

6.0 PROJECT DESCRIPTION

6.1 The Proposed Works

Concept Plan approval is being sought for the development of the land zoned R2 Low Density Residential and B4 Mixed Use. The proposal for the concept plan is as shown on Figures 8, 9 and 10 and comprises the following:

- The residential subdivision of the land zoned R2 Low Density Residential and associated infrastructure (refer Figure 8) including:
 - Access onto Forest Road through the B4 Mixed Use Zone;
 - Seagull intersection at the intersection to the residential lands with Forest Road;
 - Water Reservoir;
 - Drainage swale; and
 - Local open space.
- The subject land currently consists of 9 lots. A realignment of boundaries is proposed to reduce this to five (5) lots, which will assist the development of the land (refer Figure 9). The proposed lots are aligned with the different land uses.
- The residential subdivision of the R2 Low Density Residential land is proposed to be undertaken in nine (9) stages (refer Figure 10). The proposed timing will be subject to market forces, however the likely release of lots will be in the order of 60 lots per year over a period of approximately 9 years.
- Part 18 Bloomfield Site in Schedule 3 of the Major Development SEPP restricts the amount of retail floorspace in Area 2 to 1,500m². It is requested that this development standard for retail floorspace be amended and increased to 3,500m² to assist in the viability of the retail floorspace. An Economic Impact Assessment has been prepared and is further discussed in Section 7.4.1.

The proposal for Area 2 would be for a neighbourhood centre containing 3,500m² of retail floorspace, which would be anchored by a supermarket of around 2,500m² and supported by 1,000m² of complementary retail specialty floorspace. This could include such uses as a newsagency and a pharmacy. Other compatible uses such as childcare centres or play centres could also be incorporated

6.2 Development Principles

The Concept Plan (Figure 8) and Urban Design Report has been prepared by Annand Alcock and is attached as Appendix 2. The principle ideas behind the design include:

- Conventional residential lots are proposed west of the mixed use lands. A diversity of lot sizes is proposed with the approximate lot yield of 550 lots. The proposed lot mix is as follows:

Table 5 – Proposed Lot Mix

Lot Size	Typical Lot Frontage	Number of Lots
< 500m ²	< 15m	<10% (55 approx)
500m ² -700m ²	16-20m	20% (100 approx)
> 700m ²	20m+	70% (385 approx)
TOTAL		550 (approx)

The variety and choice will provide different price points in housing product, by adopting different lot sizes, densities and housing types.

- The village centre is located on Area 2 of the B4 Mixed Use zone. This will incorporate a local centre with retail uses and act as the main entry to the residential area. The village centre will comprise a supermarket and variety stores.
- The street network has been designed to follow the existing slopes and drainage lines to create visual interest and provide views to open space areas. It also provides a high degree of choice for pedestrians, cyclists and motorists and links to existing transport corridors providing a variety of transport. This includes focus on pedestrian/cycle ways around the central open space corridor and links to Forest Road and to the existing pedestrian networks to the west of the site.
- Sustainable design through street patterns following the existing topography and generally run in a north-south or east west pattern where possible to maximise solar access for individual allotments. Refer also to Appendix 1 - Sustainable Subdivision Design.
- Increase safety through the design of the street network lengths including:
 - Shorter road lengths;
 - Straighter road patterns to increase sight lines;
 - Fronting dwellings onto public open space; and
 - Well lit public spaces.
- Road types have been designed in accordance with Council's requirements. Refer to Appendix 1 – Street Types Plan.
- Land to the north of the subject land and adjoining Forest Road is zoned for Mixed Use development, however it is not able to include any retail floorspace in accordance with the development standards outlined in Part 18 Bloomfield Site of Schedule 3 of the Major Development SEPP. The development of this site does not form part of this Concept Plan application and will be subject of a separate application.
- A large amount of open space to cater for the future residents is proposed. The open space is accessible in walking distance for all allotments. Some dwellings will front onto the open space.

6.3 View Analysis

A View Analysis has been prepared which addresses the main interfaces of the site with the surrounding area. The View Analysis was prepared by Annand Alcock and is attached in Appendix 3. The findings of the View Analysis include:

- Forest Road Entry
 - A new junction is proposed to provide access to the retail and residential areas.
 - Appropriate landscape treatment to be used to promote the intersection as a focal point.
- Interface between the Southern DII site (Orange Agricultural Institute) and the residential area
 - Rear yards of dwellings will adjoin the DII site.
 - A 5 metre planted buffer at the rear of the properties and rear fences are proposed.
- Interface with the western boundary
 - The land to the west of the site has been identified as future residential land in the Sustainable Settlement Strategy.
 - An existing transmission easement runs along the western boundary.
 - A 20m setback is proposed for the dwellings from the easement.

- Interface with the Private Hospital and Carmen sites
 - Dwellings will not face onto these sites, which are under separate private ownership.
 - Rear yards will adjoin these lots.
 - Rear yards will be fenced and tree screened.
- Interface with northern DII lands
 - The northern lands are retained by DII
 - Views to Mt Canobolas will be retained from DII's lands.
 - Dwellings will face onto the private open space area.

6.4 Staging of the Project

Based on professional development advisory and market research advice obtained by Department of Industry and Investment (DII), it is anticipated that lot release of the development will commence no earlier than the second half of 2012, with a release rate of approximately 60 lots per annum over a period of approximately 9 years.

State Property Authority on behalf of the DII met with Orange City Council on Tuesday 3rd August to discuss servicing staging and infrastructure provision generally. From that meeting and earlier discussions, Council agreed that with some minor upgrades, there is capacity in the existing servicing infrastructure to accommodate 180 lots immediately. The lots will be able to be serviced for potable water by an interim upgrade to the supply system, probably consisting of an upgrade to the Forest Road pump station (funded by DSPs) and a lead-in main from Forest Road to the site (developer funded).

Subject to investigations currently being undertaken by Council, a further interim upgrade to the system (as identified in Geolyse's December 2009 Report), which includes the construction of a 300mm main along Forest Road and a new reservoir, would probably need to be implemented to service the next 180 lots. The full upgrade for the DII site as identified by Geolyse is likely to be required for the remaining lots within the development.

In order to achieve a practical and cost effective expenditure of Council funds which is appropriate for development rates and allows a timely delivery of infrastructure, the developer of the site will need to work pro-actively with Council in order to explore strategies for potable water servicing beyond the first 180 lots. This may include consideration of options such as alternative supply points identified by Council's re-modelling of the system, pumping water from the on-site dam to the Gosling Creek Dam for treatment and potable use, managing runoff from DII's dam into the downstream catchment to optimise the volume available for downstream collection in Council's downstream harvesting system and optimising the use of rainwater tanks on site so as to limit potable demand.

