

The Council of The City of Blue Mountains

THE BLUE MOUNTAINS STATEMENT OF OBJECTIVES

**Adopted by Resolution of Council on 21st June, 1976
Consultants: Urban Systems Corporation Pty Ltd**

URBAN SYSTEMS CORPORATION

30 June 1976

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The Town Clerk
The Council of the City of Blue Mountains
Council Headquarters
KATOOMBA NSW 2780

Dear Sir:

re: THE COUNCIL'S STATEMENT OF OBJECTIVES

"It gives us great professional satisfaction to have served Council in the difficult tasks of researching, compiling and finalising for adoption this Statement of Objectives. The Statement represents a new approach to corporate planning and management for Local Government, an approach which experience teaches us is essential to overcoming the problems which beset Local Government today. Council is already acting to implement the Statement and we wish Council and the citizens of the Blue Mountains every success in these endeavours. If we can be of any assistance in any detailed matter of implementation, we are available to serve Council in any way, however modest, which might assist.

Yours faithfully
URBAN SYSTEMS CORPORATION



George Clarke
Managing Director

THE BLUE MOUNTAINS CITY COUNCIL

THE COUNCIL'S STATEMENT OF OBJECTIVES, POLICIES and ACTION PRIORITIES

EXPLANATORY INTRODUCTION

This Explanatory Introduction has been contributed by Council's Consultants, Urban Systems Corporation. It is an aid to understanding the Council's formal Statement of Objectives, Policies and Action Priorities, Adopted by Resolution of Council on June 21st, 1976, vide Minute 709/3. The Introduction itself, however, has not been formally adopted by Council Resolution, because it is merely explanatory, and not definitive.

The Blue Mountains City Council's Statement of Objectives specifies the Council's four (4) overall Objectives, twelve (12) major Policies, and a total of eighty three (83) Action Priorities.

These 99 sentences have been distilled from a great amount of work¹ done during 1974 and 1975 by Aldermen, Council consultants and staffs, and concerned citizens. This work was financially assisted by the Australian Government's Minister and Department of Urban and Regional Development, under the Area Improvement Program.

Council has resolved that the Statement shall "guide the exercise of Council's powers and duties in all fields" in accord with Action Priority A1. The Statement will continue in force unless and until it is formally reviewed and revised by Council resolutions pursuant to Action Priority 1G.

The Statement of Objectives covers a wide range of complicated and intertwined conflicts between conservation and development throughout the Mountains. These conflicts involve many difficult legal, administrative, financial, engineering, environmental, economic, social and political matters. These conflicts have been the subject of increasing controversy over recent years. They are also the subject of confusion, because their complexities are so little understood. On many of them, there is not enough data or knowledge on which precise decisions can yet be based.

The City of Blue Mountains is an area of 1,410 square kilometres (542 square miles). It stretches from 60 to 120 km inland from the centre of Sydney. It covers rugged terrain, largely unsuited for agriculture, but of great natural beauty, rising to 1,070 metres (3,500 feet) above sea level.

About half the total area of the City (708 sq. km or 274 sq. miles) is already dedicated as part of the Blue Mountains National Park, which extends beyond the boundaries of the City. In the other half

1 See Bibliography, References 10 to 15 inclusive.

of the City's area, the Council and a number of State Government authorities share responsibilities for managing and attempting to resolve competing claims for further conservation and further development.

Through the centre of the City, along the east-west route of the Great Western Highway and the Western Railway line across the Mountains, there is a string of upwards of twenty (20) towns and villages, which have only slowly evolved, over a century or more, to serve the needs of travellers, miners, holiday makers, tourists and daytrippers, and of retired and retiring people seeking quiet and inexpensive places to live. It is only in the last twenty years that the Lower Mountains have gradually developed as an extension of metropolitan Sydney's western suburbs.

This lineal string of settlements has commonly been discussed in two parts - the "Upper" and "Lower" Blue Mountains. More recently, another grouping of settlements, called the Central Blue Mountains, has been defined by dividing into two the original area of the Upper Mountains.

The recent history of settlement and population growth of the city is summarised in the following population figures :

Year	Lower Mountains		Upper Mountains		Total	
	Pop.	% growth p. a.	Pop.	% growth p. a.	Pop.	% p. a.
1947	4,332		16,187		20,519	
1954	5,857	4.4%	16,388	0.2%	22,245	1.2%
1961	9,708	7.5%	17,331	0.8%	27,039	2.6%
1966	13,838	7.4%	16,893	(0.5)	30,731	2.6%
1971	18,267	5.7%	18,360	1.6%	36,627	3.5%

The Lower Mountains settlements of Lapstone, Glenbrook, Mt Riverview, Blaxland, Warrimoo, Valley Heights, Springwood (including Winmalee and Yellow Rock) and Faulconbridge, have grown from only 25% of total City population in 1947, to 50% in 1971. In 1976, it is estimated that the Lower Mountains population approaches 55% of the total.

The Lower Mountains is increasingly displaying the "normal" characteristics of suburbia. The age structure is gradually becoming more like the normal pyramid as more new families with children move in, although there is still a high proportion of elderly people and a low proportion of teenagers and young adults. More than 75% of Lower Mountains residents who are employed, commute daily to Penrith or beyond to Sydney.

Katoomba is the largest of the twelve towns from Linden to Bell in the Central and Upper Mountains. This area has an extremely high percentage of elderly residents, and continues to suffer heavy out-migrations of teenagers and young adults for whom the Mountains offer little work, and few educational and social facilities.

