscapes.
- Maintain various layers of street surfaces where applicable.
- Encourage interpretive signs or materials to create a 'living museum' throughout the CBD similar to those in Market Street, Railway weighing bridge and Mandelson's Hotel in Sloane Street.
- All façade improvements and restorations including reconstruction of missing elements must be based on historical or physical evidence. The Main Street Study provides a comprehensive background information, historical photographs and recommendations that should be taken into considerations as a main supporting document. Review of the subject study may be required to update any new historical findings for the places.

1.3 ACTIONS FOR GOULBURN CENTRAL BUSINESS DISTRICT

- Council
- Explore opportunities for adaptive reuse of underutilised sites and buildings with possibility for establishment of specialty shops and places that reflect the important historical trading past of Goulburn or its role as a meeting place such as tearooms, cafes in the style of Devonshire tea, and chain department stores. Refer to guidelines and examples for adaptive re-use of heritage places in Section 5.3.
- Undertake revitalisation and enhancement works that are unique to Goulburn CBD and should not copy solutions from elsewhere. Implement the recommendations of previous studies particularly the Goulburn Heritage Study (1983 & 2004), Main Street Study (1992) and the Street Master Plan Study (1991) as part of the revitalisation.

- Create 'Gateways' at the north and south approaches of Auburn Street (and Sloane Street) by defining the street edges and providing interpretive signage in the form of a well designed public art at the roundabout and directional signage for places of interest.
- Delineate key traffic routes to tourist and iconic areas such as Belmore Park, Market Street and Goulburn Goal. Identify and create a signature departure point(s) to important/significant historic places for visitors at the entrance of Sloane Street or Auburn Street (or a more suitable point in terms of traffic management).
- Develop a signage strategy including tourism signs to direct visitors to historical places sites. A specific Main Street Signage policy is needed in order to control the variety and size of signs currently visible in the CBD, on and below awnings and protruding from the building parapets. Signage should be confined to the panels above the awnings, above the shop windows (hampers) below the awnings and along the fascia of the awnings.
- Changed street lighting along the main CBD area of Auburn Street is a recommended action. The current high curved highway style lighting is inappropriate in size and scale to the predominantly three and two-storey streetscape. A specific change in lighting in this area would highlight the heritage aspects of the streetscape and also separate this heritage precinct from the remaining length of Auburn Street. New lighting should be simple in design and should not try to be historic.
- When opportunities arise replace the inconsistent corner building elements, specifically the Commonwealth and ANZ bank buildings, with new buildings that are more appropriate to the predominant three and two-storey main street character.

2.0 INTRODUCTION

2.1 BACKGROUND

City Plan Heritage has been engaged by EDAW, the principal consultant for the preparation of the Goulburn CBD Master Plan, on behalf of the Goulburn Mulwaree Council to provide heritage consultancy services that will inform the subject Master Plan. The Master Plan is aimed to facilitate future management of the CBD by balancing development and conservation in a sustainable way. The objectives of the Plan are to develop standards and recommendations to improve the functionality and presentation of the CBD of Goulburn whilst maintaining, protecting, enhancing and promoting Goulburn's built and natural heritage.

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- Goulburn Mulwaree Strategy 2020, 6 November 2006, by Parsons Brinckerhoff

The purpose of the current preliminary heritage study is to analyse the study area in terms of heritage and cultural values, and to identify the opportunities and constraints for future change and to provide recommendations and heritage principles to guide the Master Plan. In addition to the above background materials, the following NSW Heritage Office resources/publications together with various study documentation have also been consulted during the preparation of this report.

- Design in Context: Guidelines for Infill Development in the Historic Environment, 2006.
- New Uses for Heritage Places: Guidelines for the adaptation of historic buildings and sites, 2008

- Street Smart: Corporate Development in Historic Town Centres, 1998, by Elizabeth Vines
- Streetwise: A Practical Guide for the revitalisation of commercial heritage precincts and traditional main streets in Australian Cities & Towns, 1996, by Elizabeth Vines
- Heritage Conservation Area Guidelines

2.2 STUDY AREA

The study area comprises the extended Central Business District of Goulburn and is bounded by Citizen and Cole Streets on the north, Sloane Street and the area beyond the railway precinct to the east, Addison Street and Glebe Avenue to the south, and Cowper street to the west. The study area and its immediate surroundings are shown in Figures 1 and 2.



Figure 1: Map showing the boundaries of the Study Area
(Source: Goulburn Mulwaree Council)

2.3 METHODOLOGY

This study employs a methodology that is consistent with the guidelines for heritage Studies prepared by the NSW Heritage Office and Department of Urban Affairs and Planning (now Department of Planning). It also uses the system described in the *NSW Heritage Manual*

'Assessing Heritage Significance' guidelines. The philosophy and process adopted is that guided by the Australia ICOMOS *Burra Charter 1999*.

The historical context and background history of the study area has been compiled from the previous studies detailed in section 1.1 above. These studies were based on the primary resources relating to the area including subdivision plans, early maps and information from an extensive body of published and unpublished material. A brief statement of significance was prepared outlining the special characteristics and street qualities that make the Goulburn CBD such a significant area and therefore need to be preserved and revitalised. An initial fieldwork survey of the study area was carried out to identify significant characteristics of the overall streetscapes in accordance with the heritage values of each street based on physical evidence of the area's history. The visual survey of individual properties and street elements was undertaken on foot from the street. Properties and street elements either individually or collectively were then considered on their demonstrative ability to contribute to the streetscape character and the significance of the Goulburn CBD Area particularly the historical town centre. The existing streetscape characters and major individual buildings that were assessed as part of the previous studies have been cross-referenced to identify whether how much of the recommendations of those studies have been carried to date. The recommendations of the Goulburn Main Street Study and the 2004 Goulburn Heritage Study Review were also considered as main documents for comparison with the historical streetscapes and character as well as the planning issues in order to maintain a consistent conservation approach and heritage pattern throughout the CBD Area.

2.4 AUTHOR IDENTIFICATION

The principal author of the following report is Kerime Danis (Acting Director – Senior Architectural Heritage Consultant). Gina Scheer (Heritage Consultant) and Nick Jackson (Heritage Consultant) have provided assistance on the historical material and field survey, and compilation of background information respectively.

2.5 ACKNOWLEDGEMENTS

The study team acknowledges the support and assistance provided by EDAW staff including John O'Grady (Associate Director - Planning), Kirsten Barke (Landscape Architect – Urban Planner), Sarah Stephenson (Student Planner); and Jack Miller (Strategic Landscape Planner) of Goulburn Mulwaree Council.

3.0 SIGNIFICANCE OF THE STUDY AREA

3.1 HISTORICAL SUMMARY

The 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 tableland. During the course of the 1820s an increasing amount of land in the area was settled and market centres 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 and it was marked out as a new town in 1828. This was settled as Goulburn Plains (now North Goulburn). 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.¹ The present city centre was surveyed in 1833 and was soon known as the new town'. Due to the large swamp and lagoon the old and the new towns were virtually separated for many years. They were united by Lagoon Street which as the name implies provided access.²



Figure 2: 1832 plan of the town of Goulburn by R. Govett. Source – Goulburn Local Heritage library

¹ NSW Heritage Office, *Regional Histories of NSW*, 1996, 109

² Goulburn Mulwaree Council: About the city: www.goulburn.nsw.gov.au

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 1859 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 first in 1848, the Argus in 1864, the Southern Morning Herald in 1868 and finally 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 1867.³ In 1869 the construction of the railway finally robbed the city of the connection to the water that had helped establish the town's original location. The railway line to Goulburn 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 1887.⁴ The 1880s town centre street grid at Figure 3 follows the original 1830s layout of the town. The 1880s was a time of significant growth for Goulburn and by the time the next parish map was drawn up in 1914 the changes were minor and related to smaller street additions and changes, Figure 4.

Goulburn maintained a strong transport focus due to its location and importance as a regional centre and its railway and road 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 in and adjacent to the city. Goulburn had remained a large provincial centre with the infrastructure of government and churches reflected in the impressive public buildings. From the 1950s many regional headquarters relocated to either Sydney or other regional centres, which changed the focus of the town centre in Goulburn.⁵

Goulburn maintains its role as a rural service centre, however, the construction of the Hume Highway by-pass in 1992 led to a decline of the highway service industries that previously existed in the town centre. Council began a Main Street improvement program prior to the opening of the bypass. The loss of the highway traffic caused a change in the mix of businesses but not a loss of business. The aim of the physical improvement program was to calm the traffic and make the area more pedestrian friendly. There are seven cross streets running perpendicular to Auburn Street, the 1880s' courthouse lies in Montague Street to the east of Auburn Street and the commerce centre is on the west. Designs were prepared for seven intersections (26 individual corners) and five mid-block crossings. The design unified

³ NSW Heritage Office, Regional Histories of NSW, 1996, 109-110

⁴ Goulburn Mulwaree Council: About the city: www.goulburn.nsw.gov.au

⁵ Parsons Brinckerhoff, 16

the streetscape character by adopting a common suite of construction materials. Pedestrian movement and safety were improved by decreasing road-crossing distances where possible. Trees were planted at mid block crossings where space permitted and shrub planting was introduced. Bourke & Sloane Streets and the Auburn Street cross streets were not the focus of the Main Street Program. It is the intention of this CBD Master Plan that these areas, as well as the expanded CBD area identified in the Draft Strategy Plan 2020 will be properly considered.⁶

