

ROCKLEY MILL

Budden Street, Rockley



Drawing of Rockley Mill (undated) by Cedric Emanuel

CONSERVATION MANAGEMENT PLAN

Final
19 July 2006

for

BATHURST REGIONAL COUNCIL

by

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1 EXECUTIVE SUMMARY

This report aims to provide policies to conserve the significance of Rockley Mill at Budden Street, Rockley. All persons involved in works on and the management of Rockley Mill should understand these policies.

A Statement of Significance for Rockley Mill is given in section 5.2 of this report. This statement has been made following the analysis of the historical background and physical fabric of the site contained in sections 3 and 4 of this report. This Statement of Significance provides the guiding principle for the conservation policies and should be read and understood prior to reading the conservation policies for Rockley Mill.

Conservation policies for Rockley Mill have been prepared to provide a direction for the conservation of Rockley Mill while considering the significance of the place and various constraints and opportunities. These policies have been set out to include policies for the use of the mill, existing fabric, maintenance and new development on the site.

2 INTRODUCTION

2.1 The Place

Rockley Mill is located on Budden Street, Rockley. The legal description of the site is Lot 1 DP 587037, 12 Budden Street, Rockley, Parish of Rockley, County of Georgiana. A site plan is included below as Figure 1. A copy of DP 587037 is given as Figure 2.



Figure 1

Aerial photograph indicating location of Rockley Mill
Source: Bathurst Regional Council, 2004

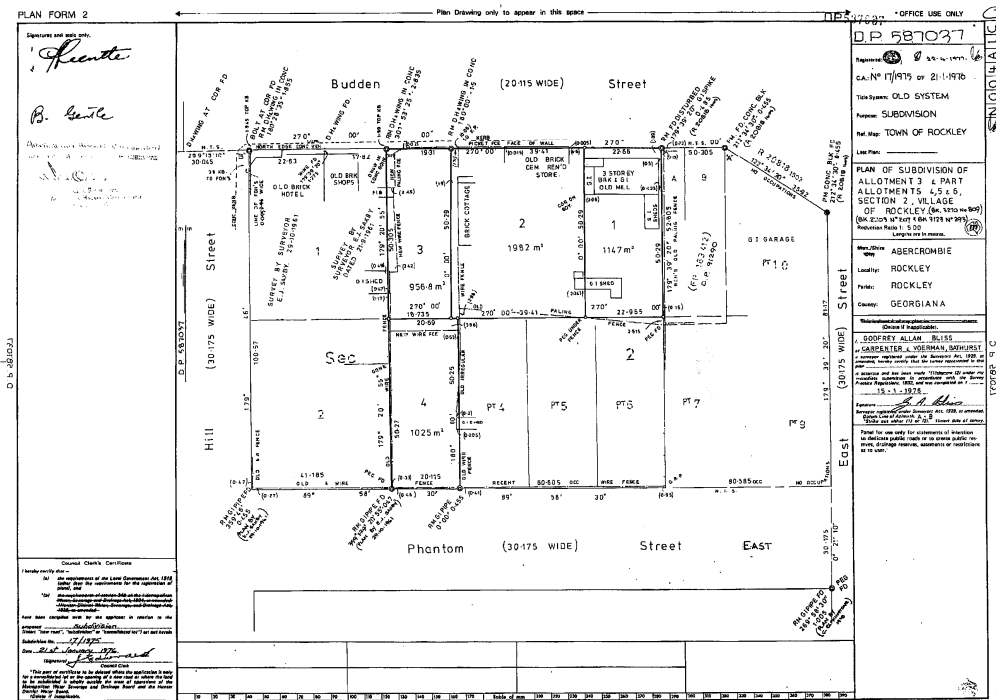


Figure 2

DP 587037, Parish of Rockley, County of Georgiana. Rockley Mill is located on Lot 1 of DP 587037.

2.2 Brief

The brief for this report is included as Appendix 1.

2.3 Client and Author

This report was prepared for Bathurst Regional Council by Pamela Hubert of Hubert Architects in conjunction with R. Ian Jack of Ian Jack Heritage Consulting Pty Ltd

All photographs are by Pamela Hubert unless otherwise noted.

2.4 Ownership

The site is currently owned by Bathurst Regional Council.

2.5 Heritage Listings

The site is affected by the following heritage listings:

Council

Rockley Mill is located within the Village of Rockley listed as a Conservation Area under Bathurst Regional (Interim) Local Environmental Plan 2005.

The site has been identified in the Bathurst Region Heritage Study 2006 and Evans Heritage Study 1985.

National Trust

The site is listed on the Register of the National Trust of Australia (N.S.W.)

The site is part of the Rockley Settlement listed on the Register of the National Estate.

2.6 Methodology

The methodology for this report is based on the guidelines and structure outlined in Kerr, James Semple 2000, *The Conservation Plan*; Australia ICOMOS 2000 *Charter for the Conservation of Cultural Significance (The Burra Charter)*; NSW Heritage Office 2001 *Assessing Heritage Significance* and NSW Heritage Office 2002 *Conservation Management Documents*.

A site visit was made by Pamela Hubert and R. Ian Jack on 3 April 2006. An additional site visit was made by Pamela Hubert on 10 April 2006.

2.7 Terms

The terms fabric, conservation, maintenance, preservation, restoration, reconstruction, adaptation, comparative use, and cultural significance used in this report are defined in the *Australia ICOMOS Charter for the Conservation of Places of Cultural Significance – The Burra Charter*, which is included in this report as Appendix 2.

2.8 Limitations

This report does not address the following:

1. Pre-European history.
2. Museum exhibits not forming part of the original fabric of the mill.

Due to previous disturbance of the site, it is not expected that the site has Aboriginal relics.

2.9 Acknowledgements

The assistance of the following people and associations in the preparation of this report is acknowledged:

Sinclair Croft, Bathurst Regional Council
Jack Golsby, Resident of Rockley
Lorraine Hockey, Resident of Rockley
Diedre Robertson, Resident of Rockley, daughter of George Gunner
Phillipa Medcalf, great great granddaughter of Joseph Stanger, who started Rockley Mill
Paul Nightingale, Bligh Park
Bathurst and District Historical Society

2.10 Bibliography

2.10.1 General

Australia ICOMOS 2000, Australia ICOMOS *Charter for the Conservation of Cultural Significance (The Burra Charter)*

Australia ICOMOS, ACT *Guidelines to the Burra Charter: Cultural Significance, Conservation Policy, and Undertaking Studies and Reports*

Heritage Office - Department of Urban Affairs and Planning 1996, *Conservation Management Documents*, NSW Heritage Manual, HO/DUAP, Sydney.

Heritage Office 2001, *Assessing Heritage Significance*, Sydney.

Kerr, James Semple 1990, *The Conservation Plan* National Trust of Australia (NSW), Sydney.

2.10.2 Books

A Journey from Sydney, over the Blue Mountains, to Bathurst, New South Wales, Whalan printer, Bathurst 1882 (David Scott Mitchell's copy in Mitchell Library, State Library of New South Wales, DSM/042/P407)

D.J. Chamberlain, *Dawning of a Township: the People and Establishment of Bathurst before Municipalisation*, author, Bathurst 1997, 130

W Fairbairn, *Treatise on Mills and Millwork*, part 1, Longman, London 1861

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G. Mackaness ed., *Fourteen Journeys over the Blue Mountains of New South Wales, 1813-1841*, new ed. Dubbo 1978, part 3, 64-73

A. Middleton and F.B. Maning, *Bathurst and Western District Directory and Tourist's Guide and Gazetteer, 1886-7*, Virtue, Bathurst 1886, 5

A.M. Roberson, *The Rockley Manner*, author, Rockley 1989, 212

J. Walton, *Water-Mills, Windmills and Horse-mills of South Africa*, Struik, Cape Town and Johannesburg 1974, 70, 88

2.10.3 Directories

R.P. Whitworth, Bailliere's *New South Wales Gazetteer and Road Guide*, Bailliere, Sydney 1866

The Official Post Office Directory of New South Wales (Bailliere's), Bailliere, Sydney 1867

Greville's Official Post Office Directory of New South Wales, Greville, Sydney 1872, 442-3; 1875 to 1877

Blue Book, 1886-7

Australian Handbook for 1888, Gordon and Gotch, Sydney 1888

The Official Post Office Country Directory and Directory of New South Wales for 1878-79, Sands, Sydney

Sands' Country Directory and Directory of New South Wales for 1881-82, 1884-85, 1889-90 Sands, Sydney

Blue Book, 1886-7, 1888-9, 1892-3, 1894-5

2.10.4 Journals and Newspapers

'Rockley', anonymous typescript of Colonial Secretary's correspondence regarding the foundation of Rockley,

R.I. Jack, 'Water-power in Portugal: the Town of Tomar and its Industrial Area', *Australian Journal of Historical Archaeology*, 7, 1989,

W.A.Steel, 'History of Rockley, New South Wales', *Journal of Royal Australian Historical Society [JRAHS]*, 15, 1929-30

O. Ward, *French Mill Stones: Notes on the Millstone Industry at La Ferté-sous-Jouarre*, International Molinological Society, The Hague 1993, passim

1850-1853, Royal Australian Historical Society [RAHS] MSS, Red M22

Information from Philippa Medcalf; obituary of Sophia Stanger, *Weekly Advocate*, 1881

Australian Town and Country Journal, 22 July 1871

Bathurst Free Press and Mining Journal, 17 February 1872, 28 February 1896

Maitland Mercury, 22 March 1856

Weekly Advocate, 1882, 60; 13 February 1976, 3 week ending 19 March 1976, xi; 20 March 1976, 3; 22 March 1976

Unidentified newspaper cuttings of 1933 in Rockley Mill Museum

2.10.5 Reports

Brian Costello 1988 *Rockley Mill Report*

Perumal Murphy Pty Ltd 1990 *Rockley Mill Museum* Conservation Guidelines for Evans Shire Council

Bathurst Regional Council Heritage Inventory Form for Rockley Mill Museum

2.10.6 Manuscripts

Anon., 'Rockley Flour Mill', typescript in Bathurst and District Historical Society Archives, PAM 1

Rockley's History (Unpublished pamphlet)

Memorandum of 12 October 2004 from Director, Planning and Development to Graeme Taylor, Director Corporate Services in File AS1876/07.00075, Bathurst Regional Council re: Rockley Mill Museum

Letter of July 1994 preserved in the Rockley Mill Museum display

Land and Property Information, book 52 no 789, book 55 no 737; book 58 no 455, book 59 no 824; book 82 no 75, book 85 no 212, book 156 no 739, book 157 no 151, book 163 no 63, book 253 no 6

Uniting Church Records, Methodist Church Papers deposited in Mitchell Library, Minute Book of Bathurst Quarterly Meeting, 1836-1872, Box 37/293

Uniting Church Records, Rockley Circuit Steward's Account Book, 1872-1883, Box 55/468

Sophia Stanger to her mother, 21 December 1864, unpublished letter in family possession, made available by Philippa Medcalf

2.10.7 Photographs and Maps

Department of Mineral Resources, photograph, Bathurst 1028

Mitchell Library, Holtermann collection, 50/75, 76, 78

Rockley village map; RAHS MSS, Red M 22

Rockley village map, 1st edition, 1880, 2nd edition, 1933, Mitchell Library, Town Maps, Rockley

Rockley village map; Roberson, *Rockley Manner*, 212

2.10.8 Interviews

Information from Deirdre Robertson, daughter of George Gunner, 4 April 2006

Information from Jack Golsby of Rockley to Ian Jack, 26 April 2006;

Information from Paul Nightingale of Bligh Park to Ian Jack, 26 April 2006

3 HISTORICAL DEVELOPMENT

3.1 The Establishment of Rockley Village

Settlement of the area around Bathurst, watered by the Macquarie and Campbells Rivers and their tributaries, began within a few years of 1813, when George William Evans was the first white person to reach the two rivers at the end of his survey of a route over the Blue Mountains and down on the western side. Governor Macquarie visited the western plains in 1815 and named the town of Bathurst. William Cox, the maker of the Western Road, and his sons took up land near Bathurst in 1816 and William Lawson, who had crossed the Mountains in 1813, was grazing along the Campbells and Fish Rivers in 1818. More land was made available, initially on a ticket of occupation, but by 1824 grants were becoming more numerous.¹

In 1833 a rectangle of land, containing 900 acres (360 hectares) was laid aside as a village reserve by Surveyor Richards. This reserve, eventually named Rockley in 1851, lay to the west of Campbells River, but without a river frontage. Instead Peppers Creek, which ran eastwards into the river, constituted the northern boundary of the village reserve.²

The earliest land-grants close to the future Rockley in 1818 to 1824 were on the east side of Campbells River, with H. Perrier holding 700 acres (280 hectares) to the north-east of the village-site, William Lawson junior 500 acres (200 hectares) due east and James Pye another 500 acres to the south-east, where he built Bunnamagoo. No grant of land on the west side of Campbells River was, however, made until 1829, when a former army officer, Watson Steel, received 1920 acres (770 hectares) with Peppers Creek as the northern boundary, Campbells River as the eastern limit and the reserve for the future Rockley village immediately to the west. Steel had been born in 1789 in an English manor-house at Rockley and named his 1920 acres after this Wiltshire estate.³

By the late 1840s, most of the land in the vicinity of Steel's Rockley Farm had been taken up: the best known estates included Thomas Arkell's Charlton, John Brown's Brownlea and William Bowman's Dunns Plains. Twenty-five of the settlers around Peppers Creek accordingly petitioned the government in August 1850 to activate the village reserve by surveying allotments and offering them for sale. The local people argued that:

there are a great number of mechanics and tradesmen who are desirous of locating in this neighbourhood, who are prevented from being able to procure land on which to erect suitable premises for carrying on their trades and occupations; the concentrating of useful mechanics and tradesmen on this spot would be a great benefit and convenience to the residents of the country around..... Should the land be thus submitted to public competition, there are many amongst us who would become purchasers of portions of it.⁴

The Colonial Secretary responded promptly and on 31 August 1850 Surveyor Nicholson was invited to tender for the job of surveying the village reserve and dividing it up into allotments. His tender was accepted on 21 October and Nicholson's village plan was approved by Governor Fitzroy on 4 June 1851. At that stage it was decided to call the village Rockley,

¹ W.A.Steel, 'History of Rockley, New South Wales', *Journal of Royal Australian Historical Society* [*JRAHS*], 15, 1929-30, 30-33

² Steel, 'History of Rockley', *JRAHS*, 15, 1929-30, 37-39

³ Steel, 'History of Rockley', *JRAHS*, 15, 1929-30, 32-33, 41-2, map after 42

⁴ Steel, 'History of Rockley', *JRAHS*, 15, 1929-30, 36-38

after Captain Steel's adjacent estate, although it might very well have been called Dunns Plains instead after the Bowman property on the west side of the reserve. On 22 July 1851, the village of Rockley was formally gazetted.⁵

At the same time the gold-rush to the central west began and prospectors were soon panning in the alluvial flats of Campbell River. The population of the Rockley district increased hugely from 1853 until 1860 with waves of impermanent gold-seekers. These people required facilities and services and the government acted quickly to turn the village of Rockley into reality.⁶

Rockley in 1853 was laid out in 44 sections, starting with section 1 in the north-east, where Peppers Creek changes direction from north-east to south-east. Section 2 lay to the east of section 1, between Phantom Street and the creek. The flour-mill was later built in the middle of section 2, on allotment 6. Section 2, with a direct creek frontage, was attractive to the buyers at the initial sale of allotments, held in Bathurst on 29 August 1853. It was the only section in which all allotments were immediately sold. In addition to the ten allotments in section 2, the only land sold on 29 August was in section 3 (immediately to the east), where four lots were bought, and in section 10 at the extreme north-west of the village, where three allotments were snapped up.⁷



Figure 3

Detail of the 1889 Town Map of Rockley. Rockley Mill stands on the northern side of lots 5 and 6.
Source: Department of Lands, Image No. 14891501

⁵ 'Rockley', anonymous typescript of Colonial Secretary's correspondence regarding the foundation of Rockley, 1850-1853, Royal Australian Historical Society [RAHS] MSS, Red M22

⁶ Steel, 'History of Rockley', *JRAHS*, 15, 1929-30, 39

⁷ Rockley village map, 1st edition, 1880, 2nd edition, 1933, Mitchell Library, Town Maps, Rockley

The surviving flour-mill, though not itself constructed until 1864, is in the oldest settled sector of Rockley. Initially, there was no named street between the properties and Peppers Creek, but the creek bank and the north edge of the allotments became more defined along a street known in the twentieth century as Budden Street after Arthur Budden, who ran a store in section 2, allotment 8, as discussed below.⁸

In August 1853 the ten allotments of section 2, each containing 2 roods (half an acre), were bought by only four people. The section had been laid out so that in the central part allotments 3 to 8 occupied a strip 100 feet (30 metres) wide all the way from the creek to Phantom Street, so that each had a 100-foot frontage to each street, although all used the future Budden Street as their primary access and the buildings initially constructed on these six allotments all faced north to Peppers Creek. At both the east and west ends of the section, where Budden Street met East and Hill Streets at right angles, the half-acre allotments had a different shape, each having a 200-foot frontage. At the west end lots 1 and 2 were back to back, lot 1 to the north adjoining Budden and Hill Streets, while lot 2 to the south adjoined Phantom and Hill: at the east end lots 9 and 10 were similarly back to back, lot 10 to the north adjoining Budden and East Streets, lot 9 Phantom and East.⁹

The initial purchases consolidated parcels of these allotments. The purchasers were in the main local landowners speculating on the value of urban land in the developing area. At the Hill Street end Richard Aldred bought a block consisting of lots 1, 2 and 3, giving him a rectangle of land with a frontage of 300 feet (90 metres) to both Budden and Phantom Streets: this is the site of the Club House Hotel. Aldred's neighbour to the east was James Pye of Bunnamagoo, who bought the three 100-foot strips which made up allotments 4, 5 and 6. This gave Pye a consolidated property identical in dimensions to Aldred's, also facing onto both Budden and Phantom Streets. The east end of Pye's consolidation is where the flour-mill was built in 1864.¹⁰

The two allotments to the east of the future mill had both been bought in 1853 by Owen Quin: lot 7 is now occupied by the modern cottage built for the Bank of New South Wales in the 1960s, while lot 8 housed the successive stores operated by Arthur Budden after 1858, converted to the Australian Joint Stock Bank in 1876. The final two allotments, adjoining East Street, were both bought in 1853 by Daniel Nightingale, and were later amalgamated with Budden's land: both the stables and the coach-house associated with Budden's store and the bank, which survive today, lie on the western side of Nightingale's original purchases, the coach-house on lot 9, the stables on lot 10.¹¹

Neither James Pye nor Owen Quin held on to their allotments in section 2 for long. In 1857 James Pye sold all three allotments 4, 5 and 6 to Morris Levey, one of the local innkeepers.¹² Levey retained the land for only seven months: he sold all three allotments to Joseph Carey Stanger on 14 June 1858, while about the same time Stanger bought the adjacent allotments 7 and 8.¹³ Now in 1858 Stanger owned the whole central portion of what became Budden Street, including the sites of the future flour mill, Budden's store and bank and on allotments 4 and 5 Steven's, later Gentle's, store. In the formative period of Rockley's development over the next twenty years Joseph Stanger and his son-in-law, Arthur Budden, were key players.

