

Luddenham Village Interim Strategy

Acknowledgement of Country

Planning for the Western Sydney Aerotropolis acknowledges more than 60,000 years of continuous Aboriginal connection to the land that makes up NSW. This Plan recognises that, as part of the world's oldest living culture, the Traditional Aboriginal and Torres Strait Islander Owners and Custodians of the Australian continent and adjacent islands share a unique bond to Country – a bond forged through thousands of years of travelling across lands and waterways for ceremony, religion, trading and seasonal migration. We acknowledge and pay our respects to the Traditional Custodians of Country within Luddenham Village and the broader Aerotropolis, the Dharug people.

We extend that respect to many others who have custodial obligations for Country and have been connected to this place for many generations including the Dharawal and Gundungurra. We acknowledge other surrounding groups that came to this Country to do business including the Darkinjung, coastal Sydney, Wiradjuri and Yuin people. We recognise that the Gandangara, Deerubbin and Tharawal Local Aboriginal Land Councils have land holdings and responsibilities to communities within the Aerotropolis and broader Western Sydney area. We also acknowledge and respect the vibrant and diverse Aboriginal population that call Western Sydney home. They have been established in the Western Parkland City for many generations and have strong cultural values associated with this Country.

Artwork produced by Nikita Ridgeway.

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The purpose of this document

Following the public exhibition of [the Luddenham Village Discussion Paper \(the discussion paper\)](#) in October 2021, we have prepared this Luddenham Village Interim Strategy (interim strategy).

Our consultation with stakeholders and the community on the discussion paper highlighted key issues that will need to be resolved before we can finalise the Luddenham Village Plan. Therefore, this document is an interim strategy that outlines those key issues and clarifies the next steps. Finalising the Luddenham Village Plan will be done in consultation with the community, councils and government agencies.

This document includes information on:

- How we got here
- What we heard during exhibition of the discussion paper
- How we are responding
- Design ideas incorporating what we heard for consideration into the public domain plan
- Next steps

How we got here

**The following documents
have set the strategic
context for Luddenham
Village and will guide
the development of the
Luddenham Village Plan.**



Western Sydney Aerotropolis Plan

The Western Sydney Aerotropolis Plan (WSAP), finalised in 2020, sets a vision and outlines the land use planning framework for the Western Sydney Aerotropolis, an area of 11,200 hectares surrounding the Western Sydney International (Nancy-Bird Walton) Airport.

The WSAP also details strategic outcomes for specific precincts including the Agribusiness Precinct in which Luddenham Village is located. A strategic outcome of the Agribusiness Precinct is to protect and celebrate the character and history of Luddenham Village. A key component of implementing this strategic outcome was consulting with the Luddenham Village community to understand and manage expectations of village character and the rate/extent of change.

Aerotropolis SEPP

The Aerotropolis SEPP introduces a boundary for Luddenham Village and within this boundary identifies minimum lot sizes. These lot sizes were taken directly from the Penrith and Liverpool LEPs. These lot sizes will be reviewed and confirmed when the final Luddenham Village Plan is made.

The SEPP also makes permissible a number of new land uses in Luddenham Village including:

- Dwelling Houses (outside the ANEC 20 and above contours)
- Dual Occupancy (outside the ANEC 20 and above contours)
- Secondary Dwellings (outside the ANEC 20 and above contours)
- Registered Clubs
- Hotel or motel accommodation
- Serviced apartments.

Luddenham Revitalisation Plan – Transport for NSW

The revised alignment of The Northern Road between Eaton Road, Luddenham and Elizabeth Drive, Luddenham bypasses Luddenham town centre. As a condition of consent following the approval of the Northern Road Upgrade Environmental Impact Statement in 2018, Transport for NSW (TfNSW), in consultation with Liverpool City Council and Penrith City Council, must provide appropriate monetary support for the preparation of plans to revitalise Luddenham town centre. In October 2021, TfNSW engaged Urbis to start work on the Luddenham Revitalisation Plan.

This work has since evolved into this interim strategy, which establishes a way forward for Luddenham Village. It provides a vision for a future public domain that aims to create an activated and revitalised town centre that has a local centre function in the Agribusiness Precinct.

Aerotropolis Precinct Plan – Agribusiness Precinct

The draft Aerotropolis Precinct Plans publicly exhibited from 10 November 2020 – 12 March 2021 contained a vision for Luddenham Village. Given the work outlined in this interim strategy that is needed to support future plans for Luddenham Village, the Aerotropolis Precinct Plan no longer specifically applies to Luddenham Village. The Aerotropolis Precinct Plan will be amended in the future to incorporate Luddenham Village once the Luddenham Village Plan has been finalised.

In the meantime, the permissible land uses in Luddenham Village are identified in the Aerotropolis SEPP.

Within the Agribusiness Precinct, Luddenham Village is identified as a local centre, servicing the surrounding population.

