11 November 2015

NSW Department of Planning and Environment
Housing Land Release
GPO Box 39
Sydney NSW 2001

community@planning.nsw.gov.au

Dear Sir/Madam,

Station Street Menangle, Planning Proposal - Submission to the Greater Macarthur Preliminary Land Release Strategy and proposed amendments to State Environmental Planning Policy (Sydney Region Growth Centres) 2006

We wish to provide a submission in relation to the recently-exhibited Greater Macarthur Land Release Preliminary Strategy (the Greater Macarthur Strategy) and the proposed amendments to State Environmental Planning Policy (Sydney Region Growth Centres) 2006 (the Growth Centres SEPP).

Summary of our position

We provide in-principle support for the notion of urban development and land release in the Greater Macarthur Region.

However, the ‘known proposal’ at Station Street should not be delayed by the State Government for the following reasons:

- It would compromise the higher-level strategic objectives outlined in ‘the Plan for Growing Sydney’, particularly the acceleration of housing supply
- It’s currently at post-exhibition, submissions have been responded to and management measures proposed
- The key land use constraints identified in the Greater Macarthur Strategy have been adequately addressed during the Planning Proposal process and can be managed appropriately, as demonstrated in this submission.

Who is Souwest Developments?

Souwest Developments Pty Limited controls approximately 600 hectares of land in the Macarthur Area. These landholdings include two parcels of land recognised as ‘known proposals’ within the ‘Menangle and Douglas Park’ Precinct, being:

- Station Street, Menangle (a planning proposal for 350 new residential lots, as well as a neighbourhood centre allowing for the adaptive reuse of a number of heritage assets)
- Moreton Park Road (a planning proposal for 240 hectares of employment land).
The Station Street Planning Proposal

In 2013, a Gateway Determination for the rezoning of the land from an agricultural use, to a mixture of residential, commercial and infrastructure uses, was issued by the Minister for Planning. The rezoning was recognised by the South West Joint Regional Planning Panel (JRPP) (the Relevant Planning Authority) as it:

- Conforms with the Wollondilly Growth Management Strategy (2011) in so far as that applies to village expansion.
- Responds to the ‘Plan for Growing Sydney’s’ South West Subregion priority of accelerating housing supply, choice and affordability.
- Enables the restoration and adaptive reuse of local heritage-listed structures.
- Creates a development that would be compatible in scale and form with the existing village and landscape features of the locality and consistent with the intent of the Menangle Landscape Conservation Area.

The Planning Proposal we prepared to address the Gateway Determination, was subject to a number of specialist studies which rigorously explored the capability of the site to support urban development. The Planning Proposal was also the subject of an extensive consultation process where we actively engaged the key government stakeholders (including Wollondilly Shire Council and State Government agencies) as well as the community.

In October 2015, we responded to the submissions received from government agencies, as well as the community. Currently, we understand that the NSW Department of Planning and Environment (DP&E) is preparing a report on the outcomes of the public exhibition process, as well as our responses to the submissions. We are anticipating that the report will be provided to the JRPP by the end of 2015.

Our understanding of the Greater Macarthur Strategy

The Greater Macarthur Strategy provides a high-level strategic framework for the delivery of over 24,000 new homes in close proximity to the South West Growth Centre of Sydney. It builds on the State Government’s ‘Plan for Growing Sydney’ (i.e. the Metropolitan Strategy) by:

- Maintaining a continued presence in Sydney’s south west.
- Prioritising an increased rate of housing delivery in new urban release areas.

The Greater Macarthur Strategy identifies two ‘Priority Precincts’ for urban development purposes, being:

- Menangle Park and Mount Gilead
- Wilton

In addition to the two ‘Priority Precincts’, there are three ‘Other Precincts’, being:

- West Appin
- Cataract

Menangle and Douglas Park (which is the precinct that incorporates the Station Street ‘known proposal’)

In terms of DP&E’s position, we understand that the Station Street Planning Proposal is identified as a ‘known proposal’ under the Greater Macarthur Land Release Investigation Land Use and Infrastructure Analysis (Page 10). The Greater Macarthur Strategy states the following with regard to ‘known proposals’:

"While these proposals would provide additional housing stock to the area, planning for the area with a holistic, rather than piecemeal, approach provides efficiencies in the delivery of services, transport and social infrastructure.

