

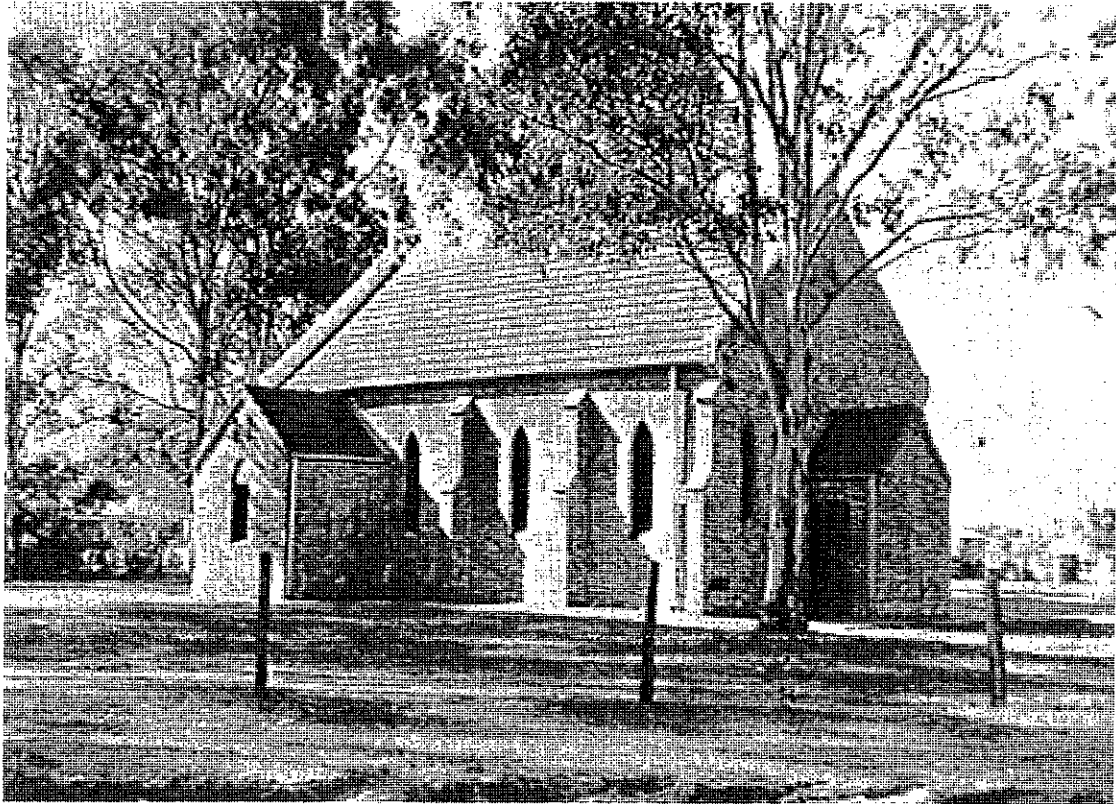
POLICY DOCUMENT

POLICY NAME:	Mulgoa and Wallacia Rural Villages Strategy	Policy No: EP 003
Adopted by Council:	Policy Review Committee 13 December 1999 Ordinary Meeting 20 December 1999	Minute No: PR 9 1137
Review:	December 2007	File No:
Relevant Legislation: <i>(if applicable)</i>		Responsible Department: Environmental Planning

Policy Statement:

This Policy commences on the following page.

Mulgoa & Wallacia Rural Villages Strategy



December 1999

PENRITH CITY COUNCIL



PENRITH VALLEY
River Mountains Lakes

Table of Contents

1.	VILLAGES STRATEGY	3
2.	MULGOA VILLAGE	
2.1	Managing Village Growth	4
2.2	Village Opportunities	5
2.3	Village Improvements	7
2.4	Tourism	7
2.5	Recommendations	9
3.	WALLACIA	11
3.1	Managing Village Growth	11
3.2	Village Opportunities	11
3.3	Village Improvements	12
3.4	Tourism	13
3.5	Recommendations	14
4.	CONCLUSION	16

1 VILLAGES STRATEGY

The preparation of this strategy for the villages of Mulgoa and Wallacia responds to Council's Strategic Plan objective of providing quality living and working environments. Council's objective is to maintain and enhance the City's rural and urban harmony and specifically to conserve and enhance the unique cultural and natural heritage qualities of the villages.

Council resolved to prepare a strategy for the villages of Wallacia and Mulgoa that will provide direction to Council, the community and public authorities, as to the most appropriate means of conserving and enhancing the unique qualities of the villages of Mulgoa and Wallacia. The strategy has been prepared for both villages due to their similarity in location, size and composition, water source and proposed sewerage scheme.

