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23 April 2007



The Honourable Frank Sartor MP  
The Minister for Planning  
c/o Department of Planning  
Level 1  
23-33 Bridge Street  
SYDNEY NSW 2000

Attn: Oliver Klein

Dear Minister,

### **PROPOSED PRIVATE HOSPITAL, FOREST ROAD, ORANGE**

This submission has been prepared by JBA Urban Planning Consultants Pty Ltd on behalf of Forest Road Syndicate Pty Ltd, the proponent of the proposed Orange Private Hospital at Forest Road, Orange.

The purpose of this submission is to request that the Minister:

1. Form the opinion under Schedule 1, Part 18 of the Major Projects SEPP 2005 that the proposed Orange Private Hospital and associated health precinct development is a "major project" to which Part 3A of the Environmental Planning and Assessment Act 1979 applies, and
2. Authorise the proponent to submit a concept plan for the proposal.

If the Minister agrees to the above, it is requested that:

3. The Director-General of the Department of Planning issues the requirements for the preparation of an Environmental Assessment Report to accompany the Concept Plan for the proposed development and a concurrent Project Application for the first stage of the proposal being the private hospital.

This submission includes:

- an outline of the proposal;
- an outline of the current planning framework for development on the site;
- a preliminary assessment of the environmental issues associated with the proposed development; and
- a summary of consultation held to date with Orange City Council.

### **1.0 PROJECT OUTLINE**

Preliminary indicative plans of the proposed hospital and associated development, prepared by Cox Richardson, are included at **Attachment A**. The following outline of the project includes:

- Project objectives;
- Project description; and
- Site description.

### 1.1 Project Objectives

The development of the Orange Private Hospital is an opportunity to further strengthen the role of Orange as a regional centre for medical provision, training and excellence, building on the services to be provided at the recently approved Orange Base Hospital on the adjoining Bloomfield site.

The private hospital will form the centrepiece of a “non-institutional” health precinct that over time will also include motel, residential and associated facilities. The new private hospital will supplement the services to be provided at the new base hospital and assist in generating further employment and training opportunities and retention of medical expertise in regional NSW.

**The proponent is seeking to submit a Concept Plan to establish up front justification for the proposed uses and layout of the overall health precinct development on the site. The Concept Plan will establish the environmental parameters for the health precinct and seek approval for the general location and development footprints within the site.**

**Concurrently, the proponent will seek Project Application approval for the private hospital component as the first stage of the overall development. The Project Application will address the detailed design of the private hospital and be consistent with the concept plan for the wider precinct.**

Detailed design of the other various components of the development will be addressed in future Project or Development Applications within the overall Concept Plan framework.

### 1.2 Site description

The site of the proposed health precinct is located 3.5km to the South of the Orange CBD on Forest Road (see **Figure 1** in Attachment A). The site is bounded Forest Road and Bloomfield Hospital to the east/south east, to the south is an existing isolated retail premises and to the north and west the site is bounded by generally cleared farmland.

The site is legally described as Lot 1 in DP 549856. It has a total site area of approximately 6 hectares. The site is generally flat with a gentle fall towards the creek to the north west. The highest point on the site is on the south east corner at RL 913.5 falling to RL 908 on the north west corner of the site – a fall of approximately 5.5 metres over approximately 150 metres. The site currently contains a disused outdoor cinema and associated infrastructure and is largely cleared with significant hardstand areas.

### 1.3 Project description

The proposed health care precinct Concept Plan for the Forest Road site will include:

- The Orange Private Hospital;
- a 60 room “medi” motel;
- short and medium term accommodation for hospital staff and students etc;
- long term dwellings / apartments;
- Lodge / Hostel for patients and families of patients;
- childcare facilities; and
- gymnasium.

A preliminary plan showing the layout of development on the site is at **Figure 2** in **Attachment A**.

The proposed Orange Private Hospital Project Application involves the construction of a 60 bed private hospital over 3 levels with a gross floor space of approximately 8000m<sup>2</sup> including:

- Radiation Oncology/Cancer Centre;
- Medical consulting rooms;
- Aged Care;
- Diagnostic – Radiology;
- Diagnostic – Pathology;
- Supporting ancillary retail and support services, including a pharmacy;
- Car parking; and
- Landscaping and infrastructure service upgrades.

Preliminary drawings of the proposed private hospital configuration are at **Figure 3** in **Attachment A**.

## 2.0 PART 3A CRITERIA

Group 7 'Health and public service facilities', Part 18 'Hospitals' of Schedule 1 of the Major Projects SEPP states:

- (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 proposed Orange Private Hospital is consistent with the above criteria with regard to the services it will provide. The private hospital component of the proposal will have a capital investment value of approximately \$23 million and therefore meets the SEPP criteria as a major project.

## 3.0 CURRENT PLANNING FRAMEWORK

The following planning instruments and DCPs are relevant to the proposed development.

