

PLACES OF PENRITH

PENRITH



RURAL LANDS STRATEGY

AUGUST 2022

PENRITH
CITY COUNCIL

[penrith.city](https://www.penrith.city)

ACKNOWLEDGEMENTS

Penrith City Council wishes to acknowledge the contribution of Gyde Consulting (City Plan Strategy and Development Pty Ltd) in the development of the Rural Lands Strategy.



VERSION CONTROL

The Rural Lands Strategy is an iterative document. It is expected that the Strategy will be reviewed and updated as new information comes to hand, particularly major infrastructure commitments or NSW Government directions.

The following table sets out key versions of the Rural Lands Strategy to date:

Version 1	Draft Rural Lands and Villages Strategy Draft status ie. not endorsed by the elected Council Prepared with input from Gyde Consulting (City Plan Strategy & Development Pty Ltd) Publicly exhibited from 30 September to 11 November 2019
Version 2	Rural Lands Strategy Publicly exhibited from 5 April to 10 May 2022 Endorsed by Council on [insert date when milestone met]

Disclaimer

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STATEMENT OF RECOGNITION OF PENRITH CITY'S ABORIGINAL AND TORRES STRAIT ISLANDER CULTURAL HERITAGE

Council values the unique status of Aboriginal people as the original owners and custodians of the lands and waters, including the land and waters of Penrith City.

Council values the unique status of Torres Strait Islander people as the original owners and custodians of the Torres Strait Islands and surrounding waters.

We work together for a united Australia and City that respects this land of ours, that values the diversity of Aboriginal and Torres Strait Islander cultural heritage, and provides justice and equity for all.

ABBREVIATIONS

CBD	Central Business District
CPCP	Cumberland Plain Conservation Plan
DCP	Development Control Plan
DLALC	Deerubbin Local Aboriginal Land Council
DPE	Department of Planning and Environment
ELS	Employment Lands Strategy
GPEC	Greater Penrith to Eastern Creek Investigation Area
IBRA	Interim Biogeographic Regionalisation for Australia
IP&R	Integrated Planning and Reporting Framework
LEP	Local Environmental Plan
LGA	Local Government Area
LSPS	Local Strategic Planning Statement
MRA	Metropolitan Rural Area
NPWS	National Parks and Wildlife Service
NSW	New South Wales
RLS	Rural Lands Strategy
WSEA	Western Sydney Employment Area
WSA	Western Sydney Airport

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An aerial photograph of a rural landscape, showing a mix of green fields, scattered houses, and trees. In the background, a city skyline is visible under a blue sky with some clouds. A white rectangular box with a thin black border is positioned in the upper left quadrant, containing the text 'EXECUTIVE SUMMARY'.

EXECUTIVE SUMMARY

Rural lands comprise the majority of the Penrith Local Government Area. Over recent years they have faced increasing pressure as a result of major planning and infrastructure projects in and around Penrith City including Western Sydney Airport and Aerotropolis and Sydney Metro Western Sydney Airport.

Our Local Strategic Planning Statement identified the need to define and protect the values and opportunities within our rural lands and this Strategy provides the framework for delivering that priority.

Specifically, the Rural Lands Strategy identifies five priorities for our rural lands. Each of these priorities have a number of desired outcomes that this Strategy will work towards.

PRIORITY 1 SECURE THE RURAL EDGE

This priority is about clearly identifying the boundary between the urban and rural lands, our rural edge, to provide the basis for protecting the social, economic and environmental values of the rural lands.

- Outcome 1.1 The rural edge is included in the Local Environmental Plan
- Outcome 1.2 That rural lands are maintained and protected

PRIORITY 2 PROTECT ECOLOGICAL HEALTH AND BIODIVERSITY

This priority is about ensuring that we continue to protect the areas and attributes of our rural lands that have ecological significance and are high in biodiversity.

- Outcome 2.1 Natural areas are protected and connected
- Outcome 2.2 Waterways are maintained or improved
- Outcome 2.3 Private conservation initiatives are expanded

PRIORITY 3 PRESERVE OPEN SPACE, NATURAL BEAUTY AND CULTURAL CONNECTIONS

This priority is about preserving the scenic and cultural landscapes, rural views and vistas and entry points to our rural lands. While these things can sometimes be difficult to articulate, the scenic value of our rural lands is what many in the community most value.

- Outcome 3.1 Scenic and cultural landscapes are identified and protected
- Outcome 3.2 Quality visual outcomes are achieved in highly visually sensitive landscapes
- Outcome 3.3 Important rural vistas are maintained
- Outcome 3.4 Design outcomes are enhanced in visual gateways

PRIORITY 4 SUPPORT A DIVERSE RURAL ECONOMY

This priority is about supporting all the different businesses and industries that are part of the rural economy, from agriculture and tourism to home businesses and truck parking and storage. With an existing agricultural and food manufacturing base, proximity to agricultural production districts, Greater Sydney's consumers and the Western Sydney Airport, Penrith is uniquely positioned to build on the existing rural economy with the growth of a thriving agribusiness sector.

- Outcome 4.1 Land suitable for agriculture is identified and protected
- Outcome 4.2 Rural tourism grows and expands
- Outcome 4.3 Small businesses permitted in rural lands are supported and encouraged
- Outcome 4.4 Animal boarding and training establishments are supported and regulated by the NSW Government
- Outcome 4.5 Quarrying of identified resources continues and land is rehabilitated on completion of extraction

PRIORITY 5 PROVIDE HOUSING AND SERVICES TO MEET THE NEEDS OF THE COMMUNITY

This priority is about ensuring that we provide appropriate forms of housing to the existing and future community, noting that residential expansion or intensification is not planned in the rural lands, except in rural villages. We also want to support the community with a network of rural villages and localities meeting their needs and necessary infrastructure.

- Outcome 5.1 The network of rural villages and localities is reinforced
- Outcome 5.2 Housing diversity is provided for rural communities in rural villages
- Outcome 5.3 Rural lands for infrastructure are identified

The Strategy takes a place-based approach to the management of rural lands. Four precincts have been identified:

- Rural North East which includes the areas of Llandilo and Berkshire Park
- Rural North West which includes Castlereagh, Agnes Banks, North Cranebrook and Londonderry
- Rural South West which includes the Mulgoa Valley, villages of Mulgoa and Wallacia and Regentville; and
- South East Transition which includes the areas around Orchard Hills, Luddenham, Kemps Creek, Badgerys Creek and Mount Vernon.

The Strategy presents a spatial framework for each precinct and sets out what the priorities mean for each of the precincts.

Actions are identified throughout the Strategy that will help move towards the desired outcomes. The actions are drawn together in an implementation plan that sets out which precinct or precincts the action applies to, the role that Council will play in delivering the action, and the timeframe for its delivery.

PART A OVERVIEW



1. INTRODUCTION

The rural lands of Penrith City are an important part of our Local Government Area (LGA) and the wider Western City District, currently comprising about 70% of our City's land area and providing social, economic, 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 supported by rural villages, rural and small businesses and lower development densities (e.g. larger lots and greater separation between buildings) when compared to their urban counterparts.

Penrith City and its community are growing and changing in response to major infrastructure and planning projects in and around our LGA. Western Sydney International Airport and the associated Western Sydney Aerotropolis along with major new transport initiatives such as the Sydney Metro Western Sydney Airport and the M12 Motorway will change the face of Penrith City's rural lands, particularly in the south east of the LGA. This makes the retention and protection of the remaining rural lands and growth of the rural economy even more important.

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 Local Environmental Plan (LEP)) as well as measures to conserve and manage land and water, which can be applied through Council's Development Control Plan (DCP) or other supporting mechanisms.

1.1 BACKGROUND

In 2019 Council commissioned a number of reports in relation to Penrith City's rural lands to help inform and support the development of Council's Local Strategic Planning Statement (LSPS). These reports are:

- Penrith Rural Lands and Villages Study (prepared by City Plan Strategy and Development);
- Penrith Scenic and Cultural Landscapes Study (prepared by envisage); and
- Draft Penrith Rural Lands and Villages Strategy (referred to in this Strategy as 'Version 1', prepared by City Plan Strategy and Development).

These reports were exhibited in support of the LSPS from 30 September 2019 to 11 November 2019. Since that time, as a result of further clarity on major NSW and Australian Government planning and infrastructure initiatives, we have been able to update the Draft Rural Lands and Villages Strategy (Version 1) to produce this Rural Lands Strategy (Version 2). We have removed reference to the rural villages in the title as, while this Strategy does make reference to the rural villages and localities it is intended that the rural villages and localities will be addressed more comprehensively, including preparation of character statements, in the Corridors and Centres Strategy that is currently being prepared for public exhibition.

The previous two studies prepared in 2019 and listed above continue to provide the technical basis for the current Rural Lands Strategy (Version 2). In addition, Council commissioned the Penrith Rural Economy and Agribusiness Opportunities Study (prepared by Edge Planning in 2022) to support the rural economy aspects of this Strategy. Readers should refer to these three supporting technical reports for more information.

Collectively, these supporting technical reports:

- Provide a local understanding of the current strategic and legislative context, the values of and the issues affecting Penrith City's rural lands and villages;
- Establish an 'evidence base' to inform and guide the direction of subsequent planning, based on research, site assessments, and consultation with selected stakeholders; and
- Identify challenges and opportunities in Penrith City's rural lands that this Strategy builds on.

1.2 ENGAGEMENT

Engagement with Council staff, Councillors and other internal stakeholders has been undertaken throughout the development of the Draft Rural Lands and Villages Strategy (Version 1) and this Rural Lands Strategy (Version 2). In addition, the Draft Rural Lands and Villages Strategy (Version 1) was placed on public exhibition from 30 September 2019 to 11 November 2019 and submissions were received which have informed the development of this Strategy.

Top issues raised in consultation

- General support for the Draft Rural Lands and Villages Strategy (Version 1) and the accompanying technical reports and support for their finalisation;
- Support for protection of the Mulgoa Valley with requests to strengthen its protection further or extend the boundary as mapped in the Local Environmental Plan;
- Support for specific strategies presented in the Draft Rural Lands and Villages Strategy (Version 1) including growing rural tourism and maintaining rural vistas with a suggestion for additional vistas;
- Support for the preparation of local character statements for rural villages; and
- Request for recognition of Jerrys Creek near Wallacia in maps.

1.3 PURPOSE OF THE STRATEGY

The purpose of this Rural Lands Strategy is to provide a framework and direction for the ongoing protection, planning and management of the rural lands within the Penrith LGA.

The objectives of the Rural Lands Strategy are:

- The creation of a consolidated framework to protect, manage and plan for rural lands across the Penrith LGA;
- Identification of priorities and outcomes for our rural lands;
- Identification of place-specific actions that will deliver the priorities and outcomes into the future; and
- Development of an implementation and monitoring framework that aligns the actions with Council's delivery program.

1.4 STRUCTURE OF THE STRATEGY

The structure of this Strategy is as follows:

- Part A Overview – provides an introduction and context for Penrith City's rural lands;
- Part B Priorities and Outcomes – identifies the key priorities for Penrith City's rural lands and the outcomes we are seeking to achieve;
- Part C Place-Based Frameworks – this section presents place frameworks for the four rural precincts identified and actions for each precinct that will deliver on the priorities and outcomes in Part B; and
- Part D Implementation – outlines how the strategy will be implemented including a framework that aligns the actions with Council's community plan and delivery program cycle.



2. CONTEXT

2.1 LOCATION AND ENVIRONMENT

The LGA is 50km west of the Sydney CBD and 30km west of Parramatta. It is located at the foot of the Blue Mountains. Covering an area of 404km², Penrith City is situated at the centre of the Western Parkland City and is a key centre within Western Sydney more broadly.

Historically, urban development in Penrith City has centred around the key transport corridors of the T1 Western Rail Line, Great Western Highway and M4 Motorway. As these corridors run east-west through the central part of the LGA, urban development in Penrith City essentially splits the northern and southern rural areas of the LGA.

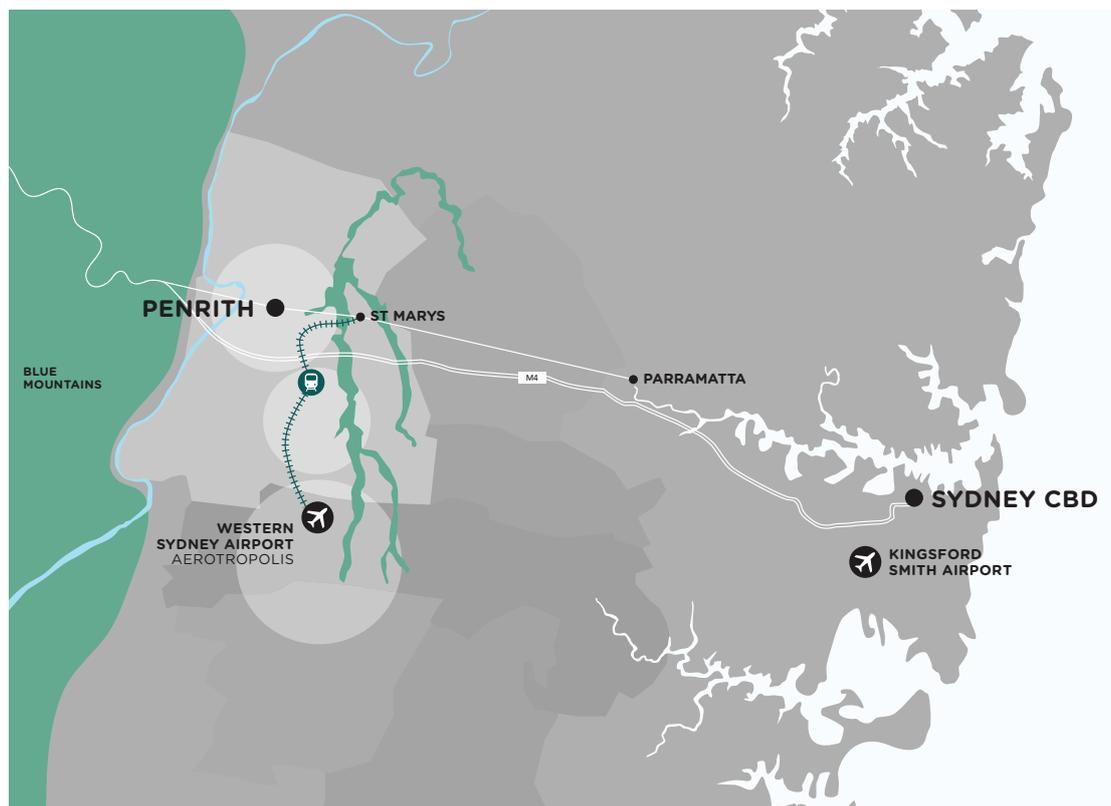
The Penrith LGA is defined by significant environmental characteristics. The largest watercourses form the LGA boundaries - in the west, the Nepean River and in the east, South and Ropes Creeks. These watercourses

contribute significantly to the natural amenity of Penrith City, but in areas where the waterways interface with development, they restrict development opportunities, due to flood risk.

Large areas of land throughout Penrith City are of environmental significance and protected as national park, nature reserves or regional parks including Blue Mountains National Park, Mulgoa Nature Reserve, Wianamatta Nature Reserve and Regional Park and Castlereagh Nature Reserve. These areas typically lie within the rural areas of the LGA.

The topography of the LGA varies from relatively flat, particularly on the Nepean River floodplain in the north of the LGA to gently undulating to much more steeply sloping in the west on the foothills of the Blue Mountains and parts of the south east. This steeper topography results in a number of areas providing panoramic long range views in most directions.

Figure 1: Context Plan



In recent years, Penrith City's urban areas have expanded with newer greenfield residential areas in Jordan Springs, Cranebrook and Glenmore Park. This urban expansion will continue with key infrastructure and planning initiatives being pursued by the NSW and Australian Governments including Western Sydney Airport and Aerotropolis, Sydney Metro Western Sydney Airport and the Greater Penrith to Eastern Creek Investigation Area.

2.2 PENRITH CITY'S RURAL LANDS

Penrith City's existing rural lands are split into two main areas, the northern part of the LGA and the southern part of the LGA.

Northern Rural Lands

The suburbs comprising the northern rural lands include Agnes Banks, Castlereagh, Londonderry, Berkshire Park, Llandilo and the northern part of Cranebrook. Large areas of these northern rural lands lie on the floodplain of either the Nepean River or South Creek. The drive along Castlereagh Road is known for its picturesque views across the Penrith Lakes site and to the Blue Mountains.

There are significant environmental conservation lands including Wianamatta Regional Park and Nature Reserve, Agnes Banks Nature Reserve and Castlereagh Nature Reserve. These northern rural lands also include large areas of land, much covered with native vegetation, that are privately owned by the Deerubbin Local Aboriginal Land Council. There are also infrastructure items that occupy large tracts of land such as the John Morony Correctional Complex and Castlereagh Liquid Waste Disposal Depot.

The rural village of Londonderry and rural locality of Castlereagh support the local community in the northern rural lands providing services to the immediate community such as post offices, parks and service stations. While a large part of the Agnes Banks suburb lies within the Penrith LGA, Agnes Banks village lies just to the north of the Penrith LGA. The localities of Berkshire Park and Llandilo also provide local services to the surrounding community such as community halls, schools and rural fire services.

Southern Rural Lands

The suburbs comprising the southern rural lands include Mulgoa, Wallacia, Regentville, Orchard Hills, Luddenham, Badgerys Creek, Kemps Creek and Mount Vernon. The topography in the south is more undulating in nature and while this differs from the northern rural lands, this southern area is still known for its picturesque views across the rural landscapes and towards the Blue Mountains.

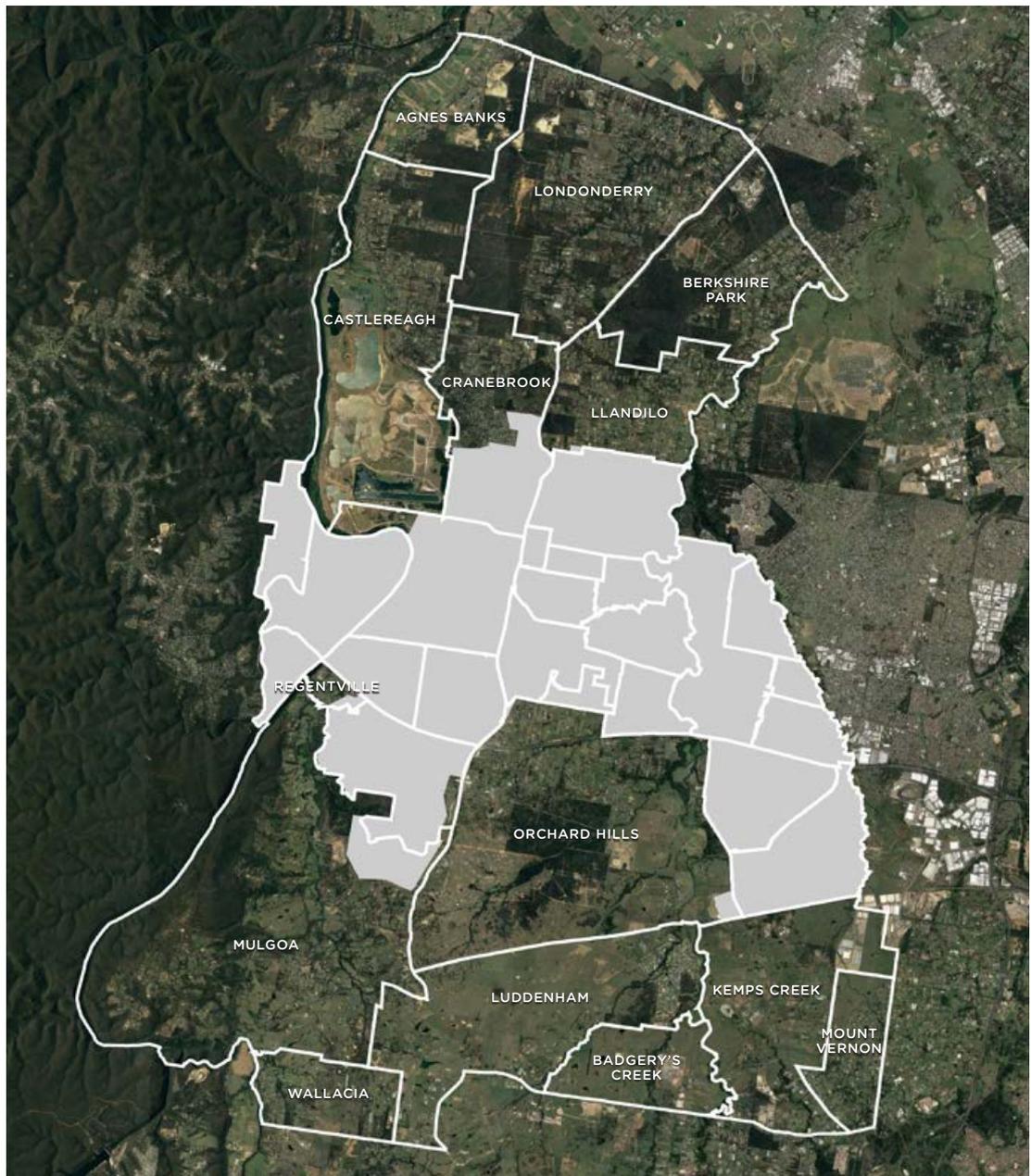
This southern area is also known for its significant environmental conservation lands which include Blue Mountains National Park in the south west and Mulgoa Nature Reserve. The Orchard Hills defence site, while primarily used for defence purposes, plays an important conservation role with much of the vegetation on the site protected as an offset to the impacts of Western Sydney Airport. Other significant infrastructure items in the southern rural lands include the Warragamba water pipeline and Patons Lane and Kemps Creek Resource Recovery Centres.

