




16.6 HERITAGE STRATEGY**Author:** Landscape & Heritage Planner

Director Planning & Environment

Authoriser: Aaron Johansson, Chief Executive Officer

Attachments:

1. Heritage Strategy 2023-2025 [↓](#) 
2. Table - Heritage Strategy Submissions and Responses [↓](#) 
3. Submissions (Combined) [↓](#) 

Link to Community Strategic Plan:	4. Our Environment EN4 Maintain a balance between growth, development and environmental protection through sensible planning.
Cost to Council:	Nil cost as a result of this report
Use of Reserve Funds:	Not applicable

RECOMMENDATION

That:

1. The report from the Landscape & Heritage Planner on the Heritage Strategy be received.
2. The amended Heritage Strategy 2023-2025 be adopted and published on Council's website.

BACKGROUND

Council resolved to place the draft Heritage Strategy on public exhibition – Resolution 2022/425. Six submissions were received.

The Heritage Strategy is a requirement of the NSW Department of Planning and Environment for Council to receive State Government heritage grant funding. The Strategy has been prepared in accordance with Environment & Heritage guidelines.

REPORT

The Heritage Strategy is a high-level document where the detail is provided in other Council policies, documentation, and budgeting. The Heritage Strategy is intended to identify guiding principles for policy, budgeting, and staff to inform Council's approach to heritage management and to draw the various threads together in one document.

Submissions to the draft Heritage Strategy were received from;

- Mulwaree Aboriginal Community Inc.
- Goulburn Heritage Group
- Anne Wiggan
- Sue Theron
- Teena Riley & Graham Maranda
- History Goulburn (Goulburn District Historical and Genealogical Society)

A full summary of the submissions has been provided separately (**Attachment 3**).



Goulburn Mulwaree Heritage Strategy 2023-2025



GOULBURN MULWAREE COUNCIL HERITAGE STRATEGY 2023-2025

STRATEGY OBJECTIVE

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

LEGISLATIVE PROVISIONS

Environmental Planning and Assessment Act 1979
Heritage Act 1977
Local Government Act 1993

STRATEGY STATEMENT

Introduction

Goulburn Mulwaree is an area rich in both Aboriginal and European heritage. Council is committed to recording and preserving the heritage of the area.

The GMC Community Strategic Plan 2042 under the heading Our Environment, includes Strategy C13. "Implement planning and development policies and plans that protect our built, cultural, and natural heritage."

Council's *Local Strategic Planning Statement* (LSPS) includes heritage as a Planning Priority (No. 9). The vision for heritage is "*Goulburn Mulwaree's cultural heritage is conserved, actively adapted for use (where appropriate) and celebrated.*" Challenges are identified in the LSPS as being:

- Ensuring the promotion of heritage as an opportunity rather than a constraint to development;
- Ongoing consultation is maintained with all relevant bodies;
- Protection of Aboriginal and European cultural heritage;
- Identification of cultural heritage on isolated rural properties;
- Funding for maintenance and enhancement of cultural heritage;
- Assessment of cultural heritage landscapes; and
- Adapting heritage buildings for sustainability without impacting their significance.

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

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

This Heritage Strategy is designed to achieve these heritage outcomes.

Definitions

History: a continuous, typically chronological, record of important or public events or of a particular trend or institution

Heritage: our heritage is valuable and diverse. Heritage includes the places, objects and stories that we have inherited from the past and want to protect for future generations. It gives us a sense of our history and provides meaningful insights into how earlier generations lived and developed.



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Historic background - Aboriginal habitation

Goulburn Mulwaree is part of the ongoing Aboriginal habitation of Australia. The earliest known occupation sites discovered so far in the vicinity of Goulburn Mulwaree occur in the Australian Alps. Most sites in the Goulburn Mulwaree region discovered to date are more recent. These include the open camp site of Nardoo on the eastern side of Lake George (760 ± 110 BP), and Sassafras 1 rock shelter in Morton National Park (3770 ± 150 BP). It is possible that there are sites in Goulburn Mulwaree that predate those in the Australian Alps given that the Alps only became accessible after the last ice age.

