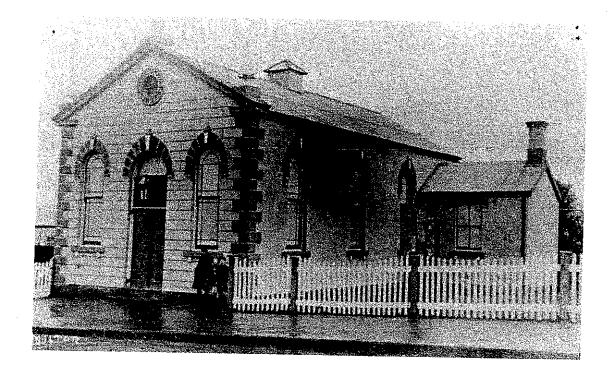
MILTON TOWN HALL

(former School of Arts)

Conservation Management Plan



PREPARED FOR Shoalhaven City Council

SIMPSON DAWBIN Associates Architects and Heritage Consultants

IN ASSOCIATION WITH Robyn Florance Historian

December 1999

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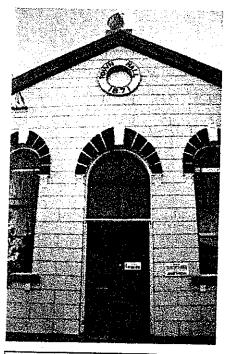


Fig 1: Milton Town Hall 1999

Introduction

This Conservation Management Plan was commissioned in May 1999 by Shoalhaven City Council.

A Conservation Plan was required by Council to ensure that appropriate long term decisions are made with respect to the conservation, ongoing maintenance, redevelopment and future use of the Milton Town Hall and surrounding curtilage

The content and format of this report follow the guidelines of The Conservation Plan by J S Kerr and the assessment of significance is based on the State Heritage Inventory criteria of the NSW Heritage Office as follows:

Part 1 Investigate Significance

Part 2 Assess Significance

Part 3 Manage Significance

Part 4 Conservation Policy

Part 5 Implementation Strategy

Scope of this Report

In accordance with the Brief, Parts 3, 4, and 5 of this report are presented as a cursory overview only, to enable conservation management issues to be analysed in further detail in future when redevelopment of the property or change of use is proposed

Objectives of this Conservation Management Plan

In summary the objectives of the report are to:

- Establish the cultural significance of the Milton Town Hall, its outbuildings and component parts.
- Formulate appropriate policies for the conservation and ongoing management of the former School of Arts building, taking into account both the significant physical fabric and the ongoing usage requirements.
- Determine guidelines or constraints for appropriate development of the building, and site whilst acknowledging the significance of the building, its immediate curtilage and its contribution to the streetscape.
- Relate the proposals to objectives of Council in relation to usage of the site.

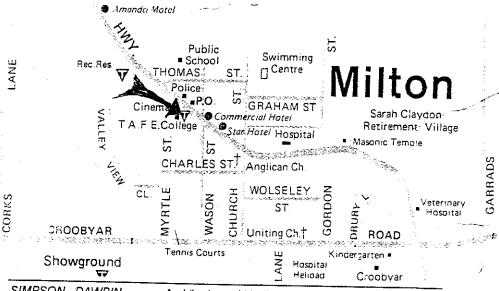


Figure 2: Locality

Study Area

The study area is the Council owned Lot 2 DP 151179 and its immediate curtilage as defined by the boundaries of this allotment.

The study area is bounded by the Princes Highway to the North East, Milton Theatre to the North West, Council Car park and the Milton Village Cultural Centre to the South West, and a pharmacy to the South East

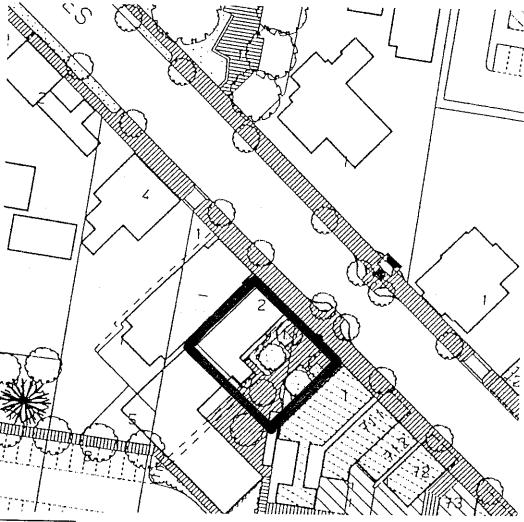


Figure 3: The Study Area

Study Team

The study team comprises:

Bruce Dawbin of SIMPSON DAWBIN, Architects and Heritage Consultants Consultant Historian: Robyn Florance

Client Representatives:

John Drummond, Manager Property Services Group and Lorraine McCarthy, Property Services Group, Shoalhaven City Council

Acknowledgements:

The assistance of the following in the preparation of this report is gratefully acknowledged:

Shoalhaven Historical Society

John Flett, Planner, Shoalhaven City Council

EXECUTIVE SUMMARY

Introduction

This Conservation Management Plan was commissioned by the Shoalhaven City Council for the conservation and ongoing management of the Milton Town Hall

The significance of the site is now widely acknowledged, and this report seeks to identify the nature of and relative levels of significance applicable to the building and its component parts, and establish appropriate conservation policies. The assessments of significance take into account historical documentary material, and physical examination of the fabric of the building.

Preliminary recommendations regarding maintenance priorities have been prepared

Summary of Recommendations

The Assessment of Significance has determined that the building has a high level of Historical, Social and Aesthetic significance. This report generally recommends that the Milton Town Hall should be appropriately conserved and maintained. Its present role as Milton Library provides a community focus but as this service is a part time extension of the Ulladulla Library, Council should investigate alternative options for future use which increase community access and appreciation of the building.

The major outcomes include the following:

- The building fabric should be appropriately conserved using advice from conservation professionals and appropriately qualified tradespeople.
- Guidelines are proposed for appropriate ongoing conservation, management and maintenance of the precinct.
- Significant elements of the interior, the old Hall now the Library should be restored to original form and materials:
- Policies are proposed which recognise the contribution of the building to the streetscape and the historical fabric of the township of Milton

PART 1: INVESTIGATE SIGNIFICANCE

The first step in the process of assessing the heritage significance of the Milton Town Hall and its site is to acquire a comprehensive understanding of the history of the site, in the context of the broader social history of Milton and the Shoalhaven. This involves the assembly of all relevant available documentary material, including photographs, surveys and drawings

The physical fabric of the building and existing configuration of the site were inspected. The building revealed a clear account of its history and usage, providing confirmation of the available documentary evidence.

1.1 DOCUMENTARY EVIDENCE:

Historical Background Robyn Florance

Historical Background Robyn Florance

Milton Historical Background

Milton is located 60km south of Nowra, on a ridge, with magnificent views of the sea to the east and the mountains to the west. It was originally called *The Settlement* which is thought to be an interpretation of an aboriginal word "narra warra", meaning a good place to settle ¹.

Cedar getters were the first European arrivals in the area and Rev Thomas Kendall settled at Narrawallee in 1828 north of *Boat Harbour* (Ulladulla) and east of *The Settlement*. The poet Henry Kendall was born on the family property just outside the town of Milton in 1839.

Timber was the principle industry of the early days, with cedar and different types of hardwood and sawmills were operating by the 1850s As the land was cleared, wheat, maize and other crops were grown, while dairy cattle and pigs were introduced. The district was soon self sufficient and surplus produce was shipped from *Boat Harbour* to Sydney.