This strategy identifies appropriate planning controls aimed at conserving and enhancing the unique cultural and natural heritage qualities of the villages, identifies possible development opportunities, and also suggests a number of village improvements. Suggested village improvements have been based on community input and will need to be prioritised and implemented by Council, public authorities and community groups. The public exhibition of this strategy will assist Council in prioritising and investigating implementation of suggested works, and will provide an opportunity for public comment on the strategy.

Preparation of the strategy has commenced in advance of Penrith's City-wide Rural Lands Review. The strategy findings and recommendations will be exhibited for public comment which will then be developed into specific village Local Environmental Plans. When adopted by Council the new Local Environmental Plans will be incorporated into the Rural Lands LEP. The approach taken to community consultation with Mulgoa and Wallacia has provided a firm base for examining and understanding other rural villages in the Penrith Local Government Area.

2. MULGOA VILLAGE

The strategy recommendations for the village of Mulgoa have been derived from the *Mulgoa and Wallacia Rural Villages Study*. The planning investigations carried out in the preparation of that study have been used to understand the context of the village within its historic, rural and natural setting, and to establish development constraints.

2.1 Managing Village Growth

The study of Mulgoa village establishes key principles for containment of the village by predominantly rural landscapes. The village edges have been determined not by service availability alone but by features such as existing vegetation, landform and cultural heritage.

The study has found that limited expansion is sustainable, subject to the availability of appropriate infrastructure and in particular the existing constraints to development of sewer and water provision being overcome. The possible level of village expansion suggested in this strategy is considered to represent an environmentally acceptable level of expansion, whilst at the same time providing for limited additional housing opportunities to cater for a demand for local housing.

Village expansion opportunities have not been determined by population targets. This criteria has been established by Council's Residential Strategy 1997 which examined the future population and associated housing needs for the Penrith LGA. It concluded that future residents could be accommodated within the residential release areas and multi-unit housing should be provided closest to public transport and community facilities typical of urban centres. This information suggests that the village should not be under pressure to provide extra land for housing to meet broader population targets.

Notwithstanding this, it is recognised that the purpose of the village of Mulgoa in the future will be to provide for an alternative to urban living that delivers a harmony with the rural character of Mulgoa Valley. To survive the pressures for redevelopment the rural zones around the village need to limit subdivision, promote rural uses and create a firm edge to contain the village and to separate it from surrounding areas.

In determining this village edge environmental constraints have been carefully considered alongside the need to retain a viable village structure which, in order to survive, also needs to provide housing for an aging population, and to provide for limited additional housing opportunities outside the existing village area to cater for a demand for rural village living and a demand for local housing opportunities brought about by ties to the local community.

2.2 Village Opportunities

In determining village expansion opportunities careful consideration must firstly be given to the objectives and constraints as outlined in Sydney Regional Environmental Plan (SREP) 13, as that plan is applicable to areas adjoining the existing village boundary. A specific aim of SREP 13 is to "enable rural residential development where it is consistent with the conservation of the rural and natural landscape, heritage and agricultural qualities". Also, development must be able to be serviced adequately or be provided services within a reasonable time. Development must also be consistent with the conservation of the rural and natural landscape, heritage and agricultural qualities.

The Regional Environmental Study for Mulgoa Valley established broad development constraints for development around Mulgoa Village. It recognised that land to the north of the village is constrained by heritage curtilages of Fernhill and St Thomas' church. Land to the west of Mulgoa Road provides scenic landscapes composed of large rural holdings such as Winbourne. Land to the south, similarly provides valley vistas and enables views to extend across to Wallacia.

The central village is neatly arranged between Mulgoa Road and Winbourn Road, outside this development is of larger lots. Land to the east of the village is less visible to surrounding locations and is not constrained by heritage curtilages. Land in this location does have scattered vegetation cover and is undulating in some locations particularly where natural drainage channels occur. Mulgoa Creek is recognised in the RES and Council's Remnant Vegetation Survey as forming an important visual edge and wildlife habitat within the context of the valley. The RES recommends that aside from these locations, where careful planning will need to occur to provide development sensitive to topography, development could reasonably occur without substantially changing the character of Mulgoa Village.

SREP 13 also requires Mulgoa Road's character to be maintained and the village character to be protected.

