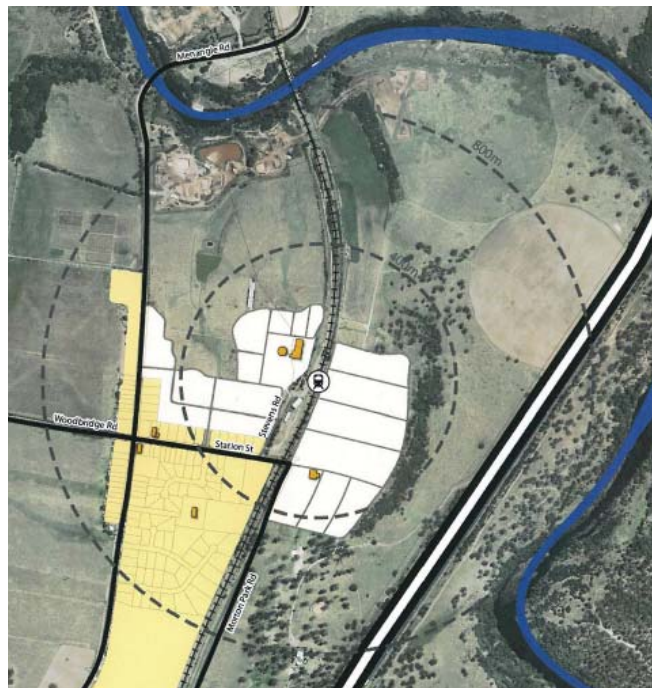


## Menangle Village Planning Proposal

### Statement of Heritage Impact



April 2012

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# Contents

|                                                                                                |    |
|------------------------------------------------------------------------------------------------|----|
| 1.0 Introduction.....                                                                          | 4  |
| 1.1 Background .....                                                                           | 4  |
| 1.2 Report Objectives .....                                                                    | 4  |
| 1.3 Methodology and Structure.....                                                             | 4  |
| 1.4 Site Identification.....                                                                   | 4  |
| 1.5 Authorship .....                                                                           | 5  |
| 1.6 Report Limitations .....                                                                   | 5  |
| 2.0 The Planning Proposal .....                                                                | 6  |
| 3.0 Site Description and Context.....                                                          | 7  |
| 4.0 Historical Overview of Menangle.....                                                       | 10 |
| 5.0 Heritage Management Framework.....                                                         | 13 |
| 5.1 Introduction .....                                                                         | 13 |
| 5.2 Wollondilly LEP 2011 .....                                                                 | 14 |
| 5.3 Wollondilly DCP 2011.....                                                                  | 16 |
| 5.4 NSW Heritage Act.....                                                                      | 17 |
| 6.0 Established Heritage Significance of the Site<br>and its Surrounds .....                   | 18 |
| 6.1 Introduction .....                                                                         | 18 |
| 6.2 Wollondilly Shire Council<br>Heritage Analysis .....                                       | 18 |
| 6.3 Established Significance of the<br>Subject Site .....                                      | 19 |
| 6.4 Established Significance of the Heritage<br>Items in the Vicinity of the Subject Site..... | 20 |
| 6.5 Established Significance of the Menangle<br>Conservation Area....                          | 24 |
| 7.0 Assessment of Heritage Impact .....                                                        | 26 |
| 8.0 Conclusions .....                                                                          | 29 |
| 9.0 Bibliography.....                                                                          | 30 |

# Introduction

# 1.0

## 1.1 Background

This report has been prepared to accompany a Planning Proposal to rezone land in Station Street, Menangle, to allow residential and mixed use development.

The report evaluates the Planning Proposal prepared by Elton Consulting and the Concept Plan for future development, prepared by Cox.

## 1.2 Report Objectives

The objective of this report is to review the existing planning controls for the site and consider whether the Planning Proposal has any consequences, from a heritage perspective, on the listed heritage items within, and adjacent to the site.

## 1.3 Methodology and Structure

This Statement of Heritage Impact has been prepared in accordance with guidelines outlined in the *Australia ICOMOS Charter for Places of Cultural Significance*, 1999, known as *The Burra Charter*, and the New South Wales Heritage Office (now the Heritage Branch of the NSW Office of Environment and Heritage) publication, *NSW Heritage Manual*.

*The Burra Charter* provides definitions for terms used in heritage conservation and proposes conservation processes and principles for the conservation of an item. The terminology used, particularly the words *place*, *cultural significance*, *fabric*, and *conservation*, is as defined in Article 1 of *The Burra Charter*. The *NSW Heritage Manual* explains and promotes the standardisation of heritage investigation, assessment and management practices in NSW.

## 1.4 Site Identification

The subject site is located at the northern edge of Menangle Village, as shown in Figure 1.1. It is described by NSW Land and Property Information (LPI) as part of Lot 201 Deposited Plan (DP) 590247, part of Lot 202 DP 590247 and part of Lot 21 DP 518462.

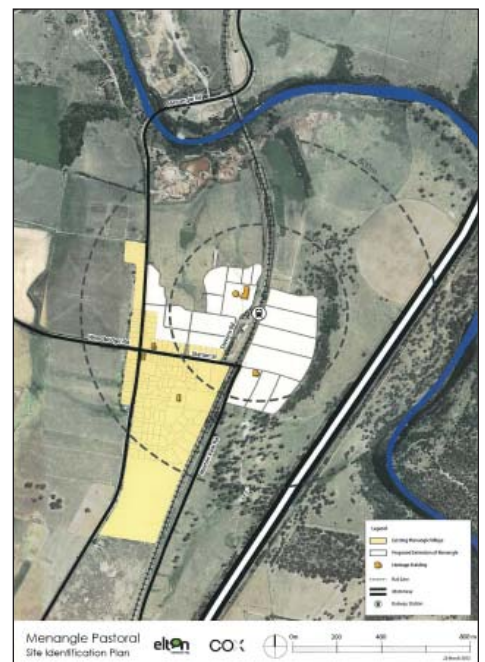


Figure 1.1  
Map showing the location of the subject site

Source: Elton Consulting / Cox

## 1.5 Authorship

This report has been prepared by Gail Lynch, Associate Director, of Graham Brooks and Associates Pty Ltd and has been reviewed by the Director, Graham Brooks. Unless otherwise noted all of the photographs and drawings in this report are by Graham Brooks and Associates Pty Ltd.

## 1.6 Report Limitations

This report is limited to the review of the readily available European history of the site. The timeframe in which this report was prepared has not allowed for any primary research to be undertaken. Accordingly, the analysis relies on the secondary sources, as documented, reviewed in the preparation of the *Review of Heritage Listings at Menangle* (Graham Brooks and Associates, December 2009). Recommendations have been made on the basis of documentary evidence viewed and inspection of the existing fabric.

Archaeological assessment of the subject site is outside the scope of this report.

This report does not address the potential impacts on heritage related views as these are considered in a separate *Visual Impact Analysis* prepared by Richard Lamb and Associates.

