



Penrith Rural Lands and Villages Strategy

Draft

Prepared by City Plan Strategy & Development P/L
on behalf of Penrith City Council

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PART A: OVERVIEW

1. INTRODUCTION

The rural lands of Penrith are an important part of the local government area and the wider Western City District, providing social, scenic, recreational and environmental benefits to the community.

While there is no commonly accepted definition of 'rural' for the purposes of planning, it is generally accepted that rural areas have smaller population sizes and lower development densities (e.g. larger lots and greater separation between buildings) when compared to their urban counterparts.

Preserving land to protect rural values, and balancing outcomes within rural areas relies on an integrated approach employing land use planning instruments (e.g. land zoning and subdivision controls through Council's LEP) as well as measures to conserve and manage land and water, which can be applied through Council's DCP or other supporting mechanisms.

This draft Penrith Rural Lands and Villages Strategy (hereafter, the Rural Strategy) is the culmination of the ***Penrith Rural Lands and Villages Study*** (prepared by City Plan Strategy and Development in 2019) and ***Penrith Scenic and Cultural Landscapes Study*** (prepared by envisage in 2019). Readers should refer to Reports for those studies for more information.

Collectively, these studies:

- Provide a local understanding of the current strategic and legislative context, the values of and the issues affecting Penrith's rural lands and villages;
- Establish an 'evidence base' to inform and guide the direction of subsequent planning, based on research, site assessments, and high-level consultation with selected stakeholders; and
- Support the goals set out in the ***Penrith City Strategy*** (2013) to:
 - i) Protect the City's agreed urban and rural boundaries;
 - ii) Protect and enhance the City's rural landscapes, natural areas and character;
 - iii) Promote diverse agricultural opportunities in the City's rural areas, support existing rural activities and encourage new rural enterprises;
 - iv) Ensure rural and agricultural activities play a key part in the City's economic development; and
 - v) Ensure rural communities are healthy and aware of available community services.

2. APPLICATION

Once finalised, this Rural Strategy will guide long term planning and plan-making for Penrith's rural lands. It will be used to inform the preparation of planning controls, including Council's LEP and DCP, and may inform other strategic planning initiatives undertaken by other State and Regional bodies tasked with land use planning and assessment of development proposals.

The Rural Strategy will apply to land within four Rural Planning Precincts, as illustrated in **Figure 1**. These Rural Planning Precincts are described in more detail in **Part C**.

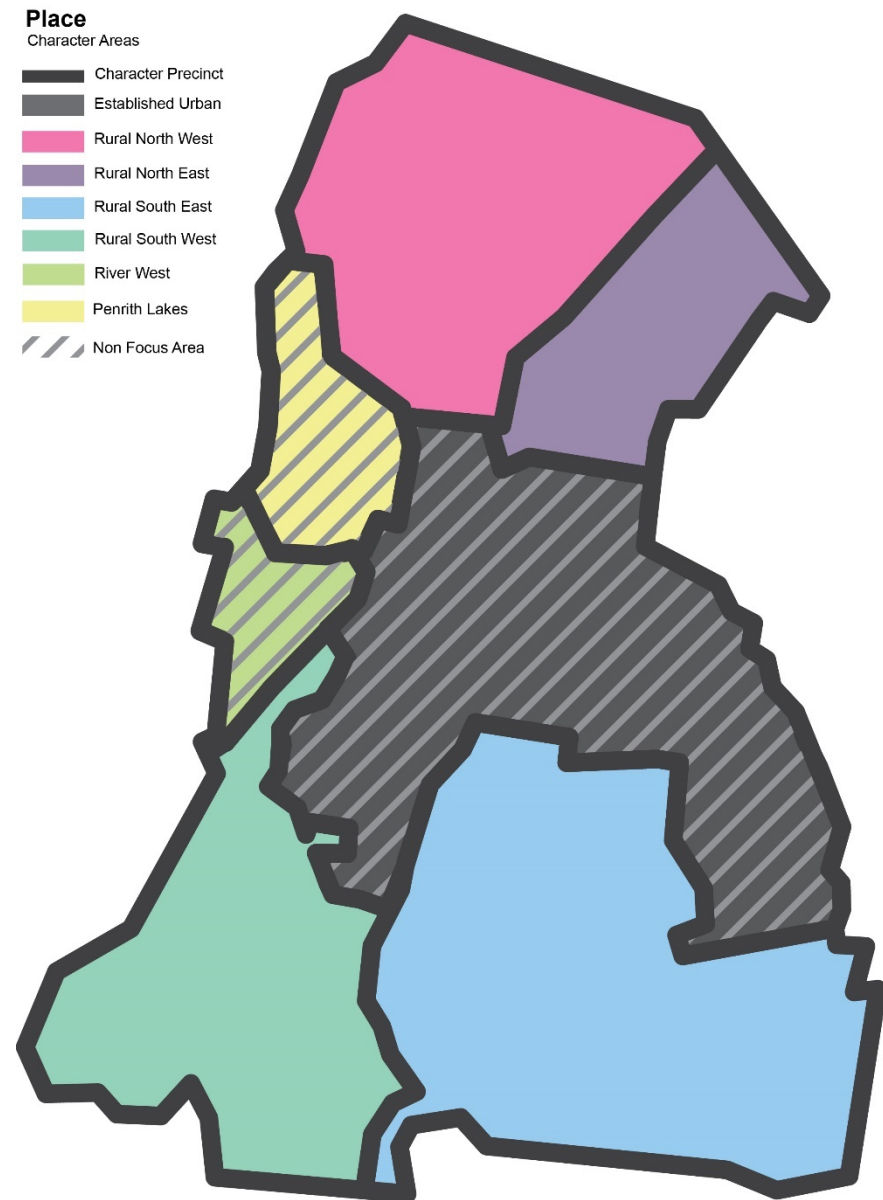


Figure 1: Penrith's Rural Planning Precincts

3. VISION AND STRUCTURE OF THE STRATEGY

Council's longstanding vision for the whole of Penrith is one of a

Sustainable and prosperous region with harmony of urban and rural qualities with a strong commitment to environmental protection and enhancement.

It would offer both the cosmopolitan and cultural lifestyles of a mature city and the casual character of a rural community.

This vision will be delivered through Rural Planning Outcomes, which describe the overall ambitions for the future use and development of rural areas. These are to:

- Secure the Metropolitan Rural Area Boundary;
- Protect ecological health and biodiversity;
- Preserve open space, natural beauty, and cultural connections;
- Support a diverse rural economy; and
- Provide for the housing and services to support rural communities' changing needs.

Each Rural Planning Outcome is supported by a series of Strategies, outlined in Part B, to describe how they will be achieved. Place-based frameworks provided in Part C are the spatial strategies illustrating how the Rural Planning Outcomes are expected to apply on-the-ground.

PART B: RURAL PLANNING OUTCOMES

1. SECURING THE METROPOLITAN RURAL AREA BOUNDARY

The westward expansion of the Sydney metropolitan area as well as expansion of Penrith's existing urban areas will result in adjustments to the Metropolitan Rural Area (MRA) boundary in and around the Penrith LGA. These influences are broadly illustrated in **Figure 2**, resulting in:

- Affirm the MRA boundary to align with the LGA's north-eastern boundary as new urban areas emerge within the North West Growth Area, highlighting the importance of protecting rural activities to prevent encroachment of urban development into Penrith's northern rural lands; and
- Substantive encroachment of more intense development (Western Sydney Aerotropolis, Greater Penrith to Eastern Creek Corridor, and Western Sydney Employment Area) into what are currently rural lands within the south eastern part of the LGA.

The strategies supporting this Rural Planning Outcome establish a defensible rural boundary within Penrith, based on the area's unique rural values. This will provide a common understanding of where Council will encourage places to remain characteristically rural, with specific considerations for:

- Berkshire Park and Llandilo (Strategy 1.1), in response to new urban development proposed in Marsden Park and Shanes Park;
- The Mulgoa Valley (Strategy 1.2), where pressure for urban expansion is expected to occur as part of the Greater Penrith to Eastern Creek Corridor, including in relation to Glenmore Park;
- Rural areas in the south-eastern part of the LGA (Strategy 1.3), where long-term planning for urban, employment and transport infrastructure is still mostly in its early stages.

Major drivers of land use change and the key features of Penrith's defensible rural boundary are illustrated in **Figure 3**.

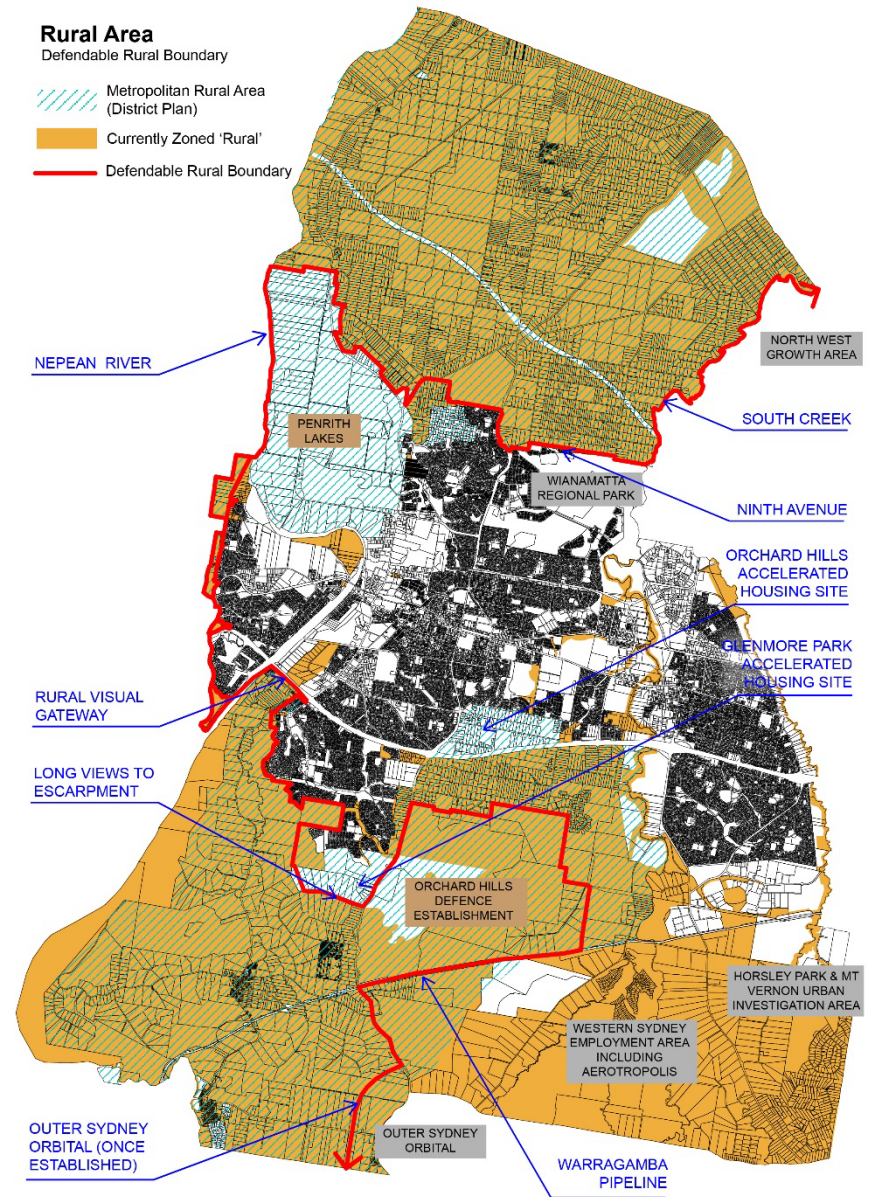


Figure 3: Penrith's defensible rural boundary features

1.1. Reinforce the rural boundary in the north east

Berkshire Park and Llandilo are already some of the most populated parts of Penrith's rural areas. Most of the land here has already been subdivided to lots of between 1.5 to 3ha, largely to accommodate rural residential uses. Lifestyle blocks are interspersed with a diverse range of other rural uses, including poultry farms, animal boarding, and market gardens.

The re-alignment of the MRA boundary in the north-eastern part of the LGA will be strongly influenced by overall urban design, investment in infrastructure, and associated population growth driven by Sydney's North West Growth Area and, to some degree, through the Wianamatta Regional Park (including the former Australian Defence Industries land at St Marys). Considerations influencing the MRA boundary are discussed below and illustrated in Figure 3.

As the surrounding population grows, Berkshire Park and Llandilo are likely to experience increasing demand for smaller residential lots as these areas benefit from convenient access to new jobs and services in nearby centres of St Marys and Marsden Park and are connected to reticulated water.

Identifying and protecting rural boundaries within Berkshire Park and Llandilo will assist with containing urban development and retaining rural values in the north-eastern part of the Penrith LGA.

Actions to support this strategy:

- 1.1.1. Establish South Creek in Berkshire Park and Llandilo, as the easternmost MRA boundary. Future development west of the creek line must be characteristically rural.
- 1.1.2. Establish Ninth Avenue in Llandilo, as the MRA boundary. Future development north of Ninth Avenue must be characteristically rural.
- 1.1.3. Planning controls for land adjoining the MRA boundary will discourage non-rural uses and smaller lot sizes.
- 1.1.4. Planning controls for land adjoining South Creek will encourage larger lot sizes, including amalgamations where possible.
- 1.1.5. Developments adjoining either side of the MRA boundary will be encouraged to incorporate design measures that reinforce the boundary, providing a noticeable transition between urban and rural areas. These may rely on (but are not limited to) requirements for:
 - i) Larger lot sizes;
 - ii) Building setbacks and greater separation between buildings;
 - iii) Site coverage (e.g. FSR);
 - iv) Landscaping; and
 - v) Rehabilitation or revegetation of riparian lands.

These actions are also supported by measures outlined in the Area Frameworks for Llandilo and Berkshire Park.

1.2. Protect the Mulgoa Valley and its rural setting

The Mulgoa Valley has long been recognised for its ecological, scenic, and heritage values. The broader valley offers a basis for agricultural production and tourism and importantly provides a rural setting for the villages of Mulgoa and Wallacia.

