

Department of Planning, Housing and Infrastructure

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Redmond Place Precinct, Orange

Finalisation Report

March 2025





Acknowledgement of Country

The Department of Planning, Housing and Infrastructure acknowledges that it stands on Aboriginal land. We acknowledge the Traditional Custodians of the land, and we show our respect for Elders past, present and emerging through thoughtful and collaborative approaches to our work, seeking to demonstrate our ongoing commitment to providing places in which Aboriginal people are included socially, culturally and economically.

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1 Introduction

1.1 Overview

In response to the need for more homes in NSW, the Department of Planning, Housing and Infrastructure (the Department) introduced the Rezoning Pathways Program. The Rezoning Pathways Program aims to deliver strategically important rezonings, of state or regional significance, to increase housing supply to meet the needs of NSW's growing population.

In particular, the Social and Affordable Housing Program was introduced in May 2024. The proposed development of the Redmond Place Precinct (the Precinct) was nominated under this Program by Landcom as it responds to the need for housing, and met the key criteria of the program, as follows:

- delivers housing in a regional area;
- delivers public benefits;
- consistent with State policies and land use strategies;
- contributes to affordable housing; and
- supported by existing infrastructure.

The development of Redmond Place Precinct will enable the delivery approximately 330 new homes including a variety of diverse housing. If approved, the Precinct will be rezoned under the Orange Local Environmental Plan (LEP) 2011 and will:

- enable the development of Council-owned land to deliver a mix of housing typologies including affordable housing and private market dwellings;
- provide a street layout to create an accessible, connected, pedestrian friendly, safe suburb; and
- enable the delivery of open space and recreation outcomes by proposing new, well located and connected green spaces and parks and shared pathways, improving landscaping and providing tree coverage across the Precinct.

An Explanation of Intended Effect (EIE) for the Redmond Place Precinct, the rezoning proposal and supporting technical studies were exhibited between 21 October 2024 to 18 November 2024. No public submissions or objections were received. However, five submissions from Government agencies were received.

This Finalisation Report documents the consultation process and the way feedback raised in the submissions has been addressed to finalise the rezoning.

1.2 Site description

The subject site referred to as Redmond Place Precinct (the Precinct) is located at 3 Redmond Place, 154 Lone Pine Avenue and 5255 Mitchell Highway (Bathurst Road), Orange. The Precinct comprises of three lots (see *Figure 1*) and covers an area of 24.3 hectares. The lots include:

- Lot 1 DP, 153167 (4.1ha)
- Lot 6 DP, 1031236 (2.3ha)
- Lot 200, DP 1288388 (17.9ha)

The Precinct is located on the south-east entrance to Orange, 4.4km from the CBD, and adjacent to the suburb of Glenroi. The site is located on the Mitchell Highway (Bathurst Road), the main entrance to Orange from the east.

The Precinct is currently vacant rural land, with the exception of an existing hangar that was previously used for emergency helicopter services. The Precinct is surrounded by rural land to the north, east and south, with existing residential areas directly to the west and bulky goods retailing to the north west. The site is currently zoned part E3 Productivity Support and part C3 Environmental Management.



Figure 1 - Redmond Place Precinct (Source: Urban Design Report, 2024)

Orange is anticipated to receive a steady increase in population growth. The Orange Local Housing Strategy identifies that there will be demand for an additional 6,091 homes over the next 25 years, equating to 244 homes per year in the local government area.

Homes in Orange are generally large, detached dwellings, representing 85% of the existing housing stock in the local government area. There is a lack of affordable housing and diversity in Orange, having many potential flow on effects on the local economy.

Redmond Place Precinct is located on the south-eastern fringe of Orange (see *Figure 2*) and presents as a gateway into Orange from regional centres such as Katoomba in the Blue Mountains and Bathurst. The Precinct will be the first line of housing on entry into Orange.



Figure 2 - Local context (Source: Urban Design Report, 2024)

1.3 Proposed development

The proposed development seeks to enable the delivery of 330 new homes supported by an open space network and infrastructure including a new road and active transport network. The proposed development will provide 20 percent affordable housing to be managed by a community housing provider over 15 years.

The rezoning seeks to map the Precinct as an urban release area, introduce residential and supporting uses and create additional uses for a community building on the site (the existing hanger building).