At *The Settlement* in 1856 John Booth had established a produce depot and inn, the Traveller's Home, south of the later town, at the junction of Croobyar and Woodstock Roads. Later Booth purchased 16 hectares to the north from Joseph Whatman, who had established himself in the district in 1852, at Myrtle Forest Farm.

In 1860 on Whatman's grant, Booth laid out a private town bounded by Thomas Street to the north, Croobyar Road to the south, Church Street to the east and Myrtle Street (named after Whatman's Forest Farm) to the west. He named the new township Milton probably after 'Milton Hall' in Bedfordshire, the residence of John Booth's cousin, Major Phillip Booth. The streets being named after friends, relatives and remembered places.³

³ Nulladolla 1988 op cit. p 18

¹ Clark Alan (Ed) *Villages of Shoalhaven*, Shoalhaven Tourism Board, Nowra, n.d. p. 18

² Milton & District Historical Society, *Nulladolla 1988*, Milton & District Historical Society, Milton, 1988

John Booth, born investor and speculator, moved on to become a leading produce merchant of Sydney naming his private residence in near Moore Park "Milton". One of his thirteen children, Jane Maria born at the Traveller's Home Inn married Samuel Horden of Brickfield Hill. Another descendant is John Malcolm Fraser, one time Prime Minister of Australia.

The Settlement Post Office opened in January 1860 in the residence of George Knight The Anglican Church of St Peter & St Paul was dedicated the following August and the first general store in the township of Milton was opened by Frederick Hall in December the same year George Knight resigned and Frederick Hall was appointed Post Master in October 1861 5

Most of the town's allotments sold at once and by 1866 the town consisted of The Star Hotel, 17 dwellings, two churches and a school with a population of 80^{-6}

In January 1874 a branch of the N.S.W. Government Savings Bank was opened at the Post Office. The following December Henry Blackburn purchased Frederick Hall's store and became Milton's third Post Master

The Post & Telegraph Office for Milton was completed by 1880 The Milton Court House

The town is the centre of a prosperous agricultural area which in the early years depended on contact with Sydney by sea from Ulladulla, some four miles distant Early settlers such as the Kendall family owned their own ships, but commercial transport only became regular with the establishment of the Illawarra and South Coast Navigation Company after 1852. A stone pier was completed in Ulladulla in 1865 which greatly facilitated commercial links with Sydney.

In recent years the town has declined as a local shopping centre and in the main street now are tea rooms, craft shops, antique and gift shops. Milton has been classified by the National Trust (1986) as an historical village and a Settler's Fair is held annually during the October long weekend. Milton is interesting, both scenically and historically, to walk or drive around, and there is a variety of craft shops in the main shopping centre.

The School of Arts Building

The Milton (Ulladulla) Mechanic's Institute was formed in 1869 and by the end of 1870 the committee had decided to built a School of Arts Hall Mr T.O. Chater was the successful architect and tenders were soon called for the erection of the hall. Eight tenders were received and after the lowest one was withdrawn, the second lowest, Mr John Porter's tender of £695, was selected. The contractor being bound to complete the work by the 31st December 1871.

An article published in The Shoalhaven News on 18 November 1871 under Ulladulla District News reports on the erection of the Ulladulla School of Arts.

⁴ *Nulladolla 1988* op.cit. p 19 5 *Nulladolla 1988* op.cit. p. 54

⁶ Baillierre F.F., *Baillierre's Gazetteer* 1866

The First Tender Notice appeared in *The Shoalhaven News, 24th December 1870*

⁸ The Shoalhaven News, Saturday April 22, 1871 District News

The article is hard to read as several strips of newspaper print have been pasted over the pages "... The Milton... course of erection. The contractors are bound to complete the building by the end of February. The handsome building is to be 48 x 26 feet. The height 17feet. The committee room and library, one on each side of the hall -- x 12feet. The platform—of the hall, will be 13 \times 8 feet. The building is being built of brick on sandstone foundations.

As the building neared completion the committee set a date the 1st May 1872 for the official opening 10 but due to unforseen circumstances the building was not ready. Although the building was completed by July it was not officially opened until the following month¹¹

The neat brick and stone building opened after nearly four years of fundraising and was well situated in the main street of Milton, the commercial centre of the Municipality. The inaugural address was delivered by the President of the School of Arts and Mechanic's Institute, Mr William Martin at the official opening on 13th August 1872. 12

Ulladulla residents, whose New School of Arts overlooked the harbour and opened some six months earlier did feel some resentment toward the Milton residents 13 The district now had two School of Arts buildings within four miles of each other.

The Municipality of Ulladulla was proclaimed on 14th April 1874 and the provisional council met on 24th June that year at the Milton School of Arts and elected Alderman D Warden as its Mayor. At its July meeting, Council accepted the offer of the Milton School of Arts committee for the continued use of the hall as a Council Chambers at £8 per annum.

In March 1902 at a special meeting of the School of Arts members it was decided to erect a billiard room and obtain the necessary requirements for carrying on a billiard club. 15

In his publication Memoirs of Mollymook, Milton and Ulladulla, Alex McAndrew records the reminiscences of Bert Bishop whose father was the owner/editor of the Ulladulla Milton Times from 1903 to 1921.

"... In 1903 my father, Herbert Bishop, bought the Milton Times and we moved from Moruya, where my father had worked on the Moruya Examiner. We lived in a house called 'Verata' in Wason Street [next door to present day Turnbull's Antiques]. There were two big general stores in Milton at that time: Blackburn & Sons and Pickerings A1 Cash Store. Next to the Times office was Pearman's Boot and Shoe Shop. The next shop was Miss Allens's. She was a dressmaker and also sold drinks and confectionery. Then came Blackburn's which extended over four shop fronts, then a dentist, a solicitor, Buchan's butcher shop, then an estate agent and auctioneer on the corner of Wason Strret. Along the main street was Jack Boag's butcher shop, then the shop of Rupert Cork and his father who were auctioneers and estate agents. Then came Jack Bartlett's leather and saddlery business - he also had a bike agency. Next door was the little house of old Miss Thomas, one of the first cottages

⁹ The Shoalhaven News, Saturday 18 November 1871

¹⁰ The 5th General Meeting of the Committee

¹¹ The Shoalhaven News, 27th July 1872 Sons of Temperance held a meeting in the Hall

¹² Antill R.G., Settlement in the South, Weston & Co., Kiama, 1982, p

Nullodolla 1988 op.cit p. 48 14 Nullodulla 1988 op.cit.p. 48

Shoalhaven Telegraph 12th Marc h 1902

built in Milton. Stanpan Cork's cordial factory was next door, then a blacksmith who did all sorts of repair work, then a boarding house run by an old lady, and a chemist shop. After that was Francis' Saddley and Leather Shop. He was also caretaker and librarian for the School of Arts next door. The last shop was Perry's Tailor Shop.

On the other side of Main Street was Pickering's Store, the Court House, Plice Station and Court of Petty Sessions, the 2-storrey Post Office, then a big boarding house. The Commercial Hotel was on the corner of Wason and Main Streets. Then an empty shop The Council Chambers were in Wason Street and then sheds and cattle yards....¹⁶"

In May 1904 Acetylene Gas lighting was installed in the building by Mr J Littlewood. This involved laying pipes for the gas and the installation of a generator.¹⁷

In 1923 the committee proposed that a new hall be erected beside the old one 18 and plans were sent to the Department of Public Works and negotiations for the purchase of the old School of Arts by the Ulladulla Municipal Council began.

After much deliberation by Council the old hall was purchased by Ulladulla Municipal Council as a Council Chambers for £900 in June 1927. 19 Alterations were carried out at that time by J. and W. Harmon and probably included the change of lettering on the facade from "School of Arts" as it appears in old photographs to "Town Hall", as it is today. 20

The new School of Arts Hall was built of wood and fibro with an iron roof and was completed by July 1927. This building is now the Milton Cinema In preparation for the new building, the ante room to the north east was demolished.