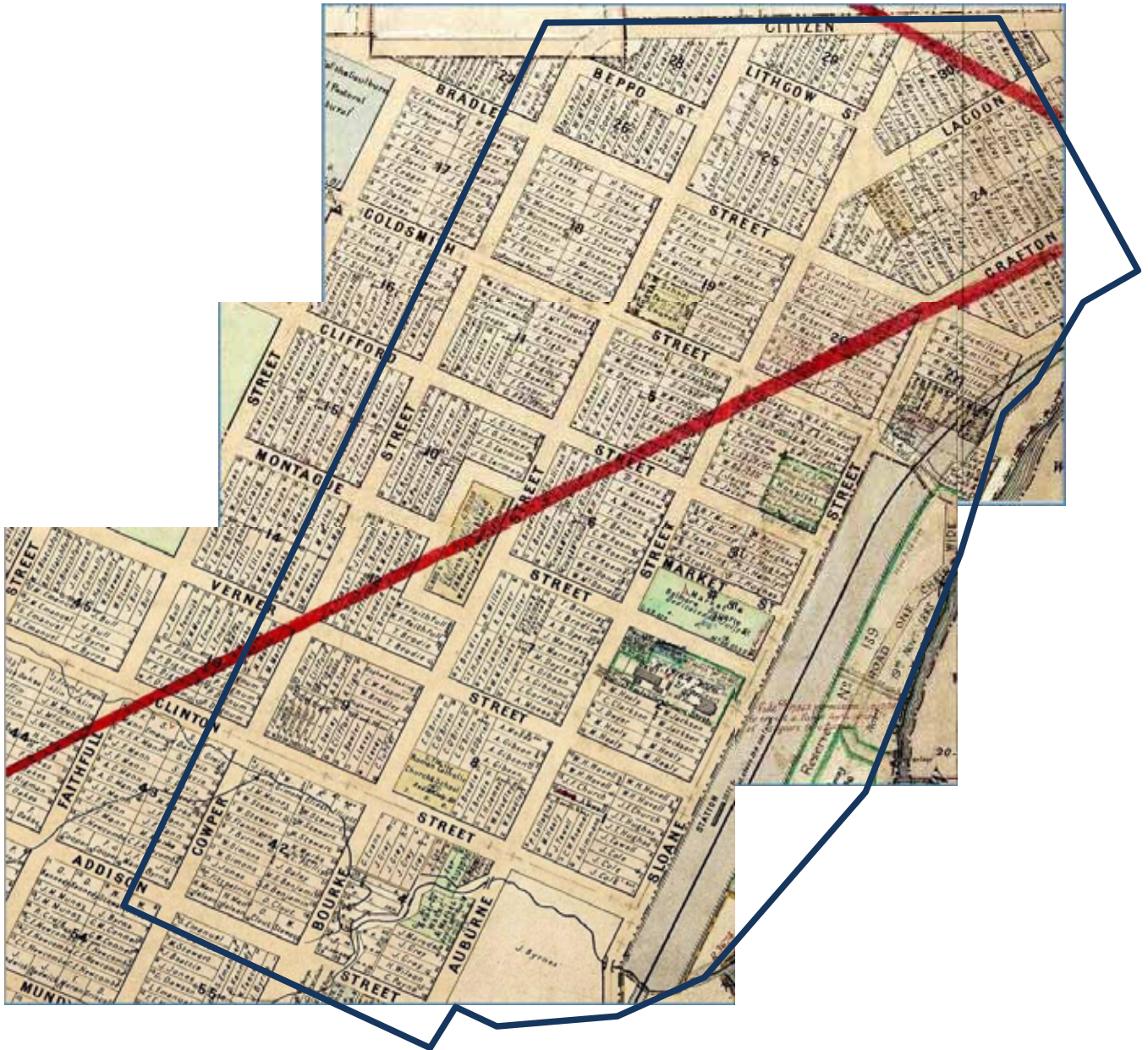


Figure 3: 1882 Town plan of Goulburn with allotments, churches and public areas also laid out. The study area is outlined in dark blue. Source – Dept of Lands, Parish of Goulburn, AO map 939

⁶ Draft Consultant Brief for Goulburn CBD Master Plan, 2



Figure 4: 1914 town plan of Goulburn. Source - Dept of Lands, Parish of Goulburn, map no. 10954501

CHANGES THROUGH TIME

A number of the streetscapes within the city centre have been documented at different times during Goulburn's history. The historical images are included here with photographs taken during the November 2007 site inspection. The contrasting images – old and current – present the changing streetscape. Information and advice regarding streetscape is provided in this report in Section Two.



Figure 5: Post Office on Auburn Street, 1924. Source – State Library of NSW, d1_19062



Figure 6: 1958 Auburn Streetscape photo below. Source – State Library of NSW, d2_11918 1958



Figure 7: Post Office and Auburn Streetscape in 2007.



Figure 8: 1910 photo of Commercial Hotel, corner of Sloan and Market Streets before it was renamed Hotel Goulburn. Demolished in 1980s. Source - www.geocities.com/goulburneast



Figure 9: View of Goulburn & District Soldiers Club extensions from Belmore Park on Market Street.



Figure 10: Corner of Sloane and Market Street today.

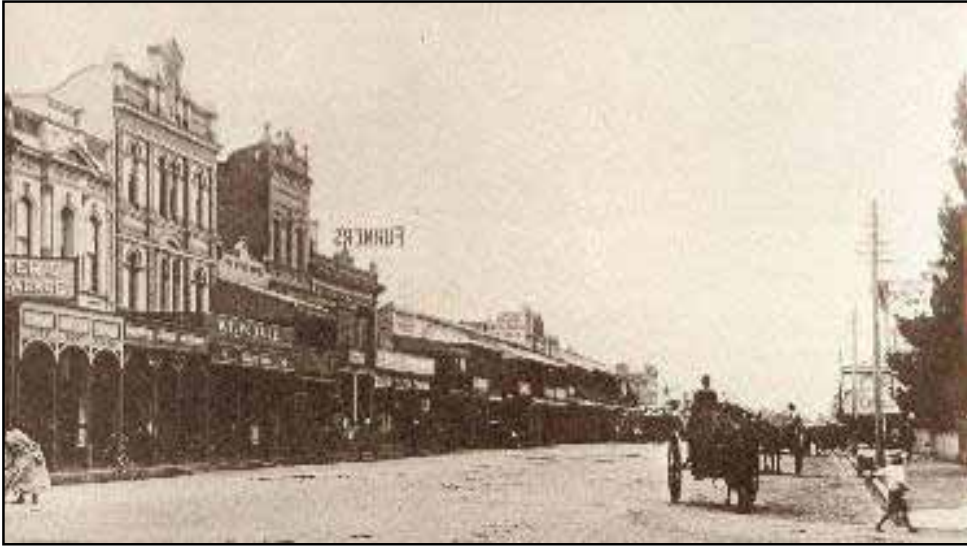


Figure 11: 1905 north end of Auburn Street near Belmore Park.
Source –www.geocities.com/goulburneast



Figure 12: Corner of Montague and Auburn Streets today. Compare with Figures overleaf.



Figure 13: 1955 photo through Belmore Park to Auburn Street. Source - d2_06293-State Library of NSW 1955



Figure 14: View through Belmore Park to Auburn Streetcape. Note the ANZ building on the corner of Montague and Auburn and compare this vista with the 1955 image above.



Figure 15: 1955 Auburn Streetscape view from Belmore Park.
Source - State Library of NSW, d2_06285



Figure 16: Auburn Streetscape view from Belmore Park today.

