

**URBAN  
DEVELOPMENT  
STRATEGY**

**FUTURE  
DIRECTIONS  
&  
STRUCTURE PLAN**

**DUBBO CITY COUNCIL**

**ENVIRONMENTAL SERVICES DIVISION  
STRATEGIC PLANNING BRANCH  
DECEMBER 1996**

Contact: Greg Geoghegan  
Nita Lennon  
Dianne Tucker

This page has been left blank

**DUBBO CITY COUNCIL**  
**URBAN DEVELOPMENT STRATEGY 1996 – 2015**  
**FUTURE DIRECTIONS AND STRUCTURE PLAN**

**Adoption**

The Future Directions Document was adopted by Dubbo City Council as the principal Urban Development Strategy document at its meeting held on the 16 December 1996 (refer clause 96/95 Works and Services Committee meeting held 10/12/96).

**Application**

The plan applies to all land within the "Central District" as shown on page 15 of this document. This Future Directions and Structure Plan Document shall with the other Urban Development Strategy documents shall be the basis for Council's future decisions on development and use of land within the Central District.

**Relationship to Other Plans**

The Urban Development Strategy is designed to implement Council's responsibility under the Environmental Planning and Assessment Act, 1979. Council's Urban Development Strategies and Urban regulatory instruments will act as mechanisms to further implement the concepts and direction of the Urban Development Strategy.

  
.....  
Manager Strategic Planning

  
.....  
Director  
Environmental Services Division

  
.....  
General Manager

**Review:**

This document will be subject to a comprehensive review on a 5 yearly basis. Reassessment of any element of the Strategy may be undertaken at any time but the outcomes must be reconciled with and integrated into the rest of the Urban Development Strategy documents to ensure the consistency and credibility of any resultant policy changes.

This page has been left blank

## TABLE OF CONTENTS

INTRODUCTION.....	8
FUTURE DIRECTIONS.....	8
DUBBO 21 PLAN .....	8
Dubbo City Council's Planning Role.....	11
The Planning Process .....	13
Scope Of The Urban Strategy .....	16
Linkages to Other Planning Functions .....	17
URBAN AREA DEFINITION.....	20
Districts, Sub-Districts & Precincts .....	21
Central District Concept .....	21
Conclusions - Concept Outline.....	21
Central District Structure .....	26
GROWTH .....	29
Growth Logic .....	29
Urban Growth Rates.....	33
RESIDENTIAL DEVELOPMENT.....	35
Purpose.....	35
Market Segmentation .....	36
Lifestyle and Location.....	37
Residential Lifestyles.....	37
Residential Trends in Dubbo .....	40
Council's Dual Role .....	40
The Land Supply Pipeline .....	41
COMMERCIAL DEVELOPMENT .....	43
Commercial Areas.....	43
Purpose.....	43
Commercial Structure.....	44
Overview .....	47
Principles for Commercial Centres.....	48
Central Business District .....	49
Neighbourhood Shopping Centres .....	50
Commercial Strips .....	52
Tourism Precinct .....	54
Concept of a Tourism Precinct.....	56
Single Use Commercial Sites.....	56
Showground .....	56
Recreational Clubs .....	56
Racing Venues .....	57
INDUSTRIAL DEVELOPMENT .....	58
Industrial Areas Strategy .....	59
An Industrial Area is: .....	59
The scope of the Industrial Areas Strategy is potentially:.....	59
Purpose .....	59
The effect of the strategy should be to: .....	60
Industrial Land Supply.....	60
Council as Industrial Land Developer.....	63
Basis for Identifying Future Industrial Land .....	66
Candidate Industrial Areas .....	68
Industrial Infrastructure.....	70

