

**ORANGE PRIVATE HOSPITAL  
LOT 1 DP 549856  
FOREST ROAD, ORANGE  
Proposed by Forest Road Syndicate**



Report by Orange City Council (as delegate of the Director General)  
Environmental Assessment Report  
Section 75I of the  
*Environmental Planning and Assessment Act 1979*

November 2008

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# 1 EXECUTIVE SUMMARY

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Forest Road Syndicate Pty Ltd is seeking approval for an overall Concept Plan and two detailed Project Applications to facilitate the development of land described as Lot 1 DP 549856 and public roads known as Finneran Road and Kemp Road for the purposes of a private hospital precinct. The Orange Private Hospital is a Major Project under *State Environmental Planning Policy (Major Projects) 2005*, to which Part 3A of the *Environmental Planning and Assessment Act 1979* applies.

Following public exhibition of the proponent's Environmental Assessment Report in February/March 2008, the proposal has been revised to respond to key issues raised by seven government agencies and one private submission. JBA Planning Consultants submitted a revised Statement of Commitments in July 2008, followed by further correspondence in August and September 2008 to clarify issues and details associated with the project.

The Preferred Project now seeks "concept approval" for the development of a new private health precinct, comprising:

- a part two / part three-storey private hospital
- an 80-room Medi-Motel and 9 consultation suites
- short and medium-term accommodation for hospital staff and students
- a future precinct for residential dwellings and or apartments
- a lodge/hostel for patients and families of patients
- child-care facilities
- a gymnasium
- ancillary retail activities (florist, newsagent and café)
- internal roads and car parking, and
- landscaping

The two detailed "project applications" now submitted relate to two precincts fronting Forest Road and involve the construction of the private hospital and a Medi-Motel.

The new private hospital includes the following elements:

- a three-level building comprising new private hospital complex, comprising 10,350m<sup>2</sup> of in-patient, operating, pathology, cancer care and pharmacy facilities, medical consultation suites and 149 at grade-car parking spaces
- road improvements
- landscaping, and
- stormwater and infrastructure works

The new Medi-Motel includes the following elements:

- a two-level building comprising 80 rooms and 9 consultation suites
- off-street car parking for 108 vehicles
- ancillary retail premises (florist, newsagent and café)
- stormwater and infrastructure works
- road improvements and
- landscaping

The estimated value of the overall concept is \$54 million. The estimated value of the two project applications received is \$32.2 million.

Pursuant to Orange Local Environmental Plan 2000 (amended) ("the LEP"), the site is zoned 1(a) General Farming. The proposal involves uses defined as "Hospital", "Motel", "Child Care Centre", "Housing for Aged or Disabled Persons", "Restaurant", "Shop", "Health Consulting Rooms" and "Residential Units". Development comprising a hospital, motel and restaurant is permissible with Council's consent in the 1(a) General Farming Zone, pursuant to clause 29(2)(b) of the LEP. The proposed residential units, housing for aged and disabled, child care centre, shops and health consulting rooms are currently prohibited within the zone.

As the site is not an environmentally sensitive area of State significance or a sensitive coastal location and having regard to Clauses 8N and 8O of the Regulations, the Minister has the power to determine the Concept Plan and Project Applications.

Orange City Council has been delegated the planning and assessment functions conferred on the Director-General by Part 3A of the *Environmental Planning and Assessment Act 1979*. Council officers have assessed the merits of the proposal, including the key issues as outlined in the following report.

Key issues considered in the assessment have included:

- traffic and road infrastructure in the south Orange area
- access and parking on site
- water and sewerage infrastructure
- future master planning , rezoning and land releases in the South Orange area
- relationship to the Bloomfield Hospital and heritage landscape, as well as the new public hospital
- built form and urban design
- social and economic impacts
- stormwater management, and
- ecologically sustainable development
- climate change

The concept plan for the campus seeks to establish a focus on creating a non-institutional hospital precinct in a landscaped environment that responds to the heritage-listed Bloomfield Hospital. The design philosophy for the landscape of the project encompasses ecologically sensitive design through water management and plant species and material selection across the entire campus. The concept plan proposes generous setbacks and landscaped areas between the proposed buildings and Forest Road. The buildings are predominantly two storey. The hospital and short-stay functions are grouped on the Forest Road edge, while higher density housing associated with the health precinct is proposed to be located to the west of the site.

The proposed development provides for linkages to the existing pedestrian and bicycle path in the locality. To facilitate pedestrian movement between the new base and private hospitals, pedestrian facilities have been provided via a signalised intersection serving both hospital developments.

Initially the Concept Plan and Project Applications proposed that vehicles would access the Private Hospital Campus site using the two existing roads that form the northern (Finneran Road) and southern (Kemp Road) boundaries to the site. In light of advice from the RTA, the Preferred Project Report submitted by JBA Planning Consultants now proposes a new vehicle access arrangement into the private hospital campus involving a four-way signalised intersection on Forest Road in conjunction with the access to the recently approved Orange Base Hospital redevelopment.

The proposal to establish a centralised access to both hospitals means that Kemp and Finneran Roads are no longer needed. It is recommended that the roads are closed and acquired as part of the proposed development to facilitate internal traffic circulation and parking.

The proposed development makes provision for 487 car-parking spaces. A Traffic and Parking Study has demonstrated that the proposed parking arrangements for the private hospital precinct satisfy the minimum requirements of Orange City Council DCP 2004. However, the proposed parking arrangements for the Medi-Motel/Ancillary Services precinct are deficient. It is agreed, however, that the integrated land uses proposed provide some justification for a reduction in the overall number of parking spaces required. Based on a detailed assessment of the parking requirements, it is recommended that an amended car-parking layout be submitted to incorporate a minimum of 134 car parking spaces for the Medi-Motel precinct. The incorporation of an additional 26 car-parking spaces within this particular precinct can be accommodated by adjusting the internal circulation driveway and precinct boundary 3m to the west so as to facilitate the provision of 90 degree car parking spaces on the western side of the Medi-Motel building. The parking requirements for Precincts 3 and 4 will be determined in the assessment of future project applications.

The internal road design submitted with the preferred project report incorporates bus stops in Forest Road and near the entrance to the Medi-Motel reception area. In discussions with the Proponent, it was agreed that the eastern bus stop in Forest Road should be deleted. The Proponent has agreed that buses should be required to circulate in an anti-clockwise direction throughout the development. The southern bus stop, near the Medi-Motel reception area, should be required to be relocated to the north side of the access road. A recommended condition of consent in relation to this matter has been drafted.

It is anticipated that 98% of the traffic generated by the development will come from the north. Whilst the existing road infrastructure in the locality has the capacity to accommodate the likely traffic demand generated by the development, the cumulative impact of development in this locality will create pressure for the Council to develop the Southern Distributor Road ahead of present priorities and outside present budgeting. The proponents have agreed to make a contribution towards the future construction of the Southern Distributor Road. The future development of the southern distributor road would significantly improve the access connections serving the development and would assist in alleviating traffic pressure in the locality.

The subject land is identified in the Orange Sustainable Settlement Strategy as part of a broader investigation area to the south of the City, potentially suitable for medium to long-term residential development. The strategy acknowledges that there is short-term potential for a limited urban role associated with the development of a new base hospital. Since the adoption of the Sustainable settlement Strategy in 2004, the Minister for Planning has approved the new Orange Base Hospital. Council has resolved to investigate the rezoning of DPI land in this locality for residential and business purposes as part of the current preparation of the comprehensive Local Environmental Plan for Orange.

Council officers are satisfied that this is a suitable location for a private hospital campus and that the impacts of the proposed development have been addressed via the Proponent's Preferred Project Report, Statement of Commitments and the recommended conditions of approval.

## 2 BACKGROUND

### 2.1 Site Location and Description

The proposed Private Hospital Precinct is located approximately 3.5km to the south of the Orange Central Business District. The land adjoins Forest Road to the east, which provides direct access to the site. Further east is the heritage-listed Bloomfield Hospital and the site of the recently approved Orange Base Hospital redevelopment. The Orange Ex-Services' Country Club (including the golf course) and the Sir Jack Brabham Park (a major recreational area for Orange) are located to the north of the Bloomfield hospital site. The land to the immediate south of the subject land includes a rural dwelling and retail premises containing a convenience store and post office. Land to the north and west of the site is Crown land.



*Figure 1 - Site locations*

The site currently contains a disused outdoor cinema and associated infrastructure. The former drive-in theatre site has not been used for such purposes for approximately 20 years. It is largely cleared and comprises large areas of hardstand pavement, which was used as car-parking spaces for the cinema. The central part of the site contains a building comprising a kiosk, screening facilities and offices. Most of the southern part of the site comprises a kerbed and guttered, bitumen-sealed entrance road and ticket booths. A largely unsealed exit road runs parallel to the eastern third of the northern boundary. The remaining half of the site comprises grassed areas to the east and to the west of the former central viewing area. The eastern grassed area includes the screen, while the western area has a large floodlight and a septic tank system.

The site is generally flat, with a gentle slope towards the north-west portion of the site. The highest point on the site is in the south-western corner, at RL 913.5 falling to RL 908 on the north-western corner. This represents a fall of 5.5m across the site. The western grassed area of the site includes two drainage lines - a shallow one extending approximately north/west behind the central building and a second one in the south-western corner, which forms a moderately deep gully. These drain into the adjoining land to the west, where any runoff water collects in a series of farm dams.

## 2.2 Surrounding Built Environment

Directly opposite the site on the eastern side of Forest Road is Bloomfield Hospital, which comprises approximately 144 hectares of public hospital facilities. The Orange Base Hospital has approval to expand its services with a new hospital to be constructed on the Bloomfield Hospital site. The buildings within the existing Bloomfield Hospital site are currently a mixture of one, two and three storeys in height. The Bloomfield Hospital precinct is listed on the State Heritage Register.

The western portion of the Bloomfield Hospital site comprises the main hospital precinct. Some 40 buildings are located in this part of the site - including the main hospital building, the administration building, the ward buildings, the leisure centre, the workshops, the kitchen and stores, the outbuildings, the chapel, the museum and the Central West Linen Service.



*Figure 2 - Administration Building*

The original buildings on the Bloomfield site were constructed between 1920 and 1930, with Federation, Arts & Craft and Inter-war architecture prevailing. The built form comprises a mix of single and two-storey buildings. Architectural features common to the site include symmetrical building design, recessed verandah decoration, columns and portico details and articulated facades. External finishes commonly comprise face brick and stucco wall facades and terracotta roof tiles.



A Crown Reserve exists to the immediate west and north of the subject land. Currently, this land is undeveloped and is used for grazing purposes. The Orange Sustainable Settlement Strategy prepared in 2004/2005 identified this land as having potential for the establishment of a future Hospital "suburb". Also to the west of the site is an existing water course and two dams.



***Figure 3 - Crown Land to the North of the subject Land***

The parcel of land to the south of the subject land contains a small rural post office/convenience store/café/takeaway food outlet and a rural dwelling and associated outbuildings.



***Figure 4 - Café/convenience store and post office to the south of the subject land***

## **2.3 Natural Environment**

Much of the original native vegetation has been removed from the site as a result of previous development and use as a "drive-in theatre". Groundcover over the site is dominated by introduced grass and herb species, often growing in cracks in the existing bitumen surface. No threatened flora species, populations or ecological communities are known to occur on the subject site. One endangered ecological community listed in the schedules of the *NSW Threatened Species Conservation Act 1995* - the "White Box Yellow Box Blakely's Red Gum" - occurs on land adjoining the subject land. Land to the north and to the west of the subject land is Crown Land. This land is primarily grazing paddocks with a scattering of remnant old growth eucalyptus trees.



*Figure 5 - Subject Land (former drive in theatre site)*

## 2.4 Access

Vehicular access to the proposed development is available from Forest Road. The site has frontage of 300m to Forest Road, which forms the eastern boundary of the site.

Forest Road is classed as a regional road and is constructed to a two-lane rural road standard with a sealed carriageway approximately 6.5m wide between edge lines with a 500mm bitumen shoulder on each side.

## 2.5 Cultural Values

The subject land is not known to contain sites or objects of Aboriginal significance. However, the subject land adjoins an area known as "The Springs". During the 1920s and 1930s, it was an itinerant camp site - used largely, but not exclusively, by Aborigines. "The Springs" has been nominated as a State Heritage Item and it is anticipated that the site will be listed for consideration as a heritage item as part of the comprehensive LEP currently under preparation.

The adjoining Bloomfield hospital site is located on the following (European) heritage lists and registers:

Register	Date	Details
State Heritage Inventory	10 March 2006	Bloomfield Hospital
Orange Local Environmental Plan 2000 (amended)	12 May 2000	Nymagee Lodge and landscape features including entrance gateway, Elm Avenue and grounds
Department of Health Preliminary Heritage and Conservation Register	February 1992	Bloomfield psychiatric precinct comprising Nymagee Lodge, Gwydir and Yuambi Buildings, grounds and entrance gates
Orange Heritage Study	1985	Bloomfield Hospital Nymagee Lodge

## **3 DESCRIPTION OF PROPOSED DEVELOPMENT**

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### **3.1 Concept Proposal**

The overall concept plan seeks to establish the vision and planning framework to assist in future development and investment decisions about the site. The concept plan seeks approval for the construction of the Private Hospital Campus, which includes four specific precincts as follows:

- Private Hospital Precinct (Precinct 1) to the north/east of the site fronting Forest Road
- Medi-Motel Precinct (Precinct 2) to the south/east of the site fronting Forest Road
- Hostel/Cancer Care Precinct (Precinct 3) to the south/west of the site
- Residential Precinct (Precinct 4) to the north/west of the site

#### **3.1.1 Private Hospital Precinct (Precinct 1)**

The proposed Private Hospital Precinct will include the following elements:

- construction of a new part two/part three-level building comprising 10,350m<sup>2</sup> of in-patient, operating, pathology, cancer-care and pharmacy facilities, medical consultation suites and 149 at grade car-parking spaces
- stormwater and infrastructure works
- road improvements
- landscaping

#### **3.1.2 Medi-Motel Precinct (Precinct 2)**

The proposed Medi-Motel Precinct will include the following elements:

- construction of a new Medi-Motel comprising 80 rooms and 9 consultation suites
- gymnasium
- rehabilitation rooms
- 108 at grade car-parking spaces
- ancillary retail premises (florist, café/restaurant and newsagent)
- stormwater and infrastructure works
- road improvements
- landscaping

#### **3.1.3 Hostel/Cancer Care Precinct (Precinct 3)**

The proposed Hostel/Cancer Care Precinct will include the following elements:

- lodge/hostel short-stay accommodation for patients and families of patients
- child-care facilities
- cancer resource centre
- internal roads and car parking for 30 vehicles
- landscaping
- stormwater and infrastructure works

#### **3.1.4 Residential Precinct (Precinct 4)**

The Proponent has indicated that the accommodation would be designed to complement the other medical uses being carried out on the site and to be accessed via a circular road system around the perimeter of the site.



**Figure 6 - Residential Precinct**

Depending upon final market considerations and design, the Proponent has indicated that the residential precinct will comprise a mix of townhouses, apartments and courtyard homes. Some seniors living may also be incorporated. The proponents are exploring three options in terms of dwelling configuration:

- 114 apartments or
- 31 townhouses and 36 apartments or
- 105 seniors living units

The proposed residential precinct will include the following additional elements:

- internal roads and car parking for up to 200 vehicles
- landscaping
- stormwater and infrastructure works

Figure 6 above shows a layout of the four precincts. Precincts 1 and 2 fronting Forest Road, comprising the private hospital and the Medi-Motel, are proposed to be developed as the first two stages of the overall development.

The concept plan seeks to provide certainty regarding the location of each of the precincts on the site and the land uses and building envelopes that comprise those precincts. There is flexibility to alter the layout and the building form within the precincts as a result of more detailed design.

The concept plan proposes residential development in Precinct 3 to the north/west of the site. The Proponent has indicated that the accommodation would be designed to complement the other medical uses being carried out on the site and be accessed via a circular road system around the perimeter of the site.

Depending upon final market considerations and design, the Proponent has indicated that the residential precinct will comprise a mix of townhouses, apartments and courtyard homes. Some seniors living may also be incorporated.

Any future development within Precincts 3 and 4 will be subject to future project applications.

### **3.1.5 Landscaping**

The landscaping concept plan for the campus seeks to establish a strong landscape identity for the site that is sympathetic with the remnant vegetation of the area, while selective zones such as the health/productive gardens and Forest Road tree planting make greater reference to Bloomfield Hospital. The concept plan incorporates a major "corridor" of open space through the centre of the site, plus landscaping to Forest Road. The concept plan for the campus is focussed on creating a non-institutional hospital precinct in a landscaped environment that responds to the heritage-listed Bloomfield Hospital, located on the opposite side of Forest Road.

### **3.1.6 Access**

The site has a frontage of 300m to Forest Road, which forms the eastern boundary of the site. Two existing road reserves, which run off Forest Road, adjoin the site - Finneran Road, adjacent to the northern boundary, and Kemp Road, adjacent to the southern site boundary. Access to the former drive-in on the site was via Kemp Road.

Forest Road, in the vicinity of the site, is classed as a regional road and is constructed to a two-lane rural road standard with a sealed carriageway approximately 6.5m wide between edge lines with a 500mm bitumen shoulder on each side. The section of Forest Rd in the vicinity of the Private Hospital Campus is subject to a speed limit of 80km/h but is otherwise devoid of traffic and parking controls.

Initially, the Concept Plan and Project Applications proposed that vehicles would access the Private Hospital Campus Site using the two existing roads that form the northern (Finneran Road) and southern (Kemp Road) boundaries to the site. Following consideration of issues raised by both the RTA and Orange City Council and following consultation, the Preferred Project Report submitted by JBA Planning Consultants proposes a new, four-way signalised intersection on Forest Road in conjunction with the access to the recently approved Orange Base Hospital redevelopment.

### 3.1.7 Parking

A total of 487 on-site parking spaces will be provided for the private hospital campus, with the main area of parking provided along the site frontage to Forest Road. Car parking for the project will include:

- 149 public spaces for the new Private Hospital Precinct (Precinct 1)
- 108 spaces for the Medi-Motel Precinct (Precinct 2)
- 30 spaces for the Hostel/Cancer Care Precinct (Precinct 3)
- 200 spaces for Residential Precinct (Precinct 4)

With strict compliance with the provisions of Orange Development Control Plan 2004 ("DCP 2004"), the development is required to provide a total of 591.6 car-parking spaces. This represents a shortfall of 104.6 car-parking spaces.

The parking requirements contained within DCP 2004 reflect the likely peak parking demand for individual land uses. In circumstances whereby a number of integrated land uses are proposed, it is agreed that the proposed parking arrangements may be determined based on a parking study that suitably takes into account the likely peak parking demand that will be generated by the development. A Traffic and Parking Study prepared by John Coady Consulting Pty Ltd has been submitted in support of the proposed development. The Traffic and Parking study has suitably demonstrated that the parking requirements for certain aspects of the development is excessive given the overall design and function of the precinct.

Following a detailed review of the Traffic and Parking Study prepared by John Coady Pty Ltd, it is concluded that the proposed parking arrangements for the Orange Private Hospital development proposal are generally adequate such that the proposed development is unlikely to have unacceptable parking implications. With regards to the Medi-Motel Precinct, it is agreed that the integrated land uses proposed within this precinct provide some justification for a reduction in the number of parking spaces proposed. The suggested car parking for this precinct is as follows:

- Based on the above assumptions and assessment of likely parking requirements for each use, it is recommended that at least 134 car parking spaces be provided within the Medi-Motel Precinct.
- The preferred project plans show a total of 108 car parking spaces for the Medi-Motel, which represents a shortfall of 26 spaces.
- An assessment of the layout indicates that opportunity exists for additional car-parking spaces to be accommodated on site by slightly adjusting the precinct boundary by approximately 3m to the west. The subject spaces can be accommodated by providing 90 degree car parking spaces on the eastern side of the internal circulation driveway on the western side of the Medi-Motel building. The provision of additional car parking in this locality would not compromise the location of buildings nor impact upon landscape opportunities at the frontage of the site. Further opportunity also exists along the southern boundary to accommodate additional car parking in the redesign of the proposed bus drop-off bay. It is recommended that a draft condition of consent be attached requiring that an amended car-parking layout be provided for approval prior to the issue of a construction certificate incorporating these changes.