- State Environmental Planning Policy 11: Traffic Generating Development;
- State Environmental Planning Policy 55: Remediation of Land;
- State Environmental Planning Policy (Major Projects) 2005;
- Orange Local Environmental Plan 2000;

- Orange Development Control Plan 2004; and
- Draft Orange Development Control Plan;

The relevant provisions of the Orange LEP 2000 are set out in **Table 1** below. As can be seen from the table, some of the proposed uses on the site are currently prohibited in the 1(a) General Farming 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. It should be noted that the proposed uses on the site are supported by the Orange Sustainable Settlement Strategy that has been endorsed by Council and will inform future zoning decisions in the city. This is discussed further in Section 4.1 below.

**Table 1:** Relevant provisions Orange LEP 2000

Issue	Standard
Zone	1(a) General Farming
Permissible uses	The Hospital, motel and hostel accommodation, medical consulting rooms (where ancillary to the hospital)
Prohibited uses	Residential (at proposed densities), childcare, seniors living
Height	No specific controls
Floor Space Ratio	No specific controls

#### 4.0 PRELIMINARY ENVIRONMENTAL ASSESSMENT

The information below has been prepared to assist the Director-General in identifying the general requirements and key environmental issues to be addressed in the Environmental Assessment Report that will accompany the Concept Plan application and the concurrent Orange Private Hospital Project Application. A range of specialist studies are being undertaken as part of the proposal. The key environmental considerations associated with the proposed Concept Plan for the health Precinct are as follows:

- site suitability;
- transport and access;
- infrastructure connections and upgrades;
- built form and visual impact;
- social and economic benefits; and
- cumulative impacts of the precinct with the adjoining Orange Base Hospital development.

Other issues that will be addressed include:

- demolition and construction management;
- waste management;
- mobility and access;
- energy efficiency;
- acoustic impacts;
- heritage and archaeology impacts;
- flora and fauna impacts;
- bushfire; and
- BCA compliance; and

In addition, the concurrent Project Application will address these issues, where relevant, in the context of the detailed design for the private hospital component.

#### 4.1 Site suitability

The site is situated within an area zoned 1(a) General Farming under Orange Local Environmental Plan 2000. The private hospital and a number of other uses including the motel and hostel accommodation are permissible with consent in this zone. The proposed residential development, seniors living and childcare facilities are prohibited. Under Section 75J(3) of the Act, the Minister is able to approve the carrying out of a project that is part permissible.

Tables of Compliance with the relevant controls will be prepared with any future application and will provide a detailed assessment of the proposed development against the provisions of the controls identified above.

The Orange Sustainable Settlement Strategy was endorsed by Council in 2004. The Strategy follows an investigation into Orange's urban land needs for the next 20 years, including an assessment of urban land supply and demand, infrastructure capacity, city form and structure and urban constraints. The Strategy will inform future zoning for the city and surrounds. Council's report and recommendations on the Strategy relating to the site are in **Attachment B**.

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 however acknowledges that there is short term potential for a limited urban role associated with the development of the new base hospital. A plan showing the site within LU11 is shown at **Figure 4** in **Attachment B**.

Following the exhibition of the strategy, Council endorsed the recommendation that:

*planning commence immediately to define the feasibility of, and urban form for, establishing a hospital "suburb" within Land Unit 11.....as indicated in the Structure Plan.*

The proposed uses for the Forest Road site are therefore consistent with Council's future strategic planning for the city and in particular the South Development Areas. Discussions are currently taking place with Orange City Council regarding the appropriate zoning provisions to apply to the site in the new Template LEP.

#### 4.2 Transport and access

A transport and access report will be undertaken that will address traffic generation, car parking provision, service and delivery movements, ambulance access and parking and public transport provision. Preliminary discussions have already been held with Orange City Council and the RTA regarding access arrangements for the proposal. The study will also consider cumulative impacts of the proposal with the adjacent Orange Base Hospital, including its approved access arrangements.

#### 4.3 Infrastructure connections and upgrades

##### *Stormwater management*

The site is currently not serviced by Council's stormwater system and there is no known stormwater infrastructure within the area. The site currently drains overland to an area called Rifle Range Creek Crown Reserve to the west. Stormwater management will either

be by way of piped discharge to Crown Reserve or on-site detention and disposal either by absorption or harvesting for re-use. The local climate provides some limitation to on-site disposal due to average rainfall levels exceeding average evaporation rates. These issues will be addressed in the environmental assessment.

#### *Sewerage*

The site is not served by Council's sewer system and the closest existing sewer infrastructure (100m to the north of the site) is at capacity. Construction of a new sewer is proposed for completion later this year. The system will extend to the new Orange Base Hospital. A 200m extension of this line would service the site, albeit with the requirement for pumped discharge.

#### *Water supply*

Orange City Council is the water authority for the area. The site is currently not connected to the town water supply and the closest existing infrastructure would not have the required capacity. A new water main to the area is proposed to be completed mid-year and it is expected that this service, to be extended along the western side of Forest Road will be located in proximity of and have adequate capacity to serve the proposed hospital's domestic and fire requirements.

#### *Electricity*

There is currently overhead 11kV supply in Forest Road that is connected to a kiosk substation located on the site. Country Energy has advised that two underground 11kV feeders are being constructed in Forest Rd for completion in the next 12 months. One feeder is dedicated to the new base hospital. The other will supply new development in the locality and will have capacity to serve the proposed development.