According to the anthropologist Norman Tindale, two major language groups were identified within the Goulburn Mulwaree region at the time of European contact; the Gundungurra (also known as the Gandangara, Gundungura, Gundungari, Gurra-gunga, and Burragorang) to the north of Goulburn and the Ngunnawal (also called Ngunawal, Ngunuwal, Ngoonawal, Wonnawal, Nungawal, Yarr, Yass tribe, Lake George, Five Islands tribe or Molonglo tribe) to the south. It is likely that these tribal boundaries incorporated several distinct Aboriginal communities with their own dialects, who were probably linked by kinship networks, common beliefs, ceremonies and customs.

The Gundungurra and Ngunnawal maintained relationships with surrounding groups. Large gatherings of Aboriginal people met in Goulburn with records of corroborees being held at Rocky Hill, the old railway quarry on the Wollondilly River, Mulwaree Flats near Lansdowne Bridge at the Goulburn Brewery, and where the Goulburn rail station is now located. Recorded Aboriginal heritage sites within Goulburn Mulwaree generally occur in the vicinity of watercourses, in elevated areas and in areas with suitable geology or mature vegetation.

Aboriginal and European Interaction

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

After colonisation of the Goulburn area by European settlers, the “Argyle Blacks” continued to camp on lands in east Goulburn known as ‘Lansdowne’. Following land grants, Aboriginal people continued to live and work in the district on large rural properties as general labourers & domestic servants.

Diseases introduced by Europeans had a disastrous effect on the Aboriginal population. In 1845 Francis Murphy of Bungonia reported that the formerly numerous members of local Aboriginal groups had declined considerably. There is a continuation of Aboriginal presence, culture, and society in the region following European settlement leading to the current day.

European Settlement

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

The towns of Marulan to the east of Goulburn and Bungonia to the southeast, were developed concurrently or a little earlier than Goulburn and contain their own character and history and contribute to the historical development and understanding of the region. Kingsdale, Lake Bathurst, Tallong, Tarago, Tarlo, Tirrannville, Towrang, and Windellama all contain history and heritage items. The rural areas contain numerous heritage items including some dating from the convict era.



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Governor Bourke visited the old town of Goulburn in 1832 and owing to the repeated flooding of the area he ordered the survey of an area on higher ground to the southwest. The layout of the adjacent township of Goulburn was created in 1832-33 as the administrative centre.

The present city centre was surveyed in 1833. Due to a large swamp and lagoon the old and new towns were virtually separated for many years. They were eventually united by Lagoon Street.

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

In 1869 the construction of the railway robbed the city of the connection to the Mulwaree Ponds – the water that had helped establish the town's original location. The railway line to 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. The Gaol, existing Hospital and Kenmore Mental Hospital also date to the 1880s.

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

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

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

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

Heritage Committee

Council utilises the assistance of Community based heritage groups when required. There are a number of groups with a heritage focus in our Local Government Area (LGA) including;

- Bungonia and District Historical Society;
- Goulburn Heritage Group;
- History Goulburn;
- Marulan Historical Society;
- Mulwaree Aboriginal Community Inc; and
- Pejar Local Aboriginal Land Council.

The Heritage groups are independent of Council. Council has achieved considerable success with the group's active participation in presenting community opinion on the preservation of Goulburn Mulwaree's heritage.



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Development Applications that have the potential for significant heritage impact are referred to the relevant group for their consideration. Liaison with the groups has achieved the outcome of increased community participation, awareness and appreciation of heritage. This association and positive interaction will continue in the future.

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

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

Approximately 600 individual local Heritage Items are listed on Schedule 5 of the *Goulburn Mulwaree Local Environmental Plan 2009* (LEP). The LEP also includes Heritage Conservation Areas. Council will continue to investigate and report on places of heritage significance within the LGA during the period 2022-2025. Council undertakes to legally protect all types of Heritage Items including Aboriginal, historical, archaeological, and natural heritage.

A comprehensive review of LEP Schedule 5 – Environmental Heritage items was completed in 2021. The review checked that the information for each item such as address, Lot and DP etc. was accurate and separated a number of grouped items into individual items for clarity. No new heritage items were added to Schedule 5 as part of this work.

Council completed a review of its Heritage Study in January 2018. The outcomes of the Heritage Study Review 2018 have been incorporated into Council's LEP and DCP.