Therefore after discussion with Council regarding the servicing delivery and DSP charges, there is currently adequate servicing for the land release until the latter half of 2015 based on predicted sales rates. Beyond 2015, Council has advised that there will be a requirement to upgrade the services, mainly potable water and that these upgrades have been quantified by preliminary studies by Geolyse commissioned jointly by Council and DII and would be funded from DSP charges. Notwithstanding the ongoing required servicing requirements, DII believe there is scope to work with Council to ensure that the service provision is delivered in the most cost effective manner.

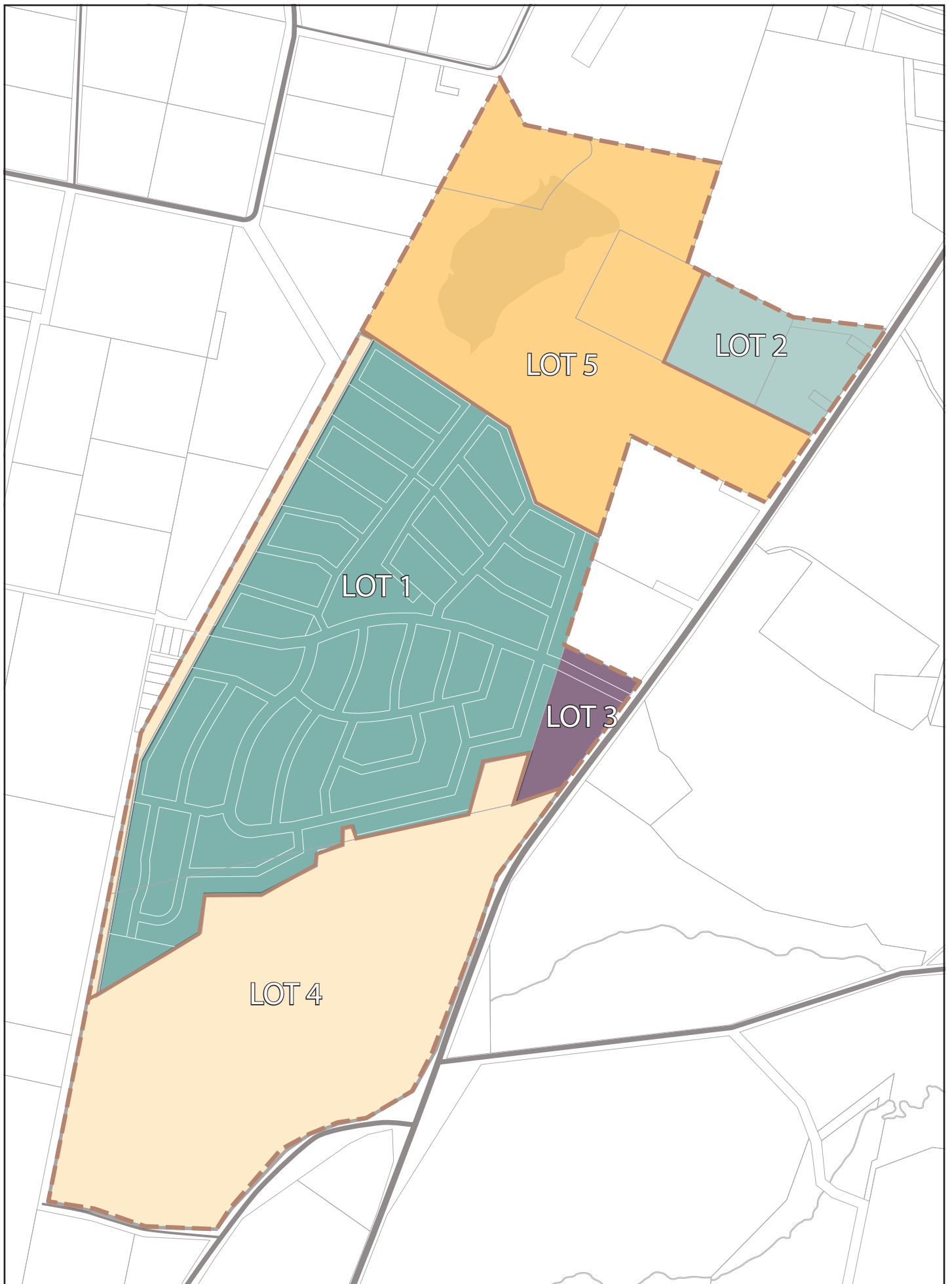
The B4 zoned land in the northern part of the site will be subject to separate investigations. This is mainly due to the potential contamination of part of this area of the site (refer Section 7.4.4). Further investigations will assist in determining the future use of the site. The future use of this part of the site will be in accordance with the land uses permissible in the B4 Mixed Use zoned under the Major Development SEPP. The intent of the B4 Mixed Use Zone for this site as determined in the State Significant Site Study is to incorporate mixed land uses, which enable residential and other non residential activities, which are compatible with the existing and proposed institutional, education and research and medical uses along Forest Road.