The eastern side of Mulgoa village offers the most logical location for considering expansion as it is the least constrained location. This area fits within one subcatchment area and is separated by road locations and landform. Natural features, established heritage curtilages and other elements as described in Sydney Regional Environmental Plan No. 13, contain development within this area and form natural edges to the village. Figure 1 identifies village opportunities.

The village itself provides for some 180 lots of less than 2000m² in area providing more than half of the total available lots within the valley. Rural lots immediately to the east of the village have a lot size of between 4451m² – 12.7ha with an average lot size closer to 4500m² along Winbourn Road and 3 ha further east as far as Mulgoa Creek.

Limited subdivision has occurred and land use retains its essentially rural content. Recently, development pressure for non-rural land uses have begun to emerge and the availability of sewer has initiated enquiries about rural residential development.

The potential for further expansion in the villages in the form of low density residential, and rural/residential development is subject to adequate provision of services (primarily water and sewer). From the community workshops it was apparent that large lot residential and rural/residential development into parcels of between 2000 m² - 4000m² and between 1 - 2 hectares was preferred.

Rural lots immediately to the east of the village have a lot size of between 4451m² – 12.7ha with an average lot size closer to 4500m² along Winbourn Road. It is considered that appropriate allotment sizes within those areas identified on Figure 1 as having potential for residential/rural residential lots would be:

- a minimum of 550m² with a maximum dwelling density of 1 per 2000m² for that area bounded by Winbourn, Allan, and Littlefields Roads extending as far east as Church Road, subject to connection to the sewerage scheme; and
- a minimum site area of 1 hectare for that area bounded by Vincent Avenue, Farm, Littlefields, and Church Roads, subject to geotechnical investigations to determine suitability for on-site wastewater treatment and disposal.

This approach would allow for adequate development opportunities, provide for a mix of housing types, and result in a gradual residential to rural settlement transition. Such a development pattern would also assist in maintaining the Rural Village character of Mulgoa.

Whilst land to the east of the village is less visible to surrounding locations and is not constrained by heritage curtilages, land in this location does have scattered vegetation cover and is undulating in some locations particularly where natural drainage channels occur. Mulgoa Creek is recognised in the RES and Council's Remnant Vegetation Survey as forming an important visual edge and wildlife habitat within the context of the valley. In these locations, careful planning will need to occur to provide development sensitive to topography, vegetation communities and water quality objectives. Given these constraints, it may not always be possible to achieve maximum development potential.

It is recognised that further studies will need to be undertaken within both areas identified for possible village expansion to ascertain the significance of the existing flora and fauna under the provisions of the Threatened Species legislation, the significance of any heritage item, and to determine appropriate drainage designs. These studies will be required prior to the preparation of a Local Environmental Plan to allow for the possible expansion of the village.

Sydney Water advise the proposed sewerage scheme is designed to service the existing village areas of Mulgoa and Wallacia as part of the Backlog Sewerage Program. The scheme will be designed to serve the full development potential of the existing zoned urban village areas. Sydney Water have advised that a subsidised sewerage scheme will not be available for future development outside the existing village areas.

Any development within the area identified by Figure 1 will be required to pay for the full cost of the provision of services. Sydney Water will prepare a Development Services Plan to recover these costs.

2.3 Village Improvements

This strategy identifies appropriate planning controls aimed at conserving and enhancing the unique cultural and natural heritage qualities of the villages, and also suggests a number of village improvements. Suggested village improvements have been based on community input and the recommended improvements will need to be prioritised and considered by Council in accordance with future funding programs for implementation, and in light of competing projects for funding allocation. The public exhibition of this strategy will assist Council in prioritising suggested works for possible funding

Residents have indicated a desire to improve the appearance of the village. Improvement programs are not easily managed under traditional planning mechanisms where provisions seek to regulate development rather than provide development initiatives and design solutions. Improvements also need to be financed and generally are not covered by normal Council maintenance programs.

The community consultation process associated with this strategy has raised awareness of village amenity. The community issues and options for improvement should be further analysed prior to funding allocation. These tasks could be achieved by incorporating them into a social study of the village and perhaps implemented with funding for community projects as identified by the social study.

2.4 Tourism

The village of Mulgoa will be an important ambassador for tourism within the city. Tourism provides opportunity to revitalise the village but can also create potentially negative influences like traffic generation. Successful balancing of these influences is an important component to managing the future character of Mulgoa.

As is the case for the valley generally, the open spaces in this location, which attract visitors and residents alike, need to be carefully managed so that they can continue to provide for both tourism and rural living. The existing village of Mulgoa provides for tourism opportunities. Such opportunities may be

improved through the preparation of a new Local Environmental Plan for the village allowing for appropriate tourist activities.