In 2010 an Aboriginal Heritage Study was commissioned by Council with the support of the NSW Office of Environment and Heritage. The recommendations of this study were included in Council's Local Environmental Plan.

The Council's Urban and Fringe Housing Strategy identifies several hundred hectares of rural land on the peripheries of the Goulburn and Marulan urban areas for future residential development. The land is subject to a rezoning process through planning proposals that must be accompanied by Aboriginal Cultural Heritage Assessments.

Council requires that these Assessment include consultation with The Aboriginal community in accordance with the *Aboriginal Cultural Heritage Consultation Requirements for Proponents 2010* (OEH). The findings from these Aboriginal Cultural Heritage Assessments will directly inform our understanding of Aboriginal occupation and activity in the area and as required, inform updates and amendments to the Local Environmental Plan.

Council utilises the Aboriginal Due Diligence process, as required, in its Development Application Assessment. Council consults with and seeks comment from the following groups on relevant development matters and other issues as needed:

- Pejar Local Aboriginal Land Council;
- Mulwaree Aboriginal Community Inc;
- Bura Burra Aboriginal Corporation; and
- Murrindiyarr Aboriginal Corporation.

Statements of Heritage Significance and heritage data for items currently listed on the *Goulburn Mulwaree Local Environmental Plan 2009* will continue to be revised on Council's records and the State Heritage Inventory (SHI) database. In an endeavour to increase knowledge and proactive heritage management, liaison between Council's Heritage Advisor and History Goulburn, Marulan Historical Society, Goulburn Heritage Group and Bungonia and District Historical Society is encouraged.



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The Goulburn Mulwaree Archaeological Management Plan (AMP) adopted by Council in 2009 identified an additional 16 Archaeological Heritage Items for possible listing on the Local Environmental Plan. Further consideration will also be given to the listing of identifiable heritage precincts.

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

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

The Heritage Advisory Program has been conducted in Goulburn since 1989. Goulburn Mulwaree Council will continue to employ a full-time Strategic Planner and consultant Heritage Advisor. In this way, Council is dedicated to addressing its heritage responsibilities in a practical and progressive manner. The broad range of heritage skills available provides for positive interaction on heritage matters between Council's planning personnel, the Heritage Advisor and the community.

Goulburn Mulwaree residents will continue to be encouraged to discuss proposed work on Heritage Items with Council staff initially and the Heritage Advisor as required. Assessment processes for Development Applications (DAs) will continue to require written advice from the Heritage Advisor and architectural reviews of major projects. Efforts by planning personnel to assist Council's clients to achieve the best possible outcomes will continue to be a priority.

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

Recommendation 4: Manage local heritage in a positive manner

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

- a) Continue to encourage residents to utilise the Local Heritage Fund and to use the services of the Heritage Advisor when planning restoration of heritage buildings;
- b) Focus on the identification and preservation of sites and places and generate a positive community interest in heritage conservation;
- c) Continue support for the 'Local History' section of the Goulburn Library. This section of the library fulfils the public need for the provision of local histories and genealogical publications and providing assistance to the community in researching local heritage;
- d) Liaise with Marulan Heritage Society, Bungonia and District Historical Society and History Goulburn and support them in their efforts as repositories for the district's history;
- e) Liaise with the Goulburn Heritage Group; and
- f) Give consideration to the request from members of the Marulan community for the establishment of a Conservation Management Area.

The Goulburn Heritage Study (1983) identifies 311 (non listed) buildings that contribute to the character and significance of the Conservation Area. They generally display the use of characteristic compatible forms, materials and other characteristic features that contribute to the conservation area as a whole, but to a lesser extent than highly contributory State or locally listed heritage items.

Contributory items do not hold the same significance as State or locally listed heritage items but display moderate significance in terms of the following:

- Shows or is associated with, creative or technical innovation or achievement;
- Is the inspiration for a creative or technical innovation or achievement;
- Is aesthetically distinctive;
- Has landmark qualities; and
- Exemplifies a particular taste, style or technology.