South Orange DII Site
FIGURE 8: CONCEPT PLAN

1:10000 @ A4

0 100 200m



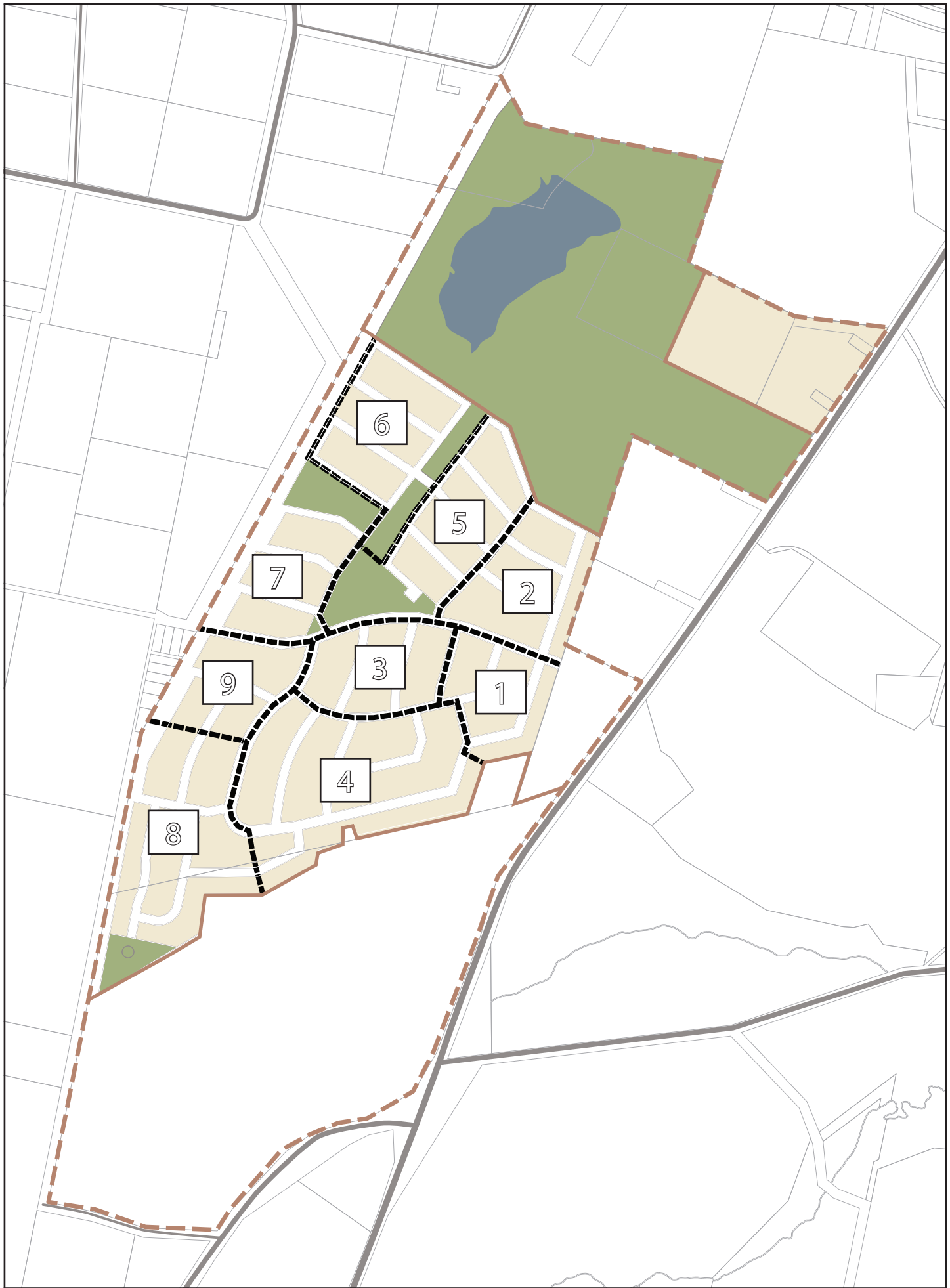
South Orange DII Site

FIGURE 9: BOUNDARY ADJUSTMENT PLAN

1:10000 @ A4

0 100 200m





South Orange DII Site
FIGURE 10: STAGING PLAN

1:10000 @ A4 0 100 200m

7.0 PLANNING CONSIDERATIONS

7.1 NSW State Plan

The NSW Government's State Plan (2006) outlines that strong rural and regional economies are critical to achieving the overall prosperity of NSW. The State Plan also advises that it wants regions to be positioned to take advantage of emerging industries where high quality, stable staff and reasonably priced land are key commercial drivers. Urban environments can be improved through having jobs closer to home and housing affordability.

The site is located in an area that comprises significant employment opportunities including the Agricultural Institute, TAFE, the proposed Bloomfield Hospital redevelopment and the proposed private hospital. It is particularly important to provide housing within close proximity of such uses as hospitals given the shift work that is often undertaken at these places of employment.

One of the priorities of the State Plan is Housing Affordability. The State identifies that its target to assist in improving housing affordability in regional areas is to provide at least 300,000 new dwellings over the next 25 years, with an increased rate of infill development. The release of this land for residential and mixed use will assist in meeting this target.

7.2 Environmental Planning & Assessment Act

Matters for consideration in determining a development application under clause 79C of the EP&A Act are addressed below:

(1) *Matters for consideration—general*

In determining a development application, a consent authority is to take into consideration such of the following matters as are of relevance to the development the subject of the development application:

(a) the provisions of:

(i) any environmental planning instrument, and

(ii) any proposed instrument that is or has been the subject of public consultation under this Act and that has been notified to the consent authority (unless the Director-General has notified the consent authority that the making of the proposed instrument has been deferred indefinitely or has not been approved), and

(iii) any development control plan, and

(iiia) any planning agreement that has been entered into under section 93F, or any draft planning agreement that a developer has offered to enter into under section 93F, and

(iv) the regulations (to the extent that they prescribe matters for the purposes of this paragraph), that apply to the land to which the development application relates,

(b) the likely impacts of that development, including environmental impacts on both the natural and built environments, and social and economic impacts in the locality,

(c) the suitability of the site for the development,

(d) any submissions made in accordance with this Act or the regulations,

(e) the public interest.

The relevant environmental planning instruments, development control plans and proposed planning instruments as outlined in subclause (1)(a) are addressed under the relevant heading below. Subclauses (1)(b) to (1)(e) are addressed in Sections 8 and 9.

7.3 Regional Strategies

7.3.1 Western NSW

A Regional Strategy has not been prepared for Western NSW to date. However, the Department of Planning states that it seeks a sustainable future for the western regions by:

- Creating investor confidence and promoting economic development in the right locations;
- Protecting valuable natural and built resources; and
- Helping to build stronger rural and regional communities.

The Department also states that its particular challenges in planning for Western NSW are to:

- Support sustainable agriculture;
- Conserve valuable natural resources;
- Foster new settlement and development in suitable locations;
- Encourage jobs and services;
- Minimise land use conflict; and
- Achieve social planning outcomes with the limited resources available to local councils.

The proposed residential and mixed-use development will assist in creating a village node, which will support the existing and future community and employment facilities that have already been commenced or proposed within this immediate area.

7.4 State Environmental Planning Policies

7.4.1 State Environmental Planning Policy (Major Development) 2005

The subject site was zoned R2 Low Density Residential and B4 Mixed Use by Part 18 Bloomfield Site of Schedule 3 of the Major Development SEPP (Refer Figure 4). Part 18 also outlines the objectives for each of the zones as follows.

- (1) *The objectives of Zone R2 Low Density Residential are as follows:*
- (a) *to provide for the housing needs of the community in a low density residential environment,*
 - (b) *to enable other land uses that provide facilities or services to meet the day to day needs of residents.*

The Concept Plan for the R2 Zone provides an opportunity for a diversity of housing to meet the needs of the community. This includes a subdivision pattern that allows a range of lot sizes. Local open space is also provided within walking distance of the residential allotments. The road network has been designed to incorporate public bus transport and cycleways are provided and connect to the existing cycleway network in the locality.

- (1) *The objectives of Zone B4 Mixed Use are as follows:*
- (a) *to provide a mixture of compatible land uses,*
 - (b) *to integrate suitable business, office, residential, retail and other development in accessible locations so as to maximise public transport patronage and encourage walking and cycling.*

Area 2 of the Bloomfield site is proposed as a Village Centre to provide services for the proposed future residents as well as the existing surrounding development. The Village Centre adjoins the residential allotments and the main access to the residential area is through the Village Centre. It is in close proximity to the majority of the dwellings and can be easily accessed by walking or by cycle. This main entry point has been designed to allow access by public transport.

Development standards provided under Part 18 Bloomfield Site of the Major Development SEPP and compliance with these development standards are outlined in Table 6.