### 3.1.8 Built Form

The concept plan for the Orange Private Hospital envisages a total gross floor area of approximately 26,000m<sup>2</sup> as shown below:

Precinct	Land use	GFA
<b>Precinct 1</b>	Hospital/Cancer care	10,350m <sup>2</sup>
<b>Precinct 2</b>	Medi-Motel	3,119m <sup>2</sup>
	Medical consultation suites	825m <sup>2</sup>
	Gymnasium and rehabilitation	1,612m <sup>2</sup>
	Retail	150m <sup>2</sup>
	External deck to retail	150m <sup>2</sup>
<b>Precinct 3</b>	Hostel/short-stay accommodation	4,500m <sup>2</sup>
<b>Precinct 4</b>	Residential	5,500m <sup>2</sup>
<b>Total</b>		<b>26,206m<sup>2</sup></b>

The concept plan proposes to establish a built form that responds to the heritage significance of the Bloomfield Hospital site, on the opposite side of Forest Road. This includes providing generous setbacks and landscaped areas between the proposed buildings and Forest Road and ensuring that all buildings are kept at a low scale and have a non-institutional character. Hospital and ancillary buildings fronting Forest Road are predominantly two storey, with a narrow three-storey section adding variation to the streetscape and defining the entry to the hospital's internal and external spaces. This edge of the site is reinforced by street trees and planting that also reinforces the existing trees on the eastern side of Forest Road. The hospital and short-stay functions are grouped on the Forest Road edge with good public access while higher density housing associated with the health precinct is proposed to be located to the western side of the site.

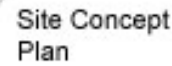
A central plaza is located close to the Forest Road edge between the hospital and the short-stay accommodation and a large "village common" is proposed to the east of the plaza, extending the open space throughout the site to the west-view axis.

Materials and finishes for all structures across the site will include rendered masonry, pre-finished metal cladding, glazed window systems, metal mesh screens and sun-shading devices, in keeping with the commitment to deliver environmentally sustainable design buildings with high amenity for users.

Significant areas of the site are dedicated to open space, in the form of pedestrian walkways and areas for quiet relaxation or more active pursuits.

### 3.2 Private Hospital Project Application - (Precinct 1)

This project application relates to Precinct 1 and deals with the construction of a private hospital within the proposed Orange Private Hospital Campus. The proposed Private Hospital is located on the north-eastern portion of the Private Hospital Campus. The site has its eastern frontage to Forest Road. Finneran Road forms the northern boundary of the site, with Crown land used by the Orange Agricultural Institute for research purposes located to the north of the site. The Campus's central internal road forms the western boundary of the precinct. The proposed Medi-Motel Precinct is located to the immediate south.



**Figure 7 - Site Concept Plan**

The proposed private hospital includes the following elements:

- construction of a new part two/part three-level building comprising 10,350m<sup>2</sup> of in-patient, operating, pathology, cancer-care and pharmacy facilities, medical consultation suites and 149 at grade car-parking spaces
- stormwater and infrastructure works
- road improvements
- landscaping

The hospital precinct comprises a series of linked buildings containing the following functions as shown in the table below:



<b>Private Hospital</b>	<b>Area (m<sup>2</sup>)</b>
Inpatient unit - 60 beds and staff/support areas	2,230
Administration unit	325
General support (food/linen/waste)	680
Operating UNIT (4 theatre) + CSSD	1,715
Medical imaging (inc. radiology)	1,000
Pathology	1,000
Medical consulting suites (x 20)	2,000
Pharmacy	250
Cancer Care	1,400
<b>Total</b>	<b>10,350</b>

Typical elevations of the proposal, together with a precinct plan of the hospital, are provided below.



*Figure 8 - Southern Elevation -Private Hospital*



*Figure 9 - Western Elevation -Private Hospital*



*Figure 10 - Eastern Elevation - Private Hospital*

### 3.2.1 Built Form

The project application for the hospital proposes to establish a built form that responds to the heritage significance of the Bloomfield Hospital site on the opposite side of Forest Road. The private hospital is made up of a series of linked pavilions comprising the hospital, the cancer-care facility, ancillary retail uses and the medical suites. The main building itself consists of three thin "fingers" creating a defined edge to Forest Road, the entry plaza to the south/west and new street to the north/west of the hospital.

The development has a setback of 20m from the northern boundary and 34m from the Forest Road frontage of the site. The proposed setbacks facilitate the establishment of a circular driveway system around the perimeter of the site and the establishment of parking and landscaping along the Forest Road frontage of the development. The proposed hospital building fronting Forest Road is predominately two storey, with a narrow three-storey section adding variation to the streetscape and defining the entry to the hospital's internal and external spaces. This edge of the site is reinforced by street trees and planting that also reinforces the existing trees on the eastern side of Forest Road.

Materials and finishes for all structures across the site will include rendered masonry, pre-finished metal cladding, glazed window systems, metal mesh screens and sun-shading devices, in keeping with the commitment to deliver environmentally sustainable design buildings with high amenity for users.

### 3.2.2 Layout, access and parking

Initially, the Concept Plan and Project Application for both the private hospital and the Medi-Motel proposed that vehicles would access the site using the two existing roads that form the northern (Finneran Road) and southern (Kemp Road) boundaries to the site. Access into the site for pedestrians and motor vehicles has been amended following consultation with the RTA and Orange City Council. The RTA required a centralised, signalised access be provided at the intersection of the approved access for the Orange Base Hospital. The drawings in relation to access are shown in the plans at **Appendix B and C of the Preferred Project**. The proposed access arrangements are summarized below:

- a four-way signalised intersection on Forest Road to facilitate access to the public and private hospital
- limiting egress from the site to either the new intersection or left-out at the north-western corner of the site
- a circular internal access road incorporating a new parallel road to Forest Road

A series of interconnected recreation areas, surrounded by dual use pathways are located in the vicinity of the site. A sealed bicycle/pedestrian pathway that leads out of town past the Bloomfield Hospital and joins Gosling Creek Reserve is located on the eastern side of Forest Road. The proposed development provides for suitable linkages to the pedestrian networks in the locality. To facilitate pedestrian movement between the two hospitals, pedestrian facilities have been provided via the proposed signalised intersection. Pedestrian access into the hospital will be via the foyer on the ground level of the hospital. Access into the cancer-care facility will be via the eastern frontage of that building.

The proposed layout has been designed to accommodate bus movement internally within the site. A bus entering the site will be required to travel in an anti-clockwise direction to facilitate appropriate pedestrian safety within the site.

A total of 149 at grade car-parking spaces are proposed within Precinct 1.

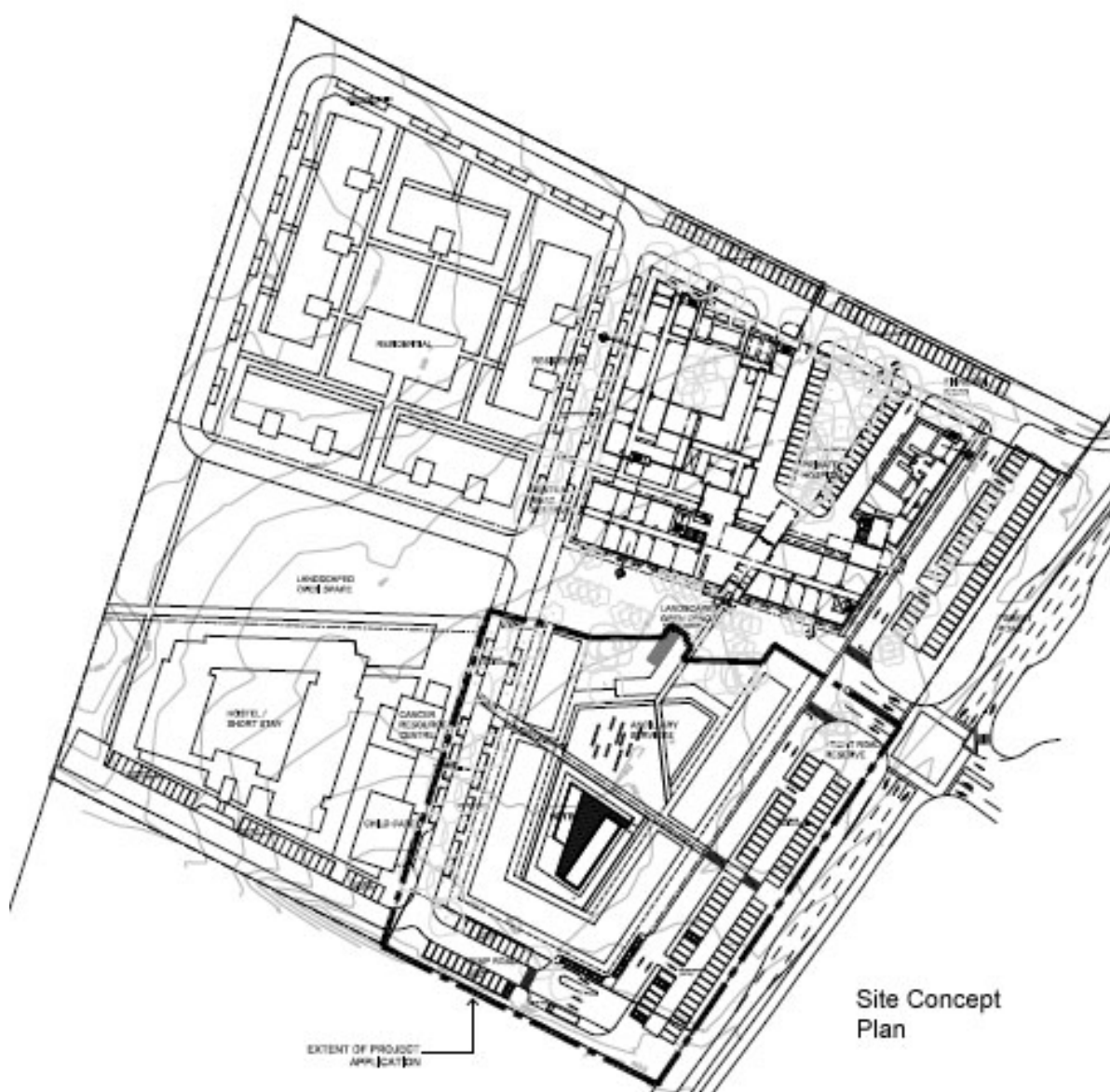
### 3.2.3 Landscaping area

A landscape concept plan has been submitted in support of the development. The concept plan for the campus seeks to establish a focus on creating a non-institutional hospital precinct in a landscaped environment that responds to the heritage-listed Bloomfield Hospital, located opposite the site on Forest Road. The design philosophy for the landscape of the project encompasses ecologically sensitive design through water management and plant species and material selection across the entire campus.

The landscape design seeks to create a place that encourages and enhances health, recuperation and healing and facilitates positive sensory experience for the diverse users of the site. The proposed plantings along the Forest Road frontage of the site seek to complement and enhance the existing landscape.

### 3.3 Medi-Motel Project Application (Precinct 2)

This project application relates to the construction of a Medi-Motel within the proposed Orange Private Hospital Campus. The campus development is discussed above under the heading "Concept Plan".



**Figure 11 - Site Concept Plan**

The proposed Medi-Motel Precinct includes:

- construction of a new Medi-Motel comprising 80 rooms and 9 consultation suites
- gymnasium
- rehabilitation rooms
- 108 at grade car-parking spaces

- ancillary retail premises (florist, café/restaurant and newsagent)
- stormwater and infrastructure works
- road improvements
- landscaping

### 3.2.4 Built Form

The project application for the Medi-Motel proposes to establish a built form that also responds to the heritage significance of the Bloomfield Hospital site, on the opposite side of Forest Road. The buildings comprising the Medi-Motel precinct form a ribbon that wraps the south-eastern corner of the precinct, creating a sheltered private green space and civic plaza focussed towards the hospital building. A civic plaza is located between the two wings and is orientated to the north to optimise solar access. A pool courtyard is also located within the precinct. A lawn area and sun deck with seating area is located adjacent to the pool.

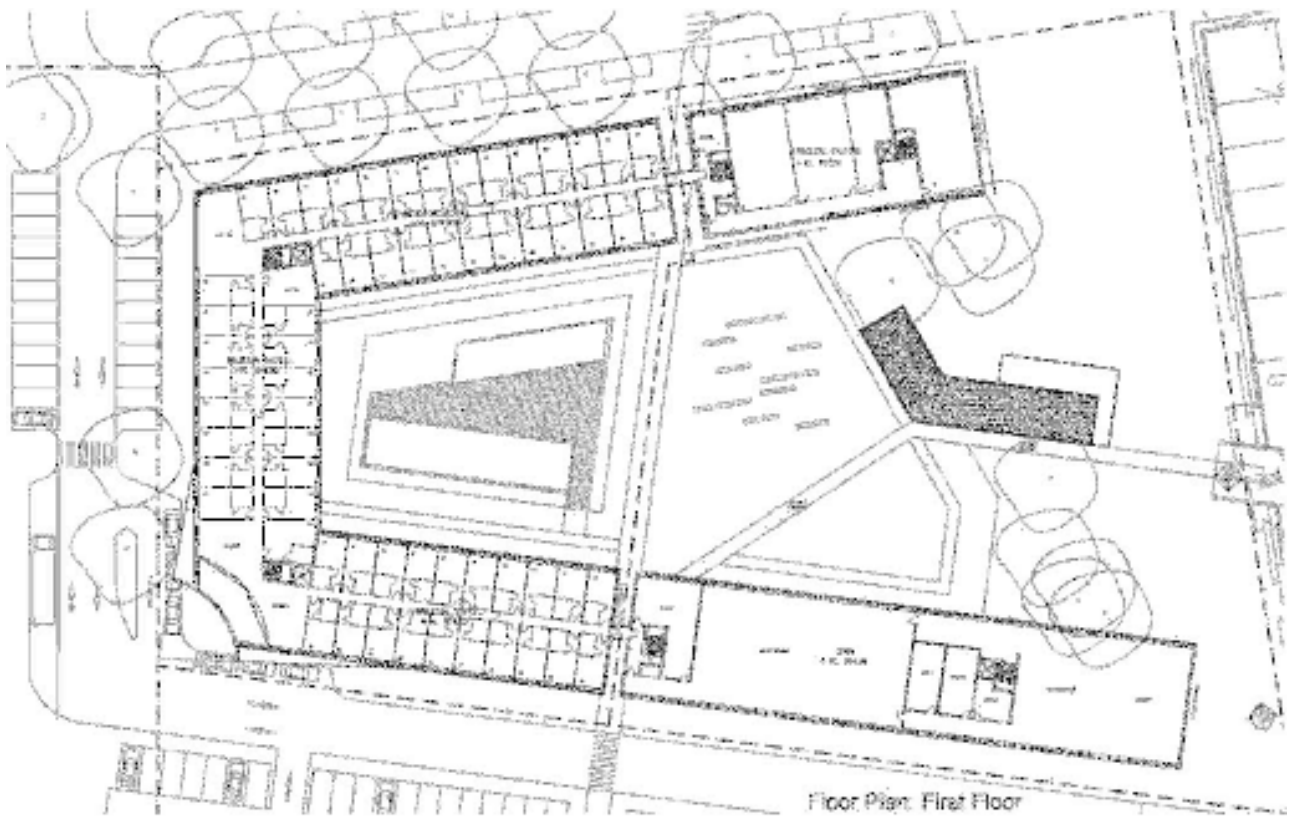
The development has a setback of 20m from the southern boundary and 34m from the Forest Road frontage of the site. The proposed setbacks facilitate the establishment of a circular driveway system around the perimeter of the site and the establishment of parking and landscaping along the Forest Road frontage of the development. The height of all buildings within the precinct comprises two storeys.

The materials used in the construction of the Medi-Motel (and ancillary services) Precinct are considered to be natural and minimal in their selection. The proposed building materials for the Medi-Motel comprise timber, *in situ* concrete, clear glazed window systems and steel or similar roofing. The medical motel precinct comprises a series of buildings containing the following functions as shown in the table below:

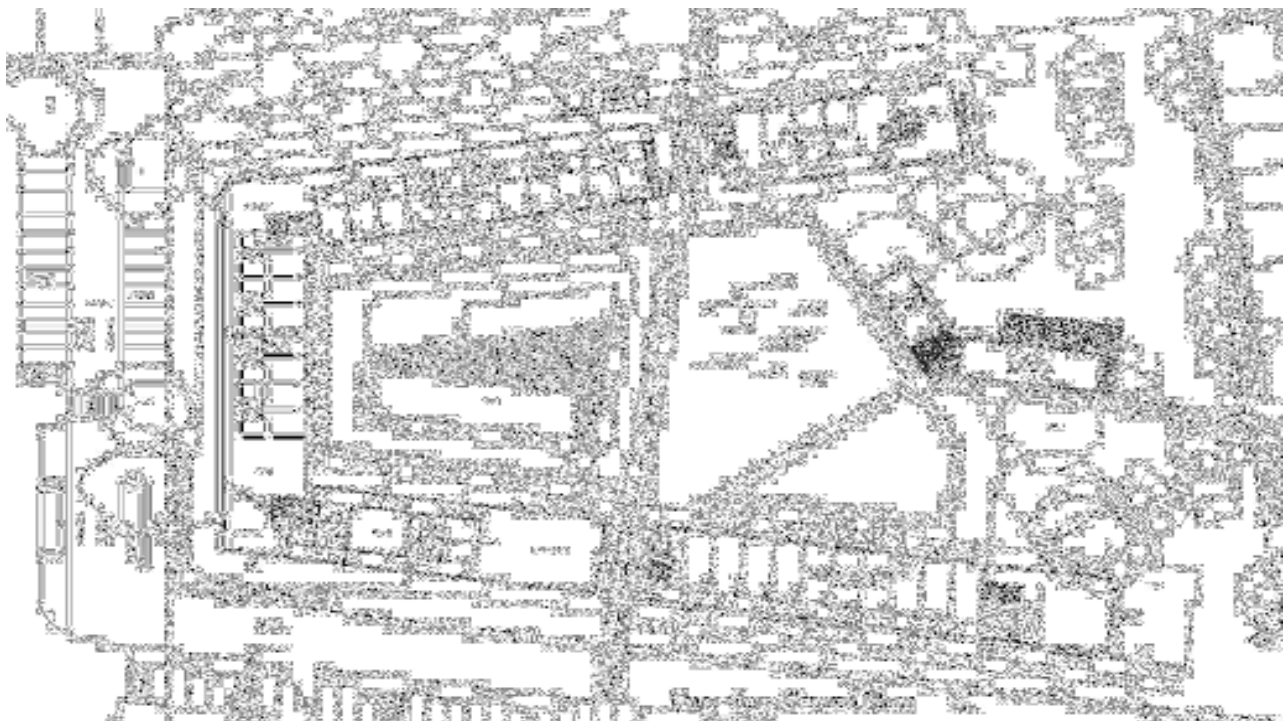
Land use	Area (m <sup>2</sup> )
Medi-Motel (including restaurant/café)	3,119m <sup>2</sup>
Medical consulting suites	825m <sup>2</sup>
Gym and rehabilitation	1,612m <sup>2</sup>
Retail	150m <sup>2</sup>
External deck area	150m <sup>2</sup>
<b>Total</b>	<b>5,586m<sup>2</sup></b>

Whilst the internal layout of the Medi-Motel has not altered, the proponent has confirmed in the Preferred Project Report prepared by JBA Planning Consultants that the following uses within the complex are now proposed. The following internal configuration is described below:

- 1 **9 medical consultation suites** (suites 1-5 on the ground floor and suites 6-9 on the first floor, labelled as “medical suites” on the plans at **Appendix D of the Preferred Project**, in the part of the Medi-Motel described as the ancillary services precinct)
- 2 **80 Medi-Motel rooms** (suites 1-18 on the ground floor labelled “medical suites” and suites 19-80 on the first floor labelled “medical motel” on the plans at **Appendix D of the Preferred Project**)
- 3 **10 rehabilitation rooms** (suites 1-10 on the ground floor and labelled “rehabilitation centre” on the plans at **Appendix D of the Preferred Project**)
- 4 other uses, including retail, gymnasium, restaurant, storage and plant, as labelled on the plans at **Appendix D of the Preferred Project**