Independent Community Commissioner Report

In May 2021, the NSW government appointed Professor Roberta Ryan as Independent Community Commissioner to help address the concerns of landowners in the Western Sydney Aerotropolis. The Commissioner has been meeting with landowners including landowners within Luddenham Village since May 2021 and prepared a report and recommendations for the Minister of Planning and Public Spaces. The report dated August 2021 included Recommendation 21 which called for ensuring a sustainable future for Luddenham Village by:

- Undertaking a visioning process which enables the development and articulation of the role of Luddenham Village in the future of the Aerotropolis.
- Developing the evidence-base which guides an understanding of the population scale and housing required to ensure its viability as a village with the key services including schools and retail services.
- Informing the Precinct Plans to determine where best to locate future populations to minimise any noise impacts from the operation of the airport.

Luddenham Village Discussion Paper

Exhibited in October 2021, this document outlined the research collected on Luddenham Village in response to community feedback during the public exhibition of the WSAP and Aerotropolis Precinct Plans. This document provided a framework for a conversation with the community about the role of Luddenham Village in the future Aerotropolis. It included information on:

- Luddenham today, including opportunities and constraints
- Plans for Luddenham as a local centre within the growing Western Sydney Aerotropolis
- Research into what growth is needed to ensure Luddenham's future
- Urban design ideas that underpin potential scenarios for Luddenham
- Scenarios for Luddenham's future:
 - Scenario 1 - No change from late 2020 precinct plan exhibition
 - Scenario 2 - Service Centre
 - Scenario 3 - Sustain
 - Scenario 4 - Grow

Luddenham Village Plan

Following a review of submissions, it is clear that finalising the Luddenham Village Plan will be an iterative process and require more consultation with the community, Liverpool City Council, Penrith City Council and government agencies. The plan will define the role and extent of Luddenham Village to ensure the village's viability into the future. When it is finalised, land use planning provisions and controls relating to Luddenham Village will be incorporated into the Aerotropolis Precinct Plan, Phase 2 Western Sydney Aerotropolis Development Control Plan, and/or amendments to the State Environmental Planning Policy (Western Sydney Aerotropolis) 2020.





What we've heard

In addition to submissions received as part of the formal exhibition process, we collected feedback from stakeholder and community during three workshops. The community workshops on 20 & 21 October 2021 were attended by 65 people. The stakeholder workshop on 28 October was attended by 25 people from government agencies including:

- Penrith City Council
- Liverpool City Council
- Transport for NSW
- Western Sydney Airport
- Department of Infrastructure, Transport, Regional Development and Communications
- Western Parkland City Authority
- Department of Education

The tables on the following pages summarise what we heard and how we have responded in this interim strategy and how we'll respond in the final plan.

Community feedback

What we heard	How we've incorporated it in the interim strategy	How we'll incorporate it in the final plan
<p>Many people within the community agree that without population growth and increased amenity, the existing homes and businesses that make up Luddenham today will not survive.</p>	<p>This is an interim strategy and progress will be made towards increasing the residential population and growing Luddenham Village.</p>	<p>The Village Plan will progress overtime to explore further population growth to create a sustainable Luddenham Village.</p>
<p>Future plans should respect the history of the Village including Aboriginal heritage, the country look and heritage style buildings.</p>	<p>The interim strategy aims to respect and celebrate the history of the village. The Aerotropolis SEPP lists a number of heritage items within Luddenham Village and provides appropriate protections.</p>	<p>Potential additions or changes to heritage items will be considered in development of the final Luddenham Village Plan.</p>
<p>Future plans should respect the existing residents.</p>	<p>We value community input as we progress the planning work for Luddenham Village. This interim strategy incorporates the feedback received.</p>	<p>The final plan will be developed in consultation with the community.</p>
<p>Future plans should respect what is special about the area including the views, community feel and character of the village.</p>	<p>The interim strategy aims to respect and enhance the village character by keeping the building heights similar to the existing scale, incentivising uses which could assist to conserve the cottages and heritage buildings and protecting the views over the countryside.</p>	<p>These principles of the interim strategy will be built on in the final plan.</p>
<p>Future plans should ensure that everyday conveniences are close by.</p>	<p>The interim strategy provides uses that will support everyday conveniences and the streetscape improvements will allow a more pedestrian friendly environment for those living close by to walk to these conveniences.</p>	<p>These principles of the interim strategy will be built on in the final plan.</p>

Community feedback

What we heard	How we've incorporated it in the interim strategy	How we'll incorporate it in the final plan
Future plans should provide for cafes, restaurants, specialty retail, food outlets and small service businesses.	These are all uses supported by the Luddenham interim strategy. The upgraded Old Northern Road will make it an attractive environment to support these uses.	These principles of the interim strategy will be built on in the final plan.
A mix of homes would be good.	The interim strategy allows for dwelling houses, dual occupancy and secondary dwellings in areas not impacted by aircraft operations.	Future growth scenarios from the discussion paper will continue to be explored, including the mix of housing.
Picnic parks and walking and bike tracks near Centres and further out sporting parks.	Potential improvements to Sales Park include incorporating picnic facilities. Cycle paths could be provided along The Old Northern Road linking open spaces and extending through the Cosgroves Creek riparian corridor towards the Sydney Science Park and future Metro station.	These principles of the interim strategy will be built on in the final plan.
The Showground could host small events to encourage tourism.	Upgrades to the public domain could support the Showground hosting small, tourism-related events. The improvements along Park Road will make it a more inviting pedestrian environment from the village to the showground.	These principles of the interim strategy will be built on in the final plan.