⁸ A.M. Roberson, *The Rockley Manner*, author, Rockley 1989, 212

⁹ Rockley village map

¹⁰ Rockley village map; RAHS MSS, Red M 22

¹¹ Rockley village map; Roberson, *Rockley Manner*, 212; RAHS MSS, Red M 22

¹² Land and Property Information [LPI], book 52 no 789

¹³ LPI, book 55 no 737; book 58 no 455

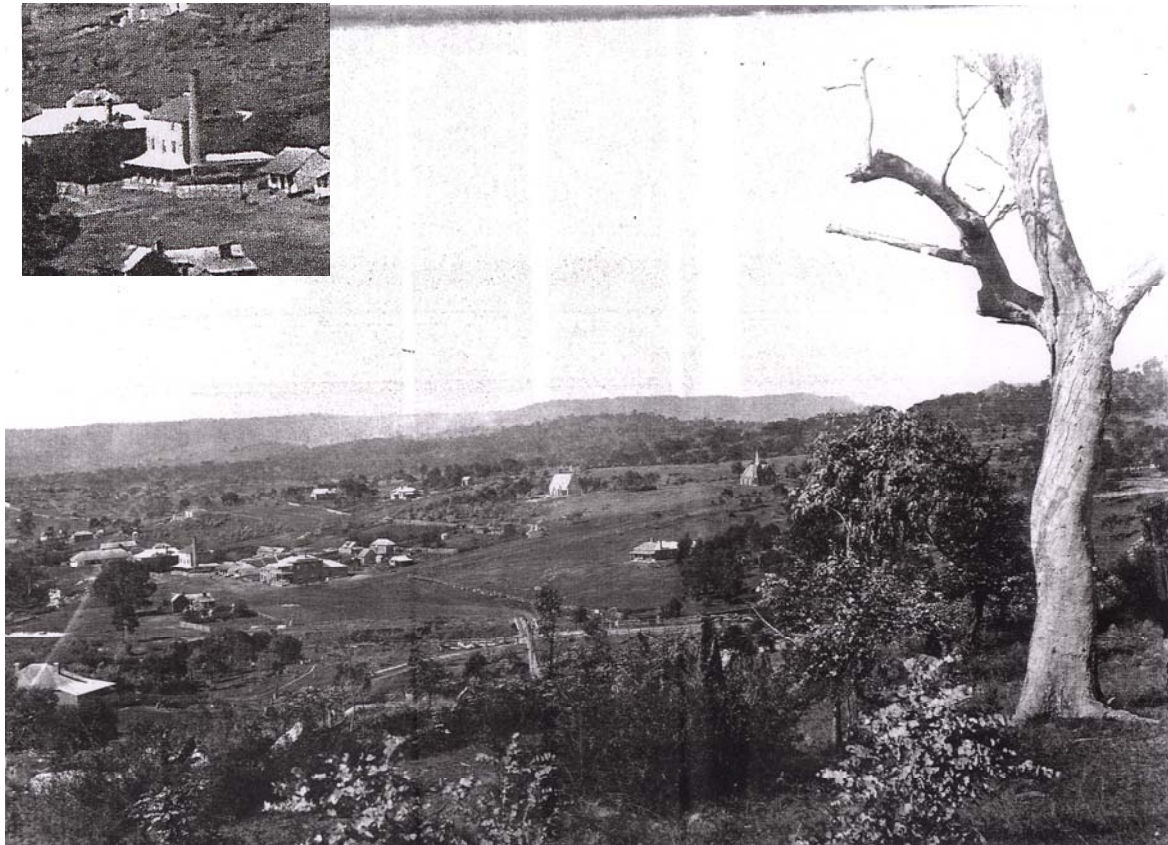


Figure 4

Rockley 1872. The section of the photo showing Rockley Mill has been enlarged.
Source: Holterman Collection ML Box 50, 78

3.2 The Stanger and Budden Families

The success of the village in the decade after the first land sales in 1853, the increase of settled farmer families and their tenants raising stock and growing crops for the increased population and the results of the Robertson Land Act of 1861 put pressure on the provision of more services in the village.

From 1858 until 1876 Joseph Carey Stanger owned a block of highly strategic land, comprising five adjacent allotments in what became Budden Street. His ability to develop this property was limited by his financial position and he had to borrow money: in 1858 he had a massive overdraft with the Bank of New South Wales, amounting to £1,804, which obliged him to give much of his extensive landed property, including the five Rockley allotments, as surety for mortgages.¹⁴

Stanger was a Londoner who was a blacksmith when he migrated to Australia in 1840, but he had considerable powers of adaptability and business acumen. His wife, Sophia, was the daughter of an English flour-miller and draper called George Pollard. After a short spell in Sydney, Joseph, Sophia and their five children moved to Bathurst in July 1841.¹⁵ The marvellously articulate letter which Sophia Stanger sent back to her mother in England describing the trip over the Blue Mountains in 1841 aroused interest in England, was copied and finally published anonymously in Bathurst in 1882, just after Sophia's death: it is familiar

¹⁴ LPI, book 58 no 455; book 59 no 824; book 82 no 75

¹⁵ D.J. Chamberlain, *Dawning of a Township: the People and Establishment of Bathurst before Municipalisation*, author, Bathurst 1997, 130

to modern Australian readers because George Mackaness included it in his edition of *Fourteen Journeys over the Blue Mountains of New South Wales*.¹⁶

Although Joseph Stanger had been brought up a Baptist and Sophia a Congregationalist, they found the strong Methodist group over the Mountains congenial and useful.¹⁷ Joseph was a practical businessman, who established his own business as wheelwright and blacksmith in Bathurst in 1842 and a tweed factory there in 1845. After severely damaging his left hand when his gun-barrel exploded while he was pigeon-shooting in 1847, he seems to have developed his abilities as a manager and established his own Commercial Stores in Bathurst in the early 1850s. He sold large and expensive items, such as prefabricated iron houses from Britain, and he was an early leader in selling all manner of galvanized products. In 1860 Joseph Stanger opened a new, large wholesale store in William Street, Bathurst, and expanded out of town with a new 'Accommodation Stores' at The Lagoon on Campbells River, halfway between Bathurst and Rockley, where he had recently invested in the five allotments.¹⁸

Arthur Budden, another member of the close-knit Methodist community in the central west, had emigrated to New South Wales as a 22-year-old bachelor, arriving in Sydney in 1855 and soon going out to Caloola, some fifteen kilometres north-west of Rockley. At Caloola Budden opened a slab-built general store but moved to the better prospects of Rockley. He did not, however, purchase any land in the north-east of the village: the land on which he built a simple wooden store (documented in an early photograph) was Joseph Stanger's allotment 8. In June 1859, Budden married Joseph's daughter, Sarah Hall Stanger, in Bathurst.

There seems clearly to have been some informal agreement between Budden and Joseph Stanger about the use of this land, which Stanger had acquired in 1858. The date given by local and family tradition to the building of the store is also 1858, but it was not until September 1863 that Stanger transferred allotment 8 to his son-in-law and then only on a ten-year lease, the first five years at a literal peppercorn rent, the latter five years at a realistic rent of £160 a year.¹⁹ Stanger retained in his own hands the other four adjacent allotments until in January 1876 he sold all five allotments to Budden.

What does all this mean? The lease of allotment 8 at a notional rent in 1863 is best explained as an incentive for Budden to build the fine two-storey brick store (later a bank) on that site to replace his initial less formal building built by grace and favour on Stanger's land.²⁰ But the store/bank would have then legally reverted to Joseph Stanger in 1873. No extension of the ten-year lease was registered and the sale documents were not completed until 1876. When Arthur Budden obtained possession in 1876 the price due to his father-in-law was £3,500: he promptly sold allotments 4, 5 and 6, including the mill, for £1,500, while retaining allotment 7 (the undeveloped area between the mill and the store) and allotment 8, where he had built the grand two-storey store.²¹

¹⁶ *A Journey from Sydney, over the Blue Mountains, to Bathurst, New South Wales*, Whalan printer, Bathurst 1882 (David Scott Mitchell's copy in Mitchell Library, State Library of New South Wales, DSM/042/P407); G. Mackaness ed., *Fourteen Journeys over the Blue Mountains of New South Wales, 1813-1841*, new ed. Dubbo 1978, part 3, 64-73

¹⁷ Information from Philippa Medcalf; obituary of Sophia Stanger, *Weekly Advocate*, 1881, 182

¹⁸ Chamberlain, *Dawning of a Township*, 130

¹⁹ LPI, book 85 no 212

²⁰ Roberson, *Rockley Manner*, 212-3

²¹ LPI, book 156 no 739; book 157 no 151

When was the flour mill built on allotment 6? The mill was certainly operating by 1866, when it was mentioned in Bailliere's *Gazetteer* and identified as 'Stanger's'.²² The *Town and Country Journal* of 1871 asserts that the mill had been built about nine years before, which implies around 1862.²³ There does not seem to be any documentary evidence for the date of 1864, which is universally repeated in the secondary literature from Steel onwards as the date of building. Because of the authority of Steel and his family knowledge, there is no reason why the 1864 date should not be accepted.

To build the three-storey, brick mill and equip it with machinery required considerable outlay of capital. Joseph Stanger had had frequent recourse to mortgage arrangements. After his initial large mortgage of most of his country holdings in 1858 for £1804, he again raised money in 1859 (£1500) and 1863 (£1500).²⁴ Since through out this period Stanger was developing his business interests in Bathurst and at The Lagoon, it is likely that the mortgages were strategic rather than desperate and that the £1,500 raised in 1863 might have been applied to the building of Rockley Mill. Stanger retrieved the property from the mortgagor in 1867, but immediately remortgaged the Rockley allotments and did not clear that indebtedness until January 1876, when he sold them all to Budden.²⁵ Although the flour business was normally referred to as Stanger's mill at the time,²⁶ it has become remembered locally as Budden and Stanger's. This reflects a close business relationship between Arthur and Joseph, which operated on trust and not on property transfers up to 1876.

During this period of family cooperation, Sarah Budden, Joseph Stanger's daughter, died, at the age of thirty-three in 1873, leaving five children. This was the year in which, as it happened, allotment 8 with the building in which Sarah had lived, technically reverted to Joseph after being at lease for ten years. Arthur Budden, however, consolidated his ties with the Stangers by marrying Sarah's sister, Emily, in 1874. Emily was twenty-six when she became the second Mrs Budden and, like her sister Sarah, Emily had five children with Arthur. So between 1862 and 1884 Arthur Budden fathered ten children who were all grandchildren of Joseph Stanger.²⁷

Stanger finally transferred ownership of the mill allotments (4,5 and 6) and the store allotments (7 and 8) to his son-in-law on 1 January 1876 for £3,500. On the same day, Budden transferred the mill allotments, 4, 5 and 6, to two local brothers, William Brownlow junior and John Brownlow, for £1500, specifically mentioning the 'flour mill, engine and machinery'.²⁸ So effectively Arthur Budden never owned the mill at all, except for a few hours on New Year's Day 1876. Since the Brownlow brothers are described as millers in the deed of transfer, it is likely that they had been operating the mill for some time previous to 1876.

The long association between the Budden and Stanger families rested not only on marriage and upon offspring but also on their common business interests and their non-conformist faith. Mrs Budden's brother, William Joseph Stanger, a prominent civil engineer, educated in England, served from 1864 until 1866 as the Circuit Steward for the Bathurst Methodist

²² R.P. Whitworth, *Bailliere's New South Wales Gazetteer and Road Guide*, Bailliere, Sydney 1866, 479

²³ *Australian Town and Country Journal*, 22 July 1871, 107

²⁴ LPI, book 58 no 455; book 59 no 824; book 82 no 212

²⁵ LPI, book 156 no 739

²⁶ Whitworth, *Bailliere's New South Wales Gazetteer and Road Guide*, 479; *Australian Town and Country Journal*, 22 July 1871, 107

²⁷ Roberson, *Rockley Manner*, 213-4

²⁸ LPI, book 156 no 739; book 157 no 151

Circuit, which included Rockley.²⁹ Arthur Budden himself was the natural spokesperson for the Rockley congregation in 1869 when it was seeking a resident minister and through the 1870s and early 1880s Budden had a close connection with the church, supplying the Rockley church with all its temporal needs while balancing his invoices in the 1880s with generous special subscriptions to church funds.³⁰ Budden's father-in-law, Joseph Stanger, was thanked in 1882 for the forty years in which he had 'been honourably and closely identified with the Wesleyan Church in various offices... [including] General Secretary to our Sunday-schools [in Bathurst]'.³¹ When his wife Sophia died in the previous year, she had been warmly remembered in an obituary in the Methodist *Weekly Advocate*:

Her spirit was gentle, amiable, and unselfish, an example of cheerful godliness, a loving wife, a tender parent, and a firm friend. As long as health permitted she gladly engaged in various departments of Christian work for the welfare of the Church of Christ, and not until physical infirmities hindered did she desist from those labours in which she so much delighted.³²

Clearly Sophia and Joseph would have taken pleasure in their many grandchildren and in helping Arthur Budden and his successive wives to establish themselves as prosperous businessfolk and very prominent citizens of Rockley, where the street containing the flour-mill was not called Mill Street but Budden Street.



Figure 5

Rockley c.1880s. Budden Street and Rockley mill is on the right of this photo.
Source: Department of Mineral Resources Bathurst 1027

²⁹ Uniting Church Records, Methodist Church Papers deposited in Mitchell Library, Minute Book of Bathurst Quarterly Meeting, 1836-1872, Box 37/293; Roberson, *Rockley Manner*, 146

³⁰ Uniting Church Records, Rockley Circuit Steward's Account Book, 1872-1883, Box 55/468

³¹ *Weekly Advocate*, 1882, 60

³² *Weekly Advocate*, 1881, 182

There are some obscurities about the precise way in which Arthur Budden built up his business, but the dynastic background to the building of the store and the flour-mill at Rockley is clearly the essential element.

3.3 Rockley Flour-Mill, 1862 to c. 1900

The market for grinding grain into flour at Rockley would have recommended itself to Joseph Carey Stanger and his son-in-law Arthur Budden as an extension to their business activities in 1864. The mill is likely to have been seen as catering largely for the local Rockley district. The road to Bathurst was described in 1866 as a decayed transport route:

which has been allowed to get much out of repair in consequence of the difficulty in obtaining the sum annually granted for repairs, neither the grants for the last two years [i.e. since 1864] have been had, and the road is rapidly being destroyed from want of proper outlay.³³

Rockley by this time had a well established public school, opened in 1860, two churches (Wesleyan Methodist and Presbyterian), three hotels, another store in addition to Budden's, a resident doctor, a resident police magistrate, a junior gold commissioner and a police barracks.³⁴

The three-storey mill, built in brick facing Peppers Creek, was powered with a horizontal piston engine with a four-metre flywheel (both of which survive and have been reinstated at the mill in their original position within the west end of the main building). Although no local newspapers survive for the period around 1864 and no account has been found in the national press, detailed information about the machinery is happily preserved in a schedule to a deed of sale in 1882.³⁵ The steam boiler was housed outside the west wall of the mill in a skillion shed, and the 65-foot (21-metre) brick chimney was built just to the north of the boiler. The present boiler lying outside without shelter, retrieved in 1994,³⁶ may or may not be the original one. The chimney was carefully dismantled in 1926 when it was deemed to be unsafe.³⁷

The 1882 inventory reveals that the steam engine powered two pairs of millstones on the middle storey: contemporary descriptions merely call it a 'large steam flour mill'.³⁸ There are three out of the original four millstones very visibly outside the mill today, leaning casually against the verandah. The pair of French burr millstones, taken from the mill in 1920 to grind marble at a local quarry on the road to Newbridge but retrieved in 1976 and now standing outside the mill, is very likely to have ground flour in the nineteenth-century mill.³⁹

They are characteristic of the high-quality segmented grinding stones manufactured in the quarries of La Ferté-sous-Jouarre in northern France from the late middle ages into the twentieth century. Although whole monolithic stones were cut at La Ferté, the norm was for the stone, called burr, to be extracted in smaller pieces, eight to fifty of which were made into a circular stone and bound with iron bands like a wooden carriage wheel. These prized stones were exported widely in the nineteenth century and are found in Australia from the 1840s

³³ Whitworth, *Bailliere's New South Wales Gazetteer*, 479

³⁴ Whitworth, *Bailliere's New South Wales Gazetteer*, 479; Steel, 'History of Rockley', *JRAHS*, 15, 1929-30, 40

³⁵ LPI, book 253 no 6

³⁶ Letter of July 1994 preserved in the Rockley Mill Museum display

³⁷ Roberson, *Rockley Manner*, 60

³⁸ LPI, book 253 no 6; Whitworth, *Bailliere's New South Wales Gazetteer*, 479

³⁹ Anon., 'Rockley Flour Mill', typescript in Bathurst and District Historical Society Archives, PAM 1

onwards.⁴⁰ An advertisement, for example, in the *Maitland Mercury* in 1856, offered for sale from the Sydney docks the full equipment for a steam flour-mill, including a 12-horse-power engine and ‘two pairs of 9 feet French burr stones, with patent dressing engine, and smut machine of the newest and most approved construction’.⁴¹ The pair surviving at Rockley, 122 centimetres, some four foot, in diameter are good examples: though they are much smaller than the ones advertised in 1856, the four-foot size was a common standard. The lower stone, called the bedstone, was made from ten pieces of burr held together by plaster of Paris in a classic arrangement: the stone was bored in the centre with a round hole through which the vertical spindle passed to be attached to the upper stone, the runner. This runner had a flat piece of iron called a rynd secured across its central hole and the head of the spindle was securely fastened to this rynd, so that the upper stone could be held up to rotate just free of the bedstone but close enough to make contact with the ears of grain: this gap was a critical factor in the success of the grinding. The runner stone which survives at Rockley clearly shows the two sockets for the rynd on its underside, which was cut in grooves, as the bedstone was, to control the flow of the flour to the perimeter of the stones.⁴² Both stones measure 122 centimetres in diameter and are almost certainly an original pair.