**Figure 12 - First Floor Plan of Medi-Motel**



**Figure 13 - Ground Floor Plan of the Medi-Motel**



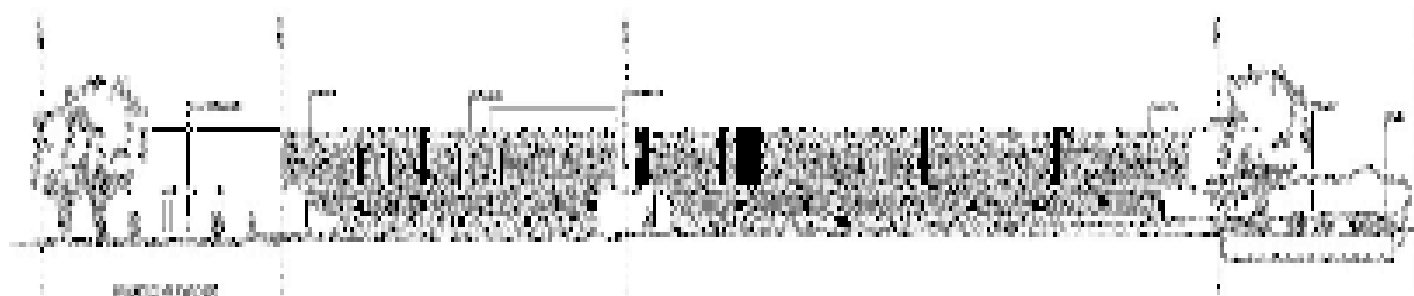
*Figure 14 - Medi-Motel East Elevation*



*Figure 15 - Medi-Motel North Elevation*



*Figure 16 - Medi-Motel South Elevation*



*Figure 17 - Medi-Motel -West Elevation*

### 3.2.5 Layout, access and parking

Initially, the Concept Plan and Project Application for both the private hospital and the Medi-Motel proposed that vehicles would access the site using the two existing roads that form the northern (Finneran Road) and the southern (Kemp Road) boundaries to the site. Access into the site for pedestrians and motor vehicles has been amended following consultation with the RTA and Orange City Council. The RTA required that a centralised signalised access be provided at the

intersection of the approved access for the Orange Base Hospital. The drawings in relation to access are shown in the plans at **Appendix B and C of the Preferred Project**. The proposed access arrangements are summarised below:

- a four-way signalised intersection on Forest Road to facilitate access to the public and private hospitals
- limiting egress from the site to either the new intersection or left-out at the north-western corner of the site
- a circular internal access road incorporating a new parallel road to Forest Road

A series of interconnected recreation areas, surrounded by dual-use pathways, are located in the vicinity of the site. A sealed bicycle/pedestrian pathway that leads out of town past the Bloomfield Hospital and joins Gosling Creek Reserve is located on the eastern side of Forest Road. The proposed development provides for suitable linkages to the pedestrian networks in the locality. To facilitate pedestrian movement between the two hospitals, pedestrian facilities have been provided via the proposed signalised intersection serving both the private hospital and the Orange Base Hospital redevelopment. Pedestrian access into the hospital will be via the foyer on the ground level of the hospital. Access into the cancer-care facility will be via the eastern frontage of that building.

The proposed layout has been designed to accommodate a bus internally within the site. A bus entering the site will be required to travel in an anti-clockwise direction to facilitate appropriate pedestrian safety within the site. The road design submitted with the preferred project report shows bus stops in Forest Road and near the entrance into the Medi-Motel reception area. In discussions with the Proponent, it was agreed that the eastern bus stop in Forest Road should be deleted as it is not required and does not meet safety standards.

The southern bus stop, near the Medi-Motel reception area, will be required to be on the northern side of the access road and the car-parking bays transferred to the southern side of the road. The plans do not show a loading dock or drop off area for the Medi-Motel Precinct and, in discussions with the Proponent, it was agreed that a bus stop/loading zone would be provided on the western side of the Central Road between the Medi-Motel and the Private Hospital Precincts. This would provide loading facilities for the retail and restaurant areas and a central bus stop for both precincts. The final design will need to ensure that there are no conflicts between loading facilities and passenger safety.

A total of 108 at grade car-parking spaces are proposed within Precinct 2.

### **3.3 Preferred Project**

Advice from the proponent as to the preferred project was received on 10 July 2008. A summary of the alterations proposed to the concept and project applications is as follows:

#### **3.3.1 Traffic and Parking**

Access into the site for pedestrians and motor vehicles has been amended following consultation with the RTA and Orange City Council. The RTA required that a centralised channelised access be provided at the intersection of the approved access for the Orange Base Hospital. The amended drawings in relation to access are shown in the plans at **Appendix B and C of the Preferred Project**. An extract of the changed access arrangements is shown below:



**Figure 18 - Preferred Project Plan**

Key amendments to traffic and parking include:

- introduction a four-way signalised intersection on Forest Road to facilitate access to the public and the private hospitals
- limiting access from the site to either the new intersection or left-out via Finneran Road
- introducing a new internal access road parallel to Forest Road
- closure of Kemp Road at its intersection with Forest Road
- ensuring that the main internal road has capacity to accommodate a public bus service should the proposed service extend through the site (space has been allocated for a bus stop opposite the porte cochere to the Medi-Motel and on Forest Road)
- relocating at-grade car parking across the site, including increasing the number of parking spaces allocated to the Medi-Motel from 65 spaces to 69 spaces



### 3.3.2 Heritage

The heritage significance and previous uses of the site will be further recognised through:

- recognising the previous use of the site as a drive-in theatre by promoting the use of the movie theatre screen in the grounds of the Medi-Motel
- engaging with the Orange Local Aboriginal Land Council during any works on the western portion of the site (Residential and Short-Stay Precincts) to monitor any excavation works.

### 3.3.3 Built form

The following amendments are proposed to the built form and the layout of the proposed private hospital campus and are shown in the plans at **Appendix C and D of the Preferred Project**:

- relocation of the central road approximately 10 metres to the west, to accommodate the new road reserve and relocated at grade parking
- modifying the location of the Medi-Motel and the private hospital to better respond to the amended road layout and to improve recognition of the heritage value of the site

In addition, the uses proposed throughout the Medi-Motel have been clarified. The proponent advises that the internal and external layout of the Medi-Motel has not changed from the original Project Application, other than as noted above.

Whilst the internal layout of the Medi-Motel has not altered, the proponent has confirmed that the following uses within the complex are now proposed. The following internal configuration is involved:

- 1 **9 medical consultation suites** (suites 1-5 on the ground floor and suites 6-9 on the first floor, labelled as “medical suites” on the plans at **Appendix D of the Preferred Project**, in the part of the Medi-Motel described as the ancillary services precinct)
- 2 **80 Medi-Motel rooms** (suites 1-18 on the ground floor labelled “medical suites” and suites 19-80 on the first floor labelled “medical motel” on the plans at **Appendix D of the Preferred Project**)
- 3 **10 rehabilitation rooms** (suites 1-10 on the ground floor and labelled “rehabilitation centre” on the plans at **Appendix D of the Preferred Project**)
- 4 other uses, including retail, gymnasium, restaurant, storage and plant, as labelled on the plans at **Appendix D of the Preferred Project**

### 3.3.4 Landscaping

The proposed landscaping master plan of the site will be enhanced as shown in the landscape plans at **Appendix E of the Preferred Project** through:

- installing signage to interpret the values of the health and productive gardens across the campus
- refinement of species selection to ensure that all plants are suited to the local environment, including climatic conditions
- modifying the location of the health and reproductive gardens as a result of the modifications to the layout of the site

## **4 STRATEGIC PLANNING**

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### **4.1 Sustainable Settlement Strategy**

Orange City Council, as part of its charter to responsibly plan for the City's future, decided in 2003 to prepare a Sustainable Settlement Strategy. The purpose of the Sustainable Settlement Strategy was to provide Council with a strategic plan to manage growth and to provide strategic direction for urban land release within the City. The Sustainable Settlement Strategy was endorsed by Council in 2004. The strategy included an investigation into Orange's urban land needs for the next 30 years and assessed issues in relation to urban land supply and demand infrastructure capacity, city form and structure and urban constraints.

The Forest Road site is considered in the strategy as part of land unit No 11 (LU 11). The Strategy identifies the potential development role for LU 11 as being rural in the short term, with conversion to urban residential in the medium to long term. The strategy acknowledged that there was a short-term potential for a limited urban role associated with the development of the new base hospital. Since the adoption of the strategy in 2004, the Minister for Planning has since approved the redevelopment of the Orange Base Hospital site at Bloomfield.

The proposed uses for the Forest Road site are considered to be consistent with future strategic planning for the City and, in particular, for the southern development area. The strategy will be used to inform future strategic decisions in relation to zonings for the City and surrounds.

### **4.2 Draft Blayney Cabonne Orange Sub-Regional Rural and Industrial Lands Use Strategy**

The draft Blayney Cabonne Orange Sub-Regional Rural and Industrial Land Use Strategy has been developed in consultation with the three Councils, the Department of Planning, the community and various state agencies and provides the broad directions for future planning in the Sub-Region. The Strategy identifies potential future changes to zone boundaries and provides for the economic, social and environmental justification for the zoning of land. It also identifies the types of developments preferred to achieve economic, environmental and social sustainability. In particular, the strategy will guide the preparation of the new Orange Local Environmental Plan. The strategy does not identify the Forest Road site for future industrial or rural residential use thus reinforcing the findings of the 2003 Sustainable Settlement Strategy in relation to this site.

### **4.3 LEP Review**

Orange City Council is currently preparing a comprehensive Local Environmental Plan for the City. The LEP is being prepared in accordance with the recent amendments to the *Environmental Planning and Assessment Act 1979*, under the Standard Instrument (LEPs) Order 2006. The Standard Instrument (LEPs) Order 2006 came into effect on 31 March 2006 and provides a consistent format for all new LEPs in NSW. Every council in NSW must prepare a new Comprehensive LEP using the Standard Instrument. This instrument identifies the standard zones, clauses, land uses and zone objectives and identifies compulsory and optional provisions.

Orange has been identified by the Department of Planning as a "Three-year Council". This means that the new LEP must be substantially completed by March 2009. It is anticipated that the draft LEP for the City will be placed on public exhibition in the early part of 2009. The strategic planning documents prepared in relation to urban release and business development will guide the preparation of the new draft LEP.

Council has resolved to support the investigation of future residential land and associated business services around the hospital to the south of the City as part of the LEP review process. A rezoning submission from the Department of Primary Industries has been submitted to Council to support residential development of the Crown land adjoining the subject site.

No specific conceptual planning other than the preliminary investigations as part of that land have been undertaken at this time. The RTA has advised in the assessment of this proposal that the use of Finneran Road and Kemp Roads would be unsuitable for future development surrounding the subject site. The future master planning for land surrounding this site will need to be further investigated as part of the assessment of land owned by the Department of Primary Industries.

#### **4.4 Orange Base Hospital**

The Minister for Planning in 2006 approved Major Project 06\_0111 for the construction of the Orange Base Hospital redevelopment. The proposed private hospital has been designed and sited to capitalise on site opportunities and linkages to the Bloomfield Hospital site and the recently approved Orange Base Hospital redevelopment. It is considered that the proposal will provide a valuable social, economic and medical resource that will deliver significant benefits to the community of the City of Orange and western NSW generally.

## 5 STATUTORY CONTEXT

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### 5.1 The *Environmental Planning and Assessment Act 1979*

Part 3A of the *Environmental Planning and Assessment Act 1979* (the Act) commenced operation on 1 August 2005. Part 3A consolidates the assessment and approval regime of all Major Projects previously considered under Part 4 (Development Assessment) or Part 5 (Environmental Assessment) of the Act.

Under the provisions of section 79B of the Act, development may be declared to be a Major Project by virtue of a State Environmental Planning Policy or by order of the Minister published in the Government Gazette.

### 5.2 State Environmental Planning Policy (Major Projects) 2005

State Environmental Planning Policy (Major Projects) 2005 outlines the types of development declared to be "a project" for the purposes of Part 3A of the Act. For the purposes of the Major Projects SEPP, certain forms of development may be considered a Major Project if the Minister (or his delegate) forms the opinion that the development meets criteria within it.

The project is declared to be a Major Project under *State Environmental Planning Policy (Major Projects) 2005* being *Schedule 1 Group 7 Clause 18 'Hospital'*. The criteria is provided below:

- (1) *Development that has a capital investment value of more than \$15 million for the purpose of providing professional health care services to people admitted as in-patients (whether or not out-patients are also cared for or treated there), including ancillary facilities for:*
  - (a) *day surgery, day procedures or health consulting rooms, or*
  - (b) *accommodation for nurses or other health care workers, or*
  - (c) *accommodation for persons receiving health care or for their visitors, or*
  - (d) *shops or refreshment rooms, or*
  - (e) *transport of patients, including helipads and ambulance facilities, or*
  - (f) *educational purposes, or*
  - (g) *research purposes, whether or not they are used only by hospital staff or health care workers and whether or not any such use is a commercial use, or*
  - (h) *any other health-related use.*
- (2) *For the purposes of this clause, professional health care services include preventative or convalescent care, diagnosis, medical or surgical treatment, psychiatric care or care for people with disabilities, care or counselling services provided by health care professionals.*

The Director-General formed the opinion on 20 June 2007 - having satisfied himself that the capital investment value of \$54 million (as indicated by the Proponent at that time) exceeds the \$15 million threshold identified in the SEPP - that this proposal is a Major Project. As such, the development is a project to which Part 3A of the *Environmental Planning and Assessment Act 1979* applies, for the purpose of section 75B of that Act. The project has been assessed in accordance with the provisions of Part 3A of the Act.

### 5.3 Permissibility

Pursuant to Orange Local Environmental Plan 2000 (amended), the site is zoned 1(a) General Farming. The proposal is defined as a "Hospital", "Motel", "Child Care Centre", "Housing for Aged or Disabled Persons", "Restaurant", "Shop", "Health Consulting Rooms" and "Residential Units".

Pursuant to clause 86 of the Orange LEP:

***"Hospital"** means a building or place used for the purpose of providing professional health care services (such as preventative or rehabilitative care, diagnosis, medical or surgical treatment, care for people with disabilities, psychiatric care or counselling and services provided by health care professionals) to people who are admitted as in patients (whether or not out patients services are also provided), including any:*

- (a) ancillary facilities for the accommodation of nurses or other health care workers, ancillary shops or restaurants and ancillary accommodation for persons receiving health care or for their visitors, and*
- (b) facilities situated in the building or at a place and used for educational or research purposes, whether or not they are used only by hospital staff or health care workers and whether or not any such use is a commercial use,*

*and includes a building or place that is used exclusively as a day surgery or day procedure centre.*

***"Motel"** means a building or buildings used for overnight or short term accommodation of travellers and their vehicles whether or not meals are also provided to those travellers or the general public.*

***"Child Care Centre"** means a building or place which is used (whether or not for profit) for the purposes of educating, minding or caring primarily for pre-school children (whether or not the children are related to the owner or operator)*

***"Housing for Aged or Disabled Persons"** means residential accommodation that may take any building form, which is or is intended to be used as housing for the permanent accommodation of aged persons or disabled persons.*

***"Residential Units"** means three or more dwellings (which may be attached or detached) on a single allotment of land, whether or not the allotment is to be subdivided.*

***"Health Consulting Rooms"** means a room or a number of rooms in a building used to provide professional medical treatment or health care services to members of the public*

***"Restaurant"** means a building or place, the principal purpose of which is the provision of food to people for consumption on the premises, whether or not take-away meals are also provided and includes a café, tea rooms coffee shop and the like.*

***"Shop"** means a building or place used for selling items, whether by retail or auction, or for hiring or displaying items for the purpose of selling or hiring, but does not include a building or place specifically defined elsewhere in the LEP*

Development comprising a hospital, motel and restaurant are permissible land uses with development consent in the 1(a) General Farming Zone, pursuant to Clause 29(2)(b). The

proposed residential units, housing for aged and disabled, child-care centre, shops and health consulting rooms are prohibited within the Zone. Under section 75J(3) of the Act, the Minister is able to approve the carrying out of a project that is part permissible and is therefore able to consider the concept plan and projects. The proposed uses of the site are supported by the Orange Sustainable Settlement Strategy, which has been endorsed by Orange City Council and which will inform future strategic decisions in the City in relation to this land.

#### **5.4 Instrument of Delegation**

Orange City Council was sub-delegated the planning and assessment functions conferred on the Director-General by Part 3A of the *Environmental Planning and Assessment Act 1979* on 3 July 2007. Council assumed responsibility for the following tasks:

- preparation of Director-General's Environmental Assessment requirements
- preparation of a "test of accuracy" of the Environmental Assessment
- public consultation and notification of the project application
- consultation with relevant government departments as part of the assessment process
- preparation of the report to the Director-General
- preparation of a draft instrument of approval

#### **5.5 Environmental Planning Policies and Strategies**

The assessment of the proposed development is subject to the following environmental planning instruments and strategies:

- *State Environmental Planning Policy (Major Projects) 2005*
- *State Environmental Planning Policy (Infrastructure) 2007*
- *State Environmental Planning Policy No 55 - Remediation of Land*
- *Orange Local Environmental Plan 2000 (amended)*

The proposal has also been considered against the following non-statutory documents:

- *Orange Development Control Plan 2004*
- *Sustainable Settlement Strategy 2004*

The proposed development has been assessed against these controls in Appendix D to this report.

## **6 CONSULTATION AND ISSUES RAISED**

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### **6.1 Public exhibition**

The Major Project application was exhibited for a period of 35 days, from 20 February 2008 to 25 March 2008.

Copies of the Proponent's Environmental Assessment and associated documents were available for inspection at the offices of the Department of Planning (Sydney and Dubbo), Orange City Council and Orange City Library. Details of the application were placed on the websites of the Department of Planning and Orange City Council.

Copies of the Proponent's Environmental Assessment were forwarded to relevant government agencies, including the Roads and Traffic Authority, the Department of Environment and Conservation, the Department of Natural Resources, the Department of Lands and the Heritage Office. Details of the application were forwarded to all landowners directly adjoining the subject land.

### **6.2 Public Authorities**

Seven submissions were received from the following agencies in response to the public exhibition of the project:

- Roads & Traffic Authority and Regional Development Committee - Western Region
- Department of Environment and Conservation
- Department of Lands
- Heritage Office
- NSW Department of Primary Industries
- Department of Water and Energy

Issues raised in the submissions are outlined below:

#### **6.2.1 Roads and Traffic Authority and Regional Development Committee - Western Region**

- The traffic figures provided do not include those of the planned base hospital.
- Impact of planned expansion of Cadia Mine on Forest Road to be addressed.
- The multiple access points on Forest Road to both the proposed development and the Base Hospital are likely to cause driver confusion and unnecessary traffic conflict and friction.
- Pedestrian crossing on Forest Road is not supported.
- A single, signalised vehicle and pedestrian access to Public and Private Hospitals be provided.
- The proposed development does not appear to cater for public transport.
- Access to the proposed parking area parallel to Forest Road and near the motel are confusing.
- Explanation of internal traffic movements is required.

#### **6.2.2 Department of Environment and Conservation**

- An environment protection licence (licence) with the EPA is not required for this proposal.
- The EPA has no requirements in respect of the application.
- Statement of Commitments to deal with noise, dust, sediment control and vibration are required.
- Assessment of current background noise, plus noise from construction and post-construction operations to be addressed.

- Information detailing findings from both a search of the DECC Aboriginal Heritage Information Management System and consultation with the local Aboriginal community required.
- As the application is Part 3A, DECC advises that it have no statutory requirements with respect to Flora and Fauna, Threatened Species and Aboriginal Cultural heritage.