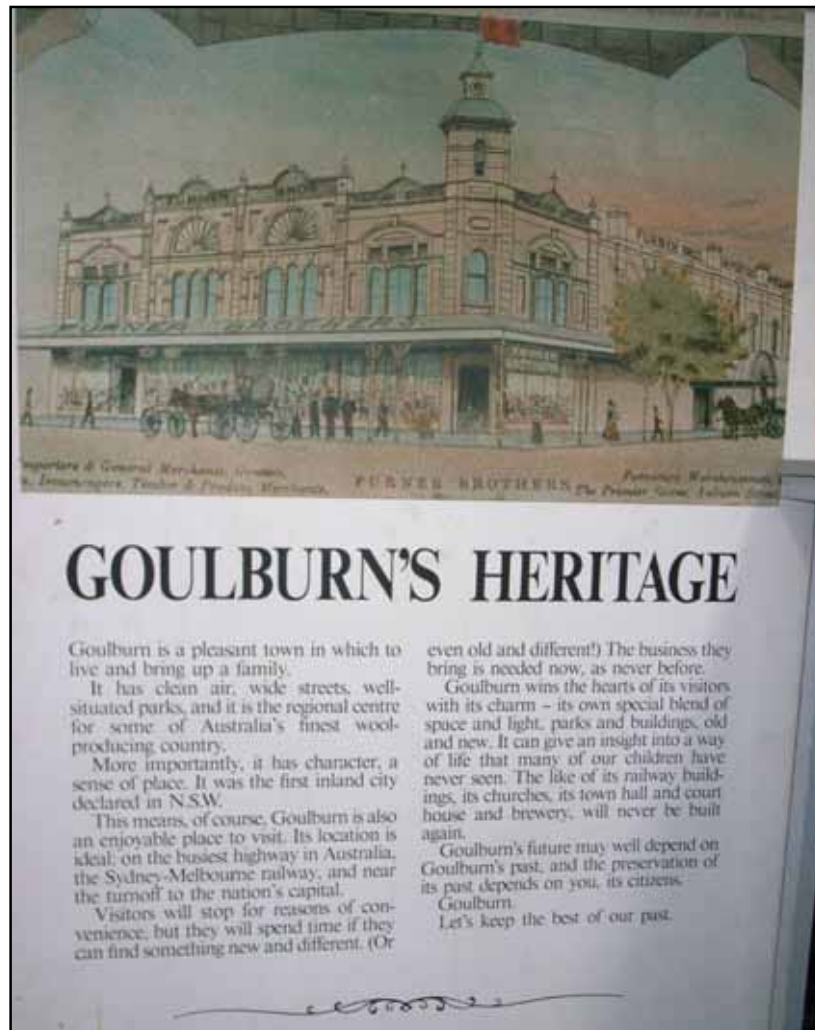


Figure 17: Heritage Poster of Furner's Store on Auburn Street.
Source – Goulburn Local Studies Library



Figure 18: Furner's Store on Auburn Street today

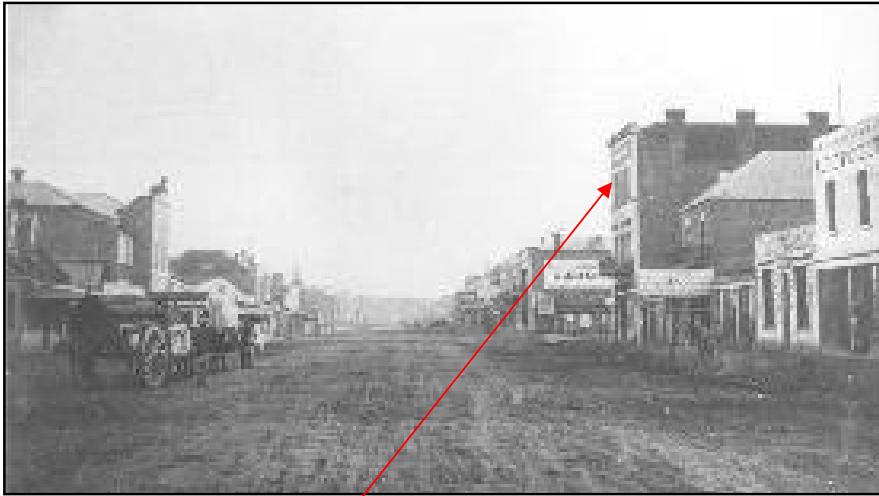


Figure 19: 1880 photo of Auburn Street with 3 storey building on right now Commonwealth Bank (looking south) CML building is yet to be constructed. Source - <http://www.geocities.com/goulburneast/goulburnhistory.html>



Figure 20: 2007 Auburn Street streetscape from Clifford Street corner. Commonwealth Bank is on the left foreground (looking north) and the CML building is on the right

3.2 DESCRIPTION OF THE STUDY AREA

The study area, Goulburn Central Business District (CBD), comprises an expanded area of what was then the historically defined CBD area, which was bounded by Bourke Street to the west, Sloane Street to the east, Clinton Street to the south and Bradley Street to the north. The expanded boundaries of Goulburn CBD have been identified by the Draft Goulburn Mulwaree Strategy Plan due to the current development pressures. The study area is therefore bounded by Citizen and Cole Streets to the north, Sloane Street and the area beyond the railway precinct to the east, Addison Street and Glebe Avenue to the south, and Cowper street to the west.

The historical street pattern in the form of a rectangular grid with three major streets (Auburn, Bourke and Sloane Streets crossed perpendicular by Goldsmith, Montague, Clinton, Bradley and Clifford Streets) running 15 degrees towards east of north remains intact with additional streets to the north, south and west following a similar grid pattern as far as the land topography allowed. A number of back lanes and laneways within the original grid street pattern were also created since then. The grid form development pattern has been interrupted by the site of St Saviours Cathedral surrounded by Church Street on three sides crossing Montague Street. The Cathedral has a distinctive setting at a high point as such its tower is visible from the majority of the CBD streets.

The CBD contains the largest number of heritage building stock within the City of Goulburn including Goulburn's historically most important and significant public and private buildings dating from the 19th Century. Of 485 heritage items identified in the Goulburn Mulwaree LEP 2007, 198 heritage items (some in groups) are located within the boundaries of the CBD. This gives an idea of importance and uniqueness of the study area as the physical evidence of the historical development of Goulburn since the discovery of 'Goulburn Plains'. Goulburn Courthouse (1885), Goulburn Post Office (1880), Roman Catholic Cathedral Group, former Goulburn Town Hall (1887), former Mechanic Institute, St Saviour Cathedral (1884) and Church Hall, Goulburn Public School, Goulburn Technical College and Tattersall's Hotel to name a few.

The area particularly the main street, Auburn Street, maintains its predominantly commercial and cohesive streetscape character with exception of later developments and some changes to the building elements as well as interruptions to the continuity of the traditional building forms. Range of the building stock includes the major retail, office, civic and administrative areas of the city as well as ecclesiastical and railway operations. The loss of the some significant historic building elements including mainly two-storey high continuous building walls, well proportioned façade articulations with decorative pediments and parapets, balconies/verandas supported on timber posts over the footpaths and uncluttered signage-free above awning facades is evident when compared with the early 1900s photographs of

the City. The most apparent change is the replacement of the verandas with cantilevered awnings starting from the late 1930s. By 1950s most of the verandas/balconies were replaced or completely removed with increase in the street parking. The first street trees along Auburn Street are seen in the 1955 photographs enhancing the streetscape character at the time. The consistency in building heights and scale of the early 1900s has been lost however attempts and actions for the protection, improvement and reinstatement of historic significant characteristics of the CBD can be seen in some sections.

The blocks that make up the northern, western and southern edges of the study area (to the west of Bourke Street, to the south of Clinton Street and to the north of Bradley Street) are predominantly residential with the majority of the houses being single-storey gabled and pitched roof, tall chimneys with corbelled tops, asymmetrical facades, front verandas, vertically proportioned openings, street trees creating well established avenues on wide footpaths, and the use of consistent palette of natural materials. The rest of the CBD, which approximately comprises the historical CBD area, features mixed development with the majority being commercial, civic, administration, car parking block, service stations, supermarket and a number of corporate businesses.

One of the clearly visible differences or changes from the historical streetscape form and character is the undefined street corners created by the recent developments inconsistent with the well defined intersections of the early townscape. Many of the corner allotments are either occupied by uncharacteristic buildings or service stations that create intrusive breaks in the important streetscape character of the CBD.

The study area contains four major streets running south to west with six secondary streets (except Clinton Street, also a major thoroughfare) crossing perpendicular to the major streets. The northern and southern portions of the study area relatively differ from the grid pattern by the angled connections of Lagoon and Grafton Streets on the northeast and Glebe Street on the southeast. The other main thoroughfare, Sloane Street is located on the eastern edge of the CBD with the railway precinct and bowling club occupying its eastern side. The Mulwaree Ponds are located further east behind the railway precinct and are divorced from the CBD.

A number of parks are scattered within the CBD but only Belmore Park creates an established public domain together with the historic Goulburn Court House and enhances the recreational quality of the study area. The cohesive and consistent streetscapes are generally preserved and maintained in blocks where the residential development is dominant.

The topography of the land slopes from Cowper Street to Sloane Street and from Montague Street to north and south directions creating distinctive view corridors and vistas along the streets. This is particularly important where the view corridors frame the cathedral and the

church buildings as well as panoramic views towards Mulwaree River/railway precinct and beyond.