The neat Milton School of Arts, alias Town Hall stands in Milton's main street, housing the Milton branch of the Shoalhaven Library The Ulladulla School of Arts was demolished in 1969 to be replaced by the modern Civic Centre, with public halls, the Ulladulla Library and the Tourist Centre

The Builder - John Porter

John Porter, Master Joiner, came to Melbourne from Liverpool, England in 1860-61. He was a builder and stairwright by trade and came to help his cousin, John Morgan, build the Lighthouse at Geelong. When gold was found at Lambing Flat (Young) he went to try his luck, but finding no gold, bought a horse and set out for Sydney and thence to Milton, where he resumed his trade of builder, crafting much of the cedar furniture and staircases for many homes in the district and the Milton School of Arts. 22

¹⁶ McAndrew Alex *Memoirs of Mollymook, Milton and Ulladulla*, The Author, Epping, 1989, pp 117-118

¹⁷ Shoalhaven Telegraph 27th March 1904 & 11th May 1904

¹⁸ New School of Arts File,

Correspondence dated 10/8/1923 File 17/3565 File 4284

Sate Records NSW File 17/3565 File 4284 New School of Arts Hall
 Milton & District Historical Society Notes re Milton School of Arts

Correspondence from Roland Simmons, Police Station Milton dated
 27th July 1927, reporting that the hall had been completed. State
 Records File 4284 New School of Arts Hall Milton 17/3565
 Ewin Joanne, *Meet The Pioneers*, The Author, Milton, 1991,p 177

He took up a selection north-west of Milton called the "Duck Hole" and on 28th August 1870 married Mary Guthrie, the daughter of Thomas Guthrie of 'Guthries Camp' nearby

John Porter also had 196 acres at Narrawallee in 1885 and a small farm at East Milton. The Guthries had also lived at Bristol Farm and the Watertrees on the Woodburn Road.

John and Mary had twelve children²³:

- 1 John who discovered the Poseidon gold field in Victoria, the day Poseidon won the Melbourne Cup in 1906
- 2 Alice
- 3. Thomas married Esther Marion Higgins of 'Avondale' and moved to Queensland.
- 4 May married George Halliday
- 5. Elizabeth married William Kenna
- 6 Catherine (Sister Kitty Porter) served four years in the war zone in Egypt and France during the First World War. She was only home three weeks before she died She was posthumously awarded the Medal of the Roval Red Cross.
- 7. Charles married Betty Blacklaw and moved to Queensland
- 8. William married Gertrude Turnbull
- 9. Annie married Charles Stephens);
- 10 Edna (Tot) n.m.
- 11 Henry (Harry) married Constance Phillips. He inherited "The Duck Hole" and bought "Hilltop" and also owned "Kermington" at one time along with several other properties around Milton.
- 12 Stephen married Stella Cork and joined his brothers in Queensland.

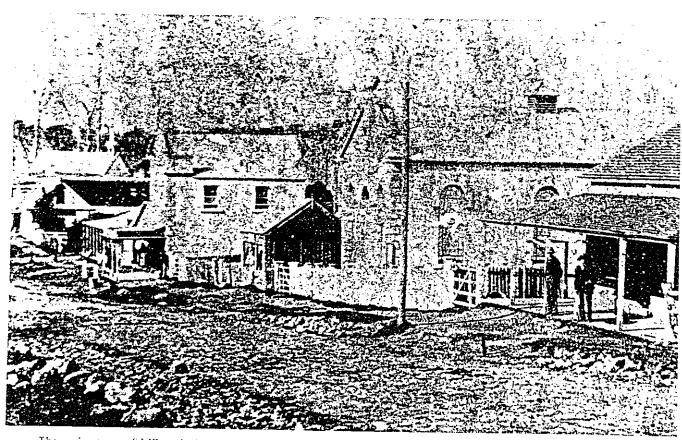
John Porter died on 24th November 1930 and is buried in the Methodist portion of the Sandridge Cemetery. His wife Mary is buried in the Roman Catholic portion of the same cemetery. 25



²³ Meet The Pioneers op.cit. p. 178

²⁴ Dunn Cathy, *The Methodist Church of Milton-Ulladulla*, The Author, Milton, 1994, p. 59

²⁵ Dunn op.cit. p. 59



The main street of Milton in its early history, showing T. Mitchell's store, a slab hut where the Westpac Bank is today and the School of Arts building.

Photo courtesy of I. Wallace Milton



Fig 4:: Milton Main Street ca 1890 and 1999

1.2 PHYSICAL EVIDENCE.

Introduction

This Section describes the physical fabric of the Milton Town Hall within the boundaries of the Council holding.

Intactness of the Building

The building as it exists in 1999 remains generally intact in its original form with the major exception of the north west annexe demolished for the civic centre. This adjacent building has imposed considerable impact on the Town Hall building and supplanted its prior prominence in the streetscape.

Internally the building has suffered extensive alteration, repairs resulting in replacement of original fabric and intrusion of services

Stages of development:

Year	Physical development	Events
1872	School of Arts, original construction	Opening 13 Aug
1872	Municipality of Ulladulla,	Use as Council Chambers
1902	Erection of Billiard Room extension	
1923		Propose new hall adjacent
1927	Purchase of Building as Council Chamb Demolition of North west Ante Room	oers
1927	Completion of new School of Arts Hall, I	ater Cinema
1969	Building occupied by Shoalhaven library	<i>t</i> .

SCHEDULE of BUILDING ELEMENTS

Location No Element Name

A1	The Streetscape	В1	Entry
	Site boundaries		Library/Hall
	South Elevation		Staff Área
	East Elevation	В4	Hallway
	North Elevation	B5	Hallway
A6	West Elevation		Ante Room
Α7	Roof	B 7	Side Porch
Α8	Landscaping		

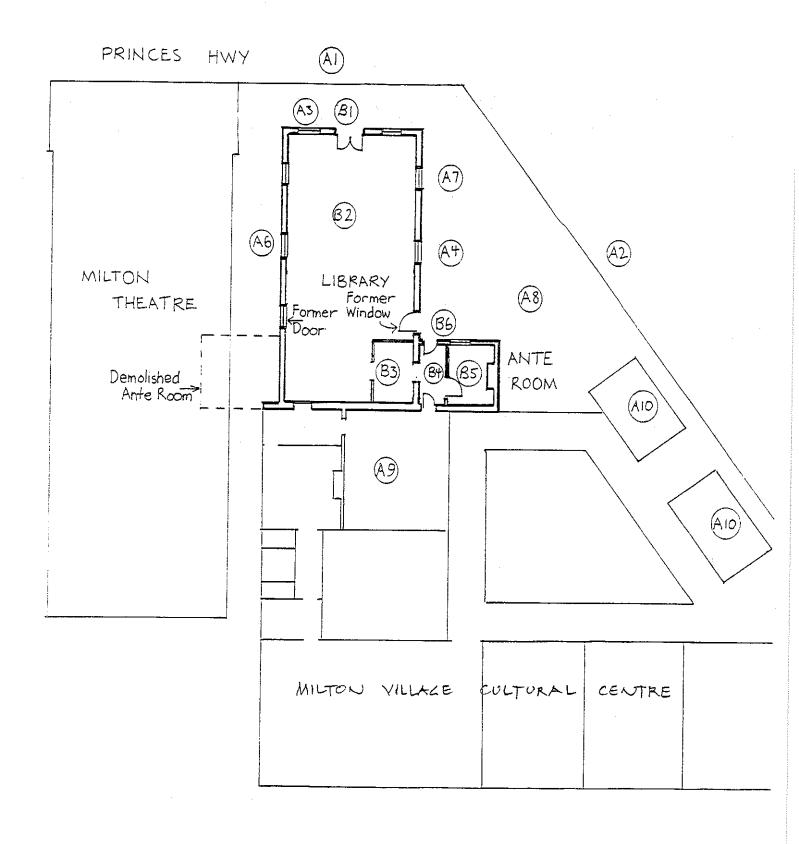


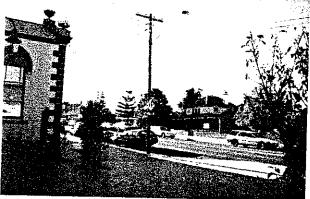
Fig 5.
Key plan of the Building

EXTERNAL ELEMENTS

A1 The Streetscape

The Classical rendered brick façade has been a prominent feature in the streetscape since 1872

The landscaped area to the side of the building has also contributed to the streetscape providing balance to the otherwise largely built up precinct.