# The Planning Proposal

# 2.0

The current planning controls for the site are the *Wollondilly Local Environmental Plan (LEP) 2011* and the *Wollondilly Development Control Plan (DCP) 2011*. Under the *Wollondilly LEP 2011* the site is zoned RU1, Primary Production. The Planning Proposal seeks to change this zoning to allow for Residential and Mixed Use development.

A Concept Plan for the envisaged future development of the site has been prepared to accompany the Planning Proposal application. The Concept Plan includes the indicative road layout and residential densities, adaptive reuse of the Camden Park Rotolocator and Creamery buildings in a mixed use, commercial centre, in proximity to the railway station. This will be the subject of a future development application.

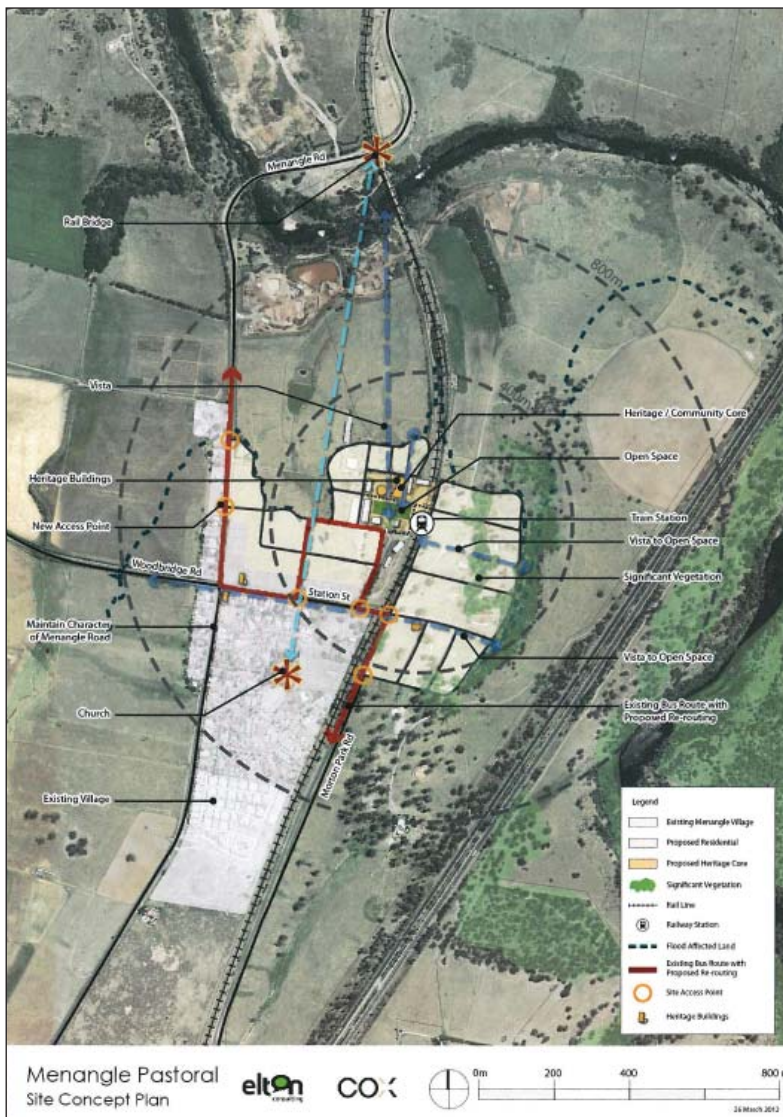


Figure 2.1  
Concept Plan

Source: Elton Consulting / Cox

## Site Description & Context

# 3.0

The subject site is located at the northern edge of Menangle Village and includes land identified by NSW Land and Property Information (LPI) as part of Lot 201 Deposited Plan (DP) 590247, part of Lot 202 DP 590247 and part of Lot 21 DP 518462, as shown in Figure 3.1.

It is intersected by the Main Southern Railway in the vicinity of Menangle Station. The NSW Railcorp land adjacent to the railway contains the station buildings, stock holding pens and storage sheds.

The western portion of the site is immediately north of a vacant, 19 lot, residential subdivision in Station Street, Menangle. It is largely open grassland with a private, landscaped driveway known as Stevens Road, providing access from Station Street. The built elements on this part of the site include a house and associated outbuildings that addresses Menangle Road, a large post 1961 stock shed, a smaller circa 1950s feed storage shed, a chicken coop, metal silo tanks, a dilapidated, mechanised milking shed known as the Camden Park Rotolactor, remnants of a circa 1980s vernacular ensilage storage area, a number of storage sheds in various states of repair, the former Camden Park Estate Central Creamery and its railway siding.

The eastern portion of the site is also predominantly open grazing land with some areas of mature tree cover present. The built elements in this area include two houses and a number of small scale farm buildings.

To the north of the site is an area of undulating grassland, a quarry and the Nepean River. To the south of the site is the Menangle Village with St James Anglican Church, at the top of the hill, being a distinctive local landmark in the area. The built environment of the village is generally single storey in form and largely comprises infill housing constructed in the late twentieth century and the early twenty first century. The early settlement of Menangle that comprised small clusters of houses centred at the Menangle Road and Woodbridge / Station Street crossroads, two churches, the General Store, and the former school building, is now contained within the wider village context.

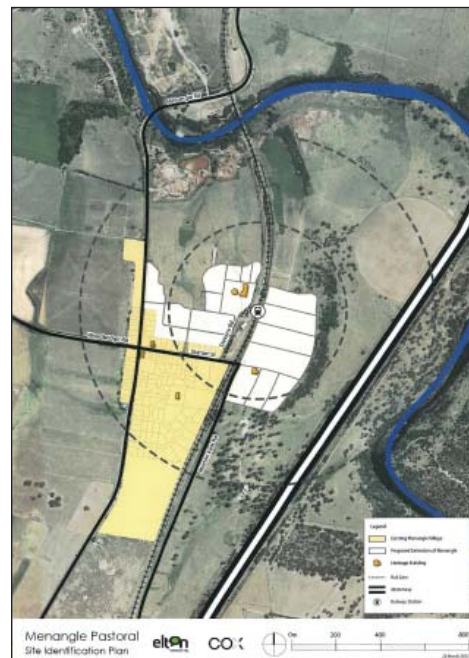


Figure 3.1  
Aerial photograph / plan showing the location of the subject site

Source: Elton Consulting / Cox



Figure 3.2  
View of the subject site looking south east from Menangle Road with the village and St James Church seen in the background



Figure 3.3  
The former Camden Park Rotolactor and Central Creamery



Figure 3.4  
The main building of the former Creamery, with the receiving stock visible on the right



Figure 3.5  
The former Camden Park Rotolactor and Central Creamery



Figure 3.6  
The dispatching area of the former Camden Park Central Creamery, adjacent to the former railway siding