Since World War II, the Mountains have lost much of their traditional appeal to holiday makers and tourists. Little other economic development has been attracted to replace the once flourishing tourist industry. The economy of the Upper Mountains has been relatively static for many years.

Nevertheless, the future growth and expansion of the Sydney metropolitan area will affect the rate and character of development in the Mountains.

In 1968, the State Planning Authority's Sydney Region Outline Plan ² stated that "in the City of Blue Mountains, there will eventually be a population of 65,000".

In 1973, the State Planning Authority's population projections ³ for the Blue Mountains were for 42,000 by 1975, rising to 85,000 by the year 2000.

However, in 1975, the First Report of the National Population Inquiry (the "Borrie Report") ⁴ indicated that the commonly accepted population projections of the nineteen sixties and early seventies, were not likely to occur. For the Sydney Statistical Division, it now appears more likely that population, in the year 2000, will be between 10% to 25% less than envisaged by the SPA in 1973.

This would, if simply applied, reduce the SPA's 1973 projection for the Blue Mountains from 85,000 to between 76,500 and 63,750.

However, the SPA's 1973 exhibited Planning Scheme ⁵, which is still current and relevant, though not yet gazetted, designates Residential A1 Zones calculated by the SPA (reference K 5/6/3Z5) to have a capacity, at 30 persons per hectare, for an eventual 117,000 people, and Residential Flat Zones with a half capacity, at 50 persons per hectare, of 27,000 people, or a full capacity of 54,000 people.

Thus the Residential Zones alone of the current Planning Scheme have a total capacity for between 144,000 and 171,000 people.

To this must be added the capacity for population growth in the lower-density "non-urban" areas. Further capacity appears to have been added ⁶ by the many decisions of the Local Government Appeals Tribunal which have upheld appeals for development refused by Council because it is not in accord with the Exhibited Scheme. The

2 See Bibliography Ref. 17
 3 See Ref. 20
 4 See Ref. 31
 5 See Ref. 18
 6 See Ref. 22

current land areas within which development is legally possible, could therefore accommodate more than twice as many people as was contemplated by the most optimistic prediction, the SPA 1973 projection, and possibly three times as many people as a reduced projection influenced by the assumptions of the Borrie Report.

This "looseness of fit" between zonings and a range of likely future population projections would not be a matter for concern in an area which is not as environmentally fragile and of such scenic significance as the Blue Mountains, or as sensitive to environmental pollution as the Hawkesbury River catchment, of which the City of Blue Mountains is a part ⁷.

Nor would such a looseness of fit be of serious concern in an area which did not suffer, as does the Blue Mountains, from decades of premature, excessive, unserviced subdivision, from so much thinly scattered and sub-standard development, from high costs of water, sewerage and other urban services and from such bad ribbon development as exists along the Great Western Highway through the Blue Mountains.

Indeed, a high ratio of urban land supply to demand is normally desirable to keep land prices, in sectors of planned high metropolitan growth, within reasonable bounds. ⁸ However, the Blue Mountains is not a sector in which major metropolitan expansion is to be directed. The NSW Government's firmly established policy is to direct future urban development and population growth to Gosford Wyong in the North; Campbelltown, Camden and Appin in the South West; and if possible, to Bathurst-Orange to the West of the Blue Mountains. ⁹

Over recent years, the Blue Mountains have increasingly come to be regarded as part of what is now called the "national estate" or "heritage". Their significance to the Sydney Region as a natural backdrop, green belt, catchment area, and recreation resource, is being increasingly stressed. The increasing pollution of water courses, the erosion and scouring of valleys, the despoilation of views, is becoming more noticeable.

Continued high rates of urbanisation along the Great Western Highway would cause more of the twenty towns and villages to coalesce, and would seriously damage the popular image of the Mountains as a place in which residents and visitors can enjoy unbroken views over rugged natural grandeur, fresh air, clean mists and intimate contact with unspoilt bushland.

However, suggestions that development of all types in the Mountains should be further discouraged, and that draft zoning and subdivision restrictions be fully enforced or even tightened, have been resented by many people who, in good faith, purchased land before 1968, when such restrictions were firstly publicly foreshadowed in the Council's

⁷ See Bibliography Refs. 23 - 27 inclusive.

⁸ See Ref. 29

⁹ See Refs. 17 and 21, and also letter from the NSW PEC to the BMCC dated 25. 3. 75.

original draft planning schemes. Thus, it has been strongly argued that there is a case, on the grounds of social equity or justice, for permitting much relatively scattered residential development on lots purchased by their current owners prior to 1968.

In the Upper Mountains, there is also much concern over the long standing relative stagnation of the local economy, particularly the tourist industry, and the lack of local employment, community services and public utilities.

In the Lower Mountains, existing residents tend to be satisfied with the existing degree or scale of development in the sense that most do not favour further significant increases in urban development, local employment or tourism in the Lower Mountains.

The 1973 public exhibition of the Draft Statutory Planning Scheme attracted over 3,000 objections from persons with an estate or interest in land affected by the Scheme, and who generally wanted the Scheme relaxed and made more permissive.

The Scheme exhibition also generated the creation of resident protest groups, and stimulated renewed activity by conservation bodies, who wanted the Scheme made more restrictive.