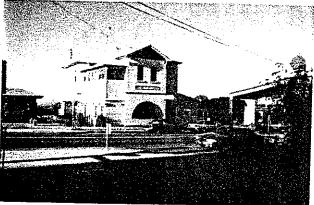


Fig 6: Fig 7: Forecourt to the Town Hall and neighbouring heritage buildings, the Court House and the Post Office

A2 Site boundaries

The town hall site shares boundaries with the Princes Highway to the North East, Milton Theatre to the North West, Council Car park and the Milton Village Cultural Centre to the South West, and a pharmacy to the South East

Building Exterior



Fig 8.

A3	North East Elevation
Α4	South East Elevation
A5 -	South West Elevation
A6	North West Elevation

External walls of the building are rendered 225mm brickwork, in simulated stone ashlar coursing with distinctive rusticated quoins at corners to front elevation only Window openings feature keystone



Fig 9: Facade

mouldings and sills. The upper panes are as original with intermediate glazing bars, lower panes are glass to the full pane.

Substructure of the building is rusticated sandstone. Lime jointing has deteriorated in many places

A rosette above the front entry is engraved "Milton Town Hall 1871", the name having changed from "School of Arts" during the 1920's

The front parapet features Italianate details with three decorative masonry orb finials in original condition, however the apex ball finial may be missing its top section.

The front entry doors are now permanently closed, and the entry to the library is gained through a side door constructed within an old window opening: A small flat roofed porch provides shelter

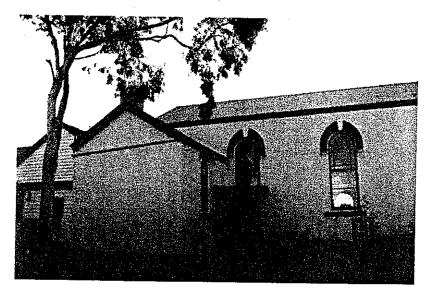


Fig 10: Entry porch to Library

A7 Roof

The roof is corrugated iron in good condition. The original roof was galvanised iron in traditional short sheets of the period.

A8 Landscaping

Landscaping is an important feature of the external precinct of the site, and the garden to the south east side of the building is now an important element in the streetscape, complimentary to the Town Hall



Fig 11: Landscaped court between Town Hall and public toilet blocks

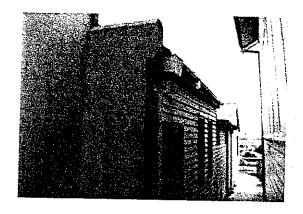


Fig 12: Alley adjacent cinema

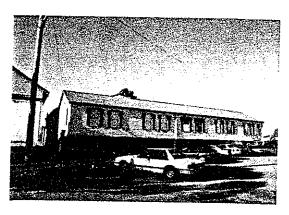


Fig 13 The Milton Village Cultural Centre

A9 Rear wing

Timber frame buildings to the rear were constructed after demolition of the billiards room and are now used as craft shops and the rear wing is used by the Milton Village Cultural Centre.

A10 Public Toilet Blocks

Located across landscaped area, opposite Town Hall these two buildings area recent inclusion into the precinct. Flat roofed constructed of precast concrete, they are intrusive in this heritage context.

Building Interior

· Generally:

Much of the interior has been degraded by deterioration of fabric, alterations to joinery, and intrusion of services. Settlement in the footings is evident through cracking in walls, particularly in the Ante Room area Rising damp has affected finishes to the north east and north west walls.

PRESENT CONFIGURATION OF EACH SPACE

B1 Double Doors (former Main Entry)

The pair of front entry doors is a solid cedar framed door with timber panels of vertical boarding. The glazed panel above replaces door extension panels, and is surmounted by an arched highlight. The doors are no longer used for public access

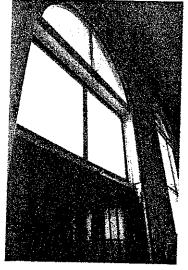


Fig 14: Entry doors, internal

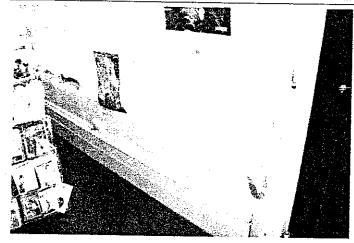


Fig 15. Rising damp

B2 The Library (former Town Hall)

The shell of the original Town Hall remains intact, however the space is detracted by intrusive power conduits and lighting, modern finishes and alterations to joinery. There is no evidence of original fitments or furniture. The highlight window has been modified, originally the lower glass was a pair of loading doors surmounted by arched window

Lighting is modern suspended fluorescent fittings

The skirting extends to the perimeter of the Library Originally cedar, much of the skirting has been replaced with Queensland maple inserts

Extensive damage has occurred to wall from rising damp through the front wall, in particular closer to the northern corner where the ground level rises. Settlement cracking has appeared in the walls in a number of places.

Public access is gained via the side door. This opening was originally a window, and is fitted with a modern flush door with an intrusive aluminium screen door.

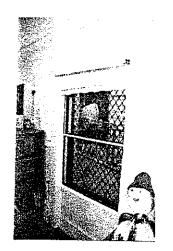
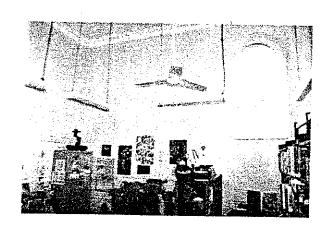


Fig 16. Infilled doorway, north west elevation

Fig 17.
North western corner of Library. Door to rear annexe permanently closed



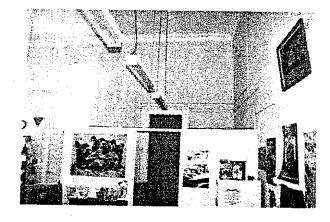


Fig 18
South western corner of Library
Screen to staff area

B3 Staff Area

A 2 metre high lightweight partition screens off the rear corner of the Library as a tea preparation area for staff, a recent and intrusive alteration

B4 Hallway

A short hallway connects the rear door with the interconnecting door to the rear annexe, and provides access to the Archives Room in the Ante room.

Walls are extensively cracked near the cornice and above the rear door. There is evidence of footing rotation, with the Ante Room pulling away from the main structure

B5 Archives Room

This room is used by historians for local history research

B6 Side Porch and Public Enrance

A recently constructed small flat roofed porch provides shelter at the main public entrance.