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Contributory elements / buildings, if removed or adversely altered, change the significance of the streetscape setting. The Goulburn Heritage Study 1983 assessment area did not encompass the entirety of the Goulburn Heritage Conservation Area and omitted consideration of extensive peripheral areas. The more limited scope of the assessment area relative to the conservation boundary and the dated nature of the study highlights an opportunity to reassess existing contributory items within the study area and identify additional items within the entirety of the Goulburn Heritage Conservation Area.

A thorough process of reassessment and investigation of all properties within the Goulburn Conservation Area is currently being undertaken for their contribution to the quality and character of the Heritage Conservation Area. This investigation will utilise the services of Council's Strategic Planner and Heritage Advisor, draw upon Statements of Heritage Significance, require site visits and photographs and draw upon local knowledge to provide an up to date, definitive list of contributory items in the Goulburn Heritage Conservation Area.

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

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

Goulburn Mulwaree, with the support of the Heritage NSW will continue to operate its Local Heritage Fund program in the years 2022-2025. This program has to date been successful in achieving interest from the community and it is expected that the maximum available funding will be utilised in restoration projects.

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

Council has also independently funded grants for Goulburn's CBD buildings. The focus of the CBD grants is to improve the visual appearance of the precinct.

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

Recommendation 6: Run a main street program

Council undertook a main street program in the early 1990s in association with the Goulburn Chamber of Commerce. The result of the program was that extensive physical and promotional work took place over the next ten or more years. Work on the main street is ongoing.

In recent years Council has committed additional funds for a grant program in the Goulburn CBD. This program has to be confirmed annually in the budget.

Main street property owners and tenants are encouraged to use the services of the Heritage Advisor in conservation and /or maintenance projects. This process has a positive record of achievement.

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

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



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Recommendation 7: Present educational and promotional programs

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

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

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

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

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

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

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

Council is fortunate to have the assistance of enthusiastic community volunteers in the running and maintenance of many of its facilities. The volunteers' efforts add considerably to the value of Council's heritage assets.

Council owned and managed properties include:

- a) Numerous cemeteries including Mortis Street Cemetery, Goulburn General Cemetery, St Patrick's Cemetery and the former Kenmore Hospital Cemetery. An ongoing program of conservation management strategies was instigated in 2009 commencing with Mortis Street Cemetery.
- b) St Clair, Sloane Street, Goulburn. Internal restoration work has been undertaken including works to control of rising damp. Underpinning of footings was carried out in the 2008/09 financial year. Council has undertaken a thorough assessment of St Clair's structural condition and determined to temporarily restrict public access to the building. Significant conservation works are ongoing.
- c) The former Goulburn Town Hall Auburn Street, Goulburn was designed by prolific local architect E.C. Manfred. The building was used for many years as a community centre. The building has been adapted to a Performing Arts Centre and was opened March 2022. Conservation of the historic elevations of the building and significant internal elements was undertaken as part of the works.
- d) Goulburn Historic Water Works Site, Marsden Weir, Fitzroy Street, Goulburn. The facility was Goulburn's first reticulated water pumping station. The facility is in good condition and restoration and maintenance works are ongoing. A plan of management was completed for the site.



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- e) Rocky Hill War Memorial Site 1925, Memorial Drive, Goulburn. The memorial and cottage were designed by local architectural practice Manfred and Son. Conservation of the War Memorial is ongoing. Construction of a new museum building was completed in 2020. The new building complements the memorial precinct and offers additional space to display the artefacts collection.
- f) The Lime Kilns site and derelict Lime Burner's Cottages, Kingsdale. An appraisal of the cottages has been prepared by Council that makes recommendations to minimise impacts on the site. The provision of funds to carry out the report's recommendations is subject to Council's annual budgetary process.
- g) May Street Brickworks Site. A Heritage Assessment for this site was completed in 2010 by Council's Heritage Adviser. The study identified significant historical information and archaeological heritage potential. Council supports the community group FROGS (Friends and Residents of Goulburn Swamplands) in the development of the site for its 'Goulburn Wetlands' project.
- h) Belmore Park is located in the centre of Goulburn. It was included in the original town plan as a market square. The Lady Belmore Oak was planted in 1869 in the centre of the park and survives to the present. The park is a green space that attracts locals and visitors and includes civic commemorations to historic events and citizens.

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

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

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

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

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

Outcome 9: Proactive heritage and sustainable development in Goulburn Mulwaree

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