Council feedback

What we heard	How we've incorporated it in the interim strategy	How we'll incorporate it in the final plan
<p>Penrith City Council support the additional permitted uses and expanding the boundary of the village but request that further amendments to the planning controls and contribution plan be exhibited prior to finalisation.</p>	<p>This interim strategy does not address planning controls and a contributions plan.</p>	<p>The final plan will look to incorporate planning controls and a contribution plan. This will undergo exhibition prior to finalisation.</p>
<p>Liverpool City Council supports scenario 4 for future growth providing that airport safeguarding is properly considered, particularly regarding potential airport noise impacts on current and future residents.</p>	<p>We acknowledge that until the impact of noise from the Western Sydney Airport is better understood, we will need to delay confirmation of any expanded residential development beyond those outlined in the Draft Explanation of Intended Effects (EIE). Any plans for Luddenham Village that include residential development outside the ANEC 20 could only be confirmed once air space design and noise assessments have been finalised.</p>	<p>DPIE is committed to carrying out the steps required to investigate the sustainable future of Luddenham Village once the impact of noise from the Western Sydney Airport is better understood.</p>
<p>Liverpool City Council raises concerns how the proposed increase in population and development will be serviced by infrastructure in conjunction with the timing proposed by other agencies.</p>	<p>This interim strategy calls for the preparation of a utilities and services study to determine water, wastewater, electricity and waste disposal requirements for Luddenham Village once the extent of growth is confirmed.</p>	<p>Service providers are progressing with planning to provide services to the Agribusiness Precinct, including Luddenham Village by 2026. We will work with service providers to confirm services in the final plan.</p>

Western Sydney Airport feedback

What we heard	How we've incorporated it in the interim strategy	How we'll incorporate it in the final plan
<p>Intensification of residential development outside the 20 ANEC contours and higher are a departure from the precautionary planning approach to aircraft noise that has been applied to protect the amenity of current and future residents in this area. No decision on the intensification of residential development in Luddenham Village should occur until the flight paths and air space design have been finalised.</p>	<p>We acknowledge that until the impact of noise from the Western Sydney Airport is better understood, we will need to delay confirmation of any expanded residential development beyond those outlined in the Draft Explanation of Intended Effects (EIE). Any plans for Luddenham Village that include residential development outside the ANEC 20 could only be confirmed once air space design and noise assessments have been finalised.</p> <p>The Commonwealth is responsible for developing the upcoming final flight paths which will be subject to further environmental assessment and community consultation. The Commonwealth will determine the timeframe for this work, prior to the airport becoming operational.</p> <p>In the meantime, NSW Government has been using the ANEC to inform land use decisions and strategic planning (see text box below). This has allowed us to develop the interim strategy outlined in this document. The interim strategy is flexible enough to suit any future residential growth decisions once the ANEF is confirmed and associated noise contours have been developed.</p>	<p>Once the ANEF is confirmed and associated noise contours have been developed, we can build on the actions of this interim strategy to continue development of the Luddenham Village Plan.</p>
<p>To assist with the understanding of aircraft noise, the following definitions are provided:</p>	<p>ANEC refers to anticipated forecasts of future noise exposure patterns based on indicative flight paths around an airport that constitute the contours. An ANEC is presented as contours, for example ANEC 20-25 contour, ANEC 25-30 contour, ANEC 30-35 contour and ANEC 35+ contour. A higher number represents a higher exposure to aircraft noise.</p>	<p>ANEF refers to approved forecasts (by Airservices Australia) of future noise exposure patterns around an airport that constitute the contours on which land use planning authorities base their controls. An ANEF is also presented as contours.</p>

Stakeholder feedback

What we heard	How we've incorporated it in the interim strategy	How we'll incorporate it in the final plan
<p>Luddenham is well placed as a Local Centre.</p>	<p>The land uses in the interim strategy support Luddenham Village becoming a Local Centre. Its position within the Agribusiness precinct allows Luddenham Village to support a wider community of workers, residents and tourists.</p>	<p>We will continue to expand on Luddenham Village's position as a Local Centre.</p>
<p>Intensification of residential development in Luddenham Village could create a land use conflict with the activities of the Agribusiness precinct.</p>	<p>The interim strategy is based on the uses that were outlined in the Draft Explanation of Intended Effects (EIE). These uses are not in conflict with the Agribusiness precinct.</p>	<p>As further expansion of residential uses is explored, this interaction between potential residential areas and Agribusiness would be managed through careful consideration of development requirements and airport safeguarding. These requirements would be outlined in the final Precinct Plan and Development Control Plan (DCP). These documents will provide guidance on how the relationship between the spaces should be considered.</p>
<p>Luddenham Village should have more business opportunities.</p>	<p>The vision for the public domain and revitalisation of The Old Northern Road was intended to be developed as part of TfNSW's Luddenham Revitalisation Plan. This work has since evolved into this interim strategy, which establishes a way forward for Luddenham Village.</p>	<p>Continuing opportunities for business growth will be explored in the final plan.</p>
<p>Future plans should create a balance between the positive aspects about growth (including the new opportunities, new residents and new jobs) and maintaining the safe, welcoming environment of Luddenham.</p>	<p>The interim strategy will explore further growth options and how to balance this growth with maintaining the safe, welcoming environment of Luddenham.</p>	<p>The final plan will progress growth over time and will seek to balance growth with maintaining the safe, welcoming environment of Luddenham.</p>

How we are responding

Feedback from the community generally supported the growth scenarios (Scenarios 3 &4) for Luddenham Village that included an expanded area to the north and west of the village that would include residential development above the ANEC 20.