In early 1974, the Blue Mountains City Council, with the financial support of the Australian Government's Minister and Department of Urban and Regional Development, commissioned Urban Systems Corporation to carry out an overall review of development and conservation conflicts throughout the Mountains. Council requested USC to prepare an overall strategy for the management and resolution of those conflicts.

By May 1974, USC produced a report in three volumes,¹⁰ which analysed the physical, social and economic problems of the Upper and Lower Mountains, and which presented a range of five possible "Alternative Futures". The report analysed and presented the physical, social and economic implications of each of the Alternatives. Summaries of the Alternatives were printed for mass free public distribution,¹¹ a travelling exhibition in a special bus visited every township, public meetings and discussions were conducted, scores of local groups were consulted, and thousands of questionnaires distributed. All relevant Federal and State Authorities were requested to respond. All these responses were later analysed and summarised.¹²

10 See Bibliography Ref. 10

11 See Ref. 11

12 See Ref. 13

The range of alternative futures may be summarised as :

Alternative Future 1

No further urban development to be permitted, except for the controlled renewal of existing built-up sites. This represents an attempt to permanently freeze development and population as closely as possible to existing 1973 levels. This was estimated at a total population of 47,300, with 24,800 in the Lower Mountains and 22,500 in the Upper Mountains. It was pointed out that such a freeze might require additional or extraordinary costs for the public acquisition of land valued in 1974 at approximately \$96 million.

Alternative Future 2

No additional residential subdivision would be permitted, but building on existing serviced lots would be approved. No flats would be permitted. It was calculated that these measures would restrict ultimate population to 65,000 (33,600 in the Lower Mountains; 31,300 in the Upper), at a cost in special or extraordinary public land acquisitions of \$55 million.

Alternative Future 3

This envisaged the full servicing and development of all already subdivided residential-size lots. No flats would be permitted. It was calculated that this would result in an ultimate population of 112,400 (45,000 in the Lower mountains; 67,400 in the Upper), at a cost in special or extraordinary public land acquisitions of \$5 million.

Alternative Future 4

This was to permit development in accord with the SPA's 1973 exhibited Draft Statutory Planning Scheme. Ultimate maximum population capacity was calculated to be approximately 173,000, with 69,500 in the Lower Mountains and 103,600 in the Upper. There would be no costs in public land acquisition above those already contemplated by, or implicit in, the exhibited Scheme.

Alternative Future 5

This represents the maximum feasible limit of urban development. All areas with slopes of up to 1 in 5, contiguous to existing urban zones, would be developed. This was calculated to provide for an ultimate population of 275,000, with 131,700 in the Lower Mountains and 143,500 in the Upper.

A draft "Planning Balance Sheet" was drawn up, which attempted to quantify the relative costs and benefits of each Alternative Future for each of 40 groups of "producer" and "consumer" authorities, communities and groups of people. 13

The analysis of this exercise confirmed the general trend of opinion assessed from responses to the questionnaires returned at the travelling exhibition, and a special questionnaire distributed to ratepayers with the 1975 Rate Notices. ¹⁴

The general preference of most special interest groups was for a future which is more conservation-oriented than the exhibited Draft Statutory Planning Scheme. Alternative 2 was the most commonly favoured by most groups, with Alternatives 3, 4 and 1 ranking next. Alternative 5 ranked last. However, there were insufficient degrees of statistical reliability in the samples of responses received, and in the precision of relative cost-benefit calculations, for these analyses to be demonstrably conclusive beyond dispute.

Two responses to the Alternatives are of particular importance. The first is a letter dated 25.3.75 from the NSW Planning and Environment Commission, the second a letter dated 9.5.75 from the Australian Government's then Department of Urban and Regional Development. They indicate to varying degrees, support for any action the Blue Mountains City Council might take to pursue a conservation-oriented strategy. However, neither guarantees effective action by either Federal or State Authorities to overcome the many practical legal and financial difficulties which confront the Council.

Further uncertainty has since been introduced into the situation by subsequent events in both the Federal and State spheres.

At the Federal level, there has been a change of government. At the State level, a new Bill is foreshadowed to introduce a new planning system in NSW, which is, in theory, intended to devolve more responsibilities and powers for urban planning to local government authorities, within the framework of regional plans determined by the NSW PEC. The PEC is currently believed to be working on a review and revision of the 1968 Sydney Region Outline Plan.

During 1974 and 1975, while awaiting full and considered public and governmental responses to the published and exhibited range of Alternative Futures, Council commissioned Urban Systems Corporation to carry out a number of detailed studies and reports on particular problems and issues. These included detailed studies of Council's existing legal problems and opportunities in development control; research and recommendations for commercial development planning in the Lower Mountains; ¹⁵ and a detailed survey and recommendations regarding critical environmental areas throughout the Mountains, their relative priorities for action, and the range of management techniques which could be used to protect them. ¹⁶

14 See Bibliography Ref. 13 and 15.

15 See Ref. 12.

16 See Ref. 14.

In the course of this work, USC evolved, in close consultation with Council's staff and Council's Strategy Plan Steering Committee under the Chairmanship of the Mayor, a series of innovative approaches to Council's development management, planning and capital budgeting techniques and procedures.

Public and governmental responses to the Council's efforts of the last two years have demonstrated that there are no straightforward or simple ways to resolve existing uncertainties and conflicts. There are no simple solutions on which all the conflicting government authorities, citizen groups, land owners, developers and conservationists can agree.