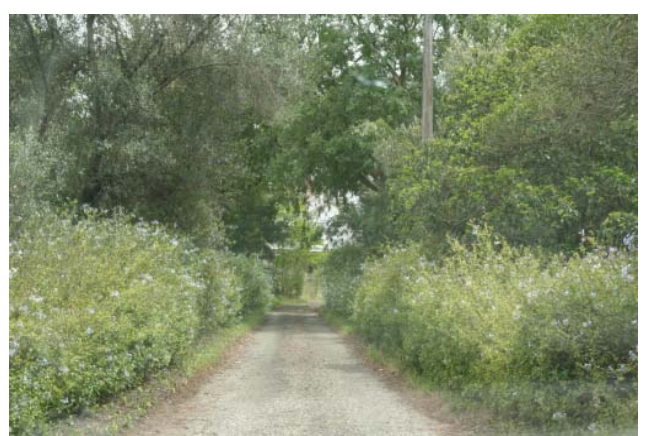


Figure 3.7  
The landscaped driveway from Stevens Road to the Creamery



Figure 3.8  
Menangle Railway Station



Figure 3.9  
Storage sheds adjacent to Menangle Station



Figure 3.10  
View of the subject site, east of the rail corridor



Figure 3.11  
Menangle Store at the corner of Menangle Road and Wodbridge Road / Station Street



Figure 3.12  
St Patrick's Catholic Church and residential development within Menangle Village, south of the subject site



Figure 3.13  
Contemporary development within Menangle Village, immediately north of St James Anglican Church

## Historical Overview of Menangle

# 4.0

Present day Menangle is sited on land which was part of the land grant made to John Macarthur on 18 December 1805<sup>1</sup>, known as “Upper Camden”. The early settlement at Menangle was established at the crossroads of the what is now Menangle Road and Woodbridge Road / Station Street.

The focus of early farming in the area was wool and wheat production, with wine, orchard and dairy industries emerging as the Camden Park Estate expanded. Following the opening of the Railway Station, in 1863, the Camden Park Estate headquarters was moved from the Macarthur homestead to Menangle. The Macarthur family provided land for a village school, which opened in 1867, the Anglican and Catholic Churches, and facilitated the construction of the St James Anglican Church.<sup>2</sup> The area is shown on the 1922 Parish Map of Camden as the Private Village of Menangle.<sup>3</sup>

Mrs Elizabeth Macarthur-Onslow, the grand-daughter of John and Elizabeth Macarthur, became the sole owner of Camden Park after the death of her uncle, Sir William Macarthur. She founded the dairying industry at Camden Park following her visit to England and Europe in the late 1880s. In the 1890s there were twelve co-operative farms and forty leased farms supplying the dairies and creameries of Camden Park, which included the Central Creamery at Menangle.<sup>4</sup> Cream was separated and processed at the creameries, to supply the Sydney market, and later to produce butter.

In 1899 the business of the Estate was formed into a limited liability company with the six children of Elizabeth Macarthur-Onslow as the shareholders. The Camden Park Mansion and 956 acres were retained as private property and the remaining 20,4436 acres of the Estate were transferred to the company.<sup>5</sup>

The current Menangle Store, constructed circa 1904, was used by the Camden Park Estate as its buying agent for all provisions, stores, seed, fertilizer and fuels use on the farm up to the 1970s.<sup>6</sup>

In 1920 additions were made to the Central Creamery<sup>7</sup> and it is likely houses were built in Menangle around this time, to provide accommodation for the expanding work force. In 1924 the Estate's dairy herd became the only one in the state tested for tuberculosis and from 1926 produced certified TB free Special Gold Cap milk, distributed by the Camden Vale Co-operative Milk Company. The milk company was merged with the Dairy Farmers' Co-operative

1 NSW Department of Lands Real Property Register Volume 13447 Folio 97

2 Camden Park Estate Pty Ltd *Camden Park Estate 1795-1965*, 1965

3 NSW Department of Lands, 1922 Camden Parish Map

4 Camden Park Estate Pty Ltd, *Camden Park Estate Australia's Oldest Pastoral Property*, 1958

5 Howard Tanner & Associates, *Camden Park Estate: Conservation Management Plan*, 1989

6 State Heritage Inventory id 2690090

7 Howard Tanner & Associates, *Camden Park Estate: CMP*, 1989

Milk Company in 1928. Menangle became the main milk receiving depot for a number of milking dairies in the area, and whole milk was dispatched by rail to Dairy Farmers Co-operative Milk Co. in Sydney where it was pasturised and bottled for distribution.<sup>8</sup>

By the late 1940s mechanised milking was well established in New South Wales and it was decided to streamline the production and improve the quality of the Camden Vale Special Milk. In 1952 the Rotolactor milking facility, constructed adjacent to the Creamery, became operational, and in 1953 the adjoining milkbar was opened to visitors. In 1965 the Estate was described as Australia's largest dairy.<sup>9</sup>

The 1961 aerial photograph in Figure 4.1 shows that at this time the township of Menangle comprised approximately thirty houses, two churches, the dairy operation and the railway station complex. The village was dominated by St James' Anglican Church with houses centred on the intersection of Menangle Road and Woodbridge Road / Station Street, where the General Store is located, clustered on both sides of Menangle Road to the south of the crossroad, and on the western side of the road to the north. At the western end of Station Street, immediately east of the General Store, is the School of Arts Hall and another small group of houses. There were no other streets at this time.

Following the rural recession of the 1970s Camden Estate P/L was liquidated and the property was subdivided and sold. Intensive residential development has taken place in the village since that time and its focus has changed from a rural service centre to a residential town. The extent of this development is seen in the 2008 aerial photograph in Figure 4.2 which shows the buildings in Menangle Village that were present in 1961 shaded in red.

In recent years approval has been given for the residential subdivision of 19 allotments on the northern side of Station Street, fronting Station Street and Menangle Road and Wollondilly Shire Council has prepared a *Growth Management Strategy* that envisages future expansion to the north of this area.

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<sup>8</sup> Camden Park Estate Pty Ltd, *Camden Park Estate Australia's Oldest Pastoral Property*, 1958

<sup>9</sup> Howard Tanner & Associates, *Camden Park Estate: CMP*, notes that by 1949 63% of farms in NSW with more than 15 cows had milking machines



Figure 4.1  
1961 aerial photograph showing the settlement at Menangle, centred on the crossroads of Menangle Road and Woodbridge Road / Station Street, and the dairy operation and station adjacent to the rail line

Source: NSW Department of Lands



Figure 4.2  
2008 aerial photograph of Menangle Village. The red areas indicate the buildings (excluding those of the dairy and railway station) that were present in 1961. Comparison with the 1961 photograph in Figure 4.1 and inspection of the site shows that the majority of the residential development, and the associated road layout, in Menangle Village was constructed in the late twentieth and early twenty-first century.