A holistic approach provides an understanding of what is necessary to accommodate the future population of the wider area and provides the framework for significant pieces of infrastructure to be delivered, such as major roads. In turn, this offers a more desirable place for residents to live and provides employment opportunities and services which may not otherwise be realised“ (page 10).
The *Land Use and Infrastructure Analysis* for the Greater Macarthur Strategy states that areas outside of Menangle Park, Mount Gilead and Wilton (i.e. the ‘Priority Precincts’) have ‘significant infrastructure costs and environmental constraints’, however these areas provide opportunities for ‘longer term supply’ (Page 2). The Land Use and Infrastructure Analysis also states that up to 2036, the areas outside of Menangle Park, Mount Gilead and Wilton will remain rural in nature, with ‘small scale development that can be supported by the existing infrastructure and transport network’ (Page 2).

We also note that the Station Street Planning Proposal is located on land that is considered to be ‘encumbered by constraints which are resolvable with appropriate environmental or staging measures’ (page 41) by DP&E. Further, there are three key land use constraints:

- Mining (to which BHP has advised, they do not plan to mine under the town of Menangle, as part of their Bulli Seam 30-year operation).
- Heritage conservation (to which we propose to adaptively reuse the existing heritage assets, as part of the Planning Proposal).
- Poultry clusters (to which there are none in close proximity to the Station Street site).

**Council’s Position**

Wollondilly Shire Council will be reporting on the Draft Greater Macarthur Strategy at their Ordinary Council meeting to be held on 16 November 2015. The agenda and business paper for the meeting has recently released. The business paper makes specific reference to the Station Street Planning Proposal. In summary, the business paper states the following:

With regard to the Station Street Planning Proposal, the Draft Greater Macarthur Strategy states that ‘small scale development in Menangle Village, in line with the existing post-Gateway Planning Proposal, can be supported by the existing infrastructure and transport network’.

The commentary relating to Station Street should be changed to “Moderate development in Menangle Village, in line with Council’s adopted Growth Management Strategy, can be supported by the existing infrastructure and transport network provided alterations to local infrastructure identified in the Planning Proposal are undertaken and funded.

The relevant extract from the business paper is appended to this correspondence (*Annexure A*).

The business paper going to Council indicates that the Planning Proposal, in its current form, can be supported on infrastructure, as well as future development grounds, given the following:

The Planning Proposal is in accordance with Council’s Growth Management Strategy and the Structure Plan for Menangle.

The infrastructure required to support the extension to Menangle Village can be provided, as we will enter into a voluntary planning agreement to provide these necessary services.

Accordingly, we support the findings of the business paper, which shall be considered by Council at its next meeting.

**Our Position**

We wish to raise the following with DPE:

**The Station Street Planning Proposal has demonstrated that urban development can proceed**

The Planning Proposal was prepared over a number of years and has been subject to a series of rigorous and informed specialist investigations in accordance with the Gateway Determination. These studies included European heritage, Aboriginal heritage, ecology, geotechnical, flooding, traffic and access, infrastructure, mining, bushfire hazard and a range of others. All investigations done to date, have demonstrated that any environmental issues that occur, can be managed with appropriate mitigation measures.
The Planning Proposal is consistent with ‘the Plan for Growing Sydney’, Sydney’s Metropolitan Strategy, as well as the Wollondilly Growth Management Strategy

The Planning Proposal is consistent with a number of the goals outlined in ‘the Plan for Growing Sydney’ including Direction 2.2 Accelerate Housing Supply Across Sydney and is consistent with the south west subregional priorities to ‘accelerate housing supply, choice and affordability and build great places to live’.

The Planning Proposal adequately responds to the Wollondilly Growth Management Strategy and the structure plan for Menangle.

The study area of the planning proposal is in the ownership of a single controlling entity

This is an important consideration for the acceleration of housing supply. Larger-scale parcels of land which are appropriate for development and in single ownership (or a small number of ownerships) are rare in the Greater Macarthur Region. Areas with fragmented ownership, present challenges in achieving staging and delivery principles such as timing to achieve the required housing targets established by the ‘Plan for Growing Sydney’ and the Greater Macarthur Strategy.