### **6.2.3 Department of Lands**

- Ensure proposed drainage measures are adequate to deal with runoff to adjoining Crown land, due to the high level of hard surfaces and the relatively small area allocated for the bio swale and native wetland landscaping along the western boundary.
- Clarify built form of hospital - two or three storeys.
- Colour scheme should reflect the surrounding environment and promote healing and recuperation rather than the red brick of the adjacent hospital.
- Support use of landscaping utilising indigenous flora.

### **6.2.4 Heritage Office**

- Clarify how colour palette for hospital and Medi-Motel relate to Bloomfield Hospital.
- Include standard clause re archaeology on site.
- Address previous use of the site as a drive-in through photographing any retaining structures and incorporate interpretive signage into design.
- Address Aboriginal significance of "The Springs" nearby.

### **6.2.5 Department of Primary Industries**

- Consideration to be given to water quality and impact upon storage water on adjoining property.
- DPI advises that the surrounding land is subject to agricultural activities. Consideration to be given to buffers adjacent to rural land. May be achieved through landscaping and building design.

### **6.2.6 Department of Water and Energy**

- The Geotechnical investigation identified groundwater seepage at depths ranging from 2.9m to 3.5m. This indicates the presence of shallow groundwater and the potential for water logging issues during construction and the potential for long-term water logging and salinity at the site.
- The water cycle management proposal for the development proposes an extensive network of wetlands to harvest, treat and slow the discharge of runoff into the system. Department of Water and Energy advises that storage of this water must be consistent with the requirements of the Farm Dams Policy and a licence may be required under the *Water Act 1912*.

## **6.3 Public Submissions and Special Interest Groups**

One submission was received from the public in response to the public exhibition of the project. The issues raised in the submission are outlined below.

- Proposed use of Finneran Road and Kemp Road limits any future access by the adjoining land on either side.
- Future development on the adjoining land should not be restricted in a negative way by development or traffic restrictions from the proposed hospital development - eg, have 50% usage of the roadways
- Detrimental impact on retail store, postal agency, newsagent and take away store on adjoining land to the south.



## 7 INFRASTRUCTURE

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### 7.1 Services, Infrastructure and Trade Waste

All utility services are available to the site and, subject to augmentation and extension, will be adequate for the projects. Orange City Council was recently contracted to design and construct reticulated (boosted) water supply and sewerage facilities to the proposed Orange Base Hospital boundary. This work was carried out in 2007 and was undertaken with a view to supporting additional capacity required for the proposed private hospital development.

In order to manage liquid trade waste associated with the hospital operations, a condition is recommended requiring the proponent to comply with Orange City Council's Liquid Trade Waste Policy and the Department of Energy, Utilities and Sustainability (DEUS)'s Liquid Trade Waste Management Guidelines. A liquid trade waste application will be considered by Orange City Council and forward to DEUS for concurrence.

#### 7.1.1 Headwork Charges

Orange City Council is the Water Authority for the City of Orange and, under Division 5 of Part 2 of Chapter 6 of the *Water Management Act 2000*, is able to charge water and sewerage headwork charges for the increased demand/loading on Council's water and sewerage infrastructure.

Orange City Council, under the *Water Management Act 2000*, will levy water and sewer augmentation charges for the development.

The existing site has a connection to Council's reticulated water supply. The existing site utilised an on-site sewerage system and was not connected to Council's reticulated sewerage system. Therefore the site has one credit for water augmentation charges but no credit for sewerage augmentation charges. For the purposes of the assessment one augmentation charge, credit will be attributed to the Medi-Motel precinct.

The Hospital Precinct comprises sixty (60) hospital beds plus ancillary services. The Public Works Department Manual of Practice advises that each bed will generate 1 ET of demand on water and sewerage infrastructure. There is no charge on the ancillary services. Therefore, the Private Hospital Precinct will generate an additional 60 ETs of demand on Council's water and sewerage infrastructure.

The Medi-Motel Precinct comprises 80 motel rooms, 9 medical suites, a restaurant, a gymnasium and a retail building. The Public Works Department Manual of Practice advises that the additional demand on Council's water and sewerage infrastructure will be:

- each motel room will generate 1/4 ET of demand
- each medical suite will generate 1/3 ET of demand
- the restaurant, gymnasium and retail building will generate a combined 1 ET of demand

In accordance with Public Works Department manual of practice, the demand generated by the various components of the Medi-Motel Precinct is as follows:

- 80 Motel Units x 1/4 ETs = 20 ETs
- Medical Suites x 1/3 ETs = 3 ETs
- Restaurant/Gymnasium and retail building = 1 ET

As discussed above, the existing site has an existing connection to Council's reticulated water system - therefore there is a credit of one ET for water for the existing site. The Medi-Motel Precinct will therefore generate an additional 23 ETs of demand on Council's water infrastructure and an additional 24 ETs of demand on Council's sewerage infrastructure.

A Certificate of Compliance, from Orange City Council in accordance with the *Water Management Act 2000*, will be required to be submitted to the Principal Certifying Authority prior to the issuing of a Construction Certificate for each precinct. The Certificate of Compliance will be issued subject to the payment of contributions for water and sewer augmentation charges - at the level of contribution applicable at that time.

The *Preferred Project Report and Statement of Commitments dated July 2008* is silent on the issue of augmentation charges but, as the Water and Sewer Authority, Orange City Council is able to levy augmentation charges.

#### **7.1.2 Water**

As part of the Bloomfield Health Campus proposal Orange City Council carried out upgrading works to the water supply. A water main was constructed to the main entrance of the hospital campus and a booster system constructed at Sir Jack Brabham Park to boost the water supply to acceptable standards. This proposal will be required to connect to this water system.

The Proponent will be required to carry out an analysis of the water supply to ensure that adequate supply is provided to each precinct. Any upgrading works identified by the analysis will need to be carried out by the Proponent.

The *Preferred Project Report and Statement of Commitments dated July 2008* makes a commitment that water services will be provided in accordance with the requirements of the relevant service authority - which, in this instance, is Orange City Council.

#### **7.1.3 Sewer**

The development site falls approximately 5.5 metres from the south-eastern corner to a low point at the north-western corner of the site. Sewerage from the various precincts will be drained via gravity mains to the north-western corner of the site.

A sewage pump station, to be built to Council's requirements, will need to be constructed at the low point of the site and a sewage rising main constructed from the pump station to an existing sewer main in Forest Road. The existing main in Forest Road is adjacent to the main entrance of the development. The rising main will be required to cross Forest Road at a right angle direct to a sewer manhole on the existing sewer main.

At some time in the future, if and or when adjoining land is rezoned and developed as residential land, the sewage pump station may be able to be removed as part of the servicing requirements for the adjoining rezoned land. At this time, however, the pump station will be owned and maintained as part of a private internal system.

The *Preferred Project Report and Statement of Commitments dated July 2008* makes a commitment that sewage services will be provided in accordance with the requirements of the relevant service authority - which, in this instance, is Orange City Council.

#### **7.1.4 Stormwater**

The Environmental Assessment Report dated 2008 advises that the Proponent has adopted Ecologically Sustainable Development principles in the landscape design for both precincts - including water recycling and water sensitive design initiatives. Rainfall water is proposed to be

collected from all hard surfaces and discharged into the stormwater harvesting system for reuse throughout the development.

Stormwater overflows will discharge into wetlands and retention basins. The development will be required to ensure that post-development flow and site discharges rates equal pre-development rates.

It is likely that the development will require a licence under the Farm Dams Policy administered by the Department of Water and Energy.

The *Preferred Project Report and Statement of Commitments dated July 2008* makes a general commitment that stormwater services will be provided in accordance with the requirements of the relevant service authority - which, in this instance, is Orange City Council and the Department of Water and Energy.

## **7.2 Road Infrastructure**

The Environmental Assessment report submitted in support of the development by JBA Planning Consultants indicates that 98% of the traffic will travel to and from the north of the site to the City of Orange. A significant part of the future development of the road network within Orange is the Distributor Road systems, of which the Southern Distributor Road will play a significant part in providing convenient access to this precinct.

The main traffic network currently serving the development comprises Forest Road, Huntley Road, Peisley Street, Sharp Road and Anson Street. The intersection of Forest Road and Huntley Road is anticipated to operate to near to capacity during the evening peak periods. The cumulative impact of public and private hospital development in this locality, together with the possible future residential development of land owned by the Department of Primary Industries which surrounds the hospital precinct, will create pressure for the Council to develop the Southern Distributor Road ahead of present priorities and outside present budgeting. The future development of the Southern Distributor Road will significantly improve the access connections serving the development.

The development is asserted by the developer to provide significant benefits to residents of Orange and Western NSW generally. This is a proposition with which Council agrees. Nevertheless the development is a private commercial development which is reasonably anticipated to have an impact on public infrastructure generating the likely need to accelerate development of the Southern Distributor Road, which will be at a cost to the community of Orange.

Given the current zoning of the site, the Orange City Contributions Plan 1999 does not provide for a section 94 contribution to be levied on the proposed development for the provision of public facilities in the locality. In the absence of a contribution plan which relates to the site, Council in its role of assessing the development on behalf of the Director General, requested the proponents to consider a voluntary planning agreement for a contribution towards the Southern Distributor Road.

In Council's negotiations to secure a voluntary planning agreement for the payment of a contribution towards the Southern Distributor Road, consideration was given to

- a the number of equivalent tenements (ETs) anticipated in the project applications;
- b the likely contribution payable had it been required for the Waratah development in relation to the Northern Distributor Road; and
- c the 1% levy which would be payable had a contributions plan required that a fixed development consent levy be paid pursuant to section 94A EPA Act (1% of anticipated \$32 million development amounting to a contribution of \$320,000).

The proponents have agreed to make a contribution towards the future construction of the Southern Distributor Road. The proponents have amended the Statement of Commitments indicating that a payment of \$238,000 will be made towards the construction of the Southern Distributor Road prior to the issue of a construction certificate for the proposed private hospital. This is agreed to by Council.

Attached are recommended conditions of consent in relation to this matter.

## 8 ASSESSMENT OF ENVIRONMENTAL IMPACTS

### 8.1 Orange City Council's Environmental Assessment Report as delegate of Director General

Section 75I(2) of the *Environmental Planning and Assessment Act* sets out the scope of the Director General's report to the Minister. Each of the criteria set out therein has been addressed as outlined in the table below:

Section 75I(2) criteria	Response
(a) a copy of the proponent's environmental assessment and any preferred project report	The proponent's EA is included at Appendix E.
(b) any advice provided by public authorities on the project	All advice provided by public authorities regarding the proposal for the Minister's consideration is set out in Appendix A.
(c) a copy of any report of a panel constituted under section 75G in respect of the project	No independent hearing and assessment panel was undertaken in respect of this proposal.
(d) a copy of or reference to the provisions of any State Environmental Planning Policy (SEPP) that substantially governs the project	A brief assessment of each relevant State Environmental Planning Policy that substantially governs the carrying out of the project is set out in Appendix D.
(e) except in the case of a critical infrastructure project - a copy of or reference to the provisions of any environmental planning instrument that would substantially govern the carrying out of the project and that have been taken into consideration in the environmental assessment of the project under this division	An assessment of the development relative to the prevailing EPIs is provided in Appendix D.
(f) any environmental assessment undertaken by the Director General or other matter the Director General considers appropriate	The environmental assessment of this proposal is this report in its entirety. All relevant environmental impacts associated with this concept and project applications have been assessed within this report.
(g) a statement relating to compliance with the environmental assessment requirements under this division with respect to the project	The EA and subsequent submissions by the proponent forms the basis for consideration of the environmental impacts associated with the development. It is considered that the projects comply with environmental assessment requirements issued by the Director General.

### 8.2 Summary of Significant Issues

In addition to the above matters, Clause 8B of the Regulation sets out the matters for environmental assessment and Ministerial consideration. It states that the Director General's report is to include an assessment of the environmental impact of the development, any aspect of the public interest that the Director General considers relevant to the development, the suitability of the site for the development and copies of public submissions received by the Director General.

#### 8.2.1 Suitability of the Site for the Development

The site is considered suitable for the proposed development for the following reasons:

- the proposal will provide a valuable social, economic and medical resource that will deliver significant benefits to the community of the City of Orange and western NSW generally

- the hospital has been designed and sited to capitalise on site opportunities and linkages to the Bloomfield Hospital site and the recently approved Orange Base Hospital redevelopment
- the proposal will locate substantial employment alongside new public hospital infrastructure
- proposed operations on site are not considered to be offensive or hazardous, do not pose a risk to adjoining neighbours and do not generate excessive waste
- the site has been extensively modified as a result of previous uses for grazing and, in more recent times, as a drive-in theatre; remnant mature trees are found along the boundaries of the site and on adjoining lands
- a flora and fauna assessment submitted in support of the development indicates that the proposed concept plan will not have any significant impacts on threatened or endangered flora and fauna species
- the subject land was identified in the Orange Sustainable Settlement Strategy for the establishment of a new hospital "suburb"
- the proposed development is considered to be compatible with surrounding development in terms of its use and bulk and scale relationships
- the proposed development will not adversely affect the natural environment to any significant extent; the new buildings have been positioned to complement the existing topography, which will facilitate site drainage and stormwater run-off
- the site is not subject to known natural hazards
- the site is not subject to significant contamination and is considered suitable for the proposed development

### 8.2.2 The Public Interest

The development of the site is considered to be in the public interest in that:

- the proposal will provide a valuable social, economic and medical resource that will deliver significant benefits to the community of the City of Orange and western NSW generally
- it is consistent with the objects of the *Environmental Planning and Assessment Act 1979*
- it has been designed in a manner that will minimise the impact on the natural and built environment
- the design and siting of the health campus seeks to minimise potential impacts on the significance of the site
- the development comprises a well designed facility and will make a positive contribution to health services in the area
- there will be no impact upon the public domain during operations and minimal impact during construction
- there are no negative acoustic and air quality impacts and the proposal is unlikely to generate additional waste or create hazards that cannot be managed
- it will complement the Bloomfield Hospital and the recently approved Orange Base Hospital redevelopment
- the proposal is generally in accordance with the provisions and requirements of the relevant planning instruments and will not have any known negative impact on the environment
- it incorporates a best practice planning approach with high quality site design consistent with principles of ecological sustainability

### 8.2.3 Environmental Impacts of the Development

The environmental assessment requirements of the project form the basis for consideration of the following key issues:

- heritage significance
- traffic and parking impacts
- social and economic impacts

- native vegetation and significant or threatened fauna
- potential site contamination
- services, infrastructure and trade waste

#### 8.2.4 Heritage Significance

The proposed Orange Private Hospital Campus is located on the site of a former drive-in theatre, on the opposite side of Forest Road to the Bloomfield Hospital. The adjoining Bloomfield Hospital site is located on the following (European) heritage lists and registers:

Register	Date	Details
State Heritage Inventory	10 March 2006	Bloomfield Hospital
Orange Local Environmental Plan 2000 (amended)	12 May 2000	Nymagee Lodge and landscape features including entrance gateway, Elm Avenue and Grounds
Department of Health Preliminary Heritage and Conservation Register	February 1992	Bloomfield psychiatric precinct comprising Nymagee Lodge, Gwydir and Yuambi Buildings, grounds and entrance gates
Orange Heritage Study	1985	Bloomfield Hospital Nymagee Lodge

The concept plan and project applications have been designed to complement the heritage buildings on the adjoining Bloomfield Hospital site. The design seeks to minimise the impacts of the proposed private hospital campus on the listed items that adjoin the subject land, including their significance, curtilage and setting. It is considered that this has been achieved through the provision of large setbacks to Forest Road, providing complementary plantings along boundaries of the site, limiting the development to two storeys (with the exception of a three storey element at the main entrance of the hospital) and selection of building materials that complement the character of historic buildings whilst implementing modern contemporary construction techniques.

The proponents advise that consultation with the Orange Local Aboriginal Land Council indicated that there is little potential for artefacts to be found on that part of the site on which the former drive-in theatre was located (the eastern portion of the site - ie, the Private Hospital and the Medi-Motel Precincts). As it is not known if the community used the undisturbed part of the site, the Orange Local Aboriginal Land Council has requested monitoring of excavation of the western part of the site, whenever works are scheduled. Attached is a recommended condition addressing issues in relation to construction works for future development of the concept.

The Proponent, in recognizing the social history of former usage of the site as a "Drive In Theatre", seeks to incorporate an outdoor theatre screen located on the wall of the first floor of the medical suites in the proposed Medi-Motel. It is understood that films will be projected onto this wall and that seating for patrons will be available in the Medi-Motel lawn courtyard.

#### 8.2.5 Traffic Matters

##### 8.2.5.1 Access

Initially the Concept Plan and Project Applications proposed that vehicles would access the Private Hospital Campus Site using the two existing roads that form the northern (Finneran Road) and the southern (Kemp Road) boundaries to the site.

The RTA together with Orange City Council expressed concern that the proposed vehicle access arrangements into the site would be confusing and may result in conflicts between vehicles accessing the public and private hospitals and traffic travelling along Forest Road. Bloomfield Hospital, which is located opposite the site on Forest Road, is proposed to undergo a significant redevelopment to accommodate the Orange Base Hospital in the near future.

The Preferred Project now proposes a new vehicle access arrangement into the private hospital campus through the introduction of a new, four-way signalised intersection on Forest Road in conjunction with the access to the recently approved Orange base Hospital redevelopment.

Kemp and Finneran Roads were created to provide Public Road access for the entrance and exit of the now disused drive-in theatre. The proposed development incorporates a centralised access in conjunction with the recently approved Orange Base Hospital redevelopment. The proposed design relies on the use of these public roads for internal circulation and parking. The RTA advise that Kemp Road and Finneran Road are unsuitable for future development. It is recommended that the Proponent be required to close the two roads and acquire the land to use as part of this development. The **Preferred Project Report and Statement of Commitments dated July 2008** do not state that Kemp Road and Finneran Road will be closed and acquired, however this has been the focus of discussions between Orange City Council, the RTA and the Proponent.

The RTA has assessed the Preferred Project and advises of no objections to the revised access arrangements. The RTA has indicated that closure of both Finneran Road and Kemp Roads would be required. The closure of Finneran Road will not negate a left-turn egress being proposed onto Forest Road. The closure of these roads will facilitate improved access and parking within the development site. Attached is a condition of consent requiring that such roads are formally closed and acquired by the Proponent.

The amended access arrangements are shown on the amended plans **Appendix B and C** of the Preferred Project Report.

An amended Traffic and Parking Assessment prepared by John Coady Pty Ltd was submitted with the Preferred Project. Traffic generation associated with the development is estimated to comprise 230 vehicle trips in the morning peak and 270 vehicle trips in the evening peak. The projected traffic generation potential indicates that 98% of traffic movements will have an origin/destination to and from the north. The Traffic Report considers the capacity of the local road network in the vicinity of the site. This assessment confirms that the intersection of Forest Road and Huntley Road would operate satisfactorily during the morning and afternoon peak periods. Notwithstanding this, the intersection of Forest Road and Huntley Road would operate near to capacity during the evening peak. The cumulative impact of development contemplated in this locality will create pressure for the Council to develop the Southern Distributor Road ahead of present priorities and outside present budgeting. The future development of the southern distributor road will significantly improve the access connections serving the development.

#### **8.2.5.2 Pedestrian and Cycle Access**

A series of interconnected recreation areas, surrounded by dual-use pathways, are located in the vicinity of the site. A sealed bicycle/pedestrian pathway that leads out of town past the Bloomfield Hospital and joins Gosling Creek Reserve is located on the eastern side of Forest Road. The proposed development provides for suitable linkages to the pedestrian networks in the locality. To facilitate pedestrian movement between the two hospitals, pedestrian facilities have been provided via the proposed signalised intersection serving both the private hospital and the Orange Base Hospital redevelopment. Pedestrian pathways and crossings have been strategically placed around and through the development and appear to adequately cater for all expected pedestrian movements.

#### **8.2.5.3 Bus Stops/Delivery Bays**

The road design submitted with the preferred project report shows bus stops in Forest Road and near the entrance into the Medi-Motel reception area. In discussions with the Proponent, it was agreed that the eastern bus stop in Forest Road should be deleted as it is not required and does not meet safety standards. It is desirable that bus stops should deposit passengers on the left-hand side of streets so that passengers do not then have to cross a road to access a main facility.