However, feedback from Western Sydney Airport outlined a need to delay confirmation of this expanded residential development outside the ANEC 20 until the flight paths, air space design and noise assessments have been finalised. There is also a need to properly consider land use conflict, development contributions, servicing timeframes and appropriate controls.

Therefore, we have developed this interim strategy to outline what is possible in Luddenham Village now and the steps towards a long-term intent to support residential growth in Luddenham Village once the impact of noise from the Western Sydney Airport is better understood.

This approach incorporates the amendments to the Aerotropolis State Environmental Planning Policy (SEPP) outlined in the Explanation of Intended Effects (EIE). These include land uses such as hotels, motels, registered clubs and serviced apartments. In addition, dwelling houses, secondary dwellings and dual occupancies will be allowed in parts of the village outside of the ANEC 20 and above. There are no changes to the minimum lot sizes as outlined in the Liverpool and Penrith Local Environmental Plans (LEP).

We acknowledge these amendments to the SEPP will not immediately enable the growth scenarios preferred by the community. However, Department of Planning, Industry and Environment (DPIE) is committed to carrying out the steps required to investigate the sustainable future of Luddenham Village once the impact of noise from the Western Sydney Airport is better understood and servicing is confirmed. A high-level outline of these steps is shown on page 19.



Luddenham Village Now

- Village boundary
- ➔ The Northern Road (realignment)
- ➔ Existing roads
- Indicative future roads
- Intersections
- Permitted uses (SEPP)
- Additional permitted uses (SEPP)
- Open space and stormwater infrastructure
- Privately owned open space
- Heritage buildings
- Schools
- ANEC 20

Additional permitted uses include dwelling houses, dual occupancy, and secondary dwellings.

Permitted Uses include: support services, places for cultural activities, tourist facilities and uses, registered clubs, research facilities, retail, commercial, agribusiness uses, hotel or motel accommodation, serviced apartments, bed & breakfast, backpackers and existing residential.