The Planning Proposal has been through community and stakeholder consultation and the issues have been adequately addressed

In October 2015, we responded to the issues raised by the government agencies and the community. We have demonstrated that with the appropriate mitigation measures in place, the Planning Proposal should proceed to a favourable determination, in order to assist in achieving the overarching vision for the Greater Macarthur Area.

The Planning Proposal provides an opportunity for services, infrastructure and an overall community benefit to the Greater Macarthur Region

The proposed rezoning of the ‘Creamery Precinct’ would permit a range of land uses that are not currently permissible including cafes, restaurants, a brewery, accommodation, bakery and other services which would not compromise the ability of larger-scale commercial areas to provide a broader regional benefit. Additionally, infrastructure upgrades would be proposed to cater for an expected incoming population including road and intersection treatment measures, water and sewer infrastructure and other services not presently available in Menangle Village.

Our response on the key land use constraints identified by DP&E is outlined in the following table:

<table>
<thead>
<tr>
<th>Land use Constraint</th>
<th>What the Strategy Says (Page 41)</th>
<th>Souwest Development’s Position</th>
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<tbody>
<tr>
<td>Mining</td>
<td>The majority of the precinct has either been previously subject to coal mining or is planned for mining in the next seven years. For development to occur in this area, it would need to occur after mining operations have ceased or proposals will need to demonstrate that they comply with the relevant rezoning pathway steps.</td>
<td>The issue of mining was extensively addressed in the Planning Proposal including consideration of the relevant ministerial directions administered under Section 117 of the Environmental Planning and Assessment Act 1979. The Planning Proposal does not contain provisions that will conflict or obstruct the State Environmental Planning Policy (Mining, Petroleum and Extractive Industries) 2007. As part of the consultation process for the Planning Proposal, discussions were held with both the Mine Subsidence Board (MSB) and Illawarra Coal (BHP Billiton). The outcomes of the consultation were: The MSB has no objection to the planning proposal (this advice was provided on separate occasions in May 2014 and September 2015). Illawarra Coal’s 30-year plan for the Bulli Seam</td>
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<td>Land use Constraint</td>
<td>What the Strategy Says (Page 41)</td>
<td>Souwest Development’s Position</td>
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<td><em>Operation does not include plans to mine beneath the town of Menangle. Accordingly, they had no objection to the Planning Proposal.</em></td>
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<td>Correspondence with regard to mining is appended to this submission confirming the above positions (<strong>Annexure B</strong>).</td>
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<td>Additionally, the notion of coexistence between mining and urban development is common throughout the Greater Macarthur Area, as well as other parts of NSW and internationally.</td>
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<td>Mining is not considered to be a land use constraint associated with the Station Street Planning Proposal and this has been demonstrated through a rigorous consideration, planning and assessment process.</td>
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<td><strong>Heritage Conservation</strong></td>
<td><strong>The Precinct contains a number of existing heritage items and known Aboriginal sites. Further investigation should be required to ensure the significance of these heritage items and sites are retained with the heritage character of Menangle being retained</strong></td>
<td>A Due Diligence Aboriginal Archaeological Assessment was undertaken as part of the Planning Proposal. The assessment was undertaken in consultation with the Tharawal Local Aboriginal Land Council and Cubbitch Barta Native Title Claimants Aboriginal Corporation. The Assessment concluded that there are no archaeological reasons why the current rezoning proposal should not proceed as currently planned. Appropriate mitigation measures have been proposed for future stages of the proposed development (i.e. subdivision and construction development applications).</td>
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<td>Numerous European Heritage investigations have been undertaken on the site, as there are several items of heritage significance within the boundaries of the Planning Proposal. These studies include conservation management plans, landscape heritage assessment and archaeological assessments.</td>
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<td>The Planning Proposal proposes the establishment of a ‘Creamery Precinct’ within a potential commercial zone. The Creamery Precinct would allow for the adaptive reuse of heritage items and will enhance the overall heritage value of the site and the village of Menangle.</td>
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<td>During the Planning Proposal process, an interim heritage order was proposed to be placed on the locally-listed Rotolactor Paddock, which forms part of the Creamery Precinct. Additionally, the NSW Office of Environment and Heritage sought advice from the Heritage Council as to whether the Rotolactor Paddock should be included on the State Heritage Register (SHR).</td>
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<td>In October 2015, the Heritage Council wrote to us and advised that they would <em>not</em> be proceeding</td>
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Land use Constraint | What the Strategy Says (Page 41) | Souwest Development’s Position
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| | with the listing of the rotolactor paddock at this time. A copy of the correspondence is appended to this submission (Annexure C). From our perspective, this advice demonstrates that the adaptive reuse and heritage conservation measures adopted for the Planning Proposal, present a suitable heritage outcome for the future development. Accordingly, the measures proposed to conserve the heritage significance of Menangle, are considered to be an appropriate outcome.