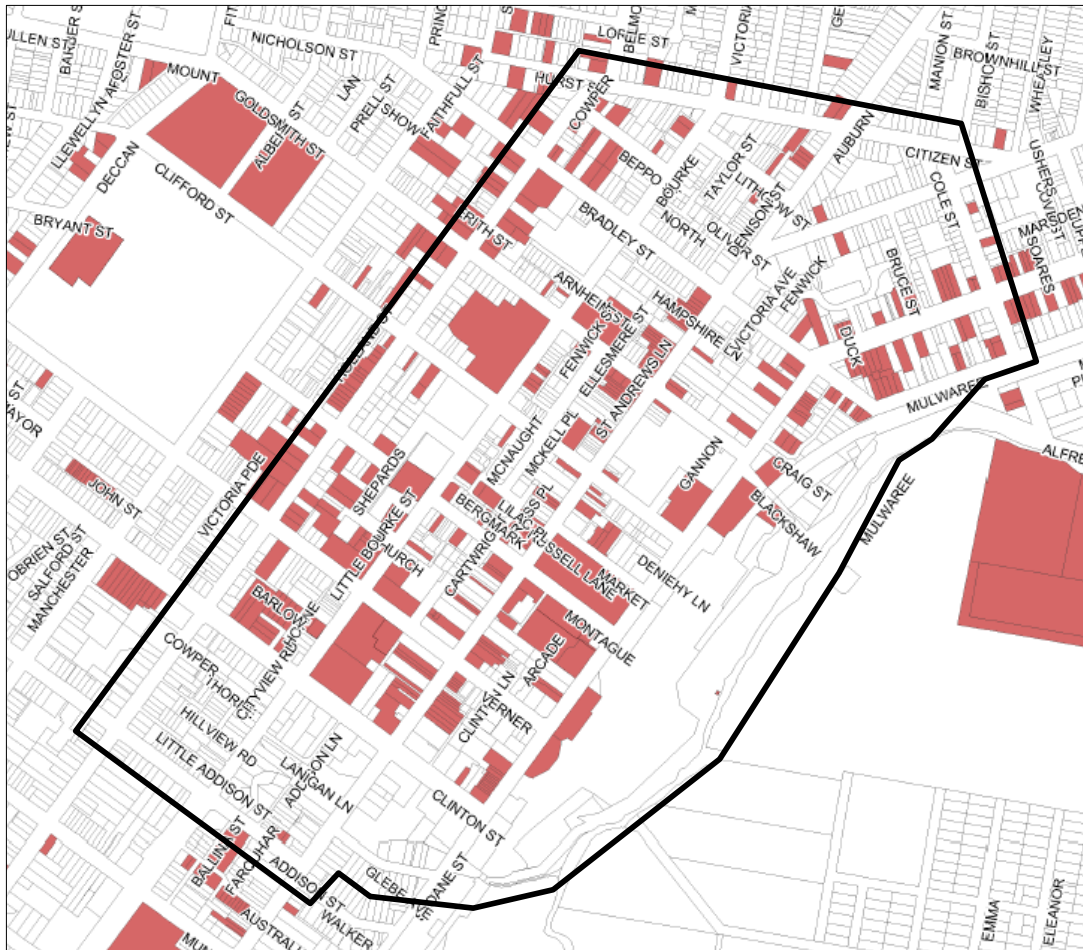


Figure 21: The Study Area indicating the heritage items in the Goulburn Mulwaree LEP 2007
(Source: Goulburn Mulwaree Council)

3.3 STATEMENT OF SIGNIFICANCE

Defined by the original rectangular grid road system and incorporating the Australia's earliest inland town settlement, the Study Area – Goulburn Central Business District, is highly significant as an outstanding example of historic townscape and cultural continuity since the early 1800s. It provides a considerable large number of physical evidence of various building types dating from the Victorian and Federation periods reflecting the setting and character of Goulburn as an important administrative regional centre of the time. Despite changes to the historic buildings and loss of some significant aspects, particularly verandas/balconies supported on timber posts over the footpaths, the area maintains its overall cohesive historic town character. The area's rich and exceptional historical importance is evident by the large number of heritage items within the CBD boundaries.

The area demonstrates a good diversity of building types and styles as development ranged from the Georgian style workers cottages of the early 1850s to the Inter-War commercial buildings and Victorian civic and ecclesiastical buildings. The significant historic character of the CBD has been diminished slightly due to the intrusive, yet reversible, introduction of single-storey and uncharacteristic infill buildings within a consistent two to three-storey continuous streetscape and the removal of traditional verandas/balconies. The recent developments including service stations, industrial buildings, corporate establishments and block car parking with no reference to the traditional main street character and architectural styles have resulted in breaks in the cohesiveness of the streetscapes and urban setting.

The topography of the land within the CBD (as well as in Goulburn City) is defined by a number of ridges and hills that create distinctive views and vistas in the study area and this allows the whole city to be experienced when approached from the north. Tree lined streets in some areas enhance the historical character of the CBD.

The existence of such important heritage fabric and setting warrants revitalisation and enhancement of the historic traditional town character of Goulburn Central Business District.

3.4 SIGNIFICANT CHARACTERISTICS

The following characteristics contribute to the significance of the Goulburn CBD and should be preserved and enhanced:

- 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 typified by a number of small hills and ridges allowing the city to be experienced as a whole when approached from the 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.

3.4.1 INTRUSIVE ELEMENTS

- 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

3.5 ARCHITECTURAL ELEMENTS

3.5.1 RESIDENTIAL

- Street facing gables with decorative gable ends (sometimes with multiple gables where the site is located in a corner allotment)
- Projecting bays
- Bay windows (square or faceted)
- Hipped or pitched roofs with corrugated iron (metal) or tile roofing
- Tall chimneys with corbelled tops and terracotta pots
- Front veranda attached to the projecting bay (Federation style) or along the front façade (Victorian style)
- Generally asymmetrical façade
- Vertically proportioned window openings some in groups
- Low height street boundary fencing
- Palette of materials: Face brick, timber, corrugated iron (metal) roofing, painted brick (few examples), metal or timber decorative elements and fencing
- Informally landscaped gardens

3.5.2 COMMERCIAL

- Generally two-storey bulk and scale with some three-storey height examples
- Cantilevered or suspended awnings (replaced traditional veranda/balconies) some with supporting posts. A number of traditional post supported verandas over the footpath survive especially in hotel buildings along Sloane Street
- Decorative parapets with central pediment (some in classical order) and advertising/business name panels. Many of the parapets are battlemented some in stepped form
- Vertically proportioned openings above awning. Some windows feature awnings above
- Traditional shopfronts with large glazing
- Combination of bays reflecting small allotments for single shop
- Horizontal lines defined by cornices or painted strips connecting each bay of the building while defining the floor levels
- Well defined corner allotments with a tower-like corner element and generally splayed corner entrances
- Traditionally business names are generally located on the parapet panels or awning fascia and below awning signs. No sign should be placed above awning unless it is located within a panel as part of the design

4.0 THE STREET CHARACTER STATEMENTS

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

4.1 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 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

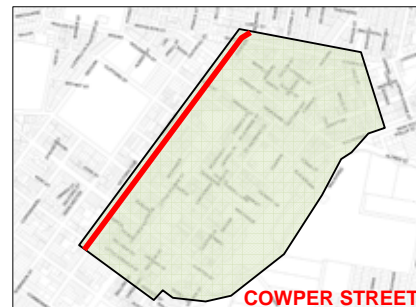


Figure 22: Cowper Street looking south



Figure 23: Industrial development at the corner of Clinton & Cowper Streets. Service station opposite on the right



Figure 24: Good infill development at the intersection with Clinton Street

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.



Figure 25: Streetscape of Cowper Street looking north from the Montague Street hilltop

4.2 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

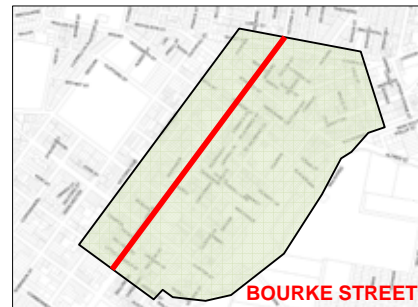


Figure 26: Streetscape of Bourke Street looking northeast from opposite Lanigan lane



Figure 27: Bourke Street between Goldsmith and Bradley Streets looking south

4.3 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 cantilevered 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 shopfronts below awning with limited traditional shop fronts remain.

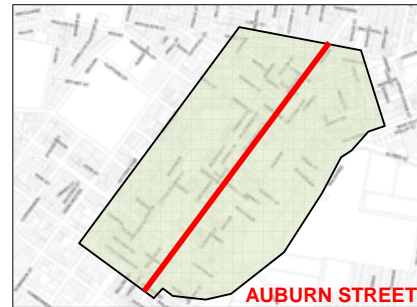


Figure 28: Auburn Street looking from Addison Street



Figure 29: Auburn Street east side from Verner Street looking towards Post Office



Figure 30: Auburn Street west side from Verner Street. Note break in consistent two-storey strip and uncharacteristic government offices

- 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 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.



Figure 31: Ian's Autoshop at the southern end of Auburn Street reflects some traditional design elements



Figure 32: Commercial building at the corner of Market Street



Figure 33: Traditional shops between Goldsmith & Bradley Streets on west side of Auburn Street



Figure 34: Entrance to Auburn Street from north

4.4 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.

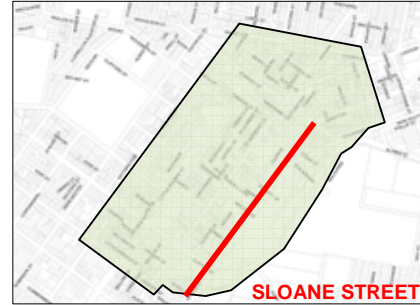


Figure 35: Sloane Street north end



Figure 36: Sloane Street towards Goldsmith Street intersection



Figure 37: Central car park at the Goldsmith Street intersection



Figure 38: Sloane Street towards Goldsmith Street intersection

- 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 terminates the east-west Montague Street axis, which was historically an open axis towards the railway and river. The relationship of the building with the CBD and the historic precinct should be improved.
- 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.



Figure 39: Sloane Street towards Belmore Park



Figure 40: Woolworths complex at the corner of Sloane & Verner Streets



Figure 41: Adaptively reused building in railway precinct



Figure 42: Sloane Street streetscape taken from south end looking towards Railway precinct (left); Coolavin Hotel looking south

4.5 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?