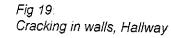
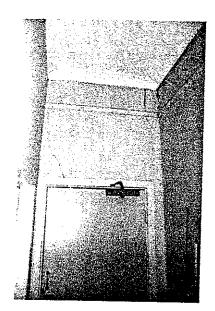
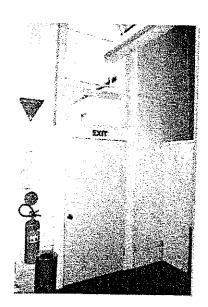


Fig 20: Side Entry to Library, originally window





1.3 ANALYSIS OF DOCUMENTARY AND PHYSICAL **EVIDENCE**

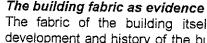
Documentary evidence

Several photographs taken of the Milton Streetscape around the turn of the century which show the building in the context of its neighbours such as the bakery and the bank adjacent, prior to construction of the Milton Theatre

A photograph specifically of the Town Hall (the School of Arts) taken circa 1890 indicates details which no longer exist such as the north west ante room, a dovecote on the centre of the roof ridge Such photographs provide valuable evidence for interpreting colour schemes and restoring detail such as an ornate bracket lamp which featured over the front entry doors. In other respects the 1890 photo indicates the exterior has remained relatively intact

Very little documentation exists for the building, apart from a number of sketches and surveys on Council's files. These indicate the form of the building in the 1920's during planning for the new hall (Theatre) and the layout of the now demolished Billiard Room, Reading Room and Library

A survey of 1923(?) indicates the footprint of the Town Hall, with the north west ante room absent. This was four years before construction of the new hall, however foundations for a new building are noted on the adjacent site, close to the highway. This may be consistent with the fact that plans for the new hall commenced in 1923. The ante room was apparently demolished well before construction of the new hall.



The fabric of the building itself has provided evidence as to the development and history of the building. Much of the original fabric has survived to confirm available documentary evidence in tracing the evolution of the building

Clear evidence exists in the fabric internally and externally indicating the location of the Ante Room to the north west elevation, through patching to the plaster and externally, rough stone plinth course, traces of roof flashing in render, and a bricked up and plastered opening in the wall.

The third window opening had been converted to a door at some stage then infilled with lightweight panelling and a new window above

A new public entry for the Library was formed through an existing window to the south east elevation as the main double door entry close to the Princes Highway was unsuitable for this purpose

No physical evidence remains of the Billiard Room and Reading Room Annexe, as this area of the site is now fully obscured by the rear extension.

Landscaping

Early photographs of the building indicate a picket fence to either side of the building but very little planting except for trees at the rear. The park has been created by Council as a public space between the Highway, rear car park, Milton Village Cultural Centre and the Town Hall. The space is dominated by two public toilet blocks.

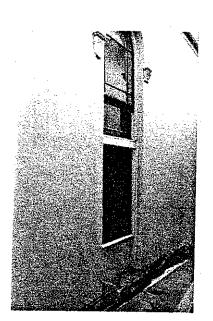


Fig 21: Damp in substructure. NW elevation

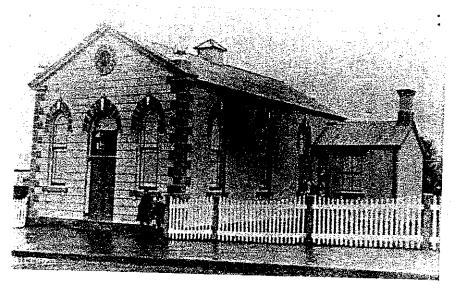


Fig 22: Milton School of Arts, ca 1900

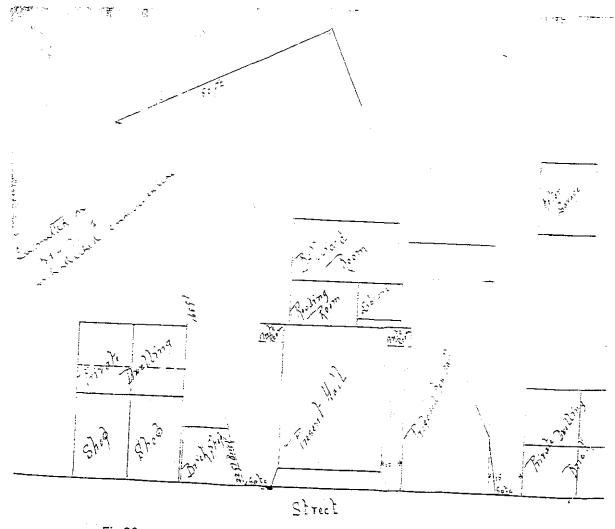


Fig 23 Milton School of Arts, Sketch layout, ca 1920

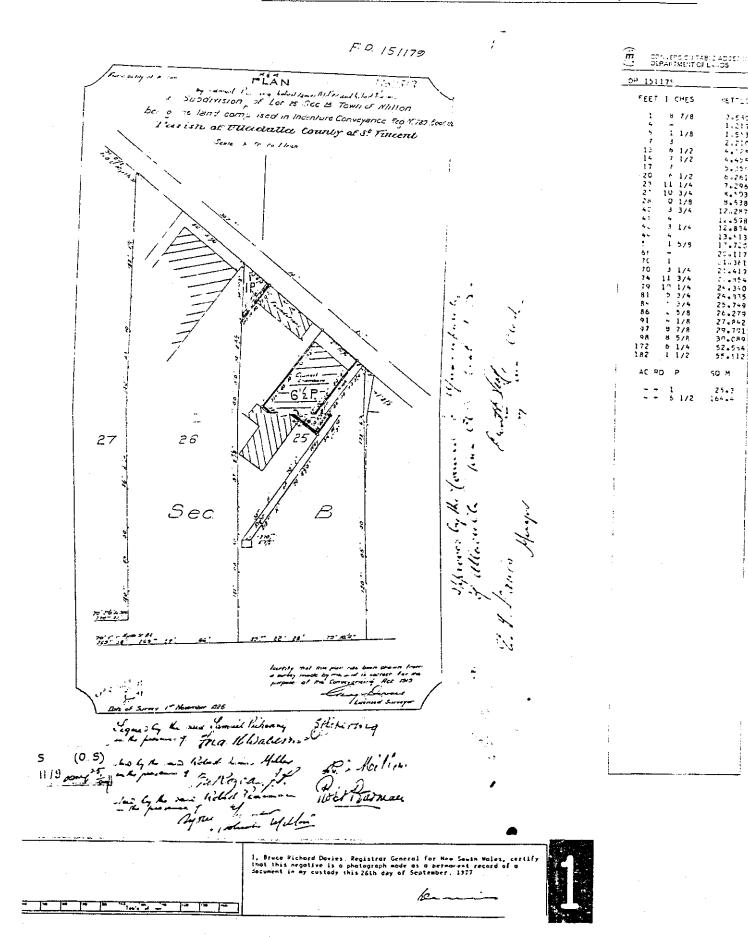


Fig 24: Milton School of Arts, Survey 1923

PART 2: ASSESS SIGNIFICANCE

Basis of Assessment

This study uses the NSW Heritage Assessment Criteria²⁶ to evaluate the nature and degree of significance of the site as a whole and key contributory components. The nature of cultural significance is assessed under four categories including *historic*, *aesthetic*, *technical/scientific* and social significance.

The **degree** of significance takes into account the rarity or representative nature of the item or feature.

Citations and Existing Listings

The Heritage significance of the Berry Museum is recognised by the following listings:

- The Register of the National Trust. (Appendix 1)
- The Shoalhaven Heritage Study 1998 by Peter Freeman and Roger Hobbs, Inventory listing
 - , (Appendix 1), and is listed on the Shoalhaven LEP 1998.
- Illawarra Regional Heritage Study, Perumal, Murphy, Wu, 1993

Summary Statement of Significance

The architecture of the building is Victorian Free Classical, a style frequently used for public buildings such as banks, post offices and town halls between 1840 and 1890, however not extensively followed in the Shoalhaven area. The building is symmetrical in the façade treatment and in plan in its original form. Distinctive high arched windows flank the central main entry and extend to the side elevations.