Air Transport Infrastructure .....	71
Rail Transport Infrastructure.....	71
Road Infrastructure.....	71
<b>INDUSTRIAL DEVELOPMENT .....</b>	<b>74</b>
Purpose .....	75
Institutional Areas Concept .....	75
Focus of the Strategy .....	76
<b>RECREATIONAL DEVELOPMENT .....</b>	<b>79</b>
Recreational Study .....	79
Recreational Areas Strategy .....	79
Definition.....	80
Purpose .....	80
Principles for Recreation Development in Dubbo.....	81
Creating an Integrated Recreational Network .....	82
Equity of Current Geographic Distribution .....	83
Methodology .....	83
Conclusions .....	83
Structure of System of Recreational Areas .....	84
<b>URBAN FRAMEWORK AND STRUCTURE PLANS .....</b>	<b>86</b>
Urban Framework.....	86
Future Directions .....	86
Structure Plans.....	86
Utilisation Of Existing Buildings.....	86
North Precinct.....	89
North East Precinct.....	93
Eastern Precinct .....	97
South East Precinct.....	100
South Precinct .....	103
West Precinct .....	107
Central Precinct.....	111
Northern Sub-District.....	115
Eastern Sub-District.....	118
South Eastern Sub-District .....	121
Southern Sub-District .....	124
South Western Sub-District .....	127
North Western Sub-District.....	130

## SUPPORTING DOCUMENTS

Demographic Analysis & Projections	(Dubbo City Council)
1996 Keswick Structure Plan	(Hoynes Wheeler & Thorne)
Keswick Estate	
Geotechnical Reconnaissance Minore Area, West Dubbo	(Barnson)
Geotechnical Reconnaissance Bunglegumbie Area, West Dubbo	(Barnson)
Flood Management Plan	(PPK)
Troy Creek Drainage	(Willings & Partner)
2B Zone Heritage and Management	(Freeman & Collett)
Dubbo 21 Plan	(D Gibbs & Associates)
1996/97 Management Plan	(Dubbo City Council)
Geotechnical Reconnaissance Brocklehurst Area, North Dubbo	(Barnson)
Geotechnical Reconnaissance Eulomogo Creek Area, East Dubbo	(Barnson)
CBD Structure Plan	(Ratio)
State of the Environment Report 1995	(Dubbo City Council)
Dubbo Rural Area Development Strategy 1996	(Dubbo City Council)
Ground water Vulnerability	(DLAWC)
Readymix Quarry Impact Submission	(***)
Road Hierarchy Study	(F Genouii)
Traffic Management Study 1993	(F Genouii)
Traffic Management Study 1996 (in progress)	(F Genouii)
DCC Business Plans	
- Water	
- Sewer	
- Parks and Landcare	
- Community Service	
- Environmental Services	
- Financial Services	
- Section 94 Contribution Plans	
- Section 94 Contribution Policies	

## URBAN STRATEGY

### INTRODUCTION

A strategy describes the means for achieving desirable outcomes. It is a way of creating a preferred future and managing the process of change.

The Urban Development Strategy is a plan describing a desired future direction for the evolution of the city. It describes that future in terms of objectives. Knowing the direction we want to go allows us to consider the actions needed to get us there.

Effective management of the city's growth and development is only possible if clear strategic intentions have been established, and policies and planning controls are designed and applied to pursue those intentions.

The scope of such a strategy must include the viability of the City as an economic community, the quality of the area as a biological environment, the capacity of that community to manage its physical assets and its will to sustain or improve its amenity as a place to live.

The existence of a known strategy will mean the basis and direction of Council's decisions is clearer and better understood. Decisions can then be consistent with the development philosophy and environmental management intentions of the strategy.

### FUTURE DIRECTIONS

This document is one of six, which comprise the Urban Development Strategy. The purpose of this one is to establish an appropriate way of thinking about urban growth in Dubbo. It is the starting point from which the more detailed thematic strategies for managing the Residential, Commercial, Industrial, Institutional and Recreational areas of the City are derived. It does so by addressing the assumptions and philosophies on which the strategy proposals can be based, and sets directions and principles for making detailed policies to manage the physical framework of the City.