The MRA boundary in the Mulgoa Valley will be broadly influenced by planning associated with the Greater Penrith to Eastern Creek Corridor Growth Area. To the east, this will be most acutely influenced by the proposed expansion of existing urban areas such as Glenmore Park and delivery of the Outer Sydney Orbital. To the north, this will be influenced by increased pressure for development close to the Nepean River in the suburbs of Jamisontown, and Regentville.

Several aspects of the Mulgoa Valley have previously been investigated and mapped for the purpose of applying various planning controls. This is discussed in more detail in the 2019 Rural Lands and Villages Study. A clearer understanding of the physical extent of rural values in the Valley, and its broader context, is now required to inform long-term planning and plan making.

Actions to support this strategy:

- 1.2.1. Protect highly capable agricultural land and maintain a rural outlook approaching the LGA from the motorway. To the east of the Nepean River, the northernmost MRA boundary will extend to the M4. Development south of this boundary must be characteristically rural.
- 1.2.2. Preserve long views to the Blue Mountains escarpment from The Northern Road. In the suburb of Mulgoa, the MRA boundary will be established as illustrated in **Figure 3**. Development south and west of this boundary must be characteristically rural.
- 1.2.3. Encourage design measures in developments adjoining either side of the MRA boundary to reinforce the boundary and provide a noticeable transition between urban and rural areas. These may rely on (but are not limited to) requirements for:
 - i) Larger lot sizes;
 - ii) Building setbacks and greater separation between buildings;
 - iii) Site coverage (e.g. FSR);
 - iv) Landscaping; and
 - v) Rehabilitation or revegetation of riparian lands.

These actions are also supported by measures outlined in Strategies 3.2 and 3.3 for managing development within The Northern Road Corridor and maintaining a visually welcoming gateway to Penrith's urban areas, and Strategy 3.5 to preserve views across the Mulgoa Valley to the Blue Mountains escarpment.

1.3. Establish and protect other rural area boundaries in the south-east

Currently, the rural south eastern part of the Penrith LGA is earmarked for substantial growth, including:

- Residential development emerging within the Orchard Hills and Mount Vernon Urban Investigation Areas;
- Employment-generating development as broadly associated with the Western Sydney Employment Area, and specifically those emerging through planning for the Western Sydney Aerotropolis; and
- Major transport projects, particularly the Outer Sydney Orbital, Western Sydney Freight Line, and North South Rail line.

Other proposals may also arise through planning associated with the Greater Penrith to Eastern Creek Corridor Growth Area or the Defence Establishment Orchard Hills (DEOH) located here.

The MRA boundary will be established through ongoing planning initiatives for the growth areas described. These are currently being undertaken at metropolitan and local levels. Although development footprints for major housing and employment land use areas and infrastructure projects have yet to be defined, most of this is expected to be contained to the east of The Northern Road and Outer Sydney Orbital (once established).

Actions to support this strategy:

- 1.3.1. Utilise the urban investigation process in Orchard Hills to define the MRA boundary. Future development south and west of this boundary must be characteristically rural.
- 1.3.2. Utilise the Outer Sydney Orbital corridor in Wallacia and Luddenham and to the west of The Northern Road, to define the MRA boundary. Future development west of this boundary must be characteristically rural.
- 1.3.3. Utilise the Aerotropolis Precinct Planning process in Luddenham to the east of The Northern Road, to define the MRA boundary, with an aim to contain urban (housing and employment) development to the east of the Outer Sydney Orbital and North South Rail corridors. Future development west of this boundary must be characteristically rural.
- 1.3.4. Until otherwise defined through Actions 1.3.1, 1.3.2, or 1.3.3, utilise The Northern Road and the Warragamba Pipeline to define the MRA boundary. Future development west of The Northern Road and north of the Warragamba Pipeline must be characteristically rural.
- 1.3.5. Encourage future development either side of the MRA boundary to incorporate design measures that provide a noticeable transition between urban and rural areas. These may rely on (but are not limited to) requirements for:
 - i) Larger lot sizes
 - ii) Building setbacks and greater separation between buildings;
 - iii) Site coverage (e.g. FSR);
 - iv) Landscaping; and
 - v) Rehabilitation or revegetation of riparian lands.

These are further supported by measures outlined in the Area Framework for the South East Precinct in Part C.

2. PROTECTING ECOLOGICAL HEALTH AND BIODIVERSITY

Penrith's natural environment is the basis for rural livelihoods, lifestyle and experience. Ensuring land use planning and decision-making supports ecological health and protects biodiversity will allow Penrith's rural areas to thrive.

Recent changes to biodiversity conservation frameworks in NSW will require new approaches to planning and land management practices in Penrith's rural areas. The strategies supporting this Rural Planning Outcome will assist with signposting where greater scrutiny should be applied to identify and protect ecological health and biodiversity.

The application of planning controls is one of several measures that influence conservation management and practice. The strategies and actions described for this Rural Planning Outcome will also rely on other initiatives, including landowner education and awareness programs, as well as compliance and enforcement policies.

2.1. Protect and connect natural areas

Natural areas are a defining feature of Penrith's rural lands. They make an invaluable contribution to ecological health and the conservation of biodiversity. They are places that people connect with visually and are popular destinations for residents and visitors.

Penrith is situated at the western edge of the Cumberland Plain, a subregion of the broader Sydney Basin Bioregion. This subregion covers much of Western Sydney and so continues to accommodate some of the fastest and most widespread urban growth in Australia. The extent of urban development across the subregion has already resulted in a level of clearing and fragmentation of native vegetation to such a degree that national biodiversity conservation targets are not considered achievable without deliberate conservation and recovery measures.

The recovery of the Cumberland Plain will rely heavily on areas like Penrith, where large expanses of native vegetation remain. Penrith's natural areas are also expected to be a recognisable feature of the Western City's 'Green Grid'. There are already several reserves located within or adjoining the LGA that are protected and publicly managed by the NPWS for conservation. These reserves are the enduring base for broadscale initiatives such as the Cumberland Plain Recovery Plan, the Cumberland Plain Conservation Plan and Green Grid.

The ongoing process of establishing new reserves, whether public or private, and securing green links will be assisted through a common understanding of where conservation and rehabilitation measures are likely to be a priority. This will rely on improving information relating to ecological values and conservation requirements through, for example, State-led programs (e.g. Saving our Species) or site-specific investigations (e.g. to accompany Planning Proposals or Development Applications).

Current vegetation mapping showing the extent of where features (e.g. threatened species or endangered ecological communities) are protected under current legislation is illustrated in **Figure 4**.

Figure 5 provides a basis for more focused investigations to identify and secure conservation lands through ongoing conservation agreements. This draws on the areas already forming the National Parks and Wildlife Services (NPWS) estate, and large areas of remnant vegetation occurring on privately owned land to form 'core habitat' areas. It builds a network of 'bio-corridors' between these areas largely by utilising riparian lands associated with Penrith's dense network of waterways. Other bio-corridors (not illustrated here) may be strengthened or established through the process of development to, for example, reinforce rural boundaries and enhance rural character.

Actions to support this strategy:

- 2.1.1. Undertake habitat connectivity modelling to identify local biodiversity corridors within the LGA.
- 2.1.2. Identify land with a high likelihood of containing priority conservation features through mapped controls (e.g. overlays) in Council's LEP, signifying the need for enhanced assessment measures.
- 2.1.3. Identify land subject to ongoing conservation agreements through environmental protection zonings in Council's LEP, generally reflected by:
 - i) E1 National Parks and Nature Reserves, where land is reserved under the National Parks and Wildlife Act 1974 (or otherwise in line with current practice); and
 - ii) E2 Environmental Conservation, where land is managed for conservation under a public plan of management or private agreement (e.g. biodiversity stewardship agreement, conservation agreement, or wildlife refuge).
- 2.1.4. Apply environmental protection zonings where land adjoins or has the potential to impact secured conservation areas. This will typically be reflected by E3 Environmental Management or E4 Environmental Living zonings.

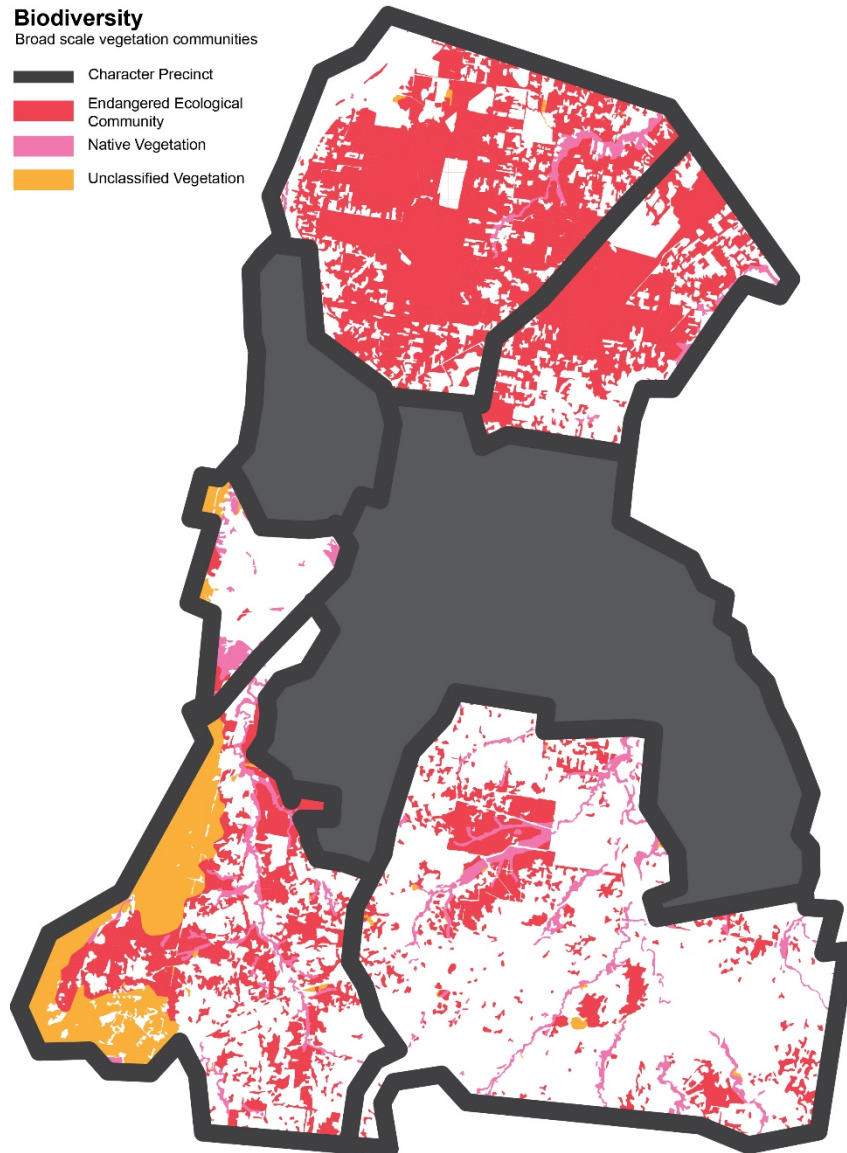


Figure 4: Broadscale vegetation mapping (Penrith Council)

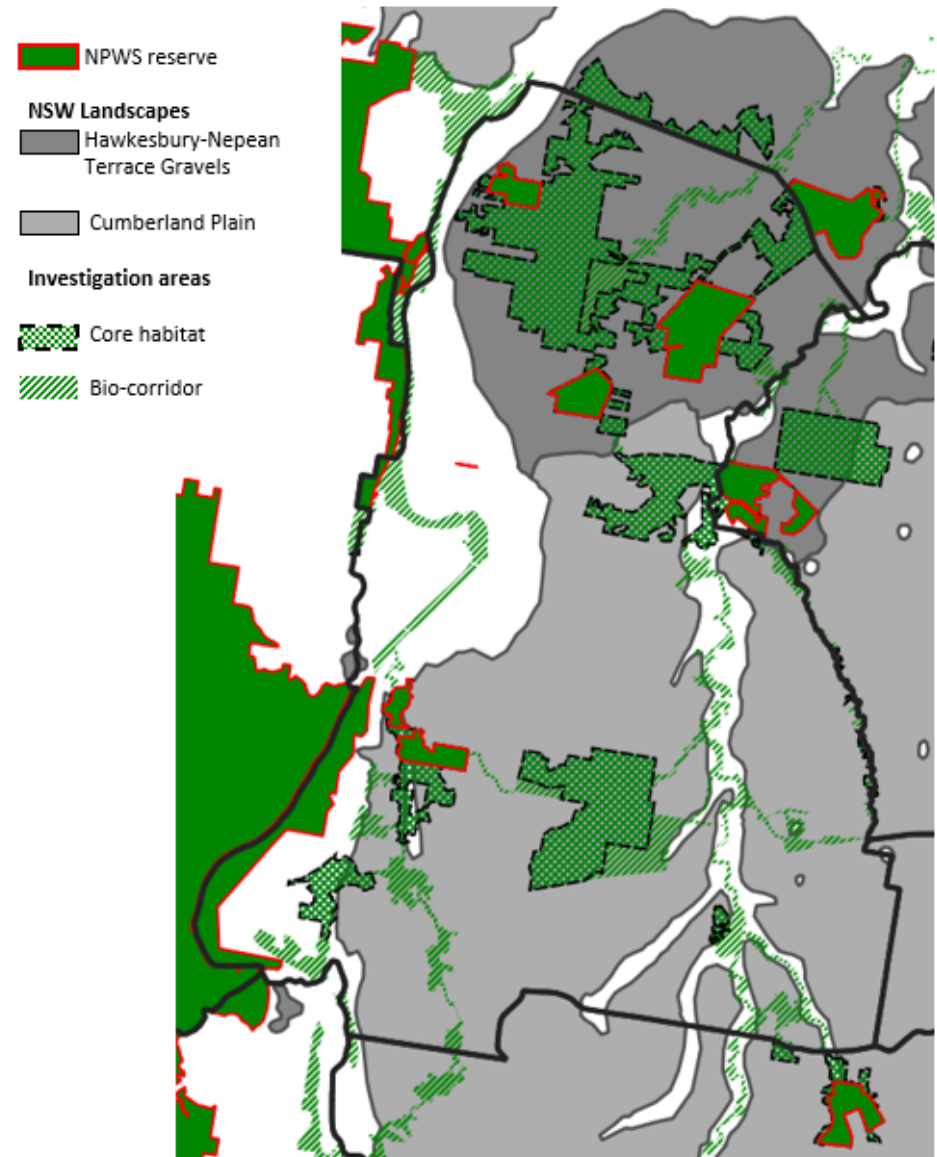


Figure 5: Basis for further investigations to identify and secure conservation lands

2.2. Maintain and improve waterways

The network of natural waterways flowing through the Penrith LGA provide numerous environmental, cultural and economic benefits. Collectively, they are an important flora and fauna habitat framework, offer cultural resources, and hold aesthetic value. They also support a wide range of activities that underpin the LGA's economy, from sporting events along the Nepean River to the production of agricultural and mineral resources.