Solutions and resolutions to problems and conflicts can only be achieved slowly, step by step, through future years of patient detailed work by all of Council's Committees, Departments, Aldermen and staff, with the understanding, cooperation and assistance of other relevant authorities and of Blue Mountains people.

This work must be coordinated and directed by a series of Objectives, Policies and Action Priorities which are broad and flexible enough to win the agreement and support of all major participants, and yet which are detailed enough to provide a realistic basis for practical action.

The Council's 1976 Statement of Objectives, Policies and Action Priorities is intended to provide such broad longer term guidelines and an immediate, detailed, practical action program.

THE COUNCIL OF THE CITY OF BLUE MOUNTAINS

**STATEMENT OF OBJECTIVES, POLICIES
AND PRIORITIES FOR ACTION**

**ADOPTED BY RESOLUTION OF COUNCIL ON JUNE 21ST, 1976,
VIDE MINUTE 709/3**

**This Statement may be referred to as "The Blue Mountains
Statement of Objectives."**

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First Objective - MANAGEMENT

Co-ordinate and unify Council and Governmental decision-making on short and longer-term plans, programs and budgets for land acquisition, sewerage, drainage, water, electricity, road and other community projects and services, integrally with decisions on short and longer term environmental plans, designs and control codes for the conservation and development of land throughout the Mountains, while developing close liaison with the public on decisions and management.

Policy 1
CO-ORDINATION

Take initiatives to arrange, direct and co-ordinate the work and procedures of all Council Committees and Departments so as to implement this statement of Objectives, Policies and Action Priorities, and strive to co-ordinate the activities of special purpose State and Federal Government bodies which affect the Blue Mountains

Action Priorities

- A. Adopt, by resolution of Council, this Statement as the formal Statement of Council's Objectives, Policies and Action Priorities for the City of Blue Mountains, to guide the exercise of Council's powers and duties in all fields.
- B. Publicise and widely distribute copies of this Statement; continue to keep the public informed of Council's actions through all forms of the media, including regular press releases; and seek assistance and co-operation in implementation from ratepayers, residents and Government authorities.
- C. Direct all Council Committees and Departments to relate their reports to Council to relevant parts of this Statement.
- D. Draw up an Annual Calendar for the work of Council Committees and Departments so as to achieve co-ordination in the preparation and implementation of financial, works and other plans and programs.
- E. Progressively restructure Council's Committees, Departments and administrative and rating techniques and procedures where necessary to better ensure co-ordinated and efficient pursuit of Council's Objectives, Policies and Action Priorities as set out in this Statement.
- F. Appoint a Management Committee for planning and capital budgeting, comprising the Town Clerk, City Treasurer, Deputy Town Clerk, City Engineer, Town Planner, Chief Electrical Engineer and the City Health and Building Surveyor, to assist and advise Council in implementing Policy 2 - Capital Budgeting, and prepare the 1977 Estimates on the Capital Budgeting System.
- G. Appoint a Management Review Committee to monitor progress in the implementation of this Statement and to review and update the Statement by July, 1977.
- H. Take initiatives, in conjunction with Council's preparation and implementation of financial, works and other plans and programs, to stimulate and co-ordinate the expenditures, works and other activities within or affecting the Blue Mountains, of special purpose State and Federal Government authorities.
- I. Negotiate with, and give incentives to private enterprise, private institutions, community groups and Government authorities to initiate and finance services, projects and programs of action which help to achieve Council's Objectives, Policies and Action Priorities.

Policy 2
CAPITAL BUDGETING

Prepare, review and adopt each year, detailed projections of Council's capital expenditures ranked in priority order, for the following 3 years; submit these annually to State and Federal Governments in support of applications for grants and loans and allocate capital available each year from grants, loans and revenue in accord with the pre-planned priorities.

Action Priorities

- A. Prepare, review and adopt each year, well prior to the annual estimates of income and expenditure, plans, programs and cash flow projections for Council's desired capital expenditures, ranked in priority order, for the following 3 years, covering: (i) acquisitions of land for conservation and development; (ii) sewerage, water and electricity reticulation and head works; (iii) roads, carpark and pedestrian facilities; (iv) construction of community recreation and social facilities such as swimming pools, sports grounds, libraries and community centres; (v) minor town improvement works; and (vi) Council depots, plant, machinery, and other categories as deemed necessary.
- B. Submit each such capital budget, immediately on adoption, to every State and Federal Government authority which either may recommend or influence grants or loans to Council, or itself expends money or provides works or services in the City, in order to support Council's applications for grants, loans, or matching expenditure, and to assist in co-ordinating the projects of other authorities with those of Council.
- C. Invest time and resources in researching and documenting a major submission in November/December each year to the Federal or NSW Grants Commission or similar body managing the injection of tax revenue into Council Funds.
- D. Prepare plans and cost estimates for providing, in stages by 1985, full sewerage reticulation pursuant to Policy 10, and tertiary sewage treatment pursuant to Policy 4, and apply to the State and Federal Governments for the necessary loans and grants under the National Sewerage Program.
- E. Document evidence to support detailed definitions and priority listings of areas and places of environmental significance which should be acquired for preservation pursuant to Policy 6, together with cost estimates thereof, and apply to each of the relevant State and Federal Government authorities for the necessary funds.
- F. Monitor all other potential sources of grants and loans, and make well-documented annual applications thereto.
- G. Monitor cash flow projections and ensure that pre-planned expenditure and works programs are launched immediately bridging, loan, grant or revenue funds become available.