The third millstone brought back to Rockley in 1976 and still leaning against the verandah, has no partner, but is of interest because of the maker’s name on an inserted iron balance-weight. These weights, small iron plates, were extensively used to correct deficiencies in the millstone’s stability. The maker is Corcoran, Witt and Co. of Mark Lane in London, a well-known exporter of milling equipment in the mid-nineteenth century. This balancing device was state of the art in the 1860s, since it had been invented only about 1860 by Clarke and Dunham, another firm in Mark Lane.⁴³ An identical balance-weight made by Corcoran, Witt and Co. has been found at a mill in Cape Province in South Africa, which was founded in 1840 and was still operating when Rockley opened in 1864.⁴⁴ Probably the South African example had been imported there in the 1860s at the same time as Rockley received its balanced stone. The two pairs of stones in Rockley Mill were easily accommodated within the mill and doubled the potential grinding capacity of the mill and the potential return to the owners. Good examples of a single line-shaft operating two pairs of stones at this period have been comprehensively documented in South Africa.⁴⁵

The boiler to generate steam was housed in a skillion shed on the west side of the mill, just behind the chimney, in the position where the boiler (which may not be the original) was reinstated in the open air in 1994. The steam operated the engine (which is original): this was, as now, in a chamber at the west end of the ground floor of the mill. As the piston engine moved rhythmically, a crank converted the motion to a rotating action turning a wheel, which took the power along a main shaft to a gear system which in turn rotated a vertical spindle connected to the upper of the pair of millstones housed on the first storey, where the roller machinery is now placed. The system could accommodate more than one pair of stones: a

⁴⁰ O. Ward, *French Mill Stones: Notes on the Millstone Industry at La Ferté-sous-Jouarre*, International Molinological Society, The Hague 1993, passim

⁴¹ *Maitland Mercury*, 22 March 1856

⁴² Ward, *French Mill Stones*, passim

⁴³ W Fairbairn, *Treatise on Mills and Millwork*, part 1, Longman, London 1861, 169

⁴⁴ J. Walton, *Water-Mills, Windmills and Horse-mills of South Africa*, Struik, Cape Town and Johannesburg 1974, 70, 88

⁴⁵ Walton, *Water-Mills, Windmills and Horse-Mills*, 78-9

Portuguese mill of the 1880s still in working order runs six vertical spindles off a single main shaft, operating six pairs of grinding stones.⁴⁶



Figure 6

Rockley Mill 1872

Source: Holterman Collection ML Box 50, 78

The other contents of the mill in 1882 were: a silk flour dressing machine, a smutting machine for cleaning the flour, grain elevators and a bolter to separate the chaff from the grain, along with small equipment such as shovels and a pulley block, while outside on the verandah there was an Avery 10-hundredweight scales and inside on the ground floor a balance scales and a grindstone. On the back verandah there were numerous tools to service the equipment, such as a full set of both a blacksmith's and a carpenter's tools.⁴⁷

Rockley Mill was known as Stanger's mill and described as such in print both in 1866 and in 1871, when it was said to form 'the principal object of note in the village'.⁴⁸ As discussed above, there is no doubt that the Stanger in question was the patriarch Joseph, who owned the property until 1876. Some confusion has arisen since the bricks for the mill were allegedly made on the country property called Cleveland, which was owned by a grazier son of J.C. Stanger called Ebenezer. Ebenezer Stanger was a man of twenty-two in 1864, when the mill

⁴⁶ R.I. Jack, 'Water-power in Portugal: the Town of Tomar and its Industrial Area', *Australian Journal of Historical Archaeology*, 7, 1989, 55-7. The Tomar mill is powered by water not steam, but this has no effect on the internal working arrangements.

⁴⁷ LPI, book 253 no 6

⁴⁸ Whitworth, *Bailliere's New South Wales Gazetteer*, 479; *Australian Town and Country Journal*, 22 July 1871, 107

was being constructed, and was the only member of the Stanger family to live near Rockley and to subscribe to the Rockley Methodist congregation.⁴⁹ In 1864 he was, however, just beginning his independent career. In December 1864 his mother, Sophia Stanger, wrote home to her mother in England, saying among much family gossip that:

Eben [i.e.Ebenezer] is quite a farmer and thinking of taking a larger place and getting sheep... His crops bid fair to be good and on them he looks for money to purchase his sheep. I do hope sincerely he will prosper, he is so industrious and persevering and so contented to put up with many would think great hardships.⁵⁰

It is plausible but by no means certain that Joseph Stanger would have turned to his son for assistance in manufacturing the bricks from the good Campbells River clay on his Cleveland property. Some of the bricks in the mill walls today can be seen to be impressed with a large S, which certainly stands for Stanger, most probably for Joseph but just possibly for Ebenezer.

There is some information about the operation of Rockley Mill. In 1867 two men appear in the *Post Office Directory* described as 'millers' at Rockley. One was Thomas Godding, resident at Brownlea, a property on the Lachlan road to the west of Rockley; the other was George Stiff, with no address given.⁵¹ There is little doubt that these men were employed at the flour-mill. Although Joseph Stanger's father-in-law in England had been a flour-miller, there is no likelihood that by 1864 either Joseph or his son-in-law Arthur Budden would be actively doing the work at the mill, although both in different ways would have been careful supervisors of its economic operations.

Godding and Stiff continued in Rockley into the 1870s. Both men appear in Greville's directory for 1872, described as millers: neither has an address, so it is probable that at least Stiff was accommodated in the outbuilding to the rear of the mill which was already there when Merlin took his photographs in 1872.⁵² The upper storey is likely to have been used for workers' housing, particularly since a stone chimney is clearly shown at the east end in an 1880s photograph reproduced at figure 7.⁵³ This section of the outbuilding is no longer in existence.

Godding and Stiff were working under the direction of Arthur Budden, for in 1872 it was Budden and not his father-in-law who was advertising that:

Having completed repairs and got the mill into first rate order I am now prepared to receive grists and to purchase wheat of good quality at market rates.⁵⁴

⁴⁹ Roberson, *Rockley Manner*, 146; Uniting Church Records, Rockley Circuit Steward's Account Book, 1872-1883, Box 55/468

⁵⁰ Sophia Stanger to her mother, 21 December 1864, unpublished letter in family possession, made available by Philippa Medcalf

⁵¹ *The Official Post Office Directory of New South Wales (Bailliere's)*, Bailliere, Sydney 1867, 285-6

⁵² *Greville's Official Post Office Directory of New South Wales*, Greville, Sydney 1872, 442-3; Mitchell Library, Holtermann collection, 50/75, 76, 78

⁵³ Department of Mineral Resources, Bathurst 1028.

⁵⁴ *Bathurst Free Press and Mining Journal*, 17 February 1872

Although Stiff does not reappear in the country directories after 1872, Godding, in the guise of Godden, remained, first as a miner at Back Creek to the north of Rockley in the mid 1870s and then as miller again at Rockley Mill in 1886-7.⁵⁵

But before Godden returned to Rockley Mill, much had changed. In 1876 Arthur Budden sold the block of allotments 4, 5 and 6, with the mill on allotment 6, to two members of a prominent local landowning family at Briar Park. These were William Brownlow junior and John Brownlow, who were already millers and almost certainly tenants of Rockley Mill in 1875.⁵⁶ In September 1876 the partnership between the two Brownlow brothers was dissolved and John remained as sole owner.⁵⁷ John Brownlow continued to run the mill until 1882, when he sold it, together with the adjacent allotment 4 and 5, to an innkeeper, John Costello, for £1775. The mill was clearly still functioning for there is an informative inventory of its contents, floor by floor, attached as a schedule to the deed of sale.⁵⁸ The contents of the inventory have been analysed above.



Figure 7

Rockley Mill (Undated) assumed to be 1880s
Source: Department of Mineral Resources, Bathurst 1028

At sometime between John Brownlow's acquisition of the mill in 1876 and its sale to Costello in 1882, the three allotments, 4, 5 and 6, were divided in half. William Brownlow senior, John's father, bought the southern half of all three allotments, the one rood facing onto Phantom Street, for £850. From the 1880s onwards therefore the mill property occupied only the northern half of the original three allotments.

⁵⁵ *Greville's Official Post Office Directory and Gazetteer of New South Wales ... 1875 to 1877*, Greville, Sydney no date, 635; H. Wise, *The New South Wales Post Office Directory for 1886-7*

⁵⁶ LPI, book 157 no 151

⁵⁷ LPI, book 163 no 63

⁵⁸ LPOI, book 253 no 6

In this period the economic pressures on a local mill like Rockley were increasing. The road to Bathurst had been much improved since 1866 and the basic transport was now a daily coach to the railway station at Georges Plains south of Bathurst, supplemented by another coach running twice a week direct to Bathurst.⁵⁹ The improved transport system to the major centres of the central west and to the coast probably had a deleterious effect on small local flour-mills, since it was easier in the 1880s to carry grain or flour to or from Bathurst than it had been twenty years before. This had the potential of reducing the profitability of the local grist market. It is noticeable in Sands' *Country Directories* in the 1880s, the first time that there is a trades section listing flour mills, that there are up to five mills in Bathurst but no entry for Rockley at all.

Rockley Mill, however, still had a significant role to play in the immediate area and the village continued to consolidate around it. The Bathurst directory of 1886 includes the flour-mill, along with three stores, three hotels and the bank at Rockley.⁶⁰ By 1888 the *Australian Handbook* described Rockley as a 'small picturesque postal township', now with four churches and a convent, a branch of the Joint Stock Bank in Budden's former store beside the mill and four stores, though only two hotels, as well as the flour-mill.⁶¹

The mill seems to have been succeeding modestly in the local scene, as Budden and Stanger had always anticipated. The only late-nineteenth century photograph (figure 7) which shows the mill actively in use, with two men on the front verandah behind ten sacks of flour, is unfortunately undated but the topographical details are consistent with an 1880s date.⁶² Thomas Godden, the experienced miller, returned after Brownlow sold to Costello in 1882, and was joined by Christopher Armstrong in running the operation in 1886-7. When Godden left in 1888 Armstrong was joined by his relative William Armstrong. The two Armstrongs continued to run the mill until 1895.⁶³ There was then a short hiatus until Henry H. Hackney, a tenant of the Steels at Rockley Farm, took over the management of the mill and early in 1896 advertised in the Bathurst paper that he wished:

to inform his many friends and the public generally that having secured the services of a first class miller he intends starting the Rockley Flour Mill on Monday 9 March when he hopes by giving a Good Article and attending to the wants of his customers generally to make a good business.⁶⁴

Although there is no deed of transfer, Hackney in fact purchased the mill property probably in 1895 and certainly before 1901.⁶⁵ Hackney owned all three abbreviated allotments 4, 5 and 6 along Budden Street and is described as a miller (i.e. a mill proprietor) in Wise's directories in the first decade of the twentieth century. He continued to employ professional millers and the last seems to have been a Mr Blane.⁶⁶ The mill finally closed its doors around the time of World War I, but Hackney did not sell the property until 1920.⁶⁷

⁵⁹ *Australian Handbook for 1888*, Gordon and Gotch, Sydney 1888, 227

⁶⁰ A. Middleton and F.B. Maning, *Bathurst and Western District Directory and Tourist's Guide and Gazetteer, 1886-7*, Virtue, Bathurst 1886, 5

⁶¹ *Australian Handbook for 1888*, 327

⁶² Department of Mineral Resources, photograph, Bathurst 1028.

⁶³ Wise, *The New South Wales Post Office Directory for 1886-7; for 1889-90; for 1892-3; for 1894-5*

⁶⁴ *Bathurst Free Press and Mining Journal*, 28 February 1896; Hackney is to be identified with Henry Hockey who rented land on Rockley Farm from 1870 until 1899 (Anon., 'Rockley Flour Mill', Bathurst & DHS Archives, PAM 1)

⁶⁵ LPI book 691 no 7

⁶⁶ Roberson, *Rockley Manner*, 60; Wise, *New South Wales Post Office Commercial Directory for 1896-7; for 1898-9; for 1900; for 1903; for 1908*

⁶⁷ LPI, book 1200 no 525

3.4 The Mill Building in the Twentieth Century

In 1920 W.H. Stevens purchased the disused mill on half-allotment 6, along with the adjacent half-allotments 4 and 5 on which he erected retail premises next door to the mill. He used the old mill as a storage warehouse and disposed of the machinery to make more space. The steam engine was purchased by Normie Chatfield and taken away to operate a stamp battery at a gold-mine on Sewells Creek to the east of Rockley. This is the engine which was recovered and reinstalled in the mill in 1976. The heavy grinding-stones up on the first storey were removed and taken to a marble quarry on the Newbridge road: three of them were recovered in 1976.⁶⁸

Stevens was still the owner of the mill in 1926 when he adjudged the 21-metre high chimney to be a hazard to his store and had it carefully demolished, brick by brick, by Joe Churchill of Bathurst and Arthur Cole. The bricks were to be kept intact for reuse. This was achieved by putting a load of sand inside the chimney and erecting a scaffolding said to be made of sulky springs, so that starting from the top of the chimney, bricks were thrown down one by one into the sand and then stacked outside. The job took fourteen days, according to Mr Churchill himself. Some of the bricks were used to build an extension to Northholme on the outskirts of Rockley.⁶⁹

An excellent photograph taken by the Cardew family in 1927 (figure 8) shows the mill immediately after the removal of the chimney.⁷⁰ At some time in the 1880s an additional skillion shed had been attached to the eastern side of the building; now after 1926 another shed was created on the western end where the chimney had been. The entry to the rear of the mill allotment had always been at the west end, because the eastern skillion left no space between the mill and the undeveloped allotment 7. This arrangement remained in the Stevens period, because Stevens, like all previous owners, held the whole block of allotments 4, 5 and 6. The entry to the mill yard was actually within allotment 5, but this was of no account until the nexus of joint ownership was finally broken in the 1970s. By the 1920s, the old stables and coachhouse at the rear with its brick chimney had been removed from the eastern end of the yard and now occupied the western end in its present position.

⁶⁸ Anon., 'Rockley Flour Mill', Bathurst & DHS Archives, PAM 1

⁶⁹ Anon., 'Rockley Flour Mill', Bathurst & DHS Archives, PAM 1

⁷⁰ Mitchell Library, PX B136/27; PX B27/3; XVIB/Rock/1



Figure 8

Rockley Mill 1927

Source: Cardew Family Collection ML PX B136 27

Rooms in the mill were made available in the late 1920s for youth activities. George Gunner, the local plumber, took charge of classes for local boys in gymnastics and boxing. This highly successful form of youth club was nipped in the bud because of religious bigotry. The Catholic priest was concerned that good Catholic boys were boxing with Anglican lads and protested so vehemently that Mr Gunner was obliged to end the enterprise around 1930.⁷¹

During the 1930s the old grinding floor on the first storey of the mill became the headquarters of the local branch of ToCH. Founded to preserve the spirit of World War I camaraderie, ToCH took its name from soldiers' slang for a trench mortar, known as a 'toc emma'. It was claimed boldly in 1933 that Rockley mill 'was the only place in the State which resembled the old house [Talbot House] in Poperinghe [Belgium] where ToCH was first established'.⁷² W.H. Stevens, the owner of the mill, was the chairman of ToCH in the early 1930s which explains the availability of the premises. At the ANZAC day meeting in 1933 Stevens' daughter sang and a survivor of Gallipoli, E. Edgar, paid tribute 'to the Elder Brethren'.⁷³ Edgar also painted the surviving decorations, both landscapes and inscriptions, which are a striking feature of the east wall of the first-storey hall.⁷⁴

After World War II the store on allotment 5 passed from Stevens to his son-in-law, Arthur Gentle, who continued to use the old mill building as a store for heavy goods, such as chaff

⁷¹ Information from Deirdre Robertson, daughter of George Gunner, 4 April 2006

⁷² Unidentified newspaper cutting of 1933 in Rockley Mill Museum

⁷³ Another unidentified newspaper cutting of April 1933 in Rockley Mill Museum

⁷⁴ Anon., 'Rockley Flour Mill', Bathurst & DHS Archives, PAM 1

and salt. Jack Golsby, who still lives in Rockley, recalls delivering chaff to the mill by horse and dray in the early 1940s and Paul Nightingale, who grew up in Rockley, says that the building was still being used as an adjunct to Gentle's store in the early 1970s.⁷⁵

Just as W.H. Stevens had made the first floor of the mill available to ToCH in the 1930s, so Arthur Gentle allowed the community to use the top floor for bingo nights in the late 1940s and early 1950s.⁷⁶ In the 1960s the same top floor was used as a clubroom by the local Boy Scouts: Paul Nightingale remembers the Scout meetings there in 1961. But scouting was not a sustained activity among the youth of Rockley and this use seems to have been short-lived.⁷⁷

Although the mill building seems to have been relatively neglected in the 1960s and early 1970s, it remained Rockley's iconic building: as in 1871, the mill was 'the principal object of note in the village'.⁷⁸ So when in 1976 it was decided to celebrate the 125th anniversary of the gazettal of Rockley in 1851, the memorial plaque for the village was attached to the front wall of the mill and unveiled by the governor on 20 March. In preparation for all this, the Rockley Progress Association, with support from the Abercrombie Shire Council, had been restoring the mill with a view to opening it as a museum for the district. A display of early photographs was mounted in the mill, which was open to the public, and the guests included Phillip Budden, a grandson of Arthur Budden. The Association had also been active in arranging for the recovery of the millstones from the quarry and the steam engine and its flywheel which were still at the Sewell Creek gold battery where they had been taken after Stevens had bought the mill in 1920: apparently the engine was already back in the mill and the millstones were leaning casually against its verandah wall when the governor officiated in March 1976.⁷⁹

Soon after 1976, the Rockley Mill Museum was opened to the public. Gillespie's Flour Mill at Gilgandra was sympathetic to the project and donated a set of its roller equipment, consisting of rollers, a large dust collector and a purifier all manufactured by Simon of Manchester, a flour sifter made by Robinson in Rochdale, and a wooden bran packer patented in New York in 1899. There is no evidence that Rockley Mill ever used roller technology. Although Tremain's Victoria Mill in Bathurst and the Britannia Mill there both converted to roller equipment in the 1890s, there was no such investment at Rockley under Hackney.⁸⁰ Instead Rockley remained with old-fashioned grinding stones to the end. As a result, the rolling equipment installed on the grinding floor of the old mill continues to puzzle and mislead visitors.

Evans Shire was created in 1977 by the amalgamation of much of Abercrombie Shire with most of Turon Shire to the north.⁸¹ The new shire inherited the interest of Abercrombie Shire in the mill museum at Rockley and acquired the property soon afterwards. With the disappearance of Evans Shire into the new Bathurst Regional Council in 2005, ownership of the mill passed to the new authority, while a local committee continues to care for the museum exhibits.