Table 6 – Development Standards

Development Standard	Compliance
Land may be subdivided with consent	
Adjustment to a boundary between lots does not require development consent where it does not involve the creation of a greater number of lots.	The proposed boundary adjustment will align with the development parcels and reduces the number of allotments from nine (9) to five (5) lots and complies.
Minimum lot size – 450m ²	The subdivision layout allows a minimum lot size of 450m ² .
Maximum height of buildings – 9 metres	Buildings will not exceed the 9m height limit.
FSR – 0.5:1	Development will meet the FSR requirements.
Maximum Retail Floorspace Area 1 – Nil	No retail development is proposed in Area 1.
Maximum Retail Floorspace Area 2 – 1,500m ²	The Concept Plan proposes an increase of retail floorspace to 3,500m ² . This is further discussed below and in Section 9.1 and in appendices 4 and 5.
Provision of public utility infrastructure	Public infrastructure can be provided. Refer Section 9.10 and appendix 10 for further information.

The proposal is generally in accordance with the development standards, however a deviation is proposed in relation to clause 16 of Part 18, which imposes restrictions in relation to the retail floorspace in the B4 Mixed Use Zone as follows:

- *To provide opportunities for retailing in Zone B4 Mixed Use that will not adversely affect the economic sustainability of Orange CBD;*
- *To set a maximum retail floor space for development in Area 2;*
- *To prohibit retail premises in Area 1;*
- *Retail floor space for all development on land in Area 2 must not exceed 1,500m².*

It is understood that a maximum retail floor space was imposed to ensure that the proposal does not adversely impact the sustainability of the Orange CBD. At the time, there was not any detailed economic analysis undertaken to determine what would be an appropriate amount of retail floorspace for the site. After the gazettal of the State Significant Site, the Department of Industry and Investment separately commissioned an Economic Impact Assessment to investigate the market scope and sales potential for a proposed retail facility at South Orange.

The Economic Impact Assessment prepared by Pitney Bowes Business Insight dated October 2009 and attached in Appendix 4 addresses:

- the local and regional context;
- details of the trade area likely to be served;
- the competitive environment;
- the market scope and the suitability of the current 1,500 m² retail cap; and
- considers the economic effects of the proposed development on other retailers within the Orange Region.

It concludes that the appropriate retail floorspace for this area should be 3,500m² for it to provide appropriate services to meet the needs of the existing and future resident, worker and visitor populations. A convenience store of 1,500m² or less would not be sufficiently large enough to provide the range of shopping needs and services required. Whilst there will be an impact on other retail outlets, the levels of impact projected will not threaten the ongoing viability of the existing or future expansion of retail facilities in the region.

The Economic Impact Assessment was provided to Orange City Council. Council advised that it had reservations in relation to the increase in the retail floorspace. A meeting was held on 26 March 2010 with Council and Council's Economic Consultant and the Landowner's Representative, State Property Authority and its consultants including Mitcham Nelson and Pitney Bowes Business Insights. A number of points were raised and a further report has been prepared by Pitney Bowes Business Insight in response to these issues. This report is attached as Appendix 5.

Orange Council's consultant outlined five topics that needed to be further addressed including:

- The extent of the trade area likely to be served by the proposed development;
- The optimal timing of the proposed development;
- The longer term potential for retail development in South Orange;
- The sales potential for the proposed development; and
- Consideration of the cumulative impact of the proposed development upon the Orange CBD, assuming a proposed supermarket development in North Orange also proceeds.

The Economic Impact Assessment dated May 2010 addresses these issues as follows:

1. Extent of Trade Area

The extent of the trade area has been reduced to exclude certain suburbs as requested by Council's consultant, although, it is still expected that these residents will use the proposed facility. Nevertheless, even without these residents, it is believed that the proposed facility will still be supportable on the remaining trade area population, which will be 7,415 persons by 2021.

2. Optimal Timing of Proposed Development

The optimal timing of the proposed facility is 2012. This is based on the development of the adjoining residential development as well as the proposed growth of significant employment lands, which are currently being upgraded or developed.

3. Longer Term Potential for Retail Development

The proposed development is located on Forest Road, which is a major north south access route for employment generating lands including the Cadia Mine further south. It is also located close to existing and future employment lands as well as the Bloomfield residential lands and is an appropriate location. This does not preclude the provision of retail land elsewhere in South Orange, however co-locating retail development with these facilities will contribute towards the demand.

4. Sales Potential

Whilst the forecast sales density is below the average, there are many successful supermarkets that operate below this average and still operate profitably.

5. Cumulative Impact

It is highly unlikely that the retail facilities at North Orange and South Orange will be completed at exactly the same time and therefore significantly impact upon the Orange CBD. Also, each facility will serve a completely separately and distinct trade area.

Clause 17 of Part 18 of Schedule 3 of the Major Development SEPP allows exceptions to development standards for Part 3A projects as follows:

- (1) A development standard imposed by this or any other environmental planning instrument on development that is part of a project to which Part 3A of the Act applies, and is in the Bloomfield site, does not apply to that development if the Director-General is satisfied, and issues a certificate to the effect, that:*
 - (a) compliance with the development standard is unreasonable or unnecessary in the circumstances of the case, and*
 - (b) there are sufficient environmental planning grounds to justify exempting the development from that development standard.*
- (2) In deciding whether to issue a certificate, the Director-General must consider:*
 - (a) whether contravention of the development standard raises any matter of significance for State or regional environmental planning, and*
 - (b) the public benefit of maintaining the development standard, and*
 - (c) any other matters required to be taken into consideration by the Director-General.*

It is requested that the standard to restrict the retail floorspace in Area 2 of the Bloomfield site be increased from 1,500m² to 3,500m². The following outlines the justification to increase the retail floorspace.

- A facility of 3,500m² will support the Southern Urban Growth Area, which includes residential and other employment lands as the facility will be at a convenient location;
- As outlined in the Economic Impact Assessment, a 1,500m² retail facility is not viable. Therefore it is unlikely that such a facility will be developed on this site;
- A convenience store of 1,500m² or less would not be sufficiently large enough to provide a comprehensive range of food and groceries to cover the weekly shopping needs of residents;
- A facility of 3,500m² will compete to a limited degree with the facilities provided within the Orange CBD, however it is not considered to significantly impact on the centre; and
- The proposed facility will not compete with the North Orange facility as it is servicing a different trade area;

7.4.2 SEPP (Infrastructure) 2007

Forest Road (MR245) is a Classified Regional Road. Subdivision 2 of the Infrastructure SEPP outlines requirements for development in or adjacent to road corridors. Clause 101 of Subdivision 2 outlines objectives for development that has a frontage with a classified road as follows.

101 Development with frontage to classified road

- (1) The objectives of this clause are:*
 - (a) to ensure that new development does not compromise the effective and ongoing operation and function of classified roads, and*
 - (b) to prevent or reduce the potential impact of traffic noise and vehicle emission on development adjacent to classified roads.*
- (2) The 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.

The B4 Mixed Use zoned land adjoins Forest Road. The R2 Residential zone land is located further to the west and adjoins the B4 Mixed Use zone. The Village Centre will provide a transition area between the residential lands and Forest Road. The Concept Plan proposes a road off Forest Road to provide access to the residential and retail development in the south of the subject site. Individual access to the buildings or dwellings is not proposed from Forest Road.