The strategy recommends that land along Mulgoa Road adjacent to the Settler's Restaurant be considered for a scheduled area which may permit limited tourism activity with possible direct access to Mulgoa Road. Settler's Restaurant uses the old Police Station building and has attracted another restaurant to locate at the southern gateway to Mulgoa village and serve passing tourist trade.

The emergence of this semi-commercial area raises some important issues in considering the future of Mulgoa and consideration of the edge of the village.

It is also recommended that the village should become the focus of future commercial, tourist and recreation development.

2.5 Recommendations

Recommendation	Matters to be considered
A draft Local Environmental Plan be prepared for the village of Mulgoa.	<ul style="list-style-type: none"> ▪ The draft plan incorporate areas outlined by Figure 1 - Mulgoa Opportunities, subject to provision of adequate services and infrastructure, and detailed planning investigations.
	<ul style="list-style-type: none"> ▪ To reflect the existing village character the 2(c) village zone be replaced by a village zone consistent with the provisions of the 2(b) zone under Urban Land LEP 1998. This will permit a range of home business and home activities. ▪ The existing neighbourhood business zone in central Mulgoa be retained. ▪ Land along Mulgoa Road adjacent to the Settler's Restaurant be considered for a scheduled area which may permit limited tourism activity with possible direct access to Mulgoa Road. ▪ Attached dual occupancy be permitted within the residential village zone, subject to service provision. ▪ Single storey aged housing be permitted within the residential village zone ▪ Multi-unit housing (other than aged housing) be prohibited. ▪ Industry be prohibited in the village. ▪ The range of permissible land uses be reviewed to meet contemporary planning controls and environmental requirements.
Guidelines for appropriate design of development within the village be prepared.	<ul style="list-style-type: none"> ▪ Future development be consistent with the rural character of the village and Mulgoa Road.
Develop a program for the enhancement of the village.	<ul style="list-style-type: none"> ▪ Enhance the visual boundary of the village and adjacent rural areas in some locations by appropriate landscaping.
	<ul style="list-style-type: none"> ▪ Village should become the focus of future commercial, tourist and recreation development. ▪ Entry statements be provided by using landscape planting; appropriate paving and traffic calming devices and managing signage.

Recommendation	Matters to be considered
	<ul style="list-style-type: none"> ▪ Landscape plantings, street trees and street furniture be coordinated to provide a greening of the village with a definitive theme appropriate to the natural and cultural setting of the village. ▪ Limit the construction of concrete footpaths to one side only and consideration be given to the provision of decorative footpath treatment to provide cohesion of village areas.
<p>A draft masterplan for Mulgoa Road be prepared in consultation with the RTA to optimise road use safety and retain its scenic qualities.</p>	<ul style="list-style-type: none"> ▪ Entry to Mulgoa Road at the Mulgoa Shops be reviewed.
	<ul style="list-style-type: none"> ▪ The treatment of Mulgoa Road and the road edges and footpaths within the village be reviewed. ▪ For appropriate sites, consideration be given to service road treatment to be provided, as an alternative to road widening, to allow access onto Mulgoa Road to be managed yet provide regular opportunities for tourists to enter sites. ▪ Service roads to provide for shared pedestrian and vehicle movements.
<p>Social and cultural planning investigations for the village be undertaken to identify the unique requirements for community facilities</p>	<ul style="list-style-type: none"> ▪ The community be actively engaged in assisting in social and cultural planning investigations, and implementing the improvements.