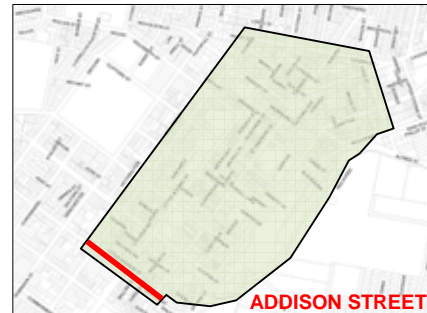


Figure 43: Addison Street viewed from outside of No.51 "Belvedere"



Figure 44: Addison Street viewed from outside of Nos. 33 or 35 c1910

4.6 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



Figure 45: Clinton Street between Auburn & Sloane Streets



Figure 46: Clinton Street between Auburn & Bourke Streets

4.7 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

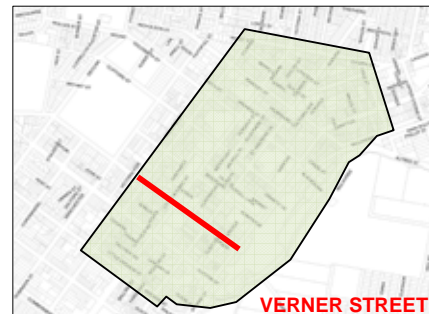


Figure 47: Verner Street looking towards Bourke Street



Figure 48: Verner Street looking towards Bourke Street

4.8 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 improving the relationship of the existing tourist information centre with the central axis and relocation of the amenities block in the Park (or appropriate treatment to mitigate its dominance). 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

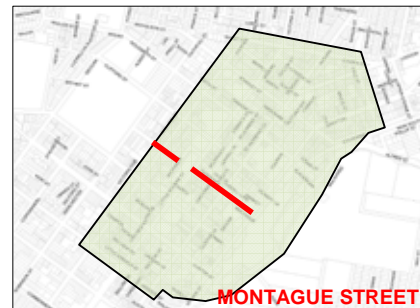


Figure 49: Roses Café on Montague Street is a popular meeting place. Note retractable awning, modified façade for new glazed doors and vertical banners



Figure 50: Montague Street looking towards Bourke Street where it terminates with the St Saviours Cathedral

architectural character of the area, one of the strengths of the CBD.

- 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 ambience 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.



Figure 51: Montague Street looking up from Sloane Street. The Courthouse & Belmore Park make exceptional contribution to the streetscape

4.9 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 implement a shared pedestrian friendly zone exists
- Utilisation of the Bull & Woodward Arch in conjunction with outdoor seating will improve the streetscape and appreciation of the Street's heritage.



Figure 52: Market Street looking from Belmore Park



Figure 53: Market Street looking towards Auburn Street



Figure 54: 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

4.10 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.

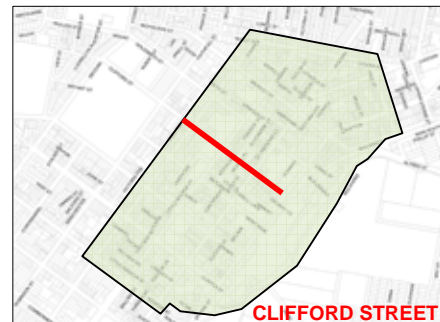


Figure 55: Clifford Street looking from Auburn Street towards Sloane Street



Figure 56: Clifford Street (south side) looking up towards Bourke Street



Figure 57: Clifford Street (north side) looking up towards Bourke Street

4.11 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

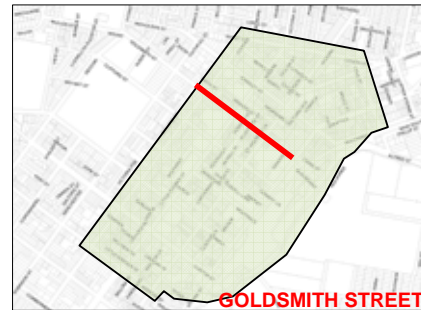


Figure 58: Goldsmith Street looking down towards Sloane Street



Figure 59: Goldsmith Street looking up towards Bourke Street



Figure 60: Goldsmith Street (south side) looking up towards Bourke Street



Figure 61: Goldsmith Street looking from Sloane Street

4.12 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

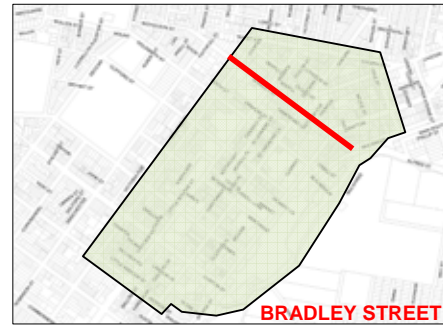


Figure 62: Bradley Street looking from Bourke Street intersection



Figure 63: Streetscape of Bradley Street along east end towards Railway line

4.13 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
- Tree lined quiet neighbourhood friendly street

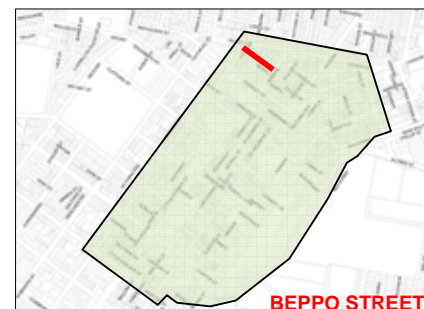




Figure 64: Corner Beppo & Cowper Streets



Figure 65: Beppo Street looking east

4.14 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.

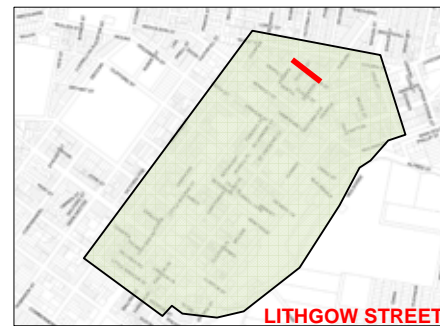
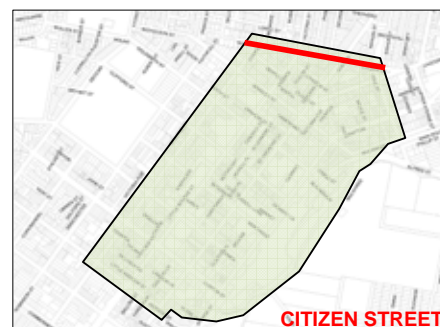


Figure 66: Lithgow Street looking west

4.15 CITIZEN STREET

- Defining the northern boundary of the study area Citizen Street has generally a leafy streetscape with a tree lined avenue at the eastern end where it meets Cole Street. The street trees lose their dominance between Bourke and Auburn Streets.
- It is characterised by single-storey residential development dating from the Victorian,



Federation and 20th century. The northern side of the street contains more cohesive and early building stock some of which are listed as heritage items. The southern side of the street also presents consistent single-storey residential housing but lesser early and intact building stock.

- Low height well maintained front fencing provides consistent and pleasant streetscape.
- The street's character towards the eastern end changes with insertion of a corner shop and more established street trees creating a very good tree-lined streetscape.
- Roundabout treatment at the intersection of Citizen, Belmore, Cowper and Hurst Streets creates a good neighbourhood character.
- Garages are generally well setback to the rear of the allotments with concrete and grass strip driveways.



Figure 67: Corner Citizen and Bourke Streets looking into Bourke Street



Figure 68: Example of well maintained early cottages in Citizen Street



Figure 69: Angled streetscape of Citizen Street from No.88 onwards



Figure 70: Citizen Street looking from Cole Street intersection



Figure 71: Citizen Street taken from Belmore Street looking eastward



Figure 72: Citizen Street taken from Auburn Street looking eastward



Figure 73: Citizen Street taken from Auburn Street looking westward

4.16 COLE STREET

- Defining the north-eastern boundary of the study area Cole Street is dominated by a motel development and public park in the triangular island form at the intersection of Lagoon and Citizen Streets. The park creates an open setting and visual link between the early grid subdivision pattern and the later expansion of Goulburn marking the approach to the town from Sydney.
- Cole Street has a more established character towards the railway line between Lagoon and Mulwaree Streets.
- Built fabric of the Street generally dates from the Inter-War to the late 20th century.
- The Street also forms north-eastern edge of a block that is dominated by commercial and industrial uses.

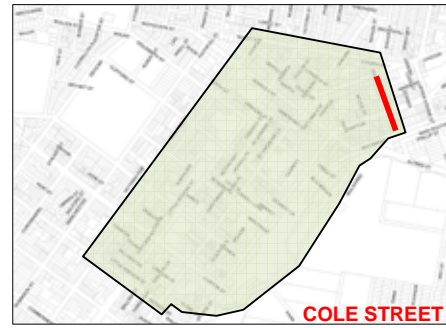


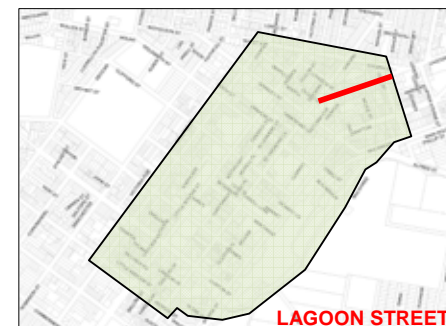
Figure 74: Cole Street at the Lagoon Street intersection



Figure 75: Cole Street west side and the triangular park island from Citizen Street showing motel development

4.17 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.