⁷⁵ Information from Jack Golsby of Rockley to Ian Jack, 26 April 2006; information from Paul Nightingale of Bligh Park to Ian Jack, 26 April 2006

⁷⁶ Information from Jack Golsby of Rockley to Ian Jack, 26 April 2006

⁷⁷ Anon., 'Rockley Flour Mill', Bathurst & DHS Archives, PAM 1; Roberson, *Rockley Manner*, 61; information from Paul Nightingale of Bligh Park to Ian Jack, 26 April 2006

⁷⁸ *Australian Town and Country Journal*, 22 July 1871, 107

⁷⁹ *Western Advocate*, 13 February 1976, 3; *Western Magazine*, week ending 19 March 1976, xi; *Western Advocate*, 20 March 1976, 3; *Western Advocate* 22 March 1976, 1, 9

⁸⁰ *Tremains of Bathurst*, Bathurst 1974, 7

⁸¹ D.B. Lambley, *A Key to the Historical Geography of Local Government Areas in New South Wales*, Geographical Society of NSW and Department of Local Government, Sydney 1989, 111

3.5 Chronology

1818-24	First land grants in area around present village of Rockley
1833	Reservation of an area of land for a village
1851	Rockley gazetted as a village
1853	Sale of land facing Pepper's Creek including site of Rockley Mill to James Pye
1858	Arthur Budden builds his first store in Rockley
1859	Arthur Budden married Sarah Stanger
1864	Construction of Rockely Mill
c.1867	Thomas Godding (aka Godden) and George Stiff known to be living in Rockley and described as millers.
1873	Sarah Budden (nee Stanger) died
1874	Arthur Budden married Emily Ann Stanger
1876	Arthur Buddn sold mill to William Brownlow Junior and John Brownlow of Briar Park. John Brownlow became sole owner in September
1876-1882	Southern half of allotments 4-6 sold to William Brownlow Senior
1882	John Brownlow sold mill to John Costello, innkeeper
c.1887	Thomas Godden finishes as miller Christopher Armstrong begins tenure as miller
1888	William Armstrong joins as miller
1892	Arthur Budden left Rockley
1896	Henry J Hackney took over as manager of the mill. Mr Blane thought to be miller
1900	Mill closed
1907	Mill purchased by W H Stevens (who owned shop next door) and used for storage. Steam engine taken to Sewell's Creek gold mine Millstones taken to a marble quarry on Newbridge Road
1920	Henry Hackney sold mill to W.H. Stevens. Stevens disposed of machinery and used mill for storage.
1926	Chimney demolished
1920s	Rooms in mill used for youth activities
1930s	Mill used as headquarters for Rockley branch of the ToCH society
1940s -50s	Top floor of mill used for bingo nights
1960s	Top floor of mill used for boy scouts
1976	Millstones and millwheel restored to Rockley Mill site
c.1977	Mill opened to the public as a museum

- | | |
|------|--|
| 1990 | Conservation work including new drainage at rear, removal of corrugated iron skillions, new front stair, reconstruction of windows in east wall. |
| 1994 | Boiler restored to Rockley Mill site |

4 PHYSICAL EVIDENCE

4.1 Site Description

Rockley Mill is located on the south side of Budden Street Rockley facing north to Peppers Creek. The mill is located on the north side of the site. To the rear is a skillion roofed shelter. Towards the south boundary of the site is the former coach house and stables. Beyond the coach house and stables are footings of a former outbuilding. The former coach house and stables and the entry drive cross the western boundary of the site, encroaching on Lot 2 DP 587037.

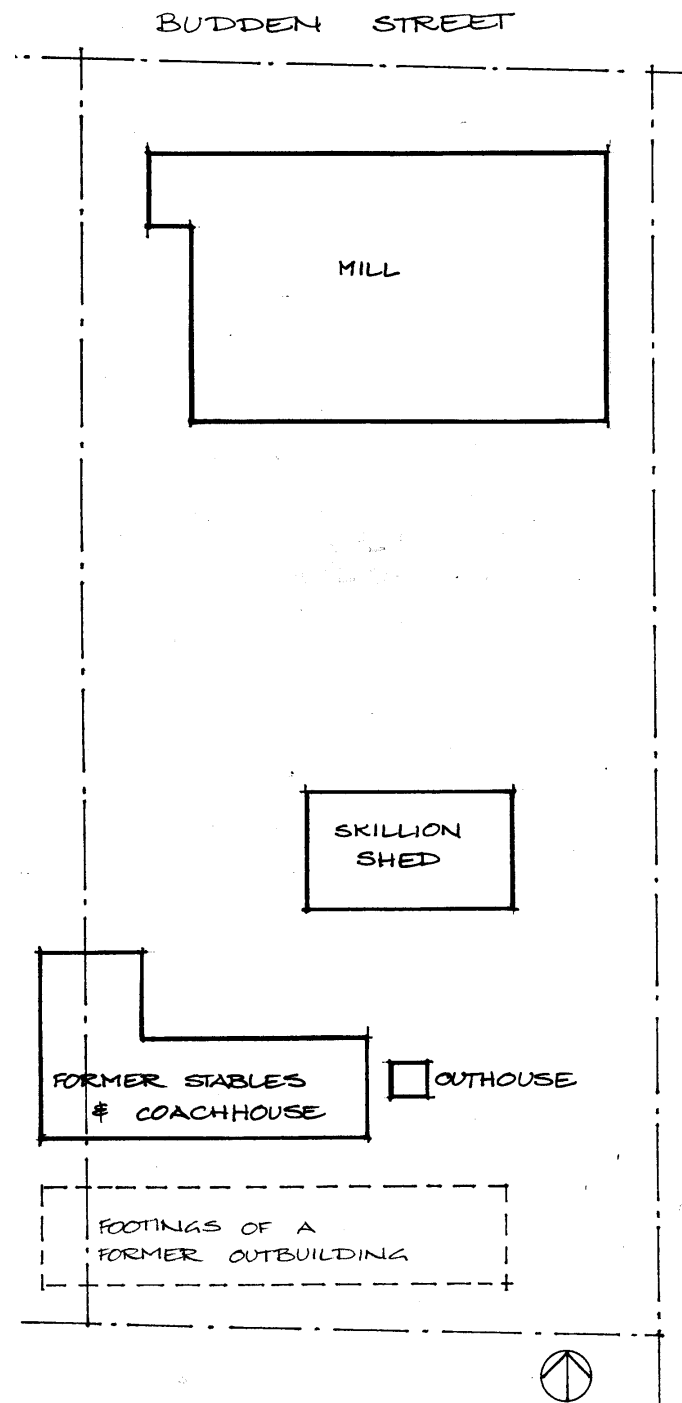


Figure 9

Site plan of Rockley Mill

4.2 Rockley Mill

Rockley Mill is a three storey building constructed of solid brickwork with timber framed floors, roofing and verandahs. The building has a simple Victorian Georgian form with a symmetrical front of three bays with a broken back roof to the verandah. The roof is hipped and is sheeted in corrugated steel. The building has a simple rectangular footprint with a verandah on the north side. A single storey addition on the east side is designed to appear as an infill of the verandah roof. While not original to the building it appears to be a very early addition. A skillion on the west side that once housed the boiler for the mill has been removed. There is evidence of a verandah on the rear of the building.

The building has a simple plan with the main part of the building having a large room on each floor. On the ground and first floor, a machine room is located at the west end. The third floor has a loft accessed by a simple timber ladder. The eastern single storey addition has two rooms lined with plaster and with the laths remaining of a lathe and plaster ceiling.

Plans included below as Figures 10-12 show the layout of the building.

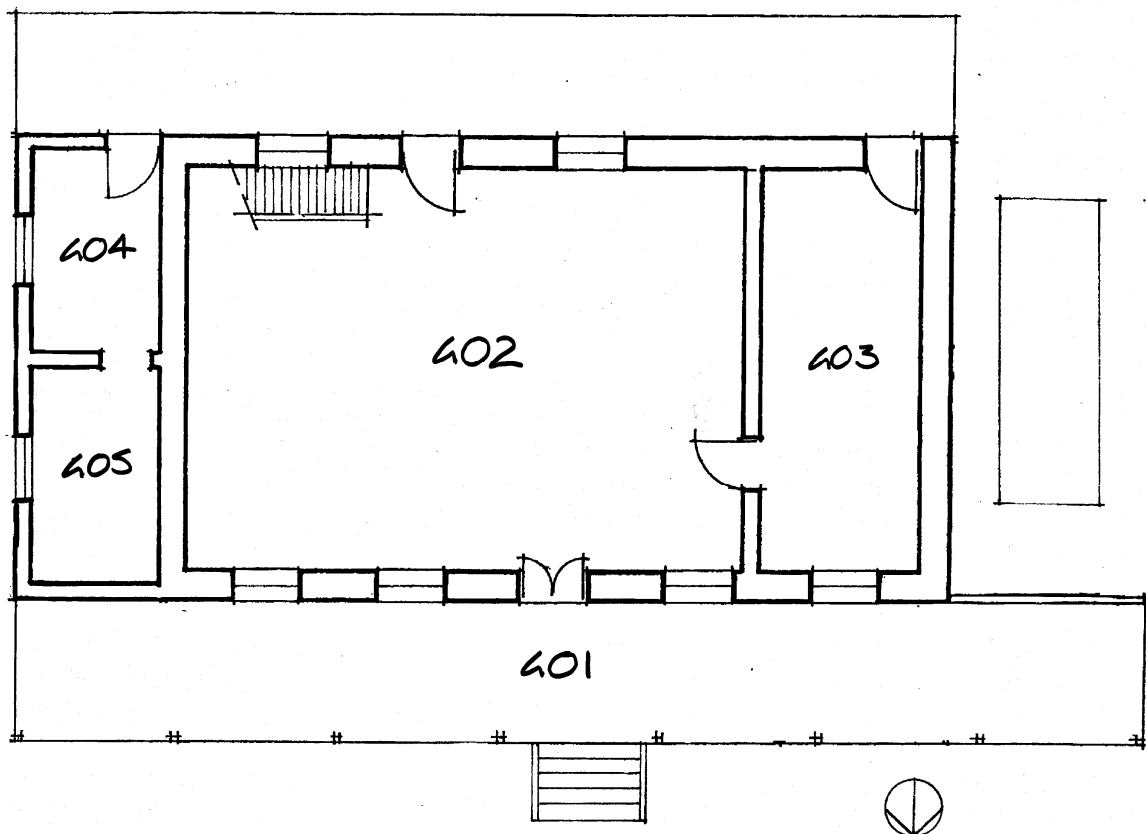


Figure 10

Ground floor plan of Rockley Mill (not to scale)
Based on drawing by Brian Costello

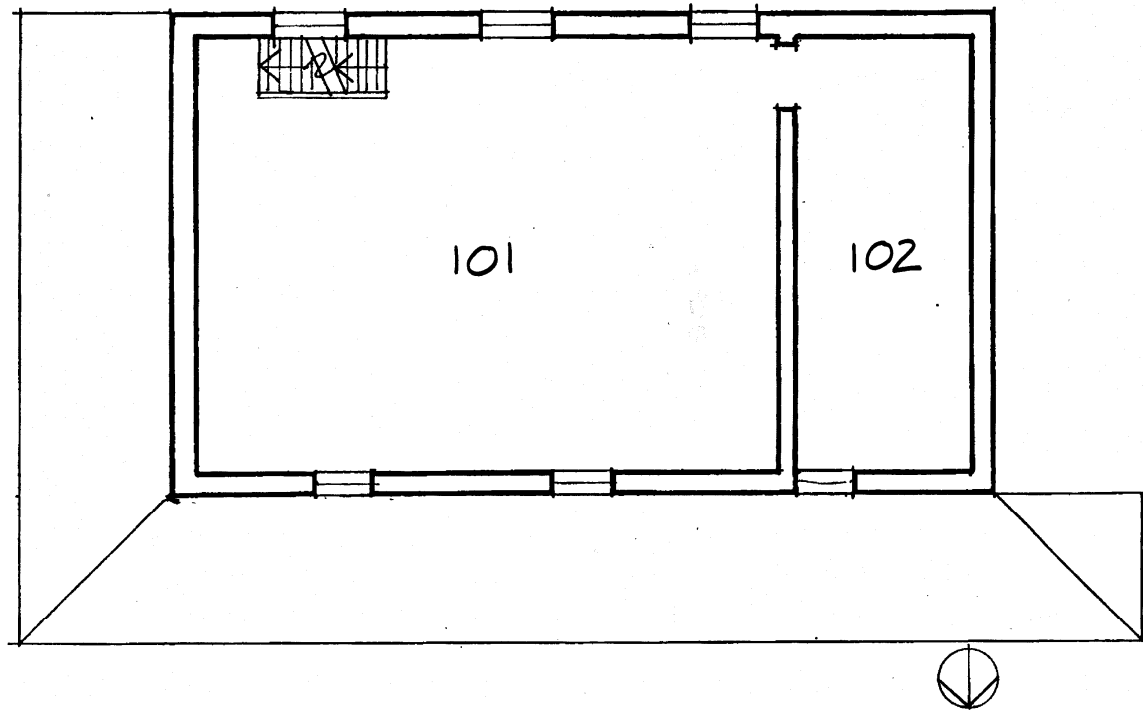


Figure 11

First floor plan of Rockley Mill (not to scale)
Based on drawing by Brian Costello

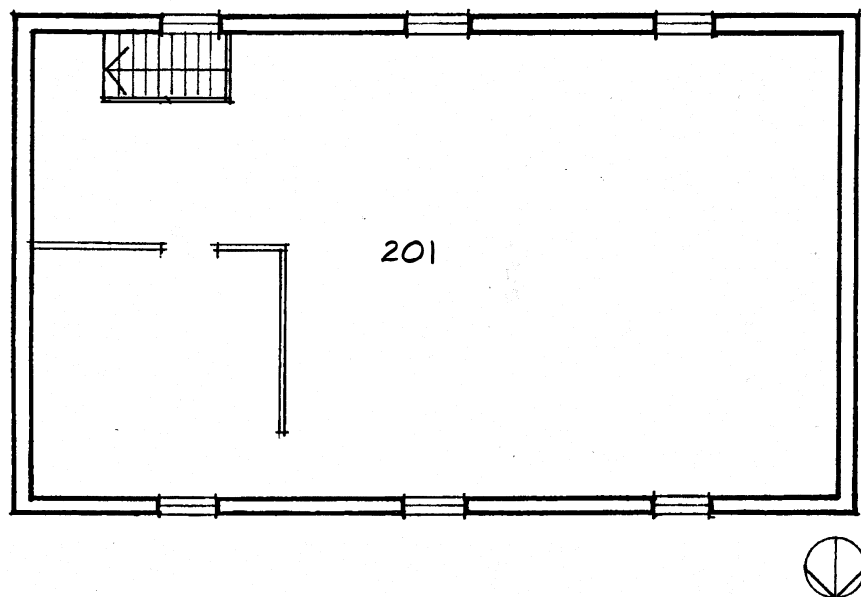


Figure 12

Second floor plan of Rockley Mill
Based on drawing by Brian Costello

Exterior

Roof: 1980s corrugated galvanised steel

Gutter: 1990 galvanised ogee profile

Downpipe: 1990 galvanised circular

Eaves: Original and 1990s boxed timber

Walls: Original face brick to main building
1990 face brick to west extension of
front verandah
Evidence of early verandahs and
structures on west and south walls
Unkown date render to plinth

Other: Original boiler to west side of
building.
Early skillions and loading platform
removed from east side of building.
Original room for boiler and
chimney removed c.1920.
1990 stair on north side of building.
1990 brick paving and gravel drains
on south side of building.
Original metal tie plates on walls.
Original millstones resting on north
sub-floor wall to verandah.



Figure 13

Rockley Mill from north



Figure 14

East wall of single storey section. The window openings were reconstructed in 1990



Figure 15

Rockley Mill from southwest. There is evidence of structures at ground and first floor level built against the south wall.

Space G01 (Verandah)

- Floor (F): Original framing,
1990 floor boards
Original or early 300 x 300
hardwood bearers to
perimeter.
- Skirting (Sk): N/A
- Walls (W): Original face brick
1990 reconstructed verandah
posts
- Cornice (Co): N/A
- Ceiling (C): 1990 verandah framing
reconstructed
1990 corrugated galvanised steel
roof sheeting
- Joinery (J): Original windows with timber
boards to bottom sash
Original front door and frame
(east leaf reconstructed 1990)
- Other (O): Original or early scales set into
verandah



Figure 16

Verandah from east

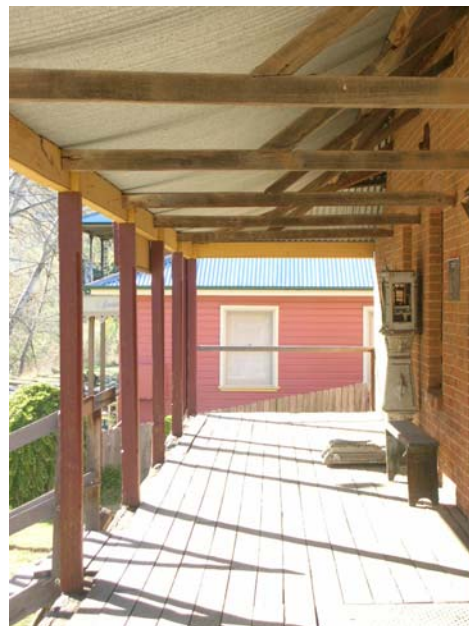


Figure 17

Verandah from west



Figure 18

Scales built into the verandah. These are assumed to be original or early.

Space G02 (Mill Room)

F: Original timber framing and boards

Sk: N/A

W: Painted brick
Openings in the west wall relate to milling machinery.
Fretting of brickwork on western side, particularly in northwest corner. This has been attributed to the storage of salt in the corner and also to the infill of a well below the machine room. Considering the concentration of the problem in the area where salt was stored, salt is likely to be the major contributing factor to the condition of the brickwork.

Co: N/A

C: Soffit of floor above.
Original timber floor framing with openings for mill machinery. Tusk tenons joints to trimmers of openings

Jo: Original window frames with pivot sashes above horizontal timber boarding.
Original door frames and leaves except reconstructed east leaf to front door.



Figure 19

Space G02 from southwest



Figure 20

Space G02 from southeast.

- O: Original timber stair in southeast corner. Handrail reconstructed 1990.
Original timber posts have shaped capitals



Figure 21

Northwest corner of space G01 where salt is said to have been stored. This and a well that has been infilled on the opposite side of the wall have contributed to spalling of the brickwork. Sacrificial render applied in 1990 has largely been lost.