Policy 3
STATUTORY POWERS

Adopt and apply this Statement of Objectives, Policies and Action Priorities as a formal guide to the detailed exercise of Council's discretionary powers and responsibilities under all relevant legislation and ordinances, and seek formal approval of the Statement by the NSW Minister for Planning and Environment and relevant Federal Government Ministers.

Action Priorities

- A. Request the NSW PEC to formally receive and consider this Statement of Objectives, Policies and Action Priorities in conjunction with all future action by the PEC regarding statutory planning and development control in the City.
- B. Request the NSW Minister for Planning and Environment to formally endorse this Statement, and to request all NSW Government authorities to be guided by it and to assist in its implementation; and further, if and when new legislation provides for the gazettal of such Statements, to so gazette this Statement, or Council's then updated review thereof.
- C. Request the NSW PEC and the Minister to prepare and gazette, as a matter of urgency, an Interim Development Order covering the non-urban areas of the City, to assist Council in resolving currently unsatisfactory aspects of development control in these areas.
- D. Request the NSW PEC and the Minister, in future IDOs and in the final statutory Planning Scheme, to replace current strictures which merely specify arbitrary and uniform minimum subdivision areas within a zone, with provisions which specify, or empower Council to specify and to negotiate with applicants to achieve:-
 - the maximum overall density or total amount of development within an area or a zone;
 - the minimum percentage of total area which must be retained or restored as natural bushland; and
 - powers and procedures for the preparation, approval and implementation of comprehensive plans and designs over large areas, with a view in some cases to rationalise existing or conventional subdivision patterns, so as to achieve effective environmental protection and sensitive environmental design, while permitting limited development, the equity being apportioned between the original land owners within the area.
- E. Request relevant Federal Government Ministers to formally endorse this Statement and to request all Federal Government authorities and agencies to co-operate with and assist Council in its implementation, particularly by giving priority to financial assistance for land acquisitions, sewerage and community facilities pursuant to Policies 4, 6 and 12.

Second Objective - CONSERVATION

Protect the natural character of the Mountains as a vital part of the National and State heritage, and as an attraction to residents and visitors, by eliminating creek and stream pollution caused by inadequate sewerage and excessive clearing of bushland; by sensitive pre-planning and design of all development to minimise clearing of bushland and disturbance of views, and by accelerated reservation and purchase of critical environmental areas by Governments.

Policy 4
POLLUTION CONTROL

Restore and protect the natural ecological balance of mountain valleys, creeks and streams; monitor, control and reduce all sources of pollution, erosion, and disturbance to natural bushland flora and fauna, and to views; progressively overcome sewerage backlogs in urban areas; upgrade the purity of all sewerage effluents; and improve drainage to prevent erosion.

Action Priorities

- A. Obtain precise measurements at regular intervals of water flow and quality in all watercourses; define the types, degrees, sources and causes of pollution, and act to progressively reduce and eliminate them.
- B. Monitor, and require improvements in, the quality of liquid and other emissions from garbage dumps, golf courses, horticultural uses, hotels, hospitals and similar sources of pollution.
- C. Request the NSW Pollution Control Commission to classify the water courses of the Mountains under the Clean Waters Act 1970, to permit control to be exercised over discharges into watercourses; seek the advice and assistance of the PCC in water quality control.
- D. Intensify Council's efforts to plan and obtain funds for full sewerage reticulation and treatment in stages for areas defined pursuant to Policy 10; and for the upgrading of all sewage works to secondary and where appropriate tertiary levels, giving priority to those discharging into the most polluted streams, meanwhile seeking greater powers for Council to prohibit or restrict development in line with the implementation of these projects.
- E. Identify and use all existing powers, devise and apply new development control codes and techniques, and seek greater powers to prohibit, control or limit the clearing or disturbance of bushland flora or fauna throughout the Mountains; introduce new controls on the percentage of any development site area which may be cleared or disturbed; and provide for the enhancement of the area by initiating landscaping design requirements to all developments.
- F. Secure, either by means of reservation, building lines, or where practical, conditions imposed on consents, including renewed consents, a depth of at least 100 metres of natural bushland between any new development and the nearest stream, to assist natural filtering of water discharges and run-off.
- G. Design all roads and hard surfaces to allow for the most frequent and natural dispersion of run-off, avoiding concentration into artificial channels.
- H. Protect, restore and enhance views from road and rail by gradually reducing and eliminating advertising hoardings and unnecessary or unsightly signs, structures and debris; and introduce new codes and standards for all Council and other outdoor signs and advertising.

Policy 5
ENVIRONMENTAL DESIGN

Stimulate, guide and control development in sensitive problem areas by preparing and adopting detailed development plans, designs and codes specifying such standards as the location, siting, density and outline design of buildings, the arrangement of services and subdivision, and other environmental performance standards necessary to prevent or minimise on-site and off-site pollution, erosion, disturbance to natural bushland and to scenic views.