### DUBBO 21 PLAN

Underpinning the Urban Development Strategy is the Dubbo 21 Plan. This is a blue print for guiding the economic growth of the City into the 21st Century. It looks to the Urban Strategy as one of the functions of Dubbo City Council essential to enabling the economic initiatives of the Dubbo 21 Plan to succeed. The Urban Development Strategy must ensure that the land supply, infrastructure and environmental needs of the economic strategy are co-ordinated.

### BASICS

(Extract - Dubbo 21 Plan)

#### Foreword & Acknowledgements

The *Dubbo 21 Plan* provides the community of Dubbo with the opportunity to act upon a clear statement of intentions for future development. The Plan sets out the directions in which to drive identified key sectors of Dubbo's economy.

Successful implementation of the *Dubbo 21 Plan* can bring jobs, productivity, economic growth, providing a State and National profile for the city. The Plan describes the next major phase of Dubbo's growth - the maturity of a rural centre to a competitive role in the state and national economies.

*Dubbo 21* began when Dubbo City Council was approached by a group of Dubbo business people in 1993, concerned about Dubbo's industrial development environment. It was evident that there was no commonly understood or clearly articulated economic development strategy to lead the community into the 21st century.

Council's response was to obtain funding provided by the Office of Labour Market Adjustments (Department of Employment Education and Training) which enabled expert assistance to be commissioned for the preparation of the *Dubbo 21 Plan*. The vital assistance of this department is gratefully acknowledged.

The Dubbo City Council has now handed responsibility for implementing the Plan to the community via the Dubbo City Development Corporation. The very existence of the Dubbo City Development Corporation, and this action-orientated revision of the *Dubbo 21 Plan* now incorporating a Tourism strategy, are evidence that the community of Dubbo had the desire, skills and entrepreneurial ability to make things happen.

Acknowledgments are given to the Dubbo City Council, the consultants (Dianna Gibbs & Partners), the community of Dubbo and the new Dubbo City Development Corporation for the vision, drive and untold hours of effort, which have led to the *Dubbo 21 Plan* and this 1995 revision.

The future of Dubbo is in the hands of those who read and act on this strategic Plan. The Dubbo City Development Corporation will play a lead role in enabling the vision to be achieved but it cannot achieve those goals alone. The benefits will be felt by the whole community – benefits of a sound, balanced economic future and of social well being.

Anthony McGrane  
Mayor  
*City of Dubbo*

Peter Milling  
Inaugural Chairman  
*Dubbo City Development Corporation*

## **EXECUTIVE SUMMARY**

### **THE VISION**

As it enters the 21st Century, Dubbo will become the centre of a network of agricultural, transport and mining services that covers most of Eastern Australia, inland of the Great Dividing Range. Modern transport and communications technologies will give Dubbo easy access to world markets utilising the ports of Brisbane, Newcastle, Sydney and Melbourne.

Supporting this development will be new service and manufacturing industries, which, combined with expansion of Dubbo's food processing and tourism activities, provide a stable employment base.

The "country town" image will change and be replaced by that of a thriving centre of commerce, education and research. In spite of the change of image, the community should retain its agricultural base and its country values.

### **THE "DUBBO 21" PLAN**

Close co-operation within the community, between business, Council and State and Federal Governments, will be the key to successful implementation of the "Dubbo 21" Plan. The Plan gives details of actions that should be commenced now to meet the aim of producing levels of employment and investment that will make Dubbo a focal point of inland development.

Careful planning of land use will allow the city to encourage the increased movement of people and business away from the overcrowded metropolitan areas. The plan will help Dubbo to emerge as a favoured location for the new enterprises that will provide growth in the coming century.

The "Dubbo 21" Plan brings together six major strategies, which have been identified by the participants in this project. This integration will enable Dubbo to:

- Increase economic activity, and thus employment;
- Maintain current levels of population growth for the City;
- Increase the level of local value-adding for regional producers; and
- Expand the level of service available to the regional community.