Figure 76: Lagoon Street from north



Figure 77: Lagoon Street



Figure 78: Examples of housing on Lagoon Street with adaptively reused dwelling on the right image

4.18 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 (identified as heritage items).
- Good tree lined streetscape with mature trees and central tree island
- Generally residential developments





Figure 79: Views of Grafton Street

4.19 MULWAREE STREET

- A Street that is characterised by a row of single-storey semi-detached brick cottages associated with the railway development some of which present the same architectural detailing in groups suggesting their construction by the same builder (s).
- Good streetscape with mature trees along the railway line containing (together with Bradley Street) some of oldest trees in Goulburn.
- Uncharacteristic and unsympathetic alterations and modifications to the buildings' fabric and fencing are evident.

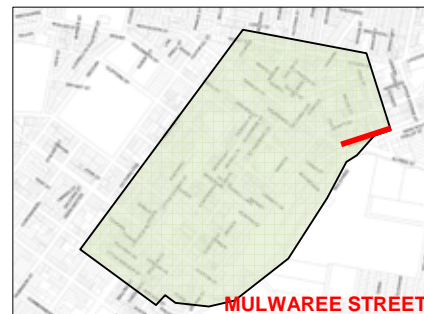


Figure 80: Views of the Mulwaree and Bradley Streets intersection showing the row of semi-detached cottages of similar design. Note the unsympathetic concrete block fence wall and tile roofing at the corner site.

4.20 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



Figure 81: Thorne Avenue



Figure 82: Hillview Road



Figure 83: Little Addison Street



Figure 84: Lanigan Lane



Figure 85: Entrance to Horne Square looking from Clinton Street

period detached dwellings built by the same builder who was Mayor of Goulburn in 1869-1871.

5.0 CONCLUSION AND RECOMMENDATIONS

It is apparent that the residential portions of the study area are better protected and maintain their consistent streetscape character with established street trees and recent traffic managements including roundabout plantings. The achievements of the successive planning/study actions and improvements to the commercial town centre particularly to Auburn Street and Sloane Street are evident in terms of reduction in unsympathetic signage clutter, street trees and plantings, interpretive actions, some repair and maintenance in association with heritage advisory program, and adaptive reuses of under-utilised buildings. However, the findings of this study reveals that there are many actions that need to be undertaken in order to ensure the recommendations of previous studies, which have provided comprehensive background material and guidelines for the CBD and in some cases whole Goulburn City, are implemented.

The 2004 Heritage Study review concludes that:

Since 1983, it is clear the heritage values in Goulburn have been raised to a high profile in community life, and Council policy formation. The Local Environmental Plan, heritage advice, detailed studies, funding incentives and community participation are now everyday resources in local heritage management.

Many of the 1983 objectives and policies have been addressed, and the City of Goulburn owes a debt of gratitude to the Study, and the Council that adopted the 1990 LEP. It has been the foundation for a notable improvement on the City's built environment.

In order to enhance and revitalise the Goulburn Central Business District to a place that would attract visitors to come and experience a historic environment and appreciate its exceptional heritage significance as the key centre of the 1800s for the southern tablelands, the recommendations of previous studies particularly for those of outstanding actions a strategic management plan will need to be made. This strategic management plan should include the following approach as detailed in the "Streetwise: a practical guide" publication:

13- Determine the scope of the strategy

14- Define the brief

15- Compilation of background material

16- Establish the cultural significance of the precinct

- 17- Early photographs***
- 18- Community Consultation***
- 19- Media Coverage***
- 20- Local Resources***
- 21- Identify relevant government programs***
- 22- Preparation of concept ideas and draft report***
- 23- Final strategy and consultation***
- 24- Implementation Strategy***

Some of above guidelines have already been carried out and achieved by the studies and actions since the 1983 Heritage Study such as early photographs, background information, the cultural significance of the CBD and community consultations. The need for any further information, finding funding resources or further community consultation that would be the base for future enhancement programs is acknowledged by the Council.

5.1 HERITAGE & URBAN DESIGN POLICY FOR GOULBURN CENTRAL BUSINESS DISTRICT

- Maintain and preserve the values identified in the Goulburn CBD Statement of Significance.
- Heritage conservation is to be the paramount for operational and management objectives affecting the urban fabric, uses and activities in the CBD.
- Manage Goulburn CBD in accordance with the principles and guidelines of the *Burra Charter of Australia ICOMOS* and in accordance with the recognised best heritage conservation practice set by national and international standards.
- Maintain the existing street pattern that reflects the successive original grid subdivision pattern of the CBD and its extended curtilage.
- Prepare Conservation Management Plans or prioritise upgrading of the existing Conservation Management Plans (where necessary) for buildings of primary heritage significance such as the Courthouse, Post Office and Church buildings in accordance with the NSW Heritage Council guidelines and the *Burra Charter*.
- Protect intangible values associated with the CBD including uses and historical associations. These values will aid in the enhancement of Goulburn's tourism activities and interpretive actions.
- Protect significant heritage values including identified heritage items, streetscape, remnants of cultural built and natural fabric associated with the early township including infrastructure, uses and activities that form significance of the CBD by appropriate statutory planning instruments.

- New development is required to consider and apply the guidelines and principles for infill development set in the 'Design in Context' publication by the NSW Heritage Office & Royal Australian Institute of Architects. It should articulate through architectural massing and detailing, the consistent scale of the existing built form of respective street and urban context.
- Management Decisions and procedures must include consideration of heritage and conservation requirements.
- Provide heritage advice and expertise through in-house professional staff and external consulting advice.
- Council will set exemplar in heritage management excellence through protection and maintenance of Council owned properties.
- Council will establish an expert consultants list of various disciplines on yearly or 3-yearly basis for effective heritage and urban / statutory planning consultation advice.
- Measures will be taken to adequately interpret the history and heritage values of the CBD hence Goulburn via diverse range of media with aim to attract both national and international visitors.

5.2 PRINCIPLES FOR GOULBURN CENTRAL BUSINESS DISTRICT

- Retain the existing street pattern that reflects the successive original grid subdivision pattern of the CBD and its extended curtilage.
- Keep the distinctive predominantly uniform single to two-storey cohesiveness of the streetscapes including leafy quality and garden settings (where applicable) in accordance to their identified characteristics in section 3.0 of this report.
- Avoid amalgamation of the small allotments in the CBD: Amalgamation should be allowed only where the new or replacement development is in the form of those existing single or semi-detached dwellings on separate allotments, or commercial buildings' in the form of bays reflecting single shop appearance. Amalgamation of larger allotments particularly at either end of the study area is acceptable provided that urban design guidelines address the treatment of street edges in order to be consistent with the desired future character of the area.
- Buildings that are not listed as heritage items but contributory to the streetscape and their context should not be demolished and their contribution to the area is to be maintained or enhanced. It is an aim to improve the streetscape qualities of buildings through the removal or reversal of unsympathetic elements, where applicable.
- New contemporary dwellings and commercial developments are allowable but must account for the significance and character of the area and ultimately contribute to the special character of the CBD. New contemporary buildings must strive to enhance the significance of the area by contributing to the quality of the built environment. Refer to

Section 5.0 for examples of infill developments within heritage town centres or conservation areas.

- Identify non-contributory buildings in consultation with the Council's Heritage Advisor. Non-contributory may be demolished but must be replaced by a building that will contribute to the character and significance of the CBD. Again, new contemporary dwellings are allowable but must account for the significance and character of the area and ultimately contribute to the exceptional historic character of the CBD.
- Proposals for alterations and infill dwellings/commercial developments including corporate businesses should be considered on a performance basis with particular regard to the significant patterns of forms, scale and materials in the streetscape (refer to sections 2.4, 2.5 & 3.0) by aiming to retain and enhance those patterns and qualities.
- No new intrusive changes or elements should be permitted in the residential portions of the study area including high, visually impenetrable front fences, the painting and rendering of face brick façades, the removal of original detailing, or unsympathetic alterations and additions such as first floor additions over the original front section of a dwelling and the enclosure of verandas/balconies. First floor additions must not
 - impact upon the contribution of a building to the streetscape,
 - should be restricted to the rear of a dwelling,
 - must minimise impact upon the original roof form when viewed from the public domain,
 - should be recessive and not dominate the original form and character of the dwelling, and
 - first floor additions, which interrupt the front roof plane of a heritage item or contributory building, should not be permitted.
- Similarly, no new intrusive changes, infill developments or elements should be permitted in the commercial streetscapes of the study area including
 - single-storey or oversized buildings that are uncomplimentary to the surrounding heritage context,
 - the removal of original detailing, or unsympathetic alterations and additions such as;
 - large signs, horizontal facades, inappropriate colour schemes, design elements with no consideration to the traditional main street character, and the removal of any original verandas/balconies.
- Established character of the main streetscapes should be reflected in the form, design, materials and signs of the infill and corporate developments. New developments should be compatible with the dominant streetscape and town centre character.
- Significant continuing two to three-storey main commercial streetscape frontages should not be broken up by single-storey buildings, service stations or car parking developments. This is particularly important along Auburn Street and at the corner sites.