In the south west, particularly throughout the Mulgoa Valley there are quite a number of heritage items and sites of both local and State significance. Fernhill Estate, which was purchased in 2018 by the NSW Government, is a notable heritage item of State significance in this area along with the properties of Fairlight, Glenleigh, Glenmore, Cox's Cottage and St Thomas' Anglican Church and Cemetery.

While European heritage has been more fully documented throughout the rural lands of Penrith City, there is also a long history of Aboriginal heritage and culture throughout both the northern and southern rural lands. This presents an opportunity to further document, protect and interpret this heritage for the benefit of the rural lands and our community.

The rural villages of Mulgoa, Wallacia and Luddenham support the local community in the southern rural lands providing services to the immediate community such as post offices, schools, service stations and parks. Luddenham is located within the Western Sydney Aerotropolis' Agribusiness precinct. As such, future planning for Luddenham is being led by the NSW Government.

Figure 2: Aerial photograph of Penrith's rural lands



A note on rural centres

Historically Council has used the terms rural village and rural centre to refer to the centres within the rural lands. Rural villages applied to those larger centres such as Mulgoa, Wallacia and Londonderry that have a specific village land use zoning and provide a range of shops and services to the surrounding rural community. Rural centres are smaller than rural villages and provide fewer services and may just be the provision of two or three facilities such as

a service station, park, public school or Rural Fire Service station. Castlereagh, Llandilo and Berkshire Park are examples of 'rural centres'.

This Strategy continues to adopt 'rural village' for the larger centres, but adopts the term 'rural locality' for the smaller centres as it better reflects the role of these centres in the overall centres hierarchy of the Penrith LGA. The term 'rural centres' is used as a collective term to include both 'rural villages' and 'rural localities'.



2.3 POLICY CONTEXT

This section addresses the policy context in relation to Penrith City's rural lands.

2.3.1 Greater Sydney Region Plan (2018)

One of the objectives of the Greater Sydney Region Plan, A Metropolis of Three Cities (Region Plan), is that the environmental, social and economic values in rural areas are protected and enhanced (Objective 29). The Region Plan identifies and maps the Metropolitan Rural Area (MRA; see Figure 3) and states that retaining the values and integrity of the MRA are of critical importance. The values of the MRA are also recognised under Objective 28 'Scenic and cultural landscapes are protected' where places such as the Mulgoa Valley are specifically mentioned for their important scenic and cultural landscapes.

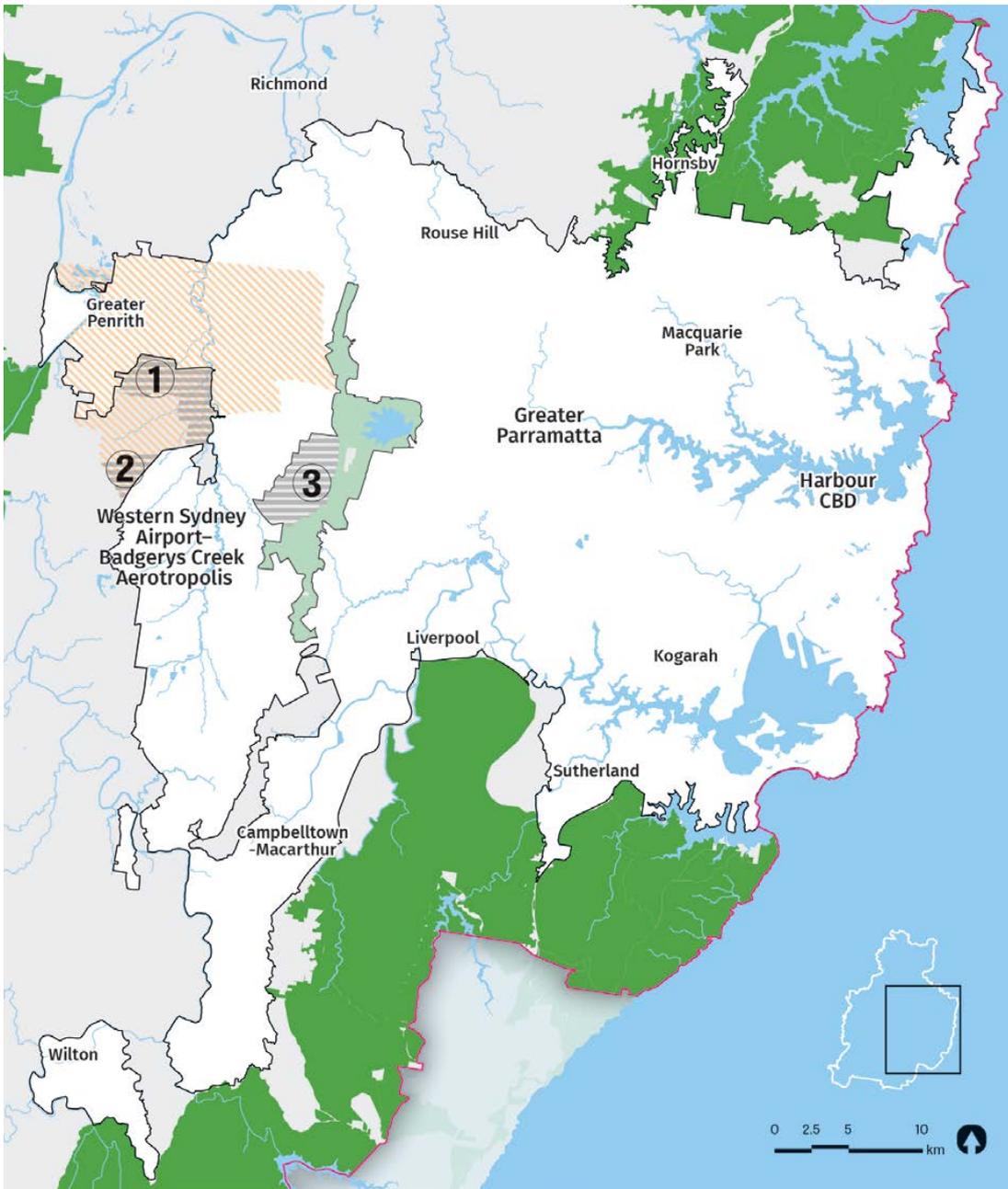
The Region Plan notes the importance of rural lands for biodiversity (including biodiversity offsets), scenic and cultural values, contributions to local economic development through businesses, tourism and provision of fresh food close to markets. The Region Plan notes that urban development is not consistent with the values of the MRA and limits urban development to within the Urban Area except for three identified urban investigation areas at Mount Vernon, Orchard Hills and Luddenham (refer to Figure 3).

The Region Plan states that land use in the MRA will be influenced by a number of factors:

- Increasing demand for biodiversity offset sites creating additional value for landowners with areas of vegetation of high environmental value;
- Local demand to live and work in a rural town or village;
- Opportunities to conserve and enhance cultural heritage;
- Opportunities for more tourism and recreation, linked to the Western Sydney Airport and improved transport infrastructure, which can bring more visitors; and
- New opportunities for growing fresh food close to a growing population and freight export infrastructure associated with the Western Sydney Airport.

It promotes the use of place-based planning to help manage these influences and maintain or enhance the values of the MRA.

Figure 3: Metropolitan Rural Area as shown in the Greater Sydney Region Plan



 Region Boundary	 Urban Area	1 Orchard Hills, north of the Defence Establishment Orchard Hills and west of St Clair
 Waterways	 Urban Investigation Areas	2 east of The Northern Road at Luddenham between the Western Sydney Airport Growth Area and the water pipeline.
 Protected Natural Area	 Metropolitan Rural Area	3 Horsley Park and Mount Vernon located west of the M7 Motorway.
 Western Sydney Parkland	 Greater Penrith to Eastern Creek Growth Area	

Source: Greater Sydney Commission

2.3.2 Western City District Plan (2018)

The Western City District Plan (District Plan) delivers on the Region Plan by including planning priorities to better manage rural areas (W17) and to protect and enhance scenic and cultural landscapes (W16). It reflects the strategies from the Region Plan to limit urban development to outside the MRA and to promote place-based planning to maintain or enhance the values of the MRA.

The District Plan recognises the contribution that the rural lands make to habitat and biodiversity, productive agriculture, mineral and energy resources and the villages that they sustain. It notes that Western Sydney Airport will be a catalyst for agricultural export from the region.

In particular, the District Plan seeks to prevent inappropriately dispersed urban activities in the rural areas to support agricultural production and mineral resources.

Maintaining and enhancing the distinctive character of each rural village is a high priority in the District Plan. It states that the villages will not play a role in meeting regional or district scale demand for residential growth. The District Plan establishes that rural-residential development is generally not supported. Some limited growth of rural-residential development could be considered either in rural villages, to support seniors living or outside rural villages where there are no adverse impacts on the amenity of the local area and the development provides incentives to maintain and enhance the environmental, social and economic values of the MRA.

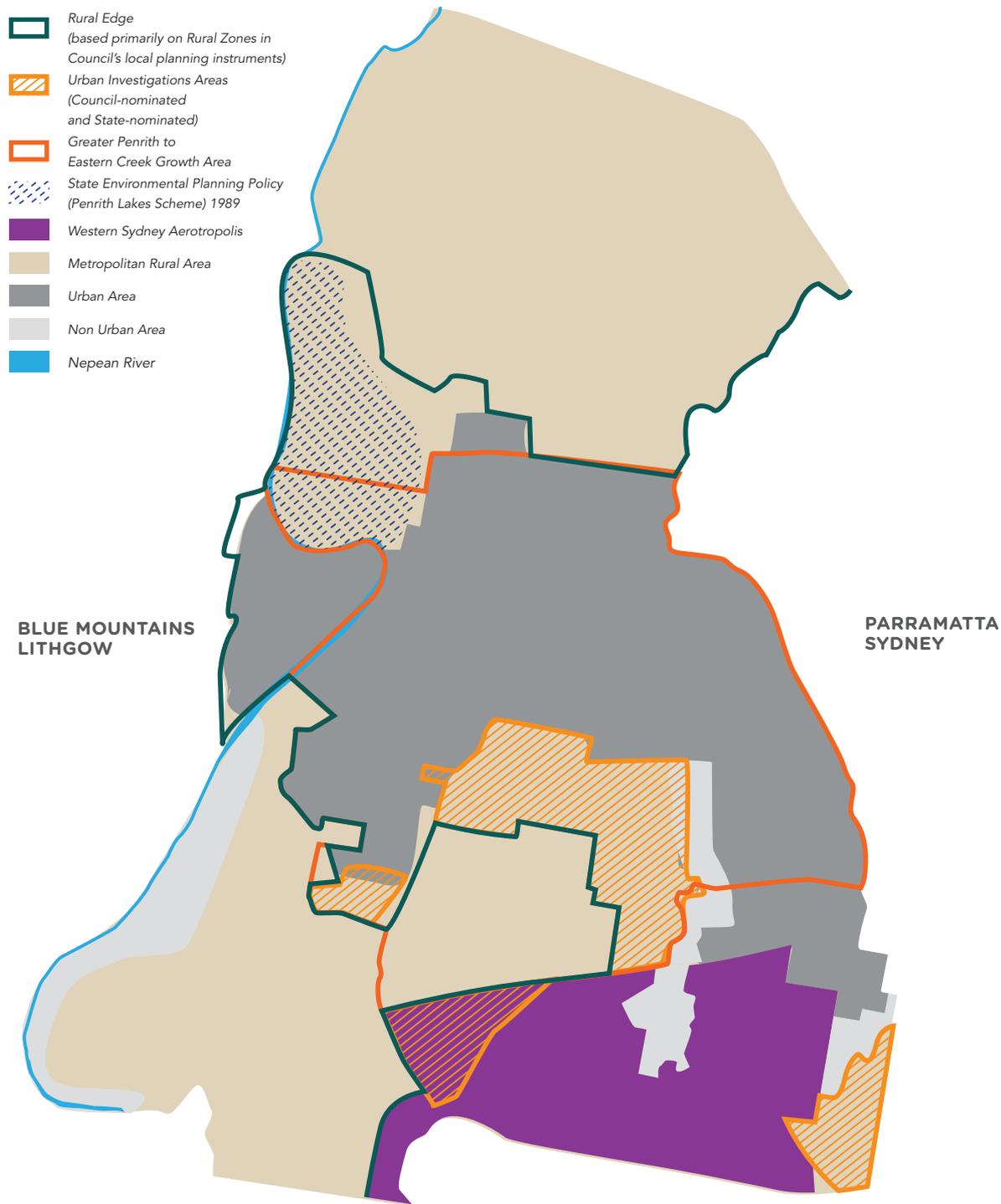
2.3.3 Local Strategic Planning Statement (2020)

A priority for the Local Strategic Planning Statement (LSPS) is to define and protect the values and opportunities within the MRA. The LSPS recognises that the rural lands are an important resource for the City, comprising 70% of our City's land area, with agriculture contributing \$109 million to the local economy in 2015-16.

The LSPS defines a rural edge which takes the MRA as a base and amends it in consideration of major planning initiatives such as the Western Sydney Aerotropolis and urban investigation areas. The LSPS commits to reinforcing the rural edge to protect our rural lands from urban development and notes that the studies and strategies being pursued by Council on rural lands and scenic and cultural landscapes will further refine the rural edge and help us to better understand the environmental, social and economic values and opportunities of our rural lands and villages.

The LSPS introduces the concept of the Economic Triangle, the area of Penrith City where most economic activity takes place. The Economic Triangle is defined by three corridors drawn between the three key existing and future centres of Penrith, St Marys and Western Sydney Airport. Of the three corridors, it is the western, referred to as the Scenic Corridor, stretching from Western Sydney Airport to Penrith and Penrith Lakes that coincides with Penrith City's rural lands, particularly in the south west.

Figure 4: The rural edge defined in the LSPS



‘PLACES OF PENRITH’ SUITE OF STRATEGIES

In response to actions in the LSPS, Council is undertaking a suite of strategies, together titled ‘Places of Penrith’. These strategies include:

- Rural Lands Strategy
- Employment Lands Strategy (adopted in 2021)
- Green Grid Strategy (adopted in 2021)
- Local Housing Strategy (drafted)
- Corridors and Centres Strategy (underway)

The Corridors and Centres Strategy will comprise elements which relate to this Rural Lands Strategy. For instance, it is anticipated that the Corridors and Centres Strategy will cover more comprehensive information relating to rural villages and localities including local character statements.

2.3.4 Penrith Employment Lands Strategy (2021)

The Employment Lands Strategy (ELS) further describes the western (Scenic) Corridor of the Economic Triangle as stretching from the Western Sydney Airport north to Penrith and Penrith Lakes. The ELS notes that by preserving and enhancing the unique natural, scenic and cultural landscapes within the Corridor, new business and employment opportunities may be supported such as nature-based tourism, heritage and farm gate trails, accommodation options, sporting and recreational experiences, lifestyle activities, and Aboriginal cultural education experiences.

The Northern Road will connect the proposed Agribusiness precinct, on the western side of the Aerotropolis, with Penrith City’s northern rural lands. The Agribusiness precinct presents an opportunity for Penrith City’s agricultural

production and agricultural supply chain businesses to expand and become more export oriented.

The ELS identifies two key actions related to rural lands:

- Action 7 Preserve the environmental value of the Scenic Corridor.
This action recognises that the Scenic Corridor including Mulgoa and Wallacia to Penrith Lakes and onto the Hawkesbury has significant environmental and scenic values which need protecting for the wellbeing and enjoyment of everyone who lives, works and visits Penrith. The development of Western Sydney Airport and Aerotropolis will significantly encroach on the rural and scenic lands in Penrith City’s south east. Further research is required to identify the impact of this development on our scenic and rural lands in those areas. It will also be important to identify the role of our remaining rural lands for future production of fresh produce for local communities.
- Action 17 Investigate new opportunities related to the Western Sydney Airport (WSA) associated with the Agribusiness precinct and our rural and tourism industries.
This action notes the need to further investigate opportunities for tourism and agribusiness associated with the WSA to identify and protect land in the Scenic Corridor from encroachment and other land uses which may have a detrimental impact.

2.3.5 Penrith Green Grid Strategy (2021)

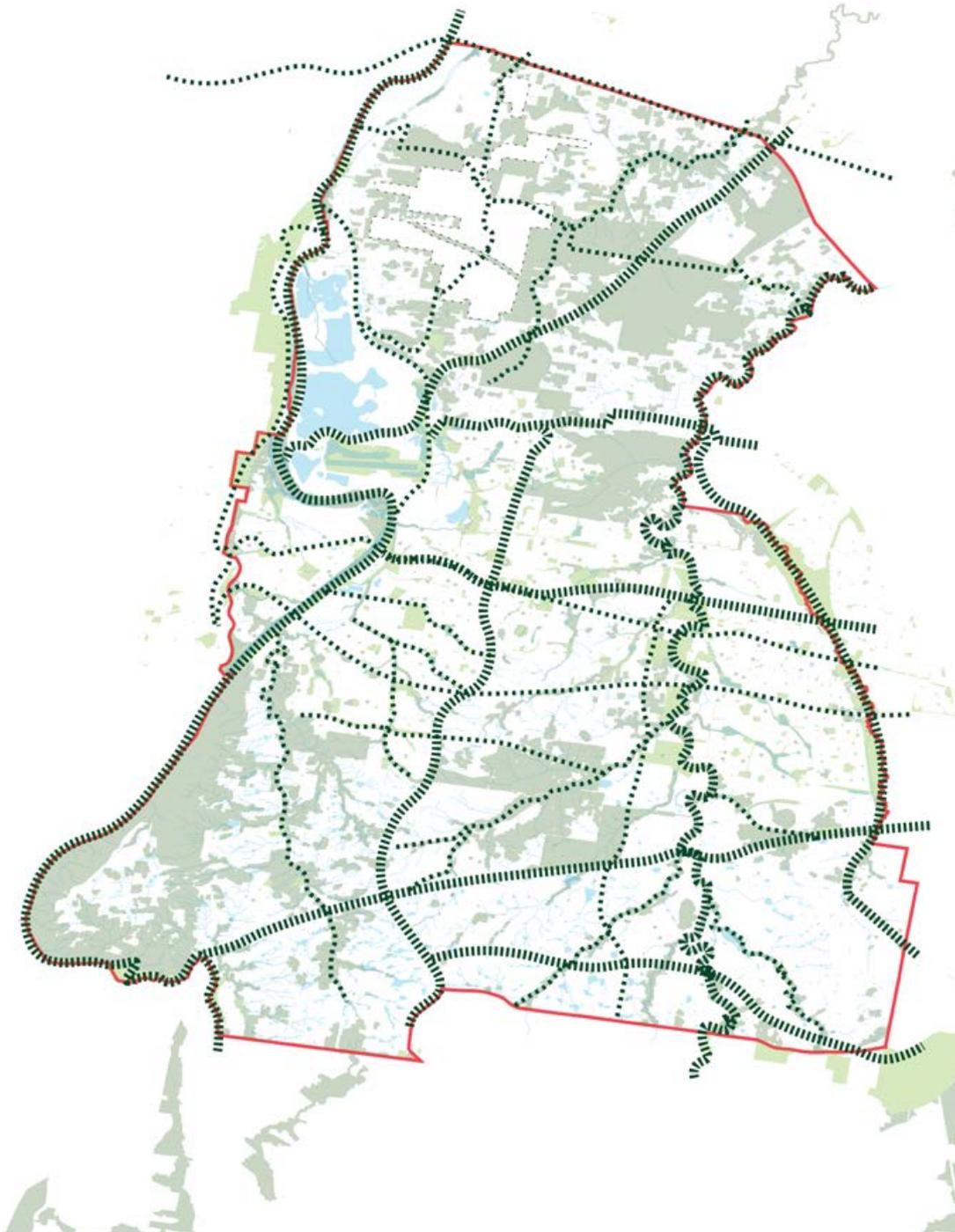
The Penrith Green Grid Strategy outlines a plan to support the creation of cool and green neighbourhoods across Penrith City and encourage active transport by connecting schools, public transport and town centres with green infrastructure such as green spaces, parks, waterways and bushland. The Green Grid Strategy follows on from the Sydney Green Grid that was produced by the NSW Government Architect and uses the west district links identified in the Sydney Green Grid as a basis.