### Dubbo City Council's Planning Role

Council's commitment to support Dubbo 21 is expressed through its Management Plan in the following policies.

#### Dubbo City Council - Management Plan 1996/97 - Extracts

Strategy	Performance Target	Action/Responsibilities (Statement of Means)
14. Provide the economic growth strategy and strategic land use framework to guide the further growth and development of Dubbo and related infrastructure.		To co-ordinate the review and upgrade of Economic Development Strategy for Dubbo ("Dubbo 21" Plan) in conjunction with the Dubbo City Development Corporation every five years with the initial review to be undertaken by July 2000 (Director Environmental Services).
	To have available sufficient suitable land for future industrial development.	To implement the adopted Industrial Land Use Strategy by progressively rezoning and as required, land for industrial purposes (Director Environmental Services).
		On a monthly basis, liaise with and advise the Dubbo City Development Corporation on locational, environmental and servicing factors affecting industrial development (Director Environmental Services)

Strategy	Performance Target	Action/Responsibilities (Statement of Means)
	To have available sufficient suitable land for future commercial and tourist developments.	To implement the adopted Commercial and Tourist Land Use Strategy by progressively rezoning and as required land for commercial and tourist use. (Director Environmental Services).
		Complete the implementation of zonings (LEP) and development controls (DCP's) for commercial and tourist areas by June 1997 (Director Environmental Services).
	To have available sufficient suitable land for residential development.	To implement the adopted Residential Land Use Strategy by progressively rezoning and as required land for residential uses (Director Environmental Services).
		Complete the implementation of zonings (LEP) and development controls (DCP's) for future residential land by June 1997 (Director Environmental Services).

## The Planning Process

The Urban Strategy is a product of the Dubbo 21 Plan and the subsequent review of Dubbo's existing planning controls.

The review progressed along two major paths (Rural and Urban) and in two major stages (Strategy then LEP's).

(See Strategic Planning Tasks diagram).

The process itself is quite a lengthy and complex one, which once completed then moves into a new review stage to ensure the strategy moves forward with the growth of the City.

Typically, the cycle takes 3-5 years to complete.