Major impacts to waterways in Penrith will continue to arise from urban and rural development, population growth and the increased use of these areas by residents and visitors for recreation. This will continue to be influenced by land use and development decisions taken within the LGA and upstream (southward), which encompasses some of the fastest-growing parts of Western Sydney.

Penrith's waterways are expected to be a recognisable feature of the Western City's 'Green Grid'. This will rely on targeted environmental improvement within and increased public access to the Hawkesbury-Nepean and South Creek River systems as metropolitan-significant initiatives, as well as through more localised initiatives for Rickabys Creek and the Nepean Creeks (Peach Tree Creek, Mulgoa Creek and Surveyors Creek).

In the rural areas of Penrith, better management of agricultural runoff, soil erosion and wastewater will have a positive impact on waterways. Integrated water cycle management in the development and ongoing use of urban land, particularly through the transformative change expected in the south-eastern portion of the LGA will also be incorporated into decision-making.

Actions to support this strategy:

- 2.2.1. Establish localised water quality objectives and baseline measurements to form a basis for assessing the singular and cumulative impacts of development.
- 2.2.2. Assess the condition of waterways and their associated riparian areas to identify priorities and requirements for rehabilitation as a basis for land use planning.
- 2.2.3. Apply enhanced controls, such as environmental protection zonings, to support waterways that require a high-level of conservation or rehabilitation.
- 2.2.4. Discourage intensification of rural residential development in areas that are not serviced by reticulated sewerage.

2.3. Support private conservation initiatives

Biodiversity offsets for development must be sourced within the same or adjoining IBRA subregion, which presents a considerable challenge for development across Western Sydney. Remnant vegetation within the Cumberland Plain subregion is scarce, and a large proportion of land in adjoining subregions is already reserved (e.g. under the National Parks and Wildlife Act 1974), making it unavailable for use as an offset.

To maximise the availability of land suitable for biodiversity offsets, conservation and recovery outcomes in Penrith will rely almost exclusively on working with rural landowners to secure private conservation agreements. While this may limit the extent to which further clearing for development can be achieved within the LGA, it can also offer advantages to rural landowners through the increased availability of conservation funding.

Establishing a common understanding of where conservation and rehabilitation measures are likely to be a priority through Strategies 2.1 and 2.2 will assist with directing investment in conservation (including biodiversity offsets) in an effective and efficient manner. These will be further supported through actions to incentivise conservation outcomes, in consultation with individual landowners.

Where large expanses of remnant native vegetation are held in single ownership, Council will adopt a partnership model to incentivise conservation outcomes. This will involve working with landowners to identify areas that may be suitable for development, where this does not compromise site-specific conservation management requirements. The Deferred lands in the north western part of the LGA, and Defence lands at Orchard Hills are examples of where this is likely to occur.¹

Actions to support this strategy:

- 2.3.1. Establish planning controls and other policy mechanisms to offer broad incentives for rural landowners to voluntarily establish private conservation agreements or otherwise participate in private conservation schemes.
- 2.3.2. Create partnerships between Council and large landowners to optimise conservation outcomes alongside other suitable land use and development outcomes.

¹ The Department of Infrastructure, Transport, Cities and Regional Development has completed a procurement for purchasing biodiversity credits under the NSW Biodiversity Offsets Scheme. The first tranche of credit purchases secured 4,059 credits of Cumberland Plain Woodland from six

vendors in March 2019. One of those vendors was the Department of Defence and included 900 hectares at Orchard Hills.

3. PRESERVING OPEN SPACE, NATURAL BEAUTY, AND CULTURAL CONNECTIONS

Connecting with natural and culturally relevant places is important to people's health and wellbeing.

Preserving natural areas and cultural connections and enhancing people's ability to visually and physically experience these, will ensure Penrith remains a place of choice for people to live and visit.

Strategies provided for this Rural Planning Outcome draw heavily on and should be read in conjunction with the 2019 Penrith Scenic and Cultural Landscape Study.

3.1. Maintain or improve upon rural landscape character

Penrith's rural lands are made up of six Broad Rural Landscape Character Units. These were identified and mapped through investigations completed in 2019 based on their distinctive characteristics. They are illustrated in **Figure 6**, providing a basis for describing more localised landscape characteristics. Maintaining or improving on these characteristics will ensure local areas can retain a familiar sense of place.

Actions to support this strategy:

- 3.1.1. Map the boundaries for the six Broad Rural Landscape Character Units within Council's LEP in support of a local provision that requires developments within these areas to have regard for the identified landscape characteristics.
- 3.1.2. Incorporate the landscape characteristics provided in the 2019 Penrith Scenic and Cultural Landscapes Study for each of the six Broad Rural Landscapes into Council's DCP as a basis for assessment.

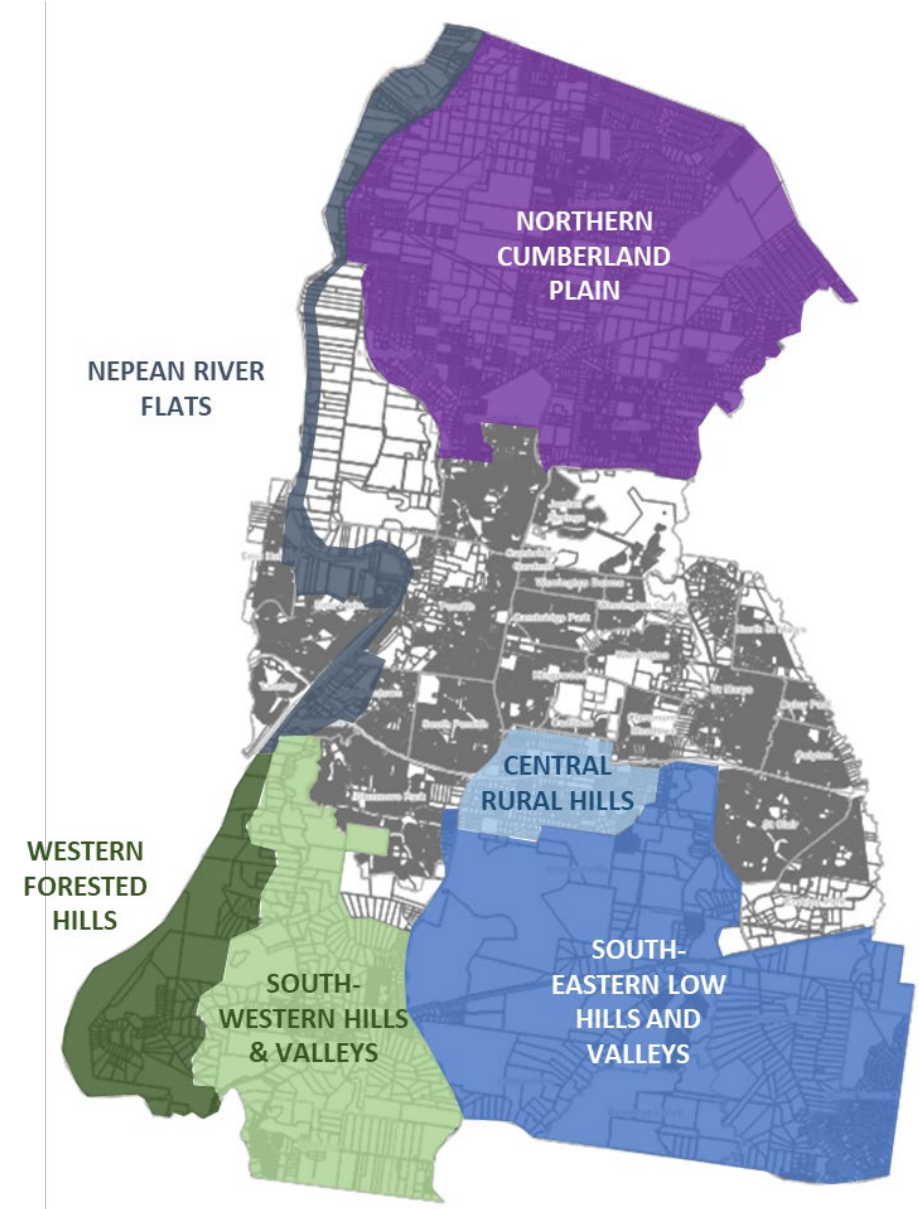


Figure 6: Broad Rural Landscape areas within Penrith's rural lands (indicative only)

3.2. Identify and protect significant (scenic and cultural) rural landscapes

Within the broad rural landscapes are smaller areas with remarkable characteristics associated with scenic qualities or cultural significance. These are referred to as ‘Significant Scenic and Cultural Landscapes’ and will be afforded a higher level of protection based on a common understanding of what makes them so unique.

Investigations completed in 2019 identified six Significant Landscapes, including two that have a regional or higher-level of significance, and four that have a local-level of significance. These are illustrated on **Figure 7**, providing a basis for identifying and protecting their significant features.

In addition, large tracts of native vegetation, and major creeklines, were also identified as having scenic and cultural significance.

The 2019 study also acknowledged that there is currently limited information about natural landscapes that are significant for Aboriginal cultural identity and connection to land.

Actions to support this strategy:

- 3.2.1. Map the boundaries of the six Significant Scenic and Cultural Landscapes, and the identified large tracts of native vegetation, and major creeklines, within Council’s LEP in support of a local provision that requires developments within these areas to have regard for their significant features and a higher-degree of visual impact assessment.
- 3.2.2. Incorporate the Statements of Significance provided in the 2019 Penrith Scenic and Cultural Landscapes Study for each of the six Significant Scenic and Cultural Landscapes into Council’s DCP as a basis for assessment.
- 3.2.3. Investigate and identify a common understanding of how to protect Significant Aboriginal Cultural Landscapes in Penrith’s rural areas.

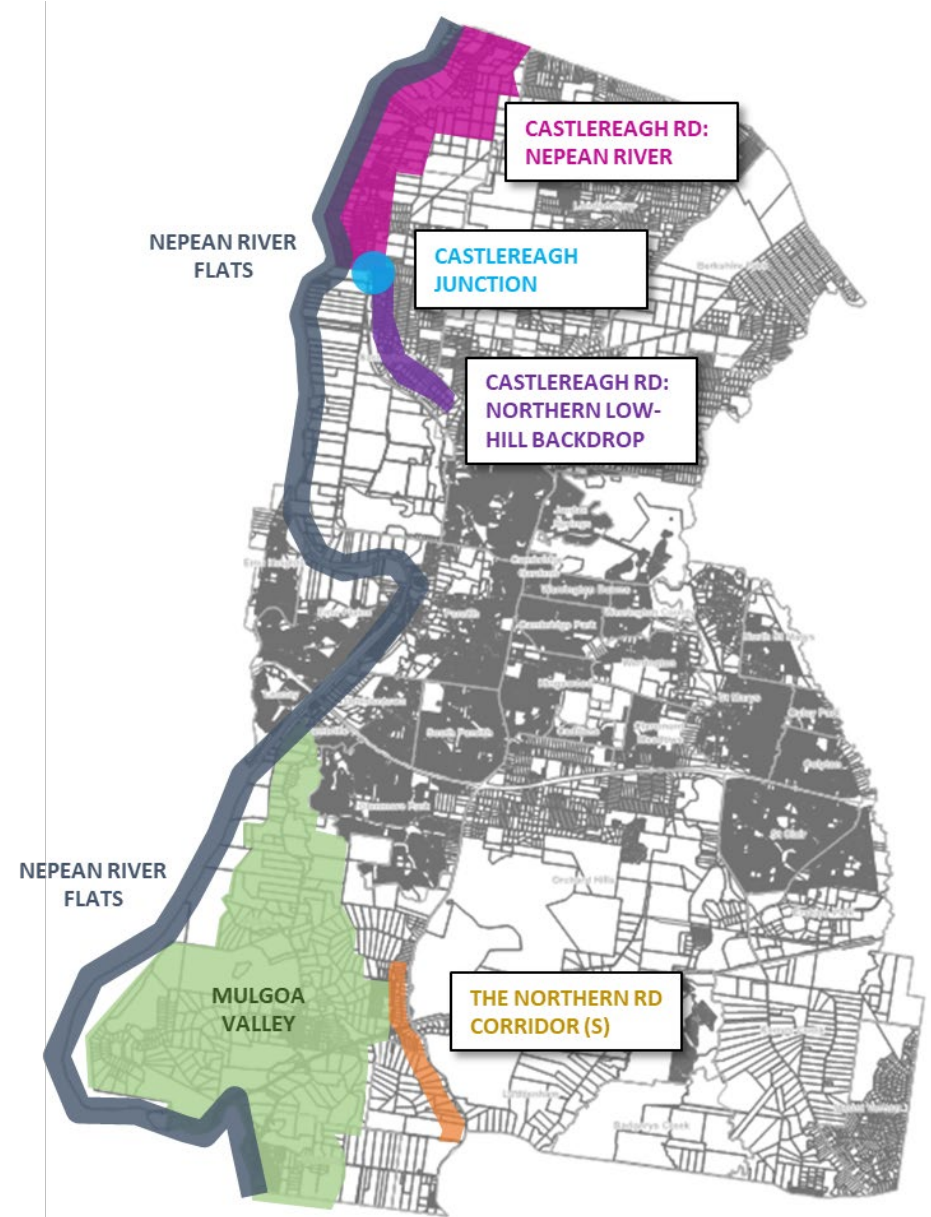


Figure 7: Significant Rural Landscape areas within Penrith’s rural lands (Indicative only)

3.3. Ensure quality visual outcomes in highly visually-sensitive areas

Many parts of Penrith's rural lands are highly visible from places people often visit, such as along major transport corridors or scenic drives, or from popular visitor destinations and elevated lookouts. Land uses and the form of development in these areas will be carefully managed to positively influence the broader scenic qualities of the LGA.