Source: NSW Department of Lands

# Heritage Management Framework

# 5.0

## 5.1 Introduction

The subject site contains the following heritage items, identified as items of local significance in Schedule 5 of the *Wollondilly LEP 2011*:

- Item I100: Camden Park Estate Central Creamery, 45 Stevens Road, Part Lot 21, DP 581462
- Item I83: Camden Park Rotolactor, 15 Menangle Road, Part Lot 201, DP 590247
- Item I97: Dairy Cottage, 1370 Moreton Park Road, Part Lot 202, DP 590247

Additionally, part of the site is located within the Menangle Conservation Area and it is the vicinity of the following heritage items, grouped as being immediately adjacent to, and located at some distance from, the subject site, as shown in Figure 6.1:

### Adjacent Heritage Items

- Item I82: Camden Park Estate—Central Creamery Manager's Cottage, 15 Menangle Road, Part Lot 201, DP 590247
- Item I81: Menangle Railway Station Group, Station Street (Main Southern Railway)
- Item I86: Bungalow, 92 Menangle Road, Lot A, DP 940830
- Item I87: Bungalow, 96 Menangle Road, Lot 1, DP 305932
- Item I88: House, 100 Menangle Road, Lot 1, DP 587187
- Item I89: Cottage, 102 Menangle Road, Lot A, DP 322713
- Item I90: Bungalow, 106 Menangle Road, Lot B, DP 322713

It is noted the Menangle Railway Station Group is also listed as an item of State significance on the NSW State Heritage Register, and is included in the NSW Railcorp S170 Heritage and Conservation Register.

### Other Heritage Items in the Vicinity

- Item I98: Menangle Store, 2 Station Street, Lot 8, DP 531899
- Item I91: St Patrick's Catholic Church, 119 Menangle Road, Lot 100, DP 790213
- Item I92: Cottage, 124 Menangle Road, Lot 1, DP 979893

- Item I93: Cottage, 128 Menangle Road, Lot B, DP 398310
- Item I94: St James' Anglican Church, 131 Menangle Road, Lot 1, DP 306367
- Item I80: Menangle Rail Bridge over Nepean River, Menangle Road (Main Southern Railway)
- Item I101: Menangle Weir, Station Street, Lot 2, DP 775452

It is noted the Menangle Rail Bridge is also listed as an item of State significance on the NSW State Heritage Register, and is included in the NSW Railcorp S170 Heritage and Conservation Register.

## 5.2 Wollondilly LEP 2011 Heritage Provisions

The *Wollondilly LEP 2011* is the current Environmental Planning Instrument (EPI) applying to the site. This EPI includes the following heritage provisions of the *Standard Instrument - Principal LEP*:

### 5.10 Heritage conservation

#### (1) Objectives

*The objectives of this clause are as follows:*

- (a) *to conserve the environmental heritage of Wollondilly,*
- (b) *to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,*
- (c) *to conserve archaeological sites,*
- (d) *to conserve Aboriginal objects and Aboriginal places of heritage significance.*

#### (2) Requirement for consent

*Development consent is required for any of the following:*

- (a) *demolishing or moving any of the following or altering the exterior of any of the following (including, in the case of a building, making changes to its detail, fabric, finish or appearance):*
  - (i) *a heritage item,*
  - (ii) *an Aboriginal object,*
  - (iii) *a building, work, relic or tree within a heritage conservation area,*
- (b) *altering a heritage item that is a building by making structural changes to its interior or by making changes to anything inside the item that is specified in Schedule 5 in relation to the item,*
- (c) *disturbing or excavating an archaeological site while knowing, or having reasonable cause to suspect, that the disturbance or excavation will or is likely to result in a relic being discovered, exposed, moved, damaged or destroyed,*
- (d) *disturbing or excavating an Aboriginal place of heritage significance,*
- (e) *erecting a building on land:*
  - (i) *on which a heritage item is located or that is within a heritage conservation area, or*
  - (ii) *on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance,*
- (f) *subdividing land:*
  - (i) *on which a heritage item is located or that is within a heritage conservation area, or*
  - (ii) *on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance.*

*(3) When consent not required*

*However, development consent under this clause is not required if:*

*(a) the applicant has notified the consent authority of the proposed development and the consent authority has advised the applicant in writing before any work is carried out that it is satisfied that the proposed development:*

*(i) is of a minor nature or is for the maintenance of the heritage item, Aboriginal object, Aboriginal place of heritage significance or archaeological site or a building, work, relic, tree or place within the heritage conservation area, and*

*(ii) would not adversely affect the heritage significance of the heritage item, Aboriginal object, Aboriginal place, archaeological site or heritage conservation area, or*

*(b) the development is in a cemetery or burial ground and the proposed development:*

*(i) is the creation of a new grave or monument, or excavation or disturbance of land for the purpose of conserving or repairing monuments or grave markers, and*

*(ii) would not cause disturbance to human remains, relics, Aboriginal objects in the form of grave goods, or to an Aboriginal place of heritage significance, or*

*(c) the development is limited to the removal of a tree or other vegetation that the Council is satisfied is a risk to human life or property, or*

*(d) the development is exempt development.*

*(4) Effect of proposed development on heritage significance*

*The consent authority must, before granting consent under this clause in respect of a heritage item or heritage conservation area, consider the effect of the proposed development on the heritage significance of the item or area concerned. This subclause applies regardless of whether a heritage management document is prepared under subclause (5) or a heritage conservation management plan is submitted under subclause (6).*

*(5) Heritage assessment*

*The consent authority may, before granting consent to any development:*

*(a) on land on which a heritage item is located, or*

*(b) on land that is within a heritage conservation area, or*

*(c) on land that is within the vicinity of land referred to in paragraph (a) or (b), require a heritage management document to be prepared that assesses the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area concerned.*

*(6) Heritage conservation management plans*

*The consent authority may require, after considering the heritage significance of a heritage item and the extent of change proposed to it, the submission of a heritage conservation management plan before granting consent under this clause.*

*(7) Archaeological sites*

*The consent authority must, before granting consent under this clause to the carrying out of development on an archaeological site (other than land listed on the State Heritage Register or to which an interim heritage order under the Heritage Act 1977 applies):*

*(a) notify the Heritage Council of its intention to grant consent, and*

*(b) take into consideration any response received from the Heritage Council within 28 days after the notice is sent.*

*(8) Aboriginal places of heritage significance*

*The consent authority must, before granting consent under this clause to the carrying out of development in an Aboriginal place of heritage significance:*

- (a) consider the effect of the proposed development on the heritage significance of the place and any Aboriginal object known or reasonably likely to be located at the place by means of an adequate investigation and assessment (which may involve consideration of a heritage impact statement), and*
- (b) notify the local Aboriginal communities, in writing or in such other manner as may be appropriate, about the application and take into consideration any response received within 28 days after the notice is sent.*

*(9) Demolition of nominated State heritage items*

*The consent authority must, before granting consent under this clause for the demolition of a nominated State heritage item:*

- (a) notify the Heritage Council about the application, and*
- (b) take into consideration any response received from the Heritage Council within 28 days after the notice is sent.*