The Green Grid Strategy also identifies priority future connections which are green connections that we will work towards implementing in the future.

Many of the district connections and priority future connections identified in the Green Grid Strategy are located in rural lands. These are considered in the Part C Place-Based

Frameworks in this Strategy. The finalisation of the Green Grid Strategy and the adoption of its key links for this Rural Lands Strategy responds to a number of the strategies included in the Draft Rural Lands and Villages Strategy (Version 1) which pre-dated the Green Grid Strategy and promoted the enhancement of the green grid in the rural lands.

Figure 5: West District green grid links



Source: Tract Consultants based on information from Government Architect NSW

2.4 MAJOR PROJECTS AND CATALYTIC INVESTMENT

Significant major projects and city shaping investment has been announced both in and around the Penrith LGA in recent years led by the construction of Western Sydney Airport. Many of these projects will impact land that is currently rural, with some of this land, particularly in the south east, transitioning to urban development in the short to medium-term. These major projects are listed below and shown in Figure 6.

Western Sydney Airport

Western Sydney International (Nancy Bird Walton) Airport is currently under construction just south of the Penrith LGA. With a planned opening date in 2026, the airport will provide new economic opportunities for the Penrith LGA as jobs and new industries linked to the airport are created.

Western Sydney Aerotropolis

Western Sydney Aerotropolis is the area surrounding the new Western Sydney Airport that is being planned to become a thriving economic centre in Western Sydney contributing towards 200,000 new jobs in the Western Parkland City and becoming a high-skill jobs hub across aerospace and defence, manufacturing, healthcare, freight and logistics, agribusiness, education and research industries. A number of the precincts identified within the Western Sydney Aerotropolis lie entirely or partly within Penrith LGA's existing rural lands including the Northern Gateway and Agribusiness precincts.

Sydney Metro Western Sydney Airport

A new metro rail line connecting Western Sydney Airport and Aerotropolis to the existing T1 Western Rail Line at St Marys. Two of the six stations, Orchard Hills and Luddenham Road, are located within Penrith City's existing rural lands.

M12 Motorway

The M12 Motorway is a new east-west motorway between the M7 at Cecil Hills and The Northern Road at Luddenham. It is currently under construction and travels through Penrith City's southern rural lands including Kemps Creek and Luddenham.

Western Sydney Freight Line

A dedicated freight rail connection between the Western Parkland City and Port Botany and servicing growing industrial areas and distribution centres. The Western Sydney Freight Line travels through Penrith City's southern rural lands including Luddenham and Kemps Creek.

Outer Sydney Orbital (M9 Motorway)

Future motorway and potential freight rail corridor connecting the North West Growth Area through Penrith LGA and Western Sydney Airport to Campbelltown-Macarthur and beyond. The proposed corridor for the Outer Sydney Orbital travels through Penrith City's southern rural lands including Orchard Hills and Luddenham.

Greater Penrith to Eastern Creek Investigation Area

The Greater Sydney Region Plan and Western City District Plan identified a new investigation area called the Greater Penrith to Eastern Creek (GPEC) investigation area. GPEC covers a large part of the existing urban area of the Penrith LGA as well as areas nominated for urban investigation such as Orchard Hills.

Castlereagh Connection

A corridor of around 22kms has been preserved for the Castlereagh Connection since 1951 to provide an east-west connection between the Nepean River near Castlereagh and the M7 Motorway in Blacktown. The proposed corridor travels through Penrith City's northern rural lands. Council is advocating for the delivery of the Castlereagh Connection on the basis of the benefits it would provide by improving community resilience, enabling access to jobs and economic development and unlocking regional access for freight and logistics, agribusiness and manufacturing.

Major Road Upgrades

- The Northern Road

Construction is continuing on upgrades to The Northern Road, between Narellan and Penrith to improve connectivity and travel reliability between the North West Growth Area, the Western Sydney Airport and Aerotropolis and the South West Growth Area. These upgrades are being undertaken to the section of The Northern

Road that travels through Penrith City's southern rural lands.

- Mamre Road

Transport for NSW is planning an upgrade of Mamre Road between the M4 Motorway, and

Erskine Park Road, Erskine Park. The project will deliver a four lane divided road, with capacity for six lanes in future if required, and a new shared path along the eastern side of Mamre Road. Mamre Road travels through Penrith City's southern rural lands.

Figure 6: Major initiatives relating to Penrith City's existing rural lands



Source: Amended from figure by Gyde Consulting

PART B RURAL PRIORITIES AND OUTCOMES





PRIORITY 1:

Secure the rural edge

OUTCOMES

- 1.1 The rural edge is included in the Local Environmental Plan
- 1.2 That rural lands are maintained and protected

The policy context and major projects described in Part A reflect the pressures being experienced by the MRA. Even since the release of the Greater Sydney Region Plan in 2018, planning has continued to evolve in Penrith City's rural lands, particularly in the south east around Western Sydney Airport and Aerotropolis, resulting in the need to clarify discrepancies with the MRA. This Strategy clearly maps our rural lands so that we can identify our readily defensible rural boundary and continue to ensure the ongoing protection and viability of our rural lands.

This process was started in the LSPS with the mapping of a rural edge which used the MRA as a basis and clarified our rural lands considering urban investigation areas and other minor discrepancies. This Strategy builds on this work considering both the MRA, the rural edge and other research to clearly identify a boundary beyond which urban development will not be considered.

The detailed consideration and identification of an updated rural edge is critical to ensuring the protection of Penrith City's rural lands into the future.

OUTCOME 1.1 THE RURAL EDGE IS INCLUDED IN THE LOCAL ENVIRONMENTAL PLAN

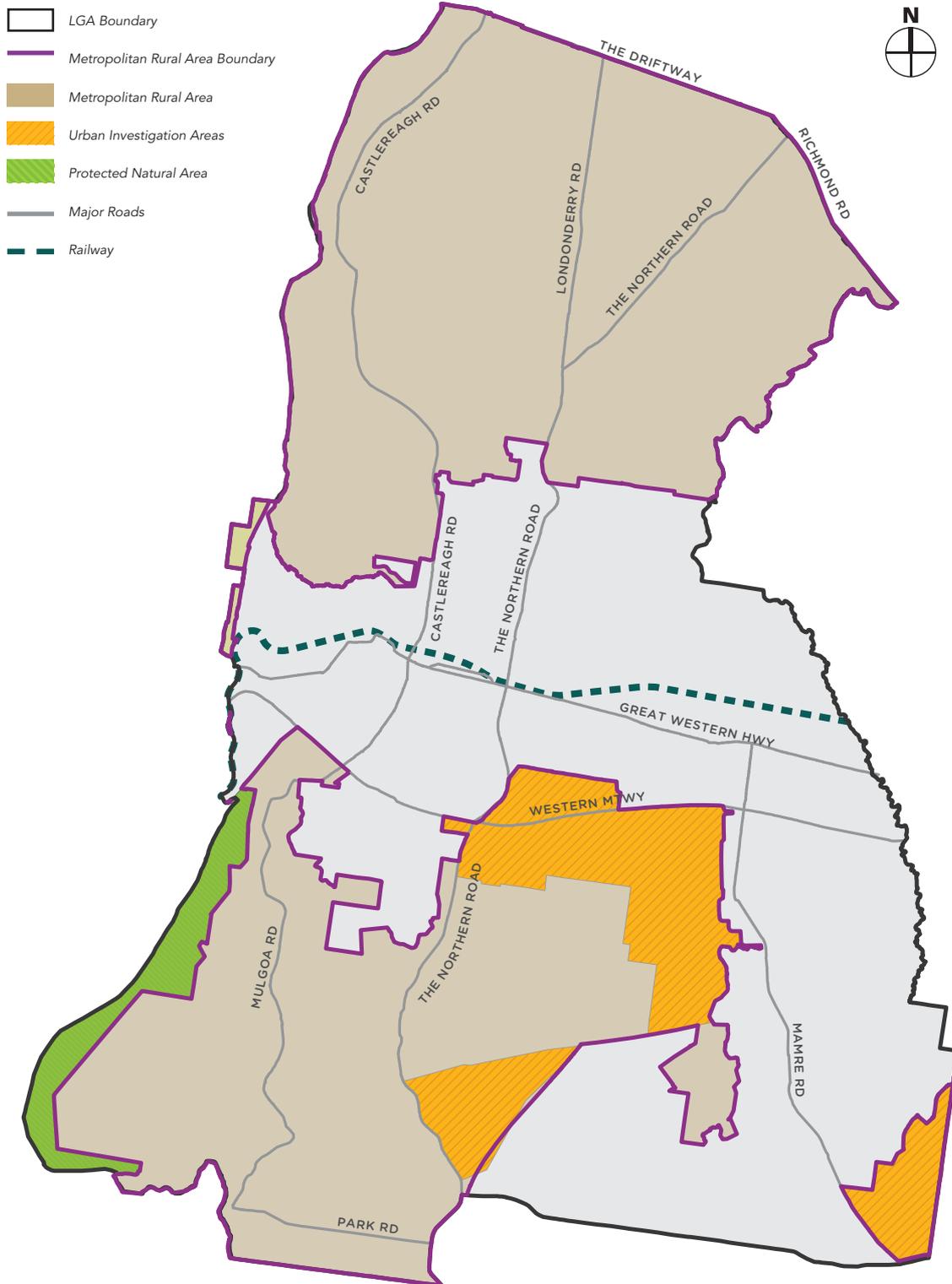
The Greater Sydney Region Plan, A Metropolis of Three Cities, identifies the MRA and states that urban development should not be pursued within the MRA as the existing urban area and identified urban investigation areas will serve Sydney's housing requirements in the medium to long-term.

The Region Plan identifies three urban investigation areas within, or partially within, the Penrith LGA:

- Orchard Hills;
- Luddenham; and
- Mount Vernon.

The MRA and the three urban investigation areas within the Penrith LGA are shown in Figure 7. These boundaries form the basis of the identification of where our urban areas change to rural, or our rural edge.

Figure 7: The Metropolitan Rural Area and urban investigation areas identified in the Greater Sydney Region Plan



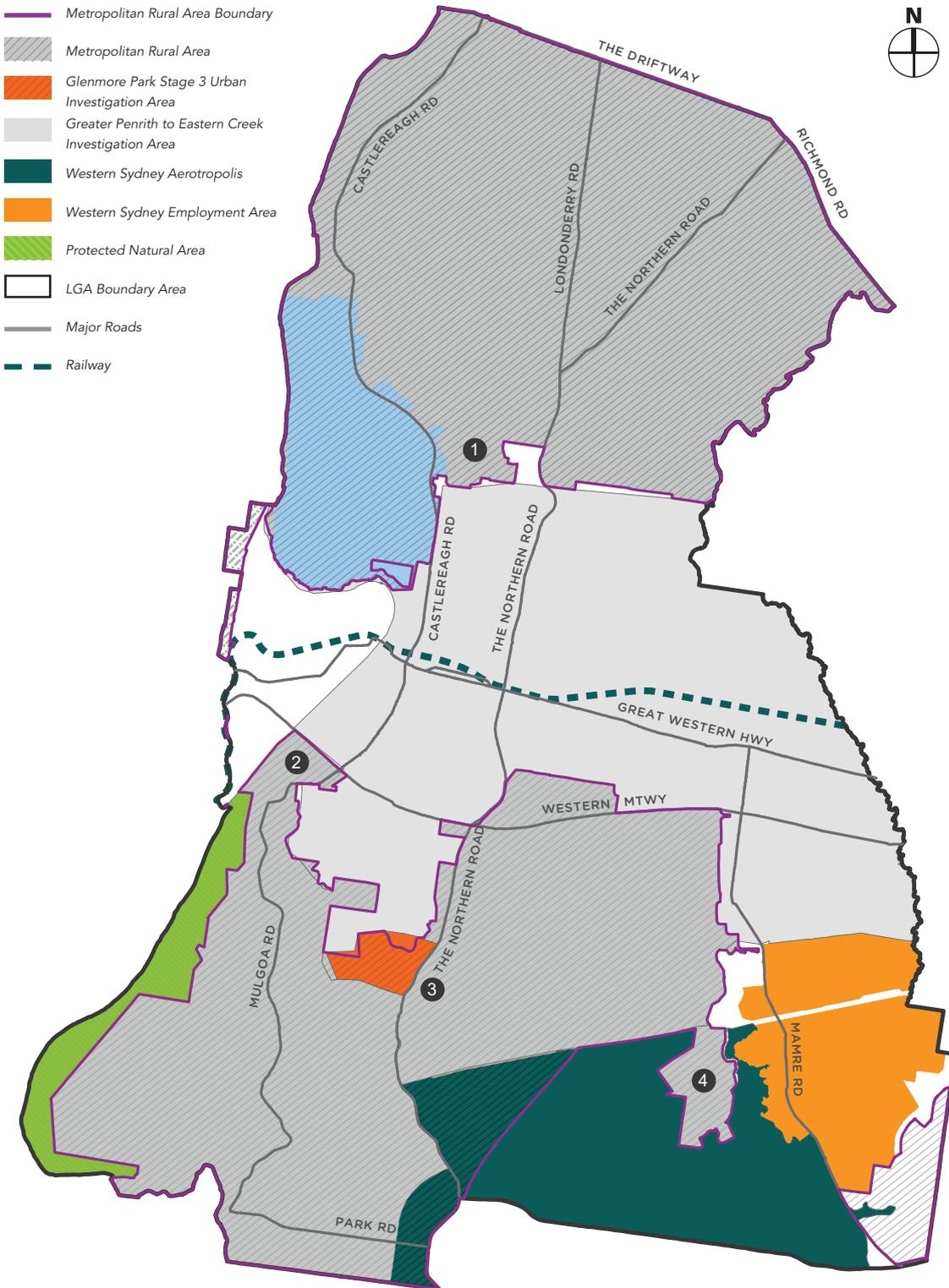
In the LSPS, Council mapped a rural edge which we considered to be the readily defensible rural boundary for our LGA based on all the planning currently being pursued in and around our City. While using the MRA and urban investigation areas as a basis, this rural edge also considered and generally excluded from the rural lands the following:

- Western Sydney Aerotropolis;
- Western Sydney Employment Area;
- Greater Penrith to Eastern Creek (GPEC) Investigation Area; and
- Council's nominated urban investigation area, Glenmore Park Stage 3.

The rural edge in the LSPS also excluded the Penrith Lakes site. The development outcomes for the Penrith Lakes site are, as yet, unclear. However, the site is planned by the NSW Government under *State Environmental Planning Policy (Penrith Lakes Scheme) 1989*. There are parts of the site now earmarked for non-rural uses such as a business park, helipad and film studio, and while these uses are subject to NSW Government approval, this Strategy continues to represent Penrith Lakes outside the rural edge. In reality, once development outcomes for the site are known, it is likely that the rural edge may traverse through the site. The rural edge will be amended in future as further detail in relation to the site becomes clear.

The boundaries of these areas are shown on Figure 8.

Figure 8: Areas subject to major planning initiatives



There are a number of other areas where the rural edge shown in the LSPS differs from the MRA. Each of these areas has been considered in turn below with the numbers referenced on Figure 8 and a decision for including it within our rural lands has been made based on site-specific research to ensure that we create a rural edge that we can readily defend into the future.

1. North Cranebrook – the rural edge mapped in the LSPS excluded an area in North Cranebrook that had been included in the MRA. This Strategy retains this area within the rural lands as per the MRA for the following reasons.

- The objectives of the land use zones in the Penrith Local Environmental Plan 2010 for this area align with the rural lands more so than the urban areas;
- A comparison of this area with other areas of the same land use zones throughout the LGA and their minimum lot sizes suggest that these areas better align with the rural lands; and
- The advice of the former Department of Planning¹ is that the R5 zone is intended to cater for development that provides for residential housing **in a rural setting** (emphasis added).

2. Regentville – The MRA boundary largely aligns with the suburb boundary of Regentville. In doing so it includes areas zoned R2 Low Density Residential which is an urban land use zone. The rural edge amends the MRA boundary to exclude the R2 zoned land from the rural lands.

3. Glenmore Park – The rural edge in the LSPS excludes the whole area subject to the planning proposal for Glenmore Park Stage 3 with the boundary identified on The Northern Road itself. The rural edge boundary sets the boundary further west of the road corridor in recognition of:

- The scenic value of The Northern Road corridor;
- The desire to keep urban development set back from The Northern Road to retain this scenic value; and
- The fact that urban development is set back from The Northern Road further north.

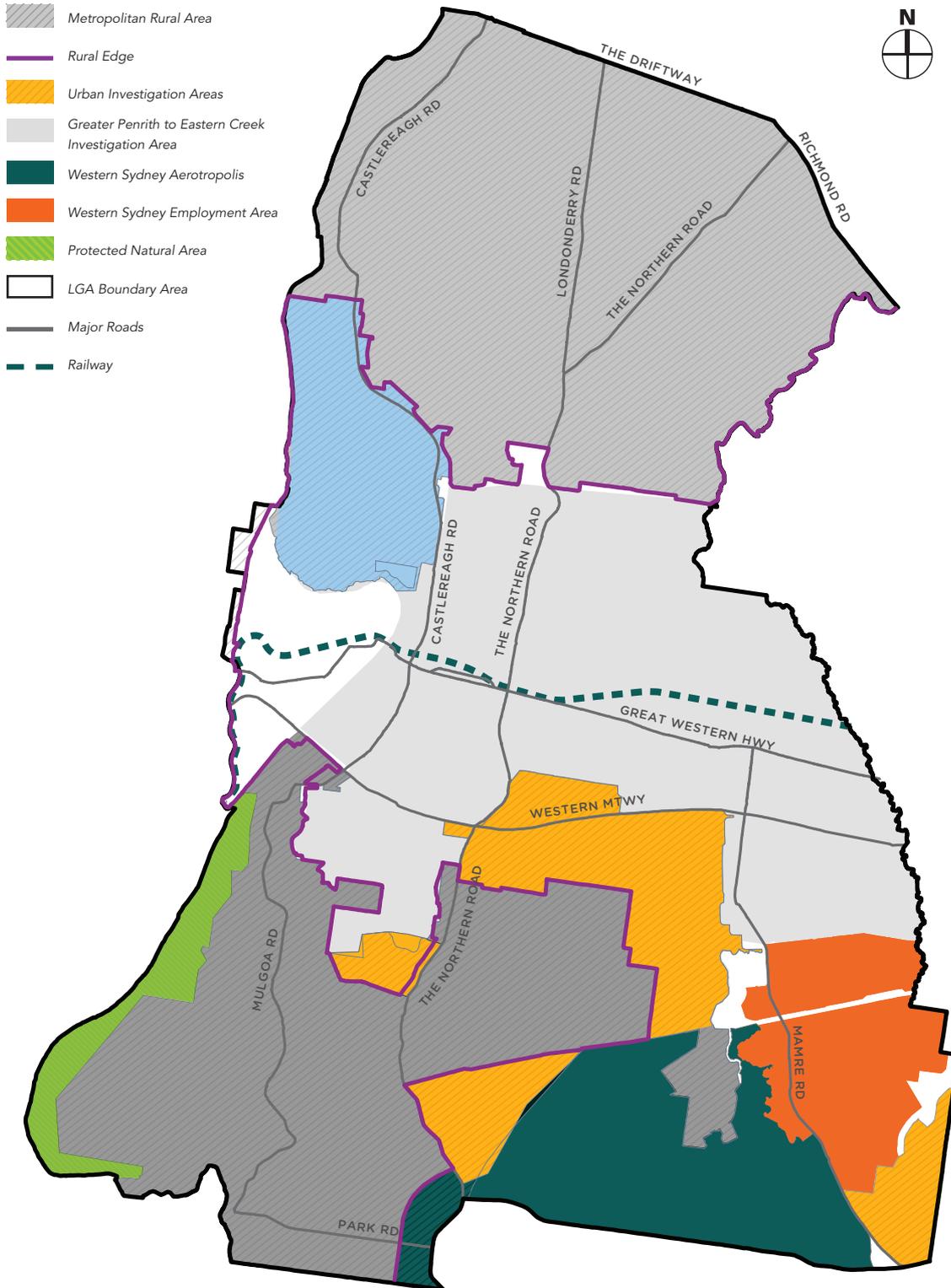
4. Twin Creeks – Once the rural edge was amended to exclude GPEC, Western Sydney Employment Area and the Aerotropolis, the Twin Creeks development is left as an island within areas that will be subject to future urban development. The final rural edge excludes Twin Creeks based on the following:

- Twin Creeks is a lifestyle community built around a golf course;
- It is unlikely to change in the medium to long-term; and
- It is unlikely to be used for a specific rural use.