In addition to the Significant Scenic and Cultural Landscapes (described in Strategy 3.2), which are highly visually-sensitive, three additional highly visually-sensitive areas were associated with:

- Views across the northern fringe of Emu Plains;
- Views from the Nepean River crossing toward Penrith, Regentville and Jamisontown; and
- Views from the M4 Motorway southward across Orchard Hills.

Areas alongside major road corridors and the rail corridor were also identified as highly visually-sensitive. Other highly visually-sensitive areas may emerge as land uses change and new major transport corridors are established in the south-eastern part of the Penrith LGA.

All currently identified highly visually-sensitive areas (apart from the road and rail corridors) are illustrated on **Figure 8**, providing a basis for achieving specific desired outcomes in each area. Visually sensitive roads are mapped in **Figure 11- Figure 14**.

Actions to support this strategy:

- 3.3.1. Identify all Significant Rural Landscapes as highly visually-sensitive areas for the purpose of applying planning controls (LEP and DCP).
- 3.3.2. Map the boundaries of all Highly Visually-Sensitive Areas (including road and rail corridors) within Council's LEP in support of a local provision that requires a higher-degree of visual impact assessment for development proposals within these areas.
- 3.3.3. Prepare area-specific guidelines for development in each highly visually-sensitive area and incorporate into Council's DCP as a basis for assessment.

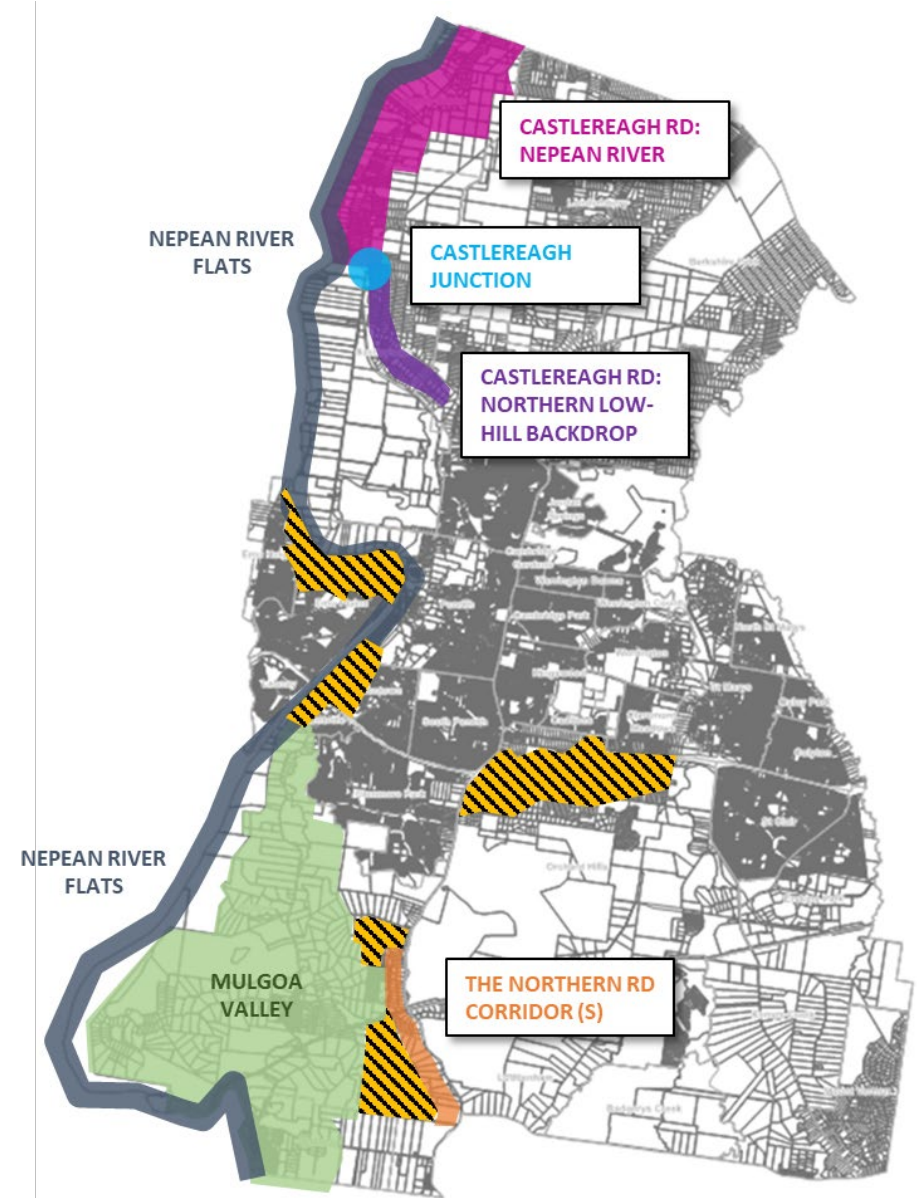


Figure 8: Highly visually-sensitive landscapes in Penrith's rural areas

3.4. Enhance design outcomes in Visual Gateways

Locations such as village arrival points, river crossings and major intersections strongly contribute to people's impression of Penrith's rural areas. Development within these Visual Gateways will be carefully managed to provide a safe, welcoming and positive experience that is definitively rural.

Council's DCP already identifies 23 Visual Gateways, of which 21 are located in areas that are currently rural. These Rural Visual Gateways were reviewed in 2019 to consider whether the locations were still relevant and to provide high-level directions for identifying and managing these in the future. Considerations for planning for Rural Visual Gateways are provided in Table 1 and illustrated on **Figure 9**.

Four of the Visual Gateways (18-21) are located within major planning initiative areas in Penrith's south east and may experience substantial land use change in the coming years. New Rural Visual Gateways should also be identified where new urban areas interface with existing rural areas, in line with adjustments to the MRA boundary.

Actions to support this strategy:

- 3.4.1. Prepare location-specific guidelines for development in each Visual Gateway and incorporate these into Council's DCP as a basis for assessment.
- 3.4.2. Utilise major planning initiatives to identify new Rural Visual Gateways in the south-east. These should generally be established at:
 - i) The visible interface of urban and rural uses;
 - ii) Major transport intersections offering a rural outlook; or
 - iii) From publicly accessible elevated viewpoints offering a rural outlook.

High-level outcomes are provided for identified Rural Visual Gateways in the Area Frameworks section of this Report.

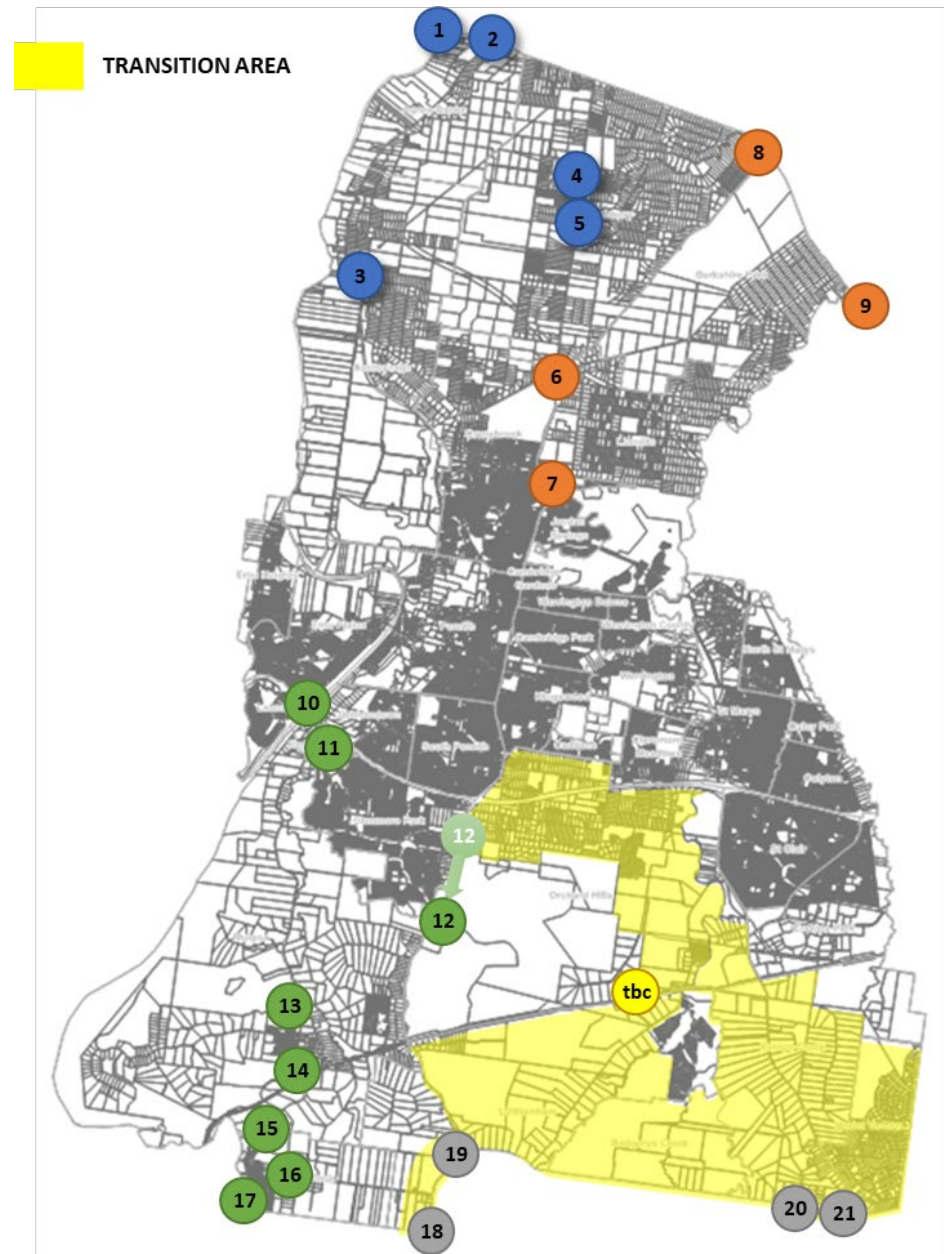


Figure 9: Rural Visual Gateways within Penrith

Table 1: Considerations for Penrith's Rural Visual Gateways (refer to **Figure 9**)

#	Location	Desired planning outcomes
NORTH-WEST		
1	Yarramundi crossing at Springwood Rd	Development is managed to preserve a rural outlook and vistas from this crossing
2	Agnes Banks village	Development is managed to provide a positive impression of the village and assist with wayfinding.
3	Castlereagh village	Development is managed to provide a positive impression of the village and assist with wayfinding.
4	Londonderry village north	Development is managed to provide a positive impression of the village and assist with wayfinding.
5	Londonderry village south	
6	Intersection of Cranebrook, Londonderry and The Northern Roads	Development is managed to preserve a rural outlook and assist with wayfinding.
NORTH-EAST		
7	Wianamatta Regional Park	Development is managed to provide an interface between urban and rural uses.
8	Intersection Richmond and The Northern Roads	Development is managed to provide an interface between urban areas in Hawkesbury LGA (Windsor Downs) and Penrith's rural areas.
9	South Creek crossing at Richmond Road	Development is managed to provide an interface between new urban areas in Blacktown LGA (North West Growth Area) and Penrith's rural areas.

#	Location	Desired planning outcomes
SOUTH-WEST		
10	Nepean River crossing at M4 Motorway	Development is managed to preserve a rural outlook southward and vistas to the Blue Mountains.
11	Glenmore Park west	Development is managed to provide an interface between urban and rural uses.
12	Glenmore Park east	Gateway is adjusted southward to align with expansion of the urban area and development is managed to provide an interface between urban and rural uses.
13	Mulgoa Village north	Development is managed to provide a positive impression of the village and assist with wayfinding.
14	Mulgoa Village south	
15	Wallacia village north	Development is managed to provide a positive impression of the village and assist with wayfinding.
16	Wallacia village east	
17	Wallacia village south	
SOUTH-EAST		
18	Luddenham village	Development is managed to provide a positive impression of the village and assist with wayfinding.
19	Intersection Elizabeth Drive and The Northern Road	Development is managed to preserve a rural outlook and assist with wayfinding.
20	Kemps Creek village west	The ongoing relevance of this Gateway will be considered through major planning initiatives (Aerotropolis' Kemps Creek precinct)
21	Kemps Creek village east	
tbc	New Visual Gateways	New Rural Visual Gateways are identified through major planning initiatives in the south-eastern part of the LGA.

3.5. Maintain important rural vistas

Visual connectivity to recognisable features is important for several reasons. It allows people to orient themselves, adds to their positive experience and impression of an area, and offers a sense of familiarity and attachment with a place.

Penrith already offers important vistas (long views) from viewpoints in several locations across the LGA. The Blue Mountains are a dominant attractive backdrop to and defining feature of the LGA. While less visually dominant, the Nepean River is another significant feature that is strongly valued by residents and visitors. Other notable vistas include those across the Cumberland Plain in the north of the LGA and across rural valleys in the south of the LGA.

Important rural vistas and viewpoints were identified through investigations completed in 2019 and are illustrated on Figure 10. Protecting these through the control of land use and development within associated view corridors will allow people to maintain visual connectivity to important natural and cultural features, fostering a strong sense of place.

Actions to support this strategy:

- 3.5.1. Manage the bulk and scale of built form within identified view corridors through LEP controls (e.g. building height and FSR standards).
- 3.5.2. Utilise the mapping provided in the 2019 Penrith Scenic and Cultural Landscapes Study to identify in Council's DCP the viewpoints supporting important vistas and associated view corridors.
- 3.5.3. Utilise major planning initiatives to identify new view corridors in the south-east. These should generally be considered:
 - i) From major transport corridors (e.g. motorway or railway); or
 - ii) From publicly accessible elevated viewpoints.