Action Priorities

- A. Exercise to the fullest degree the stated and implied duties and powers of Council and the PEC to control the detailed planning and design of development under Clauses 23, 24, 28, 30, 32, 66 and 67 of the Certified Planning Scheme Ordinance, and Clauses 11, 12, 18 and 19 of IDO 26, particularly with respect to the obligation placed upon Council to consider, before granting consents for Column IV uses, "any detailed code, plan or design adopted by the Council for the development of the locality".
- B. Facilitate the exercise of all of the above duties and powers by causing to be prepared such detailed codes, plans and designs for development, covering specific sensitive problem areas where development carried out under conventional development control would produce undesirable results, and yet where prohibition of development, or reservation and acquisition pursuant to Policy 6, is not possible.
- C. Refuse consent to development which is not in accord with a detailed code, plan or design adopted by resolution of Council for the locality in which the development is situated.
- D. Commission, prepare and adopt such detailed environmental control codes, plans and designs for the following most urgent priority areas:- (i) lands between towns, particularly fronting the Highway, and in the Lower Mountains; (ii) designated non-urban areas subject to pressures for development; (iii) the Town Centres of Katoomba and Springwood, and other business zones subject to pressures for development; (iv) zones subject to pressures for residential or tourist accommodation development at medium or high densities; and (v) Mt. Wilson, Mt. Irvine and Mt. Tomah.
- E. Request the Minister for Planning and Environment to amend IDO 26 and the Certified Ordinance to put beyond doubt Council's powers to enforce such "detailed codes, plans or designs", and to extend those powers to Column III uses.

Policy 6
PRESERVATION

Define, in priority order, all areas and places which merit preservation because of their visual, ecological, cultural, historic or other environmental significance; request the NSW Government to appropriately designate, zone or reserve such areas and places to achieve preservation; and press State and Federal Governments to progressively finance the purchase of selected areas and places.

Action Priorities

- A. Define detailed priorities for preservation, appropriate management and/or acquisition, in accord with the degree and immediacy of threat to them, for the following :- (i) undeveloped land between towns, particularly fronting the Highway, and in the Lower Mountains; (ii) the Eastern Escarpment, particularly undeveloped yet visually prominent land, including Crown land; (iii) Buffer strips along cliff edges in the Central and Upper Mountains; (iv) bushland valleys and ridges throughout the Mountains, some designated residential, some non-urban, some being Crown land; (v) Aboriginal sites and relics; and (vi) Significant European buildings and sites.
- B. Act urgently to preserve undeveloped lots between towns, by restricting densities and heights, requiring long frontages and setbacks, and redesignation to lower-order zones or to reservations for acquisition.
- C. Seek to amend IDO 26 and the Certified Ordinance to impose stronger and more effective controls on the density, visual pollution and site disturbance of all development; accelerate the reservation and acquisition of land on the Eastern Escarpment; and extend these actions to lands near cliff edges in the Central and Upper Mountains.
- D. Seek to have the National Park enlarged by the addition of contiguous Crown lands, the Jamison Valley and Linden/Erskine Creeks, the last remaining unpolluted stream system, in accord with Council's 1975 Report on Critical Environmental Areas and in close liaison with the National Parks and Wildlife Service and Council, based on mutually acceptable criteria.
- E. Request the Minister for Lands and Forests to ensure the preservation of all identified aboriginal relics and sites through the NSW National Parks and Wildlife Service.
- F. Prepare and publicise a register of European historic sites, and examples of period architecture; and request Governments to provide funds for their acquisition and restoration.

Third Objective - COMMERCIAL DEVELOPMENT

Create more job opportunities of all types for local residents in the Central and Upper Mountains; revitalise the visitor accommodation industry and improve the diversity and quality of visitor recreation facilities; and develop Springwood and Katoomba as the two major commercial centres while progressively reshaping all town centres so as to give each one a distinctive individual character, and to reduce conflicts between pedestrians and both through and local vehicular traffic.

Policy 7
EMPLOYMENT

Stimulate the creation of additional jobs of all types in non-polluting secondary and tertiary, particularly tourist industries, in the Central and Upper Mountains (from Linden westward), while liaising with relevant authorities to ensure that Sydney's western suburbs provide the bulk of job opportunities needed by residents of the Lower Mountains.

Action Priorities

- A. Promote, in industrial, business and selected non-urban zones in the Central and Upper Mountains, the creation of new labour-intensive establishments, and the growth of existing employment in the fields of tourism, recreation, entertainment, crafts, trades, non-polluting industry, retailing, offices, and government services, consistent with restraints imposed by other Policies and Action Priorities defined in this Statement.
- B. Promote the growth of tertiary (e. g. office) employment in the Springwood and Blaxland Town Centres, but limit the growth of secondary industry in the Lower Mountains.
- C. Promote the growth of industrial, service and other job opportunities on both Council and privately owned land in the Lawson and North Katoomba industrial areas, so that they provide by 1985 approximately 1,000 jobs. Negotiate with the Department of Technical Education to provide suitable training centres and courses in appropriate locations within the Mountains.
- D. Improve roads, services, sites and landscaping in industrial zones, financed by a local rate on privately owned land and by continued appropriations of Council finance to develop Council owned land and buildings which can easily be subdivided into small areas for rental to small, new industries or service businesses.
- E. Encourage small craft, service and tourist businesses as home industries in residential zones, subject to reasonable but not unnecessarily restrictive conditions for the protection of amenity; require these to move from residential zones if and when they grow or no longer conform to the imposed conditions, offering them space in Council owned rental premises, or encouraging them to move to the Leura Mall.
- F. Co-operate with all other relevant authorities to create a greater number and diversity of job opportunities in Lithgow and between Parramatta and Penrith.
- G. Distribute information on the advantages of the Mountains as a location for non-polluting activities (e. g. industry, education, conferences, research) producing high value, low transport cost, goods and services for the Sydney and NSW markets.
- H. Continue to press for reductions in costs to industry and commerce by inclusion of the Penrith Telephone District within the Sydney Telephone Zone and negotiating improvements in public transport facilities within the Blue Mountains and inter-City.