Therefore, in discussions with the Proponent, it was agreed that buses should be required to circulate in an anti-clockwise direction throughout the development. Attached is a recommended condition in relation to this matter.

The southern bus stop, near the Medi-Motel reception area, will be required to be on the northern side of the access road and the car-parking bays will be required be transferred to the southern side of the road. Attached is a recommended condition in relation to this matter.

The plans do not show a loading dock or drop-off area for the Medi-Motel Precinct and, in discussions with the Proponent, it was agreed that a bus stop/loading zone would be provided on the eastern side of the Central Road between the Medi-Motel and the Private Hospital Precincts. This would provide loading facilities for the retail and restaurant areas and a central bus stop for both precincts. The final design will need to ensure that there are no conflicts between loading facilities and passenger safety.

The on-site vehicle arrangements for the project will accommodate a maximum vehicle size of 19m (semi-trailer). The proposed internal road layout will provide for functional distribution of vehicles entering the site. The current proposal minimises vehicle conflict and promotes efficient vehicle access to key destinations. Minor alterations to vehicle areas and facilities are addressed in the Proponent's Statement of Commitment and the draft Instrument of Approval.

#### 8.2.5.4 Safety, Security and Lighting

No specific details have been submitted with the concept plan and project applications relating to security lighting of the development. The Statement of Commitments relating to the concept proposal contains a commitment that an operational management plan will be prepared, prior to the opening of the facility, that addresses lighting. A recommended condition of consent is attached that requires the Proponent to submit a security lighting plan for the complex prior to the issue of a construction certificate.

#### 8.2.5.5 On-site Parking

The proposed development is accompanied by a traffic and parking assessment prepared by John Coady Consulting Pty Ltd. Part 15 of Orange Development Control Plan 2004 specifies the following parking requirements for the varies aspects of the development:

Land use	Parking requirement
Hospital	1 space for every three beds Plus 1 space each resident doctor and 1 space for every two visiting doctors Plus 1 space for every two employees
Health Consulting rooms	1 space for every 2 practitioners with spaces being available for customer and staff use
Motel	1 space per unit Plus 1 space for each resident manager Plus 1 space for every 2 employees
Hostel	1 space per unit Plus 1 space for each resident manager Plus 1 space for every 2 employees
Restaurants	1 space per 10m <sup>2</sup> GFA or 1 space for every 3 seats, whichever is greater
Childcare centre	1 space for every 4 children in attendance
Gymnasium	4 spaces per 100m <sup>2</sup> GFA
Residential apartments and townhouses	1 bedroom unit - 1.0 spaces 2 bedroom units - 1.2 spaces 3 (or more ) bedroom unit - 1.5 spaces Visitors - 0.2 spaces
Shops	6.1 spaces per 100m <sup>2</sup> of GFA
Housing for aged and disabled persons	As per State Environmental Planning Policy (Seniors Living)

An assessment of parking requirements as required by DCP 2004 is provided below:

Building precinct	Area (m <sup>2</sup> )	Employee numbers	DCP 2004 parking requirements	Required bays	Provided bays
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#### 1 Private Hospital - Main Building

Inpatient unit - 60 beds and staff support areas	2,230m <sup>2</sup>	20 employees	1 space for every 3 inpatient beds, 1 space per 2 employees/visiting doctors	20 10	20 10
Administration unit	325m <sup>2</sup>	10 employees	1 space per 2 employees	5	5
General support	680m <sup>2</sup>	20 employees	1 space per 2 employees	10	10
Operating units	1,715m <sup>2</sup>	20 employees	1 space per 2 employees	10	10
Medical imaging	1,000m <sup>2</sup>	20 employees	1 space per 2 employees	10	10
Pathology	1,000m <sup>2</sup>	20 employees	1 space per 2 employees	10	10
Medical suites (x 18)	1,750m <sup>2</sup>	18 practitioners	1 space per 2 practitioners + visitor space)	30	30
Pharmacy	250m <sup>2</sup>	4 staff	6.1 spaces per 100m <sup>2</sup>	15	15
<b>TOTAL</b>	<b>8,950m<sup>2</sup></b>			<b>120</b>	<b>119</b>

#### 2 Cancer Care Facility

Cancer care	1,400m <sup>2</sup>	20 practitioners	1 space per 2 practitioners + visitor space)	<b>30</b>	<b>30</b>
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#### 3 Ancillary Service Precinct

Retail (café/ florist gifts newsagents	500m <sup>2</sup>	8 staff	6.1 spaces per 100m <sup>2</sup>	30.5	4
medical consulting suites (x 9)	750m <sup>2</sup>	9 practitioners	1 space per 2 practitioners + visitor space)	10	10
Rehabilitation centre (physio/chiropractor	750m <sup>2</sup>	10 practitioners	1 space per 2 practitioners + visitor space)	10	6
Gym/health and fitness	800m <sup>2</sup>	6 staff	4.1 spaces per 100m <sup>2</sup> of GFA	32.8	10
<b>TOTAL</b>				<b>83.3</b>	<b>30</b>

#### 4 Motel

80 rooms	2,300m <sup>2</sup>	3 staff	1 space per unit or bedroom 1 space per 2 staff: 1 per manager	80 2	69 2
100 seat restaurant	150m <sup>2</sup>	6 staff	1 space per 10m <sup>2</sup> GFA or 1 space for every 3 seats,	33	15
<b>TOTAL</b>	<b>2,450m<sup>2</sup></b>			<b>115</b>	<b>86</b>

#### 5 Childcare Centre

20 place child care centre	300m <sup>2</sup>	5 staff	1 space per 4 children	<b>5</b>	<b>5</b>
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#### 6 Hostel/Short-Stay

100 1 bed units(concept plan and common areas/admin/staff	4,000m <sup>2</sup>	10 staff	1 space for every 3 beds 1 space per 2 staff: 1 per manager	33.3 5	20 5
<b>TOTAL</b>				<b>38.3</b>	<b>25</b>

#### 7 Cancer Resource Centre

	200m <sup>2</sup>	4 staff	1 space per 2 staff (+ visitor space)	<b>5</b>	<b>5</b>
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#### 8 Residential

Indicative scheme (based on concept plan) - 114 units	10,800m <sup>2</sup>	n/a	1 bedroom unit - 1.0 space, 2 bedroom units - 1.2 spaces, 3 (or more) bedroom unit - 1.5 spaces, Visitors - 0.2 spaces per unit	178 22	178 22
<b>TOTAL</b>				<b>200</b>	<b>200</b>

<b>TOTAL PARKING SPACES</b>				<b>575.6</b>	<b>501</b>
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A further breakdown of parking requirements is provided below

Precinct	Proposed Spaces	Required Spaces (DCP)	Compliance
Private Hospital Precinct	149	150	Yes
Medi-Motel Precinct	108	198.3	No (Shortfall 88.3 spaces)
Hostel Precinct	30	43.3	No (Shortfall of 13.3 spaces)
Residential Precinct (based on indicative layout of 114 units)	200	200	Yes
<b>Totals</b>	<b>487</b>	<b>591.6</b>	<b>No (Shortfall 104.6 spaces)</b>

The proponent has requested the following modifications be considered to the parking requirements specified by Orange DCP 2004:

- The parking requirement specified in the DCP for "Health Consulting Rooms" is one space for every two practitioners with spaces being available for customer and staff use. While that requirement specifies that parking spaces be available for customers, it does not quantify the number of spaces required. Accordingly the parking requirement for the medical consulting suites in the Main Building, the Cancer Care Facility, the Medical Consulting Suites and Rehabilitation Centre in the Ancillary Service Precinct and Cancer Resource Centre has been calculated by applying the DCP code requirement to the number of staff expected to be employed in those facilities and then adding in additional parking provision to serve customers/patients.*
- The parking requirement specified by the DCP for retail floor space in the Ancillary Service Precinct (6.1 spaces per 100m<sup>2</sup>) is excessive because it is unlikely that the general public will travel to the site to visit the café/flowerist gift/newsagent stores. In these circumstances, the parking requirement for that retail floor space has been based on the staff expected to be required to operate those businesses at a rate of one space per 2 staff.*
- The parking requirement for a Gymnasium/Health and Fitness Centre specified by Council's DCP (4 spaces per 100m<sup>2</sup> GFA ) is excessive because it is expected that a substantial proportion of the patronage of this facility will be drawn from patients, visitors and the workforce of the proposed hospital (and the Bloomfield Hospital on the opposite side of the road). In these circumstances, the parking requirement for the Gym/Health and Fitness Centre has been reduced to 30% of the requirement specified in the DCP.*
- The parking requirement for the restaurant incorporated in the motel is excessive because a substantial proportion of restaurant patronage, if not all of it, will be drawn from motel guests and patients, visitors and the workforce of the proposed hospital (and the Bloomfield Hospital on the opposite side of Forest Road). In these circumstances, the parking requirement for the restaurant has been reduced to 10% of the requirement specified by Council's DCP.*
- The parking requirement of 1 space per 3 beds specified by the DCP for hostel accommodation is excessive, and the requirement specified for hostels by SEPP 5 of 1 space for each 10 beds plus 1 space for each 2 persons to be employed on the site at any one time is considered more appropriate. However, as a concession to the requirement specified by Council's DCP, a parking requirement of 1 space for every 5 beds plus 1 space for every 2 staff has been adopted.*
- An indicative parking requirement has been adopted for the residential precinct.*

## Comment

The proposed development makes provision for 487 car parking spaces. With strict compliance with the provisions of Orange DCP 2004, the development is required to provide a total of 591.6 car parking spaces. This represents a shortfall of 104.6 car parking spaces.

The parking requirements contained within DCP 2004 reflect the likely peak parking demand for individual land uses. In circumstances whereby a number of integrated land uses are proposed, it is agreed that the proposed parking arrangements may be determined based on a parking study

that suitably takes into account the likely peak parking demand that will be generated by the development. A Traffic and Parking Study prepared by John Coady Consulting Pty Ltd has been submitted in support of the proposed development. The Traffic and Parking Study has suitably demonstrated that the parking requirements for certain aspects of the development is excessive given the overall design and function of the precinct.

Following a detailed review of the Traffic and Parking Study prepared by John Coady Pty Ltd, it is concluded that the proposed parking arrangements for the Orange Private Hospital development proposal are generally adequate such that the proposed development is unlikely to have unacceptable parking implications. With regards to the Medi-Motel Precinct, it is agreed that the integrated land uses proposed within this precinct provide some justification for a reduction in the number of parking spaces proposed. The suggested car parking for this precinct is as follows:

- Medi-Motel comprises 80 motel rooms - the car-parking requirement of one space per motel room is considered to be appropriate in this instance and therefore 80 car-parking spaces ought to be attributed to this particular use.
- The preferred project also provides for 9 medical consulting suites, 10 rehabilitation rooms and a gymnasium. The applicants have indicated that 10 car parking spaces will be attributed to the proposed consultation suites, 6 spaces for the rehabilitation rooms and further 10 spaces for gymnasium fitness centre. The prescribed car parking requirement contained within DCP 2004 for medical consultation suites is not correct. The car parking requirement for health consulting rooms is 2 spaces per practitioner with spaces being available for customers. The applicant's submission indicates that a substantial proportion of the patronage of this facility will be drawn from patients within the motel. Given the proposed nature and operation of the medical suites, rehabilitation rooms and gymnasium, it is recommended that a car parking requirement of 1 space per consultation suite and rehabilitation room be applied with 6 spaces being available for visitors and a further 10 spaces being made available for the gymnasium. The total car parking requirement for this aspect of the development is 35 spaces.

Should the operation of the medical consultation suites /rehabilitation centre and gymnasium operate differently to the ancillary use associated with the medi-motel as proposed, the car parking requirement for such development should be reviewed. It is recommended that a condition of consent be attached to the draft notice of approval limiting the use of the medical suites/rehabilitation centre and gymnasium for patients staying at the medi-motel and or visiting the private hospital complex and that should such facilities not be ancillary to the use of the medi-motel that a separate development application be required to be submitted.

- A 100 seat restaurant - the car-parking requirement for a restaurant is calculated at 1 space per 10m<sup>2</sup> GFA or 1 space for every 3 seats, whichever is greater. The proposed restaurant area will comprise an approximate area of 150m<sup>2</sup> and seat approximately 100 persons. The car-parking requirement based on floor space is calculated to be 15 spaces. The car-parking requirement based on proposed seats is calculated to be 33.3 spaces. It is expected that a substantial proportion of the patronage of this facility will be drawn from patients within the motel. Therefore, it is recommended that the lower parking rate of 15 spaces be attributed to the proposed restaurant area.
- Retail (florist gifts/ newsagents - the car-parking requirement for shops outside the CBD is calculated at 6.1 spaces per 100m<sup>2</sup> of GFA. The proposed shop area is calculated to be 500m<sup>2</sup>. The car-parking requirement is calculated to be 30.5 spaces. It is expected that a substantial proportion of the patronage of this facility will be drawn from patients within the motel and the adjoining private hospital. It is anticipated that this aspect of the development would employ 4 persons and it is therefore recommended that 4 car-parking spaces be attributed to this aspect of the development. Given the nature of the proposed retail activities it is recommended that a draft condition of consent be attached to any notice of approval issued which requires these facilities to be ancillary in nature to the overall use of the site as a Medi-Motel and hospital.

- Based on the above assumptions and assessment of likely parking requirements for each use, it is recommended that at least 134 car parking spaces be provided within the Medi-Motel Precinct.
- The preferred project plans show a total of 108 car parking spaces for the Medi-Motel, which represents a shortfall of 26 spaces.
- An assessment of the layout indicates that opportunity exists for additional car-parking spaces to be accommodated on site by slightly adjusting the precinct boundary by approximately 3m to the west. The subject spaces can be accommodated by providing 90 degree car parking spaces on the eastern side of the internal circulation driveway on the western side of the Medi-Motel building. The provision of additional car parking in this locality would not compromise the location of buildings nor impact upon landscape opportunities at the frontage of the site. Further opportunity also exists along the southern boundary to accommodate additional car parking in the redesign of the proposed bus drop-off bay. It is recommended that a draft condition of consent be attached requiring that an amended car-parking layout be provided for approval prior to the issue of a construction certificate incorporating these changes.

Depending upon final configuration, the Proponent has indicated that the Residential Precinct within the concept will comprise a mix of townhouses, apartments and courtyard homes. Some seniors living may also be incorporated. The Proponent is exploring three options in terms of dwelling configuration:

- 114 apartments or
- 31 townhouses and 36 apartments or
- 105 seniors living units

In terms of parking impacts, the assessment submitted in support of the proposal has assessed the parking impacts of 114 apartments in this precinct. The configuration of 114 units is expected to generate 200 car-parking spaces; the Proponent has proposed to provide 200 car-parking spaces. The submitted concept plan has not indicated how off-street car parking will be accommodated on the site. Any future development within this precinct will be the subject to a future project application. A detailed assessment of parking for this precinct will be determined at that time when the specifics of the configuration of design is refined.

Similarly, the parking requirements for short-stay/hostel accommodation proposed within Precinct 3 for patients requiring regular treatment but not full time hospitalisation will need to be determined in conjunction with the assessment of a future project application. The indicative layout of parking within this precinct is below the requirements prescribed in DCP 2004. Suitable opportunity exists, however, to suitably design this precinct in the detailed planning to accommodate the required number of car-parking spaces.

#### **8.2.6 Native Vegetation and Significant or Threatened Flora and Fauna**

A Flora and Fauna Assessment carried out by FloraSearch was submitted with the application. An assessment of the impacts of the proposed Private Hospital Campus on local flora and fauna was undertaken. It is advised in the documentation submitted that FloraSearch conducted searches for flora and fauna species listed under the *NSW Threatened Species Conservation Act 1995* and the *Commonwealth Environment Protection and Biodiversity Conservation Act 1999*. In addition, FloraSearch carried out a detailed assessment of habitat and non-protected species on the site and adjoining properties.

An assessment of significance under section 5A of the *Environmental Planning and Assessment Act 1979* was undertaken. The assessment demonstrates that it is unlikely that the proposed private hospital campus will have a significant impact on any threatened flora or fauna species. In addition, no matters requiring referral under the *Commonwealth Environment Protection and*

*Biodiversity Conservation Act 1999* were identified. There are no significant native trees within the development site or significant threatened flora or fauna that will be affected by the project.

### **8.2.7 Potential Site Contamination**

A Stage 1 Environmental Site Assessment (prepared by Environmental Investigations Services) has been submitted in support of the proposal. Site investigations and testing were undertaken over the site to be developed. The site assessment included performance of a site inspection, a review of historical site use, an examination of aerial photographs and a review of geology and groundwater conditions. The study concluded that the assessment of historical information and the inspection of the property and surrounding locality did not indicate any obvious on-site activity that could be expected to generate significant soil contamination.

The study further concluded that the results of laboratory tests on selected soils samples were less than the adopted health-based site assessment criteria. Environmental Site Assessment indicates that the site is generally not subject to significant contamination and is considered suitable for the proposed development.

The Proponent will be required to rehabilitate the existing septic system located centrally within the site to cater for the future development of the land.

### **8.2.8 Social and Economic Impacts**

The proposed private hospital is located opposite the Bloomfield Hospital and the site of the recently approved Orange Base Hospital redevelopment. The private hospital has the potential to deliver significant health, social and economic benefits to the community of Orange and western NSW. The co-location of the facility adjoining the Orange Base Hospital redevelopment will facilitate significant time savings for practitioners as they move between hospitals, a particularly important consideration in emergencies.

The proponents submit that the medical facilities at the new private hospital have been deliberately selected to complement and augment those services to be provided at the Bloomfield Hospital. In particular, high-risk patients requiring particularly complex procedures will be able to access facilities at the private hospital that will not be available at the Bloomfield Hospital.

### **8.2.9 Ecological Sustainable Development**

The proposed Concept Plan for the Orange Private Hospital demonstrates a commitment to designing and developing a high quality environmentally sustainable design. A number of ESD initiatives are proposed to be incorporated into the development as outlined in the ESD Report prepared by Advanced Environmental submitted as an appendix to the environmental assessment submitted by JBA Planning.

The proponents advise that the concept development aims to achieve:

- A projected 4.5 Star ABGR status for the hospital and commercial parts of the development;
- BASIX water and energy reduction targets for the residential component;
- The principles within the BASIX will be applied to the other habitable facilities on site such as the motel, short-stay hostel, etc.

In order to achieve these benchmarks, the Proponent has committed to the following sustainability initiatives - including energy-efficient mechanical system design, efficient lighting system design, water efficiency, the use of environmentally sustainable and low emission building materials and best practice construction techniques.

Despite the proposed Orange Private Hospital having intensive energy use due to the need for stringent control on its internal environment, the hospital will be designed to minimise its use of energy and water. Similarly, the new Medi-Motel has been designed to minimise the use of water and energy, both internally and externally. The ancillary retail part of the development is also targeted to achieve a 4.5 star ABGR rating.

In addition, the extensive landscaping of the precinct has been designed using the principles of water-sensitive urban design. The adoption of water-sensitive urban design principles to utilise and enhance the natural site conditions means that stormwater surface flows can be directed into and through constructed ecologies. The use of traditional drainage pipes and systems that avoid surface infiltration has been minimised and all components of the design proposal including buildings, roads, car parking, open space and associated infrastructure have been integrated within an overall stormwater concept. This includes the use of bioswales/biotopes, wetlands and other constructed ecologies, which can detain and retain stormwater onsite, thus significantly reducing demand for potable water on site.

The proponents have adequately demonstrated a commitment to the principles of ecological sustainable design for the development of the complex. The ***Preferred Project Report and Statement of Commitments dated July 2008*** contains a commitment that the proponent will deliver a high quality, environmentally friendly development; a rating of 4.5 Star ABGR status for the hospital and commercial parts of the development.

#### **8.2.10 Climate Change and Urban design**

Issues in relation to climate change are in the public interest and relevant in the determination of this application. While there is growing consensus that the phenomenon poses a major threat to future human well-being, legitimate debate remains about what is to be done to reduce atmospheric carbon levels, as well as to adapt to changes that already appear likely. In particular, there is ongoing debate about how the cost of various options correlates to potential benefits. Debate also continues about how the issue of climate change relates to the larger agenda of sustainable development.