Space G03 (Machine Room)

- F: Original timber framing and boards
- Sk: N/A
- W: Painted brick.
Fretting of brickwork on walls, particularly in nothwest corner.
- Co: N/A
- C: Soffit of timber floor above.
- J: Reconstructed door leaf in south wall
Original window in north wall with with pivot sash above horizontal timber boarding.
- O: Milling machine restored 19??
Well below floor infilled 19??



Figure 22

Machine room from north. The door at the south end of this space is reconstructed.



Figure 23

Machine room from south.

Space G04 (Store?)

F: Original timber framing and boards

Sk: Original timber?

W: Plastered brickwork
Lettering on west walls appears to read "MERRY XMAS HAPPY NEW YEAR"

Co: Square set

C: Lathes from original lathe and plaster

J: Window reconstructed 1990
Original door openings -
South door reconstructed 1990



Figure 24

Space G04 from south



Figure 25

Space G04 from north

Space G05 (Store?)

F: Original timber framing and boards

Sk: Original timber?

W: Plastered brickwork
Two layers of wallpaper survive on
west and north walls

Co: Square set

C: Lathes from original lathe and
plaster

J: Window reconstructed 1990
Original door opening in south wall



Figure 26

Space G05 from south



Figure 27

Detail of wallpapers on west wall of space G05

Space 101 (Mill Room)

- F: Original timber framing and boards
- Sk: N/A
- W: Original face brickwork, painted.
New paintwork has worked around murals on the east wall for the ToCH group.
- Co: N/A
- C: Soffit of timber floor above.
A chute for feeding goods into the milling machinery remains in the southwest corner.
- Jo: Original window frames with pivot sashes above fixed sash in north wall.
Original window frames with pivot sashes in south wall.
- O: Stair in southeast corner
- Evidence of milling machinery in floor structure above and in openings on west wall. Some details of the floor structure that provide evidence of the milling machinery are obscured by the location of exhibits.



Figure 28

Space 101 from east. The chute for feeding grain from the top floor is visible.



Figure 29

Space 101 from west. The painting on the east wall was painted for the ToCH Society.



Figure 30

Detail of the floor structure showing joists that have been tapered, presumably to accommodate machinery for the mill.

Space 102 (Machine Room)

F: Original timber framing and boards

Sk: N/A

W: Face brick, painted
Openings in east wall relate to original milling machinery.

Co: N/A

C: Soffit of floor structure above.

Jo: Original window frames with pivot sashes above fixed sash.

O: Museum display cases on west wall



Figure 31

Space 102 from south



Figure 32

Opening at high level in east wall of space 102, north end



Figure 33

Opening at high level in east wall of space 102, south end.

Space 201

F: Original timber framing and boards
Small area of charred boards close to stair.

Sk: N/A

W: Face brick, painted
Post WWII timber partitions at west end

Co: N/A

C: Soffit of loft and roof framing above
Roof battens indicate original timber shingled roofing.



Figure 34

Space 201 from southeast

- Jo: Original window frames with pivot sashes above fixed sash in north wall.
Original window frames with pivot sashes in south wall.
- O: Timber ladder to loft.



Figure 35

Space 201 from northwest. Note the tusk tenoned joints of the roof and loft framing above.

4.3 Coach house and Stables

The coach house and stables are a long gabled building towards the south boundary of the site. The roof extends to a skillion at the east end of the south side. Another skillion is against the east wall and shelters a cow bail. The eastern space was used as a coach house. The central space is divided into two levels with stables below and a loft above to store feed. A dormer in the north wall provides space for a door to the loft. At the west end is a loading bay, open on the north side and sheltered by a flat roof.

The building has a mixture of construction types, reflecting various repairs and changes. The floor to the coach house is concrete and the east and north walls are timber slabs. The skillion at the south side is an addition with concrete at the base of the walls and timber slabs above. The roof is constructed of bush poles with timber battens. The battens to the main gabled roof are closely spaced suggesting the roof was originally shingled. The skillion at the rear of the coach house has wider spaced battens for corrugated steel sheeting.

A tank stand and corrugated steel tank is located at the northeast corner of the coach house and stables (Refer figure 39).

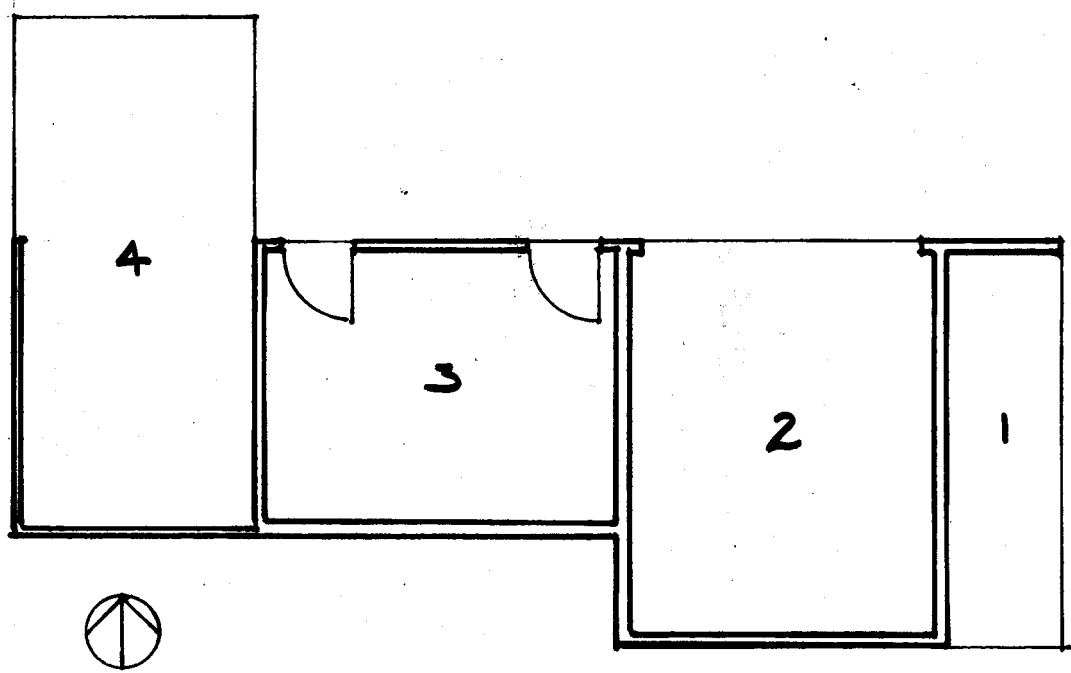


Figure 36

Plan of former coach house and stables (not to scale)

North Elevation

Roof (R): C20th corrugated steel roof

Gutters (G): C20th corrugated steel

Downpipe (DP): C20th galvanised circular

Cladding (Cl): C20th Corrugated steel

Joinery (J): Original opening with C20
roller door to eastern bay
Original openings to stable
with C20th timber slatted
doors

Other (O): Loading bay at west end.



Figure 37

Coach house and stables from north

East Elevation

- R: C20th corrugated steel roof
- G: N/A
- DP: N/A
- Cl: Reused timber slabs
C20th weatherboards to gable end



Figure 38

Coach house and stables from southeast



Figure 39

East end of stables showing outhouse and tank stand

South Elevation

- R: C20th corrugated steel roof
- G: C20th corrugated steel
- DP: N/A
- Cl: C20th corrugated steel
Openings for feed shutes sheeted over



Figure 40

West end of south wall of coach house and stables.

West Elevation

R: C20th corrugated galvanised steel

G: C20th galvanised steel

DP: N/A

Cl: C20th corrugated galvanised steel

Space 1 (East Skillion)

F: Earth

Sk: N/A

W: Reused timber slabs on west side
Post WWII timber framing and
corrugated steel on north side.
Concrete plinth at south end used
door as formwork.

Co: N/A

F: N/A

O: Cow bail at north end



Figure 41

Skillion space showing cow bail.



Figure 42

Concrete plinth for wall of south skillion built with a paneled door as formwork.

Space 2 (Coach house)

F: Concrete

Sk: N/A

W: East, south and west timber slabs
with sarking paper over original part
of east and west walls

Co: N/A

C: Soffit of Roof – bush pole
construction with timber battens to
main roof indicating original roof
cladding of shingles.
Roof to south skillion with battens
spaced for corrugated steel roofing.

O:

Space 3 (Stables)

F: Concrete

Sk: N/A

W: East, south and west timber slabs
with sarking paper over original part
of east and west walls

Co: N/A

C: Soffit of Roof – bush pole
construction with timber battens to
main roof indicating original roof
cladding of shingles.
Roof to south skillion with battens
spaced for corrugated steel roofing.

O:

Space 3A (Loft)

Access not available for close inspection

Hardwood timber floor

Exposed framing of roof.

Access door at west end of space



Figure 43

Coach house from northwest. Walls have been partly sheeted with sarking paper.

Space 4 (Loading Bay)

Note: the west boundary of this site runs through the loading bay, making this space partly on the adjacent allotment.

- F: Late C20th hardwood on early timber stumps
- W: Original exposed timber framing and corrugated steel cladding with metal vents
Mid C20th sarking to wall of loft.
- C: Original exposed timber framing showing bushpole construction and battens indicating original timber shingles to roof, now corrugated steel.



Figure 44

Loading bay from northwest

4.4 Skillion Shed

The skillion shed is a 1970s structure of hardwood poles with a skillion roof of corrugated steel.



Figure 45

Skillion shed from southeast

4.5 Footings

A line of footings are apparent behind the coach house and stables. Brick footings survive to the south, partly covered with metal strips. Some local stone flagging survives on the south side of the footings.



Figure 46

Brick footings south of coach house



Figure 47

Metal strip over footings south of coach house

4.6 Outhouse

The outhouse appears to be a late twentieth century structure. It is a simple gabled building clad with corrugated steel. A photograph of this building is included at Figure 39.

The septic system for this outhouse has failed.

5 ASSESSMENT OF SIGNIFICANCE

5.1 Analysis of Significance

The following criteria for assessing significance are taken from the guidelines set out in the N.S.W. Heritage Office's *Assessing Heritage Significance* 2001.

5.1.1 Criterion (a)

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

Rockley Mill is an important example of a local flour mill from the Victorian period. Few nineteenth century mills of this scale and size survive with the integrity of Rockley Mill. Its construction is evidence of the growth of the district around Bathurst in the mid nineteenth century.

Rockley Mill is of state significance under this criterion.

5.1.2 Criterion (b)

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

Rockley Mill has important associations with both the Budden and Stanger families who established the mill in Rockley in 1862 and retained ownership of the mill until 1876. Budden was an important landowner and storekeeper in Rockley and married the daughter of Joseph Stanger who owned the land on which the mill was built and who is best known as a storekeeper in Bathurst.

Rockley Mill is of local significance under this criterion.

5.1.3 Criterion (c)

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

The simplicity of detailing, symmetry and proportions of the design of Rockley Mill are representative of Victorian Georgian design.

The building is also important as one of a group of Victorian buildings on the south side of Budden Street facing Pepper's Creek that add considerably to the character of the village.

Rockley Mill is of local significance under this criterion.

5.1.4 Criterion (d)

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

Since its construction in 1862, Rockley Mill has been important to the village of Rockley; in the nineteenth century as a source of employment and in the twentieth century as a venue for community groups including the ToCH Society, a boys youth group and Boy Scouts. The building continues to be held in high esteem by the local community as one of their most important historic buildings and as the home of their local museum.

Rockley Mill is of local significance under this criterion.

5.1.5 Criterion (e)

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

With its surviving machinery, boiler, millstones and evidence embedded into the fabric of the building, Rockley Mill has potential to provide an understanding of nineteenth century milling technology.

Rockley Mill is of state significance under this criterion.

5.1.6 Criterion (f)

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

Only a small number of the Victorian flour mills that served their local district survive in New South Wales in a condition that allows interpretation of the technology. Rockley is a very good example of one such mill where the main milling machine, boiler and three milling wheels survive.

The scale and integrity of Rockley Mill is comparable with McCrossin's Mill at Uralla. This latter mill survives with its adjacent chaff shed and stables/store building.

Rockley Mill is of state significance under this criterion.

5.1.7 Criterion (g)

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

- cultural or natural places; or
 - cultural or natural environments.
- (or a class of the local area's
- cultural or natural places; or
 - cultural or natural environments.)

The simplicity of detailing, symmetry and proportions of the design of Rockley Mill are representative of Victorian Georgian design.

Rockley Mill is of local significance under this criterion.

5.2 Summary Statement of Significance

Only a small number of the Victorian flour mills that served their local district survive in New South Wales in a condition that allows interpretation of the technology. Rockley Mill, built in 1862, is a very good example of one such mill where the main milling machine, boiler and three milling wheels survive together with building fabric that provides considerable potential for interpretation of the milling operations.

Rockley Mill has important associations with both the Budden and Stanger families who established the mill in Rockley in 1864 and retained ownership of the mill until 1876. Budden was an important landowner and storekeeper in Rockley and married the daughter of Joseph Stanger who owned the land on which the mill was built and who is best known as a storekeeper in Bathurst.

As a substantial and representative of Victorian Georgian design, the building is also important as one of a group of Victorian buildings on the south side of Budden Street facing Pepper's Creek that add considerably to the character of the village.

Rockley Mill has always been important to the village of Rockley; in the nineteenth century as a source of employment and in the twentieth century as a venue for community groups including the ToCH Society, a boys youth group and Boy Scouts. The building continues to be held in high esteem by the local community as one of their most important historic buildings and as the home of their local museum.

5.3 Significance of Components

Considering the above analysis, a ranking of significance of the elements on the site is given below.

The ranking is hierarchical on a relative scale of 1 to 5 being:

Grading	Justification	Status
5. Exceptional significance	Rare or outstanding item of local or State significance High degree of intactness. Very high architectural quality (for built items) Item can be interpreted relatively easily.	Fulfil criteria for local or State heritage listing
4. Considerable significance	High degree of original fabric. High architectural quality (for built items). Demonstrates a key element of the item's significance. Alterations do not detract from significance.	Fulfil criteria for local or State listing
3. Some significance	Altered or modified elements. Elements with little heritage value, but which contribute to the overall significance of the item	Fulfil criteria for local or State listing
2. Little or no significance	Alterations detract from significance. Difficult to interpret	Does not fulfil criteria for local or State listing
1. Intrusive	Damaging to the item's heritage significance	Does not fulfil criteria for local or State listing

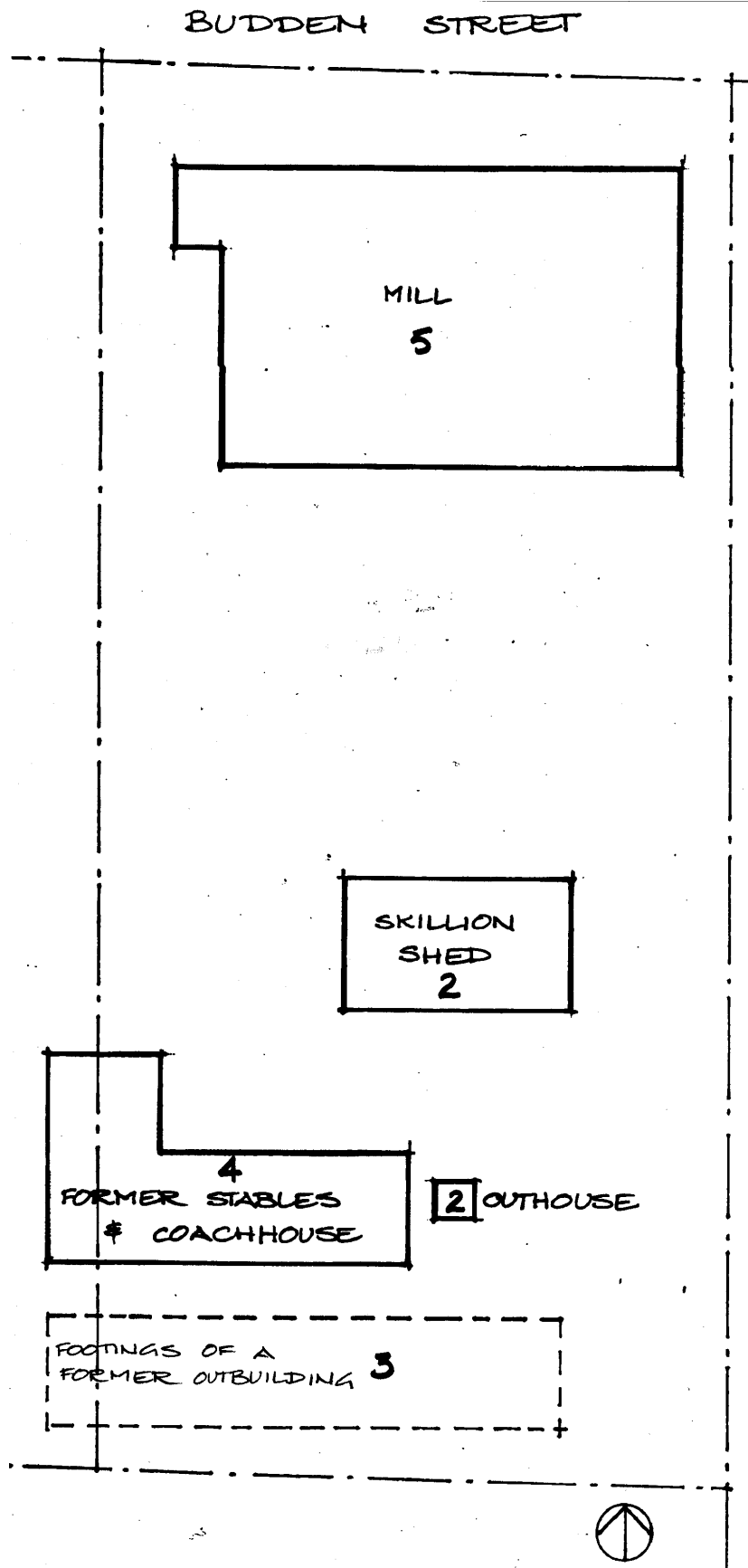


Figure 48

Ranking of significance of site components

5.4 Significance of Interior Spaces

Considering the above analysis, a ranking of significance of the interior spaces of the buildings on the site is given below.