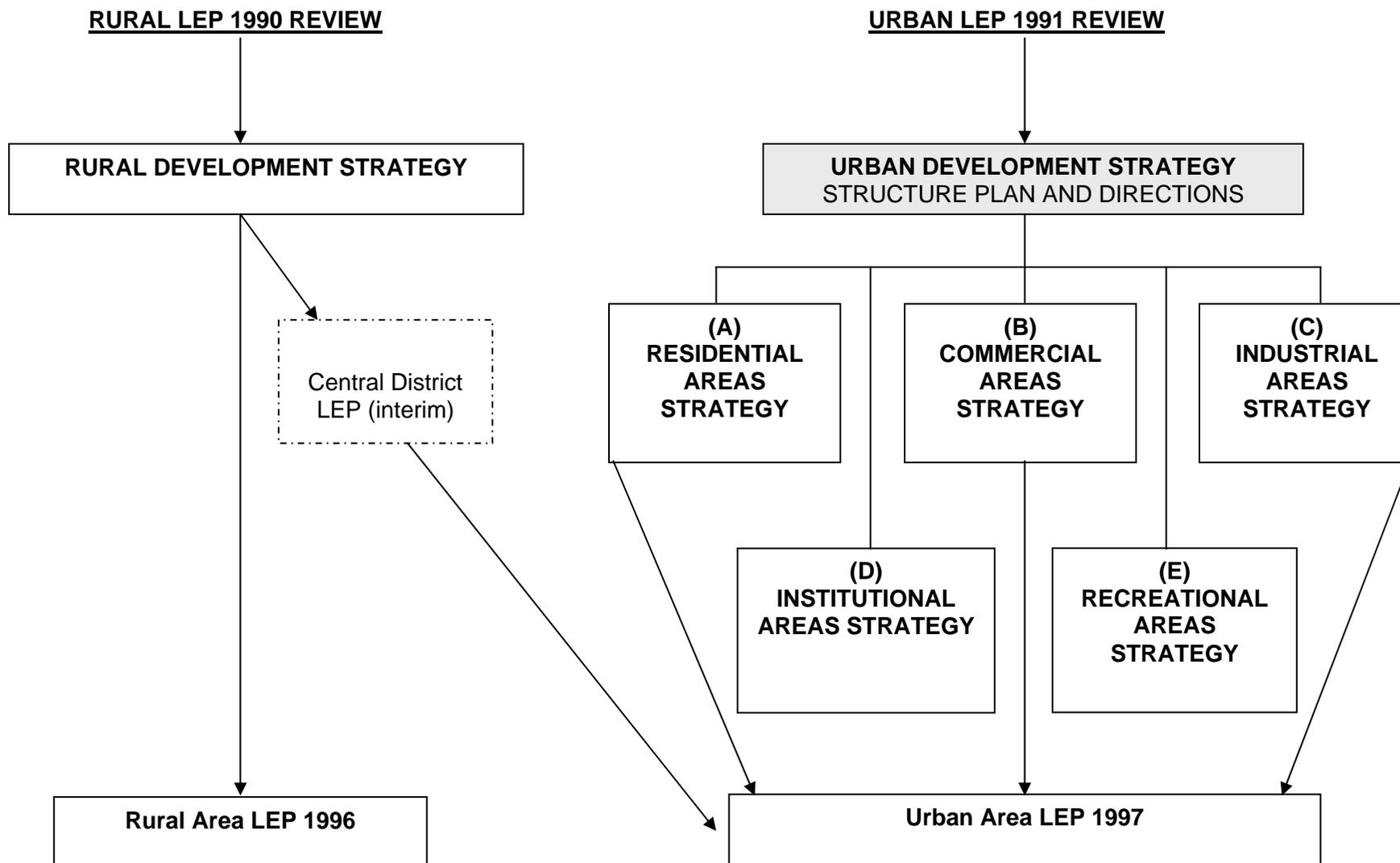
(See Planning Review Cycle diagram).