Poultry Cluster | There is a significant cluster of poultry sheds located within the precinct around the Douglas Park North centre. Proposals to develop within this area would be required to demonstrate that they comply with the relevant urban suitability processes. | The poultry sheds are not in close proximity to the proposed development. As noted in the Greater Macarthur Strategy, these are located closer to the Douglas Park part of the precinct. Accordingly, the poultry cluster is not considered to be a key land use constraint that would affect the favourable outcome of the Planning Proposal.

In addition to the business paper prepared for Council’s meeting on 16 November 2015, the Station Street Planning Proposal is consistent with, and will assist in achieving, a number of the strategies of the Wollondilly Community Strategic Plan 2033. The relevant strategies are identified below:

- CO1 - Community building, well-being and identity
  Deliver a range of community programmes, services, facilities and events which strengthen the capacity, well-being and cultural identity of our community.

- EN2 – Growth Management
  Apply best practice environmental principles to the management of future growth.

- EC3 – Manage Growth
  Encourage and manage growth to ensure that it contributes to economic well-being.

- EC4 – Managing development and Land Use
  Manage and regulate land use and development in order to achieve a high quality built environment which contributes to economic well-being

- IN3 – Provision of Facilities
  Provide a range of recreation and community facilities to meet the needs of the community

**Conclusion and Recommendation**

The Station Street Planning Proposal is, and should be properly considered, to be consistent with the overarching objectives of ‘the Plan for Growing Sydney’ and the Greater Macarthur Strategy. The land identified within the Station Street ‘Known Proposal’ can support urban development. This has been demonstrated in this submission as well as the measures proposed in the Planning Proposal.

The key land use constraints identified in the Greater Macarthur Strategy for the Menangle and Douglas Park Precinct, can also be managed as demonstrated in this submission and should not impact the ability of the
Planning Proposal or the strategic directions outlined in the 'Plan for Growing Sydney', namely, the acceleration of housing supply in the South West Subregion.

Souwest Development has a suitable and capable landholding which can provide a valuable contribution to the Greater Macarthur Region. Given the findings of the Planning Proposal and the information provided as part of the response to submissions, this important contribution to the Region, should not be delayed.

Thank you for the opportunity to provide a submission on the Greater Macarthur Strategy. Please do not hesitate to contact me should you require further clarification regarding our landholding at Station Street, Menangle. I can be contacted via email at ernest@benedict.com.au or 0407 282 444.

Yours Sincerely,

Ernest Dupere
Director
Souwest Developments

Annexures:

A Business Paper extract for Wollondilly Shire Council Meeting (16 November 2015)
B Mining correspondence from MSB and Illawarra Coal
C Correspondence from the Heritage Council of NSW
PE7 – Greater Macarthur Land Release Investigation

In terms of the proposed employment precinct at Maldon, it is noted that much of the existing industrial land has not yet been developed for this purpose. Council’s experience is that property owners are reluctant to rezone land for industrial purposes given the demand for residentially zoned estates and relative land values. Hence Council questions the likelihood of a proponent led rezoning of land. Council has previously rejected a planning proposal to rezone land for industrial purposes in this area. The reference to a Heavy Industrial zoning, which under the standard LEP instrument, permits industry of a hazardous or offensive nature is also questioned.

2.3. Planning Proposals in areas outside the Priority Precincts

The Analysis provides commentary on the known planning proposals not located with the priority precinct.

In relation to the Station Street Planning Proposal in Menangle, the Analysis suggests “small scale development in Menangle Village in line with the existing post-Gateway planning proposal can be supported by the existing infrastructure and transport network”.

In relation to the Planning Proposals in Appin, the Analysis suggests the rural setting of Appin Village should be protected “with only small scale expansion taking place, in line with existing post-Gateway planning proposals”. The Analysis makes references Appin East as a known Planning Proposal.