The built environment is well known to be one of the largest current contributors to greenhouse gases. While much work has been done to decrease contributions from individual buildings, the role of urban design in addressing climate change remains more obscure, and more contentious.

The location of buildings can shape the patterns of activity and consumption of future occupants, which in turn profoundly affect emissions. The subject site is remote from the existing urban area thus increasing the need for users of the development to travel. It could be argued that potential users of the proposed Medi-Motel will need to travel to the site in any event as it is likely that users of this facility will be from out of town. There is however a direct nexus between the private hospital and the Medi-Motel and the public hospital redevelopment. It is considered that the co-location of these facilities will produce climate change benefits in that travel between the two developments will be minimal. Council's Sustainable Settlement Strategy has identified that the surrounding land is potentially suitable to support future residential development. The adopted strategy identified the need for a future "hospital suburb" to support such infrastructure. Future residential development in this locality will give opportunity for workers at those facilities to live in their area of employment and reduce travel distances to work.

The proposed development is considered to be suitable in terms of issues relating to climate change.

## 9 CONCLUSION

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Orange City Council was sub-delegated the planning and assessment functions conferred on the Director-General by Part 3A of the *Environmental Planning and Assessment Act 1979*. Orange City Council, on behalf of the Minister for Planning, has assessed the Environmental Assessment, Preferred Project and responses to submissions. The key issues considered in the assessment included:

- traffic, access and parking
- water and sewerage infrastructure
- future master planning, rezoning and land releases in the South Orange area
- relationship to the Bloomfield Hospital and heritage landscape, as well as the new public hospital
- built form and urban design
- social and economic impacts
- stormwater management
- ecologically sustainable development

The proposed hospital has been designed and sited to capitalise on site opportunities and linkages to the Bloomfield Hospital site and the recently approved Orange Base Hospital redevelopment. The proposal will provide a valuable social, economic and medical resource that will deliver significant benefits to the community of the City of Orange and western NSW generally.

The concept application and the two project applications have demonstrated that the site is suitable for the development and in compliance with the existing environmental planning instruments that apply. The proposed uses of the site are supported by the Orange Sustainable Settlement Strategy, which has been endorsed by Orange City Council and which will be used to inform future strategic decisions in the City in relation to this land.

It is recommended that Orange City Council endorse this report for referral to the Director General of the Department of Planning and that the Minister for Planning exercise his power under the *Environmental Planning and Assessment Act 1979* to:

- 1 grant overall concept approval to the proposed land uses identified Precincts 1-4
- 2 grant project approval for the proposed Private Hospital and Medi-Motel in Precincts 1 and 2
- 3 require further assessment and approval of future project applications for Precincts 3 and 4

The recommended instrument of approval, which addresses the concept approval and project approvals for Precincts 1 and 2, has been drafted (see Appendix E). The concept approval provides overall endorsement of proposed land uses across the site and describes the subsequent assessment and approval requirements for the residential elements of the development. The project approvals permit the Private Hospital and Medi-Motel Precincts and details conditions that establish stringent environmental standards and environmental controls for the development.



## 10 RECOMMENDATION

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It is recommended that the Director General:

- A **consider** the findings and recommendations of this report
- B **refer** the concept plan and project applications to the Minister for his approval under Section 75J of the *Environmental Planning and Assessment Act, 1979* subject to conditions
- C **refer** the Determination of Major Project (**tagged A**) to the Minister for his signature

Prepared by:

Endorsed by:

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Paul Johnston  
**Team Leader - Development Assessments**  
**ORANGE CITY COUNCIL**

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Steve Brown  
**Acting Director Development Services**  
**ORANGE CITY COUNCIL**

## APPENDIX A. SUBMISSIONS

### ORANGE - BLOOMFIELD HOSPITAL REDEVELOPMENT - MAJOR PROJECT 06\_0111 Summary of All Submissions Received for this Application

Date	Stage of process	Agency comment	Orange City Council's response
<b>Roads and Traffic Authority and Regional Development Committee - Western Region</b>			
12/03/2008 and 17/03/2008	Exhibition	<ul style="list-style-type: none"> <li>The traffic figures provided do not include those of the planned base hospital.</li> <li>Impact of planned expansion of Cadia Mine on Forest Road to be addressed.</li> <li>The multiple access points on Forest Road to both the proposed development and the Base Hospital are likely to cause driver confusion and unnecessary traffic conflict and friction.</li> <li>Pedestrian crossing on Forest Road is not supported.</li> <li>A single, signalised vehicle and pedestrian access to Public and Private Hospitals be provided.</li> <li>The proposed development does not appear to cater for public transport.</li> <li>Access to the proposed parking area parallel to Forest Road and near the motel is confusing.</li> <li>Explanation of internal traffic movements is required.</li> </ul>	<ul style="list-style-type: none"> <li>The initial proposal involved the use of two separate intersections - being Kemp Road and Finneran Road - to gain access to the development. The RTA advised that the proposed intersection was congestive and confusing to motorists when considered in conjunction with the close proximity of the "seagull" entrance required for the Orange Base Hospital and the 80km/h speed limit that exists along Forest Road. The RTA requested that consideration be given to the rationalisation of accesses, with a central access servicing both the proposed Orange Base Hospital and the Orange Private Hospital being provided at the approved location for access to the Orange Base Hospital development. Further, the RTA requested consideration be given to either closure or single direction ingress/egress at Kemp and Finneran Roads.</li> <li>The proposed new four-way signalised intersection on Forest Road has incorporated expected traffic to be generated from the expanded Cadia Mine and public hospital. Modelling has indicated that Forest Road and the new intersection will continue to operate satisfactorily.</li> <li>Streets in the site have been designed to accommodate a public bus or coach and space for a bus stop has been allocated near to the entrance of the Medi-Motel. Discussions with Orange Bus Lines have suggested that "should" the redevelopment of the Bloomfield Hospital go ahead, a new bus route will be introduced that terminates at the Hospital.</li> <li>The Preferred Project proposes a new four-way signalised intersection that will connect both the public and private hospitals. Access into the site from Finneran and Kemp Roads is proposed to be deleted and only left-out from Finneran Road is proposed.</li> <li>Pedestrian signals are now incorporated into the proposed intersection to improve pedestrian safety. The proposed internal road layout will provide for functional distribution of vehicles entering the site. The current proposal minimises vehicle conflict and promotes efficient vehicle access to key destinations.</li> <li>The proponents have indicated that the master plan has been prepared such that use of Finneran Road and Kemp Road will not be prevented in the future, should Council promote development on properties adjoining the site. The use of these roads for future access is not considered appropriate in light of advice from the RTA. Attached is a recommended condition requiring that these roads be formally closed and acquired by the Proponent. The location of a suitable access to serve adjoining and adjacent development will need to be further investigated as part of the detailed planning for those localities.</li> <li>Following a review of expected traffic associated with the expansion of the Cadia Mine, modelling of traffic flows to 2017 indicates that the proposed intersection will continue to perform at a satisfactory level of service.</li> </ul>

Date	Stage of process	Agency comment	Orange City Council's response
<b>Department of Environment and Conservation</b>			
12/03/2008	Exhibition	<ul style="list-style-type: none"> <li>The Department of Environment and Climate Change (DECC) advises that an environment protection licence ("licence") is not required for the proposed development as it does not constitute a "scheduled development " or "scheduled activity " under Schedule 1 of the <i>Protection of the Environment Operations Act 1979</i>.</li> <li>DECC advises that, given that the activity does not require a licence with the EPA and is not being undertaken by a public authority, Orange City Council is the appropriate regulatory authority under the <i>Protection of the Environment Operations Act</i> for the proposed development.</li> <li>DECC advises of no requirements in respect of the application.</li> <li>Assessment of current background noise, plus noise from construction and post-construction operations to be addressed.</li> <li>Information detailing findings from both a search of the DECC Aboriginal Heritage Information Management System and consultation with the local Aboriginal community required.</li> <li>Flora, Fauna, Threatened Species and Aboriginal Cultural Heritage Information detailing findings from both a search of the DECC Aboriginal Heritage Information Management System and consultation with the local Aboriginal community required.</li> </ul>	<ul style="list-style-type: none"> <li>The assessment notes that an environment protection licence is not required for the proposed development as it does not constitute a "scheduled development " or "scheduled activity " under Schedule 1 of the <i>Protection of the Environment Operations Act 1979</i>.</li> <li>Noise associated with construction activities during the development of the site will be assessed and will comply with the relevant Australian Standard AS 2436 1981 "Guide to Noise Control on Construction, Maintenance and Demolition Sites".</li> <li>Statement of Commitments will deal with limiting dust, sediment control and vibration. As part of the detailed design, dust and sediment control measures will be proposed for implementation during construction. The development will be required to comply with the Orange City Council Development and Subdivision Code.</li> <li>A search of records indicates that the original inhabitants of the subject land were people of the Wiradjuri language group. The subject land does not contain sites or objects of Aboriginal significance. However, the subject land adjoins an area known as 'The Springs'. During the 1920s and 1930s, it was an itinerant camp site - used largely, but not exclusively, by Aborigines. It is understood that the site was centred on a creek located approximately one kilometre to the east of the development area. "The Springs" has been nominated as a State Heritage Item and it is anticipated that the site will be listed for consideration as part of the comprehensive LEP currently under preparation.</li> <li>The Proponent advises that consultation with the Orange Local Aboriginal Land Council has indicated that there is little potential for artefacts to be found on that part of the part of the site on which the former drive-in theatre was located (the eastern portion of the site - ie, the Private Hospital and the Medi-Motel Precincts).</li> <li>It is recommended that any works in the western (less disturbed) part of the site be monitored for Aboriginal relics and artefacts.</li> </ul>

Date	Stage of process	Agency comment	Orange City Council's response
<b>Department of Lands</b>			
5/03/2008	Exhibition	<ul style="list-style-type: none"> <li>• Ensure that proposed drainage measures are adequate to deal with runoff to adjoining Crown land, due to the high level of hard surfaces and the relatively small area allocated for the bio swale and native wetland landscaping along the western boundary.</li> <li>• Clarify built form of hospital – two or three storeys.</li> <li>• Colour scheme should reflect the surrounding environment and promote healing and recuperation rather than the red brick of the adjacent hospital.</li> <li>• Support use of landscaping utilising indigenous flora.</li> <li>• The development should not impact on the agricultural use of Crown land adjoining the site.</li> </ul>	<ul style="list-style-type: none"> <li>• The Proponent has adopted Ecologically Sustainable Development ("ESD") principles in the landscape design for the development - including water recycling and water-sensitive design initiatives. Rainfall water is proposed to be collected from all hard surfaces and will discharge into the stormwater harvesting system for reuse throughout the development. Stormwater overflows will discharge into wetlands and retention basins. The development will be required to ensure that post-development flow and site discharge rates equal pre-development rates. The <i>Preferred Project Report and Statement of Commitments dated July 2008</i> makes a general commitment that stormwater services will be provided in accordance with the requirements of the relevant service authority - which, in this instance, is Orange City Council.</li> <li>• The private hospital is a maximum of three storeys, with some two-storey elements as described on the plans, sections and elevations. This creates a variety of forms as seen from Forest Road.</li> <li>• The Proponent advises that the colour scheme for the private hospital derives from the landscape of ochres and grey. It is suggested that this reflection of the landscape is seen as a health-promoting palette. While this palette does not reflect the red brick of the Bloomfield Hospital, it is not in conflict with it. There are no objections to the proposed colour scheme. The colour palette for the Medi-Motel is one of natural materials, including natural timber in the screens and the raw colour of concrete and clear glass. These materials will form a natural patina [weathering] over time and will not conflict with the Bloomfield Hospital.</li> </ul>

Date	Stage of process	Agency comment	Orange City Council's response
<b>Heritage Office</b>			
	Exhibition	<ul style="list-style-type: none"> <li>Clarify how colour palette for hospital and Medi-Motel relate to Bloomfield Hospital.</li> <li>Include standard clause re archaeology on site.</li> <li>Address previous use of the site as a drive-in through photographing any retaining structures and incorporate interpretive signage into design.</li> <li>Address Aboriginal significance of "The Springs" nearby. The Heritage Council notes and supports the general principle of the project, which will continue the historic use of the land.</li> <li>A visual assessment identifying significant vistas is recommended to ensure that the significant views towards Bloomfield Hospital and distant Mt Canobolas will be protected.</li> <li>If disturbance or excavation is proposed in areas where relics are likely to be exposed, an Archaeological Assessment should be prepared.</li> </ul>	<ul style="list-style-type: none"> <li>The Proponent advises that the colour palette for the both the proposed private hospital and for the Medi-Motel has been selected to complement the local landscaped setting and to not conflict with the Bloomfield Hospital. Specifically, materials used for the private hospital are drawn from a palette of ochres and greys that relate to the natural bush setting and will not conflict with the colours of the existing Bloomfield Hospital, which is a clay brick palette. The colour palette for the Medi-Motel is also based on the use of natural materials. Natural timber is used in screens, which complements the raw colours of concrete and clear glass. These materials will weather over time (and will form a natural patina) and will not conflict with the Bloomfield Hospital.</li> <li>The previous use of the site as a drive-in theatre is reinterpreted in the ancillary services building housing medical suites. An outdoor theatre screen is proposed by the turning up of the first-floor slab to form a vertical wall facing east and inwards to the plaza area.</li> <li>"The Springs" was used by both Aboriginal and non-Aboriginal workers in the nineteenth century. Consultation with the local heritage community has recommended monitoring of works on the western part of the site. No relics will be affected as a result of the proposal.</li> <li>A vista to Mt Canobolas has been identified in the master plan site analysis. A large village green has been developed as an integral part of the precinct to maintain this vista.</li> <li>With regards to the Bloomfield Hospital edge, there is a landscape vista down Forest Road defined by significant trees on the Bloomfield Hospital side. The master plan reinforces this vista with a landscape edge on the western side of Forest Road combined with a generous building setback.</li> <li>The Forest Road vista of trees continues adjacent to the Medi-Motel and ancillary services building. The significant set back of the hospital is continued for the Medi-Motel and ancillary services building.</li> <li>Further assessment of heritage is provided above under the heading "Likely Impacts of the Development."</li> </ul>

Date	Stage of process	Agency comment	Orange City Council's response
<b>Department of Primary Industries</b>			
26/03/08		<ul style="list-style-type: none"> <li>Consideration to be given to water quality and impact upon storage water on adjoining property.</li> <li>DPI advise that the surrounding land is subject to agricultural activities. Consideration to be given to buffers adjacent to rural land. May be achieved through landscaping and building design.</li> <li>Noise from stock and machinery and spray from chemicals may impact on the site. A buffer zone or landscaping or building features may alleviate impacts.</li> </ul>	<ul style="list-style-type: none"> <li>The Proponent has adopted Ecologically Sustainable Development ("ESD") principles in the landscape design for the development - including water recycling and water-sensitive design initiatives. Stormwater overflows are proposed to discharge into wetlands and retention basins. The development will be required to ensure that post-development flow and site discharge rates equal pre-development rates. The <i>Preferred Project Report and Statement of Commitments dated July 2008</i> makes a general commitment that stormwater services will be provided in accordance with the requirements of the relevant service authority - which, in this instance, is Orange City Council.</li> <li>Noise associated with construction of the site and activities of the site will be monitored to minimise impacts on nearby properties.</li> <li>New buildings on the site will be appropriately insulated to minimise ingress of noise from external sources.</li> </ul>
<b>Department of Water and Energy</b>			
25/03/08		<ul style="list-style-type: none"> <li>The Geotechnical investigation identified groundwater seepage at depths ranging from 2.9m to 3.5m. This indicates the presence of shallow groundwater and the potential for water-logging issues during construction and the potential for long-term water logging and salinity at the site.</li> <li>The water cycle management proposal for the development proposes an extensive network of wetlands to harvest, treat and slow the discharge of runoff into the system. The Department of Water and Energy advises that storage of this water must be consistent with the requirements of the Farm Dams Policy and that a licence may be required under the <i>Water Act 1912</i>.</li> </ul>	<ul style="list-style-type: none"> <li>Potential for increased salinity and accession into groundwater as a result of the development will need to be addressed during the detailed design of site works and hydraulic civil engineering. The detailed engineering will need to include measures such as erosion and sediment-control works and management of flow paths via hydraulic means.</li> <li>The Proponent will be required to submit a detailed engineering design for stormwater management. The water cycle management proposal for the development proposes an extensive network of wetlands to harvest, treat and slow the discharge of runoff into the system. It is likely that the design will require a licence under the Farm Dams Policy, which is administered by the Department of Water and Energy. A condition is recommended requiring the Proponent to obtain a licence pursuant to the <i>Water Act 1912</i>.</li> </ul>
<b>Council's Heritage Advisor</b>			
		<ul style="list-style-type: none"> <li>South-eastern façade of Medi-Motel - impact of rooftop plant on elevation to be addressed.</li> <li>South-eastern façade of Medi-Motel - interface with Bloomfield Hospital to be addressed.</li> </ul>	<ul style="list-style-type: none"> <li>The rooftop plant is partially screened by the timber screens at the facade. The location of the plant is in the centre of the roof plan and will therefore be read as a recessive element. The plant will have no visual impact on the elevation.</li> <li>The south-eastern façade provides a mixture of façade types, which articulates and creates interest on the Forest Road façade.</li> </ul>

Mr and Mrs Carman			
15/03/08		<ul style="list-style-type: none"> <li>Finneran Road and Kemp Road are public roads and, as such, must be equally available to the adjoining blocks of land for access for future development. The proposed design seeks to use these roads for access and parking, which restricts opportunity for future access.</li> <li>Detrimental impact on retail store, postal agency, newsagent and take-away store on adjoining land to the south.</li> </ul>	<ul style="list-style-type: none"> <li>The initial proposal involved the use of two separate intersections - being Kemp Road and Finneran Road - to gain access to the development. The RTA advised during the public exhibition period that the proposed intersection arrangements were congestive and confusing to motorists when considered in conjunction with the close proximity of the "seagull" entrance required for the Orange Base Hospital.</li> <li>The RTA required a central access be provided to serve both the proposed Orange Base Hospital and the Orange Private Hospital at the approved location for access to the Orange Base Hospital development.</li> <li>The RTA has indicated that Kemp Road and Finneran Roads would not be suitable for future access into adjoining lands given the location of the required intersection for the proposed hospitals.</li> <li>Further, the RTA requested consideration be given to either closure or single-direction ingress/egress at Kemp and Finneran Roads.</li> <li>The Preferred Project proposes a new four-way signalised intersection that will connect both the public and private hospital. Access into the site from Finneran and Kemp Roads is proposed to be deleted and only left-out from Finneran Road proposed.</li> <li>The assessment recommends that both Finneran Road and Kemp Roads be formally closed and acquired by the Proponent. Attached is a condition of consent to this effect.</li> <li>The ancillary retail uses proposed are designed to complement the services available at the adjacent property and service the patients and staff of both the public and private hospitals. They are not expected to have a detrimental impact on the services currently available in the vicinity of the site and are typical of the types of retail activities available in a hospital.</li> </ul>

## **APPENDIX B. PROPONENT'S RESPONSE TO SUBMISSIONS**

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Submissions were received from eight agencies and individuals during the exhibition period. Submissions were received from State Government agencies, Orange City Council and the general public and are summarised below:

- State authorities and agencies - 7
- members of the public - 1

Most of the submissions received provided support for certain aspects of the proposal and made recommendations to improve the Concept Plan and Project Applications. A submission from the adjoining landowners did not support the proposal.