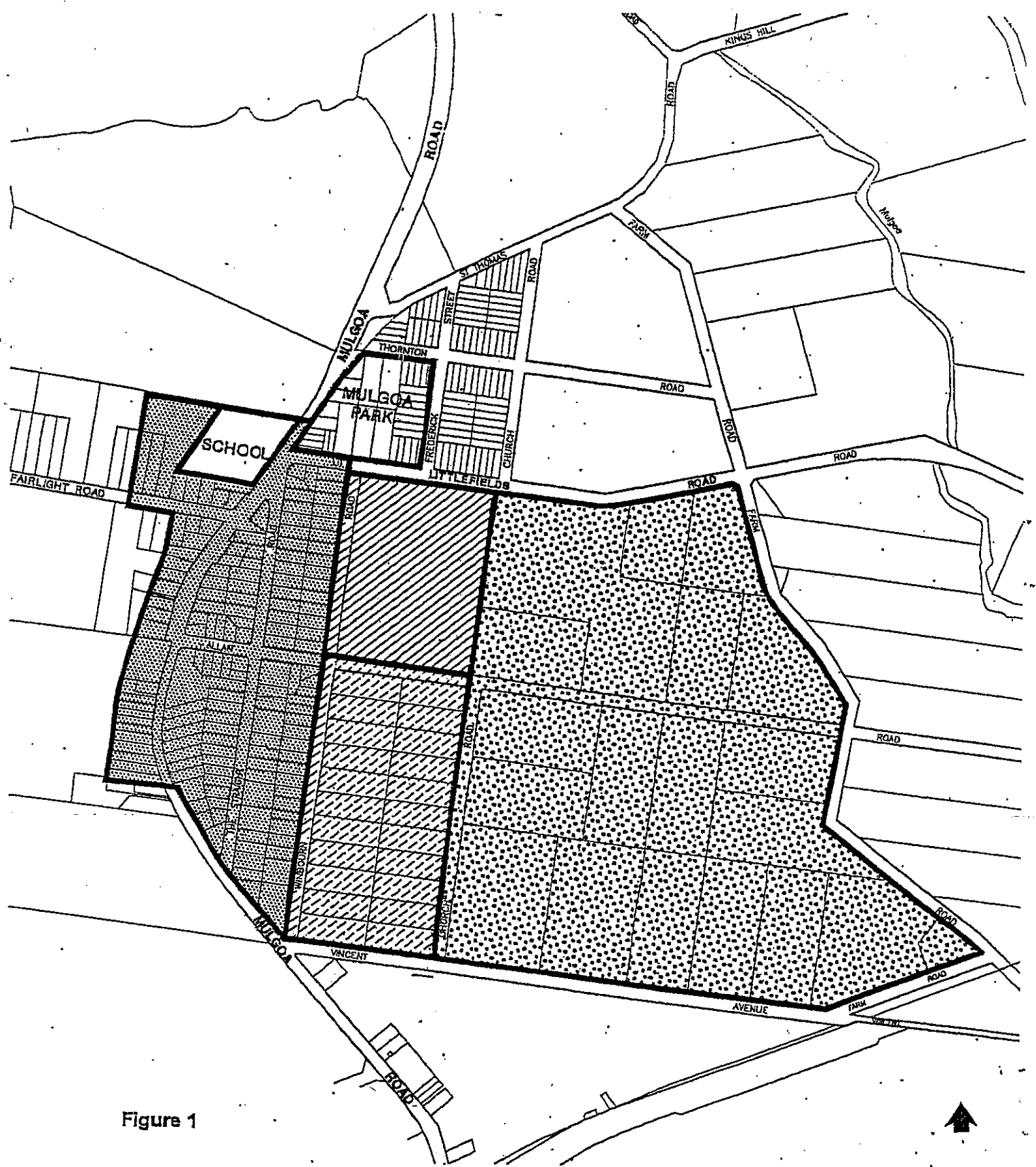


Figure 1

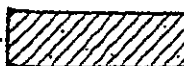
Village (550 m²)
Potential for Aged Housing and Attached Dual Occupancy.
Subject to provision of water and sewer



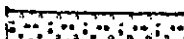
Rural/Residential (4000 m²)
Subject to provision of water and sewer, and Infrastructure and land capability investigations



Potential for Residential (550 m² min site area, max 1 per 2000 m²)
Subject to provision of water and sewer, and Infrastructure and land capability investigations



Potential for Rural Residential Lots (1 ha +)



3 WALLACIA

The strategy recommendations for the village of Wallacia have been derived from the *Mulgoa and Wallacia Rural Villages Study*. The planning investigations carried out in the preparation of that study have been used to understand the context of the village within its historic, rural and natural setting, and to establish development constraints.

3.1 Managing Village Growth

The study of Wallacia village establishes key principles for containment of the village by predominantly rural landscapes. The village edges have been determined not by service availability alone but by features such as existing vegetation, landform and cultural heritage.

Village expansion opportunities have not been determined by population targets. This criteria has been established by Council's Residential Strategy 1997 which examined the future population and associated housing needs for the Penrith LGA. It concluded that future residents could be accommodated within the residential release areas and multi-unit housing should be provided closest to public transport and community facilities typical of urban centres. This information suggests that the village should not be under pressure to provide extra land for housing to meet broader population targets.

Notwithstanding this, it is recognised that the purpose of the village of Wallacia, like Mulgoa village, in the future will be to provide for an alternative to urban living that delivers a harmony with the surrounding rural character. To survive the pressures for redevelopment the rural zones around the village need to limit subdivision, promote rural uses and create a firm edge to contain the village and to separate it from surrounding areas.