Policy 8
TOURISM

Recapture and enhance the image of the Blue Mountains as a leisure experience of unbroken views over rugged natural grandeur, fresh air, clean mists and intimate contact with unspoilt bushland; and develop tourism on the protection and enjoyment of this capital asset.

Action Priorities

- A. Encourage the creation of new types of recreation and entertainment facilities and improved visitor accommodation, particularly in the Upper and Central Mountains, so as to increase average length of visits, visitor expenditure and local employment, and attract higher income group visitors, while minimising and containing the impact of tourism on the natural environment and the lives of permanent residents.
- B. Invite tourist industry operators to create an independent non-profit Tourism and Recreation Organisation with a high calibre full-time Director under an independent Board, to research, promote, publicise and manage tourist development, offering Council assistance and co-operation if the industry demonstrates its ability to help itself.
- C. Invite proposals from, and assist, private enterprise to write, design, publish, sell and distribute a high quality "Guide to the Blue Mountains".
- D. Construct and equip Tourist Information Centres on the Highway preferably as self-financing projects in association with other commercial enterprise of suitable scale.
- E. Stimulate private development of sensitively designed and managed low density, log cabin, chalet, hostel, holiday camp, motel projects, with individual bedroom/bathroom units each surrounded by natural bushland, on large sites with minimum site disturbance, in some non-urban zones, near the fringe of the National Park; permit such projects to be built simply of natural materials, and support amendments to Ordinance 70 to permit such simple and natural types of units.
- F. Undertake a special tourist project for the restoration and enhancement of a 1920's historic Market Mall for arts, crafts and second hand goods at Leura, jointly with property owners, with initial finance from Council, and owners; and seek grants from NSW and Federal Government Tourism authorities, and the Australia Council.
- G. Request the NSW Department of Technical Education or other catering and hotel management training organisation to hold short courses at Katoomba for existing and potential tourist industry managers and staff.

Policy 9
TOWN CENTRE PRECINCTS

Consolidate future commercial growth in Town Centres so that each centre expands only on one side of, and away from, the Great Western Highway, with a pedestrian-oriented core, fringe visitor parking, and commuter parking adjacent to railway stations, in accord with detailed Precinct plans, development control codes, public investment and works programs.

Action Priorities

- A. Prepare and implement detailed Town Centre Precinct development control plans and codes, public investment and works programs, integrating controls and incentives for private development with plans and programs for action by governments, Council and Chambers of Commerce to provide visitor and commuter car parks and other community facilities, appropriate pedestrian malls or plazas and improved paving, street furniture and tree planting.
- B. Prepare and implement such plans, codes and programs for Springwood, Katoomba, Blaxland, Lawson, Blackheath, and others as resources permit.
- C. Plan Springwood as the Central and Lower Mountains District Centre utilising the findings of Lower Mountains Commercial Strategy Report; plan Katoomba as the Upper Mountains District Centre, in accord with an integrated Precinct Plan.
- D. Plan for and stimulate the development of existing and new neighborhood centres to provide convenience shopping and local community facilities, particularly to achieve:-
 - (i) a new neighborhood centre on Council-owned land at Mt. Riverview; (ii) a neighborhood centre at Winmalee; (iii) the rehabilitation of the South Blaxland and Faulconbridge Centres; (iv) a neighborhood centre for North Katoomba; and (v) a consolidated off-Highway centre of some historic character at Mount Victoria.
- E. Investigate the feasibility of relocating the Highway through Faulconbridge alongside the railway instead of phasing out commercial development which currently fronts the south side of the Highway opposite the Coomassie Centre.
- F. Press for the staged creation of clearways along the Highway through all Town Centres, in phase with the staged provision of off-Highway parking; prevent new, and reduce existing, direct Highway pedestrian and vehicular access to property in Town Centres.
- G. Encourage where possible developments in Town Centres which provide public amenities, community facilities, elements of a traffic-free pedestrian network in accordance with Council's precinct plans and/or mixed residential/commercial development.

Fourth Objective - LIVING AREAS

Fully service and improve already established living areas to achieve a high quality of residential environment within compact towns surrounded and separated by bushland, and prevent non-essential and premature disturbance of bushland, by controlling the locations, amounts, densities, types, design and timing of residential development in accord with pre-planned stages of full provision of utility and community services within fixed ultimate future outer boundaries of areas to be so served.

Policy 10
UTILITY SERVICES

Fix, in accord with criteria derived from the Management and Conservation Objectives and Policies, absolute outer boundaries to these areas within which Council will, in pre-planned stages, reticulate water, sewerage and electricity services; and co-ordinate longer-term capital budgets, works programs and statutory development control in strict accord therewith.