In consideration of all matters discussed above, the final rural edge is shown in Figure 9.

¹ LEP Practice Note PN07-001 Standard Instrument for LEPs – frequently asked questions (1), 26 March 2007

Figure 9: The rural edge adopted in this Rural Lands Strategy



OUTCOME 1.2 THAT RURAL LANDS ARE MAINTAINED AND PROTECTED

Council will work to defend the rural edge and exclude urban development to ensure the values of our rural lands are retained. However, the pressures on our rural lands are recognised. These come from three main directions:

- North East – pressure on Llandilo and Berkshire Park from urban development in the North West Priority Growth Area. The Penrith LGA is separated from the Priority Growth Area by South Creek which provides a natural barrier.
- South West – pressure on the northern part of the Mulgoa Valley from urban development around Glenmore Park
- South East – transition of existing rural areas to urban development as part of the Western Sydney

Employment Area, Western Sydney Aerotropolis and urban investigation areas.

Further discussion in relation to these pressures in each precinct are addressed in Part C Place-Based Frameworks.

ACTION

Use Council's planning framework to protect the rural edge as defined in the Rural Lands Strategy in the Local Environmental Plan and ensure that the rural development controls apply to all lands identified by the rural edge.

Precincts

Place-based planning is widely accepted as best practice to achieve optimum outcomes for communities.

Both the Greater Sydney Region Plan and Western City District Plan recommend the use of place-based planning in rural areas. Following the identification of the rural edge above, an assessment of the existing rural lands in our City was undertaken, considering matters including land use, environment, topography and scenic characteristics. The result of this assessment is a framework that will be used as the basis for this Strategy comprising four precincts:

- Rural North East which includes the areas of Llandilo and Berkshire Park
- Rural North West which includes Castlereagh, Agnes Banks, North Cranebrook and Londonderry
- Rural South West which includes the Mulgoa Valley, villages of Mulgoa and Wallacia and Regentville
- South East Transition which includes the areas around Orchard Hills, Luddenham, Kemps Creek, Badgerys Creek and Mount Vernon.

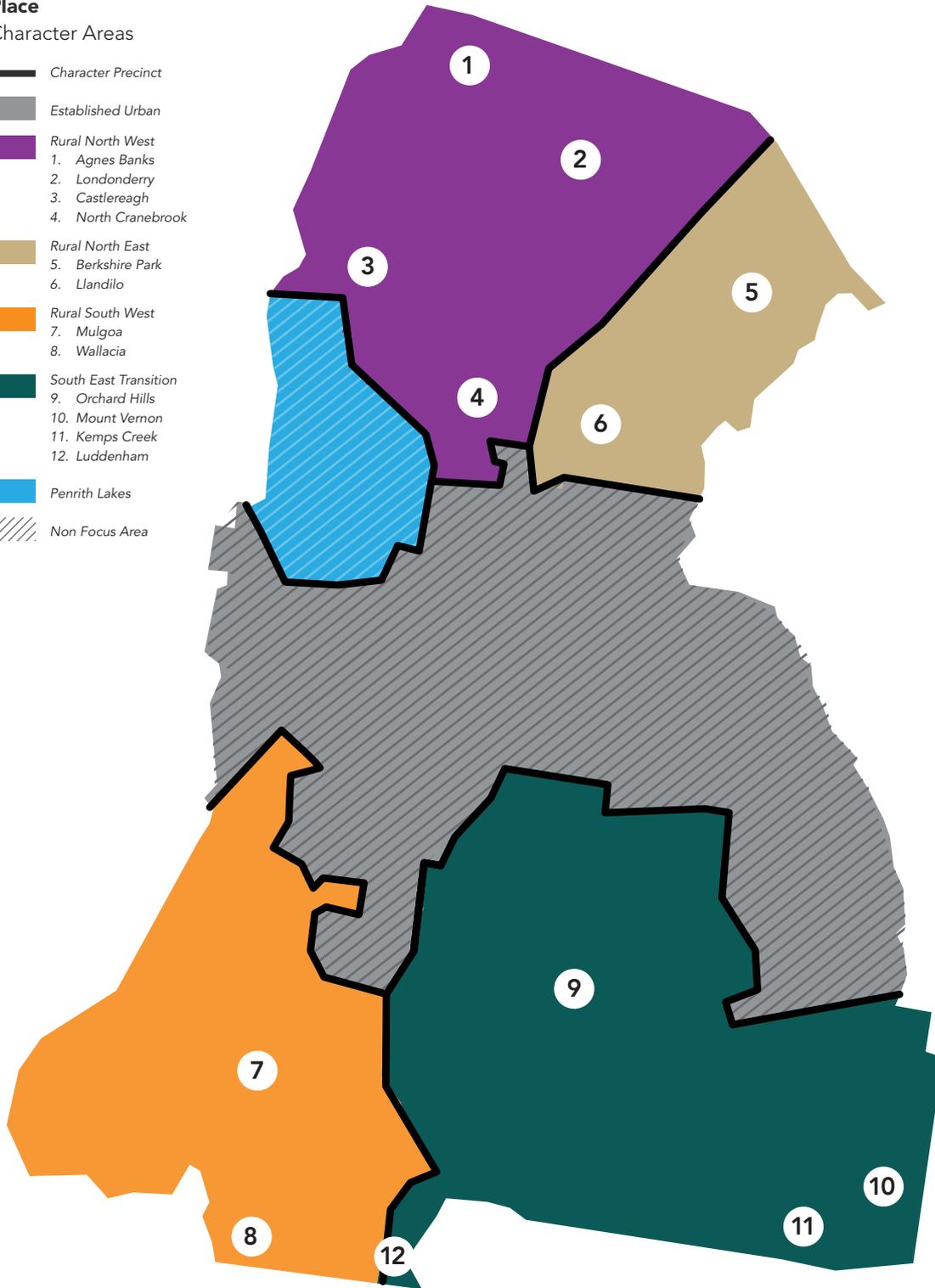
The precinct names acknowledge the pressures on Penrith City's existing rural lands in recognition of the major projects and catalytic investment in progress in our LGA. The first three precincts are currently rural and will remain so, protected by the identification of the rural edge boundary. The fourth precinct, South East Transition, is currently rural but much of this precinct will transition to urban development in the medium-term. This transitional area is still addressed in this Strategy to try to achieve the best outcomes for the transition period and for those areas of land that will remain rural in the future.

Figure 10: Place-based precinct framework

Place

Character Areas

-  Character Precinct
-  Established Urban
-  Rural North West
 - 1. Agnes Banks
 - 2. Londonderry
 - 3. Castlereagh
 - 4. North Cranebrook
-  Rural North East
 - 5. Berkshire Park
 - 6. Llandilo
-  Rural South West
 - 7. Mulgoa
 - 8. Wallacia
-  South East Transition
 - 9. Orchard Hills
 - 10. Mount Vernon
 - 11. Kemps Creek
 - 12. Luddenham
-  Penrith Lakes
-  Non Focus Area



Source: Amended from figure by Gyde Consulting

PRIORITY 2:

Protect ecological health and biodiversity

OUTCOMES

2.1 Natural areas are protected and connected

2.2 Waterways are maintained or improved

2.3 Private conservation initiatives are expanded

The rural areas of Penrith City display significant ecological attributes that this Strategy seeks to protect and enhance. Penrith City's natural environment is the basis for rural livelihoods, lifestyle and experience. This Strategy acknowledges the wide-ranging benefits of the natural environment such as cleaning our air, purifying our water, producing food and medicines, reducing chemical and noise pollution, slowing floodwaters and helping people to stay healthy, physically and mentally. Ensuring land use planning and decision making supports ecological health and protects biodiversity will allow Penrith City's rural areas to thrive.

OUTCOME 2.1 NATURAL AREAS ARE PROTECTED AND CONNECTED

Natural areas are a defining feature of Penrith City'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 City 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 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.

There are already several reserves located within or adjoining the LGA that are protected and publicly managed by the National Parks and Wildlife Service (NPWS) for conservation. In addition, the Orchard Hills Defence Establishment site protects about 900 hectares of native vegetation as a major offset to the vegetation removed through construction of Western Sydney Airport. These reserves and areas of protected vegetation form the enduring base for broadscale conservation initiatives.

There is an opportunity to further consider the role of buffers to these protected natural areas to ensure they are not impacted negatively by adjoining rural land uses, particularly in the northern rural lands where primary production land uses are adjacent to protected areas. Further research is required to determine the best approach for Council in tackling this issue.

Cumberland Plain Conservation Plan

In light of the planned additional urban development across the Cumberland Plain (of which Penrith LGA is a part) in areas such as the Western Sydney Aerotropolis and GPEC investigation area, in 2020, the NSW Government released the Cumberland Plain Conservation Plan (CPCP) for public exhibition. The CPCP is a conservation plan that seeks to support the delivery of housing, jobs and infrastructure in these planned growth areas while protecting important local and regional biodiversity to 2056.

The CPCP covers an area of around 200,000 hectares, spanning across eight local government areas including Wollondilly, Camden, Campbelltown, Liverpool, Fairfield, Penrith, Blacktown and Hawkesbury. It contains 28 commitments and 141 actions designed to improve ecological resilience and function and

offset the biodiversity impacts of housing and infrastructure development. When approved, the CPCP will provide biodiversity approvals under the NSW *Biodiversity Conservation Act 2016* and Commonwealth *Environment Protection and Biodiversity Conservation Act 1999* in four nominated areas for urban development including the GPEC Investigation Area and the Western Sydney Aerotropolis. The CPCP will also provide NSW and Australian Government biodiversity approvals for major infrastructure corridors in the Western Parkland City. Once the CPCP is finalised, the conservation measures outlined in the CPCP will form the basis of conservation efforts across the Western Parkland City and the Penrith LGA in the future. Despite being exhibited almost 18 months ago, the CPCP has not yet been finalised and as such, the implications for the Penrith LGA and our rural lands remain unclear.

Notably for Penrith City, the exhibited CPCP did not address the deferred lands in the north of the Penrith LGA. These lands form the largest area of privately owned native vegetation in Penrith City. At the end of 2021, the NSW Government announced that these lands, owned by the Deerubbin Local Aboriginal Land Council would be progressed as a future amendment to the CPCP. This is further addressed in Outcome 2.3 below.

Without the finalisation of the CPCP, Council will continue to protect and maintain our natural areas in line with existing strategies and programs and information available. Council's Green Grid Strategy provides some direction in relation to ecological lands and is addressed below as is the biodiversity study currently in preparation.

Green Grid Strategy

The Green Grid Strategy used ecological data to define the ecological grid (refer to Figure 11), one of the four key grids defining the green grid, the others being hydrological, recreational and connectivity and access grids. As such, the green grid links identified will contribute to ecological outcomes when implemented. The Green Grid Strategy provides a prioritised framework for realisation of the links identified. The relevant green grid links for the rural areas of Penrith

City are further considered in the place-based frameworks in Part C of this Strategy.

Bushland Management and Bushcare

Council actively manages more than 70 bushland reserves under our care, control and management which are spread throughout the LGA including in the rural lands. These bushland reserves cover approximately 450 hectares and have significant biodiversity attributes. There are ten Bushcare groups that work to maintain and improve our bushland areas and four of these are located within the rural lands in Mulgoa, Wallacia, Orchard Hills and Regentville. Council will continue to manage our bushland areas to deliver benefits for our community across the rural lands and the Penrith LGA more broadly.

Biodiversity Study

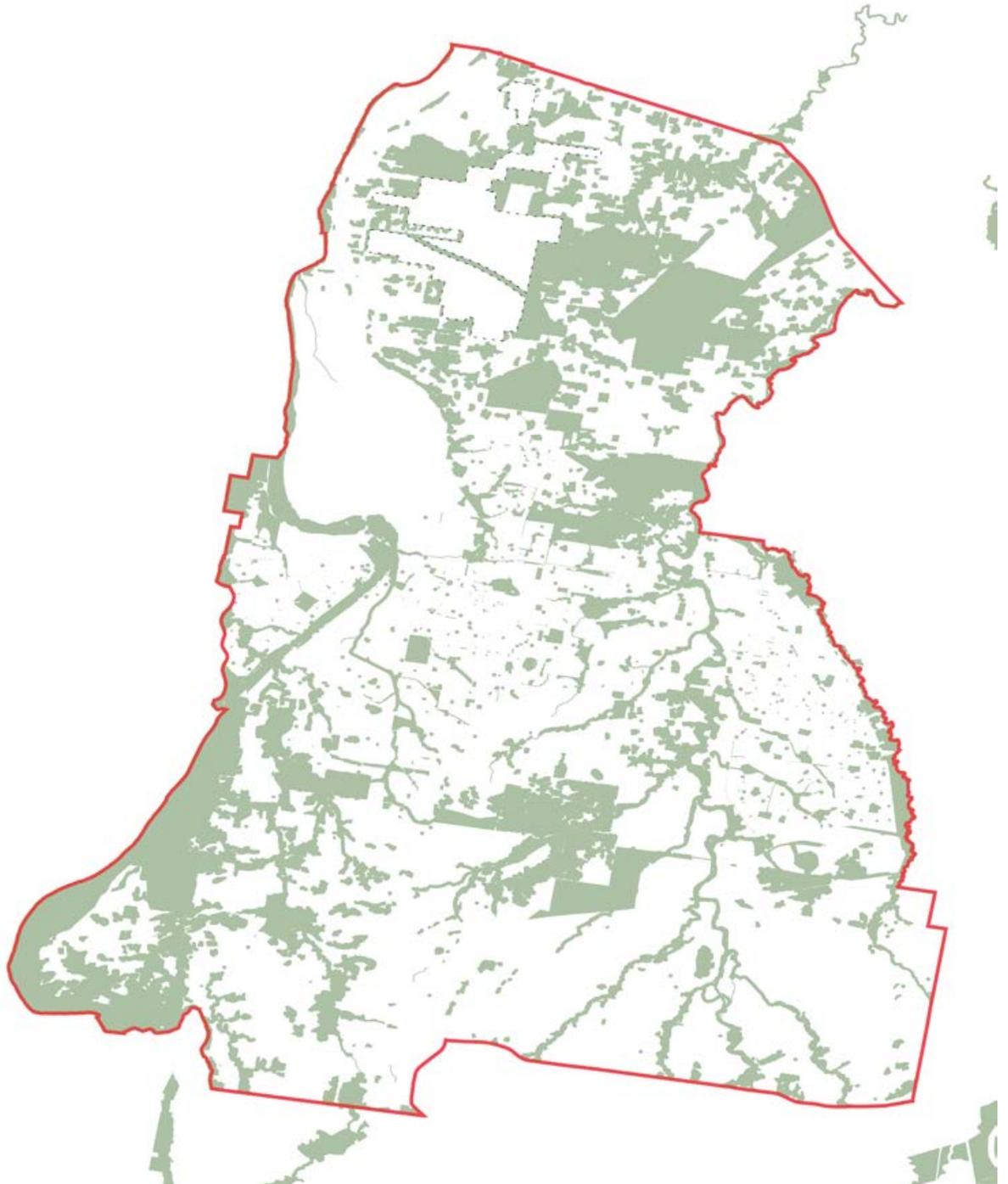
Council is undertaking a biodiversity study to identify biodiversity patches, corridors and connections across Penrith City. The objective of the study is to improve understanding of high value environmental lands within the Penrith LGA to enable increased protection of these areas through improved planning. The outcomes of the Biodiversity Study will provide a basis for amending the natural resources sensitivity land mapping in the *Penrith Local Environmental Plan 2010*.

ACTION

Review and update planning controls within the Local Environmental Plan and Development Control Plan to:

- Reflect the outcomes of the Biodiversity Study once completed;
- Incorporate buffers within land adjoining natural areas; and
- Support protection and connection of natural areas.

Figure 11: Ecological grid as shown in the Penrith Green Grid Strategy



Source: Tract Consultants

OUTCOME 2.2 WATERWAYS ARE MAINTAINED OR IMPROVED

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 City 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 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 City's waterways are an integral part of Penrith and Western City District's green grid. The Green Grid Strategy identifies a number of short-term and priority projects as well as priority future connections that seek to enhance Penrith City's waterways and increase public access to them e.g. better connecting to the Nepean River in the south, or better connecting our northern rural communities with the recreation opportunities in the Penrith Lakes site. The Green Grid Strategy also commits to the integration of best-practice water sensitive urban design initiatives in the design and delivery of green grid projects.

Council's Water Sensitive Urban Design Policy applies to developments that increase impervious surfaces by more than 250m² and promotes the sustainable management of the water cycle to reduce environmental damage and safeguard receiving waterways. Council will seek to ensure that appropriate controls are in place to protect and restore waterways and riparian corridors as part of new developments.

As part of the planning process for the Western Sydney Aerotropolis, water health objectives and controls have been developed for the Wianamatta South Creek catchment. Council is supportive of the approach developed and will consider how this approach could be adopted for other areas of the Penrith LGA to better manage new development.

In considering how planning controls could be updated to better maintain and improve waterways, Council will consider the direction provided in the NSW Government's Risk-based Framework for Considering Waterway Health Outcomes in Strategic Land-use Planning.

In the rural areas of Penrith City, better management of agricultural runoff, soil erosion and wastewater will have a positive impact on waterways. To this end, further intensification of rural residential development in areas not serviced by reticulated sewerage is not generally supported.

ACTION

Review and update planning controls within the Local Environmental Plan and Development Control Plan to:

- Protect and restore waterways and riparian corridors; and
- Incorporate relevant elements of the approach developed for the Wianamatta South Creek catchment in the Western Sydney Aerotropolis.

OUTCOME 2.3 PRIVATE CONSERVATION INITIATIVES ARE EXPANDED

Penrith City is unique in that significant areas of remnant native vegetation occur on private land outside conservation reserves. To maximise the availability of land suitable for biodiversity offsets, conservation and recovery outcomes

in Penrith City 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, better management of natural assets has been shown to result in a range of benefits for landowners including improved biodiversity, farm production and farmer wellbeing as well as broader landscape outcomes such as healthy landscapes, healthy communities, improved ecosystem services e.g. pollination and natural processes e.g. water cycling (Australian National University, 2022).

Opportunities exist for landowners to further explore conservation initiatives on their land with the NSW Government's Biodiversity Conservation Trust, Landcare, Greening Australia and other non-government organisations. Council will work to educate and support rural landowners in relation to these organisations, the opportunities they offer and how it could benefit their property and the LGA as a whole.

Biodiversity offsets for development must be sourced within the same or adjoining Interim Biogeographic Regionalisation of Australia subregion which represents 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 as national parks, nature reserves or similar) making it unavailable for use as an offset.

Irrespective, there already exist a number of biodiversity agreements on private land that work to protect and enhance land with ecological significance across the Penrith LGA. Fifteen biobanking agreements that cover more than 800 hectares of Penrith City were entered into between 2013 and 2019 under previous conservation legislation. Since the introduction of the new legislation, the *Biodiversity Conservation Act 2016*, a further conservation agreement covering almost five hectares has been entered into to the end of 2020.