*(10) Conservation incentives*

*The consent authority may grant consent to development for any purpose of a building that is a heritage item or of the land on which such a building is erected, or for any purpose on an Aboriginal place of heritage significance, even though development for that purpose would otherwise not be allowed by this Plan, if the consent authority is satisfied that:*

- (a) the conservation of the heritage item or Aboriginal place of heritage significance is facilitated by the granting of consent, and*
- (b) the proposed development is in accordance with a heritage management document that has been approved by the consent authority, and*
- (c) the consent to the proposed development would require that all necessary conservation work identified in the heritage management document is carried out, and*
- (d) the proposed development would not adversely affect the heritage significance of the heritage item, including its setting, or the heritage significance of the Aboriginal place of heritage significance, and*
- (e) the proposed development would not have any significant adverse effect on the amenity of the surrounding area.*

## **5.3 Wollondilly DCP 2011 Heritage Provisions**

Section 2.2 of the *Wollondilly DCP 2011* contains controls pertaining to the development of heritage items and to development within conservation areas. Development of the heritage items within the subject site are subject to the controls of *Section 2.2.6 Controls for Heritage Items* and *2.2.8 Specific controls for all heritage development (to all heritage items and in all heritage conservation areas)*. That part of the subject site that is located within the Menangle Conservation Area is subject to the detailed controls in *Sections 2.2.7 Controls for Heritage Conservation Areas*, *2.2.8 Specific controls for all heritage development* and *2.2.9 Heritage Conservation Area - Menangle*.

## 5.4 NSW Heritage Act

As no part of the subject site is listed on the State Heritage Register, or subject to an interim heritage conservation order, development of the site does not require approval under the *NSW Heritage Act 1977*.

The subject site is in the vicinity of two items listed on the NSW State Heritage Register: the Menangle Railway Station Group and the Menangle Rail Bridge. There is no requirement under the *NSW Heritage Act 1977* to seek approval for development in the vicinity of a State Heritage listed item.

# Established Heritage Significance of the Site and its Surrounds

# 6.0

## 6.1 Introduction

Heritage, or “cultural” value is a term used to describe an item’s value or importance to our current society and is defined as follows in *The Australia ICOMOS Burra Charter*, 1999, published by Australia ICOMOS (Article 1.0):

*Cultural significance* means aesthetic, historic, scientific or social or spiritual value for past, present or future generations.<sup>1</sup>

Significance may be contained within, and demonstrated by, the fabric of an item; its setting and relationship with other items; historical records that allow us to understand it in terms of its contemporary context, and in the response that the item stimulates in those who value it.<sup>2</sup> The assessment of significance is not static. Significance may increase as more is learnt about the past and as items become rare, endangered or illustrate aspects that achieve a new recognition of importance.

Determining the cultural value is at the basis of all planning for places of historic value. A clear determination of significance permits informed decisions for future planning that will ensure that the expressions of significance are retained and conserved, enhanced or at least minimally impacted upon. A clear understanding of the nature and degree of significance will determine the parameters for, and flexibility of, any future development.

## 6.2 Wollondilly Shire Council Heritage Analysis

Wollondilly Shire Council reviewed heritage listings in the Menangle Area as part of the preparation of its Standard LEP which was gazetted as the *Wollondilly LEP 2011*. This included updates to heritage list the cottage at 1370 Moreton Park Road, which is within the subject site, and an extension to the Menangle Conservation Area to include that part of the subject site that is west of the rail corridor.

A Planning Proposal prepared by Wollondilly Shire Council which seeks to include an area around Menangle Village in a Landscape Conservation Area has not progressed through the gateway process of Department of Planning and Infrastructure. Although there is currently no statutory consideration required for this proposal its objectives have been taken into account in the formulation of the Concept Plan prepared for the subject site.

<sup>1</sup> *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance*, (1999), p.2.

<sup>2</sup> ie “social”, or community, value

### 6.3 Established Significance of the Subject Site

Schedule 5 of the *Wollondilly LEP 2011* identifies three items of heritage significance within the subject site. These are the I100 Camden Park Estate Central Creamery, I83 Camden Park Rotolactor, and I97 the Dairy Cottage at 1370 Moreton Park Road. The significance of these items is discussed below.

#### Camden Park Estate Central Creamery

The NSW Heritage Inventory contains the following information for the Camden Park Estate Central Creamery:<sup>3</sup>

##### *Statement of Significance*

*The Camden Park Estate Central Creamery is significant as evidence of the scale of dairying activities carried out to supply Sydney's needs in the latter part of the 19th century and in the 20th century. It has associations with the Camden Park Estate and is part of a network of sites which provides a range of physical evidence of the commercial dairying industry in the Sydney Region. With the removal of much of its equipment in recent times, it has lost the ability to demonstrate the operations of a creamery of this period but it is the most substantial and intact creamery building in Wollondilly.*

##### *Description*

*The creamery consists of two buildings connected to the main railway line by its own siding. One building is a two storey brick structure now painted white and with a terracotta tiled roof. The other single storey structure has corrugated iron walls and roof with interesting detailing.*

#### Camden Park Rotolactor

The NSW Heritage Inventory database (Item Id 290295) and the Wollondilly Heritage Inventory (SHI Number 2690295) note the following information for the Camden Park Rotolactor:

##### *Statement of Significance*

*The Camden Park Rotolactor provides evidence of the post WWII phase of dairying activity in the Sydney Region. It represents the final advance in the mechanisation of commercial dairy farming in Australia and was the second facility of this type and scale in the world. Together with a range of physical evidence which survives in close proximity to Camden Park Estate, it is significant because of the opportunity it provides to interpret the history of dairy farming and production in the region for a period encompassing over 150 years of development.*

#### Dairy Cottage, 1370 Moreton Park Road

The Wollondilly Heritage Inventory contains the following information for this cottage:<sup>4</sup>

##### *Statement of Significance*

*The Dairy Cottage has local significance as a good example of an early 20th century dairy cottage associated with the operation of the Camden Park Estate Central Creamery. Along with the*

<sup>3</sup> NSW Heritage Inventory Database Item Id 2690294

<sup>4</sup> Wollondilly Heritage Inventory SHI Number 2690730, Heritage Map reference I100

*Manager's Cottage at 27 Station Street it is the only visible evidence of purpose-built worker's housing associated with the Creamery. It is an important component of the historic cultural landscape of Menangle.*

*Description*

*A typical early 20th century dairy cottage based on the bungalow tradition. Key features: moderately pitched hipped roof with projecting gabled bay; skillion verandah; timber framed construction with weatherboard cladding; asymmetric form; timber framed and sashed double-hung windows; window hoods on timber brackets; single masonry chimney; single storey; modest scale and form with little embellishment; set back from street in heavily wooded garden.*

## **6.4 Established Significance of the Heritage Items in the Vicinity of the Subject Site**

### **Adjacent Heritage Items**

The following individually listed heritage items, adjacent to subject site, are listed as items of local heritage significance on Schedule 5 of the *Wollondilly LEP 2011*.