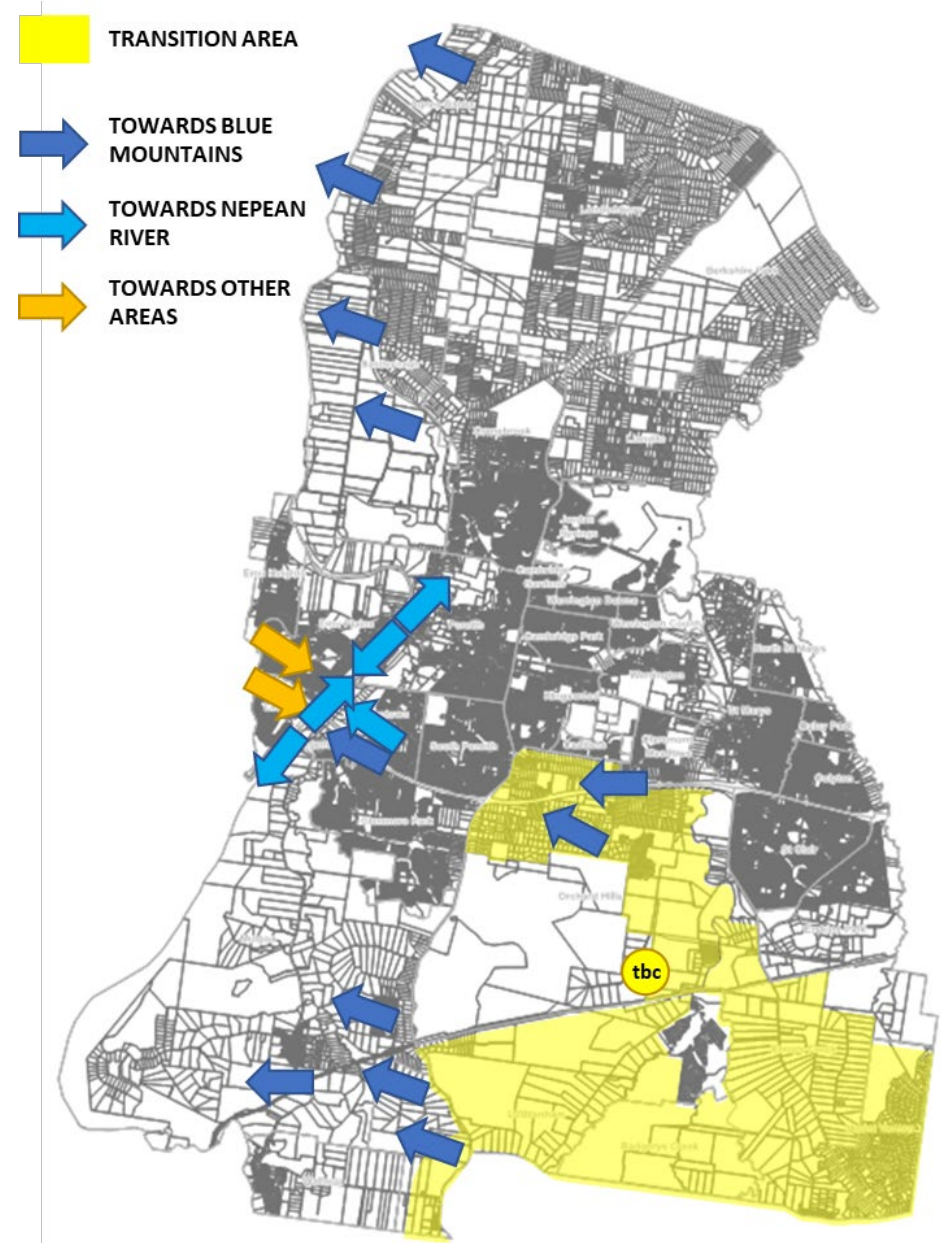


Figure 10: Important rural vistas

4. SUPPORTING A DIVERSE RURAL ECONOMY

Penrith's rural lands will continue to support a broad range of uses and activities that underpin the local economy, add value to the metropolitan area and provide a basis for employment for rural communities.

The Western Sydney Airport will be a game changer for Penrith's rural economy. Some existing uses in the south east will be displaced to make way for more intensive urban, commercial and industrial development. Change in other areas will be strongly influenced by the area's increased accessibility to domestic and global markets available through the Airport and broader metropolitan transport improvements (road and rail).

Strategies provided under this Rural Planning Outcome provide a basis for long-term planning to support current sector strengths and capitalise on expected opportunities.

4.1. Identify and protect land suitable for agriculture

Greater Sydney's MRA is specifically recognised as important for chicken meat, eggs, vegetables, nurseries, cultivated turf and cut flowers, all of which are notable strengths of Penrith's rural lands. Retaining and increasing opportunities for agricultural and horticultural uses will ensure fresh foods continues to be available locally.

Penrith's agricultural capabilities are currently focused around four agricultural industries:

- Poultry (egg and meat);
- Vegetables and market gardening;
- Nurseries and cut flowers; and
- Cultivated turf.

The 2019 Rural Lands and Villages Study provides a more detailed discussion around planning considerations for these industries.

The establishment of an Agribusiness Precinct in the south of the LGA will be a game changer for the agricultural sector in Penrith. This will provide local opportunities to integrate food production, industry collaboration, research and development, energy, waste, and water, etc. Penrith will also be the front line for logistics and distribution to domestic and overseas markets.

Identifying land that is suitable for agriculture can be challenging, as each sector has different operational requirements, noting:

- Some industries rely on good quality soils, which aren't as readily available within the LGA.
- Most agricultural activities benefit from having some degree of separation to sensitive uses, including rural residential uses. This reduces the need for (and costs associated with) enhanced management of impacts such as noise, dust, and light spill to neighbouring properties.
- Some, but not all, agricultural activities are compatible with biodiversity or scenic conservation outcomes.

² Soil capability is based on an eight class system, with 1 being the most capable land that can sustain most land uses and 8 being land that can only sustain low impact land uses such as nature conservation. Classes 1 – 3 and land identified as Biophysical Strategic Agricultural Land (BSAL)

Actions to support this strategy:

- 4.1.1. Apply and retain primary production zonings to all land that has highly capable soils² and maintain minimum lot size standard of 20ha or more in these areas.
- 4.1.2. Retain primary production zoning and the minimum lot size standard of 20ha to RU1 Primary Production zoned land along Park Road recognising its suitability for agriculture.
- 4.1.3. Unless otherwise identified in Action 4.1.1 and 4.1.2, retain primary production zonings around other agricultural uses and maintain an absolute minimum lot size standard of 2ha in these areas. Consider applying larger minimum lot size standards where agricultural activities rely on a greater separation to sensitive uses.
- 4.1.4. Discourage inappropriate uses, particularly urban and rural residential uses, from encroaching on existing agricultural enterprises.
- 4.1.5. Partner with existing poultry operators to prioritise planning to support the needs of the industry, particularly in Londonderry and Llandilo, recognising the current metropolitan-level relevance of this industry.

are considered high capability land. Penrith has no Class 1 or 2 land but has small areas of Class 3 land along the alluvial plains of the Nepean River.

4.2. Support animal boarding and training establishments

Animal boarding and training industries are already well-established in Penrith's rural areas. These mostly relate to:

- Equestrian activities including horse breeding, horse training and competitive equestrian sports such as racing, dressage and trotting.
- The commercial breeding, keeping and training of dogs (e.g. for racing or service industries).
- The boarding of domestic pets (e.g. kennels).

The 2019 Rural Lands and Villages Study provides a more detailed discussion around planning considerations for the above sectors.

In addition to the direct revenue and employment value of these industries, they also generate significant economic contributions through supply chain and support services (e.g. feed, riding and racing equipment, veterinary, and transport services). Equestrian and dog racing events also attract visitors to Penrith from all over the world.

Much like agricultural uses, animal boarding and training industries generally benefit from the relative isolation afforded by rural areas for biosecurity reasons and to minimise operational costs (e.g. noise, light and dust impacts to neighbouring properties). Penrith's rural areas offer a competitive advantage through their proximity to important infrastructure such as showgrounds and racetracks, as well as consumer markets in urban areas.

Some, but not all, animal boarding and training activities are compatible with biodiversity or scenic conservation outcomes.

Actions to support this strategy:

- 4.2.1. Apply or retain primary production zonings around animal boarding and training establishments and maintain an absolute minimum lot size standard of 2ha in these areas. Consider applying larger minimum lot size standards where these activities rely on a greater separation to sensitive uses.
- 4.2.2. Discourage inappropriate uses, particularly urban and rural residential uses, from encroaching on existing animal boarding and training enterprises.

4.3. Grow rural tourism

Council is actively working to establish Penrith as the 'Adventure Capital' of Sydney, with a target of creating 2,000 additional jobs in the tourism sector by 2031. The new Western Sydney Airport will be a gamechanger in this respect, offering a gateway for national and international visitors on Penrith's doorstep.

Growth of the tourism sector will rely heavily on increasing visitors' access to, and new development within Penrith's rural areas. There are numerous opportunities to leverage existing natural areas, rural heritage properties, and rural events spaces to broaden Penrith's visitor offer.

Waterways, particularly the Nepean River and South Creek systems, are expected to be an important focus for initiatives to enhance visitor access and experience. Land fronting waterways in rural areas of Penrith tends to be held in private ownership, which may limit opportunities for general public access (e.g. kayaking, boating, fishing, camping, etc.).

The availability of visitor accommodation in rural areas is currently considered a shortfall in the LGA. This is, in part, due to the limited permissibility of certain types of visitor accommodation in rural zonings. This includes camping, caravan parks, ecotourist facilities, serviced apartments (which often characterise rural cabins or villas), and hotel or motel accommodation.

The use of existing rural residential properties as short-stay accommodation for visitors is expected to increase, particularly once the Western Sydney Airport becomes operational. This will be considered through broader housing supply planning and monitoring initiatives to ensure a sufficient supply of long-term housing options (for rent and purchase) is maintained in rural areas for residents.

Major transport improvements will make Penrith's rural areas more readily accessible. Offering signposted touring routes, such as scenic and heritage drives, can assist with promoting local business, encouraging visitors to come more often, and stay longer.

Actions to support this strategy:

- 4.3.1. Encourage the adaptive re-use of rural heritage properties as visitor facilities (e.g. information centres, shops, restaurants and cafes, and accommodation, etc.).
- 4.3.2. Prepare a visitor signage and wayfinding strategy to deliver a coordinated approach for touring routes within and through the LGA.
- 4.3.3. Complete further studies to better understand the supply and demand of visitor accommodation, including short-stay accommodation, in Penrith's rural areas.
- 4.3.4. Review the permissibility of accommodation suitable for visitors in rural and environmental protection zones. This may result in changes to Council's LEP for land use zoning tables for particular zones, or the identification of additional permitted uses in specific locations.

4.4. Plan for the lifecycle of mineral resources

Penrith's rural areas contain valuable mineral resources that are quarried for the extraction of sand, shale, or structural clay. These can be used directly but often supply local manufacturing to make construction materials for the Greater Sydney market, including concrete, mortar, bricks and roofing tiles.

Maintaining access to these resources is important to the Sydney metropolitan construction industry. This may influence support for the nature or timing of land use changes, particularly where sensitive uses occur, such as biodiversity conservation, high-value agriculture or rural living.

Once established, quarrying activities are readily compatible with uses such as waste management and landfilling.

Proactively planning for the rehabilitation and re-use of quarry sites post-production can support broader conservation and economic development outcomes. For example, Penrith Lakes previously operated as Australia's largest sand and gravel quarry for over 100 years, providing a major proportion of aggregate used to build Greater Sydney. The quarry ceased operating in 2015 and plans for its ongoing rehabilitation into the Penrith Lakes Parkland are underway.

Actions to support this strategy:

- 4.4.1. Work with the State Government to update the Mineral Resources Audit for Penrith to identify the location and status of mineral resources throughout the LGA.
- 4.4.2. Review and amend environmental planning instruments to reflect the current status and location of mineral resources, and to ensure controls require adequate consideration of their resource potential through the assessment process.
- 4.4.3. Discourage the application of land uses zonings over or adjoining identified or potential mineral resource sites that would prohibit their development potential.
- 4.4.4. Partner with quarry operators and relevant landowners to consider the lifespan of the resource and proactively identify rehabilitation and re-use opportunities.

4.5. Support small businesses

Penrith's rural areas are home to a wide variety of small businesses, generally employing between 1-5 people. These tend to be home-based businesses such as electronic, whitegoods or vehicle repair, visitor tours or tourism support services, hair and beauty, transport (including truck-keeping), construction, or pet-boarding businesses. Collectively, small businesses represent a major employment base for Penrith's rural communities and provide vital support services for the metropolitan area.

Small business activities in rural areas tend to operate directly out of people's homes or in ancillary buildings located on rural properties. Depending on the nature of the business, this may cause conflicts with surrounding uses through, for example, the visual impact of business-related buildings, signage, or operations (e.g. stockpiles of materials), or the impacts of traffic, noise, light, or dust arising from business-related activities. Proactively addressing these issues can help avoid conflict from the outset, leading to better outcomes for businesses surrounding rural communities.

Council has historically facilitated smaller-scale truck-keeping and truck parking operations in suitable rural locations throughout the LGA, and this is now a highly-visible use in Londonderry, Berkshire Park, and Kemps Creek. The prevalence of this type of use is expected to increase in the coming years, particularly in association with the Aerotropolis, and delivery of major new motorways such as the Castlereagh Connection and Outer Sydney Orbital. This is expected to come with increased demand for larger-scale operations, and to accommodate larger trucks. Appropriately managing this demand will assist with providing greater certainty for investment and protecting rural amenity.