The ranking is hierarchical on a relative scale of 1 to 5 as set out in 5.3 above:

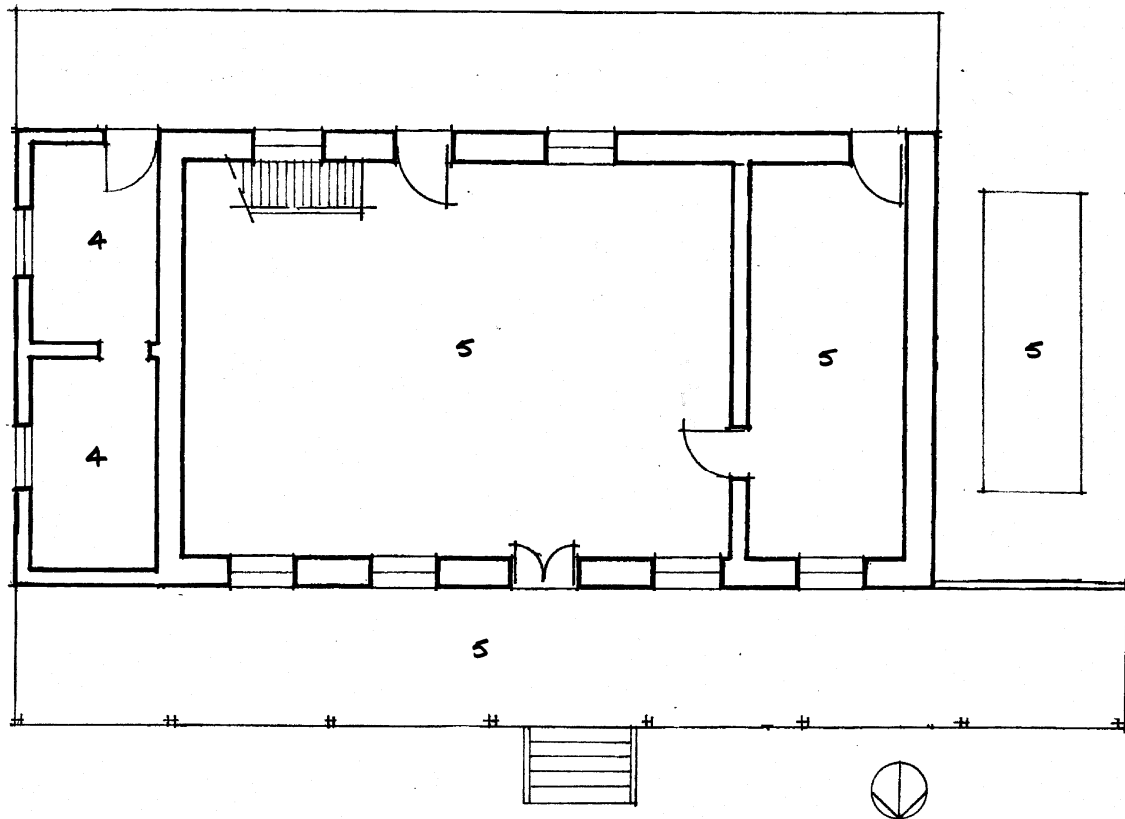


Figure 49

Ranking of significance of ground floor spaces of mill

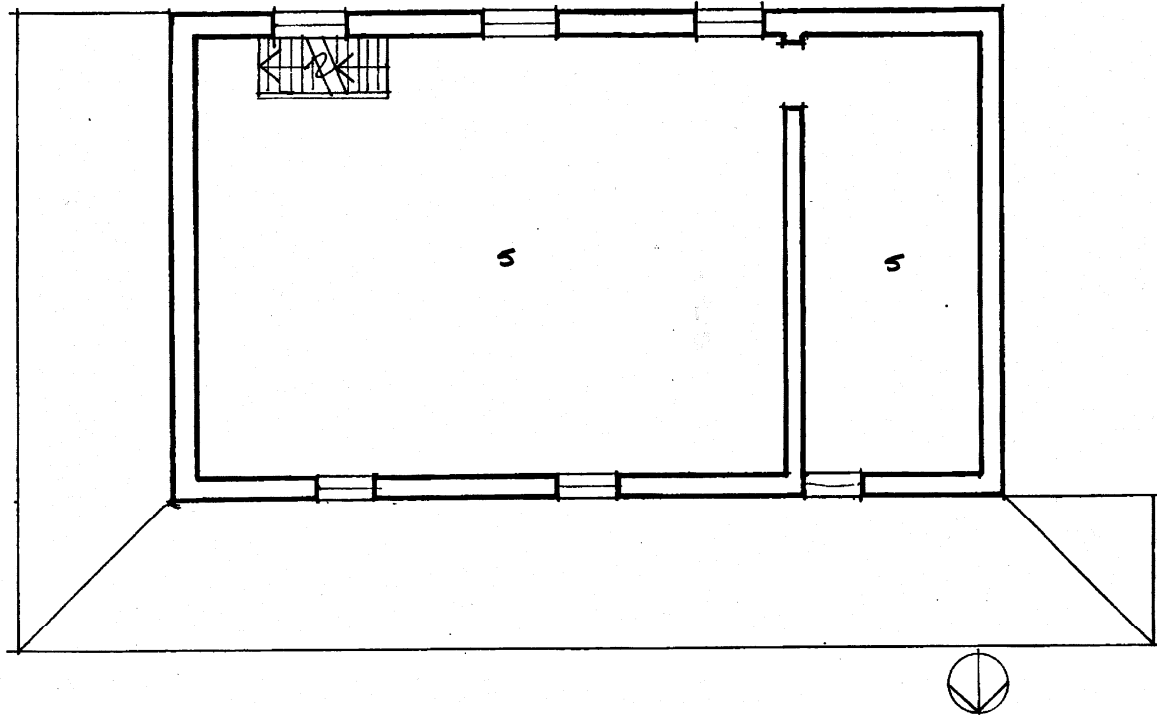


Figure 50

Ranking of significance of first floor spaces of mill

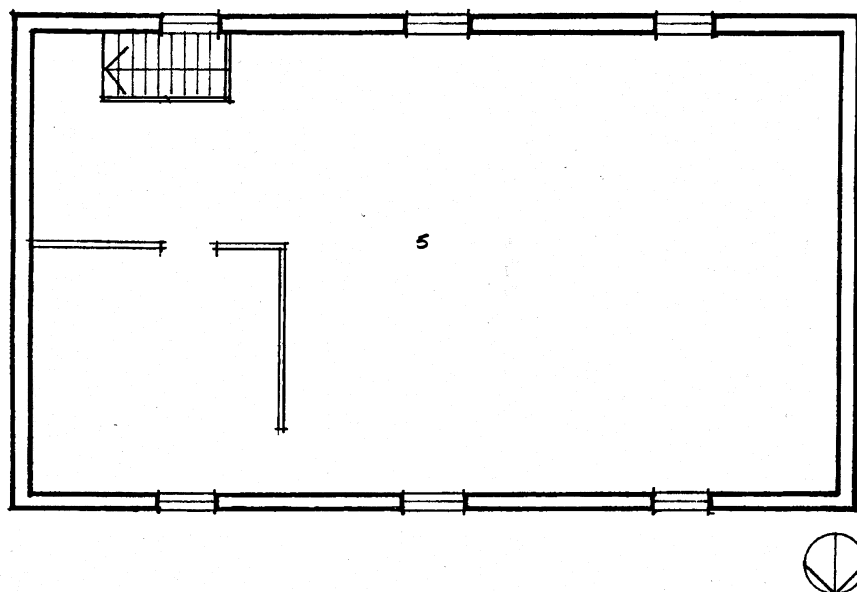


Figure 51

Ranking of significance of second floor spaces of mill

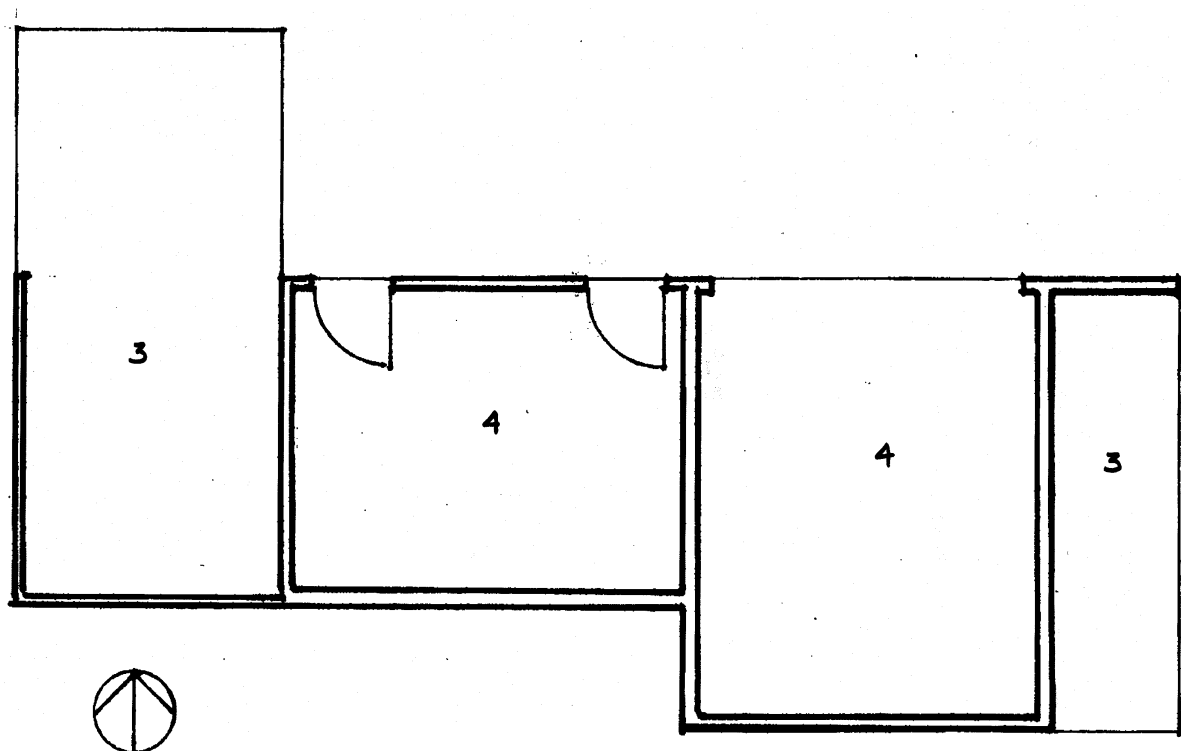


Figure 52

Ranking of significance of interior spaces of coach house and stables.

6 CONSERVATION POLICY

Considering the cultural significance of Rockley Mill and the constraints and opportunities at the place, a Conservation Policy salient to European heritage values is proposed below. Actual policies are given in *italics*. Explanatory notes are provided in normal type.

6.1 Definition of Terms

The terms place, cultural significance, fabric, conservation, maintenance, preservation, restoration, reconstruction, adaptation and compatible use used in this text are defined in the Australia ICOMOS Burra Charter (Appendix 2)

6.2 Burra Charter

The Australia ICOMOS Burra Charter has been recognised internationally as a model for the treatment of places of cultural significance. It provides guidelines to help ensure that places of cultural significance are maintained and that works to such places do not result in a loss of significance.

The place is to be treated as having cultural significance, and consequently activities at the place are to be guided by the provisions of the Australia ICOMOS Burra Charter (Appendix 1).

6.3 Important Views

6.3.1 Views to the Place

Rockley Mill is an important element in the Rockley townscape and is a key element in the streetscape of Budden Street. Views of the Mill from Budden Street are therefore important and should be conserved.

Significant views of Rockley Mill include all views of the place from Budden Street and should be conserved.

6.3.2 Views from the Place

Views from Rockley Mill across Peppers Creek and to Stevens Park are attractive. However, these do not appear to be an important factor in the siting of the mill and, apart from the verandah, the mill has not been designed to take advantage of these views. Rockley Mill would be no less significant if it were sited opposite a streetscape of appropriately scaled commercial or domestic buildings.

There are no important views from Rockley Mill.

6.4 Setting

The setting of Rockley Mill includes buildings associated with the mill and its owners.

Policy:

Conserve the setting of Rockley Mill.

For the purpose of this policy, the setting of Rockley Mill includes:

- 1. The location of the mill facing Budden Street and Peppers Creek*
- 2. The former stables and coach house to the south*
- 3. The adjacent former Buddens store to the east*
- 4. the adjacent store to the west*

6.5 Uses of the Place

Uses of Rockley Mill should include uses that allow the public to appreciate the place. Uses of the place should not require changes that reduce the potential for the interpretation of the place or adversely impact on the fabric of the place.

6.5.1 Appropriate Uses

Rockley Mill has been used as a museum since 1976. The display of the museum includes surviving elements of mill itself, other aspects of milling in the central west of New South Wales and the history of Rockley. This use does not require substantial intervention into the fabric of the building.

Members of the local community involved in operating the museum have noted that there are some conflicts with the present use of the building and its design. These include:

- steepness of the stairs, particularly for elderly and less able bodied people
- limited ability to control dust and draughts.

There is no pressure from the building owners, the local community or operators of the museum to change the present use.

Allow the continued use of Rockley Mill as a museum.

Allow use of the outbuildings for low scale industrial uses that do not require mechanical ventilation equipment or equipment that poses a risk of ignition to the timber framing.

6.5.2 Uses to be Discouraged

Discourage uses that involve the installation of services that would require new penetrations in the building (other than minor penetrations for electrical wiring).

Uses that should be discouraged include:

- restaurant uses
- industrial uses, apart from workshops in the outbuildings as set out in 6.5.1 above.
- residential uses

6.6 Fabric

6.6.1 Definition of Significant Fabric

The significant built fabric of Rockley Mill includes:

Fabric of Exceptional Significance

All fabric of the mill building (unless otherwise listed below)

All surviving milling plant and equipment known to be associated with the original working Rockley Mill

Fabric of Considerable Significance

All fabric of the former coach house and stables (unless otherwise listed below).

Archaeological material to the south of the former coach house and stables.

Wallpaper remnants on the west wall of space

Fabric of Some Significance

Reconstructed joinery

Reconstructed verandah

Fabric of Little or No Significance

The skillion shed

The outhouse

The roller door to the former coach house

Concrete floors to the coach house and stables

Doors to the stables

Brick wall between west end of verandah and boiler

Brick flagging on south side of mill

Gates on west side of mill

Tank stand and tank on north side of coach house and stables.

6.7 Control of Physical Intervention in the Fabric

6.7.1 General

Intervention into the fabric of places of cultural significance should be carefully managed. The following policies provide guidelines for managing intervention into the fabric of Rockley Mill. Some intervention is necessary for research to guide conservation work and to allow appropriate repairs. Documenting intervention into the fabric assists future personnel involved in the conservation of the building to better understand the place at that time.

Physical intervention in the fabric of buildings, gardens and grounds of Rockley Mill should be limited to that identified in this plan. There will be occasions when unavoidable intervention (eg. in the case of storm damage) is required. In such cases all attempts should be made to minimise the impact on the heritage significance of the place and to record any intervention which takes place.

Any significant fabric removed from the buildings and grounds of Rockley Mill should be fully documented and safely stored for later study and/or conservation.

Conservation works, including research, materials conservation and reconstruction should be undertaken in accordance with professional standards and current best practice.

6.7.2 Intervention Permissible to Guide Conservation Works

Allow intervention into significant fabric of the building where necessary to guide conservation work. Such intervention may include:

- *Taking carefully selected samples of material to investigate salt levels in areas of severe fretting of brickwork;*
- *selective removal of mortar to determine the original composition of the mortar used in the construction of the mill;*
- *paint scrapes to determine original colour schemes;*
- *providing access panels in the interior sub-floor walls to allow termite and pest inspections;*
- *temporary removal of fabric where an experienced conservation practitioner has advised that conservation work is most appropriately done in a workshop; and*
- *other works where intervention is the only method of determining the original composition or configuration of fabric and where there is a good reason to need to understand the original composition or configuration of that fabric.*

6.7.3 Built Fabric Which Should be Conserved

All fabric of considerable or exceptional significance should be conserved.

6.7.4 Built Fabric Which Should, With Qualification, be Conserved

Fabric of some significance should be conserved with the following qualifications:

Reconstructed veranda elements if information is available to allow a more accurate reconstruction of these elements.

6.7.5 Built Fabric Which May be Removed

Fabric of little or no significance and intrusive fabric may be removed.

6.7.6 Desirable Conservation Works

A problem with damp and salt damage to the brickwork, particularly at the west end of the building, was obvious in 1988 when works were recommended to improve drainage and to apply sacrificial render to the worst areas of damage. The sacrificial plaster has now fallen away. At the time the work was scheduled, it was suggested that the worst area of damage, in the northwest corner of the main milling space at ground floor, was the area where salt had been stored when the building was used for storage associated with the adjacent store. If this has left higher than normal salt levels in the soil, this needs to be confirmed so that a strategy for dealing with the problem can be developed. Salt levels also need to be checked in the wall to see if the brickwork has higher levels of salt in that area. Other suggestions for the cause of the problem include the filling in of a well at the north end of the machine room.

Priority should be given to attending to problems in the western end of the building due to rising damp and salt damage. This work should include

- 1. Testing of salt levels in the wall and foundation material to ascertain whether some areas have unusually high salt levels.*
- 2. Depending on the results of salt testing, developing a strategy for desalination of the soil.*
- 3. Drilling a bore hole near the east and west boundaries of the site to determine the level of the water table. If the water table is noticeably higher on the western side near the mill, investigate the likely cause of this and instigate appropriate measures to locally reduce the water table in that area.*
- 4. Install sub-floor vents on the western side of the building using a detail similar to those on the southern side.*
- 3. Use of a poultice system or sacrificial render as appropriate for reducing salt levels in the affected brickwork.*
- 4. Repair of the brickwork including repointing and turning/ replacement of bricks where necessary (after salt levels and damp problems have been stabilised).*

Repointing of other brickwork on the south and west sides of the building where necessary should be undertaken when the brickwork in the northwest corner of space G02 is undertaken.

6.8 Allowable Alterations and Adaptations

6.8.1 Alteration and Adaptation of Exteriors

Part of the significance of the mill building is its simple Georgian form and the contribution of that form to the Budden Street townscape and Budden Street streetscape. This symmetry should not be obscured by unsympathetic alterations, particularly to the front of the building.

General

Any alterations and adaptations to the exteriors of the mill and coach house and stables should be preceded by a recording of the area of the work with photographs and measured drawings.

Mill building

Allow alterations and adaptations to the exterior of the buildings as set out below:

- Reconstruction of known earlier forms of the front stair*

- *Reconstruction of known earlier forms of the wall separating the front verandah from the boiler room.*
- *Reconstruction of known earlier forms of the front verandah where this can be established as being of greater relevance to the interpretation of the place as a mill than the present configuration of the verandah.*

Coach House and Stable

Allow conjectural reconstruction of stable doors and coach house doors

6.8.2 Alteration and Adaptation of Interiors

The interiors of the mill and the coach house and stables are important to the interpretation of original use of the place as well as for later uses such as use by the ToCH Society. These spaces should not be changed by partitioning. New openings in dividing walls might also obscure the interpretation of the place.