The building is rare in Milton and the Shoalhaven as a classical public building in this style and of this quality. The design was similar to the Ulladulla School of Arts, demolished in 1969.

The building has considerable historical and social significance as a former school of arts and Council Chambers. It was one of the earliest public buildings in the Milton town centre. It has heritage significance through its value to the local community and its aesthetic contribution to the townscape.

The building and its site display high significance within the three of the four major heritage assessment criteria: Historical, Aesthetic and Social significance

Historical Significance

The building has associations with significant events in the history of Milton including formation of the Ulladulla Municipal Council, many social and political events in the town, and currently as the local public library. The building design is attributed to T O Chater, although evidence indicated some association with architect and stone mason James Poole who was responsible for major homesteads in the Milton district,

²⁶ NSW Heritage Manual, (Heritage Office 1997)

including Mount Airlie. The first mayor to meet in the building as Council Chambers was Alderman D Warden, of the prominent pastoral family who opened up the district, also associated with Mount Airlie

Aesthetic Significance

The building has a prominence in the streetscape and robustness of style which sets it distinctively apart from other buildings in the main street. It completes an important group of public buildings on opposite sides of the road which include the Milton Theatre, the Court House, and the Post Office.

Social Significance

The significance of the school of arts movement in local in the local area is underlined by the establishment of two schools of arts within four miles at Milton and Ulladulla The Milton School of Arts was a centre for education and adult learning before the days of comprehensive education, and as occurred with many other establishments, later to become Council Chambers and Town Hall (eg Nowra School of Arts).

Comparative significance

The Milton School of Arts was similar in style, construction and function to its contemporary, the Ulladulla School of Arts The design was rare in the Shoalhaven but Schools of Arts of the period were frequently expressed in the classical style, the Sydney School of Arts being another example

Levels of Significance

Regional significance

The building has regional significance as a rare Victorian Classical public building in the area, and through its association with Ulladulla Shire Council, one of many small councils in the region eventually to become amalgamated.

Local Significance

It is highly significant at a local level through its contribution to the streetscape of the Princes Highway, the main street of Milton and its high social significance to the local community, as a school of arts and town hall.

Degrees of Significance

The Statement of Significance describes the general nature of the significance of the building as a whole.

To enable decisions to be made regarding the long-term conservation and development of the place, the following assessments of the degree of significance of the various elements of the place has been made.

The degree of significance of the various elements has been divided into four categories:

High significance	Α
Considerable significance	В
Some significance	С
Little significance	D
Compromised significance	Compr
Intrusive elements	Int

Schedule of Significant Items within the School of Arts Precinct

Location Numbers refer to Significant Items referred to in Key Plan,

Conservation recommendations are included in Part 5 of the report.

EXTERNAL ELEMENTS

A 1	The Streetscape	Α
A2	Site boundaries	С
Bui	ding Exterior	
А3	North East Elevation, facade Parapet and finials Rosette	A A A
A4	South East Elevation Entry porch to Library Disabled ramp and steps	A D D
A5	South West Elevation	Α
A6	North West Elevation	Α
A7	Roof Dovecote	B Compr
A8	Landscaping	В
A9	Rear annexe buildings	В
A10	Public toilet blocks	int
Inter	ior Spaces	•
B1	The Front Entry The front entry doors The cedar frame and highlight	A A Compr
B2 The Library The shell of the Hall Suspended fluorescent fittings Side entry Window 3 to NW elevation		A Int Compr Compr
В3	Screened Staff Area	int
B4	Hallway	Α
B5	South East Ante Room	A
B6	Rear Porch	С
B8	Side Entry Porch	Α

PART 3 - MANAGE SIGNIFICANCE

DEVELOPMENT OF CONSERVATION POLICY

Introduction

The previous section has established that the Berry Museum, the former ES&A Bank has considerable historic, aesthetic, and social significance

The development of an appropriate set of Policies for the conservation, use and management of the site must take into account the opportunities and constraints arising from:

- 1. the Statement of Significance
- the requirements of the site owners and the community, the available resources and feasible options for future use of the place
- 3. the physical condition of the place
- 4. requirements imposed by external factors

Opportunities and Constraints arising from the Statement of Significance

The Milton Town Hall is significant for a variety of reasons, consequently the building and its curtilage need to be protected and exploited in an appropriate manner.

In order to protect this unique visual character and to ensure that both the integrity and legibility of the place is not lost through inappropriate development, certain constraints should apply to any future redevelopment in the vicinity:

- usage which may impact on the significance of the building and curtilage should be prohibited;
- reconstruction of fabric should be limited to ensure that the legibility and integrity of the original fabric is not obscured
- alterations or new development should be strictly limited and controlled to ensure that there is no loss of visual character;
- significant fabric should be appropriately conserved;
- views and vistas from outside the site should be preserved;
- surrounding development should be controlled to limit physical and visual impact
- specialist consultants and tradesmen should be used for the conservation and other work on the site;

Opportunities arising from the significance of the place should be considered in any redevelopment program, and include:

- The aesthetic value of the building in the townscape and streetscape
- The legibility of the fabric which enables interpretation of the evolution of the fabric
- The building remains a tangible example of living history for the benefit of the local community

Management policies must ensure that the structure is fully protected from inappropriate alterations, poorly executed conservation, and inappropriate usage.

Opportunities and Constraints Arising from Ownership and Use

Ownership by Council:

It is important that the Milton Town Hall remains in public ownership to ensure its heritage significance is retained, and to ensure the building provides a useful and valued asset for the benefit and enjoyment of the people of the Milton/ Ulladulla district

Council objectives

Shoalhaven City Council has invested considerable resources into ongoing maintenance over the years

There are no plans at present for any redevelopment or change of use to the building,

Public Access

Public access imposes specific requirements on the site through the need to provide facilities to satisfy the comfort needs and safety of visitors. Ample parking is provided to the rear of the site, and Council is currently constructing a handrail to the disabled ramp alongside the building to the public entry to the Library

Other issues of access which must be considered include:

· fire egress compliant with code

Present and Future Operational Constraints

Opportunities and Constraints Arising from Physical Condition

Refurbishment in the future should have regard for what survives of interior elements and ensure that original finishes are not obscured, such as plaster detailing and cedar joinery

Conservation policy should accommodate the effects of visitor usage and resulting wear and tear on building fabric.

A future conservation program should provide the opportunity to review the colour scheme: ascertain original colours, paint scrapes, and reconsider the authenticity of the existing colour scheme.

Constraints and Requirements Imposed by External Factors Statutory Requirements

Any conservation or development on the site must be cognisant of the regulations of relevant government agencies:

- Compliance with Worksafe, and Business and Consumer Affairs Building Code of Australia re:
 - -Controls for buildings, amenities, fire protection and egress
- State Government Heritage requirements

PART 4 CONSERVATION POLICY

Introduction and Conservation Objectives

The purpose of the conservation policies set out in this section is to provide a set of mandatory principles relating to the care and development of the Milton Town Hall in a manner which retains its significance while allowing its continuing community use. Its use should recognise the value to the community, and future management should ensure this resource is enhanced to its full potential:

In this section, policy statements are provided in italics and should be read with the associated text to aid interpretation.