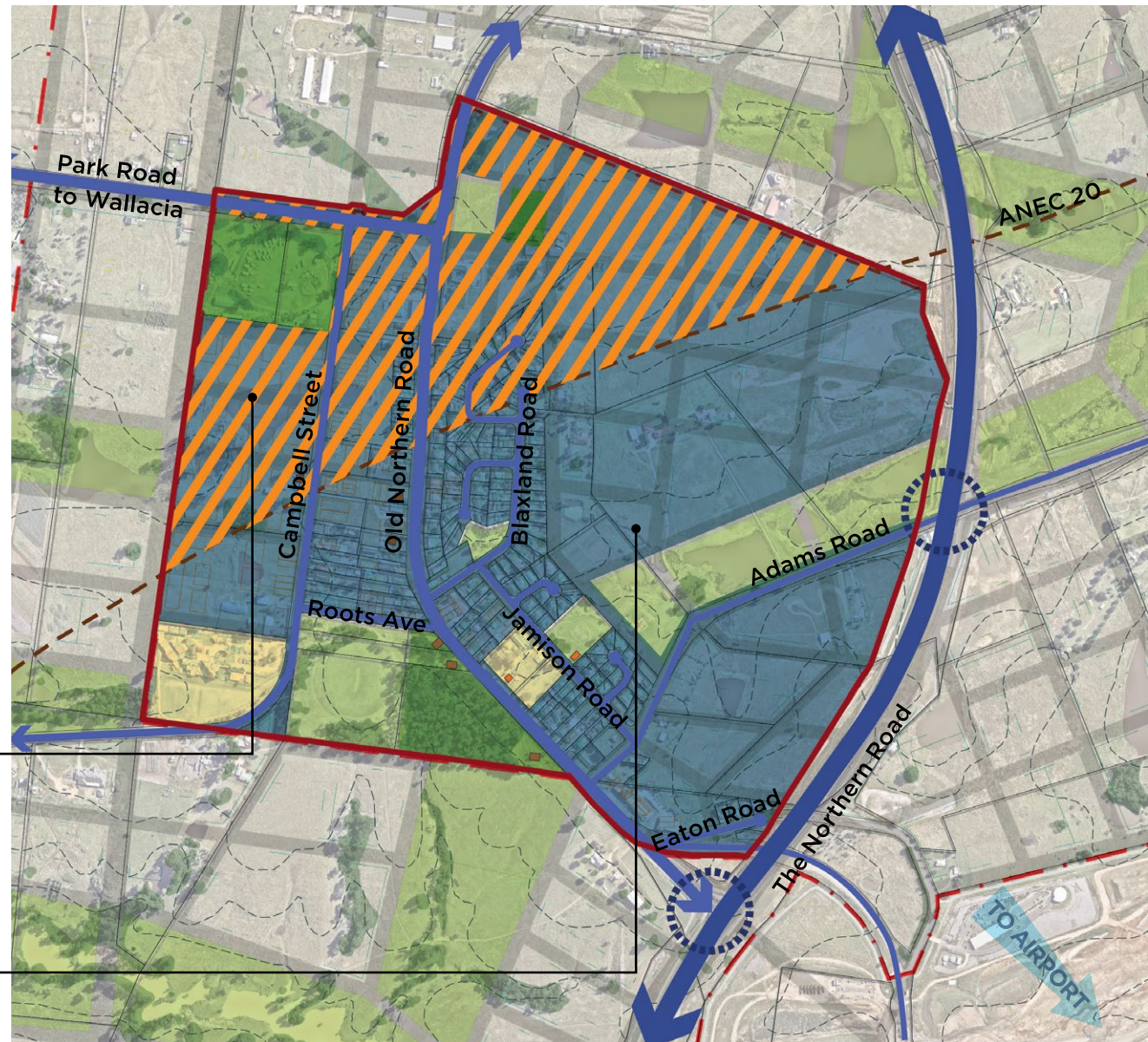


Figure 1 Luddenham Village Now



Creating a sustainable Luddenham Village

- Village boundary
- Proposed village boundary
- ➔ The Northern Road (realignment)
- ➔ Existing roads
- Indicative future roads
- ⊗ Intersections
- Permitted uses (SEPP)
- Additional permitted uses (SEPP)
- Open space and stormwater infrastructure
- Privately owned open space
- Heritage buildings
- Schools
- ANEC 20

Additional permitted uses include dwelling houses, dual occupancy, and secondary dwellings.

Permitted uses include: support services, places for cultural activities, tourist facilities and uses, registered clubs, research facilities, retail, commercial, agribusiness uses, hotel or motel accommodation, serviced apartments, bed & breakfast, backpackers and existing residential.