The proposed rezoning is informed by a Master Plan for the Precinct (see *Figure 3*). The Master Plan sets out the plan to enable the delivery of approximately 330 homes with a mix of housing types including single dwellings, duplexes, townhouses and low-rise apartments. Increasing housing diversity is essential in regional NSW where the predominant housing type is generally low density detached single dwellings. This provides residents with greater housing choice and affordability. The Master Plan includes a requirement for a minimum 20% of affordable housing across the Precinct for lower income earners.

The Master Plan identifies a total of 5.3ha public open space within the Precinct, including linear open space along Mitchell Highway/Bathurst Road and three smaller pocket parks throughout the Precinct. The linear open space along Bathurst Road will provide key shared paths, tree retention and landscaping, and visual and noise buffering for future development along Bathurst Road. This open space is proposed to be zoned R1 General Residential initially and will be later rezoned to RE1 Public Recreation once the subdivision layout is complete. The remaining 2.7ha is to be rezoned RE1 Public Recreation.

Legend	
1	Homemaker precinct
2	Northern Entry Street
3	Existing picnic shelter and toilet block
4	Hangar building
5	Northern park
6	Central park
7	Stormwater basins
8	Southern entry street
9	Drainage swale
10	Wetland
11	Sewer pump station
	Open Space
	Low Density Lots
	Medium Density Lots
	Low Rise Apartments
	Site Boundary



Figure 3 – Redmond Place Precinct Master Plan (Source: Oculus 2024)

1.4 Proposed planning control amendments

The Explanation of Intended Effect proposed a number of changes to enable the rezoning of the Precinct. *State Environmental Planning Policy Amendment (Redmond Place Precinct) 2025* will amend the *Orange Local Environmental Plan 2011* to rezone the Redmond Place Precinct to predominately R1 General Residential, with additional infrastructure land and public open space zonings to support the residential uses. The amendments are summarised below:

Control	Current control	Publicly exhibited control
Zoning	E3 Productivity Support C3 Environmental Management	R1 General Residential (21.5ha) RE1 Public Recreation (2.6ha) SP2 Infrastructure (sewerage system) (0.1ha)
Minimum lot size	100ha for C3 Environmental Management	Lot size removed
Site specific provisions		
Additional permitted uses for hanger site	N/A	Enable artisan food and drink industry, creative industry, function centre and market on the former hanger site that is proposed for community uses
Urban release area	N/A	Map the Precinct as an urban release area
Affordable housing	N/A	Insert a provision requiring 20% affordable housing across the R1 General Residential area to be managed by a community housing provider for 15 years (as shown on the Affordable Housing Map)
Delivery of open space	N/A	Insert a provision ensuring 3ha of public open space is delivered prior to development consent for residential accommodation, noting this open space is initially proposed to be zoned R1 General Residential
Buffer area	N/A	Introduce a narrow buffer area ensuring high quality urban design

along the Mitchell Highway (gateway entrance to Orange) and removing the Codes SEPP applying to the buffer area.

2 Public exhibition

2.1 Public exhibition period

The draft rezoning package was exhibited from 21 October 2024 to 18 November 2024 on the Department's Planning Portal:

<https://www.planningportal.nsw.gov.au/ppr/redmond-place-orange>

The documents exhibited were:

- rezoning proposal (planning proposal);
- supporting technical studies; and
- Explanation of Intended Effect.

During the exhibition period, no community submissions were received. Two comments from government agencies were received during the exhibition period. There were no objections.

Following exhibition, three additional government agency submissions were received from NSW Rural Fire Service, Transport for NSW and Department of Education.

Table 2 - Summary of submissions during exhibition

Submission	Number of submissions
Government agencies	5
Community members	0
Total	5

2.3 Public notice

A media release announcing the state exhibition of the Redmond Place Precinct was issued by the Minister for Planning and Public Spaces on 17 October 2024.

Notice was also placed in the Central Western Daily, advertising of the details of public exhibition on 20 October 2024.

2.4 Notification to landowners

The Department notified all landowners/residents within and also directly adjoining the Precinct in writing. The letter provided details of the exhibition period and invited submissions on the rezoning proposal.

2.5 Notification of key stakeholders

The Department also notified key stakeholders of the exhibition, including Orange Council, State government agencies such as Transport for NSW, Department of Climate Change, Energy, Environment and Water (DCCEEW), Transport for NSW and other relevant stakeholders.