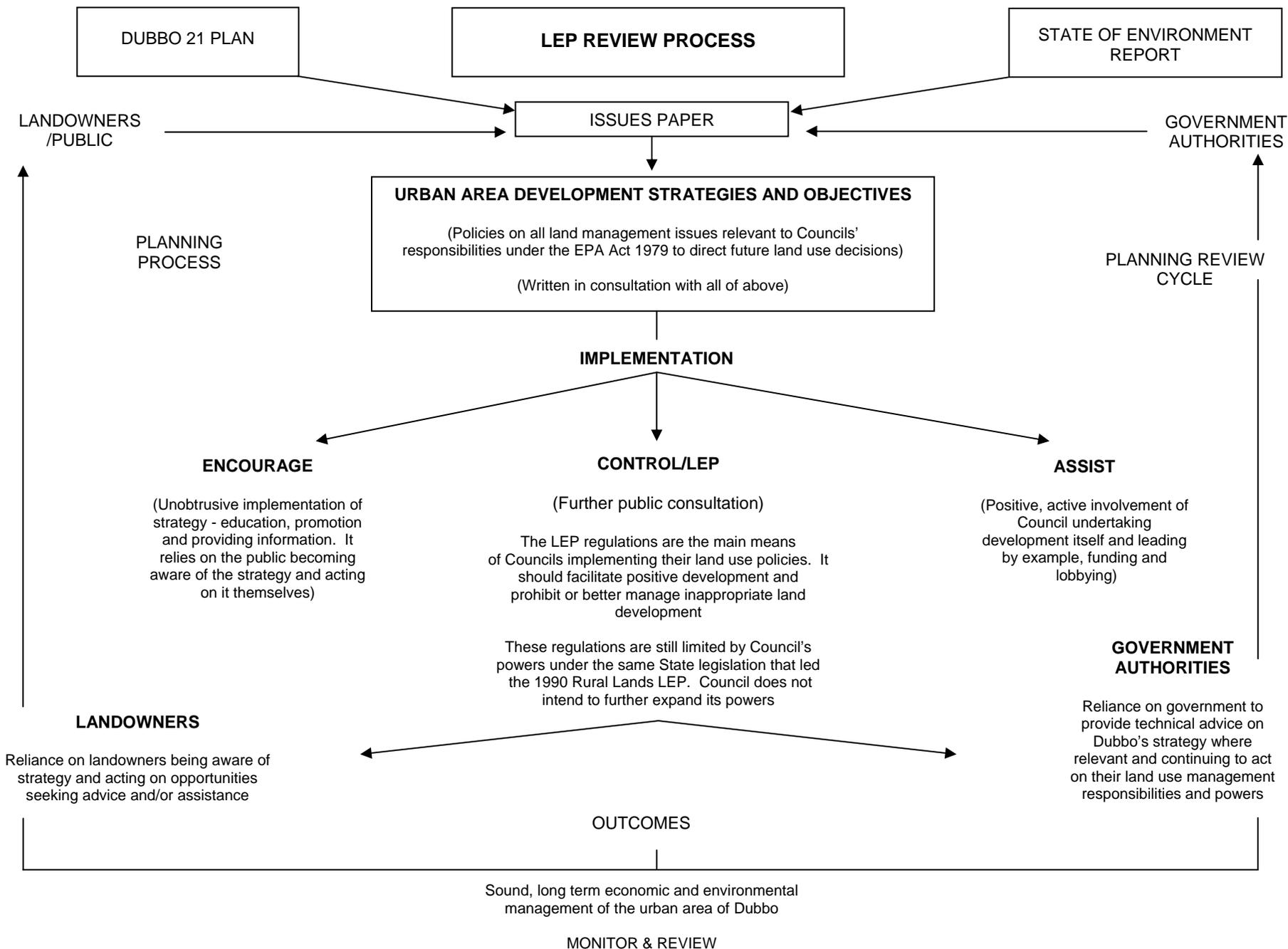
Any local strategy or policy on land management must reflect the Council's responsibility under the NSW Environmental Planning and Assessment Act 1979 to:

“encourage the proper management, development and conservation of natural and man-made resources, (including agricultural land, natural areas, forests, minerals, water, cities, towns and villages) for the purposes of promoting the social and economic welfare of the community and a better environment.” (Sec 5, EPA Act, 1979)”

Therefore the goals and objectives of the Strategy reflect these economic and environmental factors. **The actions to achieve these goals are limited by Council powers under current State legislation.**

# STRATEGIC PLANNING REPORTS





## Urban Development Strategy Goal

- Facilitate the Dubbo 21 Plan vision for the city by ensuring the availability of suitable industrial, commercial, residential, recreational and institutional land within a well integrated expanding urban land use framework.

## Scope Of The Urban Strategy

In one sense the Urban Strategy must embrace all aspects of Urban life and the growth of the city. However the practical limitations on the process lead to the Urban Strategy being focussed onto five main components of development and their impact on the land use structure of the city, ie the residential, commercial, industrial, institutional and recreational areas of the city.

The formal policy documents, which comprise the Urban Strategy therefore include separate strategies referred to as:

- Residential Areas Strategy;
- Commercial Areas Strategy;
- Industrial Areas Strategy;
- Institutional Areas Strategy; and
- Recreational Areas Strategy

Although separate, these strategies are designed to be compatible with each other, and to integrate into a coherent Urban Strategy, establish a development framework for the city.

The scope of each of the strategies may be outlined as follows.

### (A) Residential Areas Strategy

- All aspects of residential land supply and development;
- Embraces the full range of residential densities and levels of servicing;
- Includes provision for community facilities and open space in residential neighbourhoods; and
- Related infrastructure.