- Item I82: Camden Park Estate—Central Creamery Manager's Cottage, 15 Menangle Road, Part Lot 201, DP 590247
- Item I81: Menangle Railway Station Group, Station Street (Main Southern Railway)
- Item I86, Bungalow, 92 Menangle Road, Lot A, DP 940830
- Item I87: Bungalow, 96 Menangle Road, Lot 1, DP 305932
- Item I88: House, 100 Menangle Road, Lot 1, DP 587187
- Item I89: Cottage, 102 Menangle Road, Lot A, DP 322713
- Item I90: Bungalow, 106 Menangle Road, Lot B, DP 322713

It is noted the Menangle Railway Station Group is also listed as an item of State significance on the NSW State Heritage Register, and is included in the NSW Railcorp S170 Heritage and Conservation Register.

### **Other Heritage Items in the Vicinity**

In addition to the items listed above the following individually listed heritage items are in the vicinity of the subject site:

- Item I98: Menangle Store, 2 Station Street, Lot 8, DP 531899
- Item I91: St Patrick's Catholic Church, 119 Menangle Road, Lot 100, DP 790213

- Item I92: Cottage, 124 Menangle Road, Lot 1, DP 979893
- Item I93: Cottage, 128 Menangle Road, Lot B, DP 398310
- Item I94: St James' Anglican Church, 131 Menangle Road, Lot 1, DP 306367
- Item I80: Menangle Rail Bridge over Nepean River, Menangle Road (Main Southern Railway)
- Item I101: Menangle Weir, Station Street, Lot 2, DP 775452

It is noted the Menangle Rail Bridge is also listed as an item of State significance on the NSW State Heritage Register, and is included in the NSW Railcorp S170 Heritage and Conservation Register.

St James Anglican Church is a prominent heritage item of local significance in Menangle Village. It is sited on a hill to the south of the subject site.

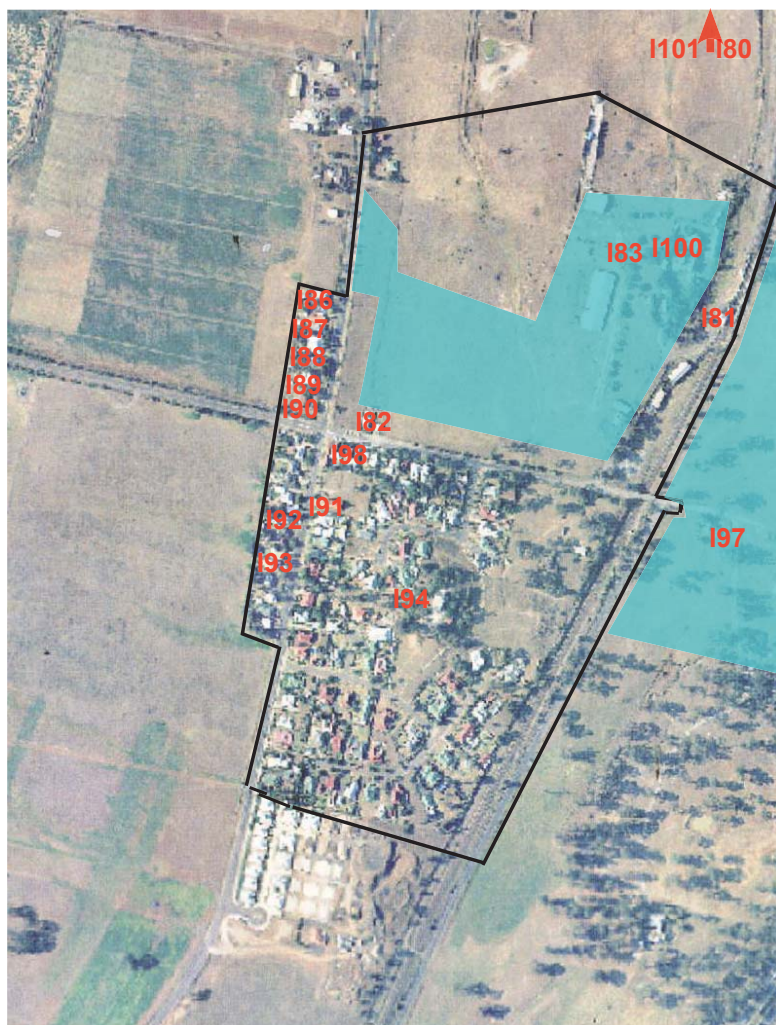


Figure 6.1  
Aerial photograph of Menangle Village showing the approximate area of the subject site shaded in blue and the location of the heritage items within and adjacent to the subject site as numbered as identified in the *Wollondilly LEP 2011*.

Source: NSW Department of Lands

The information in the following table has been sourced from the NSW Heritage Inventory and the Wollondilly Heritage Inventory.

| Item                                                                                        | NSW State Heritage Inventory Item Id               | Statement of Significance                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
|---------------------------------------------------------------------------------------------|----------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Item I82<br>Camden Park Estate—<br>Central Creamery<br>Manager's Cottage,<br>15 Menangle Rd | Not available                                      | Not available                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |
| Item I81 Menangle<br>Railway Station Group,<br>Station Street                               | 5012101                                            | <i>Menangle station group is one of the earliest station complexes to survive in the state. It is a combination station building and residence which has had substantial additions. Although the second platform and building have been demolished for a new platform the remaining up buildings and platform are of very high significance in the development of railway buildings. Significant features of this building are its lack of awning to the platform, the unusual planning of the building with detached wings, room for porters, no waiting room and the asymmetrical elevations. The remaining structures are of national significance in conjunction with the railway underbridge listed separately.</i> |
| Item I86 Bungalow,<br>92 Menangle Rd                                                        | Wollondilly<br>Heritage Inventory<br>No<br>2690727 | <i>92 Menangle Road has local significance as a good and locally rare example of an early 20th century bungalow reflecting the transitional period between the Edwardian and California Bungalow idoms. It is part of the important early 20th century stock of Menangle is an important component of the historic cultural landscape of the village.</i>                                                                                                                                                                                                                                                                                                                                                                |
| Item I87 Bungalow,<br>96 Menangle Rd                                                        | Wollondilly<br>Heritage Inventory<br>No<br>2690728 | <i>96 Menangle Road has local significance as a good and locally rare example of an early 20th century bungalow reflecting the transitional period between the Edwardian and California Bungalow idoms. It is part of the important early 20th century stock of Menangle is an important component of the historic cultural landscape of the village.</i>                                                                                                                                                                                                                                                                                                                                                                |
| Item I88<br>House,<br>100 Menangle Rd                                                       | Wollondilly<br>Heritage Inventory<br>No<br>2690720 | <i>100 Menangle Road has local significance as a good example of a late 19th century dwelling. It is typical of the Arts and Crafts influenced buildings that make most of Menangle's historic building stock and is an important component of the historic cultural landscape of Menangle.</i>                                                                                                                                                                                                                                                                                                                                                                                                                          |
| Item I89<br>Cottage,<br>102 Menangle Rd                                                     | Wollondilly<br>Heritage Inventory<br>No<br>2690721 | <i>102 Menangle Road has local significance as a good example of a late 19th century dwelling. It is typical of the small timber cottages that characterised Menangle in the mid to late 19th century and is an important component of the historic cultural landscape of Menangle.</i>                                                                                                                                                                                                                                                                                                                                                                                                                                  |
| Item I90 Bungalow,<br>106 Menangle Rd                                                       | Wollondilly<br>Heritage Inventory<br>No<br>2690722 | <i>106 Menangle Road has local significance as a good example of a California Bunglaow, a builing type that is rare in both Menangle and the Wollondilly Shire. It is representative of early 20th century development in Menangle and the growth of the village during that period, precipitated by the development of the Macarthur estate dairies.</i>                                                                                                                                                                                                                                                                                                                                                                |
| Item I98 Menangle<br>Store,<br>2 Station Street                                             | 2690090                                            | <i>The Menangle Store has historical significance as the only store in Menangle Village this century and through its role in serving farmers in the rural hinterland and in provisioning the Camden Park Estate. It has links with the Macarthur family who sponsored the store. The building is unusual in the State as a particularly fine and relatively unusual freestanding example of a "Federation Arts &amp; Crafts" style commercial shop. This significance is enhanced by the degree to which the building retains its original form &amp; detailing. In addition, the store has aesthetic significance as a landmark effectively marking the centre of Menangle village.</i>                                 |