Terminology:

"Should" in the context of this report implies mandatory requirement for compliance

"May" implies suggested or optional compliance

Conservation terminology including terms such as 'place', 'conservation' 'restoration', 'reconstruction', adaptation' etc follow the definitions of the Burra Charter

Conservation Work

Policy (1.1) The future conservation and development of the building (hereinafter referred to as the place') should be directed towards maintaining and interpreting its heritage significance in accordance with the principles of the Australia ICOMOS Charter for the Conservation of Places of Cultural Significance (the Burra Charter)

Policy (1 2): The significance of the place should be made clearly evident to the observer and the means of interpretation should be compatible with the retention of that significance

Policy (1 3): The statement of significance as set out in Part 2, together with recommendations for specific items contained in this policy section, should be accepted as the basis for future conservation.

Policy (1.4): The conservation of all elements of high degree of significance should be a combination of preservation and restoration

Policy (15): The conservation of elements of some significance include preservation, restoration, reconstruction, and adaptation.

Policy (1.6): In some specific instances, limited adaptation and reconstruction may be allowed in accordance with the Burra Charter to allow and assist interpretation...

Policy (17): In some instances, elements of compromised significance may be reinstated to their original form and condition.

Policy (1.8): Intrusive elements should be removed.

Coordination and Advice

The recommendations of this Conservation Management Plan should be implemented via a co-ordinated decision-making process. Continuity of competent advice is also important for the successful long-term implementation of this plan.

Policy (2.1): A responsible co-ordinating and management body should be appointed to implement the recommendations of this Plan

Policy (2.2). Persons with relevant conservation expertise should be engaged for the consistent interpretation of this Plan and the resolution of conservation issues as well as for the design, documentation and supervision of on site works.

Policy (2.3): The policies outlined in this document should be endorsed as a guide to future planning and work.

Policy (2.4). This document should be reviewed as the need arises but at a minimum of five year intervals.

Community Consultation and Management

Members of the Milton and District Historical Society, the Shoalhaven Historical Society, and the local community at large should have some means of contributing to the ongoing use and management of the place within the constraints of this Conservation Plan

Policy (3.1): The community should be able to contribute to decisions regarding the use and management of the site

The Setting, Boundaries and Curtilage

Policies are proposed which ensure that the contribution of the Milton Town Hall to the heritage precinct of the main street and townscape of Milton is maintained and protected from inappropriate development on the subject site or adjoining sites Existing heritage protection is provided by the Milton Conservation area and the fact that the adjacent Milton Theatre is a listed heritage item.

Policy (4.2) Prohibit or restrict development in the immediate surrounding area that may adversely impact on the significance of the external landscaped precinct.

Compatible Uses

Policy (5.1) Future uses of the Milton Town Hall should be compatible with maintaining and interpreting the form and layout of the building in original configuration.

Recovery of significant spaces

Much of the interior of the building remains in near to original form and current uses are consistent with the objective of restoring the interior

Policy (6 1) Each of the interior spaces designated as significant shall be restored to original form and finishes Remove all elements identified as intrusive in the Schedule of Significance, Part 2.

Should current use be incompatible with this objective, reconstruction or restoration of affected interiors shall remain the long term objective

Maintenance and repair

The original joinery throughout the building was in Australian red cedar. Repair and modifications have resulted in the removal of cedar joinery and cabinet work and the use of infill joinery using alternative species such as Queensland Maple and refinishing in paint, obscuring the original stained finishes.

Policy (7 1): Surviving joinery should be conserved Missing elements and inappropriate infill and repairs to joinery should be replaced with Australian Red Cedar in matching profile and finish.

Colour Selection

Policy (8 1): A future interior colour scheme should be prepared by a specialist heritage colour consultant and take account of scientific analysis of paint scrapings taken from original fabric of the building. The exterior colour scheme shall be verified by analysis of paint scrapings and interpretation of early photographs.

Public Access and Security

Policy (9 1): The building should always remain accessible to the general public. Safety, security and retention of significance of the place should be maintained at all times.

Services

Policy (10 1) All intrusive elements relating to services should be removed, including old electrical wiring and installation, plumbing fixtures and old pipework, in particular to significant spaces such as the Library

Policy (10.2): All new services should be provided in a manner which does not adversely impact on the heritage significance of the place.

Landscaping

Policy (11.1): Landscape planting to the adjacent park should maintain the prime objective of providing a setting to enhance the heritage significance and presentation of the building

Project Funding

As Council owned property operating for the benefit of the community, funding for conservation, interpretation and redevelopment work is available from a number of sources.

Policy (15.1): All opportunities for grant funding and sponsorship of conservation work should be pursued.

PART 5: IMPLEMENTATION STRATEGY

Introduction

Implementation strategies should take account of the various factors that affect the 'what, how and when' for actions identified in the preceding policy section. The Client's requirements will have a major input together with such factors as availability of funding, resources for management, and community support for conservation and redevelopment work, all these impacting directly on the timing, extent of work, and priorities for work.

This section outlines an approach to the implementation of conservation policies taking account of the client's requirements and other external influences. This is intended as a brief summary of strategies for implementation the form of recommended practical guidelines. Any alternative strategies proposed by the client however should conform to the recommendations of the *Policies* section.

General principles for the Implementation of Upgrading and Conservation Program

The building remains generally in good condition and has been consistently maintained by Council

Design, documentation and site supervision of all work should be carried out by specialist conservation consultants, and site work by specialist tradesmen

Definitions

This section utilises definitions from the Australia ICOMOS Charter for the Conservation of Places of Cultural Significance (the Burra Charter) as follows:

Fabric means all the physical material of the place.

Conservation means all the processes of looking after a place so as to retain its cultural significance. It includes maintenance and may according to circumstance include preservation, restoration, reconstruction and adaptation and will be commonly a combination of more than one of these.

Maintenance means the continuous protective care of the fabric, contents and setting of a place, and is to be distinguished from repair Repair involves restoration or reconstruction and it should be treated accordingly

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

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.

Reconstruction means returning a place as nearly as possible to a known earlier state and is distinguished by the introduction of materials (new or old) into the fabric.

Adaptation means modifying a place to suit proposed compatible uses

Compatible use means a use which involves no change to the culturally significant fabric, changes which are substantially reversible, or changes which require a minimal impact

Maintenance of the Asset

General issues:

Council has responsibility for regular maintenance of the building.

In recent years damp has been a problem in the walls with high ground level externally

All timber floors are uneven and should be checked for damp related deterioration and lack of ventilation

Short Term Strategy

Maintenance and Conservation Priorities

Policy (7 2)

Urgent maintenance which should be addressed by the building's managers include:

External:

- Structural evaluation required to ensure no further settlement of Ante Room or rotation of footings
- Stonework to plinth generally, needs repointing with lime mortar
- Repair weathered stone to front elevation
- Seal and repoint stonework along side lane
- Check chimney flashings
- High paving and insufficient drainage possible causes of rising damp to front elevation
- Replace square window above double entry doors with solid panel as original
- Joinery, especially windows need repriming and painting
- Replace side porch with more appropriate structure
- Replace flush lined front side entry door with solid timber panelled door

Internal Library

- Repair damaged plasterwork to walls and ceilings affected by damp penetration and repaint. Patch and paint cracked plaster
- Restore double doors and replace broken glass highlight
- Remove new slate tiles inside front entry
- Remove all redundant power conduits, cables and replace fluorescent fittings with appropriate style of fitting. Conceal services
- Remove glass panel from opening to north west side and replace with window to original detail, including sill.
- Replace all flush doors to rear corridor, archives and rear office and replace door furniture.
- Remove screen to tea prep area

Hallway

- Repair/ patch cracking at cornice and in plasterwork above internal doorway
- Water staining on wall, check roof for leak

Archives Room

- Repair crack above left wall and near window
- Replace cove cornice with appropriate profiled plaster cornice
- Patch hole in brickwork at rear
- Remove phone terminal box
- Replace architraves to door with profiled section
- Replace fluorescent light

Ongoing Maintenance

Maintenance by Council's staff should be carefully controlled in accordance with this Conservation Plan, and using appropriate techniques, materials and equipment. Specialist advice should always be sought where significant fabric is involved

Medium Term Strategy

Policy (6.1)

Recovery of Significant Spaces

Having regard to compatible use for each of the interior spaces, each significant space should be restored to original form and configuration:

Restore all original cedar joinery and finish to original stained finish
Joinery affected by removal or alteration should be reconstructed
using Australian red cedar or equivalent, to original profile and finish.
Joinery which originally was clear finished in stain, laquer or shellac
should be stripped of paint and refinished as original.