Actions to support this strategy:

- 4.5.1. Continue to allow home-based enterprises in rural areas (subject to approval).³
- 4.5.2. Provide streamlined approval pathway opportunities (e.g. localised complying development) for home-based enterprises where appropriate.
- 4.5.3. Review and update DCP controls for home-based businesses in rural areas, drawing on compliance evidence and trends to address prevalent complaints.
- 4.5.4. Review and update planning controls (LEP and DCP) associated with truck-keeping and truck-parking in rural areas to:
 - i) Continue to allow streamlined approval pathways for smaller-scale operations, subject to specified development guidelines; and
 - ii) Allow for larger-scale operations through alternative approval pathways.
- 4.5.5. Prepare site-specific DCP guidelines for popular truck-keeping locations (e.g. Berkshire Park and Londonderry) to better manage this use. At minimum, address the following considerations:
 - i) Siting, bulk and scale of sheds;
 - ii) Required setbacks from property boundaries and/or sensitive uses, such as dwellings or existing agricultural production areas;
 - iii) Management of visual impacts;
 - iv) Ongoing requirements for on-site stockpiling and storage of material;
 - v) Ongoing management of noise, dust, and light spill to surrounding properties, including hours of operation; and
 - vi) Requirements for access roads (e.g. engineering standards).

³ Note: Some home businesses, home industries and home occupations may be considered as exempt or complying development under the Codes SEPP 2008, so not all will be subject to planning approval.

5. PROVIDING FOR THE HOUSING AND SERVICES THAT SUPPORT COMMUNITIES' CHANGING NEEDS

Penrith's rural lands currently provide housing for a range of agricultural and lifestyle pursuits. Future housing in Penrith's rural lands will need to balance the evolving needs of rural communities considering the ageing population, affordability needs, the changing workforce and opportunities associated with growth in tourism.

Strategies provided under this Rural Planning Outcome provide a basis for long-term planning to support and manage housing growth and competing pressures to maintain and build upon Penrith's rural character.

5.1. Reinforce the network of rural centres

Rural centres provide an important focus for commerce and social activities for surrounding communities. It is important that their location, accessibility, and the nature of uses and facilities available suit the needs of their local communities.

People living in Penrith's rural areas can readily access jobs and other major services that are available in urban centres within Penrith, or in nearby LGAs. Consequently, all of Penrith's rural centres are expected to remain locally-focused, offering the uses and basis for activities that provide for residents' local needs and enhance visitors' experience in a safe and attractive environment.

Penrith already has a well-established network of rural centres, but the role and function of these will change in the coming years. This will be influenced, in part, by demographic factors such as aging populations or more holiday homes, etc. It will also be influenced by locational considerations, such as changes to traffic patterns arising from major metropolitan transport network improvements. Luddenham village and Kemps Creek as the rural centres servicing the south east of the Penrith LGA will experience the most significant change in line with metropolitan planning initiatives.

Establishing suitable planning controls to facilitate changes within ongoing rural centres (**Table 2**) will be a key challenge for Council. This will balance demands for more intensive development within some centres (e.g. shops, cafes, seniors living, townhouses, etc.) with an expectation that all centres maintain their rural character and outlook.

Providing a common understanding of the expected role of each rural centre within the broader network will ensure long-term planning enables these places to remain relevant to their surrounding communities.

Table 2: Penrith's rural centres - focused locations for planning

Centre	Focused location
NORTH-WEST	
Agnes Banks	Entirely in Hawkesbury LGA
Castlereagh	Intersection of Castlereagh Rd and Hinxman Rd / Post Office Rd
Londonderry	Carrington Rd, between Londonderry Rd and O'Brien Rd
NORTH-EAST	
Berkshire Park	Sixth Road
Llandilo	Seventh Ave
SOUTH	
Mulgoa	Intersection of Mulgoa Rd and Allan Rd
Wallacia	Intersection of Mulgoa Rd and Park Rd
Luddenham	The Northern Rd, between Adams Rd and Eaton Rd (straddling Penrith and Liverpool LGAs)

Actions to support this strategy:

- 5.1.1. Partner with all local communities to develop a common vision for each centre to provide a more detailed basis for long-term planning.
- 5.1.2. Partner with relevant planning authorities to establish unified planning control frameworks for Agnes Banks and Luddenham.

Specific considerations for individual centres are provided in the Area Frameworks outlined in Part C.

5.2. Facilitate housing diversity for rural communities

Penrith's rural areas will not be the main focus of future population or housing growth, but adjustments to the housing supply in rural areas will be required. This recognises that Penrith's rural communities will change, through natural occurrence (e.g. aging), and as a result of new people moving to the area.

Long-term adjustments to housing supplies in Penrith's rural areas will specifically need to:

- Create housing options that allow seniors currently living in rural areas to age in place, or as close as possible to their exiting social and support networks;
- Maintain a suitable level of rental accommodation to cater for those residents who aren't seeking, or cannot afford to buy a home;
- Create more housing options that are attractive to a higher-skilled workforce, which would, in part, be supported by executive-style housing in rural areas; and
- Manage the use of existing rural dwellings as short-term holiday rentals, to maintain a sufficient overall supply of housing for longer-term residents.

Actions to support this strategy:

5.2.1. Partner with communities to investigate housing demands and preferences in rural areas to provide a more detailed basis for long-term planning.

Specific considerations for individual communities are provided in the Area Frameworks outlined in Part C.

5.3. Identify rural lands suitable for infrastructure

Penrith's rural areas also accommodate infrastructure and associated facilities that are required to support local urban populations and the broader metropolitan population. This is expected to include, but is not limited to, services associated with:

- Waste;
- Utilities (e.g. water supply, sewerage, electricity, etc.);
- Corrections (e.g. prisons and detention centres);
- Defence;
- Burial (cemeteries and crematoria); and
- Emergency response (e.g. Rural Fire Service, Ambulance and State Emergency Service).

These types of uses tend to rely on rural areas to accommodate their larger footprints and separation requirements to assist with managing issues such as odour, noise, security, etc.

Penrith's rural areas are particularly attractive because they are highly accessible from major transport networks. This allows more convenient access for visitors from urban areas as well as cost savings on transport and infrastructure (e.g. pipelines, or poles and wires).

The need for new or improved facilities and networks will continue to emerge through sector-specific planning. Regularly engaging with infrastructure providers will assist with the process of managing existing assets and, where necessary, identifying suitable locations for new uses or facilities.

Actions to support this strategy:

- 5.3.1. Continue utilising infrastructure planning processes to identify development requirements associated with the ongoing management of infrastructure networks.
- 5.3.2. Provide streamlined approval processes for established infrastructure locations, where appropriate, through the use of special purpose zonings.

5.4. Enhance the 'Green Grid'

The Sydney Green Grid initiative provides a metropolitan-wide framework for creating a regional open space network. The Penrith LGA plays a dominant role in the delivery of the Green Grid network for the Western District, with assets identified throughout the whole of the LGA. This enhances Council's own long-term vision for sport, recreation, play and open space.

Penrith's Green Grid network deliberately coincides with and aims to connect natural areas. The Green Grid network relies heavily on Penrith's rural areas, particularly existing parks and reserves, riparian areas, and large strands of vegetation on privately-owned land. Enhancing the Green Grid will include measures to identify, protect and enhance biodiversity or scenic values in conjunction with opportunities to increase public access.

Major Green Grid initiatives are expected to be focused on:

- 'Cluster opportunities' to connect existing reserves and natural areas in the north;
- The Nepean River, with prevailing opportunities for public access in rural areas mostly limited to Jamisontown, Regentville, and Wallacia;
- The South Creek Corridor (and associated tributaries), including targets to improve water quality within the creek and protect and enhance ecological values along its banks; and
- The Warragamba Pipeline Open Space Corridor, which leverages surplus easement lands to offer recreational opportunities.

All Green Grid initiatives will rely on identifying and securing a series of cross connections, or 'green links', predominantly along riparian corridors or roadways.

Actions to support this strategy:

- 5.4.1. Incorporate Green Grid considerations into measures to protect ecological health and biodiversity, as outlined in Rural Planning Outcome 2.
- 5.4.2. Investigate opportunities for increased public access and enhanced visitors' experience to the Nepean River from rural areas (e.g. Jamisontown, Regentville, and Wallacia).
- 5.4.3. Utilise metropolitan planning initiatives to identify opportunities for increased public access and enhanced visitors' experience in the south of the LGA (e.g. Green Grid priorities and opportunities including South Creek Corridor, Warragamba Pipeline Open Space Corridor and Blaxland Creek and Bushland Reserve projects).

PART C: RURAL FRAMEWORKS

1. North West Precinct

The rural North West Precinct is framed by The Driftway (road) corridor (forming the LGA boundary) to the north, The Northern Road corridor to the east, Penrith Lakes and suburban areas to the south, and the Nepean River (forming the LGA boundary) to the west. It broadly encompasses the suburbs of Agnes Banks, Castlereagh (excluding the Penrith Lakes project area), Londonderry, as well as the northern portion of the suburb of Cranebrook.

This Precinct already contains world-renowned horse studs and this land-use complements the surrounding rural character. The Western Sydney Aerotropolis and associated major road network improvements will facilitate better connectivity to the area generally, enabling people to travel to and from the area more conveniently.

This Precinct has the potential to be a stronger focus for rural tourism, leveraging its scenic qualities, position along the Nepean River, proximity to the Sydney International Regatta Centre, and visible heritage fabric.

This Precinct may have some capacity to accommodate agribusinesses that are expected to be displaced from Penrith's Rural South East Precinct.

The Area Framework for the Precinct is illustrated in **Figure 11**, with specific considerations provided below for:

1. Agnes Banks;
2. Londonderry;
3. Castlereagh;
4. North Cranebrook; and
5. Deferred lands.

Rural North West

Strategic Directions

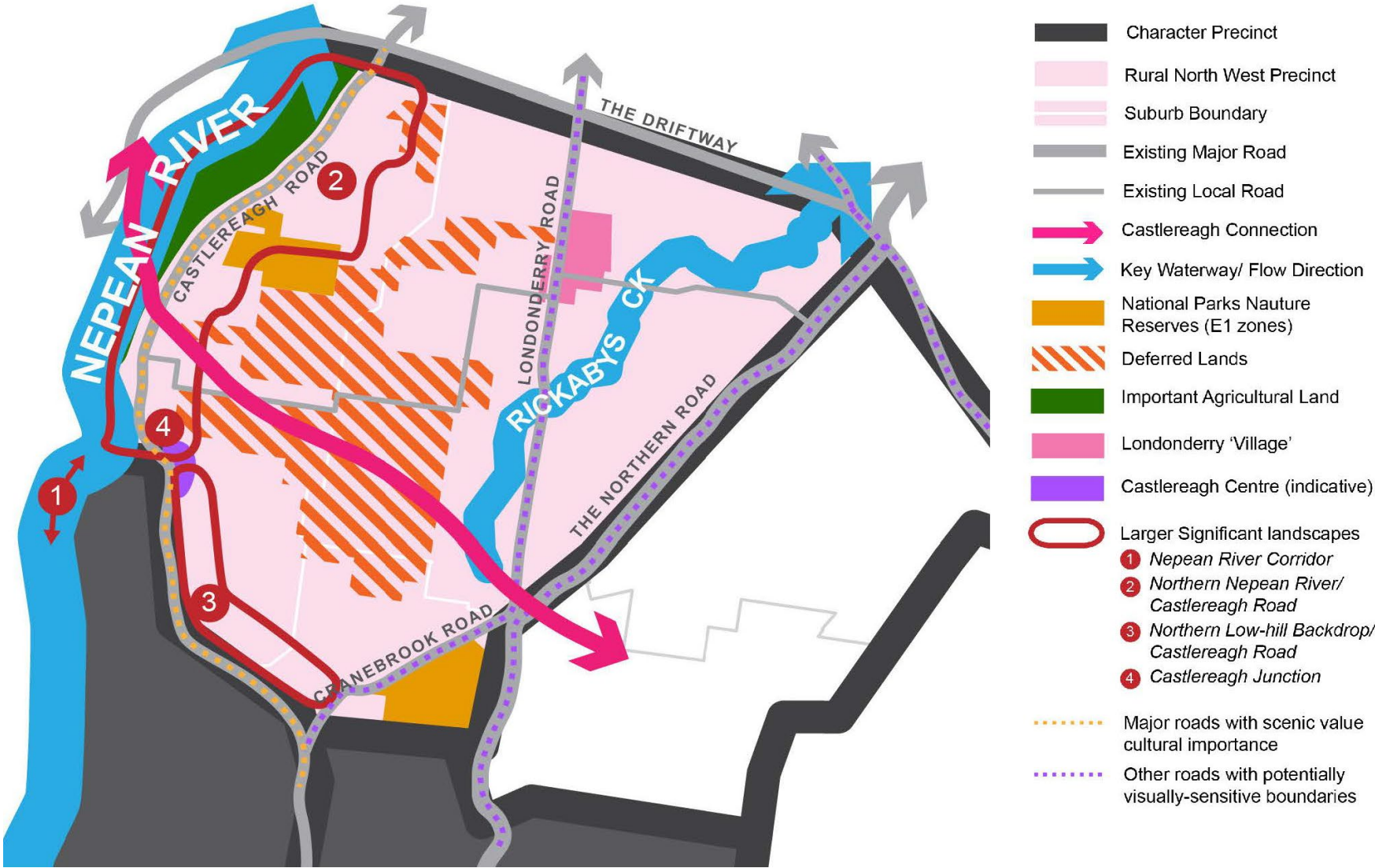


Figure 11: Area Framework for the North West Precinct

1.1. Agnes Banks

- 1.1.1. The highly capable agricultural land located along the Nepean River flats west of Castlereagh Road will be protected, recognising this area represents some of the best-quality soils available in Western Sydney. This will aim to minimise land fragmentation and discourage rural residential encroachment.
- 1.1.2. Planning will support the ongoing production of mineral resources (mainly sand) through quarrying to the east of Castlereagh Road to allow for continued supply of base materials for mortar, concrete and coloured glass. This will include the retention and enhancement of vegetation along the eastern verge of Castlereagh Road as an important scenic backdrop and visual obstruction to quarrying and residential uses.
- 1.1.3. Other economic development opportunities will be investigated to:
 - i) Expand the thoroughbred breeding and racing industry here, and in neighbouring Castlereagh. The area already contains world-renowned horse studs and this land-use complements the surrounding rural character. The Western Sydney Aerotropolis and associated major road network improvements will facilitate better connectivity to the area generally, enabling people and horses in the industry to travel more conveniently⁴.
 - ii) Attract visitors, including through the provision of visitor accommodation and activities associated with rural activities, leveraging the area's scenic qualities, position along the Nepean River, proximity to the Sydney International Regatta Centre, and visible heritage fabric.
- 1.1.4. The built form will generally be encouraged to complement the surrounding agricultural landscape character, addressing the siting and design of farmhouses, farm buildings and landscaping including property fencing.
- 1.1.5. Development surrounding the visual gateway of Agnes Banks village will be managed to maintain a positive impression of the village and assist with wayfinding. New location-specific guidelines for development will be prepared as a basis for assessment.
- 1.1.6. Investigate opportunities to extend the Sydney Green Grid to connect with The Great River Walk and the Cranebrook – Windsor Nature Reserve Corridor.
- 1.1.7. Investigate opportunities for new pedestrian and cycling infrastructure to connect Agnes Banks and Castlereagh and provide broader connections to Penrith Lakes.
- 1.1.8. Investigate opportunities for new public open space in Agnes Banks to benefit from distinctive views of Grose River valley and heritage context.