|                                                           |               |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
|-----------------------------------------------------------|---------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Item I91<br>St Patrick's Catholic Church, 119 Menangle Rd | 2690097       | <i>St Patrick's Church has social and historic significance through its associations with the Roman Catholic community in the Menangle area since 1895. The church also contributes to the stock of late 19th and early 20th century buildings which give the present Menangle Village much of its character, particularly those lining Menangle Road. It is a well maintained, typical example of a "Simplified Gothic Revival" country church of its time.</i>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
| Item I92, Cottage, 124 Menangle Rd                        | Not available | Not available                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |
| Item I93, Cottage, 128 Menangle Rd                        | Not available | Not available                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |
| Item I94<br>St James' Anglican Church, 131 Menangle Rd    | 2690091       | <i>St James Church, Menangle, is recognised within the state as an unusual and particularly fine example of a small country church of great architectural integrity, this significance being enhanced by the building's high degree of intactness and quality of workmanship. It also has considerable significance as an important landmark by virtue of its form and siting on a prominent rise in the village and the surrounding screen of trees. This provides a romantic silhouette which is seen by travellers on the Southern Railway and from rural roads in the vicinity.</i><br><i>The Church has historical significance through its links with the Macarthur-Onslow family of "Camden Park" and "Gilbulla"; its associations with two leading architects, J Horbury Hunt and Sir John Sulman; and, its more general association with the life and development of Menangle Village.</i>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
| Item I80 Menangle Rail Bridge (over Nepean River)         | 5012102       | <i>The 1863 Menangle Railway Bridge constructed in 1863 over the Nepean River is one of the most historic bridges in Australia because (a) it was the first large iron bridge in New South Wales and the largest bridge until the 1889 Hawkesbury River Bridge (b) it has a dominant appearance in a rural landscape (c) it shares in the enormous benefits, social and commercial, that the Main South Railway has made to New South Wales in 140 years and (d) it was a technically advanced design for its time and received international recognition in 1872.</i><br><i>The Menangle and Victoria Bridges are the only bridges of their type in New South Wales. They are excellent examples of heavy duty, wrought iron girder bridges continuous over three spans. Apart from the inclusion of the intermediate piers in 1907, the 1863 Menangle Bridge Retains most of its original fabric.</i><br><i>The Menangle rail bridge constructed in 1863 is the oldest surviving bridge on the State rail system and is of highest significance in the development of railway technology in the State. It is an excellent example of early bridge construction. The bridge is one of two identical bridges constructed for the NSW Railways, the other being over the Nepean River at Penrith. The Penrith Bridge was opened in 1867 but has been used for road traffic since 1907. The Menangle rail bridge is typical of British bridge engineering of the 1860s, the iron spans having been fully imported. Additional supporting piers were later erected under the spans so that heavier engines could be used on the main south line. The bridge is of national, if not international, significance as there are few such bridges still in use in the United Kingdom.</i> |
| Item I101 Menangle Weir, Station Street                   | Not available |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |

## 6.5 Established Significance of the Menangle Conservation Area

The following information for the Menangle Conservation Area is sourced from the Wollondilly Heritage Inventory<sup>5</sup>:

### *Statement of Significance*

*Menangle Village has remained essentially contained within the settlement boundaries formed by village development by the second decade of the 20th century. As such it is an unusually intact example of a rural service centre of this period and in particular, one that is associated with the dairying industry when new technologies were being introduced to transport and process dairy products and when new dairying techniques were introduced in the form of the Rotolactor. The location of the village reflects the strong influence of major road and rail construction activities on town development in the Region.*

*It also has local & regional aesthetic significance as a discrete landscape entity and notable landmark, with its cross streets lined with houses elevated above the surrounding farmlands and the whole village itself being visually dominated by St James' Church on the small rise in the centre of the settlement.*

*The village also has associational significance through its links with the Macarthur family and the Camden Park Estate, this being most clearly expressed in the major commercial, ecclesiastical and industrial buildings of the General Store, St James' Church, the Creamery and the Rotolactor as well as Estate workers' housing.*

*The village is also an important social entity with a strong sense of community and a sense of place to a degree not reached in the other towns and villages of Wollondilly.*

### *Description*

*Menangle Village is laid out around the crossroad of Menangle Road and Woodbridge Road/Station Street with most of the early cottages fronting Menangle Road. Block sizes vary but a frontage of 14-15 m is most common. The relationship of the street layout and the topography is an important one with most development spread along a low north-south running ridge giving views over lower surrounding farmland. The visual centre of the village is marked by a prominent knoll (slightly south east of the main residential area) on which is situated St James' Church. This strikingly designed church with its picturesque tower, is the most notable component in views of the village from all surrounding areas. The knoll also features a "perforated screen" of trees around the church which is in turn encircled by open grassland before reaching the residential development along Menangle Road and Station Street.*

*Street landscaping is of a simple nature with grassed verges and a random mix of trees including brush box, pepper trees and various Eucalypts. The significant features of the village include:*

- *the overall street and building layout*

<sup>5</sup> Wollondilly Heritage Inventory SHI Number 2690277 sourced from Wollondilly Shire Council

- *a group of important non-residential buildings, the former Camden Park Rotolactor and Creamery structures (Gilbulla and the former Camden Park Gate Lodge are located outside the village centre and are documented separately in the inventory but they are linked to the history of development of the village through their associations with the Macarthur family)*
- *The informally arranged early landscaping features - notably the mature trees & remnant hedging on both public and private land*
- *The architectural character of the residential buildings in the village is quite diverse with a mix of size and form, period, style and materials. Early 20th century buildings however predominate. The significant early residential buildings include: 40 Carrolls Road, 50, 80, 92, 96, 98, 100, 102, 106, 119, 122, 124, 125, 128, 131, 135, 138, 149 & 151 Menangle Road, 8, 10, 12, 14, 16, 27, 28 Station Street and the dairy cottage on the corner of Station St and Menangle Roads, 46 Woodbridge Road, Lot 201 DP 590247 end of Stephen Street, (adjacent to Creamery and rotolactor site).*

It should be noted that there is no residential building adjacent to Creamery and Rotolactor at the end of Stephen Street.