It is a traditional design element that the corner buildings address both streets facades with a prominent tower-like corner element and generally splayed entrance or corner.

- Encourage the new development to employ the characteristics of a historic town, which are simple, uncluttered setting between the tree lined streets. Simplicity minimises the risk of competing with and compromising heritage items and uniform streetscapes.
- Maintain various layers of street surfaces where applicable.
- Encourage interpretive signs or materials to create a 'living museum' throughout the CBD similar to those in Market Street, Railway weighing bridge and Mandelson's Hotel in Sloane Street.
- All façade improvements and restorations including reconstruction of missing elements must be based on historical or physical evidence. The Main Street Study provides a comprehensive background information, historical photographs and recommendations that should be taken into considerations as a main supporting document. Review of the subject study may be required to update any new historical findings for the places.

5.3 ACTIONS FOR GOULBURN CENTRAL BUSINESS DISTRICT

- Explore opportunities for adaptive reuse of underutilised sites and buildings with possibility for establishment of specialty shops and places that reflect the important historical trading past of Goulburn or its role as a meeting place such as tearooms, cafes in the style of Devonshire tea, and chain department stores. Refer to guidelines and examples for adaptive re-use of heritage places in Section 5.3.
- Undertake revitalisation and enhancement works that are unique to Goulburn CBD and should not copy solutions from elsewhere. Implement the recommendations of previous studies particularly the Goulburn Heritage Study (1983 & 2004), Main Street Study (1992) and the Street Master Plan Study (1991) as part of the revitalisation.
- Create 'Gateways' at the north and south approaches of Auburn Street (and Sloane Street) by defining the street edges and providing interpretive signage in the form of a well designed public art at the roundabout and directional signage for places of interest.
- Delineate key traffic routes to tourist and iconic areas such as Belmore Park, Market Street and Goulburn Goal. Identify and create a signature departure point(s) to important/significant historic places for visitors at the entrance of Sloane Street or Auburn Street (or a more suitable point in terms of traffic management).
- Develop a signage strategy including tourism signs to direct visitors to historical places sites. A specific Main Street Signage policy is needed in order to control the variety and size of signs currently visible in the CBD, on and below awnings and protruding from the building parapets. Signage should be confined to the panels above the awnings, above the shop windows (hampers) below the awnings and along the fascia of the awnings.

- Changed street lighting along the main CBD area of Auburn Street is a recommended action. The current high curved highway style lighting is inappropriate in size and scale to the predominantly three and two-storey streetscape. A specific change in lighting in this area would highlight the heritage aspects of the streetscape and also separate this heritage precinct from the remaining length of Auburn Street. New lighting should be simple in design and should not try to be historic.
- When opportunities arise replace the inconsistent corner building elements, specifically the Commonwealth and ANZ bank buildings, with new buildings that are more appropriate to the predominant three and two-storey main street character.

6.0 EXAMPLES

Examples are generally outside of Goulburn and resourced from City Plan Heritage's previous heritage study files except where otherwise indicated.

6.1 EXAMPLES OF INTRUSIVE ALTERATIONS AND ADDITIONS AND INFILL DEVELOPMENTS



Intrusive high brick front fences



Row of intrusive garages and fences



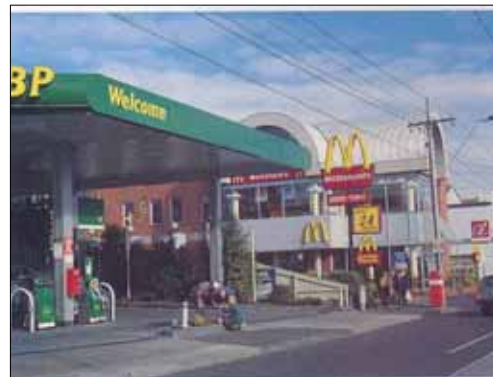
Intrusive 1960/70s infill that is out of scale with surrounding dwellings and its bulk is intrusive to the streetscape.



Intrusive carport which has removed a section of the original verandah and obscures the façade of the Federation cottage.



This infill development on Sloane Street, Goulburn does not reflect detailing, form or design elements of the adjoining Archives Museum



Typical oversized corporate signs and service stations make no reference to the established streetscape character and break continuity of a cohesive streetscape (Source of the photos: Streetwise by Elizabeth Vines)

6.2 EXAMPLES OF SYMPATHETIC ALTERATIONS AND ADDITIONS AND INFILL DEVELOPMENTS



A sympathetic uncovered car space that does not impact on a good and intact Queen Anne cottage.



Although original façade fabric has been altered the rear additions are sympathetic because of their setback, scale, sympathetic form and materials. Due to the slope of the site they probably allow two levels at the rear without having impact on the streetscape.



This house has been extended to the rear by a two-storey addition however the original form of the house remains intact. The single-storey streetscape appearance of the house is kept. Note the uncovered car space to the front.



Another good example of a rear addition linked to the existing house by a pavilion creating distinctive separation between the new and old.



Sited on a prominent corner, this country town infill development has taken its form from typical buildings found locally. It makes reference to the scale proportions of its surrounding context with use of local materials. (Source: Design in Context by NSW Heritage Office)



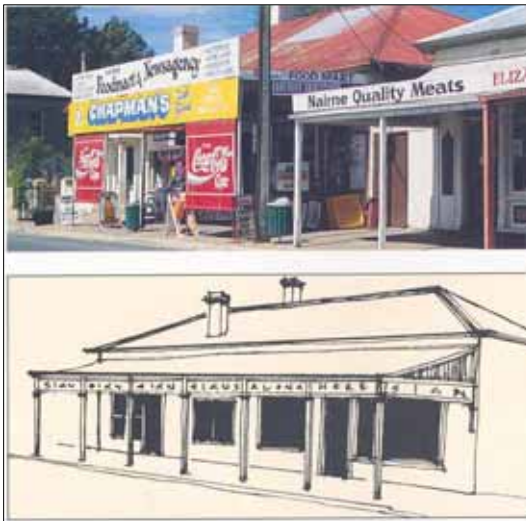
The space between buildings is one of the most important distinctions between suburbs developed in different periods. These early Federation houses are set wider apart on larger blocks than houses in more recently developed suburbs. The character of this street is determined similar to those in the residential areas of the CBD by the regular placement of the street trees, the wide footpath, front fences, gardens and regular setbacks. Any new development should respect and reinforce this character. Infill development should reflect the specific boundary setbacks in each locality. (Source: Design in Context by NSW Heritage Office)



***The new building in its two-storey shops and adjacent residential streetscape context
(Source: Design in Context by NSW Heritage Office)***



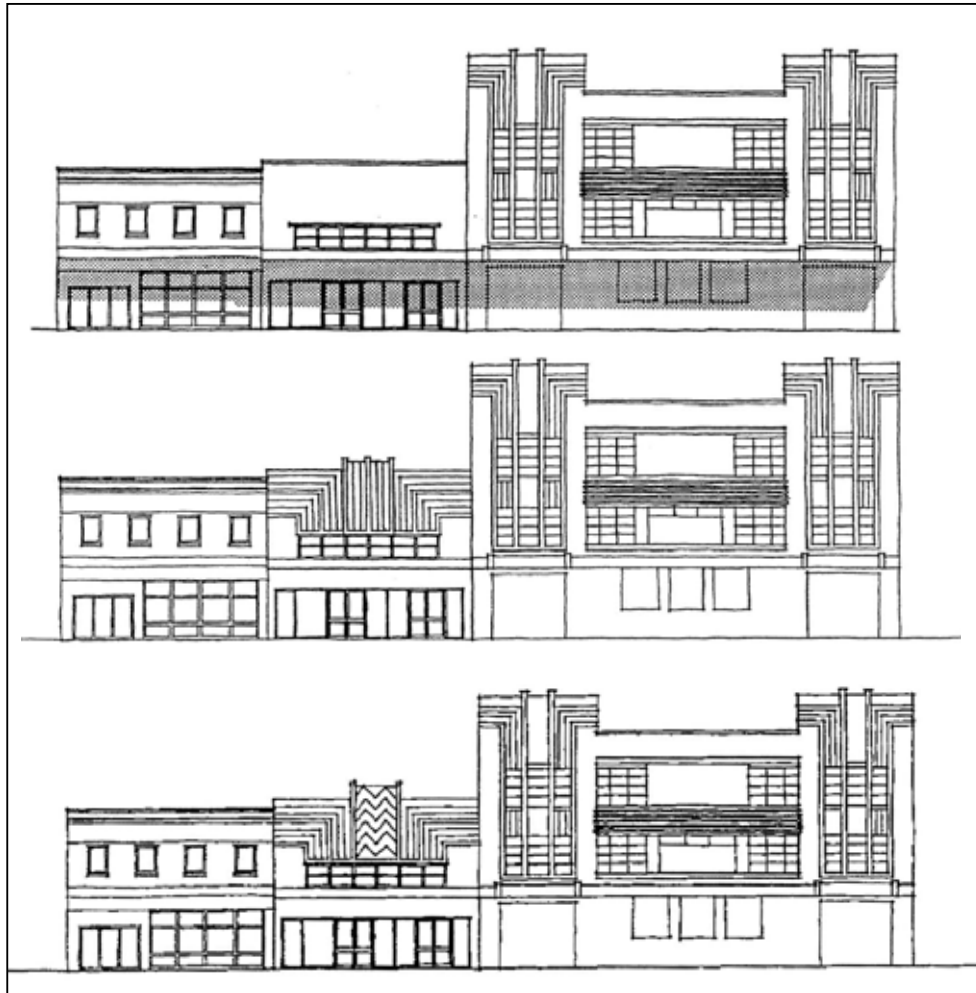
***The new building between the existing hotel to the left and the
warehouse to the right.
(Source: Design in Context by NSW Heritage Office)***