Action Priorities

- A. As a matter of top priority instruct Council's Town Planner, in conjunction with the City Engineer and other Departmental Heads, to submit to Council a recommended set of outer boundaries to those areas within which Council will in pre-planned stages, reticulate water, sewerage and electricity services; and adopt, by resolution of Council, such a set of outer boundaries.
- B. Ensure that all 342AS Certificates issued by Council henceforth carry a notation that it is Council policy not to service lands beyond the outer boundaries to be set, or already set, by Council, even if the full costs of such services were to be paid by owners or developers.
- C. Press the NSW Minister and Department of Public Works for early decisions and action to provide further external sources of water to augment existing supplies, while boosting existing supply systems.
- D. Progressively reticulate water supply to unserved pockets within the fixed outer boundaries; where appropriate levy a local rate to finance extensions of reticulation to prematurely subdivided areas such as at North Hazelbrook.
- E. Subject to economic viability seek finance for, and construct new sewerage projects in the following order of priority:- (i) Valley Heights; (ii) North Springwood and Faulconbridge; (iii) North Woodford and part Hazelbrook; (iv) Medlow Bath; and (v) Woodford.
- F. Progressively reticulate sewerage in unsewered pockets within the fixed outer boundaries, in order of priority determined by pollution levels, density of occupation, the degree of use of tanker and pan services.
- G. Progressively put electricity reticulation and Telecom services underground, giving priority to Town Centre Precincts and areas of high visual prominence such as escarpments, cliff edges and scenic routes.
- H. Require contributions from developers for headworks and mains augmentation external to sites where services are sought in advance of Council's staged programme of works.

Policy 11
RESIDENTIAL DEVELOPMENT

Encourage, in selected areas, new types of planned-unit, medium density, cluster housing developments which preserve large proportions of their site areas as natural bushland; and strive to reduce the ultimate gross population capacity of the City of Blue Mountains as much as possible below that of the Certified Draft Statutory Planning Scheme by reducing the area and the overall densities of residential zones in accord with the Policies and Action Priorities under the Conservation Objective.

Action Priorities

- A. Define selected areas outside the boundaries defined in priority 10A governed by environmental factors, where the granting of consent would be considered for limited but reasonable residential development, to maintain equity and fairness for persons who have owned land continuously since 1968, and/or at the date of purchase would have had the right to build under the then current planning controls. The provision of services to these areas will not be the responsibility of Council.
- B. Control residential subdivision and development in defined areas as determined in Priority 10A which provides logical in-fill between lands currently zoned residential. Conditional consent to residential development may be considered out of phase with the priorities determined in 10A subject to zoning proposals current at the date of the most recent purchase of the land, the defined limit of urban areas and to the owner making satisfactory arrangements for the provision of all services.
- C. Recognising that the number of existing vacant residential size lots in draft residential zones in the Central and Upper Mountains is already approximately 10,600 and that this is enough to supply any future house building needs for approximately 25 years, strive to reduce as much as possible, the ultimate population capacity of the Central and Upper Mountains, by redesignating areas of draft residential zonings to either non-urban zoning, low-density cluster-housing planned unit development zonings, or reservations to be acquired for preservation purposes, wherever environmental gains can be made.
- D. Oppose any extension of current draft residential zonings while seeking to reduce the area of such zonings in accord with (C) above.
- E. Request the Minister for Planning and Environment to replace current controls on residential development in the Central and Upper Mountains with an IDO empowering Council to refuse consent to development on the grounds of prematurity, conservation needs, and/or the non-availability of utility services except in accord with Council's planned works program.
- F. Negotiate with owners and developers to achieve sensitively designed "planned unit developments" of a wide diversity of dwelling types in appropriate areas, so as not to increase overall population capacity, and to preserve large areas of bushland and open space, in accord with Action Priorities 3D and 4E, and Policy 5, of this Statement.

Policy 12
COMMUNITY FACILITIES

Co-operate with, and assist, local communities, community organisations and State and Federal Government authorities to develop a balanced range of local recreation and social services and facilities to serve local residents throughout the Mountains, based on surveys of local needs and in accord with pre-planned stages of land acquisition and construction, integrated with longer term capital budgets and works programs.

Action Priorities

- A. Give local community organisations administrative, technical and financial assistance to create new local community facilities and with particular regard, for example, to: (i) the Mount Riverview Kindergarten; (ii) the Glenbrook School of Arts; (iii) Scout Groups at Glenbrook and Springwood; (iv) the Buena Vista, Heather Road sports complex; (v) the Winmalee and Valley Heights Halls; (vi) the Glenbrook Baby Health Centre; (vii) the Lawson community facilities in Honour Avenue; and (viii) existing and new Child Care Centres throughout the Mountains.
- B. Encourage the multiple use of existing facilities, and the design of new facilities for multiple purposes; and in this regard, particularly co-operate with and assist the Department of Education to achieve the multiple use of schools, and their integration with plans for Town Centres and other community facilities.
- C. Encourage the clustering of facilities such as a community hall, a senior citizens activity centre, a youth club, library, child care and other services within or close to Town Centres and close to public transport, or centrally located small scale community facilities with ready access to living areas.
- D. Encourage and give incentives to private enterprise and independent institutions to provide community facilities, by, for example, incentives to developments in Town Centres and neighbourhood centres which incorporate public amenities or community facilities as referred to in Action Priority 9G.
- E. Make well-documented submissions requesting the provision of finance for community facilities from all relevant State and Federal Government authorities and agencies.
- F. Prepare, adopt and implement, a staged programme of site acquisition, planning, design, financing and construction of new major community facilities, by Council on Council-owned land, integrated with procedures for co-ordination and capital budgeting under Policies 1 and 2 of this Statement.
- G. Establish a programme of Social Planning in conjunction with the appropriate State and Federal Departments. Develop Community Relations by encouraging liaison and co-ordination with established community organisations.

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