In determining this village edge environmental constraints have been carefully considered alongside the need to retain a viable village structure which, in order to survive, also needs to provide housing for an aging population, and to provide for limited additional housing opportunities to cater for a demand for rural village living and a demand for local housing opportunities brought about by ties to the local community.

3.2 Village Opportunities

Wallacia is constrained by the Nepean River to the west and elsewhere is surrounded by vegetation associated with Jerry's Creek and other creek systems. The golf course provides a barrier to development to the east.

These barriers form a strong edge to the village of Wallacia and provide an important visual backdrop to existing development. The village edges contain the existing village located on higher ground and a village form that provides little opportunity for expansion.

Outside the village edge development opportunity is constrained by the 'valley' associated with Jerry's Creek, local dams as well as significant stands of vegetation.

Due to the natural constraints surrounding Wallacia development opportunities are limited. No further potential for expansion has been found outside the existing village area and rural residential land. However, within the village area development potential exists for increased densities of residential development in the form of dual occupancy, aged housing and commercial development within the existing neighborhood business zone.

The possible level of village expansion suggested is considered to represent an environmentally acceptable level of expansion, whilst at the same time providing for limited additional housing opportunities to cater for a demand for local housing.

The development of the vacant parcel in Wallacia is instrumental to the future of the village centre. The village does not have a central meeting place and suffers from lack of community focus. In terms of outdoor space, only the hotel provides a pleasant area but this is not an attractive location to all members of the public. The golf club suffers from limited parking options and the current shops are isolated from the community by car dominated uses.

The village itself offers little opportunity for subdivision. Increased population may only be possible by allowing for more dense residential development to occur. Medium density has however not been supported by the local community and is considered to be inconsistent with the rural character of the village of Wallacia. Notwithstanding this aged housing and limited dual occupancy development were considered a suitable solution to providing for aged housing and housing choice.

3.3 Village Improvements

Residents indicated a desire to improve the appearance of the village. Improvement programs are not easily managed under traditional planning mechanisms where provisions seek to regulate development rather than provide development initiatives and design solutions. Improvements also need to be financed and generally are not covered by normal Council maintenance programs.

The community consultation process associated with this strategy has raised awareness of village amenity. The community issues and options for improvement should be further analysed prior to funding allocation. These tasks could be achieved by incorporating them into a social study of the villages and perhaps implemented with funding for community projects as identified by the social study.

This strategy identifies appropriate planning controls aimed at conserving and enhancing the unique cultural and natural heritage qualities of the villages, and also suggests a number of village improvements. Suggested village improvements have been based on community input and the recommended improvements will need to be prioritised and considered by Council in accordance with future funding programs for implementation, and in light of competing projects for funding allocation. The public exhibition of this strategy will assist Council in prioritising suggested works for possible funding

3.4 Tourism

Wallacia village will also be an important source for tourism within the city. Tourism provides opportunity to revitalise the villages but can also create potentially negative influences like traffic generation. Successful balancing of these influences is an important component to managing the future character of Wallacia.

The existing village of Wallacia provides for tourism opportunities. Such opportunities may be improved through the preparation of a new Local Environmental Plan for the village allowing for appropriate tourist activities.

Wallacia will play an important role in capturing passing tourist trade. As is the case for the valley generally, the open spaces in this location, which attract visitors and residents alike, need to be carefully managed so that they can continue to provide for both tourism and rural living.

It is recommended that Council encourage redevelopment of the vacant commercial land at Wallacia village. This should be undertaken with consultation between landowners, Council and the community to provide a desirable community and commercial outcome that revitalises the Wallacia village centre.

Development of the commercial precinct and specifically the vacant site has the potential to provide for a common public space that could provide for: a central meeting place for community events; attraction of tourist trade; improved commercial viability; an open space area to maximise surveillance of after hours activity; extended community facilities and development floor space.

Development of the site also presents an opportunity to integrate carparking provision within the commercial precinct and to allow for additional commercial, retail, and tourism orientated land uses to be accommodated within the village centre. To achieve this outcome carparking provision will need to be determined on merit.