A Transport and Accessibility Impact Assessment has been prepared by Colston Budd Hunt & Kafes Pty Ltd and is attached as Appendix 6. The traffic assessment states that a seagull intersection is the appropriate form of works to provide access to the development from Forest Road. It also concludes that the proposed development will have minimal impact on the operation of the surrounding road network. This also takes into consideration the current and future proposed developments within the South Orange area.

Clause 104 of Subdivision 2 outlines requirements for traffic generating development. Dependent on the size of the future buildings and/or subdivision of land, further consultation may be required with the RTA. However, as outlined above the traffic assessment has concluded that the surrounding road network will be able to cater for the additional traffic at a satisfactory level of service. Further, consultation has occurred with the RTA and the RTA will continue to be provided information as part of this application.

7.4.3 SEPP 44 – Koala Habitat Protection

The Flora and Fauna review prepared by C Bower and attached in Appendix 7 states that the study area is not 'core' Koala habitat.

7.4.4 SEPP 55 – Remediation of Land

A Preliminary Site Investigation was undertaken by Environmental Earth Sciences CWNSW and is attached in Appendix 8. The purpose of the investigations was to evaluate the potential for soil contamination as a result of past and present onsite or offsite activities. The investigations included a desktop study, historical review, site inspection and soil sampling.

The contamination investigations identify a low potential for contamination on Lots 147, 134 and 2 from soil analysis, which are located to the north east of the site. However, the report concludes that the results were all below DEC (2006) health based soil investigation guidelines for standard residential use with garden/accessible soil. These lots are considered suitable for residential and commercial development.

The investigations also concluded that Lot 179 has contaminated soils. Lot 179 is also located in the north east of the site and was used as the night soil depot. The soils exceed both the DEC (2006) health based soil investigation guidelines for standard residential use with garden/accessible soil, and the commercial/industrial criteria. Further investigations are required on this lot to determine the contamination and remediation measures if required. This is confined to the area zoned B4 Mixed Use in the north east of the subject site and does not impact upon the proposed residential areas or the proposed Village Centre to the south of the subject site.

The development of the land to the north east will form part of a future application and will require the necessary investigations to be undertaken at that time.

7.5 Orange Local Environmental Plan 2000

Part 18 Bloomfield Site of Schedule 3 of the Major Development SEPP repeals the Orange Local Environmental Plan 2000 for this site.

Orange City Council is currently preparing its new Principal LEP. The LEP is based on the Sustainable Settlement Strategy for Orange. Further discussions and meetings have been held with Orange City Council in relation to possible applicable zones for the site to be included in its new LEP. In particular, the B4 Mixed Use Zone and the restriction of retail floorspace in Area 1. Orange Council proposes not to include a B4 Mixed Use zone in its new LEP and therefore proposes a B2 Local Centre zone for Area 2, which permits retail floorspace amongst other land uses. It is currently determining an appropriate zone for Area 1 given that retail floorspace is restricted and therefore a B2 Local Centre or B4 Mixed Use zone may not be applied. Suitable land uses have been provided to Council and it is currently determining an appropriate zone for Area 1. Refer also to correspondence to and from Orange City Council in relation to the zoning of this land attached in Appendix 9.

7.6 Orange Sustainable Settlement Strategy

As a consequence of the exhibition of the Sustainable Settlement Strategy, submissions relating to the south of Orange recognised the relationship of the area to the proposed Bloomfield Hospital. Land Unit 11, extending from Forest Road to Lysterfield Road, was identified for urban residential in the Sustainable Settlement Strategy. As a result, Council resolved a planning review of the feasibility of, and urban form for, establishing a hospital “suburb” within Land Unit 11 and part of Land Unit 10 as indicated in the Structure Plan. The land identified as Land Unit 11 on the subject site is located to the north of the water catchment boundary.

The Sustainable Settlement Strategy states that Orange has had a steady population growth and is expected to continue to grow in the medium to long term as it has a varied economic base to support its population. Urban development is concentrated within the Orange City Centre with growth beyond this boundary. Expansion of residential lands in the City of Orange is limited and the Settlement Strategy identified key constraints, including:

- *‘water catchment areas affecting most of the land to the south and east of the city;*
- *fertile agricultural lands to the south and west of the city and buffer areas around agricultural activities;*
- *buffer areas around industrial areas (particularly those situated to the north and north east of the city);*
- *ridgelines, scenic quality areas and environmentally sensitive areas;*
- *areas which are either currently developed for residential or rural residential development, or which are required for institutional or special use purposes; and*
- *areas for which the cost of servicing would render urban development uneconomic.’*

A study of the land managed by the DII at South Orange was undertaken by Peter Andrews + Associates Pty Ltd (2007) to consider the future urban potential, with the intention of informing Orange Council's review of its Local Environmental Plan. The future use of the DII's land is particularly significant given that work on the Orange Bloomfield Hospital opposite on Forest Road has commenced and in addition, a proposal for a new Orange Private Hospital was approved as a Part 3A matter under the Environmental Planning & Assessment Act 1979.

The Sustainable Settlement Strategy and related Structure Plan prepared on behalf of Orange Council in 2004 identifies opportunities for urban expansion in South Orange. The northern section of the DII land outside the water catchment is identified within land unit LU-11.

Orange Council has advised that the Sustainable Settlement Strategy has been recently updated, however it has not been formally adopted by Council and therefore cannot be released.

7.7 Orange Development Control Plan 2004

The following provides an assessment of the proposal against the relevant controls in the various chapters of the Orange Development Control Plan 2004.

Table 7 – Council's Development Standards

Development Standard / Requirement	Compliance
Residential Subdivision	
Lot Sizes Standard Lots - > 500m ² Cottage Lots - > 350m ² and < 500m ² Townhouse Lots 250 – 350m ²	The majority of lots will be standard lots with only approximately 10% having a lot size of less than 500m ² .
Lots are orientated to optimise energy-efficiency principles.	Streets run north-south or east-west where possible to maximise preferred lot orientation.
New roads are planned according to modified grid layouts with restrained use of cul-de-sac roads.	The Concept plan incorporates a connected street layout that offers a high degree of choice for pedestrians, cyclists and motorists. No cul-de-sacs have been incorporated in the design.
Local open space is provided along creek corridors to create open space linkages for environmental conservation and social interaction.	A 40m open space corridor has been created along the drainage network to manage water and connect the local open space with the existing dam in the north on DLI's landholdings. The corridor is edged by streets and contains cycle and pedestrian pathways connecting the open space areas.
Cycle and pedestrian ways to link the area to major open space networks and activity centres.	Cycle and pedestrian ways have been incorporated and link up to the existing networks to the west and along Forest Road.
Lots below 500m ² indicate a mandatory side setback to provide for solar access and privacy.	Lots less than 500m ² will be minimal and all lots are greater than 450m ² . A side setback can be incorporated into the design if required for solar access.
Up to 25% of new subdivisions comprise small lots in dispersed locations.	Approximately 10% of the R2 Residential zone will comprise small lots. Residential development can also be provided in the B4 Mixed-Use Zone and could include smaller dwellings.
Lots are fully serviced and have direct frontage/access to a public road.	Lots will be fully serviced and all lots have a direct frontage onto a public road.
Neighbourhood Character	
Site layout and building design enables the: - creation of attractive residential environments with clear character and identity; - use of site features such as views, aspect, existing vegetation and landmarks.	The Concept Plan has been based generally on the same principles as the traditional grid development of the Orange CBD, where a connected street layout has been provided. The plan carefully follows slopes and drainage and allows views of open space and the surrounding mountains.
The streetscape is designed to encourage pedestrian access and use.	The road network has been designed to create safe, low speed and walkable streets incorporating footpaths on all streets, footpaths/cycleways at edge of open space corridors and relatively short lengths of streets between intersections.
Security	
The site layout enhances personal safety and minimises the potential for crime, vandalism and fear.	As noted above, the road network has been designed to be low speed and create a walkable environment. Lots have been orientated so that dwellings will face onto the streets and open space areas.