***Signs on buildings: Left above existing cluttered signage and left below suggested signage and veranda reinstatement.
Above: Signs can be part of the style and architectural elements of a building as it is in this Art Deco building.
(Source: Streetwise by Elizabeth Vines)***



**Examples of sympathetic traditional signs on buildings both informative and business names
(Source: Streetwise by Elizabeth Vines)**



**Examples of suggested infill development within a main town streetscape
(Source: Armidale Dumaesq DCP 2007)**



*Examples of suggested infill development within a main town streetscape
(Source: Armidale Dumaresq DCP 2007)*

6.3 PRINCIPLES & EXAMPLES OF ADAPTIVE RE-USE OF HISTORIC PLACES

Following are principals and examples that are provided in the recently lounged the second part of the three series publication 'New uses for Heritage Places – Guidelines for the adaptation of historic buildings and sites' by NSW Heritage Council and the RAIA. Only few examples that have been considered would be relevant to the study area have been included here.

PRINCIPLES

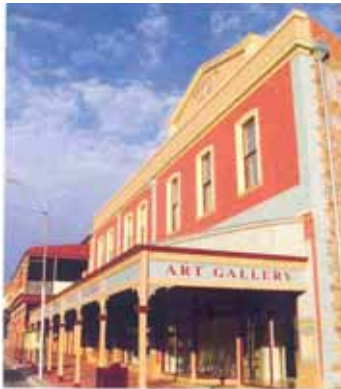
1. Understand the significance of the place
2. Find a use which is appropriate to the heritage significance of the place
3. Determine a level of change which is appropriate to the significance of the place
4. Provide for the change to be reversed and for the place's future conservation
5. Conserve relationship between the setting and preserve significant views to and from the heritage place
6. Provide for the long-term management and viability of the heritage place
7. Reveal and interpret the heritage significance of the place as an integral and meaningful part of the adaptation project.

EXAMPLES

The Lindt Café at Martin Place in Sydney occupies a former office building



A small scale industrial building in Egan Street Newtown was converted into apartments with new contemporary elements in sympathetic and appropriate manner



79 :
Broken Hill Regional Art Gallery.



80 :
The building was previously a mining hardware store.

Former 'Sully's Emporium', a commercial building in Broken Hill, has been adapted as a regional art gallery with combination of adaptive and conservation works.



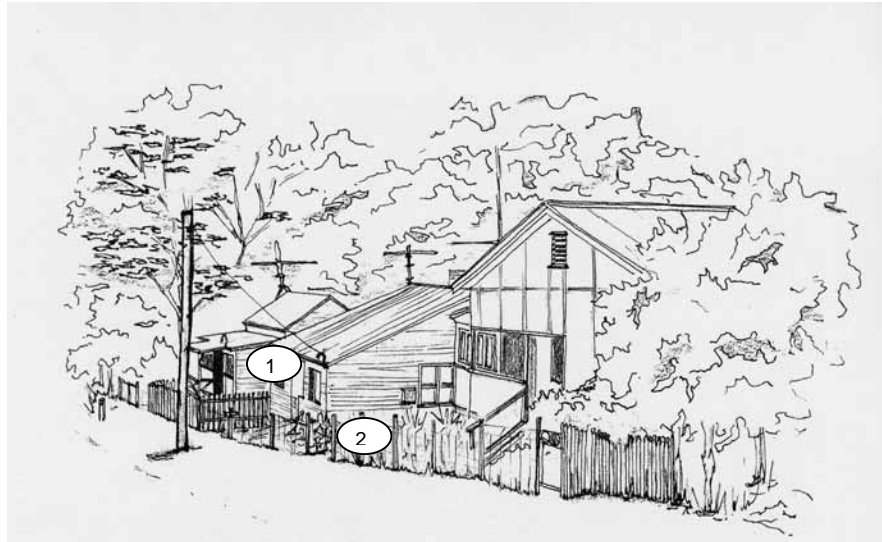
The former Toxteth Church building in Glebe has been adapted as a residence with new contemporary elements including mezzanine insertion and open plan layout in sympathetic and appropriate manner

6.4 EXAMPLES OF STREETSCAPE IMPROVEMENTS/TREATMENTS

Existing streetscape:

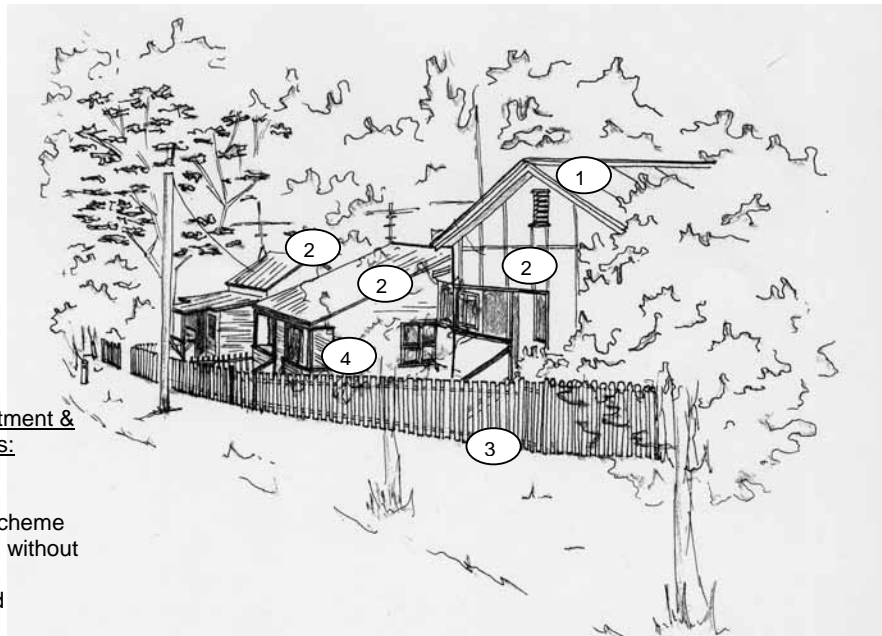
Issues:

- 1 Balcony enclosures
- 2 Steel Mesh Fence

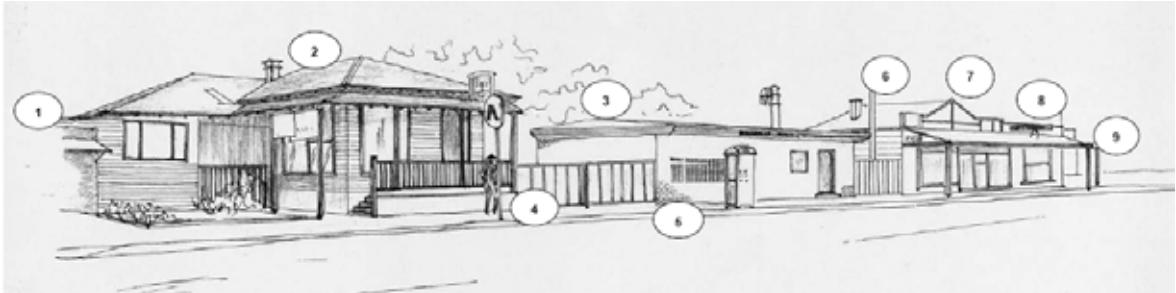


Recommended treatment & improvement options:

- 1 Retain iron roofs
- 2 Heritage Colour Scheme
- 3 New picket fences without decorative heads
- 4 Verandah restored



Martin Street streetscape in Coramba; excerpt from the study carried out by City Plan Heritage in 2002 for Coffs Harbour City Council

Existing streetscape

- 1 Appropriate colours and materials
- 2 Planters have no relationship to historic building or streetscape
- 3 Open car park disruptive to historic streetscape
- 4 Lack of fencing to continue street frontage
- 5 Inappropriate garage to street
- 6 Appropriate colours and materials

Recommended treatment

- 1 Retain and enhance landscaping to solid wall
- 2 New paving
- 3 Maintain suitable paint colours
- 4 Restrict Hotel signage
- 5 Possible infill site in traditional form and materials to recreate the historic street pattern
- 6 New fence and planting to screen car park. Rendered masonry fence to match hotel materials
- 7 Landscaping reduces impact of existing garage
- 8 Retain appropriate colours and materials

Part of Gale Street streetscape in Coramba; excerpt from the study carried out by City Plan Heritage in 2002 for Coffs Harbour City Council