3.5 Recommendations

Recommendation	Matters to be considered
<p>A draft Local Environmental Plan be prepared for the village of Wallacia.</p>	<ul style="list-style-type: none"> ▪ The draft plan enable the opportunities for development as outlined by Figure 2 - Wallacia Opportunities, subject to provision of adequate services and infrastructure.
	<ul style="list-style-type: none"> ▪ No additional areas outside the village zone be considered for development. Liverpool Council be advised of this recommendation. ▪ To reflect the existing village character the 2(c) village zone be replaced by a village zone consistent with the provisions of the 2(b) zone under Urban Land LEP 1998. This will permit a range of home business and home activities. ▪ The existing neighbourhood business zone in central Wallacia be retained. ▪ Land along Park Road within the neighbourhood business zone be considered for a scheduled area which permits direct access to Park Road. ▪ Attached dual occupancy be permitted within the residential village zone, subject to service provision. ▪ Single storey aged housing be permitted within the residential village zone. ▪ Multi-unit housing (other than aged housing) be prohibited. ▪ Industry be prohibited in the village. ▪ The range of permissible land uses be reviewed to meet contemporary planning controls and environmental requirements.
<p>Guidelines for appropriate design of development within the village be prepared.</p>	<ul style="list-style-type: none"> ▪ Future development be consistent with the rural character of the village and Mulgoa and Park Road.
<p>Development within Village Centre</p>	<ul style="list-style-type: none"> ▪ Encourage redevelopment of the vacant commercial land at Wallacia village. This should be undertaken with consultation between landowners, Council and the community to provide a desirable community and commercial outcome that revitalises the Wallacia village centre.

Recommendation	Matters to be considered
	<ul style="list-style-type: none"> ▪ Development of the commercial precinct and specifically the vacant site has the potential to provide for a common public space that could provide for: a central meeting place for community events; attraction of tourist trade; improved commercial viability; an open space area to maximise surveillance of after hours activity; extended community facilities and development floor space. ▪ Development of the site also presents an opportunity to integrate carparking provision within the commercial precinct and to allow for additional commercial, retail, and tourism orientated land uses to be accommodated within the village centre. To achieve this outcome carparking provision will need to be determined on merit.
<p>Develop a program for the enhancement of the village.</p>	<ul style="list-style-type: none"> ▪ Enhance the visual boundary of the village and adjacent rural areas in some locations by appropriate landscaping.
	<ul style="list-style-type: none"> ▪ Village should become the focus of future commercial, tourist and recreation development. ▪ Entry statements be provided by using landscape planting, appropriate paving and traffic calming devices, and managing signage. ▪ Landscape plantings, street trees and street furniture be coordinated to provide a greening of the village with a definitive theme appropriate to the natural and cultural setting of the village. ▪ Limit the construction of concrete footpaths to one side only and consideration be given to the provision of decorative footpath treatment to provide cohesion of village areas.
<p>A draft masterplan for Mulgoa and Park Road be prepared in consultation with the RTA to optimise road use safety and retain its scenic qualities.</p>	<ul style="list-style-type: none"> ▪ The treatment of Mulgoa and Park Roads and the road edges and footpaths within the village be reviewed.
<p>Social and cultural planning investigations for the village be undertaken to identify the unique requirements for community facilities.</p>	<ul style="list-style-type: none"> ▪ The community be actively engaged in assisting in social and cultural planning investigations, and implementing the improvements.