Development Standard / Requirement	Compliance
	Open space areas are fronted by edge streets.
Stormwater	
On-site drainage systems are designed to consider: - downstream capacity and the need for on-site stormwater retention, detention and re-use; - scope for on-site infiltration of water; - safety and convenience of pedestrians and vehicles; - overland flow paths.	The streets generally follow the topography to facilitate easy drainage. Stormwater will be harvested on site and recycled for use by DII's Agricultural Institute.
Provision is made for on-site drainage, which does not cause damage or nuisance flows to adjoining properties.	On-site drainage is proposed and will not impact on adjoining properties.
Erosion and Sediment Control	
Measures implemented during construction to ensure that the landform is stabilized and erosion is controlled.	Erosion and sedimentation mitigation measures will be implemented throughout construction phases in accordance with Council's requirements.
Business Services Areas	
Clearly demonstrate that the development will not detract from the role of the CBD as a regional centre.	The Economic Impact Assessment (Appendices 4 and 5) demonstrates that the proposed retail floorspace of 3,500m ² will not significantly impact on the Orange CBD.

8.0 CONSULTATION

Consultation with Government agencies was undertaken by Peter Andrews + Associates Pty Ltd as part of the State Significant Site Study, which included:

- Orange City Council;
- NSW Roads and Traffic Authority;
- NSW Department of Planning, Heritage Branch;
- The then NSW Department of Primary Industries;
- The then Department of the Environment and Climate Change NSW;
- NSW Health; and
- The various utility providers.

Agencies were then consulted by the Department of Planning during the public exhibition period of the State Significant Site Study. Further, agencies have been consulted by the Department of Planning in the preparation of the DG's Requirements.

Further consultation has been undertaken by the study team after the receipt of the Director General's requirements including:

- Various meetings and discussions have been held with Orange City Council in relation to:
 - Increase of the retail floorspace from 1,500m² to 3,500m²;
 - Servicing requirements for the development;
 - Servicing costs and development contributions;
 - Subdivision layout and intent;
 - Traffic impacts;
 - Seagull intersection treatment on Forest Road;
 - The status of the new DLEP and the Sustainable Settlement Strategy; and
 - Appropriate zones and land uses for the current B4 Mixed Use zones.
- Discussions with the RTA in relation to traffic impacts and the proposed seagull intersection treatment on Forest Road.
- Relevant service providers.
- The Department of Environment, Climate Change and Water who advised that it was consulted as part of the preparation of the DG's Requirements, which adequately address the areas under its responsibility and therefore does not have further comments to make.
- Further consultation was not undertaken with the Department of Transport & Infrastructure, however the Transport and Accessibility Impact Assessment addresses the requirements outlined in the Department's letter to the Department of Planning as part of the consultation for the DG's Requirements.

9.0 ENVIRONMENTAL ASSESSMENT

9.1 Economic Impact Assessment

As identified in Section 6.4.1, Schedule 3, Part 18 Bloomfield Site of the Major Developments SEPP requires that the Retail floorspace of Area 2 of the B4 Mixed Use Zone does not exceed 1,500m². The Economic Impact Assessments attached in Appendices 4 and 5 conclude that a 1,500m² retail facility will not be viable in South Orange and nor will it significantly impact on the Orange CBD. Therefore, it is requested that this deviation from this development standard be supported and that a retail facility of 3,500m² be approved.

9.2 Social and Community

The Orange Community Profile states that the average dwelling occupancy in 2006 was 2.48 persons. Therefore, the proposed residential component may have a population of 1,364 persons if the total of 550 residential lots are realised.

The unemployment rate for Orange was 5.9% in 2006, which was similar to the unemployment rate for New South Wales. ID Profile's analysis of the jobs held by the resident population in Orange City in 2006 shows that the three most popular industry sectors were:

- Health Care and Social Assistance (2,229 persons or 14.5%);
- Retail Trade (1,985 persons or 12.9%); and
- Manufacturing (1,543 persons or 10.0%)

In combination, these three industries employed 5,757 people in total or 37.5% of the employed resident population. The next popular industries included Education and Training (8.5%) and Public Administration and Safety (7.5%).

The subject site is located in South Orange, where the Sustainable Settlement Strategy identifies the potential for a 'Hospital Suburb' based on the facilities that are proposed or have been developed. A range of employment lands including the Orange Bloomfield Hospital, Orange Agricultural Institute, Orange TAFE and the Cadia Mine are all located in South Orange. The Orange Bloomfield Hospital is undergoing a significant expansion program currently under construction. As outlined above, these industries are amongst the larger employers in Orange.

The development of the residential subdivision and Village Centre in the South Orange area will provide opportunities for additional employment industries and provide a range of housing within close proximity of the employment lands.

Further, the Orange CBD is only 3.5km north of the subject site.

The development of the Concept Plan will provide a range of social and community benefits including:

- The subdivision layout provides a high degree of choice for pedestrians, cyclists and motorists;
- Provision of internal pedestrian and cycle pathways linking to existing pathways along Forest Road and the western boundary;
- Creation of safe, low speed and walkable streets;
- Provision of a local park and open space corridors within walking distance of the majority of dwellings;
- Potential for a range of dwelling sizes to meet future demand;
- Housing will front onto streets and open space maximising surveillance of public areas; and
- The development of the adjoining Village Centre will provide services to the residents as well as employment opportunities.

A range of facilities are also within close proximity to proposed development including:

- Primary and High Schools, with two schools located just to the north of the subject site;
- Child care centres;
- Hospitals and medical centres;
- Open space including Sir Jack Brabham Park, the Bloomfield Country Club Golf Course and Gosling Creek Reserve, which are all connected to the site by the pathways along Forest Road.