The matters raised in the submissions were based upon the following key issues:

- Access and Traffic - pedestrian and vehicle access into the site from Forest Road and access into adjoining properties
- Heritage - visual impact of the development on Bloomfield Hospital and impact on local Aboriginal heritage
- Environment - management of stormwater runoff to prevent waterlogging and salinity impacts
- Landscaping - location and selection of species

Following a review of submissions, the Proponent has made the following key revisions to the project:

- introduction of a new central access point off Forest Road into the site and signalised intersection
- relocation of private hospital and Medi-Motel further to the west within the site to accommodate new access road and at-grade car parking
- modification of the internal parking and access arrangements as a result of the new access road and relocated hospital and Medi-Motel
- including additional heritage-interpretation measures in the design, recognising the previous Aboriginal and European heritage values of the vicinity
- amendments to the landscaping and public-domain treatments used on the site

A summary of issues raised, and the proponents response to the issues, is provided below.

### **Traffic and Parking**

#### **Original Proposal**

The originally submitted Concept Plan and Project Applications proposed that vehicles would access the Private Hospital Campus Site (described hereafter as “the site”) using the two existing roads that form the northern (Finneran Road) and southern (Kemp Road) boundaries to the site. Pedestrian access to the site is via a new pedestrian crossing across Forest Road toward the southern boundary of the site. Bloomfield Hospital, which is located opposite the site on Forest Road, is proposed to undergo a significant redevelopment to accommodate the Orange Base Hospital in the near future (the approval for its construction was granted by the Department of Planning in 2006). Access into that site is via the creation of a new road immediately to the west of the new general hospital, approximately equidistant between Kemp and Finneran Roads. The Concept Plan proposed the following improvements to Forest Road to accommodate access to both the public hospital and the site:



- the entry to the public hospital will be controlled by a priority-controlled intersection
- a left-turn deceleration lane for traffic travelling southbound on Forest Road will be provided into the site
- a protected right-turn bay on Forest Road into the site will be provided for northbound traffic
- a protected right-turn acceleration lane for traffic turning right out of the site will be provided
- access to the site by modes of travel other than by private vehicles will be encouraged through support of the augmentation of the existing local bus network and the extension of current walking and cycling paths from the Orange CBD to the site.

### Submissions received

Several submitters to the Concept Plan expressed concern that vehicle access arrangements into the site would be confusing and may result in conflicts between vehicles accessing the public and private hospitals and vehicles traffic travelling along Forest Road.

### Proposed amendments

As a result of consultation with Orange City Council and the Roads and Traffic Authority and consideration of submissions received, it is proposed to modify the vehicle access arrangements into the private hospital campus through the introduction of a new, four-way signalised intersection on Forest Road, as shown on the amended plans prepared by Cox Richardson at **Appendix B** and Bureau SRH at **Appendix C** and discussed in the traffic report at **Attachment D**. This intersection will also incorporate access to the Bloomfield (Orange Base) Hospital. As shown on the plans, access into the site via Kemp Road is no longer proposed (and the connection between Forest and Kemp Roads is to be deleted) and Finneran Road will be used only for left-out turns from the site to Forest Road. Traffic into the site will turn either left or right into a new internal road that is parallel to Forest Road. At-grade angle parking will be available in the reserve between the new internal road and Forest Road.

Kemp and Finneran Roads currently extend for approximately 80-90 metres into the site from Forest Road. It is expected that, should the neighbouring properties to the north, west and south be redeveloped (as is envisaged by the Orange Settlement Strategy), Council will seek to extend those roads to facilitate access. Pedestrian movements into and around the site have been made safer through the installation of pedestrian crossings at the new traffic lights and zebra crossings with extended footpaths are introduced throughout the site (particularly near the entrance to the private hospital and the Medi-Motel).

Discussions with the Group Operations Manager of Orange Bus Lines have indicated that, should the redevelopment of the Bloomfield (Orange Base) Hospital proceed, a new bus route, terminating at entrance the public hospital opposite the private hospital, will be introduced. The internal roads have been designed to enable a public bus to safely travel around the site, with a designated bus stop located at the entrance to the Medi-Motel. Traffic flows associated with the proposed Cadia Mine (located further south of Orange along Forest Road) have been considered. The mine operators have indicated that no increase in staff numbers is expected in conjunction with the proposed expansion of operations. Despite this, modelling of traffic movements associated with other users of Forest Road - plus to facilitate a more conservative assessment of traffic movements on Forest Road to 2017 - an additional 200 vehicle trips have been added to the through traffic flows on Forest Road during the AM and PM peak periods.

This conservative assessment has indicated that the proposed four-way intersection will be of sufficient capacity to operate at a satisfactory level for the foreseeable future.

## Heritage

The proposed Orange Private Hospital Campus is located on the site of a former drive-in theatre, on the opposite side of Forest Road to the Bloomfield Hospital. "Nymagee Lodge" within the hospital grounds, the entry gateway into the site, Elm Avenue and grounds are listed as heritage items in the *Orange Local Environmental Plan 2000* (OLEP 2000). It is also understood that there may have been previous use of land in the vicinity of the site by the local Aboriginal and European community. Submissions raised sought clarification of the impact of the proposed development on the Bloomfield Hospital, recommended the former use of the site as a drive-in theatre be further recognised and recommended that there be consultation with the local Aboriginal community regarding potential impacts on relicts in the vicinity of the site.

### Bloomfield Hospital

As shown in the Concept Plan, the proposed private hospital campus has been designed to respect the heritage significance of the Bloomfield Hospital and surrounds by:

- setting back the development 24 metres from Forest Road
- supplementing the "Elm Avenue" with plantings of similar exotic species
- using materials and finishes that seek to echo the natural environment and will not conflict with Bloomfield Hospital
- minimising unnecessary excavation on the site

The colour palette for the both the proposed private hospital and the Medi-Motel has been selected to complement the local landscaped setting and not conflict with the Bloomfield Hospital. Specifically, materials used for the private hospital are drawn from a palette of ochres and greys that relate to the natural bush setting and will not conflict with the colours of the existing Bloomfield Hospital, which is a clay brick palette. The colour palette for the Medi-Motel is also based on the use of natural materials. Natural timber is used in screens, which complements the raw colours of concrete and clear glass. These materials will weather over time (and will form a natural patina) and will not conflict with the Bloomfield Hospital.

### Drive-in Theatre

It is noted that the site was formerly used as a drive-in theatre. This has been recognised in the ancillary services building that is proposed to accommodate the medical consulting suites. Specifically, an outdoor theatre screen has been created on the wall of the first floor of the medical suites in the Medi-Motel, which folds and curves around the building like a ribbon. Films will be projected onto this wall and seating for patrons will be available in the Medi-Motel lawn courtyard.

### Aboriginal Heritage

As recommended by the Department of Environment and Climate Change, a search of the Aboriginal Heritage Information Management System (AHIMS) sites database and consultation with local Aboriginal communities in accordance with DECC Part 3A guidelines has been undertaken to ascertain the significance of the site to the local Aboriginal community and the likelihood of any Aboriginal artefacts on the site. The Heritage Advice prepared by Umwelt (Australia) Pty Limited at **Appendix E** details the findings of this consultation. The AHIMS sites database indicated there are no Aboriginal archaeological sites within the site. However, eight Aboriginal archaeological sites are located within a five kilometre radius of the Forest Road Private Hospital. Consultation with the Orange Local Aboriginal Land Council has indicated there is little potential for artefacts to be found on the part of the site on which the former drive-in theatre was located (the eastern portion of the site - ie, the Private Hospital and the Medi-Motel Precincts).

However, it is understood a community known as “The Springs”, comprising Aboriginal and non-Aboriginal fruit pickers and their families, was centred on the creek approximately one kilometre to the east of the development area. This community camped on Crown land during the nineteenth and twentieth centuries, before being “moved on” by authorities in the mid 1930s.

As it is not known if the community used the undisturbed part of the site. The Orange Local Aboriginal Land Council has requested monitoring of excavation of the western part of the site, whenever works are scheduled.

## Built Form and Visual Amenity

As noted above, the proposed private hospital campus is located on Forest Road at Orange, opposite the Bloomfield Hospital, which is shortly to be redeveloped as the Orange Base Hospital. Mt Canobolas, which rises 1,395 metres above sea level, is located approximately 17 km to the south-west of Orange and may be seen in the distance from Forest Road and the site. The proposed private hospital campus recognises that maintaining views and vistas to both Bloomfield Hospital and Mt Canobolas will enhance the development. In fact, views and vistas to these features are identified on the site analysis and master plan for the campus and a generous central viewing corridor that frames and enhances this vista has been established between the northern (private hospital and residential) and southern (Medi-Motel and hostel) precincts.

In addition, maintaining these views has been achieved by:

- limiting the maximum building height of the hospital to three storeys
- creating a large “village green” in the centre of the campus to maintain the vistas
- ensuring that all buildings are set back significantly from Forest Road and are extensively screened with landscaping
- rooftop plant is located in the centre of the roof and is obscured from view by timber screens at the building façade

As shown in the architectural plans prepared by Cox Richardson at **Appendix B of the Preferred Project**, the built form of the proposed private hospital is predominantly two storeys in height, with some three-storey elements on the Forest Road frontage. The visual impact of rooftop plant has been minimised by locating plant towards the centre of the roof and by the use of timber screening at the building façade.

The architectural plans prepared by Bureau SRH at **Appendix C of the preferred project** show that the Medi-Motel and ancillary services precinct is limited to two storeys. A porte cochere on the south-eastern corner of the Medi-Motel creates both a welcome gesture and shelter for visitors to the precinct. All buildings on the Forest Road frontage to the site are set well back from the road and are screened by extensive plantings along the western edge of Forest Road that complement the existing Elm Avenue on the eastern edge of Forest Road. These plantings reinforce the Forest Road vista experience and allow for a readable and harmonious arrival experience. They also ensure that the important historical and visual qualities of the Elm Avenue and the grounds of the Bloomfield Hospital are not detrimentally impacted by the proposed private hospital campus.

## Landscaping

A key aspect of the design of the concept plan for the proposed private hospital campus is its landscaped character. This facilitates ecologically sensitive design through water management and species and material selection while complementing the “heritage landscape” of the Bloomfield Hospital. It also encourages and enhances health, recuperation and healing by providing positive sensory experiences.

To reinforce this aspect of the development, the values of the health and productive gardens across the campus will incorporate interpretive signage as part of the user experience. The signage will interpret species selection in each of the gardens, and their health and production values. Detailed designs of the signage will be incorporated in the design development and documentation process.

As shown on the landscape plans prepared by McGregor + Partners at **Appendix F of the Preferred Project**, the landscape design of the private hospital campus aims to utilise and enhance the natural site conditions and direct stormwater surface flows into and through constructed ecologies, which can detain and retain stormwater on site. Opportunities to further expand the bio swale and native wetland areas will be examined as detailed designs are prepared by hydraulic and civil engineers. In particular, drainage measures will be reviewed to ensure they are adequate to ensure there is no runoff from the site onto adjoining properties. Vegetation components of the landscape master plan comprise a mix of native and exotic species. An extensive list of species has been developed as part of the overall concept plan for the Orange Private Hospital Campus, which will be refined over time. Specific attention will be paid to the ability of species to adapt and establish in the specific site conditions and advice will be sought from local horticulturalists. Plants' ability to tolerate frost and cold-climate conditions will be considered thoroughly. Plants with limited capacity to withstand local conditions will not be used in the Campus.

## Environment

The proposed private hospital campus will be developed in such a way that any impacts on nearby properties and the local environment will be minimised. As discussed in the comments prepared by Structural Design Solutions at **Appendix G of the Preferred Project**, runoff from stormwater will be prevented from pooling on the site and on adjacent properties, salinity will also be controlled and construction noise will be kept to standard limits. Civil engineering, hydraulic and landscaping consultants have developed a scheme for the site that uses and enhances the natural site conditions and directs stormwater surface flows into and through constructed ecologies, thus retaining as much stormwater on site as possible.

This approach considers overland flows and uses bio swales/biotopes and wetlands to detain and retain stormwater on site. It will also be further refined during the detailed design for the campus. In addition, hard surface areas across the site are minimised and permeable and semi-permeable materials are used, where appropriate, to further reduce runoff. Potential for increased salinity and accession into groundwater as a result of the development will be addressed during the detailed design of site works by hydraulic civil engineers. This will include measures such as erosion and sediment control works and management of flow paths via hydraulic means.

In relation to potential noise impacts from the proposed development, there will be noise during construction associated with normal construction activity - including materials delivery and handling, concrete pumping, excavation, machinery, building superstructure and fit-out work. Although there are no residential properties in the vicinity of the site, the Bloomfield Hospital is located on the opposite side of Forest Road. Both properties are set well back from the main road and are screened using vegetation and the layout of the two sites. Despite this, although the facility is unlikely to have a significant adverse impact on local amenity, all reasonable conditions of approval in relation to construction management will be complied with (refer to the report from Acoustic Logic Consultancy at **Appendix H**). These matters will be addressed in detail in a Construction Management Plan that will be prepared and implemented by the successful tenderer.

In addition, to minimise disturbance associated with any construction activities that may occur concurrently at both the Bloomfield Hospital and the Orange Private Hospital Campus, formal consultation will be entered into with Council and the contractors working on that redevelopment. Impacts of noise from the nearby Orange Base (Bloomfield) Hospital, including noise from

construction activities and helicopter movements, will be limited through the use of appropriate construction materials, insulation and glazing.

## Mix of Land Uses

Submissions to the Concept Plan noted that the property adjoining the site to the south contains a general store, news agency, post agency and café, which has been operating for some years at that location and expansion of those services may be proposed. Concerns were raised that the proposed retail uses would impact on these uses.

The proposed Orange Private Hospital Campus incorporates a range of land uses that include, and will complement, the proposed Orange Private Hospital. Specifically, those uses include:

- hospital
- motel
- hostel
- medical consulting rooms
- residential
- retail
- restaurant

In relation to retail activities, the following are proposed:

- pharmacy and staff cafeteria on the ground floor of the private hospital
- café, florist and newsagent in the ancillary retail precinct between the Medi-Motel and the private hospital
- 100-seat restaurant on the ground floor of the Medi-Motel

The retail activities proposed in the concept plan are intended to service the patients, staff, visitors and eventual residents of the site and not detrimentally impact upon the operations of other retail outlets in the vicinity. That being said, it is assumed that demand for retail facilities will be greatly increased in the Forest Road area, following the commencement of activity at both the Bloomfield (Orange Base) Hospital and the Orange Private Hospital Campus.

## APPENDIX C. STATEMENT OF COMMITMENTS

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### Statement of Commitments

Following is an extract from the amended Statement of Commitments contained within the Preferred Project Report submitted by JBA Planning Consultants.

#### 4.1 Concept Plan - Orange Private Hospital Campus

##### 4.1.1 Staging

Separate project/development applications will be lodged for each precinct.

##### 4.1.2 Construction & Waste Management

A construction and waste management plan will be prepared prior to the issue of a construction certificate to address traffic, noise and waste-management issues associated with the construction of the Campus.

The Construction Environmental Management Plan will include:

- development of a site-specific soil erosion and sediment control plan
- details of construction hours
- air-quality/dust-control procedures
- noise-management procedures
- waste management plan
- flora and fauna protection plan
- arrangements for pedestrian and vehicular access during construction
- storage and handling of materials procedures
- environmental training and awareness
- arrangements for consultation during the construction period with relevant authorities and nearby properties including the Bloomfield Hospital
- contact and complaints handling procedures
- emergency preparedness and response

Measures to control soil erosion during construction will be introduced in accordance with currently accepted principles, as described in *Managing Urban Stormwater* (EPA NSW) and *Soil Erosion and Sediment Control* (The Institute of Engineers, Australia).

In addition, retained vegetation will be protected during construction through:

- primary and critical root zones be protected
- construction (cut, compacted fill or trenching) to be restricted in PRZ and CRZ (primary and critical root protection zones)
- non-permeable surfaces be minimised around trees' PRZ
- trees be maintained in groups where ever possible

A waste management plan describing the procedures for the disposal of all waste generated by the Health Campus will be prepared, prior to occupation.

#### **4.1.3 Heritage**

During any works on the western portion of the site (residential and hostel precincts), the Orange Local Aboriginal Land Council will be invited to monitor works.

Should any Aboriginal or Historical Relics be unexpectedly discovered during construction works on the eastern (hospital and Medi-Motel precincts), all works will cease immediately and the Heritage Council of NSW shall be informed in accordance with section 145 of the *Heritage Act* 1977.

#### **4.1.4 ESD**

The Proponent commits to compliance with the NSW Government Building Sustainability Index, targeting:

- a minimum 4 Star Green Star rating for the hospital and commercial part of the development
- BASIX water and energy reduction targets for the residential component

#### **4.1.5 Services**

##### *Electricity Supply*

All electrical works shall be carried out in accordance with the relevant Australian Standards and the Country Energy requirements.

##### *Communications*

The telecommunications installation shall be carried out in accordance with the relevant Australian Standards and the local distributor's requirements.

##### *Sewage*

The system shall be designed to comply with all Orange Council requirements, Australian Standards and applicable NSW codes.

##### *Water Supply*

The system shall be designed to comply with all Orange Council requirements, Australian Standards and applicable NSW codes.

##### *Gas*

The system shall be designed to comply with Alinta's requirements.

#### **4.1.6 Contamination**

Prior to the commencement of construction, to ensure the site can be made suitable for the uses proposed:

- a Hazardous Building Material Survey is undertaken by an appropriately qualified consultant
- all hazardous building materials are removed from the site by a licensed contractor and disposed of in an appropriate manner
- a clearance report of any Hazardous Materials is obtained from a licensed contractor or consultants

- any fill imported onto the site for filling or landscaping purposes is certified to be free of contamination
- any suspect fill, sub-surface structures or unusual conditions discovered during earthworks are reported immediately to EIS to allow for suitable management of potential contamination issued

#### **4.1.7 Geotechnical**

Development for the purpose of earthworks, retaining walls, footings and pavements during construction of the project is to be in accordance with the findings and recommendations of the Geotechnical Investigation prepared by Jeffery and Katauskas (October 2007). Should conditions be encountered during construction that is not anticipated by the approved report, a suitably qualified geotechnical consultant shall be engaged on site to supplement the findings and recommendations of the approved report.

#### **4.1.8 Ongoing site maintenance**

A management plan will be prepared to ensure any undeveloped parts of the Orange Private Hospital site are regularly maintained and kept in a safe and tidy manner. This would include appropriate installation of security fencing and regular mowing/ slashing of grassed areas.

#### **4.1.9 Operation**

An operational environmental management plan will be prepared prior to the opening of the facility to the public. The plan will address, but will not be limited to, the following measures:

- measures to ensure protection of heritage buildings and assets
- protection of flora and fauna and minimisation of anti-social behaviour
- visitor safety
- site safety
- noise management
- traffic and pedestrian management
- storage of materials
- emergency and evacuation procedures
- fire safety
- waste management and ESD initiatives
- lighting
- signage

### **4.2 Project Application - Orange**

#### **Private Hospital**

##### **4.2.1 Construction Management**

A detailed construction management plan will be prepared that addresses the following matters:

- noise, particularly impacts on the Bloomfield Hospital
- vibration and dust
- erosion and sediment control
- management of demolition waste
- demolition and construction traffic

Construction activities will be carried out to minimise impacts on vegetation to be retained, through:



- primary and critical root zones be protected
- construction (cut, compacted fill or trenching) to be restricted in PRZ and CRZ (primary and critical root protection zones)
- non-permeable surfaces be minimised around trees' PRZ

#### **4.2.2 Heritage**

Should any evidence of any Aboriginal or European relics be unexpectedly be discovered on the site, all excavations or disturbances in the area is to stop immediately and the Heritage Council of NSW shall be informed in accordance with Section 145 of the *Heritage Act 1977*.

#### **4.2.3 ESD**

The Proponent commits to deliver a high quality, environmentally-friendly development; a rating of minimum 4 Star Green Star status for the hospital and commercial part of the development is targeted.

#### **4.2.4 Hazardous Materials**

Once proponents and/or operators of the medical facilities on the campus have been appointed and the designs and uses of each of the facilities have been refined, the Proponent commits to approaching the NSW EPA to ascertain whether or not a licence to generate or store hazardous waste on site is required.

Should a licence under the POEO Act be required, it will be obtained prior to the issue of an occupation certificate for each of the medical facilities.