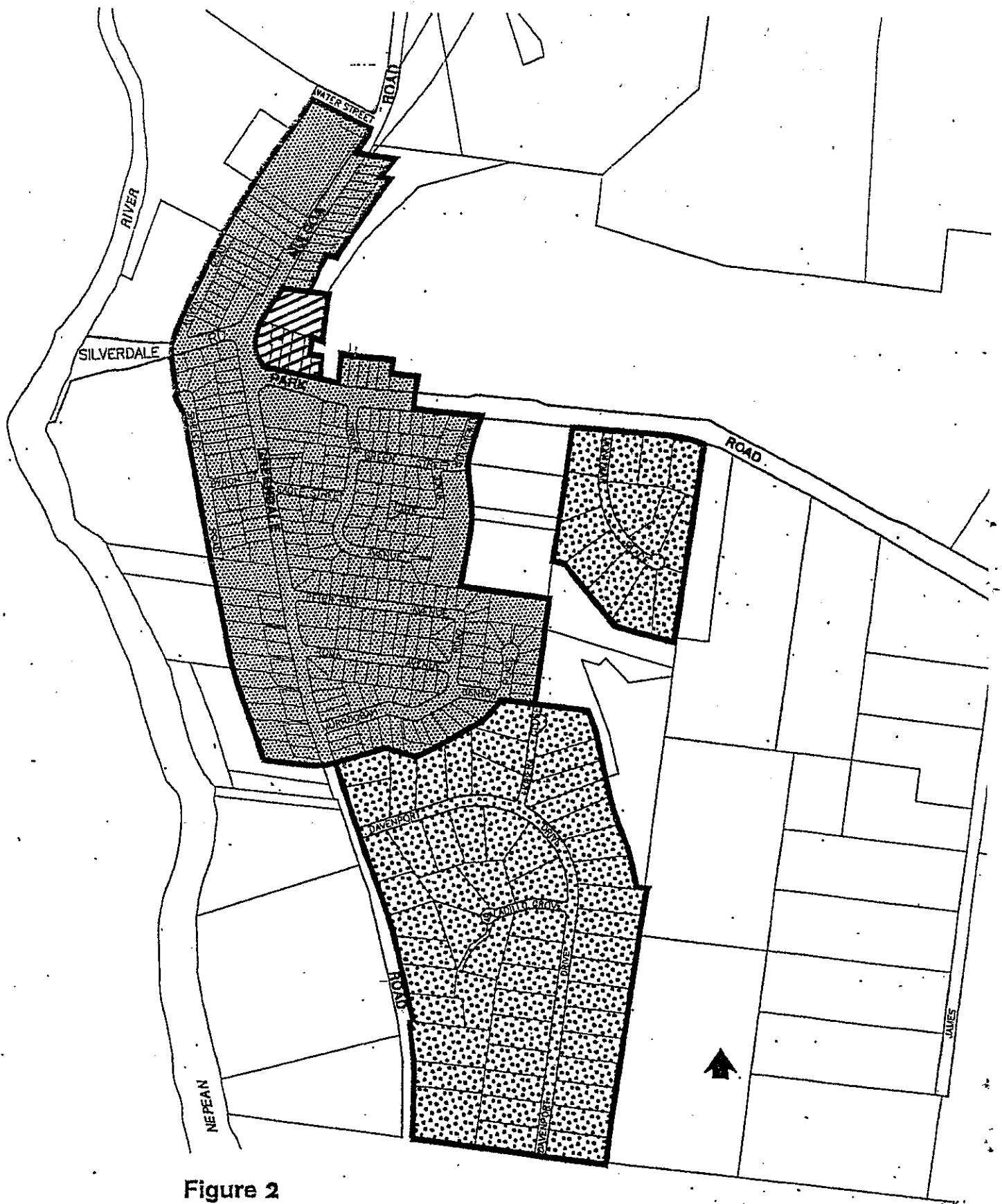


Figure 2

Existing Village Centre



Existing Village
Potential for Aged Housing &
Attached Dual Occupancy
Subject to provision of water & sewer



Existing Rural Residential Lots



4. CONCLUSION

In 1997 Penrith City Council adopted a Residential Strategy which promotes a compact City and defines Penrith's urban growth limits. The Strategy confirms that expected residential growth for at least the next 25 years can be accommodated within the existing and currently planned urban areas, without resorting to take-up of further non-urban land.

The Residential Strategy reinforces one of Council's strategic aims which is to define Penrith's urban growth limits and promote a compact City by identifying and promoting the intrinsic rural values and functions of the City's Rural Lands. One of those functions is rural settlement, which distinguishes itself from residential development in the urban areas, by its setting and relationship with surrounding rural activities.

The purpose of the villages of Mulgoa and Wallacia in the future will be to provide for an alternative to urban living that delivers a harmony with the rural character of Mulgoa Valley. To survive the pressures for redevelopment the rural zones around these villages need to limit subdivision, promote rural uses and create a firm edge to contain the villages and separate them from surrounding areas. But they also need to survive by providing for housing an aging population, providing for limited additional housing opportunities and to provide for modern community needs.

The villages will also be important ambassadors for tourism within the city. Tourism provides opportunity to revitalise the villages but can also create potentially negative influences like traffic generation. Successful balancing of these influences is an important component to managing the future character of Mulgoa and Wallacia.

The recommendations in this document allow for limited development potential within and around the villages. Emphasis has been placed here on the need to revitalise the villages by means other than planning controls. A successful improvements program will achieve viability for the villages without relying on extensive additional development.

Any expansion will be reliant on availability of services, particularly water and sewer, and in some cases may still be constrained by individual site characteristics. Council support for the development of these areas will be influenced by the outcomes of Sydney Water's investigations. Water provision will be dependent on private funding for amplification of existing systems.

Finally, this process has been an investigation of the possibilities. Implementation of any changes will involve amendments to the existing planning instruments and negotiation with the State Government. This process and the timeframe for service connection may result in a lead-time of some 3-5 years before any potential for expansion may be realised.

Village improvements can commence much earlier than this subject to support and funding for social and cultural investigations.