Do not allow new partitions or dividing walls in the interiors of the mill building or the coach house and stables.

Do not allow new openings in the interior walls of the mill building or of the coach house and stables.

Do not allow removal of fabric that provides evidence of the original use of the mill or the coach house and stables. Such fabric includes (but is not limited to):

- *mill machinery,*
- *openings in walls for mill machinery*
- *openings and hatches in floors for mill machinery and movement of materials*
- *framework that provides evidence of mill machinery.*

Do not allow obscuring or removal of murals associated with the use of the place by the ToCH Society.

Allow freestanding fitouts for museum display.

Allow freestanding fitouts for other acceptable uses.

6.8.3 Adaptation for Structural Reasons

Apart from problems with the salt affected brickwork that are discussed in the section 7.6.6 (Desirable Conservation Works), the building has no major structural issues. There is a small area of the floor on the second floor that has been charred by a fire.

Allow local replacement of floorboards on the second floor where affected by fire. Such replacement should include only the short lengths of the affected boards.

6.8.4 Adaptation for Services

Services required for the present and preferred use of the building are restricted to electrical power and possibly gas to provide for additional heating. Additional heating is desired when the building is open for visitors. If small functions were held at the building, heating is likely to be desired as well as some additional power supply.

Any new electrical supply needs to be installed in a manner that is well planned to minimise visual impact and the impact on building fabric.

Allow installation of surface mounted electrical outlets at low level in the spaces.

New wiring should be neatly run between or just below floor framing at the edges of the rooms.

Allow new industrial type, spotlight or batten light fittings to be surface mounted on floor framing.

Allow installation of new sub-floor gas fired heating system below ground floor level providing the main heating unit can be installed in the sub-floor space with a ventilation opening discreetly located on a side wall below ground floor level. Grilles for sub-floor heating should be the width of an existing floor board.

6.9 New Development on the Site

6.9.1 Allowable Additions to Existing Buildings

The mill building has previously had additions to the sides to provide additional accommodation such as loading bays and an enclosure of the boiler. Reconstruction of these forms might be acceptable if it can be shown that the reconstruction assists in the interpretation of the building's use as a mill.

It is also known that the mill building had additional structures to the rear. The form of these structures is not clear. Small rear additions within the height of earlier structures (based on site evidence) may be acceptable. Such structures should not impact on important views of the building.

Information of earlier forms of the coach house and stables is not clear. It appears from earlier photographs that this building extended further to the east. It is likely that it was originally a slab building with a timber shingled roof. The overall form of the building is important.

Mill building:

Allow small verandahed or skillion roofed structures to the south elevation of the mill based on evidence of former structures.

Allow reconstruction of known earlier building forms to the east and west sides of the building based on evidence of former structures where such forms assist in the interpretation of the use of the place as a mill.

6.9.2 New Buildings

No specific requirements have been identified for new buildings on the site at this time. New buildings between the former mill building and the coach house and stables could obscure the relationship of these buildings and should be avoided. New buildings behind the coach house and stables should not be allowed due to the archaeological potential of this area.

Allow simple single storey new buildings only against the east boundary of the site. Such buildings should not extend further west than the eastern side of the present skillion shed.

6.9.3 Interpretive Approach

The statement of significance should guide the interpretation of Rockley Mill.

6.9.4 Methods of Interpretation

Interpretation of the place should highlight the following:

- 1. Use of the place as a mill*
- 2. The role of the mill in Rockley's history*
- 3. The association of the place with the Budden and Stanger families.*
- 4. Use of the place by TocH Society*

Interpretation of the place should include:

- 1. Continued use of the place as a museum of itself.*
- 2. Continued use of the place as a museum of Rockley's history.*
- 3. Information about the place being available at tourist information offices in the Bathurst district.*

4. *Information about the place being available on websites such as*
 - a. *Bathurst Regional Council*
 - b. *NSW Tourism*
 - c. *Central West Tourist trails*

6.10 Archaeology

There is some archaeological evidence of an earlier building or paved area near the southern boundary of the site. Early photographs and existing information do not provide many clues of what this relates to. In accordance with good conservation practice and the NSW Heritage Act, this should only be disturbed by an archaeologist after the approval of the Heritage Office, NSW Department of Planning of a clear research plan.

Do not disturb archaeological remains between the coach house and stable and the south boundary without:

1. *Permission of the Heritage Office, Department of Planning*
2. *A clear research plan*
3. *Supervision of a suitably qualified and experienced archaeologist.*

A copy of the results of any archaeological investigation should be kept at Rockley Mill museum, Bathurst Historical Society and the Heritage Office, Department of Planning. An interpretive strategy should be prepared and implemented following any archaeological investigation.

6.11 Access

6.11.1 Vehicular

Vehicular access to the site is obtained from Budden Street via a driveway that is partly on the adjacent site to the west, lot 2, DP 587037. This arrangement has existed for some time without conflict. However, to avoid future problems, steps should be taken to ensure that this driveway can continue to be used by the users of Rockley Mill for vehicular access.

Access to Rockley Mill should continue to be via the existing driveway.

An arrangement should be made to ensure the existing driveway can continue to be used for vehicular access to the site. This should be either by a legal right of carriageway or by a boundary adjustment.

6.11.2 Pedestrian and Disabled

Pedestrian access to the site is from Budden Street. Disabled access to the site is via the existing driveway with a step ramp available at the rear door. It is not feasible to provide lifts and/or ramps to the upper floors of the mill building without having an adverse impact on the fabric of the building.

The stairs to the upper floors of the building are very steep. This does restrict less able bodied visitors to viewing the upper floors. However, removing the existing stair would result in the loss of an important part of the understanding of the working character of the mill. Providing a second stair is not possible without taking out large areas of flooring that would probably include interpretive elements such as tapered joist, chutes or access hatches.

*Continue the existing access to the building for pedestrians and disabled visitors.
Ensure visitors to the museum are advised of the limitations of the existing stairs.*

6.12 Subdivision

The present site boundary cuts through the western end of the coach house and stables and the driveway. This burdens the owner of the adjacent property with responsibilities for conservation of the mill property and has implications for vehicular access.

Negotiate a boundary adjustment and, if appropriate, a right of carriageway that

- *ensures the entire coach house and stables are included on the Rockley Mill allotment.*
- *Allows sharing of the present vehicular driveway by the owners of Rockley Mill and the adjacent building to the west (Budden's Store).*

7 IMPLEMENTATION STRATEGY

7.1 Preferred Use

Continued use of the former Rockley Mill as a museum is the preferred use. The museum should highlight, in order of importance,

1. The building as a wheat mill
2. The importance of Budden and Stanger
3. The history of Rockley
4. Use of the building by the ToCH Society.

Continued use as a museum does not require substantial building work. However, issues that need to be addressed include:

Access and Safety

Visitors to the museum need to understand that the stairs to the upper floors are steep and that this may limit less mobile visitors and care is needed when using the stairs. This might have some implications for where some parts of the display are located so that visitors who cannot go upstairs are able to see features of the display.

Subdivision

The present subdivision does not provide space at the side of the building for vehicular access and has a property boundary running through the coach house and stables. A boundary adjustment and right of carriageway needs to be negotiated to ensure the coach house and stables in its entirety is on the same property as Rockley Mill and the driveway can be used by owners of Rockley Mill and the property to the west.

7.2 Management Policy

7.2.1 General Management Approach

The Statement of Significance set out in Section 5.2 and the Conservation Policies set out in Section 6 should be accepted as the basis for future management of Rockley Mill.

The owners and users of the property and their contractors must ensure the care, management and conservation of Rockley Mill in accordance with the values expressed in the Statement of Significance.

At present, there is no formal structure for the management of Rockley Museum. A formal management committee should be created and should include representatives of

The Rockley Mill Museum
Bathurst and District Historical Society
Bathurst Regional Council

The management committee should be an incorporated organisation to reduce issues of liability for members of the committee.

7.3 Statutory Approvals

Maintenance work at Rockley Mill should not require statutory approvals.

Alterations or additions to the place need to be approved by Bathurst Regional Council and the NSW Heritage Office.

The zoning of the place under a revised Local Environmental Plan should be consistent with its continued use as a museum.

7.4 Exemptions

Normal exemptions under Section 57(2), (Standard Exemptions) of the NSW Heritage Act should apply.

Under Clause 23(2) of Bathurst Regional (Interim) Local Environmental Plan, 2005, exemptions to the normal requirement to submit a Development Application for work to the building, subject to certain criteria, also apply.

7.5 Professional Conservation Team

Any conservation work at Rockley Mill should be undertaken by a professional conservation team comprising:

- an experienced heritage architect.
- appropriate tradesmen skilled in working in traditional methods.

All conservation works and other works on the buildings and grounds of Rockley Mill should be undertaken by suitably qualified persons, in accordance with accepted professional conservation charters, guidelines and methods, and will involve appropriate consultation with relevant individuals and organisations.

All conservation works and other works will be undertaken in accordance with the principles and guidelines set out in the Burra Charter of Australia ICOMOS, using staff and/or contractors who are suitably qualified and trained in conservation work.

7.6 Guidelines for the Maintenance & Conservation of Built Elements

The following describes the appropriate maintenance and conservation regimes and measures applicable to the built elements and grounds of Rockley Mill.

Element	Maintenance actions
Corrugated roof sheeting	Check over every 2-3 years for loose roof screws, surface rust etc.
Flashings	Check over every 1-2 years for evidence of corrosion and to ensure they are properly dressed down
Gutters	Clean every 2-4 weeks in autumn and every 2-3 months during the rest of the year. When cleaning, check for evidence of corrosion.
Brickwork	Reapply sacrificial plaster internally in areas affected by rising damp. Check condition of pointing every 2-3 years. Where necessary a bricklayer should repoint using a mortar matching the original mortar.
External Timberwork	Repaint every 5-8 years.
Internal timberwork	Dust weekly. Move furniture each year to dust concealed skirtings and other mouldings. Repaint previously painted timberwork every 7-10 years.
Doors	Oil hinges every 1-2 years. Tighten screws to hinges and locks as necessary. Use graphite to ease lock mechanisms as necessary. Do not oil locks.
Pivot windows	Check over annually to ensure smooth operation. If necessary apply soap or

Element	Maintenance actions
	wax to edges of sashes to ease jamming.
Glass	Clean glass every 2-3 months with a soft cloth and water with a dash of methylated spirits or vinegar. Polish with a clean chamois, paper towel or newspaper. Check putty when cleaning.
Internal Timber floors	Vacuum or sweep weekly.
External Timber Floors	Vacuum or sweep weekly Apply linseed oil/terabine mix as necessary.
Sub-floor space	Arrange for a qualified pest inspector to inspect twice yearly for termite activity and for evidence of other vermin or pest activity.
Drainage	Clean trench drains every 2-4 weeks in autumn and every 2-3 months during the rest of the year. Check annually or after heavy rainfall that drainage at the rear of the mill is functioning appropriately.
Storage	Remove any unwanted materials stored in the building annually to reduce fire risk.

7.7 Further Research

Encourage bona fide research into Rockley Mill and the dissemination of the research findings as widely as possible. Topics for further research include the history and archaeology of the site as well as aspects of social and family history.

7.8 Reference Documentation

Essential archival material, such as, historic photographs, plans, historical papers, transcript records, studies and reports should be preserved and stored in a secure repository. Copies of archival material should be kept at Rockley Mill.

At least one copy of all essential original archival material should be made. Consideration should be given to locating all original archival material in a suitable repository such as Bathurst and District Historical Society, Local Studies Collection of the Bathurst Library or the Mitchell Library. Computerised storage, such as on a database, of essential information contained in archives should be considered as a long term goal.

7.9 Adoption and Review of Conservation Policy.

7.9.1 Adoption of Conservation Policy

The Conservation Policy should be adopted by the present and any subsequent owners as the basis for management of Rockley Mill until it is due for review.

7.9.2 Review of Conservation Policy

This policy should be reviewed at the following times:

- After any major changes to the Place;
- After any change of ownership on the site; and
- In any case at intervals of no more than ten years.

A review should include:

- Checking for new historical information about the Place;
- Updating the history for changes in ownership or changes to the fabric of the Place;
- A review of the condition of the Place;
- Updating constraints and opportunities, particularly statutory controls and owner's requirements; and
- Updating policies as necessary.

7.9.3 Distribution of Conservation Policy

The adopted Conservation Management plan should be distributed to the following:

- Present and future owners,
- Bathurst Regional Council,
- NSW Heritage Office,
- Bathurst Regional Council Library - Local Studies Collection, and
- Bathurst and District Historical Society
- National Trust of Australia (N.S.W.), Bathurst Committee

APPENDIX 1

The Brief for this Report

CONSULTANTS BRIEF Old Bathurst Pumping Station Rockley Mill Museum Conservation Management Plans

1.0 Introduction

Council has resolved to prepare two Conservation Management Plans, one for the Old Bathurst Pumping Station, Bathurst, and the other for the Rockley Mill at Rockley. The purpose of these plans is to detail why the Old Bathurst Pumping Station and the Rockley Mill are considered to be of heritage significance and outline policies to retain this significance that allow for economic re-use, possible future development interpretation and ongoing management and maintenance.

This brief sets out the work required for the Conservation Management Plans for the Old Bathurst Pumping Station and the Rockley Mill.

The Old Bathurst Pumping Station is located at Lot 21 DP 1031789, Waterworks Lane, Gormans Hill. It is a well maintained example of a Victorian Industrial Building and has both architectural and aesthetic significance as an example of the style favoured by Victorian Architects for industrial buildings. It is also of significance as an example of a Victorian Water Pumping Station. The Rockley Mill is located at Lot 1 DP 587037, 12 Budden Street, Rockley. The mill was built by Arthur Budden in 1864. This is one of only a few remaining flour mills left in the Bathurst Regional Council Local Government Area and is a significant example of a local agricultural industry, which has now disappeared.

2.0 Objectives of the Plans.

In preparing the conservation management plans the objectives are to:

- Understand the heritage items through investigation of their historical and geographical context, their history, fabric, research potential, and importance to the community.
- Prepare statements of significance - the plans will analyse documentary and physical evidence to determine the nature, extent and degree of significance of the heritage items.
- Develop conservation policies, arising out of the statements of heritage significance, to guide current and future owners of the items on the development potential of the items and their ongoing maintenance. Constraints and opportunities are to be examined.
- Consider current proposals for re-use or development, and how they can best be achieved in accordance with the conservation policies. Where proposals may have an adverse impact on the heritage significance of the items, the need for such work must be justified. Where development proposals have not been finalised, several likely options are to be discussed.
- Recommend how the heritage items can best be managed bearing in mind those responsible and interested in their ongoing conservation. It is to include proposals to review the conservation management plans and the item's maintenance.

3.0 Study Area

The plans to be prepared for the Old Bathurst Pumping Station and the Rockley Mill should also consider the curtilage of these buildings, being those buildings within close proximity to the Waterworks and Mill.

4.0 Available Information.

Provided at attachment 1 are a copy of:

a) Inventory sheets relevant to the Old Bathurst Pumping Station and the Rockley Mill from the Bathurst and Evans Heritage Studies.

The Consultant/s should also pursue existing information about the Old Bathurst Pumping Station and the Rockley Mill from:

1. Bathurst Regional Council,
2. Bathurst and District Historical Society.

It will also be expected that the Consultant/s will extensively pursue other relevant sources of information in relation to the Old Bathurst Pumping Station and the Rockley Mill.

5.0 Background Material

The following documents are to be used to develop the statements of significance, conservation policies and management guidelines.

Australia ICOMOS 1988, Australia ICOMOS Charter for the Conservation of Cultural Significance (The Burra Charter) and Guidelines to the Burra Charter: Cultural Significance, Conservation Policy, and Undertaking Studies, and Reports, Australia ICOMOS ACT. Both revised. The Burra Charter gives definitions for terms used in heritage conservation, discusses acceptable conservation processes and establishes the best practice for achieving the heritage conservation of a particular item.

Heritage Office & Department of Urban Affairs and Planning 1996, Conservation Management Documents, NSW Heritage Manual, HO/DUAP, Sydney. These guidelines answer some common queries regarding the preparation of conservation management plans.

Heritage Office & Department of Urban Affairs and Planning 1996, Heritage Assessment, NSW Heritage Manual, HO/DUAP, Sydney. These guidelines explain how to use historical themes and evaluation criteria to assess heritage significance. The manual promotes a standardised assessment practice for heritage conservation within NSW.

Kerr, James Semple 1990, The Conservation Plan. National Trust of Australia (NSW), Sydney. This publication presents a methodology for the preparation of conservation plans.

6.0 Investigation of Significance.

The Consultant/s is to:

- Gather and analyse written and graphic information (including photographs and drawings) to establish the historic context of the heritage items or places. This will involve comparison with other like items.
- Investigate the physical evidence of the items to authenticate their history and to help assess their significance -without excavating or disturbing the fabric.

- Evaluate the current condition of the fabric (an archival photographic survey and measured drawings will assist in this, as well as later policy analysis and recommendations for management).
- Consult with relevant community and interest groups. In this regard the consultant must, as a minimum consult with:
 1. Bathurst Regional Council, Engineering Department, (regarding the Old Bathurst Pumping Station).
 2. Rockley Progress Association and any other interested community members at Rockley, (regarding the Rockley Mill).
 3. Bathurst Branch of the National Trust.
 4. Bathurst and District Historical Society.
- Provide a chronological history of the heritage items and their context including use and significance over time.
- Analyse the documentary and physical evidence to determine what contributes to the significance of the items.

7.0 Assess Significance

In the assessment of significance of the Old Bathurst Pumping Station and the Rockley Mill, the Consultant/s is to use the publications "Heritage Assessments" in the NSW Heritage Manual, and "Archaeological Assessments" published by the NSW Heritage Office and Department of Planning in 1996.

The Consultant/s is to:

- Prepare a statement of significance. This should be done for the whole subject area and, where necessary, separately for items of individual significance. The main statement as to why the item is considered to be of significance is to be succinct. Its purpose is not to reiterate the history and description of the items (unless it is particularly relevant); rather, the statements are a result of the analysis of documentary and physical evidence.
- Review the inventory form for the NSW Heritage Database for the item as provided at attachment 1 and recommend any amendments to that form. Using the database form will assist comparative analysis and crosschecking assessments of significance.
- Indicate the individual significance of the component parts of the items on a one-to-five zoned system.