2.6 Community drop-in sessions

Landcom, the applicant for the project held two community drop-in sessions on Saturday 26 October 2024 between 10am and 11:30am and 12:30pm and 2:00pm. A total of 20 people attended the sessions, 19 people at the 10am and 11:30am session and 1 person at the 12:30pm and 2:00pm session, whilst multiple other community members stopped and discussed the proposal, however did not formally register. The Department attended the community drop-in sessions.

3 Submissions summary and response

3.1 Submissions

No public submissions from the community were received during the exhibition period and no significant concerns were raised during the drop-in sessions.

3.2 Advice from agencies

Relevant agencies were consulted during the exhibition process. The Department received submissions from the following Government agencies:

- Environmental Protection Agency;
- Biodiversity and Conservation Science Group within DCCEEW;
- Transport for NSW;
- Department of Education; and
- NSW Rural Fire Service.

This section provides a summary of each agencies feedback and the Department's response.

3.2.1 Environmental Protection Authority (EPA)

EPA's submission did not raise any issues with the proposed rezoning. The EPA provided comments for consideration during the detailed design stage, including noting that the PFAS National Environmental Management Plan (NEMP) is currently being updated to include new guidance and standards, and that the new guidelines will need to be taken into consideration once published.

Department response

The Department notes the EPA's advice and agrees that detailed consideration of PFAS would need to be considered at the development application stage. The proposal would need to be in accordance with current legislative and policy requirements. No change to the rezoning proposal was required to respond to this submission, as these matters will be considered by Council and the next stage of development.

3.2.2 DCCEEW – Biodiversity and Conservation Science Group Division (BCS)

BCS advised it supports the proposed biodiversity avoidance mechanisms including the retention of tree species within the proposed open space areas. Details of biodiversity matters for further consideration in the detailed design stage were provided as well as guidance for a site-specific DCP.

BCS raised that consistency with Objective 5 of the Central West and Orana Regional Plan should be addressed which relates to high environmental value (HEV) land provisions being protected. In addition, BCS sought confirmation that the conservation standards applying to the C3 zoned land will not be reduced, noting that the C3 Environmental Management zone is proposed to be rezoned.

No concerns were raised in regards to flooding.

Department response

The Department notes that the majority of the issues raised can be addressed at the development application stage.

In response to consistency with the Central West and Orana Regional Plan, Landcom has updated the planning proposal to address the protection of high environmental value land (see *Attachment 1*).

The Department acknowledges that by rezoning the land from C3 Environmental Management to R1 General Residential that conservation standards will be reduced as the site is identified for residential development. The site has been identified in both local and regional strategic planning documents for residential development to provide additional housing in the Orange LGA and to address the housing crisis. The loss of conservation standards, on a vacant site predominantly used for grazing will be partially offset by the provision of providing 5.3ha of public open space.

In regards to site specific provisions within the DCP to protect native vegetation, Council is currently drafting a DCP for the Precinct that will consider this feedback. The DCP is anticipated to be placed on exhibition at a later date enabling a further opportunity for comment.

3.2.3 Transport for NSW (TfNSW)

Transport for NSW advised that despite acceptable performance in the SIDRA model for intersection performance, safety risks remains, particularly around proposed seagull configurations. TfNSW advised that future Development Applications are to include a Road Safety Audit (RSA) as per Austroads guidelines.

TfNSW noted that the transport assessment identifies that the Mitchell Highway/Lone Pine Avenue intersection will drop to a Level of Service (LoS) D in the AM peak post-development, while TfNSW requires LOS C or better. At the development application stage, further detail on mitigation measures are required to support this approach. Further consideration at the development application stage is also required around the Mitchell Highway/Redmond Place intersection to understand the impact of additional traffic from the proposed development including proposed community uses.

TfNSW comments that appropriate funding mechanisms must be established prior to rezoning to ensure infrastructure to accommodate the proposed rezoning has been established.

Department response

Landcom has provided further detail to the Department on the matters raised that has informed the Department's assessment. The Department notes that the majority of the issues raised are detailed design issues that Landcom can address at the development application stage in consultation with both TfNSW and Council. The Department is satisfied that these matters can be appropriately addressed at the next stage.