Comments:

Given the relative size of the various Planning Proposals, it is unclear which proposals the Department consider to be ‘small scale’. It is suggested that the reference in the Preliminary Strategy and Analysis to ‘small scale expansion taking place, in line with existing post – Gateway planning proposals’ be replaced with a reference to ‘moderate expansion in line with Council’s adopted Growth Management Strategy’. If this approach was adopted, the Gateway approval process would still act as a safe guard for the Department to ensure inappropriate proposals do not proceed to detailed assessment stage.

Regarding the Station Street Planning Proposal the commentary should be adjusted to reflect that some infrastructure is required to support this proposal. The following amendment is suggested. “Moderate development in Menangle Village in line with Council’s adopted Growth Management Strategy can be supported by the existing infrastructure and transport network provided alterations to local infrastructure identified in the proposal are undertaken and funded”.

The reference to Appin East as a known Planning Proposal should be removed. Council has not received a Planning Proposal for this land consequently it has no formal status.
23 January 2013

Mr Ernest Dupere
Souwest Development
PO Box 431
FRENCHS FOREST NSW 1640

Dear Mr Dupere

Menangle Village Property Development

I write in response to your letter dated 14 January 2013 in relation to the proposal for Menangle Village Property Development.

I can confirm that Illawarra Coal’s current 30 year Bull Seam Operations mining footprint does not include plans to mine beneath the town of Menangle. However, there is coal located in this area and Illawarra Coal reserves the right to mine the coal in the future. Illawarra Coal considers that it is possible to effectively manage mine subsidence impacts to built and natural features including those located in developed areas.

The residential property development proposed in “Menangle Pastoral Site Concept Plan” dated January 2013 is consistent with the Wollondilly Shire Council’s 2011 Growth Management Strategy, specifically 1.6 (P10): new housing being located within or immediately adjacent to its existing towns and villages. BHP Billiton Illawarra Coal has previously written to the council in support of its growth management strategy, therefore Illawarra Coal does not object to your proposal as indicated in your letter and attached map.

However all developments in a mine subsidence district are subject to approval by the Mine Subsidence Board and construction should be conducted in accordance with appropriate standards to best manage any subsidence effects. In order to manage any possible conflicts between mining and development we would suggest the inclusion of conditions related to coal mining, similar to those included in the Wollondilly Shire Council’s Development Control Plan 2010 - Bingara Gorge Estate, Wilton Park, as part of the Council’s planning controls. This inclusion would reflect the request by the Department of Planning for Council to amend LEPs to acknowledge and protect the coal resource.
Finally, Illawarra Coal’s previous experience with urban development and mining has been that residential purchasers are not adequately made aware of the activities associated with mining in the area and the possible mine subsidence impacts. We would encourage a brochure to be provided to all potential purchasers detailing the mine subsidence district and possible impacts from mining – the Mine Subsidence Board is able to provide material of this nature.

If you have any questions or would like to discuss this matter further please contact Michael Meurer on (02) 4266 3584 or Michael.Meurer@bhpbilliton.com.

Yours sincerely

John Brannon
Head of External Affairs
Michael Meurer (michael.meurer@bhpbilliton.com)
Land holder Relations Coordinator
BHP Billiton Illawarra Coal

Monday 14th January 2013

Menangle Village Property Development

Dear Michael,

As per our meeting last Friday we are proposing a residential property development on our lands (as per the attached plan) to the North and East of the existing Menangle village. We understand from you that BHP has no current plans to underground mine in the area underneath this proposed development and consider it unlikely that it will be mined but, of course, reserve its right to undermine it should BHP, in the future, decide to do so.

Can you please kindly confirm this advice. Thank you for your assistance in this matter.

Yours faithfully,

[Signature]

E.A. Dupere
Souwest Development
In reply please send to: Picton

Our reference: FN86-01255P0

Your reference: Planning Proposal Submission

Contact: John Rawes (02) 4677 1967

Regional Panels Secretariat
Attention: Suzie Jattan, Senior Project Officer
GPO Box 39
Sydney NSW 2001

28 September 2015

Dear Ms Jattan

ENQUIRY NO: TENQ15-05612P2
PLANNING PROPOSAL: STATION ST MENANGLE

The Mine Subsidence Board has no objection to the planning proposal involving rezoning the land for residential and business purposes.