As mentioned above, the NSW Government has recently announced that they are working with one of Penrith LGA's largest private landowners, Deerubbin Local Aboriginal Land Council (DLALC), to achieve a balance of development and conservation on their lands. DLALC owns the lands deferred from the Penrith LEP 2010 in the north of the Penrith LGA. The NSW Government states that the agreement will fast track preparation of the biodiversity assessment and approvals for DLALC's land, protecting around 1,100 hectares of native vegetation, while enabling DLALC to realise the socio-economic opportunities of their lands and will be an extension to the CPCP's conservation program (NSW Department of Planning and Environment, 2021). Council is not a party to the agreement between the NSW Government and DLALC, however, the outcome of the process will enable Council to respond to the structure plan in future.

ACTION

Identify land subject to ongoing conservation agreements through environmental protection zonings in the Local Environmental Plan. Engage with, educate and support rural landowners to:

- Access conservation programs and initiatives through partners including the Biodiversity Conservation Trust, Landcare and Greening Australia; and
- Increase involvement in volunteering and citizen science opportunities

PRIORITY 3:

Preserve open space, natural beauty and cultural connections

OUTCOMES

3.1 Scenic and cultural landscapes are identified and protected

3.2 Quality visual outcomes are achieved in highly visually sensitive landscapes

3.3 Design outcomes are enhanced in visual gateways

3.4 Important rural vistas are maintained

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 City remains a place of choice for people to live, work and visit.

Penrith City's rural lands are appreciated for their landscape character, which varies across the LGA. Maintaining or improving on landscape character will ensure local areas retain a familiar sense of place. This will be achieved through the protection of our scenic and cultural landscapes, highly visually sensitive landscapes, visual gateways and rural vistas.

OUTCOME 3.1 SCENIC AND CULTURAL LANDSCAPES ARE IDENTIFIED AND PROTECTED

Scenic and cultural landscapes are defined broadly as those landscapes particularly valued for one or more characteristic, such as scenic quality (or beauty), natural conservation values, cultural values and availability of attractive vistas.

Investigations completed as part of the Penrith Scenic and Cultural Landscapes Study that was exhibited with the LSPS in 2019 identified six significant scenic and cultural landscapes in Penrith City. Two of these were assessed as having a regional or higher level of significance and four were assessed as having a local level of significance.

Scenic and Cultural Landscapes

Regional or higher significance

1. Mulgoa Valley (including Mulgoa and Wallacia)
2. Nepean River Corridor

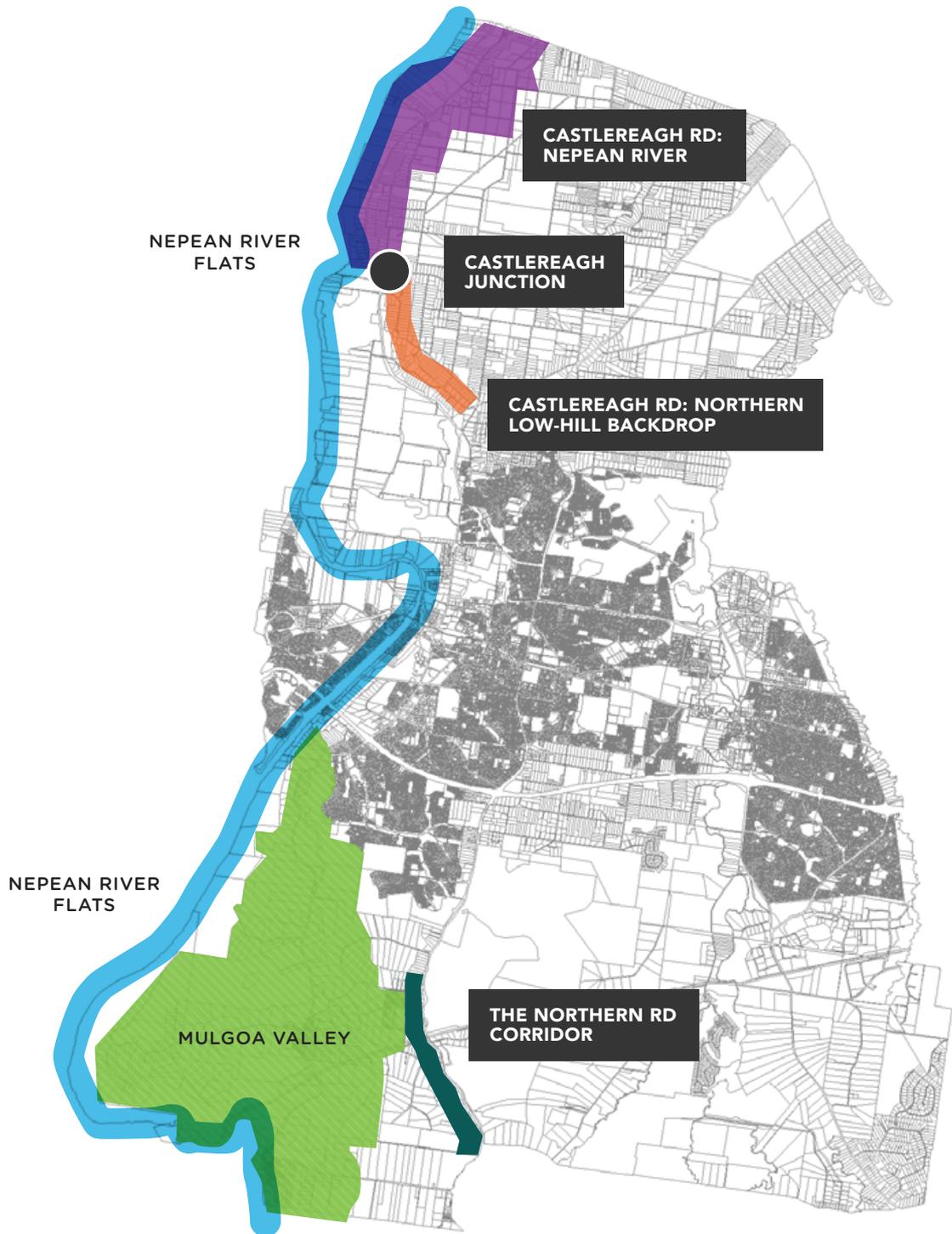
Local significance

3. Northern Nepean River/Castlereagh Road
4. Northern Low Hill Backdrop/Castlereagh Road
5. Castlereagh Junction
6. The Northern Road Regional View Corridor

The six significant scenic and cultural landscapes are shown on Figure 12.

In order to ensure ongoing protection of the values that make these landscapes significant, Council will map these boundaries in the Local Environmental Plan and include statements of significance within the Development Control Plan. Specific actions to this effect are included in the relevant place-based frameworks in Part C of this Strategy.

Figure 12: Significant scenic and cultural landscapes



Source: Gyde Consulting based on information from Envisage

The Penrith Scenic and Cultural Landscapes Study also acknowledged that there is currently limited information about natural landscapes that are significant for Aboriginal cultural identity and connection to land. As a result, there may be additional landscapes of cultural importance not currently identified or additional values that should be recognised in the identified scenic and cultural landscapes. Council will work to investigate landscapes of significance to the Aboriginal community and reflect this in the mapping and statements of significance for scenic and cultural landscapes in future.

ACTION

Work with Aboriginal and Torres Strait Islander stakeholders to identify and protect significant Aboriginal cultural landscapes in Penrith City's rural areas.

OUTCOME 3.2 QUALITY VISUAL OUTCOMES ARE ACHIEVED IN HIGHLY VISUALLY SENSITIVE LANDSCAPES

Many parts of Penrith City'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 six scenic and cultural landscapes described above which are highly visually sensitive, four additional areas that are visually sensitive were identified within, or partly within the rural lands as follows:

1. Orchard Hills – views from the M4 Motorway southward across Orchard Hills.
2. M4/Nepean River Eastern Interface – views from the M4 Motorway crossing of the Nepean River toward Regentville, Penrith and Jamisontown.

3. South of Glenmore Park – an area outside the Mulgoa Valley but that could be visible from the lower parts of the Mulgoa Valley.

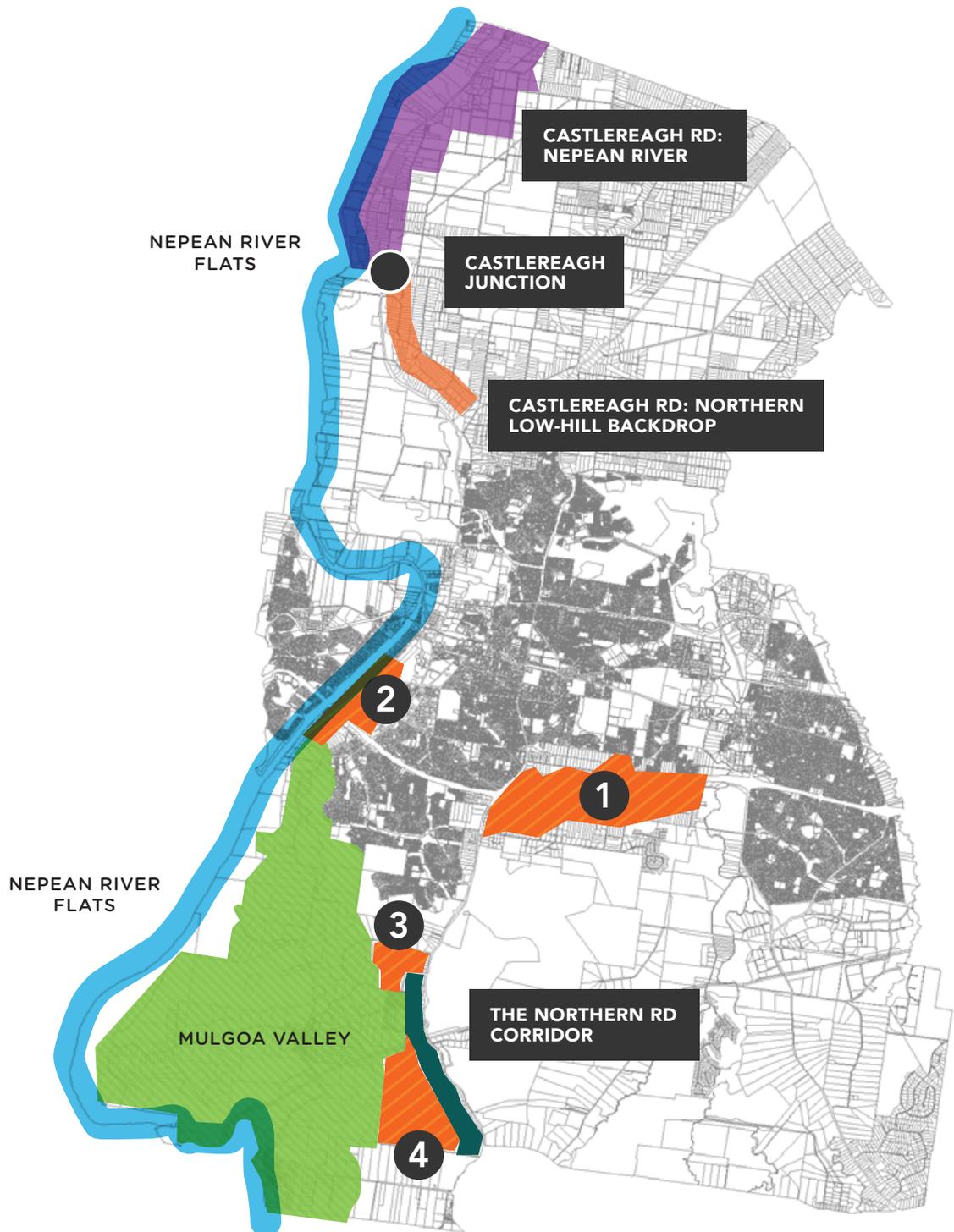
4. Area near intersection of The Northern Road and Park Road – an area outside the Mulgoa Valley, but could be visible from parts of the Mulgoa Valley.

These visually sensitive landscapes are shown in Figure 13.

Major transport corridors such as the M4 Motorway, The Northern Road and Mulgoa Road are also identified as being of high visual sensitivity due to the views they provide.

In order to ensure ongoing protection of the values that make these highly visually sensitive landscapes significant, Council will identify them in the strategic planning framework and provide guidelines for development within their vicinity. Further consideration of these highly visually sensitive landscapes is provided in the relevant place-based frameworks in Part C of this Strategy.

Figure 13: Highly visually sensitive landscapes



Source: Gyde Consulting based on information from Envisage

OUTCOME 3.3 IMPORTANT RURAL VISTAS ARE MAINTAINED

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 City 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 northern rural lands and across rural valleys in the southern rural lands.

The Penrith Scenic and Cultural Landscapes Study identifies regional vistas that 'encompass distant and generally wide views of major landscape features such as the Blue Mountains and Nepean River'. These important rural vistas and viewpoints are mapped on Figure 14. Protecting these vistas 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.

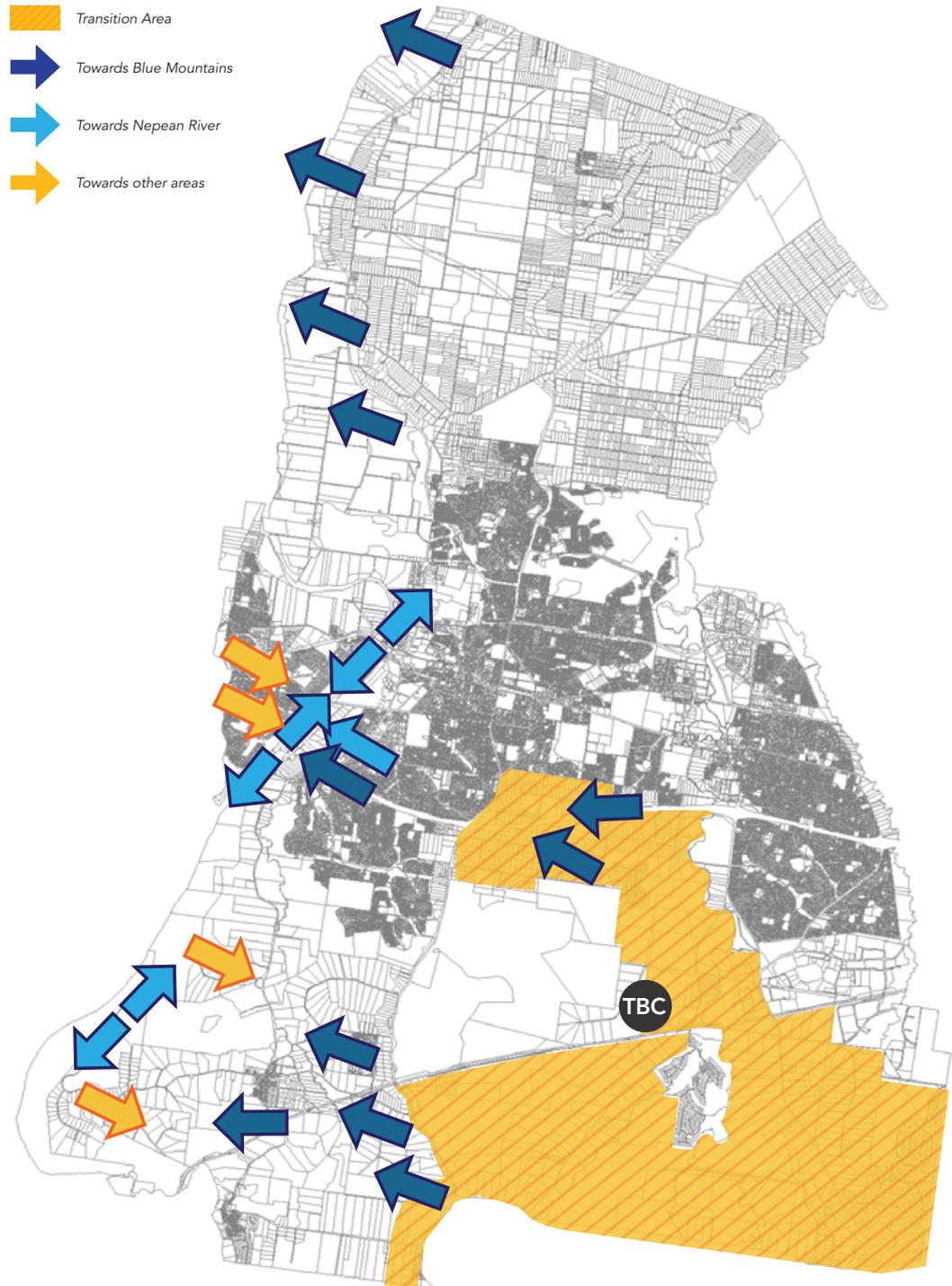
In the south east, as planning and development progresses, rural vistas will change. Through the planning processes Council will work to identify new view corridors specifically considering views from major transport corridors (such as Mamre Road as it is upgraded) and from other publicly accessible elevated locations.

ACTION

Map important rural vistas in the Development Control Plan and provide matters for consideration for development proposals within the view corridors.

It is noted that the scenic and cultural landscapes, highly visually sensitive landscapes and rural vistas discussed in Outcomes 3.1, 3.2 and 3.3 are often overlapping or adjacent to each other. In managing these scenic values in the planning framework it may be appropriate to address some of them in a single statement of significance. For example, one statement of significance may provide matters for consideration for The Northern Road Corridor scenic and cultural landscape, the two adjacent highly visually sensitive landscapes and the rural vistas from The Northern Road toward the Blue Mountains.

Figure 14: Important rural vistas



Source: Amended from figure by Gyde Consulting based on information from Envisage

OUTCOME 3.4 DESIGN OUTCOMES ARE ENHANCED IN VISUAL GATEWAYS

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

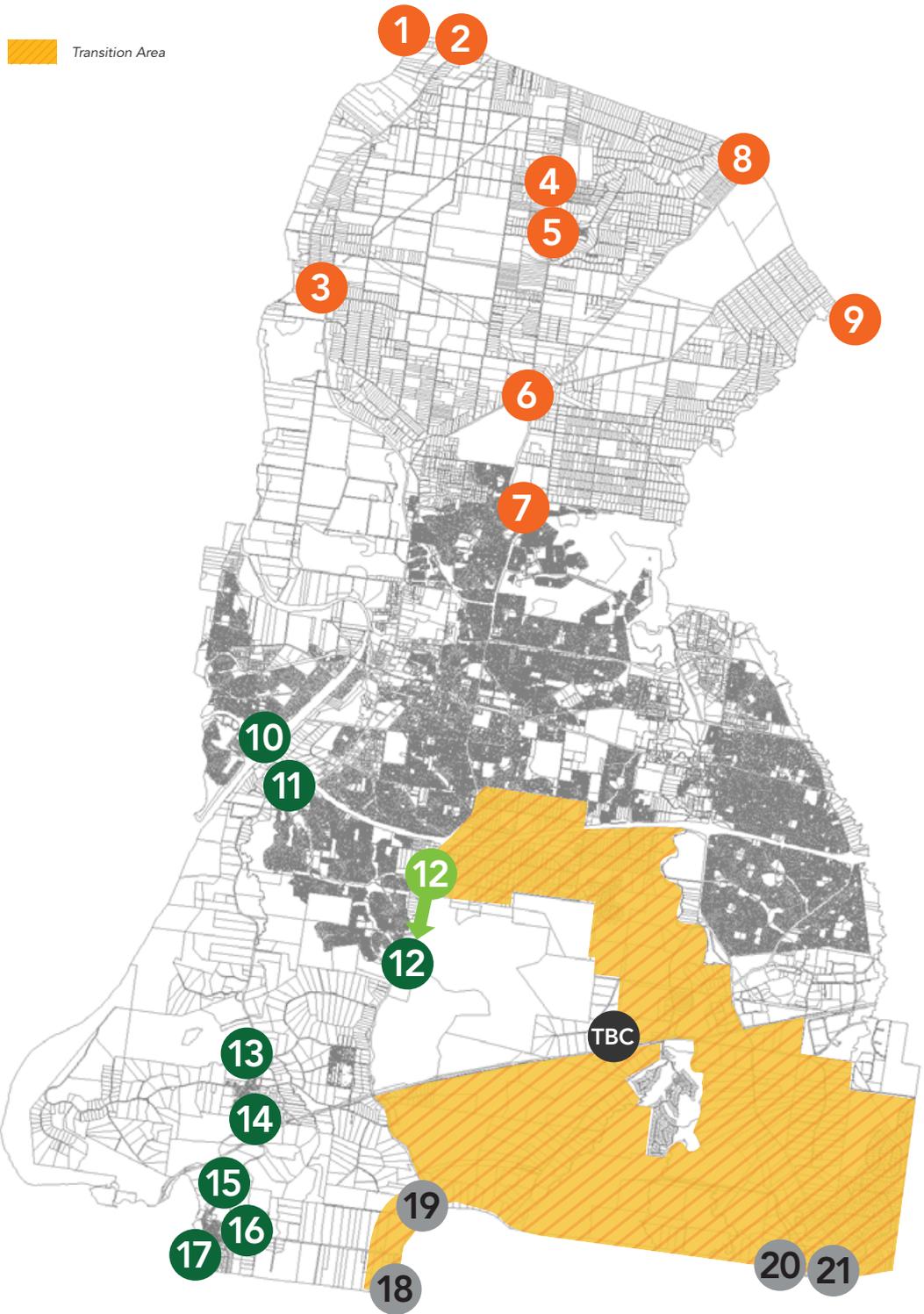
Council's DCP already identifies 23 visual gateways, of which 21 are located in areas that are currently rural (Figure 15). The Penrith Scenic and Cultural Landscapes Study reviewed these 21 visual gateways to assess their ongoing relevance and provide high level directions for managing them into the future. Considerations for planning the rural visual gateways are provided in Table 1.