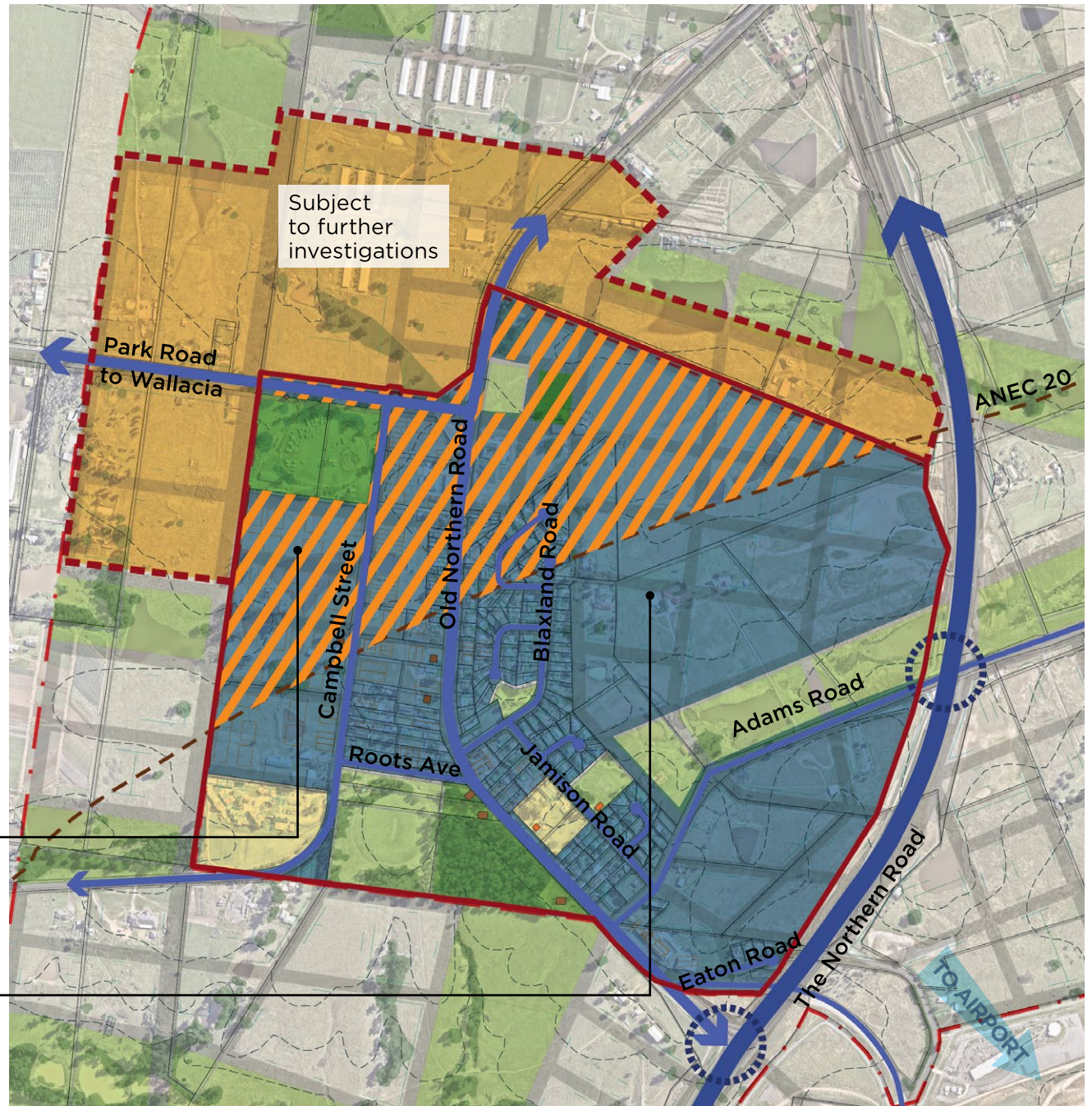


Figure 2 Future Plan

1:6,000 @ A4

0 50 100 150 200 250 300



Actions

This is a high level summary of the actions identified for developing the Luddenham Village Plan.

Commencing in 2022 we will be working with the City of Liverpool Council, City of Penrith Council, Western Sydney Airport Co, the Commonwealth Government, Sydney Water and the community to resolve the impediments to the finalisation of this plan.

01

Planning for future growth

Finalise and implement the Luddenham Village Plan, including required supporting studies.

Clarify the impact of flight paths and ANEF contours on future growth.

Work with Sydney Water on timing for the delivery of services.

02

Review of Local Government Area (LGA) boundary

Investigate the adjustment of the Penrith and Liverpool LGA boundaries to allow Luddenham Village to be within one LGA - for discussion with councils.



Design ideas for Luddenham Village's public areas

A public domain plan details the design for streetscapes and public areas. Developing the public domain plan will be the first step in moving Luddenham towards its role as a Local Centre in the Aerotropolis. Ideally, City of Penrith Council and City of Liverpool Council will develop and refine this initial public domain plan in consultation with the community in the future.

From the public consultation on the Luddenham Village Discussion Paper, we have used what we heard from stakeholders and the community to:

- Develop a high-level vision for Luddenham Village.
- Expand on the design outcomes presented in the discussion paper.
- Outline design ideas in an initial public domain plan.

The vision for the public domain and revitalisation of The Old Northern Road was intended to be developed as part of TfNSW's Luddenham Revitalisation Plan. This work has since evolved into this interim strategy, which establishes a way forward for Luddenham Village.

High-level vision for Luddenham

Luddenham Village will be the historical and cultural heart of the Agribusiness Precinct.

It will be a vibrant and sustainable community retaining its village character and celebrating its rich history, its vistas and views and its connection to Country.

It will also embrace the future and its role to support the growth of the broader Aerotropolis as well as the Agribusiness Precinct.

The Old Northern Road will transform into an inviting and attractive spine through the village activated by shops and businesses, creating a highly pedestrianised and cycle-friendly environment.

Figure 3 Potential view along the Northern Road. Artist impression by Studio Hollenstein (2020)



The concept public domain plan

The concept public domain plan summarises the initial design ideas proposed for Luddenham Village. These ideas are outlined below and on the map.

- The streetscape of the Old Northern Road will be upgraded and enhanced with street trees, verge planting, high quality pedestrian paving, clear wayfinding and street lighting to create a safe environment for pedestrians and cyclists.
- The Old Northern Road will be activated with retail and commercial uses to create a vibrant village feel both during the day and night. Generous public domain areas will allow the activity of these uses to spill out into the street/public areas.
- Upgraded and new open spaces provide areas for community gathering. They will include passive and active recreation, playgrounds, fitness nodes, community amenities, trees and landscaping.
- Open space in the village to be flexible for events and weekly farmers markets.
- Three areas of activity along the Old Northern Road that concentrate uses to provide vibrancy and a village feel. Each hub will have a different focus - the northern hub will have a retail focus, the central hub will have a community focus and the southern hub will have a service focus.
- The three areas of activity along the Old Northern Road will have nuanced character differences to celebrate their individuality. Slight variances in street trees, paving and furniture will provide them with their own identity.
- All streets will have continuous tree and ground cover planting. The planting and character of streets will reflect their hierarchy.
- Connecting the parks and open spaces in and around the Village, so that people can walk and cycle between them more easily and enjoyably.
- Enhancing local views to the Blue Mountains and across Country.
- Activate Cosgrove Creek corridor with community gathering spaces while retaining existing tree canopy cover.
- Opportunity to preserve heritage buildings for retail and food and beverage options.
- Provide consistent setbacks and a human-scaled street wall to define village feel.