# Assessment of Heritage Impact

# 7.0

The Planning Proposal seeks to change the land use zoning of the subject site to Residential and Mixed Use. This will enable future applications for development of the site as indicated in the accompanying Concept Plan.

The following questions have been formulated in determining the heritage impact of changing the LEP zoning controls for this site:

***What are the potential heritage impacts for the heritage items within and around the subject site arising from the future development under the current planning controls?***

***What are the likely consequences of the Planning Proposal?***

***How can adverse heritage impacts be mitigated?***

An analysis of these impacts for each of the listed heritage items within, and adjacent to, the subject site is made below.

## **Heritage Items Within the Subject Site**

There are three heritage items located within the subject site. These are the Camden Park Estate Central Creamery, Camden Park Rotolactor, and the Dairy Cottage at 1370 Moreton Park Road.

It is unlikely that a viable reuse will be found for the former Camden Park Estate Central Creamery and the Camden Park Rotolactor while the site retains its current rural zoning.

In order to attract the capital investment required for their conservation any future adaptive reuse of these buildings will need to be done in the context of development that is able to generate a commercial return. The Camden Park Rotolactor is already in a dilapidated condition and any conservation and adaption for reuse will be costly.

Thus, under the current zoning it is most probable that the redundant buildings will remain unused. There are no statutory provisions to compel the maintenance and repair of locally listed heritage items and their condition is likely to deteriorate.

The Concept Plan accompanying this Planning Proposal envisages the conservation and adaptive re-use of both buildings as part of a small mixed use commercial zone. This would be a positive heritage outcome for these buildings. It would also provide an opportunity to interpret the history of dairy farming and production in the area.

The impact of the change to the current setting of these buildings will be mitigated by their conservation. Additionally, their adaptive reuse will enable public access to, and appreciation of, the significance of these items which is not available in the current planning context.

The controls of the *Wollondilly LEP 2011* mitigate the heritage impact of future development by requiring that the consent authority consider the extent to which the carrying out of development would affect the significance of the heritage item.

These controls currently apply to any future development of the property at 1370 Moreton Park Road. The Concept Plan that accompanies this Planning Proposal retains the house at 1370 Moreton Park Road, and its identified curtilage, in the new residential subdivision. Therefore, its use as a residence and significance as an example of an early 20th century cottage will continue.

Under the Planning Proposal the heritage controls of the *Wollondilly LEP 2011* will continue to mitigate the heritage impact of future development of this item by requiring that the consent authority consider the extent to which the carrying out of development would affect the significance of the heritage item. Under this LEP the consent authority must also consider the effect of any proposed development in its vicinity on the significance of this item.

#### **Menangle Conservation Area and Heritage Items in the Vicinity of the Subject Site**

The heritage items in the vicinity of the subject site include a number of early twentieth century houses, two churches, a store, and railway station buildings, located within the Menangle Conservation Area, and further afield the rail bridge and weir.

As all but one of the items is located on a separate land parcel, separated from the subject site by intervening properties and roadways, there is little, or no, potential for future development to have a physical impact on these items.

The established heritage significance of the individually listed houses within Menangle Village is their architectural and aesthetic significance as examples of their building type. At the time of their construction Menangle Village was a small service centre to the south east of the Menangle Road and Woodbridge Road / Station Street intersection. The majority of the current building stock in the village was developed around the items in the late twentieth and early twenty first century.

There is little potential for the established heritage significance of these houses to be adversely affected by future development that would be allowed under this Planning Proposal which seeks to allow development adjacent to the existing village. Likewise there is little potential for the architectural and historical significance of the churches, store, rail way buildings, bridge and weir to be affected.

The picturesque setting of the Menangle village is largely attributed to St James Anglican Church sited on the hill above it. An analysis of the impact on this setting and the views to and from Menangle is made in a separate Visual Analysis report submitted with this Planning Proposal. It concludes that development permitted under this Planning Proposal is compatible with that of the current Menangle village.

The impacts of any future development in this area can be mitigated by the application of development controls. Future development within the Menangle Conservation Area is currently managed by the *Wollondilly LEP 2011* and *Wollondilly DCP 2011*. The combined effect of these controls limits building height and results in a consistent built form, minimising the potential for any adverse heritage impact. That part of the subject site that is west of the rail corridor is located within the Menangle Conservation Area and is subject to these controls.

Under the Planning Proposal the heritage controls of the *Wollondilly LEP 2011* and *Wollondilly DCP 2011* will mitigate the heritage impact of future development on the significance of the Menangle Conservation Area and the individual heritage items within it, that are in the vicinity of the subject site. The LEP requires the consent authority to consider the effect of any proposed development on the significance of the conservation area and adjacent heritage items.

## Conclusions

# 8.0

- The Planning Proposal amends the zoning and density controls currently applying to the subject site.
- This site contains three heritage items of local significance listed in Schedule 5 of the *Wollondilly LEP 2011*: Camden Park Estate Central Creamery, Camden Park Rotolactor and a house at 1370 Moreton Park Road.
- It is also in the vicinity of several other heritage items. Part of the site is located within the Menangle Conservation Area.
- The indicative Concept Plan submitted with the Planning Proposal envisages the conservation and adaptive reuse of former Camden Park Estate Central Creamery and the Camden Park Rotolactor in a mixed use commercial centre.
- This is considered to be a positive heritage outcome for these buildings which are unlikely to be conserved in their current planning context.
- The established heritage significance of the individually listed items in the vicinity of the subject site, within the Menangle Conservation Area, is their architectural and aesthetic significance along with their known historical associations.
- There is little potential for the established heritage significance of these items to be adversely affected by future development that would be allowed under this Planning Proposal.
- The picturesque setting of the Menangle village will be retained in any future development by the application of the controls of the *Wollondilly DCP 2011* which limit building height and form in the area.
- As the heritage provisions of the *Wollondilly LEP 2011* and the *Wollondilly DCP 2011* will continue to be applicable to the site any potential heritage impacts will be managed through the development approval process.

# Bibliography

# 9.0

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