⁴ It is noted that currently, horses must be imported into Melbourne, which has Australia's only quarantine facility. Domestic (i.e. interstate) horse travel happens only by road. For this reason,

motorway connections are more important for enabling horse travel into the Penrith LGA, however this status may change in the future.

1.2. Londonderry

- 1.2.1. Carrington Road will be established as the main street for Londonderry. This should aim to consolidate existing social and commercial activities. It should also facilitate opportunities to provide a greater range of services, recognising that this is already Penrith's most populated rural area, and has maintained a comparatively higher growth rate in recent years.
- 1.2.2. New housing opportunities will be identified to enable a greater availability of rental accommodation and support people to age close to home. Where possible, these will be focused in and around the main street.
- 1.2.3. Land that is genuinely suitable for small-lot agricultural production will be identified and protected from further fragmentation to provide greater certainty for investment in agribusiness. This will be achieved by maintaining the primary production zoning and 2ha standard minimum lot size.
- 1.2.4. Development surrounding the visual gateways of Londonderry village north, Londonderry village south and Londonderry village east will be managed to maintain a positive impression of the village and assist with wayfinding. New location-specific guidelines for development will be prepared as a basis for assessment.
- 1.2.5. Investigate opportunities to extend the Sydney Green Grid to connect with The Great River Walk and the Cranebrook – Windsor Nature Reserve Corridor.

1.3. Castlereagh

- 1.3.1. Opportunities to expand the thoroughbred breeding and racing industry in areas with a primary production zoning will be supported.
- 1.3.2. Opportunities to attract visitors, including through the provision of visitor accommodation and activities associated with rural activities, will be investigated.
- 1.3.3. The role of Castlereagh's 'centre' will be strengthened by enabling the introduction of additional permissible uses (e.g. neighbourhood shops) to enable incremental growth to occur and ensure the centre remains relevant to surrounding community needs over time. New development will be focused around the intersection of Castlereagh Road and Hinxman Road / Post Office Road, which already has a public school and service centre. The potential for new development will be subject to future sewer management capabilities.
- 1.3.4. Development surrounding the visual gateway of Castlereagh village will be managed to maintain a positive impression of the village and assist with wayfinding. New location-specific guidelines for development will be prepared as a basis for assessment.
- 1.3.5. Investigate opportunities for new pedestrian and cycling infrastructure to connect Castlereagh Village and Cranebrook and provide broader connections to Penrith Lakes
- 1.3.6. Investigate opportunities to extend the Sydney Green Grid to connect with The Great River Walk and the Cranebrook – Windsor Nature Reserve Corridor.

1.4. North Cranebrook

- 1.4.1. Planning controls and decision-making will work to maintain a rural feel, recognising North Cranebrook is an important transitional area between urban and rural parts of Penrith.
- 1.4.2. Opportunities for thoroughbred breeding and racing industry in areas with a primary production zoning will be supported, recognise that this sector is already well-established in Agnes Banks and Castlereagh.
- 1.4.3. Opportunities for 'controlled environment' agricultural production, such as specialty crops such as berries, and floriculture, will be encouraged in areas currently zoned for primary production, recognising that these types of uses do not rely on higher quality soils and may be more suited to this peri-urban area.
- 1.4.4. Investigate opportunities to extend the Sydney Green Grid to connect with The Great River Walk and the Cranebrook – Windsor Nature Reserve Corridor.

1.5. Deferred lands

- 1.5.1. Collaborate with the DLALC in accordance with the Working Together Agreement for the deferred lands.
- 1.5.2. The ecological values and priorities for biodiversity conservation contained within this area will be clarified to establish suitable planning controls. This will rely on site-specific assessments and surveys.
- 1.5.3. The production potential of structural clay deposits will be investigated.
- 1.5.4. Common principles will be established to guide future planning and plan-making. These will address land-based and procedural outcomes, including (but not limited to):
 - i) Land management priorities and supporting initiatives (e.g. anti-dumping, hazard reduction, weed and pest control)
 - ii) Processes for identifying and protecting biodiversity values within the area to establish appropriate environmental protection measures;
 - iii) Processes for protecting Aboriginal culture and heritage through the use, development, and ongoing management of land;
 - iv) Locations suitable for housing, employment, or community development opportunities catering specifically to Aboriginal people;
 - v) Locations suitable for other land uses or development opportunities (e.g. through leasing or land disposal arrangements).

2. NORTH EAST PRECINCT

The rural North East Precinct is framed by Richmond Road and suburb of Windsor Downs in the north (forming the LGA boundary), South Creek in the east (forming the LGA boundary), Ninth Avenue and the broader St Mary's district in the south and The Northern Road in the west. It broadly encompasses the suburbs of Berkshire Park and Llandilo.

Reinforcing South Creek as the MRA boundary will be a key focus for planning in the coming years. This will rely on enhanced measures to maintain the rural characteristics and outlook in Llandilo and Berkshire Park, which are expected to experience increasing demand for rural residential development as new urban development approaches from the east.

This Precinct is home to some of Penrith's major agricultural and animal-keeping industries, including the poultry industry, market gardening, and dog racing. Planning will need to consider the ongoing operational needs of existing businesses to ensure their viability.

This Precinct is also a popular place for truck keeping, and the prevalence of this use is expected to increase as the area becomes more readily accessible to the Western Sydney Airport and broader metropolitan area.

The Area Framework for the Precinct is illustrated in **Figure 12**, with specific considerations provided below for:

1. Berkshire Park; and
2. Llandilo.

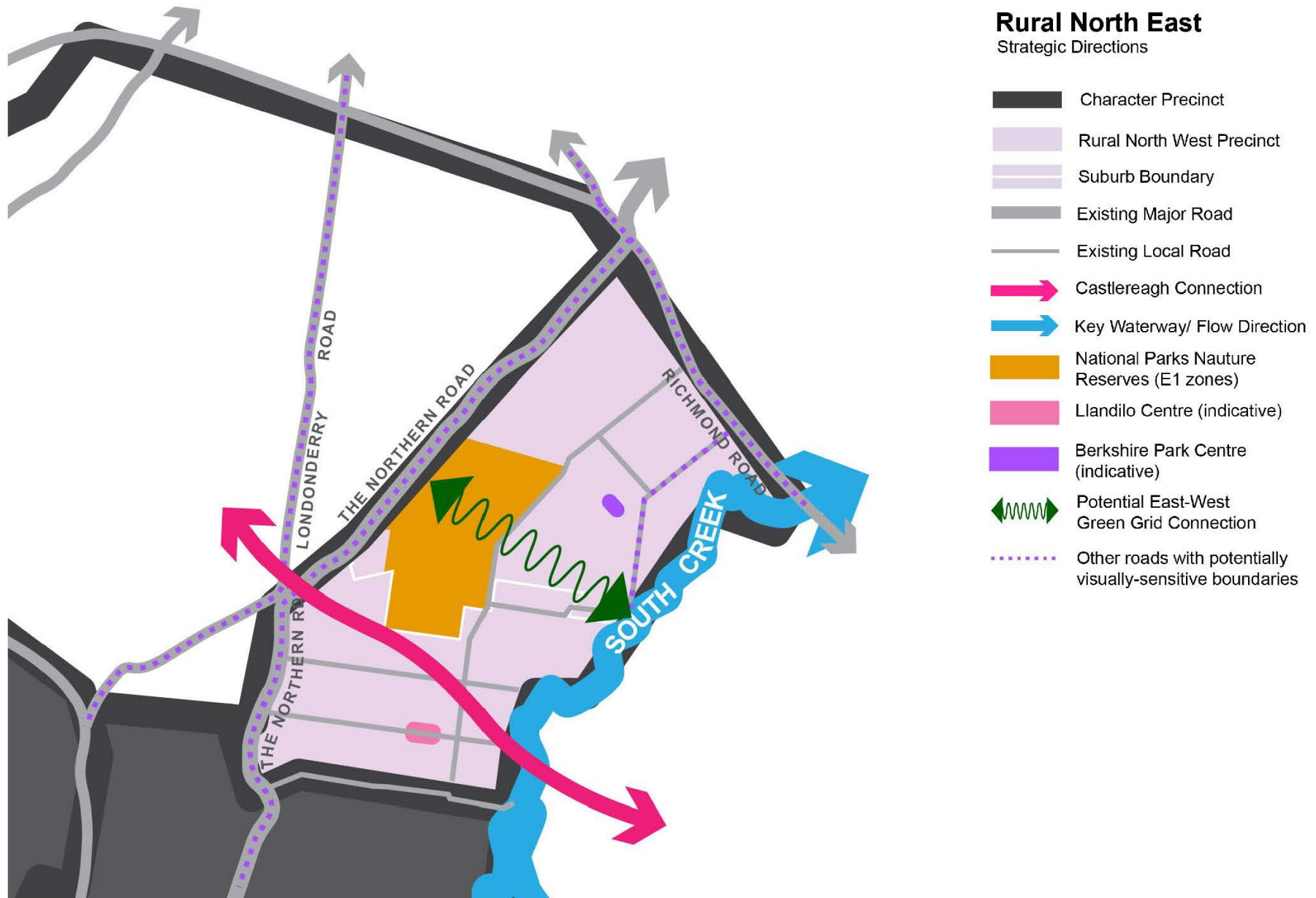


Figure 12: Area Framework for the North East Precinct

2.1. Berkshire Park

- 2.1.1. An east-west green link between Government Road and South Creek will be identified and protected to support habitat connectivity.
- 2.1.2. Opportunities for small-lot agricultural activities such as market gardening, greenhouse vegetables, poultry farming, and animal boarding and training will be protected.
- 2.1.3. An absolute minimum of 2ha lot size per dwelling will be maintained. While this recognises the area is not currently connected to reticulated sewer, it also strongly assists with preserving rural character.
- 2.1.4. Development controls or guidelines for truck keeping will be reviewed and updated, including truck parking areas and rural sheds or outbuildings associated with this use.
- 2.1.5. Maintain the existing role of the Berkshire Park rural centre (i.e. cluster of community uses on Sixth Road) in the medium to long term by retaining existing permissible uses in this location. The potential for accommodating additional uses for this centre may be considered as a long-term initiative. This recognises the delivery of major transport infrastructure (e.g. the Castlereagh Connection and Outer Sydney Orbital) will influence local connectivity to services and facilities in surrounding centres such as Llandilo.

2.2. Llandilo

- 2.2.1. The rural feel of Llandilo will be maintained and enhanced.
- 2.2.2. Opportunities for small-lot agricultural activities such as poultry farming, market gardening, and nurseries will be protected, leveraging existing strengths and skills.
- 2.2.3. Further intensification of residential development will be discouraged, recognising the area is prone to flash flooding and encroachment of this type of use threatens the potential for sustaining viable agricultural activities.
- 2.2.4. An absolute minimum of 2ha lot size per dwelling will be maintained. While this recognises the area is not currently connected to reticulated sewer, it also strongly assists with preserving rural character
- 2.2.5. Development controls or guidelines for truck keeping will be reviewed and updated, including truck parking areas and rural sheds or outbuildings associated with this use.
- 2.2.6. The role of Llandilo's centre will be reinforced by supporting incremental growth based on existing additional permitted uses, to enable it to cater predominantly to the surrounding rural community. This recognises major retail and community services are conveniently provided in nearby Cranebrook, and connections to other areas, including Berkshire Park, are likely to be severed by the delivery of new motorways.

3. South West Precinct

Penrith's rural South West Precinct is framed by the established and planned urban areas to the north, The Northern Road corridor to the east, the LGA boundary to the south, and the Nepean River (forming the LGA boundary) to the west. It broadly encompasses the suburbs of Mulgoa, Wallacia and the westernmost portion of Luddenham.

Planning in this Precinct will be heavily focused on protecting the Mulgoa Valley, in line with Strategy 1.2. This recognises that much of the Precinct is not suitable for accommodating significant development intensification or major land use changes, particularly where this conflicts with biodiversity, heritage and scenic conservation measures.