The public domain will be developed using the the following documents/guidelines as reference:

- The Recognise Country: Guidelines for Development in the Aerotropolis (Guidelines)
- The Western Sydney Street Design Guidelines
- Western Sydney Aerotropolis Development Control Plan 2021 and accompanying guidelines
- The Greener Places Design Guide (GANSW)
- Better Placed (GANSW)

Concept Public Domain Plan Legend

- Village boundary
- Proposed village boundary
- Proposed slow down zone
- Public open space
- 1 Sales Park
- 2 Wilmington Reserve
- 3 Freeburn Park
- 4 New local park
- Parkland
- 5 Future parkland
- Privately owned open space
- 6 Luddenham Showground
- 7 Environmental conservation lands, church and cemetery
- Proposed general street trees
- Proposed main street trees
- Existing vegetation
- Primary cycling route (TBC)
- Secondary cycling route (TBC)
- Bus route (TBC)
- ANEC contours
- Public art opportunities
- Possible indicative future playground & exercise areas
- Existing buildings
- Heritage buildings
- Schools
- Potential community facilities
- Active retail frontages

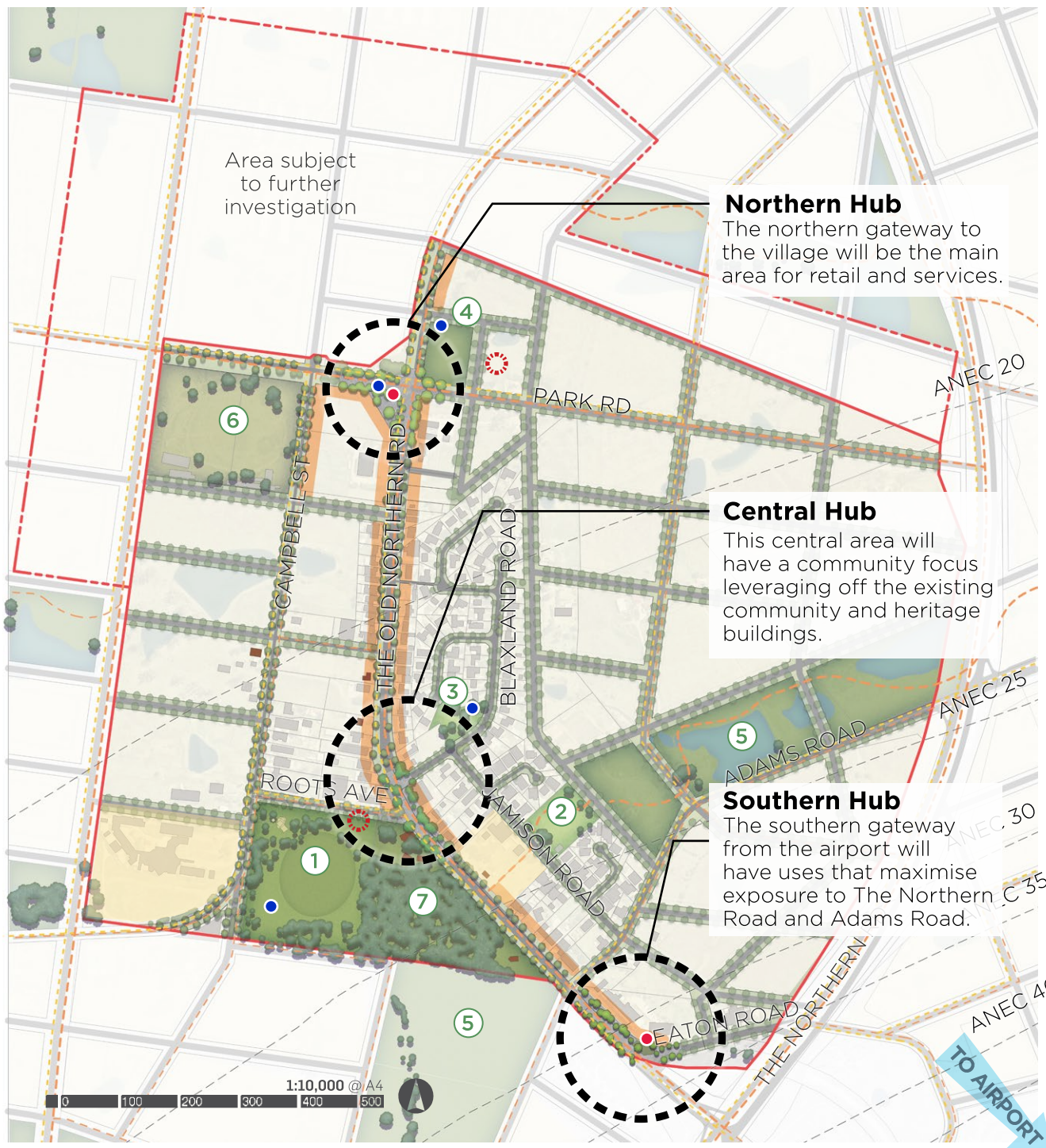


Figure 4 Concept Public Domain Plan

Precinct design principles

The following diagrams show the key principles from the Agribusiness Precinct Plan overlaid on the initial public domain plan. These will be guiding principles as the Village Plan is developed. Some of the most relevant points for Luddenham Village are mentioned below each principle.