Four of the rural visual gateways are located within the South East Transition precinct which is planned to experience substantial land use change in the short to medium-term. The visual gateways identified in this precinct should be reconsidered and amended if necessary as planning and development proceeds to identify visual gateways at the interface of urban and rural areas. The remaining visual gateways should be retained or amended as indicated in Figure 14 with matters for consideration informed by Table 1 incorporated into the Development Control Plan.

ACTION

Amend the visual gateways in the Development Control Plan to reflect the outcomes of the assessment in the Penrith Scenic and Cultural Landscapes Study and incorporate relevant matters for consideration.

Figure 15: Rural visual gateways



Source: Gyde Consulting based on information from Envisage

Table 1: Considerations for rural visual gateways

#	Location	Desired planning outcomes
RURAL 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 locality	Development is managed to provide a positive impression of the centre and assist with wayfinding.
4	Londonderry village south	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.
RURAL 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 City'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 City's rural areas.
RURAL 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 TRANSITION		
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 to the west and assist with wayfinding.
20	Kemps Creek locality west	The ongoing relevance of this Gateway will be considered as further detail on the planning for the Kemps Creek precinct of the Western Sydney Aerotropolis is known.
21	Kemps Creek locality east	
TBC	New Visual Gateways	New Rural Visual Gateways may be identified as major planning initiatives in the south-eastern part of the LGA progress.

PRIORITY 4:

Support a diverse rural economy

OUTCOMES

- 4.1 Land suitable for agriculture is identified and protected
- 4.2 Rural tourism grows and expands
- 4.3 Small businesses permitted in rural lands are supported and encouraged
- 4.4 Animal boarding and training establishments are supported and regulated by the NSW Government
- 4.5 Quarrying of identified resources continues and land is rehabilitated on completion of extraction

Penrith City'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.

Western Sydney Airport (WSA) will be a game changer for Penrith's rural economy. Some existing rural uses in the south east will be displaced to make way for more intensive urban, commercial and industrial development. This makes the continuing productivity of the remaining rural lands more important. The rural economy in these areas will be strongly influenced by the area's increased accessibility to domestic and global markets available through WSA and broader metropolitan transport improvements in road and rail. In particular, the development of the Agribusiness precinct

around Luddenham as part of the Western Sydney Aerotropolis will provide opportunities for the rural economy throughout the Penrith LGA including agriculture, small business and tourism.

Council has identified the Scenic Corridor stretching from WSA through to Penrith and further north along the Nepean River. As identified in the Employment Lands Strategy, this corridor provides opportunities to leverage WSA and the Agribusiness precinct, but in doing this it is critical to preserve the environmental values of this corridor through the other priorities outlined in this Strategy.

OUTCOME 4.1 LAND SUITABLE FOR AGRICULTURE IS IDENTIFIED AND PROTECTED

Greater Sydney's MRA is specifically recognised as important for chicken, meat, eggs, vegetables, nurseries, cultivated turf and cut flowers. These rural industries are all notable strengths of Penrith City's rural lands both in the north, in Londonderry and Llandilo and in the south east (noting that this land will transition to urban development but that these industries may continue to operate in the medium to long-term as existing uses).

While it is these intensive agricultural uses that are recognised as particular strengths, the Penrith Rural Economy and Agribusiness Opportunities Study (Part 1) also recognises that there are other agricultural uses in Penrith City's rural lands such as extensive agriculture in the form of grazing.

Penrith City's agricultural capabilities are currently focussed around four industries:

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

Retaining and increasing opportunities for agricultural and horticultural uses will ensure fresh foods continue to be available locally and will contribute to food security. The advantages of local food production have been highlighted throughout the COVID-19 pandemic as supply chains were disrupted and short-term food shortages experienced. Food production in Penrith City's rural lands, close to the consumer markets of Greater Sydney, will contribute to food security for Greater Sydney in the future and deliver other benefits including generating local jobs, reducing food spoilage (through having to transport perishable food a long way to consumers) and improving health outcomes through greater consumption of fresh food.

The face of Penrith City's rural economy will change and evolve in the short to medium-term in response to the development of the Western Sydney Aerotropolis surrounding WSA. Specifically, the NSW Government is proposing to establish an Agribusiness precinct around Luddenham which will provide local opportunities to integrate food production, industry collaboration, research and development, energy, waste and water. Penrith LGA will also be the front line for logistics and distribution to domestic and overseas markets. Noting the potential opportunities the future Agribusiness precinct provides to Penrith City's agricultural sector and related businesses, Council will continue to work with the NSW Government on its planning in order to realise the benefits for this sector and our rural economy more broadly.

In order to protect Penrith City's agricultural lands and best leverage the opportunities provided by the Aerotropolis and Agribusiness precinct, it is important to clearly identify and protect the most important and productive agricultural land. Identifying land 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; and
- Some, but not all, agricultural activities are compatible with biodiversity or scenic conservation outcomes.

Some highly capable agricultural land in Penrith LGA is now in the urban areas of Penrith City and is not used for agriculture, making the protection of productive agricultural land within the rural areas of the LGA more important. Rural land use zonings and large minimum lot sizes are applied to important agricultural land in the rural lands to encourage agricultural land uses and prevent further fragmentation. These zonings and development controls will be maintained to protect our agricultural land.

We also recognise that the prevalence of rural residential development within our rural lands can lead to land use conflicts around some agricultural industries e.g. noise and odour impacts. This can also make it difficult for existing agricultural enterprise to expand on their existing sites. Impacts need to be adequately regulated through the Development Control Plan to enable the expansion of agricultural enterprises while protecting the amenity of rural living.

Outside of the planning framework there are opportunities for Council to build relationships and networks with agricultural business owners to share experiences, encourage innovation and build capacity. This is being done successfully in other locations, such as the Central Coast Food Alliance and Orange's Global Agri-Tech Ecosystem, where government agencies and universities work directly with agricultural practitioners on research and development projects. Council will work to establish an

agriculture, food and innovation network with industry, universities and government agencies to help agricultural enterprise flourish in the Penrith LGA. This network would provide the opportunity to explore new or niche enterprises in the rural lands such as microbial, fungal and micro herbs produce and the potential to farm native bush foods such as native grains, yams and other endemic species.

ACTION

Review the Development Control Plan to ensure that controls adequately manage land use conflict between agricultural enterprise and rural living.

Work with existing poultry operators to understand the changing needs of the industry, particularly in Londonderry and Llandilo, recognising the current metropolitan level relevance of this industry.

Establish an agriculture, food and innovation network with industry, universities and government agencies to build capacity and foster innovation in new or niche agricultural enterprise.

Investigate the potential to establish a farmer's market in the Penrith LGA to connect local producers to consumers.

OUTCOME 4.2 RURAL TOURISM GROWS AND EXPANDS

Council is actively working to establish Penrith City as the Adventure Capital of Sydney, with a target of creating 2,000 additional jobs in the tourism sector by 2031. Western Sydney Airport has the potential to change the face of tourism in Penrith City, 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 City's rural areas. There are numerous opportunities to leverage

existing natural areas, rural heritage properties, Aboriginal culture and rural events spaces to broaden Penrith City's visitor offer. Agricultural enterprise also provides a good opportunity for rural tourism in the form of farm stays or farm gate experiences, for example.

Waterways, particularly the Nepean River and South Creek are expected to be an important focus for initiatives to enhance visitor access and experience. However, land fronting waterways in the rural areas of Penrith City are generally either held in private ownership or are inaccessible so this is likely to limit further opportunities for general public access for kayaking, boating, fishing, walking or camping for example.

The availability of visitor accommodation in rural areas is currently considered to be a shortfall in the LGA. Visitor accommodation may include camping, caravan parks, ecotourist facilities, bed and breakfasts, farm stays, serviced apartments (which are often delivered as cabins or villas in rural areas) or hotel or motel accommodation. With the exception of camping and caravan parks, the other types of visitor accommodation are permissible throughout relevant zones within Penrith City's rural lands so the opportunity for these to be developed in future to support the tourism industry exists. While there may also be opportunities to deliver camping grounds or caravan parks in our rural lands, it is considered more appropriate to manage their permissibility through the application of additional permitted uses on specific sites, rather than as changes to the land use tables for our rural zones in the local environmental plan.

The use of existing rural residential properties as short-term accommodation for visitors is expected to increase, particularly once WSA is operational. The provision of short-term accommodation to support the tourist industry is supported as long as it is not provided at the expense of housing for our existing and future rural communities. The Local Housing Strategy shows that this is not currently a concern as housing supply in our rural lands is generally sufficient while noting that there is the opportunity to increase housing diversity in the rural villages to allow for different stages of housing need e.g. aging in place.

Major transport improvements will make Penrith City'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. Council is currently developing a wayfinding strategy that will guide wayfinding and make it consistent across the LGA as a whole, not just the rural lands.

ACTION

Develop actions to foster the sustainable growth of rural tourism through the Economic Development Strategy including:

- Opportunity for food and beverage and culture-based business through product and experience development initiatives; and
- Establishment of networks of council, business and government agencies to connect tourist businesses.

OUTCOME 4.3 SMALL BUSINESSES PERMITTED IN RURAL LANDS ARE SUPPORTED AND ENCOURAGED

Penrith City's rural lands 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 parking and storage), construction and pet boarding businesses. Collectively, small businesses represent a major employment base for Penrith City's rural communities and provide vital support services for the metropolitan area. Small businesses also play a key role in delivering jobs close to home, which is one of the key priorities of the Employment Lands Strategy.

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, for example, the visual impact of business related buildings, signage or operations such as 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.

Generally speaking, as long as adverse impacts can be mitigated, Council is supportive of maintaining and expanding home-based enterprises in rural areas. To facilitate this a review of the strategic planning framework in relation to home-based businesses will be undertaken. Council would also like to encourage small business owners and improve their ability to be sustainable in the longer term, further contributing to the local economy and providing more opportunities for local jobs. Council will work to produce a business development program to deliver to small business operators that builds capacity, addressing issues such as risk management, sustainability, innovation and reaching new markets.

Council has historically facilitated smaller scale truck parking and storage 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 development of the Western Sydney Aerotropolis and should major new motorways such as the Castlereagh Connection and Outer Sydney Orbital be delivered. This is expected to come with increased demand for larger scale operations and to accommodate larger trucks. While Council supports smaller scale truck parking and storage to continue it will be important to appropriately manage the potential negative impacts to provide greater certainty for investment and protect rural amenity.

Managing truck parking and storage will involve consideration of the following:

- Siting, bulk and scale of sheds;
- Required setbacks from property boundaries and/or sensitive uses such as dwellings or existing agricultural production areas;
- Management of visual impacts;
- Ongoing requirements for on-site stockpiling and storage of material;
- Ongoing management of noise, dust and light spill to surrounding properties, including hours of operation; and
- Requirements for access roads e.g. engineering standards.

These issues will be addressed in the form of site-specific DCP guidelines for areas where this land use is prevalent e.g. Berkshire Park.

ACTION

Review and update Local Environmental Plan and Development Control Plan controls to:

- Provide streamlined approval pathway opportunities e.g. localised complying development for home-based enterprises where appropriate
- Ensure the exempt development provisions for smaller scale truck parking and storage operations are appropriately managing this land use;
- Prepare site specific DCP guidelines for areas where truck parking and storage is prevalent.

Develop a business development program to build capacity in small business owners and address issues such as risk management, sustainability, innovation and reaching new markets

OUTCOME 4.4 ANIMAL BOARDING AND TRAINING ESTABLISHMENTS ARE SUPPORTED AND REGULATED BY THE NSW GOVERNMENT

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

- Equestrian activities including horse breeding, horse training and competitive equestrian sports such as racing, dressage and trotting;
- Commercial breeding, keeping and training of dogs; and
- Boarding of domestic pets e.g kennels

In addition to the direct revenue and employment value of these industries, they also generate significant economic contributions through supply chain and support services such as feed, riding and racing equipment, veterinary and transport services. Racing events also attract visitors to Penrith City.

Much like agricultural activities, 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 City's rural areas offer a competitive advantage through their proximity to important infrastructure such as showgrounds 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. Only those compatible with biodiversity, welfare or scenic conservation outcomes are supported in the Penrith LGA.

OUTCOME 4.5 QUARRYING OF IDENTIFIED RESOURCES CONTINUES AND LAND IS REHABILITATED ON COMPLETION OF EXTRACTION

Coal and gas mining are not planned for in the Penrith LGA. However, Penrith City's rural areas contain valuable mineral resources such as sand, shale and structural clay. These minerals 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. Historically, extraction of these mineral resources was more widespread in the Penrith LGA, led by the Penrith Lakes site which 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 are underway. Smaller quarrying operations continue to operate in Londonderry and Kemps Creek as shown in Figure 16. It is noted that part of the area of clay shown as

a future prospect is also located within the deferred lands. As noted in the discussion for Priority 2, the NSW Government has signed an agreement with the landowner that will protect a large area of this land under a future amendment to the Cumberland Plain Conservation Plan. This process will also need to consider the identified mineral resources and how this will be managed into the future.

Once established, quarrying activities are readily compatible with uses such as waste management and landfilling. This is evidenced by the use of the Kemps Creek quarry as a waste management site also.

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 provides recreational areas for the Penrith community and more recently an area in the south of the site is being developed for a business park delivering local jobs for the Penrith community. Other proposals are currently being considered for the Penrith Lakes site such as a film studio, helipad and additional recreational areas.

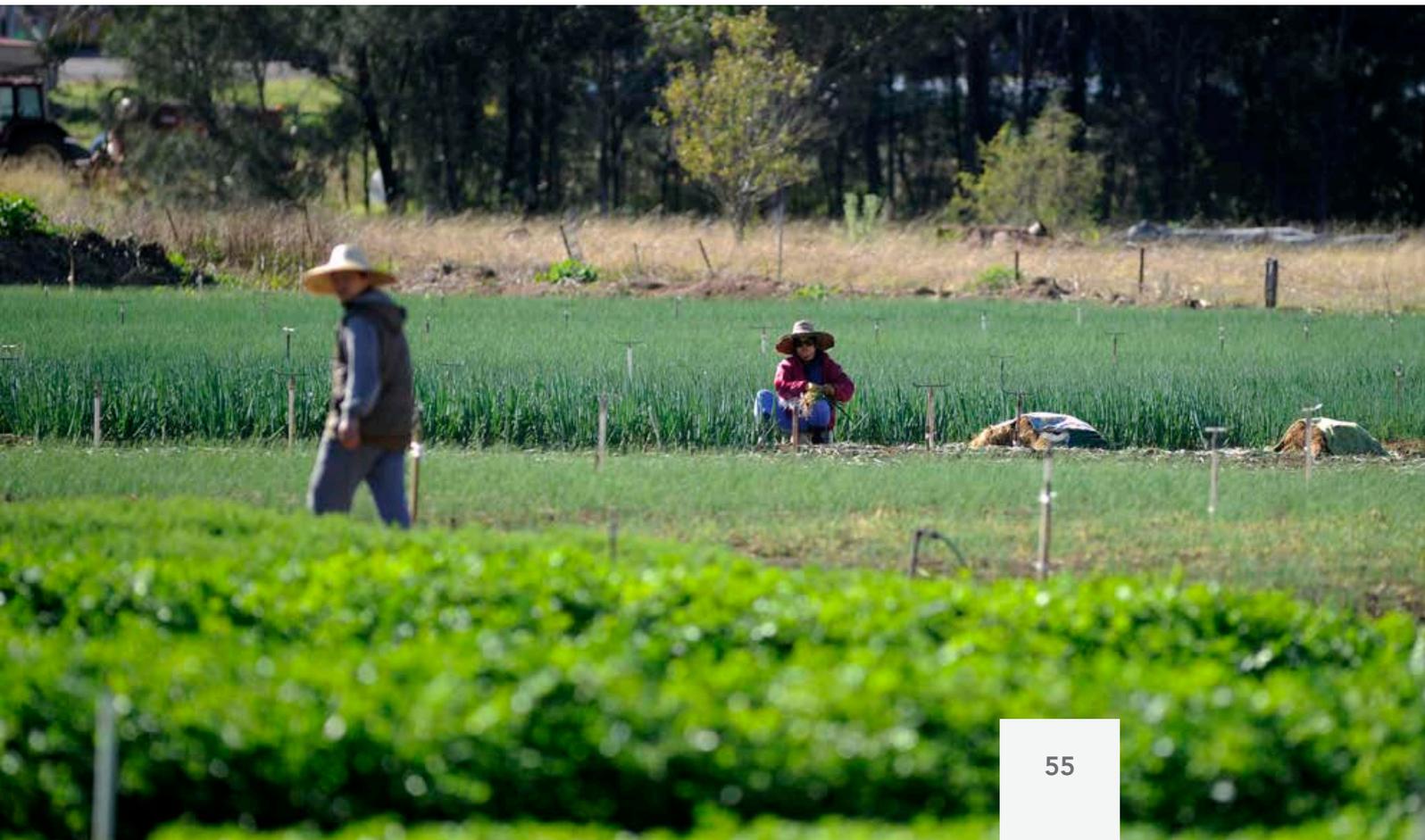
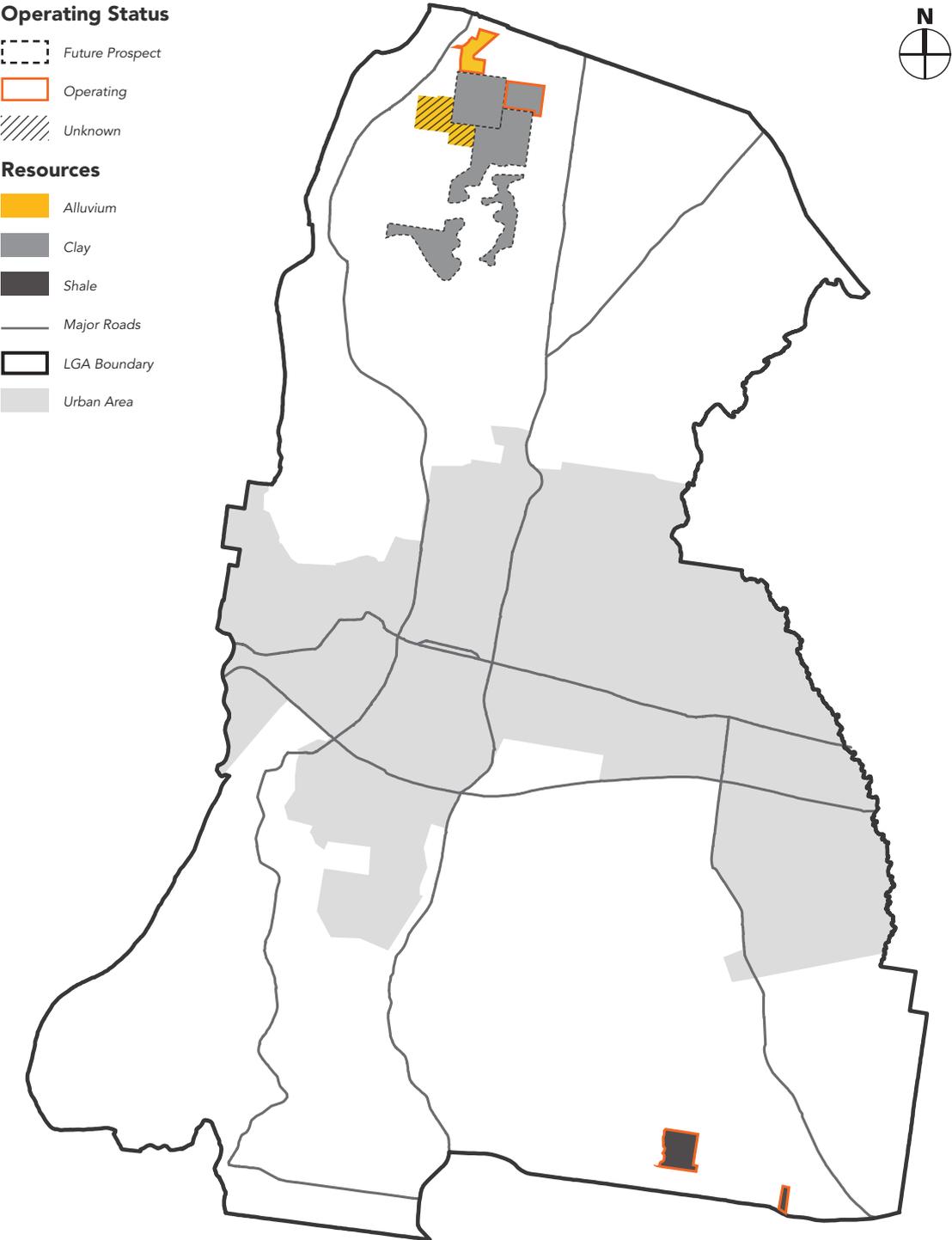


Figure 16: Mineral resources in the rural lands



Source: Resources data from Department of Regional NSW

PRIORITY 5:

Provide housing and services to meet the needs of the community

OUTCOMES

- 5.1 The network of rural villages and localities is reinforced
- 5.2 Housing diversity is provided for rural communities in rural villages
- 5.3 Rural lands for infrastructure are identified

OUTCOME 5.1 THE NETWORK OF RURAL VILLAGES AND LOCALITIES IS REINFORCED

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

Penrith City already has a well-established network of rural centres, but the role and function of these differ and for a number of the centres, this 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.