9.3 Agricultural Land

The DII landholdings fall within two catchments. Urban development is constrained in the southern catchment because it lies within the Orange City water supply catchment. Land within the northern catchment has been rezoned for urban development as it is relatively free from constraint. Currently, the stormwater runoff from the site is collected in the existing dam to the north of the subject site and in the ownership of DII.

The dam provides an important water source to the Orange Agricultural Institute's crops to the south of the subject site. However, DII has advised that the dam does not currently provide sufficient water supply. The dam is retained by DII and will continue to provide water for irrigation purposes to the Institute. The Engineering Report prepared by Cardno and attached in Appendix 10 proposes a design that will enable all runoff from the site to be directed to the dam. The Engineering Report concludes that the additional stormwater runoff generated from the development will become a valuable resource with its benefits being:

- *Reduced demand on potable or other water supplies by the DPI for irrigation use;*
- *Improved viability and therefore value of the research facilities; and*
- *Reduced ecological impact on the dam by the reduced frequency with which the dam is drawn down to very low levels.*

Further the agricultural land used by the Orange Agricultural Institute is located on the southern side of the existing Institute's buildings, which adjoins the residential zoned land. A buffer area will be provided along the interface with the Orange Agricultural Institute.

Land to the west of the residential zoned land comprises various sized parcels of rural zoned land. However, the Sustainable Settlement Strategy has identified this land as future residential land. There is an existing paper road and transmission easement along the western boundary of the site. Further, the Concept Plan proposes a 20m setback for residential landuses from the transmission easement. This will create a significant buffer between the rural lands to the west of the subject site.

As outlined in the Engineering Report, the subject site will not impact on the surrounding development as all stormwater runoff will be directed to the existing dam, which will be beneficial to the Agricultural Institute.

9.4 Ecological Sustainable Development

The development will incorporate ESD principles. As outlined above, rainwater harvesting and reuse will be undertaken utilising the existing dam. This will assist the operations of the Orange Agricultural Institute in accessing additional water for irrigation purposes.

As outlined in the Engineering Report (Appendix 10), the concept design will provide a number of features that will directly or indirectly result in gains in energy efficiency and waste minimisation including:

- Orientation of lots to optimise solar access;
- Incorporation of natural drainage systems instead of piped drainage;
- Reuse of material on site to minimise waste and reduce vehicle trips;
- Design results in a balance of cut and fill;
- Chip and reuse of cleared vegetation on site;
- Reuse of cleared vegetation will assist in erosion and sedimentation measures; and
- The incorporation of the above measures will also assist in reduced the number of vehicle movements during construction.

9.5 Transport and Accessibility Impacts

A Transport and Accessibility Impact Assessment was prepared for the Concept Plan by Colston Budd Hunt & Kafes Pty Ltd (Appendix 6) and addresses the increase of traffic from the proposed development as well as existing and future development within the area. The report concludes that the surrounding road network will be able to cater for the additional traffic at a satisfactory level of service.

Further, the Concept Plan has been designed to provide a transport choice for future residents including the provision of pedestrian and cycle pathways linking to existing regional pathways. The road network has also been designed to increase connectivity and provide appropriate roads to allow a public bus transport route.

9.6 Soil and Water

The Engineering Report prepared by Cardno and attached in Appendix 10 concludes that its investigations demonstrate that practical solutions can be implemented for the proposed Concept Plan.

Rainwater will be harvested and reused. A Site Water Balance was prepared to determine an estimate of the additional volume of water that may be available for harvesting and reuse by DII for irrigation purposes. It is estimated that an additional 30% increase of water could be available although this may be reduced with the installation of rainwater tanks for individual dwellings. However, this additional water will significantly benefit the Agricultural Institute's irrigation practices, as the current dam levels are not sufficient.

The impacts of the overall water regime will also be minimised due to:

- Where possible, water is being directed to swales, bio-filtration systems and a natural channel through the centre of the site to provide an opportunity for infiltration;
- Natural drainage patterns are generally being maintained; and
- Most of the water directed to the dam will be recirculated back into the local groundwater system via irrigation and the containment of water in the dam.

Consideration of potential flooding was undertaken as part of the Engineering Report. The modelling indicated that the 1 in 100 year flood flows (both currently and with the effects of climate change) could be accommodated within the proposed channels.

9.7 Heritage

An assessment of the cultural heritage issues of the site has been prepared by Susan McIntyre-Tamwoy and is attached as Appendix 11. The assessment identifies that the land that is subject to development as part of this Concept Plan Application is restricted to disturbed land and that it is unlikely that intact Aboriginal objects will exist in this area.

9.8 Biodiversity

A Flora and Fauna Study was undertaken by Florasearch in April 2008 and is attached in Appendix 7. This study indicated that the DII's landholdings maintains flora and fauna that is significant, predominantly in the remnant forest and woodland areas surrounding the dam in the north. It further stated that this area be excluded from development apart from the use of the dam by DII for irrigation purposes and the possibility of a future access road. This area does not form part of the Concept Plan application.

9.9 Bushfire

Orange City Council publicly exhibited draft Bushfire maps for its Local Government Area in 2009. The maps have not been adopted, however Orange Council has advised that the maps are fairly accurate. Figure 7 Bushfire Map shows that part of the north eastern parcel known as Area 1 of the B4 Mixed Use zone land is bushfire prone land. This area of the subject site does not form part of this Concept Plan. A bushfire assessment will be undertaken for the type of land use(s) that will be developed on this site, which will be part of a separate application.

The Bushfire prone land is separated from the subject area by the dam and lands held by the DII. The Concept Plan also incorporates an edge road along the boundary of this land with the proposed development.

9.10 Utilities and Services

Cardno's Engineering Report (Appendix 10) outlines the availability of services as follows:

Table 8 – Utility Provision

Utility	Comments	Service Provider
Water Supply	A separate report commissioned by Orange City Council confirms that water supply can be provided to the site.	Orange City Council
Sewerage	A separate report commissioned by Orange City Council confirms that sewerage can be provided to the site.	Orange City Council
Electrical Supply	Sufficient electrical supply will be provided to the site via two proposed feeders being provided to the Bloomfield Hospital. These two feeders have sufficient capacity to service approximately 800 lots.	Country Energy
Telecommunications	Provision of broadband "Fibre to the Premises" can be provided.	Telstra
Gas Services	Alinta has advised that the gas supply will probably require upgrades and this will be dependent on an agreement to be entered into between the developer and Alinta.	Alinta

9.11 Noise

The proposed residential development is to be undertaken in nine (9) stages with the retail development undertaken as a separate stage. The residential development is not adjacent to Forest Road. Land under separate ownership and the proposed Village Centre will act as a buffer to the residential development from Forest Road.

There will be some noise impacts during construction of the development, however construction will only be undertaken in accordance with the Environmental Protection Authority's and/or Council's requirements as outlined below. Construction will not be undertaken outside of these hours.