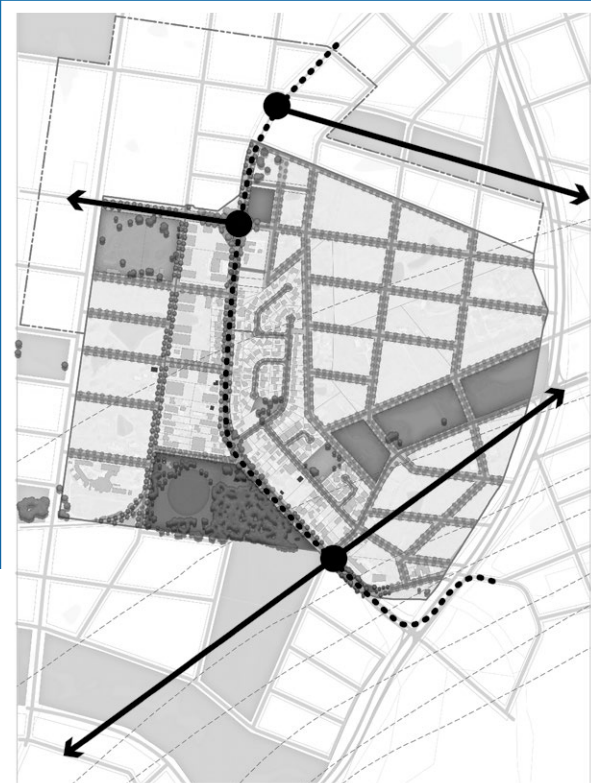


Figure 5 Views Across Country

- Preserve landscaped views to landscape landmarks such as the Blue Mountains.
- Preserve views across Country and scenic values.

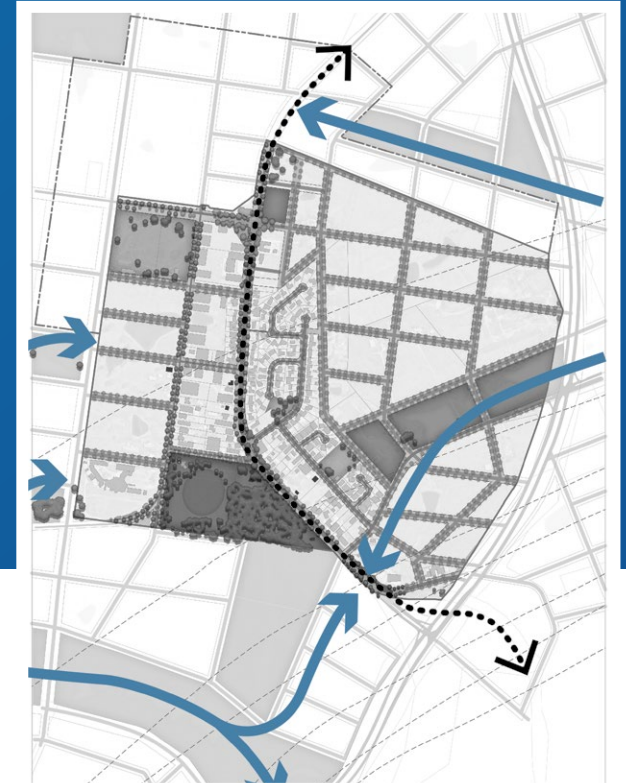


Figure 6 Ridge To River

- Create a new connected parkland that extends from the ridgeline down to Cosgroves Creek in the east and Nepean River to the west.
- The parkland network will connect to existing parkland, such as Sales Park.

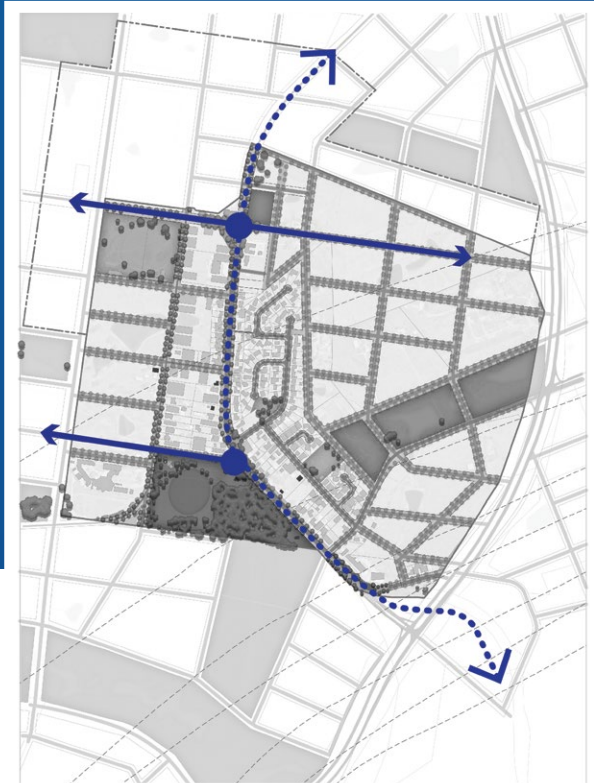


Figure 7 Streets to Creek

- The connected street network has its pattern aligned with views to landscape.
- This approach will enhance the visibility of the landscape within the precinct along with ensuring a permeable, connected precinct.



Figure 8 Connectivity

- Active Transport networks provide connectivity throughout the street and parkland network.
- Freight movements are minimised through Luddenham Local Centre.



Figure 9 Luddenham Agri-Village

- Celebrate the history of Luddenham village as a centre of rural industry by framing it with agricultural industry.
- The agricultural history, heritage and character of Luddenham Village will be celebrated and be a destination in its own right close to fresh food markets.