Table 2 below identifies the general locations of each rural village and locality. Preparing strategic plans and establishing suitable planning controls to facilitate changes within rural centres (Table 2) will be a key challenge. 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. Council's Corridors and Centres Strategy, which is currently under development, will address both the future role of each rural centre as well as providing character statements that will guide the future planning of these centres.

ACTION

Prepare local character statements for rural villages and localities as part of the Corridors and Centres Strategy for inclusion within the Development Control Plan

Table 2: Penrith City'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 Avenue
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)

OUTCOME 5.2 HOUSING DIVERSITY IS PROVIDED FOR RURAL COMMUNITIES IN RURAL VILLAGES

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

Existing planning controls in the rural lands provide a small amount of theoretical capacity for the delivery of additional dwellings that may be realised over time. However, additional housing in the rural lands would be focussed in the villages. Intensification of housing in areas zoned for rural production, with environmental significance or within the rural edge is not

supported, except in rural villages, as this would limit its production potential and compromise the rural landscape values that are valued by the community.

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

- Creation of housing options in rural villages that allow seniors currently living in rural areas to age in place, or as close as possible to their existing social and support networks;
- Encouraging a suitable level of rental accommodation to cater for those residents who aren't seeking, or cannot afford to buy a home. This should consider the impact of short-term holiday rentals which may be regulated by the NSW Government; and
- Encourage the delivery of rural living options that are attractive to a higher-skilled workforce.

Specific considerations for individual communities are provided in the Place-Based Frameworks outlined in Part C.

OUTCOME 5.3 RURAL LANDS FOR INFRASTRUCTURE ARE IDENTIFIED

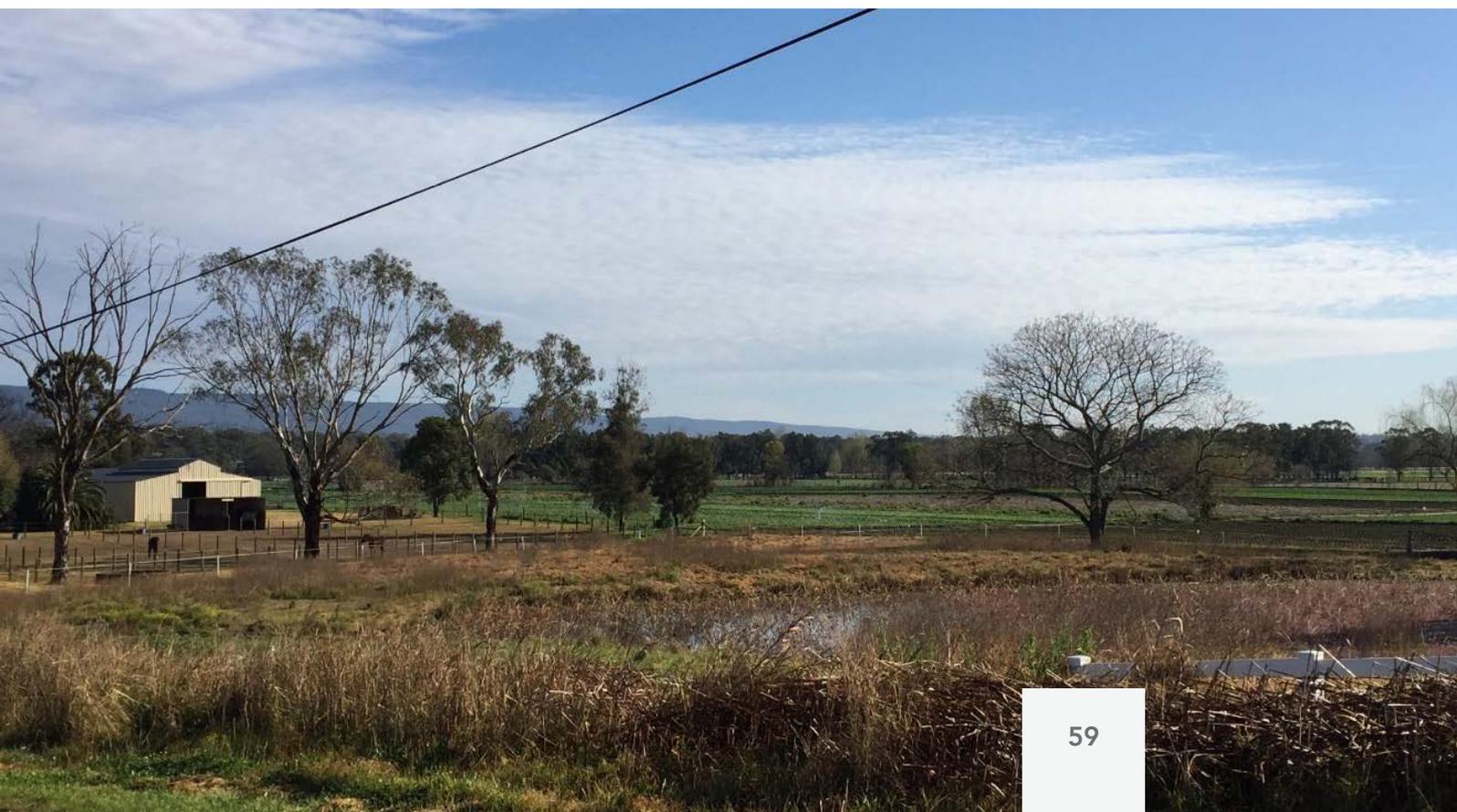
Penrith City's rural areas accommodate significant infrastructure items and associated facilities that support local urban populations and the broader metropolitan population. This includes services associated with:

- 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 City'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. Future proposals for infrastructure will be considered in accordance with the priorities, outcomes and actions in this Strategy to ensure that they protect scenic, cultural and landscape values, views and vistas, natural topography, waterways and tree canopy cover of the rural lands. Future work to develop character statements for rural centres and statements of significance for the scenic and cultural landscapes will also provide valuable information that will be used to consider future infrastructure proposals.



PART C PLACE-BASED FRAMEWORKS



RURAL NORTH WEST

The Rural North West precinct is framed by The Driftway (road) corridor which forms 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 which forms the LGA boundary in the west. It broadly encompasses the suburbs of Agnes Banks (although Agnes Banks village is outside of the Penrith LGA to the north), Castlereagh (excluding Penrith Lakes), Londonderry and the northern part of the suburb of Cranebrook. The place framework for the Rural North West precinct is shown in Figure 17.

Priority 1 Secure the Rural Edge

In terms of securing the rural edge, the most pressure for the Rural North West Precinct comes from the south in Cranebrook. The rural edge traverses through the suburb of Cranebrook with the southern part of the suburb being distinctly urban and the northern part, rural. This Strategy 'holds the line' to ensure that the northern part of Cranebrook remains rural, noting that the Local Housing Strategy shows that the projected future population of Penrith City can be accommodated elsewhere in the LGA.

Historically there has also been pressure on Londonderry, along with Llandilo and Berkshire Park in the Rural North East precinct to accommodate urban development. This Strategy does not support urban development in either the Rural North West or Rural North East precinct. The reasons for this are discussed more extensively in the Rural North East precinct section below.

Priority 2 Protect Ecological Health and Biodiversity

The Green Grid Strategy identifies an opportunity for links throughout the Rural North West precinct. These are predominantly along the main road corridors and along the waterways such as Rickabys Creek. These connections will facilitate links from Castlereagh Nature Reserve through to the Penrith Lakes site and connect the community in these rural lands back toward the urban areas to the south.

This precinct is also home to the largest private landholding of native vegetation in the Penrith LGA. As mentioned earlier in the Strategy an outcome for the future of these lands, owned by the Deerubbin Local Aboriginal Land Council (DLALC), will be progressed through an agreement between the NSW Government and the DLALC. The NSW Government states that the outcome of the agreement will result in protection of around 1,000 hectares of native vegetation while enabling DLALC to realise the socio-economic opportunities of their lands (NSW Department of Planning and Environment, 2021). Council is not a party to the agreement between the NSW Government and DLALC, however the outcome of the process will enable Council to respond to the structure plan in future.

Priority 3 Preserve Open Space, Natural Beauty and Cultural Connections

Four scenic and cultural landscapes have been identified in the Rural North West precinct centred around Castlereagh Road and the Nepean River. In addition, the Castlereagh Road corridor provides opportunities for rural vistas toward the Blue Mountains. All of these attributes will be maintained and protected. A rural lands wide action was previously noted to map rural vistas. In addition to this, the scenic and cultural landscapes will be mapped in the LEP with statements of significance incorporated into the DCP for the following landscapes:

- Nepean River Corridor – regional significance
- Northern Nepean River/Castlereagh Road – local significance
- Northern Low Hill Backdrop/Castlereagh Road – local significance
- Castlereagh Junction – local significance.

The management of development surrounding the visual gateways at the entry points to Londonderry village, Agnes Banks village (adjacent to but outside Penrith LGA boundary) and Castlereagh locality is important to ensure that these rural centres retain their amenity and to assist with wayfinding. The action included for the visual gateways generally will ensure that the gateways in the Rural North West precinct are managed appropriately.

Priority 4 Support a Diverse Rural Economy

The highly capable agricultural land located along the Nepean River flats west of Castlereagh Road will be protected, recognising that this area represents some of the best quality soils available in Western Sydney. However, even areas outside these best quality soils are valuable and suitable for agriculture, with areas in Londonderry being used for small lot agricultural production. The ability to continue these activities and to expand on them will be retained. There is a further opportunity to facilitate 'controlled environment' agricultural production in the small lot primary production areas including mushroom production, specialty crops such as berries and floriculture. We will maintain the rural land use zonings in this precinct to provide the opportunity for these activities to be undertaken and seek to minimise land use conflict through controls in the DCP.

The Rural North West precinct 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 and from this precinct, enabling people and horses in the industry to travel more conveniently. This may present opportunities to expand elements of the equestrian industry in the Rural North West precinct to those areas such as Londonderry and North Cranebrook which are outside the land with highest quality agricultural soils.

The Rural North West 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. Landowners could consider opportunities to provide visitor accommodation and rural experiences for example and these uses are already allowed under the land use zoning for much of this Rural North West precinct.

The quarrying of mineral resources to the east of Castlereagh Road is an existing use in the Rural North West precinct which will continue to provide supply of base materials for mortar, concrete and coloured glass. Quarries will be rehabilitated on cessation of operations in line with the requirements of their approvals and licences.

As outlined in Outcome 4.5, there are additional areas of clay identified as future prospects that are located within the deferred lands to the east of Castlereagh Road. As noted previously, the NSW Government has signed an agreement with the landowner that will protect a large area of this land under a future amendment to the Cumberland Plain Conservation Plan. This process by the NSW Government will also need to consider the identified mineral resources and how this will be managed into the future.

Priority 5 Provide Housing and Services to Meet the Needs of the Community

The Rural North West precinct is earmarked for a major piece of infrastructure in the longer term. A corridor of around 22kms has been preserved for the Castlereagh Connection since 1951 to provide an east-west connection between the Nepean River near Castlereagh and the M7 Motorway in Blacktown. Council is advocating for the delivery of the Castlereagh Connection on the basis of the benefits it would provide by improving community resilience, enabling access to jobs and economic development and unlocking regional access for freight and logistics, agribusiness and manufacturing.

The Rural North West precinct is home to Londonderry village and Castlereagh locality. Recent amendments were made to the Local Environmental Plan for Castlereagh to allow additional uses such as neighbourhood shops and cafes, strengthening its role in servicing the community. For Londonderry village:

- Carrington Road will be established as the main street for Londonderry consolidating existing social and commercial activities and facilitating opportunities to provide a greater range of services, recognising that this is already Penrith City's most populated rural area and has maintained a comparatively high growth rate in recent years; and
- New housing opportunities will be identified in Londonderry village as part of the Corridors and Centres Strategy that enable a greater availability of rental accommodation and support people to age close to home.

ACTION

Work with the Department of Planning and Environment and Deerubbin Local Aboriginal Land Council to progress the amendment to the Cumberland Plain Conservation Plan for the deferred lands.

Map the Northern Nepean River, Northern Low Hill Backdrop and Castlereagh Junction scenic and cultural landscapes in the Local Environmental Plan and include statements of significance in the Development Control Plan.

Continue to advocate for the delivery of the Castlereagh Connection for flood evacuation.

Plan for the delivery of greater housing diversity in Londonderry village as part of the Corridors and Centres Strategy to inform amendments to planning controls.



Figure 17: Rural North West Precinct



Rural North West

- | | | |
|-----------------------------|-----------------------------------|--|
| Precinct Boundary | National Parks Nature Reserves | Scenic and cultural landscapes |
| Rural North West Precinct | Deferred Lands | 1. Nepean River Corridor |
| Suburb Boundary | Important Agricultural Land | 2. Northern Nepean River/Castlereagh Road |
| Existing Major Roads | Londonderry Village | 3. Northern Low-hill Backdrop/Castlereagh Road |
| Existing Local Roads | Castlereagh locality (indicative) | 4. Castlereagh Junction |
| Castlereagh Connection | Agnes Banks Village | Major roads with scenic value |
| Key Waterway/Flow Direction | | Other roads with potentially visually-sensitive boundaries |
| | | Priority Future Green Grid Connections |
| | | West District Green Grid Connections |

Source: Amended from figure by Gyde Consulting

RURAL NORTH EAST

The Rural North East precinct is framed by Richmond Road and the suburb of Windsor Downs in the north (forming the LGA boundary), South Creek in the east (forming the LGA boundary), Ninth Avenue and Jordan Springs in the south and The Northern Road in the west. It broadly encompasses the suburbs of Berkshire Park and Llandilo. The place framework for this Rural North East precinct is shown in Figure 18.

Priority 1 Secure the Rural Edge

Securing the rural edge along the South Creek corridor in the precinct's east and Ninth Avenue in the precinct's south is a key priority for the rural north east. Berkshire Park and Llandilo are already some of the most populated parts of Penrith City's rural areas. Most of the land here has been subdivided to lots of between 1.5 to 3 hectares and the lots largely accommodate rural residential uses. However, the existing land use planning framework including land use zones and supporting minimum lot sizes support the ongoing viability of rural uses in this precinct and Council will maintain this framework.

Priority 2 Protect Ecological Health and Biodiversity

The Rural North East precinct has significant environmental lands including Castlereagh Nature Reserve which forms part of a north south corridor of protected land including Wianamatta Nature Reserve and Windsor Downs Nature Reserve. These areas are supplemented by other areas of vegetated land including the land surrounding the John Morony Correctional Complex. This corridor should be maintained into the future in line with this Strategy's desired outcome to protect and connect natural areas.

The Green Grid Strategy identifies the opportunity to implement better east west connections in the form of a priority future connection between Castlereagh Nature Reserve and the South Creek corridor. Council will work to implement this connection in line with the Green Grid Strategy.

Priority 4 Support a Diverse Rural Economy

Despite the prevalence of rural residential development throughout Berkshire Park and Llandilo, this precinct is home to some of Penrith's major agricultural and animal keeping industries including poultry farms, market gardening, and animal boarding and training. The ongoing viability and expansion of these businesses is important in line with our priority to support a diverse rural economy.

This precinct is also a popular place for truck parking and storage and while Council is supportive of this use in line with our desired outcome of supporting small business permitted in the rural lands, the importance of properly managing the potential negative impacts of this use to maintain and improve the area's rural character is recognised. This Strategy includes an action to develop site specific guidelines to manage potential impacts of this land use such as visual intrusiveness, noise and dust into the future.

Priority 5 Provide Housing and Services to Meet the Needs of the Community

The rural centres in this Rural North East precinct of Berkshire Park and Llandilo are small localities focussed on providing community facilities to the immediate surrounding population. Historically there has been no need for these localities to provide additional services as these are available in close proximity in the urban areas of the Penrith LGA. While small, retaining these localities is important as they provide a focus for community activities and connection. In the longer term, major new motorways may be delivered that could sever local connectivity, making access to the larger urban centres more challenging and increasing the importance of the services and facilities these localities provide. The retention of our rural villages and localities is also important to encourage more sustainable modes of transport in the rural lands for daily needs such as walking, cycling or other micromobility devices¹.

Figure 18: Rural North East Precinct



Rural North East

-  Precinct Boundary
-  Rural North East Precinct
-  Suburb Boundary
-  Existing Major Roads
-  Existing Local Roads
-  Castlereagh Connection
-  Key Waterway/Flow Direction
-  National Parks Nature Reserves
-  Llandilo locality (indicative)
-  Berkshire Park locality (indicative)
-  Other roads with potentially visually-sensitive boundaries
-  Priority Future Green Grid Connections
-  West District Green Grid Connections

Source: Amended from figure by Gyde Consulting

As the population to the east and south of this precinct 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 the nearby centres of St Marys, Penrith and Marsden Park. However, Council does not support urban development in this precinct for a number of reasons:

- The importance of the agricultural industries that operate here and the need to support their ongoing viability, in part by providing adequate separation to reduce land use conflicts;
- Lack of access to reticulated sewer and limited ability to expand the existing reticulated water network;
- Flooding impacts experienced both from the local South Creek catchment and backwater flooding from the Hawkesbury – Nepean River and the limited evacuation capacity of the existing road network;
- Significant areas of land with environmental significance that would come under additional pressure with urban development; and
- The Local Housing Strategy shows that sufficient housing for the projected population of Penrith City can be accommodated in the existing urban areas and identified urban release areas elsewhere in the LGA.

Council will maintain the existing land use planning framework in the precinct to ensure that the South Creek corridor continues to form the rural edge and that urban development from the North West Priority Growth Area on the eastern side of South Creek does not encroach to the Rural North East precinct. This will include retaining the existing rural land use zones and the minimum lot size of two hectares.

Parts of Llandilo have one hectare lots, smaller than the minimum lot size. The Penrith LEP 2010 requires consolidation of these lots when applying for development consent to construct

a dwelling. This Strategy continues to support this approach based on the reasons provided above. To ensure land owners are aware of the need to consolidate these lots this Strategy includes an action to educate land owners and local real estate agents on the lot consolidation requirements included in the Penrith LEP 2010.