Long Term Strategy

Promotion and Marketing

Policy (15 1)

Grant Funding

Policy (15 1)

Council may be eligible for grant funding to assist in meeting the capital cost of the conservation and upgrading work at the outset

As grant funding is normally allocated on a \$ for \$ basis, this support for the work will be limited by local resources

Potential sources for conservation funding include:

NSW Heritage Office, Heritage 2001 program – remaining 2 years from 1999 - 2001

Future Planning and Maintenance Strategy

The longer term management of the site should be overseen by the management committee and be subject to the terms and conditions of this Conservation Management Plan Decisions for the future will be dependent on Council's policies and community input.

Alternative Feasible Uses

Ongoing use by the Council as a public library and local history resource centre should be monitored at regular intervals to ensure appropriateness of this function in terms of ensuring protection of the significance of the heritage item.

While the present use of the building as a library annexe to Ulladulla library may be appropriate, the situation should be monitored at regular intervals to ensure protection of the significance of the heritage item.

An alternative function should be investigated which more fully utilises the potential of the facility through longer opening hours and greater community access. Some types of use which may be compatible with the building include the following options:

- Community meeting hall
- Function room for social occasions and business conferences
- Sporting club

Alternative Options for Use of the Building

In the event of alternative use being proposed in the future, Council must ensure that such arrangements are in the best interests of retaining the heritage significance of the Town Hall. The following conditions should apply in these circumstances:

- The property is more rigorously maintained through an improved financial return
- Opportunities to raise the profile of the building are exploited through a greater level of activity and volume of use by the community and attendance by the public

Opportunities for Development or Adaptive Reuse

The high degree of significance and physical restrictions of the site must severely limit options for redevelopment or extension of the building

Any proposal for alterations affecting the fabric or form of the building must be conceived at the highest level of sympathetic design with the original Adaptive reuse may be considered only under the strictest controls outlined in this Conservation Management Plan

Internal alterations may be contemplated under certain circumstances Any form of extension will be virtually impossible to achieve without an unacceptable degree of impact on the significance of the Town Hall or the landscaped curtilage.

Policies (5 1) and (6:1)

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Conservation

Management Plan

September 1999

for Shoalhaven City Council

APPENDIX 1 Citations: Shoalhaven Heritage Study Listing

ADDRESS	71 Princes Highway Milton	NSW 2538	MU001 39
OTHER NAMES	Shoalhaven City Library Wason Street Precinct		
RELATED ITEMS		HERITAGE LISTINGS	<u> </u>
		Register of the National Estate (AHC) - Regist	
CATEGORY	Bu	Register of the National Estate (AHC) - Intenm Register of National Trust (NSW)	
SUB CATEGORY	0399	Within National Trust Conservation Area	
REAL PROPERTY DESCRIPTION	Lot 2 DP 151179	Register of Significant Twentieth Century Archi Heritage Council Register - Section 130 Order	
OWNER	Shoalhaven City Council	Heritage Council Register - Permanent Conser Heritage Council - Interim Conservation Order	vation Order
ZONING	Special Uses 5(a) _ Public Purposes	Heritage Council Register - Nomination NSW Government Department Heritage Regist	ar /\$170 Honton
MAP	Milton 8927-2-N 1:25,000	Institute of Engineers (NSW) Heritage Register	_
GRID	266700 6088700	Regional Environmental Plan Hentage Schedule Local Environmental Plan Heritage Schedule	e
DATE OF SURVEY	17/8/1995 RSH	Local Environmental Plan Heritage Schedule - (Conservation Area
PROPERTY NO.	42875	☐ Draft Listings ☐ Heritage Study Listings ☐ Other Listings ☐ Milton Town Coate St. J.	

PHOTOGRAPH / PLAN

NAME

Victorian Classical School of Arts Building

ADDRESS

71 Princes Highway

Shoalhaven City Library

Milton

NSW 2538

DESCRIPTION

OTHER NAMES

Description: A Victorian Classical building with a simple gabled form and rectangular plan. Construtition is of rendered brick on sandstone foundations. The render on the facade was been tooled in a pattern of long ashlar blocks in a stretcher bond. Quoins and youssoirs (on all the openings) feature a vermiculated finish, excepting keystones and corbels. Moulded gable coping to street facade. Two large urns and a central spherical finial, all highly decorated.

Modifications: Various alterations have been made to the interior over the years. Margin planting detail in bottom, sachas of windows has been

the years. Margin glazing detail in bottom sashes of windows has been lost. Earlier photos show a vent in the roof and a small gabled room with chimney attached to the western wall. A low scale weatherboard addition at the rear houses the Milton-Ulladulla College of TAFE. The space in front of this addition has been converted into a small landscaped park

HISTORICAL NOTES

General consensus on this building is that it was erected by James Poole, a master stonemason responsible for many fine buildings in Poole, a master stonemason responsible for many fine buildings in district. There is confusion regarding the building's original purpose Despite its clearly visible legend. 'Town Hall: 1871', it did not forms become a Town Hall until quite some time after its construction. The building actually opened as the Milton School of Arts on 13 August 1872. From 1874 the building was used as a Council Chambers for new Municipality of Ulladulla. However, it seems likely that the build was not designated the Milton Town Hall until it was purchased by the Council in 1927. It is likely that the legend on the facade was remodelled around that time. remodelled around that time.

REFERENCE

MU001 39

Alterations for this purpose were carried out by J & W Harmon. The building now houses the Milton Branch of the Shoalhaven City Libra A new building has been erected at the rear of the adjoining open space for use as the Milton-Ulladulla College of TAFE.

STATEMENT OF SIGNIFICANCE

A rare local example of a Victorian Classical building. Main facade essentially unaltered. Considerable social and historical interest as a former School of Arts and Council Chambers. Ulladulla was one of the many small councils in the region eventually amalgamated. Regional significance (Illawarra Region) and of local significance to Milton for its contribution to the townscape

> HISTORICAL THEMES - STATE 20 (Government) 24 (Social Institutions)

HISTORICAL THEMES - REGIONAL

EVALUATION OF SIGNIFICANCE - SUMMARY

RARE REPRESENTATIVE **EVOLUTION - ASSOCIATION** R R (Historical) CREATIVE - TECHNICAL R Ŕ (Aesthetic) COMMUNITY ESTEEM I (Social) RESEARCH POTENTIAL (Scientific) OTHER

HISTORICAL THEMES - LOCAL 20.1 (Local Government Chambers) 24.1 (School of Arts) NAME

Victorian Classical School of Arts Building

ADDRESS

71 Princes Highway

Milton

NSW

2538

OTHER NAMES

Shoalhaven City Library

CONSERVATION ACTION RECOMMENDED

INFORMATION SOURCES - WRITTEN / ORAL / GRAPHIC

Written: Perumai Murphy Wu Illawarra Regional Heritage Study Review, September 1993 Oral:

REFERENCE :

MU001.39

Graphic: Location:

FURTHER INFORMATION

Date:1871-1872

Historical Period:1851-1875 Builder: James Poole