Construction work will be undertaken in accordance with the provisions of the Environmental Protection Authority's Environmental Noise Control Manual – Guidelines for Construction Noise as identified below:

- Australian Eastern Standard Time (AEST): Monday to Sunday 7.00am to 6.00pm
- Australian Eastern Daylight Time (AEDT): Monday to Sunday 6.00am to 8.00pm

All work is to be carried out in accordance with Work Cover Authority requirements. The area subject to work is secure and will continue to be, to protect the public from the works.

10.0 DRAFT STATEMENT OF COMMITMENTS

The following table outlines the Draft Statement of Commitments for the Concept Plan for the Bloomfield site.

Table 9 – Draft Statement of Commitments

Subject	Commitments	Responsibility	Timing
1.0 General	The development proposal is in accordance with the Environmental Assessment Report (June 2010) prepared by Peter Andrews + Associates Pty Ltd.	Department of Planning	Concept Plan Approval
2.0 Staging	Staging of the development will be in accordance with the staging of works set out in the Staging Plan.	Department of Planning	Concept Plan Approval
3.0 Development Contributions and Works In Kind	The entering into a Voluntary Planning Agreement with Orange Shire Council or the payment of appropriate development contributions to be determined for works, which are required for the development.	Council and Proponent	Prior to commencement of works
4.0 Design	Detailed design to be generally in accordance with the Concept Plan documentation.	Proponent	To provided as part of any future application
5.0 Statutory Requirements	Project Approval or construction certificate is to be issued prior to the commencement of any works.	Department of Planning	Project Application Approval
6.0 Construction	A Construction Environmental Management Plan is to be prepared incorporating the ESD principles and incorporation of soil and water management measures as outlined in the Engineering Report.	Consent Authority	Prior to the issue of Project Approval
	Construction work will be undertaken in accordance with the provisions of the Environmental Protection Authority's Environmental Noise Control Manual – Guidelines for Construction Noise as identified below: Australian Eastern Standard Time (AEST): Monday to Sunday 7.00am to 6.00pm Australian Eastern Daylight Time (AEDT): Monday to Sunday 6.00am to 8.00pm	Proponent	During construction works
7.0 Roadworks and Traffic Management	Design and construction of intersection works at the entry to the development with Forest Road to be a seagull intersection. To be designed in liaison with Orange City Council and RTA.	Orange City Council /RTA	Prior to the issue of Project Approval
8.0 Utility Services	Provision of internal water, sewer, electrical, gas and telecommunication services for the proposed development.	Relevant Utility Authority	Prior to Subdivision Certificate for each stage

11.0 CONCLUSION

11.1 Suitability of the Site

This Environmental Assessment indicates that development proposed within the subject area can be achieved on the site with minimal environmental, social or economic impacts. Measures have been incorporated or are proposed in the design to minimise impacts including:

- The land is zoned for the proposed land uses;
- Incorporation of an economically viable Village Centre to provide employment opportunities and convenience services to the future residents and workers within the area;
- The area subject to the development is generally clear of vegetation;
- The subdivision pattern has been designed to maximise solar access, implementation of safety by design measures, provides connectivity to proposed and existing open space and community facilities and a choice of travel options to ensure a safe and well designed environment meeting expectations of its future residents and workers;
- ESD principles have been incorporated into the design including the harvesting and reuse of the stormwater through the existing dam and operations of the Orange Agricultural Institute; and
- The increase in vehicular trips within this area will not impact significantly on the level of service of the surrounding road network.

11.2 Cumulative and Risk Assessment

A detailed site analysis has been undertaken for the project as part of this Environmental Assessment and previously as part of the State Significant Site Study. Supporting specialist studies have also been undertaken including:

- The Economic Impact Assessment determines that a retail facility comprising 3,500m² on Area 2 of the B4 Mixed-use zoned land will not have a significant impact on the Orange CBD. It does states that if the floorspace is not increased from 1,500m² to 3,500m², its commercial viability would be questionable as it would not be able to meet the needs of the future residents and could only potentially satisfy the needs of hospital staff and visitors. There is the risk that development will not go ahead in the Village Centre or that future buildings remain empty, as there is not suitable floorspace to provide the convenience needs of the future residents and existing and future workers within the area.
- Transport and Accessibility Impact Assessment which addresses the cumulative traffic impacts from this proposed development as well as the surrounding developments and concludes that the road network will continue to operate at a satisfactory level.
- The Engineering Report addresses the onsite water balance and impacts on groundwater from the proposed development including the harvesting of the stormwater and reuse by the Orange Agricultural Institute for irrigation and concludes that impacts on the overall water regime will be minimised through the implementation of the measures outlined in its report. It also recommends the preparation of a construction management plan, which has been included to be undertaken at the appropriate time in the Draft Statement of Commitments.
- The impacts of construction works, e.g. noise, air and pollution will be minimised through the staging of the proposed subdivision and Village Centre and the incorporation of mitigation measures such as soil and erosion controls and hours of construction work that will form part of any future detailed application for the works.

11.3 Justification for the Project

The subject site is well located, close to existing and future employment opportunities, as well as health, educational and recreational facilities. The land identified for development purposes in this assessment will provide residential and a local centre and will assist in the establishment of a 'hospital' suburb, supporting the existing and future medical and educational uses of the area. This will not only assist the economic development of Orange through the creation jobs and services, but also establish new residential development in a suitable location that encompasses existing and future facilities to support population growth.

The proposed residential and retail development will assist in creating a village node, which will support the existing and future community and employment facilities that have already been commenced or proposed within this immediate area. The increase in the retail floorspace to 3,500m² will enable sufficient convenience services to be provided to the surrounding resident and worker populations and will not have a significant impact on the viability of the Orange CBD.

The supply of residential land along with other compatible mixed uses in an area of existing and future significant employment opportunities will assist in meeting State Government objectives of providing affordable housing and jobs closer to home.

Along with the Orange Bloomfield Hospital, and existing physical and social infrastructure, the site provides a logical catalyst for the creation of a new residential community at South Orange. It provides an opportunity to create a sustainable urban area with an excellent mix of jobs, housing and services located in close proximity to each other.

The NSW Government's *State Plan* (2006) outlines that strong rural and regional economies are critical to achieving overall prosperity of NSW. The State Plan also advises that it wants regions to be positioned to take advantage of emerging industries where high quality, stable staff and reasonably priced land are key commercial drivers. Urban environments can be improved through housing affordability and having jobs closer to home.

The site is located in an area that comprises significant employment opportunities including the Agricultural Institute, TAFE, the Orange Bloomfield Hospital redevelopment and the proposed private hospital. It is particularly important to provide housing within close proximity of such uses as hospitals given the shift work that is often undertaken at these places of employment.

One of the priorities of the State Plan is housing affordability. The State identifies that its target to assist in improving housing affordability in regional areas is to provide at least 300,000 new dwellings over the next 25 years, with an increased rate of infill development. The release of this land for residential and mixed use will assist in meeting this target.

The proposal is in the interest of the public as outlined above.

REFERENCES

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