In regards to infrastructure funding, Contributions under s7.11 of the *Environmental Planning and Assessment Act 1979* will apply to the site. In addition Landcom have entered into a Project Delivery Agreement (PDA) with Council for the delivery of the site that details how the development will be staged and infrastructure will be delivered. The Department is satisfied that there are appropriate mechanisms in place to address the funding of infrastructure for the Precinct.

3.2.4 Department of Education (DoE)

The Department of Education identified that demand can likely be met through existing facilities in the area, namely Glenroi Heights Public School and Canabolas Rural Technology High School. DoE noted that consideration of the Movement and Place Framework should inform the delivery of the Precinct, with particular focus on the 'primary schools' indicator.

Department response

The Department notes that the comments raised by DoE can be addressed at the development application stage and that the Movement and Place Framework was considered as part of the proposed rezoning.

3.2.5 NSW Rural Fire Service (RFS)

NSW RFS advised the proposal appears to comply with the standards established by Planning for Bush Fire Protection 2019. Noting also that any future proposals will need to be supported

by a bushfire report which addresses the requirements and demonstrates compliance with Chapter 5 (Residential and Rural Residential Subdivisions) of *Planning for Bush Fire Protection 2019*.

Department response

The Department acknowledges that the comments raised by NSW RFS can be addressed at the development application stage via an appropriate bushfire assessment.

4 Post-exhibition amendments

4.1 Planning control amendments

Following consideration of the agency submissions, the exhibited planning controls for the Precinct are not recommended to be amended significantly following exhibition. Minor clarifications were made to the planning proposal and within the proposed SEPP, however all changes align with the exhibited documents.

Whilst the planning proposal has been updated (*Attachment 1*) to address agency feedback, all of the issues raised by agencies can be addressed at the detailed design and development application stage.

Written amendments

State Environmental Planning Policy Amendment (Redmond Place Precinct) 2025, as per the exhibited rezoning proposal will amend the *Orange Local Environmental Plan 2011* to rezone the Redmond Place Precinct to predominately residential uses. The exhibited planning provisions are summarised in *Section 1.4* of this report.

As exhibited, an affordable housing clause is proposed to be introduced to OLEP 2011 to require 20 percent affordable housing to be delivered across the R1 General Residential zone. The R1 General Residential zone is mapped on the proposed new Affordable Housing map and is to be managed by a community housing provider for 15 years. This is the first project in the local government area to mandate an affordable housing requirement through the proposed LEP controls.

A narrow buffer zone will also be introduced to ensure high quality urban design outcomes along the Mitchell Highway, the gateway to Orange and ensure the existing and desired future character in Council's DCP (once exhibited) are considered. The buffer zone will apply to a narrow area that is offset approximately 27m from the proposed open space zone incorporating the first row of dwellings visible from the Mitchell Highway (see Figure 4). No concerns were raised during exhibition relating to the proposed buffer zone.



Figure 4 – Proposed buffer zone

In addition, to address feedback raised by agencies, Council are currently preparing a draft site-specific DCP for the Precinct for exhibition which will contain further details to guide future development applications and ensure alignment with the Master Plan. This will be publicly exhibited later this year.

Mapping amendments

As per the exhibited rezoning proposal, the following six maps will be amended in the OLEP 2011:

- Land zoning;
- Minimum lot size;
- Additional permitted uses;
- Urban release area;
- Affordable housing; and
- Buffer zone area.

4.2 Department assessment and recommendation

The rezoning proposal for the Redmond Place Precinct has been subject to detailed review and assessment by the Department. As outlined in the Explanation of Intended Effect, the rezoning proposal remains consistent with:

- the Orana and Central West Regional Plan;
- Orange Council's Local Strategic Planning Statement; and
- all relevant SEPPs.

The Department consulted with the following stakeholders during the finalisation process.

It is recommended the Governor makes the draft SEPP under clause 3.29(1) of the Act because:

- an Explanation of Intended Effect outlining proposed instrument has been publicly exhibited;
- issues raised during consultation have been addressed, and there are no outstanding agency objections to the rezoning proposal;
- the proposed SEPP has strategic merit being consistent with Orange LEP 2011 plan and is consistent with the relevant 9.1 Ministerial Directions and State Environmental Planning Policies.

Attachments

Attachment 1 Updated Planning Proposal

Attachment 2 Submissions