This development proposal is located within a proclaimed Mine Subsidence District. The purpose of a District is to prevent damage through surface development controls that take account of the risk of damage by subsidence from old, current and future mining.

As a guide to persons intending to erect improvements on this property, the Board has adopted the following surface development guidelines subject to these improvements being erected on reinforced concrete footings and/or slabs to comply with AS 2870. The following improvements are limited to a maximum length of 30 metres and maximum width of 18 metres.

1. Single or two storey timber or steel framed improvements clad with weatherboards or other similar materials.

2. Single or two storey brick veneer improvements.

3. Full masonry and other types of improvements will be considered for this property under the Board's 'Graduated Guidelines for Residential Construction'. The improvements will be subject to length restriction and may require engineering design. Details of the requirements may be obtained from the Board's technical staff.

Architectural plans submitted to the Mine Subsidence Board for approval must show the location and detailing of articulation/control joints in brickwork to comply with the requirements of the Building Code of Australia and best building practices.
If you intend to subdivide or to alter or build improvements on this property, you need Mine Subsidence Board approval. During planning and design of proposed improvements, applicants should consult with our staff.

Yours faithfully

[Signature]

John Rawes
A/District Manager
Benedict Industries Pty Ltd
Attention: Mr Ernest Dupere B.E.
P O Box 431
FRENCHS FOREST NSW 1640

30 May 2014

Dear Mr Dupere

ENQUIRY NO: TEN014-04892P2
LOTS 201-202 DP 590247 & LOT 21 DP581462 NO 1370 STATION ST
MENANGLE

The Mine Subsidence Board has no objection to the proposed development at Menangle Village as described in your email of 29th May 2014 and accompanying attachments.

This development proposal is located within a proclaimed Mine Subsidence District. The purpose of a District is to prevent damage through surface development controls that take account of the risk of damage by subsidence from old, current and future mining.

As a guide to persons intending to erect improvements on this property, the Board has adopted the following surface development guidelines subject to these improvements being erected on reinforced concrete footings and/or slabs to comply with AS 2870. The following improvements are limited to a maximum length of 30 metres and maximum width of 18 metres.

1. Single or two storey timber or steel framed improvements clad with weatherboards or other similar materials.
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3. Full masonry and other types of improvements will be considered for this property under the Board's 'Graduated Guidelines for Residential Construction'. The improvements will be subject to length restriction and may require engineering design. Details of the requirements may be obtained from the Board's technical staff.

Architectural plans submitted to the Mine Subsidence Board for approval must show the location and detailing of articulation/control joints in brickwork to comply with the requirements of the Building Code of Australia and best building practices.
If you intend to subdivide or to alter or build improvements on this property, you need Mine Subsidence Board approval. During planning and design of proposed improvements, applicants should consult with our staff.

Yours faithfully

Darren Bullock
District Manager

CC; Ms Fiona van der Hoeven
Dear Mr Dupere and Messrs Halfpenny

State Heritage Register nomination of the Rotolactor Paddock, Station Street and Menangle Road Menangle—Heritage Council resolution

The Minister for Heritage received a nomination from the Menangle Community Association in 2014 requesting that an Interim Heritage Order (IHO) be made on part of the Rotolactor Paddock in Menangle. The Minister decided not to make an IHO at that time since the place was not considered to be under immediate threat.

Subsequently, Heritage Division of Office of Environment and Heritage assembled information for consideration by the Heritage Council of NSW about whether the Rotolactor Paddock should be included on the State Heritage Register as a curtilage extension to the Camden Park Estate and Belgenny Farm listing. This information was considered by the Heritage Council’s State Heritage Register Committee on 7 October.

While the heritage values of the Rotolactor Paddock are acknowledged, the Heritage Council has resolved not to pursue the listing of this land on the State Heritage Register at this time.

The Heritage Council asks, however, to be kept informed of the progress of development on this site and the management of the paddock’s heritage values. Wollondilly Shire Council has also been informed of this request.

Yours sincerely,

15/10/2015

SUSAN DUYKER
Acting Manager, Listings
Heritage Division
On behalf of the Heritage Council of New South Wales