#### *Gas*

The site is currently not connected to the Orange gas supply however the site is able to be connected to existing gas infrastructure on the south east side of Forest Road.

#### *Communications*

There is existing adjacent Telstra infrastructure, including underground optical fibre systems, able to be connected to development on the site.

### **4.4 Built form and visual impact**

The new buildings will sit comfortably within their context in terms of height and scale and will be generally low rise up to 3 storeys in height. The building form, external materials and surrounding landscaping will be designed to respect the adjoining Bloomfield hospital precinct. Detailed architectural plans and landscaping proposals will be submitted as part of the environmental assessment for the private hospital project application.

### **4.5 Social and economic benefits**

The proposal will have a positive social and economic impact through the provision of much needed inpatient and outpatient services and through synergies with services offered by the adjacent Orange Base Hospital. An assessment of these impacts will be undertaken.

### **4.6 Demolition and construction management**

A disused former outdoor cinema currently exists on the site. Structures associated with this former use will need to be demolished. Consideration of construction management will be undertaken and will include:

- erosion and sediment control measures; and

- site management including the public and pedestrian safety, access points for construction, construction vehicles and storage of materials.

#### **4.7 Waste management**

A development of this nature will generate both common and contaminated waste. An assessment of the waste management facilities and procedures, in particular the treatment of contaminated and pathological waste, will need to be undertaken as part of the environmental assessment for the private hospital project application.

#### **4.8 Mobility and access**

Disabled access within and around the site will be addressed in accordance with the relevant provisions of the BCA and NSW Health Facility Guidelines.

#### **4.9 Energy efficiency**

Energy performance measures will be included to comply with the relevant provisions of the BCA. An Energy Efficiency Performance Report will be need to be included as part of a project approval.

#### **4.10 Acoustic impacts**

Acoustic impacts during construction of the hospital on the adjoining Orange Base Hospital will be considered as part of the assessment. There are not considered to be any significant acoustic impacts associated with the on going operations of the Hospital.

#### **4.11 Heritage and archaeology issues**

No known heritage or archaeological items are on the site. The adjacent Bloomfield Hospital campus however is listed on the State Heritage Register a significant example of a mental health hospital designed according to the philosophies and treatment regimes of the late 19<sup>th</sup> and early 20<sup>th</sup> Century.

#### **4.12 Flora and fauna impacts / landscape**

The site is largely cleared with a large proportion of the site being hard surface associated with the former open air cinema. No known significant flora or fauna exists on the site. There are a number of mature trees on the site that may be worthy of retention (subject to aborist's report).

#### **4.13 Bushfire**

The section 149 Certificate for the site notes that the subject land is not bushfire prone.

#### **4.14 BCA compliance**

The proposed development will need to comply with the relevant provisions of the BCA.

#### **4.15 Cumulative impacts**

Cumulative impacts associated with the construction and operation of the private hospital and the adjoining Orange base Hospital development will be included in the assessment. At this stage it is expected that construction of the proposed private hospital will occur after completion of the Base Hospital development.

### **5.0 CONSULTATION WITH ORANGE CITY COUNCIL**

Preliminary planning for the development has been undertaken in consultation with Orange City Council. This consultation has included:

- Initial briefing with council to explain the overall vision for the site and anticipated uses
- Briefing with council setting out the more detailed planning of the site
- Submission of technical details to council for review by technical staff

Council has expressed support for the proposed private hospital.

Orange City Council has indicated that it proposes to seek delegation of the Director-General's assessment functions for this project, should the Minister form the opinion that it is subject to Part 3A. Council has advised that such functions were delegated in the recent assessment of the new Orange Base Hospital development on the adjacent Bloomfield site. The proponent would support such a request for delegation of assessment functions on the basis that:

- it has developed an excellent working relationship with the Council;
- the assessment will need to address cumulative issues and synergies with the Base hospital which Council, through the previous delegation, can deal with in a consistent manner, and
- Council will be dealing with future local development applications on the site.

## 6.0 CONCLUSION

In conclusion, it is requested that the Minister forms the opinion that the Orange Private Hospital is a development of the kind described in Schedule 1, Clause 18 of the Major Projects SEPP 2005 and therefore, is a 'major project' to be determined under Part 3A of the Act, and if so, the Director General issues the requirements for the preparation of an Environmental Assessment Report to accompany a Concept Plan for the hospital and associated health precinct, and a concurrent Project Application for the private hospital as the first stage of the development.

Should you have any queries about this matter, please do not hesitate to contact the undersigned on 9956 6962.

Yours sincerely,

Gordon Kirkby  
*Associate*

Enc **Attachment A:** Plans prepared by Cox Richardson  
**Attachment B:** Council report and recommendations on the Orange Sustainable Settlement Strategy

cc Mr Bill Mackie  
Mr Andrew Wannan, Orange City Council



# ATTACHMENT A

**Preliminary Plans prepared by Cox Richardson**

# **ATTACHMENT B**

## **Council report and recommendations on the Orange Sustainable Settlement Strategy**