#### **4.2.5 Infrastructure and Services**

*Communications, Gas, Water and Sewer*

- The Proponent commits that electrical, communications, gas, water and sewage services will be provided in accordance with the requirements of the relevant service authority and other requirements including:
  - Orange Council
  - Alinta
  - Country Energy
  - local telecommunications provider
  - relevant Australian Standards
  - Building Code of Australia
  - NSW Health Guidelines
  - National Plumbing Code
  - NSW Plumbing and Drainage Code of Practice
  - NSW Fire Brigade
- The Proponent commits to providing a range of water-efficient measures including:
  - rainwater run-off shall be collected from all roofed areas and will discharge into the site rainwater harvesting system and overflow to the site stormwater system
  - all sanitary fixtures and tap ware will be minimum AAAA rated

### *Mechanical Services*

The mechanical services will be designed in accordance with:

- Building Code of Australia
- AS1668.1 1998 and AS1668.2 1991
- Orange City Council requirements
- applicable Health Guidelines
- AS3666
- AS3000

### *Fire Services*

- The fire sprinkler system will comply with AS 2118.1, the BCA and any alternative building solution.
- The smoke detection system will comply with AS 1670.1, AS 1668.1, the BCA and any alternative building solution.
- The fire fan control system will comply with AS 1668.1, the BCA and any alternative building solution.
- The emergency warning and intercommunication system will comply with AS 1670.4, the BCA and any alternative building solution.
- The fire hydrant system will comply with AS 2419.1, the BCA and any alternative building solution.
- The fire hose reel system will comply with AS 2441, the BCA and any alternative building solution.
- The number and location of fire extinguishers within the building will comply with AS 2444, the BCA and any alternative building solution.

#### **4.2.6 Contribution to Orange Southern Distributor Road**

The proponent commits to the payment of \$238,000 towards the proposed Orange Southern Distributor Road. Payment shall be made prior to the issue of a construction certificate and indexed to CPI from the date of approval.

### **4.3 Project Application - Medi-Motel**

#### **4.3.1 Construction Management**

A detailed construction management plan will be prepared that addresses the following matters:

- noise, particularly impacts on the Bloomfield Hospital
- vibration and dust
- erosion and sediment control
- management of demolition waste
- demolition and construction traffic

Construction activities will be carried out to minimise impacts on vegetation to be retained, through:

- primary and critical root zones be implemented
- construction (cut, compacted fill or trenching) to be restricted in PRZ and CRZ (primary and critical root protection zones)
- non-permeable surfaces be minimised around trees' PRZ

#### **4.3.2 Heritage**

Should any evidence of any Aboriginal or European relics be unexpectedly be discovered on the site, all excavations or disturbances in the area is to stop immediately and the Heritage Council of NSW shall be informed in accordance with Section 145 of the *Heritage Act 1977*.

#### **4.3.3 ESD**

The Proponent commits to deliver of a high quality, environmentally-friendly development; a rating of 4.5 Star ABGR status for the ancillary retail part of the development is targeted.

#### **4.3.4 Services**

##### *Communications, Gas, Water and Sewer*

- The Proponent commits that electrical, communications, gas, water and sewage services will be provided in accordance with the requirements of the relevant service authority and other requirements including:
  - Orange Council
  - Alinta
  - Country Energy
  - Local telecommunications provider
  - relevant Australian Standards
  - Building Code of Australia
  - NSW Health Guidelines
  - National Plumbing Code
  - NSW Plumbing and Drainage Code of Practice
  - NSW Fire Brigade
- The Proponent commits to providing a range of water-efficient measures including:
  - rainwater run-off shall be collected from all roofed areas and will discharge into the site rainwater harvesting system and overflow to the site stormwater system
  - all sanitary fixtures and tap ware will be minimum AAAA rated

##### *Mechanical Services*

The mechanical services will designed in accordance with:

- Building Code of Australia
- AS1668.1 1998 and AS1668.2 1991
- Orange City Council requirements
- applicable Health Guidelines
- AS3666
- AS3000

##### *Fire Services*

- The smoke detection system will comply with AS 1670.1, AS 1668.1, the BCA and any alternative building solution.
- The fire hydrant system will comply with AS 2419.1, the BCA and any alternative building solution.
- The fire hose reel system will comply with AS 2441, the BCA and any alternative building solution.
- The number and location of fire extinguishers will comply with AS 2444, the BCA and any alternative building solution.

## APPENDIX D. ENVIRONMENTAL PLANNING INSTRUMENTS CONSIDERATION

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### AD.1 State Environmental Planning Policy (Majors Projects) 2005

SEPP Major Projects 2005 is applicable to the proposal. The relevant provisions of the SEPP include:

#### Clause 6 Identification of Part 3A projects

Clause 6 states in part:

(1) Development that, in the opinion of the Minister, is development of a kind:

(a) that is described in Schedule 1 or 2

is declared to be a project to which Part 3A of the Act applies.

#### Schedule 1 Part 3A projects - classes of development (in part)

Group 7 - Health and public service facilities - 18 Hospitals

(1) Development that has a capital investment value of more than \$15 million for the purpose of providing professional health care services to people admitted as in-patients (whether or not out-patients are also cared for or treated there), including ancillary facilities for:

- (a) day surgery, day procedures or health consulting rooms, or
- (b) accommodation for nurses or other health care workers, or
- (c) accommodation for persons receiving health care or for their visitors, or
- (d) shops or refreshment rooms, or
- (e) transport of patients, including helipads and ambulance facilities, or
- (f) educational purposes, or
- (g) research purposes, whether or not they are used only by hospital staff or health care workers and whether or not any such use is a commercial use, or
- (h) any other health-related use.

(2) For the purposes of this clause, professional health care services include preventative or convalescent care, diagnosis, medical or surgical treatment, psychiatric care or care for people with disabilities, care or counselling services provided by health care professionals.

#### Consideration

The project is declared to be a Major Project under *State Environmental Planning Policy (Major Projects) 2005* being *Schedule 1 Group 7 Clause 18 "Hospitals"*. The Director-General formed the opinion on 20 June 2007 having satisfied himself that the capital investment value of \$54 million (as indicated by the Proponent at that time) exceeds the \$15 million threshold identified in the SEPP. As such, the development is a project to which Part 3A of the *Environmental Planning and Assessment Act 1979* applies, for the purpose of section 75B of that Act. The project has been assessed in accordance with the provisions of Part 3A of the Act.

### AD.2 State Environmental Planning Policy (Infrastructure) 2007

SEPP (infrastructure) 2007 is applicable to the proposal. The relevant provisions of the SEPP include:

## **Clause 2 Aims, objectives, etc**

The aim of this Policy is to facilitate the effective delivery of infrastructure across the State by:

- (a) improving regulatory certainty and efficiency through a consistent planning regime for infrastructure and the provision of services, and
- (b) providing greater flexibility in the location of infrastructure and service facilities, and
- (c) allowing for the efficient development, redevelopment or disposal of surplus government owned land, and
- (d) identifying the environmental assessment category into which different types of infrastructure and services development fall (including identifying certain development of minimal environmental impact as exempt development), and
- (e) identifying matters to be considered in the assessment of development adjacent to particular types of infrastructure development, and
- (f) providing for consultation with relevant public authorities about certain development during the assessment process or prior to development commencing.

Clause 101 of the SEPP applies to development with frontage to classified road. The objectives of clause 101 seek to:

- (a) ensure that new development does not compromise the effective and ongoing operation and function of classified roads, and
- (b) prevent or reduce the potential impact of traffic noise and vehicle emission on development adjacent to classified roads.

Clause 101(2) of the SEPP requires that a consent authority must not grant consent to development on land that has a frontage to a classified road unless it is satisfied that:

- (a) where practicable, vehicular access to the land is provided by a road other than the classified road, and
- (b) the safety, efficiency and ongoing operation of the classified road will not be adversely affected by the development as a result of:
  - (i) the design of the vehicular access to the land, or
  - (ii) the emission of smoke or dust from the development, or
  - (iii) the nature, volume or frequency of vehicles using the classified road to gain access to the land, and
- (c) the development is of a type that is not sensitive to traffic noise or vehicle emissions, or is appropriately located and designed, or includes measures, to ameliorate potential traffic noise or vehicle emissions within the site of the development arising from the adjacent classified road.

Clause 104 of the SEPP relates to traffic generating developments. Schedule 3 of the SEPP defines what constitutes a traffic generating development. Before determining a development application for a traffic generating development, the consent authority is required to give written notice of the application to the RTA within 7 days after the application being made and take into consideration any submission that the RTA provides in response to that notice within 21 days after the notice was given.

## **Consideration**

In accordance with clause 104 and Column 2 of Schedule 3 of the SEPP, the proposed development is defined as a traffic-generating development. The Roads and Traffic Authority (RTA) and the Regional Development Committee have been consulted in the planning of the project. The issues raised by the RTA have been outlined under the heading "submissions". The

Preferred Project (as amended by recommended conditions of approval) now incorporates the RTA's requirements.

### **AD.3 State Environmental Planning Policy No 55 Remediation of Land**

SEPP 55 is applicable to the proposal. The relevant provisions of the SEPP include:

#### **Clause 7 - Contamination and Remediation to be Considered in Determining Development Application**

- (1) A consent authority must not consent to the carrying out of any development on land unless:
  - (a) it has considered whether the land is contaminated, and
  - (b) if the land is contaminated, it is satisfied that the land is suitable in its contaminated state (or will be suitable, after remediation) for the purpose for which the development is proposed to be carried out, and
  - (c) if the land requires remediation to be made suitable for the purpose for which the development is proposed to be carried out, it is satisfied that the land will be remediated before the land is used for that purpose.

#### **Consideration**

A Stage 1 Environmental Site Assessment (prepared by Environmental Investigations Services) has been submitted in support of the proposal. Site investigations and testing were undertaken over of the site to be developed. The site assessment included performance of a site inspection, review of historical site use, including an examination of aerial photographs and a review of geology and groundwater conditions. The study concluded that the assessment of historical information and inspection of the property and surrounding locality did not indicate any obvious on site activity that could be expected to generate significant soil contamination.

The study further concluded that the results of laboratory tests on selected soils samples were less than the adopted health-based site assessment criteria.

### **AD.4 Orange Local Environmental Plan 2000 (amended)**

Orange LEP 2000 is applicable to the site. The relevant provisions of the LEP include:

#### **Clause 2 Aims of plan**

The aims of this plan are to:

- (a) encourage development which complements and enhances the character of the City,
- (b) provide for a range of development opportunities which contribute to the social, economic and environmental resources of the City in a manner that allows present and future generations to meet their needs by implementing the principles for ecologically sustainable development,
- (c) conserve and enhance the water resources on which the City depends, particularly water supply catchments,
- (d) manage rural land as an environmental resource that provides economic and social benefits for the City,
- (e) provide a range of housing choices in planned urban and rural locations to meet population demands,
- (f) recognise and manage valued environmental heritage, landscape and scenic features of the City,

- (g) manage development in the vicinity of major industry and utilities for the benefit of the community,
- (h) improve accessibility within and around the urban area of Orange by providing for traffic relief routes.

Clause 8 of the LEP requires that before determining an application for consent to development, Council shall give consideration to such matters listed therein that are of relevance.

The matters that are of relevance to this proposal are:

- (a) the potential of the development to impact upon
  - (i) water quality of water bodies, and
  - (ii) the ability of rural land to be used for primary production , and
  - (iii) soil resources, and
  - (vi) existing vegetation, native flora and fauna, and
- (b) the cumulative impact on the environment of:
  - (i) the development, and
  - (ii) other development in the vicinity of the proposed development, and
- (c) the impact on the scenic, landscape or urban character of the area, and
- (d) the impact of the development on energy conservation, and
- (e) the impact of the development on waste generation.

### **Clause 13 - Sewage Disposal (in part)**

Before determining an application for consent to development that will result in the generation of sewage or other effluent, consideration shall be given by the consent authority to:

- (a) whether the site of the proposed development should be connected to public sewerage facilities and, if so, whether the land is capable of being connected to public sewerage facilities either now or in the future

### **Clause 16 - Contaminated Land**

- (1) Before the consent authority determines an application for consent to development on land which has been identified to the satisfaction of the consent authority as being contaminated land or in the consent authority's opinion is likely to be contaminated land:
  - (a) the type and extent of the land contamination must be identified to the satisfaction of the consent authority, and
  - (b) a plan for remediation must be prepared according to the contamination identified on the land to the satisfaction of the consent authority.
- (2) When consent is granted to development on land subject to this plan, conditions may be imposed which:
  - (a) require further investigation, sampling and testing of the site area, and
  - (b) require remediation to be carried out to an appropriate standard, and
  - (c) require evidence that remediation has been carried out in accordance with the plan of remediation and to the appropriate standard.
- (3) Nothing in this clause affects the application of State Environmental Planning Policy No 55 - Remediation of Land.

## **Clause 24 - The Zones (in part)**

Clause 24 of the LEP provides that prior to determining an application for consent under this plan the consent authority shall consider how the development meets:

- (a) the general aims of the LEP, and
- (b) the specific objectives of the zone in which it is proposed to be carried out, and
- (c) any other relevant objectives and requirements of the LEP.

## **Clause 29(1) General Controls for Zone 1(a) General Farming Zone**

The objective of zone 1(a) is to provide for an area with an open rural character comprising agriculture, other primary industries and development consistent with a rural location, and which includes some rural living opportunities that do not reduce the potential for productive primary industries.

## **Clause 76 - Consideration of Development Affecting Heritage Items or Heritage Conservation Areas**

Clause 76 of the LEP states:

- (1) When determining a development application required by this Part, the consent authority shall take into account the extent to which the development would have an impact on the heritage significance of heritage items or heritage conservation areas.
- (2) The consent authority may decline to grant consent for development in respect of a heritage item designated in Schedule 8 as having "national", "State" or "regional" significance until it has considered a conservation management plan, explaining the heritage significance of the item and the impact of the proposed development on the significance of the item and its setting.
- (3) Before granting a consent for demolition of a building required by this Part, the consent authority shall consider a plan or description of any building which is proposed to take the place of the building to be demolished.

## **Consideration**

The following comments are provided in consideration of the relevant provisions of Orange LEP 2000 (amended):

- The proposed development is consistent with the aims of the LEP.
- Pursuant to Orange Local Environmental Plan 2000 (amended), the site is zoned 1(a) General Farming. The proposal is defined as a "hospital", "motel", "child care centre", "housing for aged or disabled persons", "restaurant", "shop", "health consulting rooms" and "residential units".

Pursuant to clause 86:

***"Hospital"** means a building or place used for the purpose of providing professional health care services (such as preventative or rehabilitative care, diagnosis, medical or surgical treatment, care for people with disabilities, psychiatric care or counselling and services provided by health care professionals) to people who are admitted as in patients (whether or not out patients services are also provided), including any:*



- (a) *ancillary facilities for the accommodation of nurses or other health care workers, ancillary shops or restaurants and ancillary accommodation for persons receiving health care or for their visitors, and*
- (b) *facilities situated in the building or at a place and used for educational or research purposes, whether or not they are used only by hospital staff or health care workers and whether or not any such use is a commercial use,*

*and includes a building or place that is used exclusively as a day surgery or day procedure centre.*

**"Motel"** *means a building or buildings used for overnight or short term accommodation of travellers and their vehicles whether or not meals are also provided to those travellers or the general public.*

**"Child care centre"** *means a building or place which is used (whether or not for profit) for the purposes of educating, minding or caring primarily for pre-school children (whether or not the children are related to the owner or operator)*

**"Housing for aged or disabled persons"** *means residential accommodation that may take any building form, which is or is intended to be used as housing for the permanent accommodation of aged persons or disabled persons.*

**"Residential units"** *means three or more dwellings (which may be attached or detached) on a single allotment of land, whether or not the allotment is to be subdivided.*

**"Health consulting rooms"** *means a room or a number of rooms in a building used to provide professional medical treatment or health care services to members of the public*

**"Restaurant"** *means a building or place, the principal purpose of which is the provision of food to people for consumption on the premises, whether or not take-away meals are also provided and includes a café, tea rooms coffee shop and the like.*

**"shop"** *means a building or place used for selling items, whether by retail or auction, or for hiring or displaying items for the purpose of selling or hiring, but does not include a building or place specifically defined elsewhere in the LEP.*

Development comprising a hospital, motel and restaurant are permissible with the consent in the 1(a) General Farming Zone, pursuant to clause 29(2)(b). The proposed residential units, housing for aged and disabled, child care centre, shops and health consulting rooms are prohibited within the Zone. Under section 75J(3) of the Act, the Minister is able to approve the carrying out of project that is part permissible and is therefore able to consider the concept plan and projects. The proposed uses of the site are supported in principle by the Orange Sustainable Settlement Strategy that has been endorsed by Orange City Council. The content of the strategy will be utilised to inform future strategic decisions in relation to this land.

- The objective of the 1(a) General Farming Zone is:

*"to provide for an area with an open rural character comprising agriculture, other primary industries and development consistent with a rural location, and which includes some rural living opportunities that do not reduce the potential for productive primary industries."*

Whilst some components contained within the overall concept plan are considered to be inconsistent with the objectives of the zone, it is consistent with the land use table and the desired future character of the site as articulated in the adopted Sustainable Settlement Strategy

for the City. The Sustainable Settlement Strategy identified the potential for the subject land and surrounds be developed for residential development in conjunction with the redevelopment of the Orange Base Hospital. The Sustainable Settlement Strategy will form the basis of future strategic planning decisions for the City and will be used to inform the new comprehensive LEP for Orange.

- The proposal involves the development of a state-of-the-art private health medical facility, which will meet the private health needs of the City and surrounds.
- The proposed development will not have adverse impact on the City's water resources.
- The subject land is located on the periphery of the City and is adjacent to the Bloomfield Hospital and the recently approved Orange Base Hospital redevelopment.
- The project has been designed to complement the heritage buildings on the adjoining Bloomfield Hospital site, which is listed as having State significance under the provisions of Orange LEP. The site is located in the vicinity of the Bloomfield Hospital, which is listed on the NSW Heritage Register as an item of State Heritage Significance. In addition, Bloomfield Hospital, specifically "Nymagee Lodge" (the main administration building); the entry gateway, Elm Avenue and grounds are listed in Schedule 8 of Orange LEP 2000 as items of State and local significance.
- The concept plan has been designed to minimise any impacts of the proposed private hospital campus on the listed items which adjoin the subject land, including their significance, curtilage and setting. This has been achieved through the provision of large setbacks to Forest Road, providing complementary plantings along boundaries of the site, limiting the development to two storeys with the exception of a three-storey element at the main entrance of the hospital and selection of building materials that complement the character of historic buildings whilst implementing modern contemporary construction techniques.
- Public transport is not currently available to the site; however, the Proponent will liaise with local public transport providers in order to establish regular services.
- The site is a disused drive-in theatre that has fallen into disrepair and no agricultural industries will be displaced as part of this development. Current grazing enterprises on adjoining properties are unlikely to be adversely affected by the development proceeding. The proposed development will not result in a loss of productive agricultural land.
- The development will be connected to the reticulated sewerage system, pursuant to Clause 13 of the LEP.
- A Stage 1 Environmental Site Assessment has been submitted in support of the proposal. Site investigations and testing were undertaken over the subject site to be developed. The Environmental Site Assessment indicates that the site is not subject to significant contamination and is suitable for the proposed development, pursuant to Clause 16 of the LEP.
- A number of measures are included in the Instrument of Approval to minimise and/or mitigate potential impacts of the development.

#### **AD.5 Orange Development Control Plan 2004**

Orange Development Control Plan 2004 is applicable to the site. The relevant provisions of the DCP include:

- Part 2 Natural Resource Management

- Part 6 Rural Development
- Part 13 Heritage
- Part 15 Car Parking

**Consideration**

The proposed development is not inconsistent with the planning outcomes contained within Part 2 Natural Resource Management and Part 6 Rural Development. An assessment of the development against the planning outcomes relating to Part 13 Heritage and Part 15 Parking has been assessed in the main report.

## **APPENDIX E. ENVIRONMENTAL ASSESSMENT REPORT AND PREFERRED PROJECT REPORT**

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A copy of the Proponent's Environmental Assessment Report and Preferred Project Report by JBA Planning Consultants is attached on disc.