The Area Framework for the Precinct is illustrated in **Figure 13**, with specific considerations provided below for:

1. Mulgoa (village);
2. Wallacia; and
3. The broader Mulgoa Valley.

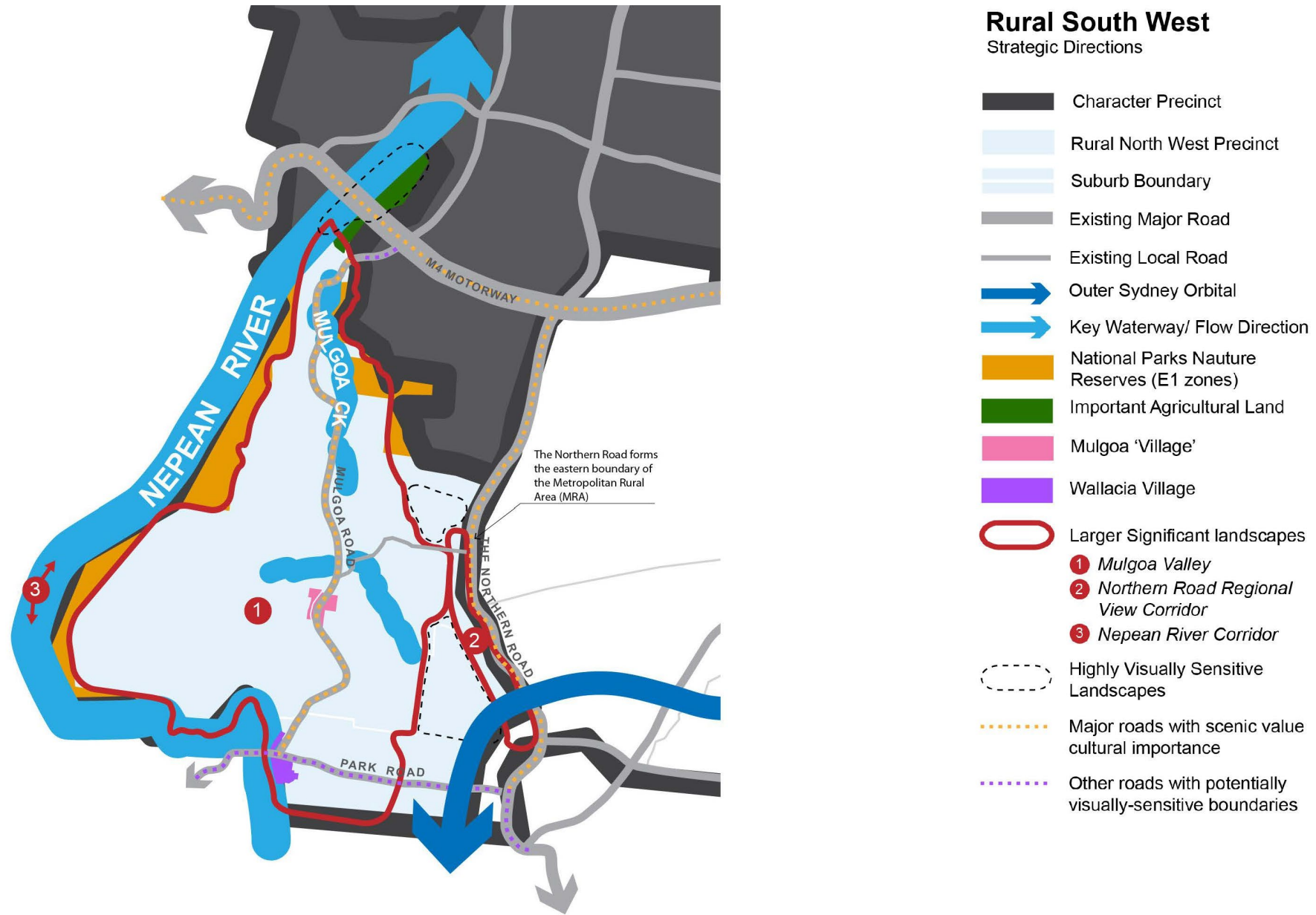


Figure 13: Area Framework for the South West Precinct

3.1. Mulgoa (village)

- 3.1.1. Opportunities for housing diversification and, where necessary, renewal within the township will be supported, particularly to suit an aging population. This recognises that the area is not currently suitable to accommodate substantial population growth but will remain a popular place for residents and visitors due to its amenity.
- 3.1.2. Opportunities to attract visitors will be supported, including through the provision of visitor accommodation and activities, and the adaptive re-use of heritage properties within the township.
- 3.1.3. Development surrounding the visual gateways of Mulgoa village north and Mulgoa village south will be managed to maintain a positive impression of the village and assist with wayfinding. New location-specific guidelines for development will be prepared as a basis for assessment.

3.2. Wallacia

- 3.2.1. Opportunities for people to interact with the Nepean River's edge will be protected and enhanced. This recognises that Wallacia is one of the few places where this is possible upstream from the Nepean River's confluence with the Warragamba River, and so offering an opportunity for a unique river experience.
- 3.2.2. Opportunities to attract visitors will be supported, including through the provision of visitor accommodation and activities, and the adaptive re-use of heritage properties within the township.
- 3.2.3. Development surrounding the visual gateways of Wallacia village north, Wallacia village east and Wallacia village south will be managed to maintain a positive impression of the village and assist with wayfinding. New location-specific guidelines for development will be prepared as a basis for assessment.
- 3.2.4. Opportunities for housing diversification and, where appropriate, housing growth within the township will be investigated. This should focus on the provision of housing types that are suitable for the area's aging population. It will also support renewal and re-development to balance priorities for protecting the township's rural setting, as well as flood and other environmental management requirements.

3.3. Mulgoa Valley

- 3.3.1. The boundary of the Mulgoa Valley as the basis for applying planning controls will be reviewed and updated to provide a common understanding of where land use and development planning decisions must protect and enhance the rural landscape.
- 3.3.2. Lands important for delivering water quality and ecological improvements will be identified and protected. This is expected to be focussed along the Nepean Creeks (Peach Tree, Mulgoa and Surveyors Creeks) and within the Mulgoa Nature Reserve.
- 3.3.3. Opportunities to attract visitors, including through the provision of visitor accommodation and activities will be investigated. This will include focused opportunities for the area's large heritage properties (e.g. Fernhill Estate), as well as opportunities associated with the Sydney Green Grid 'Warragamba Pipeline' priority project.
- 3.3.4. All developments will be required to consider flood planning and emergency response, particularly to identify suitable evacuation requirements.
- 3.3.5. Facilitate delivery of the Sydney Green Grid's 'Mulgoa Creek and Warragamba Pipeline Open Space Corridor' opportunities, considering potential opportunities for a new shared path linking the Mulgoa and Wallacia villages to recreational uses via the Warragamba Pipeline Open Space Corridor.

4. South East Precinct

The Rural South East Precinct is framed by Penrith's established and planned urban areas to the north, the LGA boundary to the east, Elizabeth Drive (forming the LGA boundary) to the south, and The Northern Road corridor to the west. It broadly encompasses the suburbs of Orchard Hills, Kemps Creek, Mount Vernon, Badgerys Creek, and Luddenham.

The entire Precinct is already earmarked for transformational change that will see most of the area developed for urban or associated infrastructure outcomes in the coming years. Place-based planning efforts within this Precinct will be substantially re-focused around the future land use frameworks, enabling considerations to be aligned with staged planning processes being undertaken at the metropolitan-level.

Rural planning efforts within this Precinct are largely focused around the South Creek Corridor, which encompasses riparian lands associated with South Creek, Kemps Creek, Cosgroves Creek and Blaxland Creek. This recognises that the South Creek Corridor is expected to remain characteristically rural, providing an important landscape-scale 'green break' within this Precinct.

Precinct-wide actions capture broader planning considerations for metropolitan-level initiatives, including:

- The Western Sydney Aerotropolis's remaining areas as they apply within the Penrith LGA, being:
 - Northern Gateway
 - North Luddenham
 - Mamre Road
 - Agriculture and Agribusiness
 - Badgerys Creek
 - Kemps Creek
- The Greater Penrith to Eastern Creek Corridor Growth Area (which includes the Orchard Hills Urban Investigation Area), as it applies within the Penrith LGA.

The Area Framework for the Precinct is illustrated in **Figure 14**.

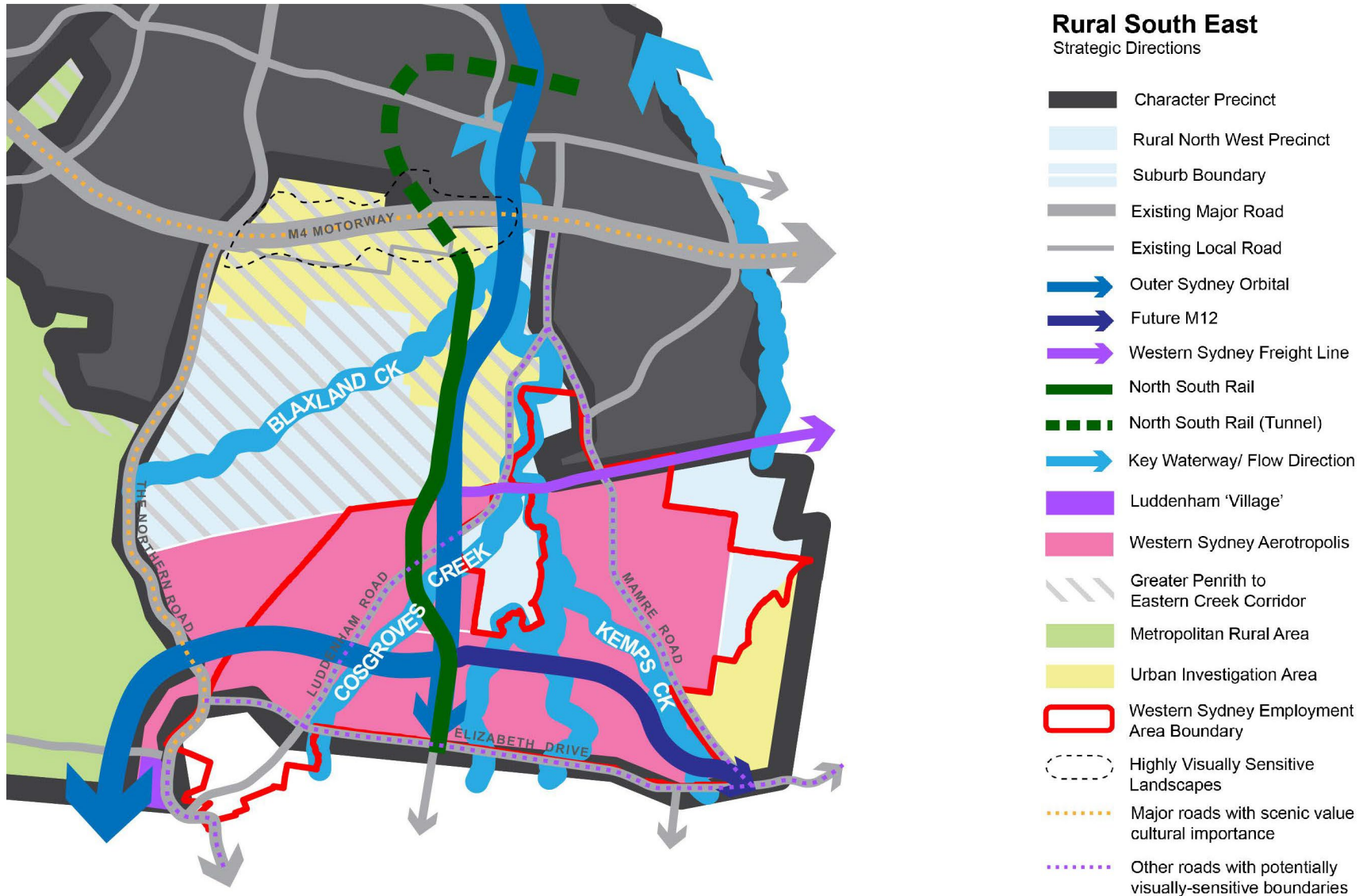


Figure 14: Area framework for the South East Precinct

4.1. South Creek corridor

- 4.1.1. The boundary of this corridor will be confirmed through metropolitan-level planning initiatives.
- 4.1.2. Lands important for delivering water quality, ecological improvements and flood management requirements will be identified and protected.
- 4.1.3. Land within the corridor that is expected to be highly visually sensitive, particularly from high points within proposed urban areas or from major new transport corridors will be identified for the purpose of managing development.

4.2. Precinct-wide considerations

- 4.2.1. The Northern Road corridor will generally be upheld as the Metropolitan Rural Area boundary until more detailed land use planning and investigations are completed.
- 4.2.2. Rural enterprises displaced by future urban and infrastructure development will be supported to re-locate elsewhere within the LGA where possible.
- 4.2.3. View corridors to the Blue Mountains from the proposed Outer Sydney Orbital, future M12 and North South Rail corridors will be identified and protected, recognising that these routes are expected to cater for a high volume of daily commuter and visitor traffic.
- 4.2.4. Development within highly visually sensitive areas along the M4 motorway will be managed to maintain a rural feel where possible, noting land situated between Mamre Road and The Northern Road is the only remaining 'green break' along this through route. The design of new urban areas along either side of the motorway should:
 - i) Reflect and, where possible, reinforce the Metropolitan Rural Area Boundary approaching The Northern Road corridor; and
 - ii) Maintain existing view corridors to the Blue Mountains from within the Orchard Hills area.
- 4.2.5. Development surrounding the visual gateway of Luddenham village will be managed to maintain a positive impression of the village and assist with wayfinding. New location-specific guidelines for development will be prepared as a basis for assessment
- 4.2.6. Facilitate delivery of the Sydney Green Grid's 'South Creek' 'Warragamba Pipeline', 'Ropes Creek' and 'Blaxland Creek' priority projects, noting the potential to create a green link between the Mulgoa/Wallacia villages and public open space in the Rural South East.
- 4.2.7. Interim policy measures will be established for development approvals within this Precinct, recognising that current planning controls are not yet fully reflective of the outcomes described in long-term strategic documents. This will provide greater certainty for investment within the Precinct. At minimum, these will:
 - i) Identify procedures for considering applications for proposals that are currently legally permissible but may be unsuited to the future development context.
 - ii) Identify wastewater disposal requirements for all new developments. This recognises that the area is expected to but has not yet been serviced by a reticulated sewer network.
 - iii) Identify local road and site access requirements for all new developments. This recognises that changes may occur within the local road network to, for example, align with new motorway intersections.

ABBREVIATIONS

DCP – Development Control Plan

DEOH – Defence Establishment Orchard Hills

DLALC – Deerubbin Local Aboriginal Land Council

FSR – Floor space ratio

IBRA – Interim Biogeographic Regionalisation for Australia

LEP – Local Environmental Plan

LGA – Local Government Area

MRA – Metropolitan Rural Area

NPWS – National Parks and Wildlife Service NSW

SEPP – State Environmental Planning Policy