Exceptional	5
Considerable	4
Some	3
Little or no significance	2
Intrusive	1
- Indicate how the ranking has been determined and applied.

8.0 Manage Significance

The Consultant/s is to:

- Outline the constraints and opportunities that arise as a result of the heritage significance of the items.
- Outline the constraints and opportunities that arise as a result of the physical condition of the items (for example, structural adequacy, existing services, archaeological relics).
- Prepare succinct statements of conservation policy that include:
 - Feasible uses - the plan should identify a use, or combination of feasible uses, that are compatible with the retention or enhancement of the cultural significance of the items. Briefly explain how each use would impact on the item's significance.
 - Fabric and setting - the most appropriate way to conserve the items and their setting is to be identified.
 - Interpretation - the most appropriate ways of making significance of the place understood are to be identified. For highly significant sites or those proposed to be used for promotional/educational purposes a separate interpretation study may be necessary.
 - Controls on intervention - these should identify the degree of physical intervention acceptable for non-conservation purposes as well as how any essential intervention is to be recorded.
 - Priorities for urgent conservation works are to be identified.

9.0 Implementation Strategy

The consultant is to:

- Outline the client's preferred use(s) and the works involved.
- Provide guidance on how such works can be implemented while minimising the impact on heritage significance.
- Justify, in terms of the visible future of the heritage items, any works that will have a substantial impact on heritage significance.
- Discuss why other options of less impact have not been considered viable.

10.0 Asset Management Guidelines

The consultant is to provide relevant recommendations with respect to the following:

- Management - recommend management policies through which future decisions on conservation are to be made (for example a steering committee).
- Statutory approvals - outline the necessary approval procedures to allow works to be carried out. Identify any planning or other issues that have a bearing on the adaptive re-use or development of the items.

- Maintenance - include a maintenance strategy or give guidance on the need for a specialised ongoing maintenance strategy to be developed in a separate plan of management.
- Exemptions - note that if the heritage item is subject to a conservation order under the Heritage Act, the plan should recommend that certain works such as maintenance and repair) can be carried out in accordance with section 57(2) of the Heritage Act without requiring the approval of the Heritage Council. (See NSW Heritage: Guidelines on Standard Exemptions for Items Covered by Conservation Orders, 1995, published by the Department of Planning and the Heritage Council.)

11.0 Final Report

The final report is to include the following:

A) Executive Summary

Provide an executive summary at the beginning of the Conservation Management Plans, highlighting the significance of the items, the main conservation policies and the recommendations for implementation and management.

B) Monitoring and Review

Recommend a time frame for the monitoring and review of the Conservation Management Plans and who should be requested to endorse the plan.

12.0 Administrative Considerations

12.1 The Conservation Management Plans are to be in the form of a written report including appropriate maps, photographs and illustrations.

12.2 The results of the Conservation Management Plans are to remain confidential until otherwise authorised by Council. Public release of the plans will be at Council's discretion.

12.3 Copyright of the completed Conservation Management Plans is to be vested in Bathurst City Council unless Council resolves otherwise.

12.4 The consultants are to provide a curriculum vitae of all persons involved in the studies and must nominate the project manager/s

12.5 Upon acceptance of the final draft by Council, the consultant is to provide 10 bound copies, 1 unbound copy and 1 disk copy (Microsoft Word 6.0 format or text file which is 1 BM compatible) for each of the Conservation Management Plans.

12.6 The consultant/s is to arrange a regular schedule of meetings with relevant Council staff to discuss the progress of the Conservation Management Plans.

12.7 Any expression of interest to this brief must include the following:

- A) cost of the proposed study (note that Council's budget for this project is \$5,000)
- B) a time schedule for completion (note that completion of the project is urgent)
- C) preferred method of payment.

12.8 Council's project Manager is Miss Janet Bingham, Manager of Strategic Planning - phone 6333 6211.

For access to the Old Bathurst Pumping Station Building contact Mr Damien Tom of the Engineering Department -Phone 6333 6296.

APPENDIX 2 The Burra Charter

The Burra Charter (The Australia ICOMOS Charter for Places of Cultural Significance) Articles

Article 1. Definitions

For the purposes of this Charter:

1.1 *Place* means site, area, land, landscape, building or other work, group of buildings or other works, and may include components, contents, spaces and views.

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

Cultural significance is embodied in the *place* itself, its *fabric*, *setting*, *use*, *associations*, *meanings*, records, *related places* and *related objects*.

Places may have a range of values for different individuals or groups.

1.3 *Fabric* means all the physical material of the *place* including components, fixtures, contents, and objects.

1.4 *Conservation* means all the processes of looking after a *place* so as to retain its *cultural significance*.

1.5 *Maintenance* means the continuous protective care of the *fabric* and *setting* of a *place*, and is to be distinguished from repair. Repair involves restoration or reconstruction.

1.6 *Preservation* means maintaining the *fabric* of a *place* in its existing state and retarding deterioration.

1.7 *Restoration* means returning the existing *fabric* of a *place* to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.

1.8 *Reconstruction* means returning a *place* to a known earlier state and is distinguished from *restoration* by the introduction of new material into the *fabric*.

Explanatory Notes

The concept of place should be broadly interpreted. The elements described in Article 1.1 may include memorials, trees, gardens, parks, places of historical events, urban areas, towns, industrial places, archaeological sites and spiritual and religious places.

The term cultural significance is synonymous with heritage significance and cultural heritage value.

Cultural significance may change as a result of the continuing history of the place.

Understanding of cultural significance may change as a result of new information.

It is recognised that all places and their components change over time at varying rates.

Fabric includes building interiors and subsurface remains, as well as excavated material.

Fabric may define spaces and these may be important elements of the significance of the place.

The distinctions referred to, for example in relation to roof gutters, are:

- maintenance — regular inspection and cleaning of gutters;
- repair involving restoration — returning of dislodged gutters;
- repair involving reconstruction — replacing decayed gutters.

New material may include recycled material salvaged from other places. This should not be to the detriment of any place of cultural significance.

1.9 *Adaptation* means modifying a *place* to suit the existing use or a proposed use.

1.10 *Use* means the functions of a place, as well as the activities and practices that may occur at the place.

1.11 *Compatible* use means a use which respects the *cultural significance* of a *place*. Such a use involves no, or minimal, impact on cultural significance.

1.12 *Setting* means the area around a *place*, which may include the visual catchment.

1.13 *Related place* means a place that contributes to the *cultural significance* of another place.

1.14 *Related object* means an object that contributes to the *cultural significance* of a *place* but is not at the place.

1.15 *Associations* mean the special connections that exist between people and a *place*.

Associations may include social or spiritual values and cultural responsibilities for a place.

1.16 *Meanings* denote what a *place* signifies, indicates, evokes or expresses.

Meanings generally relate to intangible aspects such as symbolic qualities and memories.

1.17 *Interpretation* means all the ways of presenting the *cultural significance* of a *place*.

Interpretation may be a combination of the treatment of the fabric (e.g. maintenance, restoration, reconstruction); the use of and activities at the place; and the use of introduced explanatory material.

Conservation Principles

Article 2. Conservation and management

2.1 *Places* of *cultural significance* should be conserved.

2.2 The aim of *conservation* is to retain the *cultural significance* of a *place*.

2.3 *Conservation* is an integral part of good management of *places* of *cultural significance*.

2.4 *Places* of *cultural significance* should be safeguarded and not put at risk or left in a vulnerable state.

Article 3. Cautious approach

3.1 *Conservation* is based on a respect for the existing *fabric*, *use*, *associations* and *meanings*. It requires a cautious approach of changing as much as necessary but as little as possible.

The traces of additions, alterations and earlier treatments to the fabric of a place are evidence of its history and uses which may be part of its significance. Conservation action should assist and not impede their understanding.

3.2 Changes to a *place* should not distort the physical or other evidence it provides, nor be based on conjecture.

Article 4. Knowledge, skills and techniques

4.1 *Conservation* should make use of all the knowledge, skills and disciplines which can contribute to the study and care of the *place*.

4.2 Traditional techniques and materials are preferred for the *conservation* of significant *fabric*. In some circumstances modern techniques and materials which offer substantial conservation benefits may be appropriate.

The use of modern materials and techniques must be supported by firm scientific evidence or by a body of experience.

Article 5. Values

5.1 *Conservation* of a *place* should identify and take into consideration all aspects of cultural and natural significance without unwarranted emphasis on any one value at the expense of others.

Conservation of places with natural significance is explained in the Australian Natural Heritage Charter. This Charter defines natural significance to mean the importance of ecosystems, biological diversity and geodiversity for their existence value, or for present or future generations in terms of their scientific, social, aesthetic and lifesupport value.

5.2 Relative degrees of *cultural significance* may lead to different *conservation* actions at a place.

A cautious approach is needed, as understanding of cultural significance may change. This article should not be used to justify actions which do not retain cultural significance.

Article 6. Burra Charter process

6.1 The *cultural significance* of a *place* and other issues affecting its future are best understood by a sequence of collecting and analysing information before making decisions. Understanding cultural significance comes first, then development of policy and finally management of the place in accordance with the policy.

The Burra Charter process, or sequence of investigations, decisions and actions, is illustrated in the accompanying flowchart.

6.2 The policy for managing a place must be *based* on an understanding of its *cultural significance*.

6.3 Policy development should also include consideration of other factors affecting the future of a *place* such as the owner's needs, resources, external constraints and its physical condition.

Article 7. Use

7.1 Where the *use* of a place is of *cultural significance* it should be retained.

7.2 A *place* should have a *compatible* use.

The policy should identify a use or combination of uses or constraints on uses that retain the cultural significance of the place. New use of a place should involve minimal change, to significant fabric and use; should respect associations and meanings; and where appropriate should provide for continuation of practices which contribute to the cultural significance of the place.

Article 8. Setting

Conservation requires the retention of an appropriate visual *setting* and other relationships that contribute to the *cultural significance* of the *place*.

Aspects of the visual setting may include use, siting, bulk, form, scale, character, colour, texture and materials.

New construction, demolition, intrusions or other changes which would adversely affect the setting or relationships are not appropriate.

Other relationships, such as historical connections, may contribute to interpretation, appreciation, enjoyment or experience of the place.

Article 9. Location

9.1 The physical location of a *place* is part of its *cultural significance*. A building, work or other component of a place should remain in its historical location. Relocation is generally unacceptable unless this is the sole practical means of ensuring its survival.

9.2 Some buildings, works or other components of *places* were designed to be readily removable or already have a history of relocation. Provided such buildings, works or other components do not have significant links with their present location, removal may be appropriate.

9.3 If any building, work or other component is moved, it should be moved to an appropriate location and given an appropriate use. Such action should not be to the detriment of any *place* of *cultural significance*.

Article 10. Contents

Contents, fixtures and objects which contribute to the *cultural significance* of a *place* should be retained at that place. Their removal is unacceptable unless it is: the sole means of ensuring their security and *preservation*; on a temporary basis for treatment or exhibition; for cultural reasons; for health and safety; or to protect the place. Such contents, fixtures and objects should be returned where circumstances permit and it is culturally appropriate.

Article 11. Related places and objects

The contribution which *related places* and *related objects* make to the *cultural significance* of the *place* should be retained.

Article 12. Participation

Conservation, interpretation and management of a *place* should provide for the participation of people for whom the place has special *associations* and *meanings*, or who have social, spiritual or other cultural responsibilities for the place.

Article 13. Co-existence of cultural values

Co-existence of cultural values should be recognised, respected and encouraged, especially in cases where they conflict.

For some places, conflicting cultural values may affect policy development and management decisions. In this article, the term cultural values refers to those beliefs which are important to a cultural group, including but not limited to political, religious, spiritual and moral beliefs. This is broader than values associated with cultural significance.

Conservation Processes

Article 14. Conservation processes

Conservation may, according to circumstance, include the processes of: retention or reintroduction of a *use*; retention of *associations* and *meanings*; *maintenance, preservation, restoration, reconstruction, adaptation* and *interpretation*; and will commonly include a combination of more than

There may be circumstances where no action is required to achieve conservation.

one of these.

Article 15. Change

15.1 Change may be necessary to retain *cultural significance*, but is undesirable where it reduces cultural significance. The amount of change to a *place* should be guided by the *cultural significance* of the place and its appropriate *interpretation*.

When change is being considered, a range of options should be explored to seek the option which minimises the reduction of cultural significance.

15.2 Changes which reduce *cultural significance* should be reversible, and be reversed when circumstances permit.

Reversible changes should be considered temporary. Non-reversible change should only be used as a last resort and should not prevent future conservation action.

15.3 Demolition of significant *fabric* of a *place* is generally not acceptable. However, in some cases minor demolition may be appropriate as part of *conservation*. Removed significant fabric should be reinstated when circumstances permit.

15.4 The contributions of all aspects of *cultural significance* of a *place* should be respected. If a place includes *fabric*, *uses*, *associations* or *meanings* of different periods, or different aspects of cultural significance, emphasizing or interpreting one period or aspect at the expense of another can only be justified when what is left out, removed or diminished is of slight cultural significance and that which is emphasised or interpreted is of much greater cultural significance.

Article 16. Maintenance

Maintenance is fundamental to *conservation* and should be undertaken where *fabric* is of *cultural significance* and its maintenance is necessary to retain that *cultural significance*.

Article 17. Preservation

Preservation is appropriate where the existing *fabric* or its condition constitutes evidence of *cultural significance*, or where insufficient evidence is available to allow other *conservation* processes to be carried out.

Preservation protects fabric without obscuring the evidence of its construction and use. The process should always be applied:

- where the evidence of the fabric is of such significance that it should not be altered;
- where insufficient investigation has been carried out to permit policy decisions to be taken in accord with Articles 26 to 28.

New work (e.g. stabilisation) may be carried out in association with preservation when its purpose is the physical protection of the fabric and when it is consistent with Article 22.

Article 18. Restoration and reconstruction

Restoration and *reconstruction* should reveal culturally significant aspects of the *place*.

Article 19. Restoration

Restoration is appropriate only if there is sufficient evidence of an earlier state of the *fabric*.

Article 20. Reconstruction

20.1 *Reconstruction* is appropriate only where a *place* is incomplete through damage or alteration, and only where there is sufficient evidence to reproduce an earlier state of the *fabric*. In rare cases, reconstruction may also be appropriate as part of a use or practice that retains the *cultural significance* of the place.

20.2 *Reconstruction* should be identifiable on close inspection or through additional *interpretation*.

Article 21. Adaptation

21.1 *Adaptation* is acceptable only where the adaptation has minimal impact on the *cultural significance* of the place.

Adaptation may involve the introduction of new services, or a new use, or changes to safeguard the place.

21.2 *Adaptation* should involve minimal change to significant fabric, achieved only after considering alternatives

Article 22. New work

22.1 New work such as additions to the *place* may be acceptable where it does not distort or obscure the *cultural significance* of the place, or detract from its *interpretation* and appreciation.

New work may be sympathetic if its siting, bulk, form, scale, character, colour, texture and material are similar to the existing fabric, but imitation should be avoided.

22.2 New work should be readily identifiable as such.

Article 23. Conserving use

Continuing, modifying or reinstating a significant *use* may be appropriate and preferred forms of *conservation*.

These may require changes to significant fabric but they should be minimised. In some cases, continuing a significant use or practice may involve substantial new work.

Article 24. Retaining associations and meanings

24.1 Significant *associations* between people and a *place* should be respected, retained and not obscured. Opportunities for the *interpretation*, commemoration and celebration of these associations should be investigated and implemented.

For many places associations will be linked to use.

24.2 Significant *meanings*, including spiritual values, of a *place* should be respected. Opportunities for the continuation or revival of these meanings should be investigated and implemented.

Article 25. Interpretation

The *cultural significance* of many places is not readily apparent, and should be explained by *interpretation*. Interpretation should enhance understanding and enjoyment, and be culturally appropriate.

Conservation Practice

Article 26. Applying the Burra Charter process

26.1 Work on a *place* should be preceded by studies to understand the place which should include analysis of physical, documentary, oral and other evidence, drawing on appropriate knowledge, skills and disciplines.

The results of studies should be up to date, regularly reviewed and revised as necessary.

26.2 Written statements of *cultural significance* and policy for the *place* should be prepared, justified and accompanied by supporting

Statements of significance and policy should be kept up to date by regular review and revision as

evidence. The statements of significance and policy should be incorporated into a management plan for the place.

necessary. The management plan may deal with other matters related to the management of the place.

26.3 Groups and individuals with *associations* with a place as well as those involved in its management should be provided with opportunities to contribute to and participate in understanding the *cultural significance* of the place. Where appropriate they should also have opportunities to participate in its *conservation* and management.

Article 27. Managing change

27.1 The impact of proposed changes on the *cultural significance* of a *place* should be analysed with reference to the statement of significance and the policy for managing the place. It may be necessary to modify proposed changes following analysis to better retain cultural significance.

27.2 Existing *fabric*, *use*, *associations* and *meanings* should be adequately recorded before any changes are made to the *place*.

Article 28. Disturbance of fabric

28.1 Disturbance of significant *fabric* for study, or to obtain evidence, should be minimised. Study of a *place* by any disturbance of the fabric, including archaeological excavation, should only be undertaken to provide data essential for decisions on the *conservation* of the place, or to obtain important evidence about to be lost or made inaccessible.

28.2 Investigation of a *place* which requires disturbance of the *fabric*, apart from that necessary to make decisions, may be appropriate provided that it is consistent with the policy for the place. Such investigation should be based on important research questions which have potential to substantially add to knowledge, which cannot be answered in other ways and which minimises disturbance of significant fabric.

Article 29. Responsibility for decisions

The organisations and individuals responsible for management decisions should be named and specific responsibility taken for each such decision.

Article 30. Direction, supervision and implementation

Competent direction and supervision should be maintained at all stages, and any changes should be implemented by people with appropriate knowledge and skills.

Article 31. Documenting evidence and decisions

A log of new evidence and additional decisions should be kept.

Article 32. Records

32.1 The records associated with the *conservation* of a *place* should be placed in a permanent archive and made publicly available, subject to requirements of security and privacy, and where this is culturally appropriate.

32.2 Records about the history of a *place* should be protected and made publicly available, subject to requirements of security and privacy, and where this is culturally appropriate.

Article 33. Removed fabric

Significant *fabric* which has been removed from a *place* including contents, fixtures and objects, should be catalogued, and protected in accordance with its *cultural significance*.

Where possible and culturally appropriate, removed significant fabric including contents, fixtures and objects, should be kept at the place.

Article 34. Resources

Adequate resources should be provided for conservation.

The best conservation often involves the least work and can be inexpensive.

Sequence of investigations, decisions and actions