ACTION

Engage with relevant Llandilo landowners and local real estate agents to educate them on the need to consolidate one hectare lots in Llandilo to construct a dwelling.

¹ Micromobility refers to a range of small, lightweight vehicles operating at speeds typically below 25 km/h (15 mph) and driven by users personally. Micromobility devices include bicycles, e-bikes, electric scooters, electric skateboards, shared bicycles, and electric pedal assisted bicycles.

RURAL SOUTH WEST

The 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 and Wallacia as well as the western most portion of Luddenham. The place framework for the Rural South West precinct is shown in Figure 19.

Priority 1 Secure the Rural Edge

The greatest pressures on the rural edge in the Rural South West precinct are from the southward expansion of Glenmore Park in the north east and from the Western Sydney Aerotropolis in the south east. The rural edge boundary defined in this Strategy recognises and excludes the Council nominated urban investigation area for Glenmore Park Stage 3. No further expansion of Glenmore Park will be considered and the area south of this will remain rural.

In the south east, planning for the Western Sydney Aerotropolis has identified an Agribusiness precinct surrounding Luddenham village. Again, the rural edge identified has been defined by the boundary of the Western Sydney Aerotropolis. Urban development west of this will not be considered.

Priority 2 Protect Ecological Health and Biodiversity

The Rural South West precinct holds particular environmental significance for both flora and fauna led by the Blue Mountains National Park in the west and the Mulgoa Nature Reserve in the east. There are also other conservation agreements such as biobanking agreements in place across other land in the precinct.

Connections between these protected areas are important and the Green Grid Strategy identifies an east west priority future connection that would link The Northern Road and the protected vegetation on the Orchard Hills Defence Establishment site (in the South East Transition precinct) to the Nepean River. Council will seek

to plan for the delivery of this link as part of the implementation of the Green Grid Strategy.

The creeks that flow through the precinct including Mulgoa Creek and Jerrys Creek will also be protected to deliver water quality and ecological improvements. The action to review and update development controls for our waterways under Outcome 2.2 will help to deliver this.

Priority 3 Preserve Open Space, Natural Beauty and Cultural Connections

The Mulgoa Valley and Wallacia have been identified as a scenic and cultural landscape of regional significance. In addition, The Northern Road corridor is a scenic and cultural landscape of local significance. To ensure that the values of these landscapes are retained and enhanced, we will map these landscapes in the local environmental plan in support of a clause that requires consideration of the scenic value of these areas. Statements of significance will also be drafted to be considered by future development proposals in the development control plan.

Mulgoa Road is recognised in the Penrith Scenic and Cultural Landscapes Study as an important element of the Mulgoa Valley and Wallacia scenic and cultural landscape. The treed border and alignment of the road are particularly noted as important characteristics to retain. This finding echoes the DCP which states:

"An important part of the Mulgoa Valley Precinct and appreciating its landscape is the drive along Mulgoa Road. Roadside vegetation, hills, gullies, bends and the changing views of heritage items and the landscape are the main attributes."

While Mulgoa Road is a State road managed by Transport for NSW, Council will continue to work to ensure our vision for Mulgoa Road is implemented. The actions outlined in this strategy, such as the inclusion of statements of significance for scenic and cultural landscapes in the DCP, will support us to achieve this.

The management of development surrounding the visual gateways at the entry points to the villages of Mulgoa and Wallacia is important

to ensure that the villages retain their existing amenity and to assist with wayfinding. The action included for the visual gateways generally will ensure that the gateways in the Rural South West precinct are managed appropriately.

The Nepean River is an important element of scenic value, being recognised throughout the LGA as a scenic and cultural landscape of regional significance in its own right. Opportunities to access the Nepean River south of the M4 Motorway are limited and become more difficult to access due to topography. As a result, locations where access is available for people to interact with the river edge, such as at Wallacia, should be protected and enhanced. This is recognised in the Penrith Sport and Recreation Strategy that identifies the need to investigate open space and recreation opportunities at Fowler and Blaxland Crossing Reserves along the Nepean River's banks.

Priority 4 Support a Diverse Rural Economy

The natural beauty, ecological significance and heritage properties and values of the Rural South West precinct provide a basis for the development of rural tourism. As WSA begins operation and visitor numbers increase, this Rural South West precinct is within easy reach for visitors to take advantage of rural tourism offerings. The concept of the Scenic Corridor stretching from WSA to Penrith and Penrith Lakes and including the Mulgoa Valley and Wallacia, seeks to capitalise on the opportunities presented by WSA. The Employment Lands Strategy recognised these opportunities by noting the need to preserve the environmental values of the Scenic Corridor and investigate opportunities from the WSA.

This Strategy notes that there are specific opportunities for this Rural South West precinct to attract visitors and increase rural tourism through the provision of visitor accommodation and activities both within the villages of Mulgoa and Wallacia and throughout the Mulgoa Valley and Wallacia rural areas more broadly. This could include focused opportunities for the precinct's

large heritage properties such as Fernhill Estate as well as opportunities associated with the precinct's significant ecological and scenic attributes. The action identified in Outcome 2.2 seeks to promote the sustainable growth of rural tourism throughout Penrith City's rural lands generally including this Rural South West precinct.

Priority 5 Provide Housing and Services to Meet the Needs of the Community

The rural villages of Mulgoa and Wallacia service the Rural South West precinct. While these villages and the broader precinct are not suitable to accommodate substantial population growth, there are opportunities within the villages for housing diversification and, in some instances, renewal. Increased housing diversity would present opportunities for the existing population to age in place. Opportunities for increased housing diversity will be identified for Mulgoa and Wallacia villages as part of the Corridors and Centres Strategy.

ACTION

Map the 'Mulgoa Valley and Wallacia' and 'The Northern Road Regional View Corridor' scenic and cultural landscapes in the Local Environmental Plan and include statements of significance in the Development Control Plan.

Map the boundaries of visually sensitive landscapes (M4/Nepean River Eastern Interface, South of Glenmore Park and Intersection of The Northern Road and Park Road) and prepare area specific guidelines for development in these areas in the Development Control Plan

Plan for the delivery of greater housing diversity in Mulgoa and Wallacia villages as part of the Corridors and Centres Strategy to inform amendments to planning controls.

Figure 19: Rural South West Precinct

Rural South West

-  Precinct Boundary
-  Rural South West Precinct
-  Suburb Boundary
-  Existing Major Roads
-  Existing Local Roads
-  Outer Sydney Orbital Corridor
-  Key Waterway/Flow Direction
-  National Parks Nature Reserves
-  Important Agricultural Land
-  Mulgoa Village
-  Wallacia Village
-  Scenic and cultural landscapes
 1. Mulgoa Valley
 2. Northern Road Regional View Corridor
 3. Nepean River Corridor
-  Highly Visually Sensitive Landscapes
-  Major roads with scenic value
-  Other roads with potentially visually-sensitive boundaries
-  Priority Future Green Grid Connections
-  West District Green Grid Connections



Source: Amended from figure by Gyde Consulting

SOUTH EAST TRANSITION

The South East Transition precinct is framed by 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, Badgersy Creek and Luddenham. The place framework for this South East Transition precinct is shown in Figure 20.

While currently rural land, almost the entire precinct is earmarked for transformational change that will likely see it developed for urban development or associated infrastructure in the coming years through:

- Residential development emerging within the Orchard Hills Urban Investigation Area and the broader Greater Penrith to Eastern Creek Investigation Area (of which Orchard Hills UIA is a part);
- Urban development which will largely be for employment purposes in the Western Sydney Employment Area and the Western Sydney Aerotropolis; and
- Major infrastructure projects such as Sydney Metro Western Sydney Airport, M12 Motorway, Western Sydney Freight Line and the Outer Sydney Orbital.

While this precinct will change significantly, the priorities and outcomes identified in this Strategy provide direction as to what is important to retain as development progresses and what Council should advocate for in the planning processes being managed by the NSW Government.

Priority 1 Secure the Rural Edge

The rural edge identified in this Strategy retains the Orchard Hills Defence Establishment site within the rural lands in recognition that a large portion of this site (900 hectares) is native vegetation that is protected to offset the clearing impacts of the Western Sydney Airport.

Priority 2 Protect Ecological Health and Biodiversity

Within the area of the precinct that will transition to urban development, South Creek will remain as the main green break. The corridor should be retained and enhanced to provide visual relief from the future urban landscape. South Creek is also identified as a West district green grid link in the Green Grid Strategy and implementation of the priorities in that Strategy will help deliver on this outcome. The Green Grid Strategy also identifies priority future connections throughout this precinct that connect the South Creek corridor to the west and the Orchard Hills Defence Establishment site protected vegetation. The Green Grid Strategy provides the framework for implementation of these connections.

Priority 3 Preserve Open Space, Natural Beauty and Cultural Connections

The part of Orchard Hills surrounding the M4 Motorway is identified as a highly visually sensitive landscape. In particular, views from the M4 Motorway to the south are important. While urban development will likely proceed here in the medium-term changing this outlook, retention of green corridors or breaks along creek lines, as identified in the Green Grid Strategy or retention of high points as open space will help to retain some of the attributes that make this a highly visually sensitive landscape. In addition, the M4 Motorway and parts of Orchard Hills south afford views towards the Blue Mountains. These view lines should be retained in future urban development in this precinct.

Priority 4 Support a Diverse Rural Economy

The South East transition precinct is home to some important rural enterprises including poultry farms, market gardens and nurseries. Over time and as the area transitions to urban development these businesses are likely to be displaced. Rural land use zonings will be retained in the northern rural lands to ensure there are ongoing opportunities to practice these rural enterprises elsewhere in the Penrith LGA.

Priority 5 Provide Housing and Services to Meet the Needs of the Community

Luddenham is the main rural village in the South East Transition precinct. The future of Luddenham village will be decided through the planning process for the Western Sydney Aerotropolis. Luddenham is located within the Agribusiness Precinct and development for agribusiness surrounding the village provides future opportunities to strengthen the role of Luddenham. Council will continue to participate in the planning process for Luddenham village to ensure its ongoing viability into the future.

ACTION

Advocate for retention of open space and green breaks in the planning for Orchard Hills Urban Investigation Area to retain elements of the highly visually sensitive landscape and view corridors toward the Blue Mountains.

Figure 20: South East Transition Precinct



South East Transition

- | | | |
|--------------------------------|--|--|
| Precinct Boundary | Sydney Metro Western Sydney Airport | Major roads with scenic value |
| South East Transition Precinct | Sydney Metro Western Sydney Airport (tunnel) | Other roads with potentially visually-sensitive boundaries |
| Suburban Boundary | Key Waterway/Flow Direction | Priority Future Green Grid Connections |
| Existing Major Roads | Luddenham Village | West District Green Grid Connections |
| Existing Local Roads | Western Sydney Aerotropolis | Rural Edge |
| Outer Sydney Orbital Corridor | Urban Investigation Area | |
| M12 Motorway | Western Sydney Employment Area Boundary | |
| Western Sydney Freight Line | | |

Source: Amended from figure by Gyde Consulting

PART D IMPLEMENTATION



4.1 INTRODUCTION

Council is required to plan and report on its performance through an Integrated Planning and Reporting (IP&R) framework under the *Local Government Act 1993*. This IP&R framework provides the basis for implementation of the Rural Lands Strategy. Under the IP&R framework, Council is required to prepare a number of plans including the Community Strategic Plan, a Delivery Plan and an Operational Plan to outline planned work and track progress on the commitments to achieve our community's vision for Penrith City.

Implementation of the Rural Lands Strategy will be considered in the development of Council's next Community Strategic Plan and Delivery Program. This will allow a coordinated approach to the implementation of the strategy and monitoring of progress.

An Implementation Plan for the Rural Lands Strategy has been developed below to ensure that this Strategy is implemented over time as part of Council's Delivery Program.

4.2 IMPLEMENTATION PLAN

This section presents an Implementation Plan to realise the priorities, outcomes and actions of the Strategy and guide its delivery. For each action, the Implementation Plan indicates Council's role and the timeframe for implementation.

4.2.1 Council's Role

Penrith City Council will play different roles in the implementation of this Strategy. These will vary between the roles of Planner, Advocate, Collaborator, Deliverer and Regulator. A description of these various roles is provided below.

Plan – implementing strategic planning responsibilities

Advocate – representing community needs and interests to Australian and NSW Governments and the private sector

Collaborate – working closely with the community, businesses, industry, developers, investors, government departments and agencies and peak bodies

Deliver – coordinating delivery of community facility, service, works or product.

Regulate – ensuring that rural lands meet urban planning, building and public health regulations and expectations.

4.2.2 Timeframe

Actions have been categorised into short, medium and long-term, or ongoing, to be completed over the lifetime of the Strategy. Priorities should be periodically reviewed and reassessed in line with available budgets, resources and funding opportunities. The timeframe for completing actions is:

Short – Action to occur over the next 1-2 years

Medium – Action to occur over the next 2-4 years

Long – Action to occur over the next 5+ years

Ongoing – Action to be undertaken on an ongoing basis

Priority 1 Secure the Rural Edge

Outcome 1.1 The rural edge is included in the Local Environmental Plan

Outcome 1.2 That rural lands are maintained and protected

#	Action	Precinct	Council's Role	Timeframe
1	Use Council's planning framework to protect the rural edge as defined in the Rural Lands Strategy in the LEP and ensure that the rural development controls apply to all lands identified by the rural edge. <i>Note: consistent with Action 2.1 in the Local Housing Strategy.</i>	All	Regulate	Short

Priority 2 Protect Ecological Health and Biodiversity

Outcome 2.1 Natural areas are protected and connected

Outcome 2.2 Waterways are maintained or improved

Outcome 2.3 Private conservation initiatives are expanded

#	Action	Precinct	Council's Role	Timeframe
2	Review and update planning controls within the LEP and DCP to: <ul style="list-style-type: none"> • Reflect the outcomes of the Biodiversity Study once completed; • Incorporate buffers within land adjoining natural areas; and • Support protection and connection of natural areas. 	All	Regulate	Medium
3	Review and update planning controls within the LEP and DCP to: <ul style="list-style-type: none"> • Protect and restore waterways and riparian corridors; and • Incorporate relevant elements of the approach developed for the Wianamatta South Creek catchment in the Western Sydney Aerotropolis. 	All	Regulate Deliver	Medium
4	Identify land subject to ongoing conservation agreements through environmental protection zonings in the LEP.	All	Regulate	Ongoing
5	Engage with, educate and support rural landowners to: <ul style="list-style-type: none"> • Access conservation programs and initiatives through partners including the Biodiversity Conservation Trust, Landcare and Greening Australia; and • Increase involvement in volunteering and citizen science opportunities. 	All	Collaborate Deliver	Ongoing
6	Work with the Department of Planning and Environment and Deerubbin Local Aboriginal Land Council to progress the amendment to the Cumberland Plain Conservation Plan for the deferred lands.	Rural North West	Collaborate	Ongoing

Priority 3 Preserve Open Space, Natural Beauty and Cultural Connections

Outcome 3.1 Scenic and cultural landscapes are identified and protected

Outcome 3.2 Quality visual outcomes are achieved in highly visually sensitive landscapes

Outcome 3.3 Important rural vistas are maintained

Outcome 3.4 Design outcomes are enhanced in visual gateways

#	Action	Precinct	Council's Role	Timeframe
7	Work with Aboriginal and Torres Strait Islander stakeholders to identify and protect significant Aboriginal cultural landscapes in Penrith City's rural areas.	All	Collaborate	Short
8	Amend the visual gateways in the DCP to reflect the outcomes of the assessment in the Penrith Scenic and Cultural Landscapes Study and incorporate relevant matters for consideration.	All	Regulate Deliver	Short
9	Map scenic and cultural landscapes in the LEP and include statements of significance in the DCP. <i>Note: consistent with Action 2.2 in the Local Housing Strategy.</i>	Rural North West Rural South West	Regulate Deliver	Short - Medium
10	Map the highly visually sensitive landscapes and important rural vistas and incorporate matters for consideration for development in these areas in the DCP.	All	Regulate Deliver	Short- Medium
11	Advocate for the retention of open space and green breaks in the planning for Orchard Hills Urban Investigation Area to retain elements of the highly visually sensitive landscape and view corridors toward the Blue Mountains.	Rural South East	Advocate	Ongoing

Priority 4 Support a Diverse Rural Economy

Outcome 4.1 Land suitable for agriculture is identified and protected

Outcome 4.2 Rural tourism grows and expands

Outcome 4.3 Small businesses permitted in rural lands are supported and encouraged

Outcome 4.4 Animal boarding and training establishments are supported and regulated by the NSW Government

Outcome 4.5 Quarrying of identified resources continues and land is rehabilitated on completion of extraction

#	Action	Precinct	Council's Role	Timeframe
12	Review the DCP to ensure that controls adequately manage land use conflict between agricultural enterprise and rural living.	All	Regulate Deliver	Medium
13	Work with existing poultry operators to understand the changing needs of the industry, particularly in Londonderry and Llandilo, recognising the current metropolitan level relevance of the industry.	Rural North West Rural North East South East Transition	Collaborate	Ongoing

#	Action	Precinct	Council's Role	Timeframe
14	Establish an agriculture, food and innovation network with industry, universities and government agencies to build capacity and foster innovation in new or niche agricultural enterprise.	All	Collaborate	Ongoing
15	Investigate the potential to establish a farmer's market in the Penrith LGA to connect local producers to consumers.	All	Deliver	Medium
16	Develop actions to foster the sustainable growth of rural tourism through the Economic Development Strategy including: <ul style="list-style-type: none"> • Opportunity for food and beverage and culture-based business through product and experience development initiatives; and • Establishment of networks of council, business and government agencies to connect tourist businesses. 	All	Plan	Short
17	Review and update LEP and DCP controls to: <ul style="list-style-type: none"> • Provide streamlined approval pathway opportunities e.g. localised complying development for home-based enterprises where appropriate • Allow streamlined approval pathways for smaller scale truck parking and storage operations; and • Prepare site specific DCP guidelines for truck parking and storage. 	All	Regulate Deliver	Medium
18	Develop a business development program to build capacity in small business owners and address issues such as risk management, sustainability, innovation and reaching new markets.	All	Deliver	Medium

Priority 5 Provide Housing and Services to meet the needs of the community

Outcome 5.1 The network of rural villages and localities is reinforced

Outcome 5.2 Housing diversity is provided for rural communities in rural villages

Outcome 5.3 Rural lands for infrastructure are identified

#	Action	Precinct	Council's Role	Timeframe
19	Prepare local character statements for rural villages and localities as part of the Corridors and Centres Strategy for inclusion within the DCP to elevate the role of local character within the planning framework. <i>Note: consistent with action 7.1 in the Local Housing Strategy.</i>	All	Plan Regulate Deliver	Short
20	Continue to advocate for the delivery of the Castlereagh Connection for flood evacuation. <i>Note: consistent with action 8.4 in the Local Housing Strategy</i>	Rural North West Rural North East	Advocate	Ongoing

#	Action	Precinct	Council's Role	Timeframe
21	Plan for the delivery of greater housing diversity in Londonderry, Mulgoa and Wallacia villages as part of the Corridors and Centres Strategy to inform amendments to planning controls.	Rural North West Rural South West	Plan Regulate	Short
22	Engage with relevant Llandilo landowners and local real estate agents to educate them on the need to consolidate 1 hectare lots in Llandilo to construct a dwelling.	Rural North East	Regulate	Short

4.3 REVIEW

We will regularly review progress of actions and outcomes in the Rural Lands Strategy to ensure that it reflects the latest information and developments. This will be important as the Penrith LGA evolves with the development of the Western Sydney Airport and Aerotropolis and associated infrastructure.

Review of the Strategy will be undertaken in response to the release of a new District Plan by the Greater Sydney Commission and updates of the LSPS. A strategic review of the Greater Sydney Region Plan and District Plans will commence in 2022 with new plans due to be finalised in 2023-24.

4.4 CONCLUSION

The existing rural lands in the Penrith LGA comprise the majority of our City. Rural lands deliver ecological significance, scenic and landscape value and contribute to Penrith City's economy. It is important to ensure that these values are maintained and enhanced into the future. This Rural Lands Strategy sets out five priorities for retaining and protecting rural lands and their values in Penrith LGA. It presents specific actions that Council will implement to ensure that we work towards these priorities and achieve the desired outcomes.

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