### (B) Commercial Areas Strategy

- All aspects of CBD development;
- Development of all other commercial areas, within the framework of a commercial centres hierarchy;
- Tourism facilities and related commercial development; and
- Relevant infrastructure.

### (C) Industrial Areas Strategy

- All aspects of industrial land supply and development;
- Integrates strategies on related infrastructure, especially:
  - Arterial road system;
  - Rail infrastructure;
  - Airport development;
  - Road/Rail freight interchange;
  - Effluent treatment facilities; and
  - Water and electricity supply.
- Environmental impact, separation from other land uses.

**(D) Institutional Areas Strategy**

- Principally concerned with providing a suitable area for the further expansion of hospital and tertiary education facilities in Dubbo;
- Integration of sites into an effective medical/educational services precinct;
- Safety, amenity, access and support facilities; and
- Related infrastructure.

**(E) Recreational Areas Strategy**

- Recreational corridors within the urban area and their use (walking, cycling, riding) and management (eg habitat protection); and
- Neighbourhood recreation space in existing and proposed residential areas (locations, needs, standards, facilities).
- Urban fringe/rural transition areas with a recreation function or potential (eg Troy Creek, Eulomogo Creek Beni Forest);
- Active recreation areas dedicated for particular uses; and
- Highway entry corridors - landscaping.

**Linkages to Other Planning Functions**

Although not always documented within it, the Urban Strategy must be linked to and reflect, guide or respond to other planning functions of the Council or State Government.

Particularly important relationships exist between the Urban Strategy and the following Council functions which themselves reflect planning processes, which must integrate into the Urban Strategy.

- Environmental management;
- Road system and traffic management;
- Water supply and reticulation;
- Sewerage collection and treatment;
- Drainage systems;
- Recreation and reserves areas; and
- Heritage, cultural and community aspects.

Council's strategies for these functions will usually be found in other documents. However, they must again be compatible and integrate into a coherent whole.

Since it is the purpose of the Urban Strategy to establish the development framework for the City, this is a crucial point of integration for these other functions.

For example, environmental considerations may be city wide and affect each of the sub-districts and precincts to a greater or lesser extent.

**Environment**

Council's 1995 State of the Environment Report describes the following environmental themes and it is appropriate to consider the implications of development strategies in their effect upon or their ability to be affected by, environmental constraints.

List of Environmental Themes

**Land**

- Land Degradation;

- Urban Open Space;
- Major Land Use;
- Contaminated Sites;
- Land Clearing;
- Specific Developments, LEP's, DCP's;
- Population;
- Urban Construction;
- Transport;
- Zoning of Land;
- Land Rehabilitation Programs; and
- Council Open Space Programs Expenditure.

### **Aquatic Systems**

- Description;
- Ground Water Recharge;
- Surface Water Quality;
- Stream Bed Conditions;
- Drinking Water Quality;
- Surface & Ground Water Use;
- EPA Licensed Discharges;
- Clearing & Use of Riparian Zones;
- Polluting Events;
- Audit/Monitoring Programs for Non-Scheduled Premises;
- Riparian Zone Rehabilitation Programs;
- Industry Pollution Reduction Programs;
- Property & Catchment Planning;
- Environmental Flow Strategies; and
- Stormwater Management & Control Works.

### **Biological Diversity**

- Habitat Destruction/Modification/Vegetation Loss;
- Vegetation Changes;
- Direct Attacks on Species; and
- Gene Loss.

### **Environment Management Plans And Special Projects Undertaken Or Commenced During 1994/1995**

- Fletcher International Exports – Dubbo City Council Joint Effluent Re-use Project;
- Development Strategy for the Dubbo Rural Area;
- Environmental Management Unit;
- Landcare Involvement; and
- Survey of Closed Tip Sites.

### **Air**

- Description;
- Stationary Sources of Contaminants; and
- Responses to Air Pollution.

**Waste & Toxic Hazards**

- Solid Waste Agreements.

**Noise**

- Transport;
- Commerce/Industry; and
- Residential;

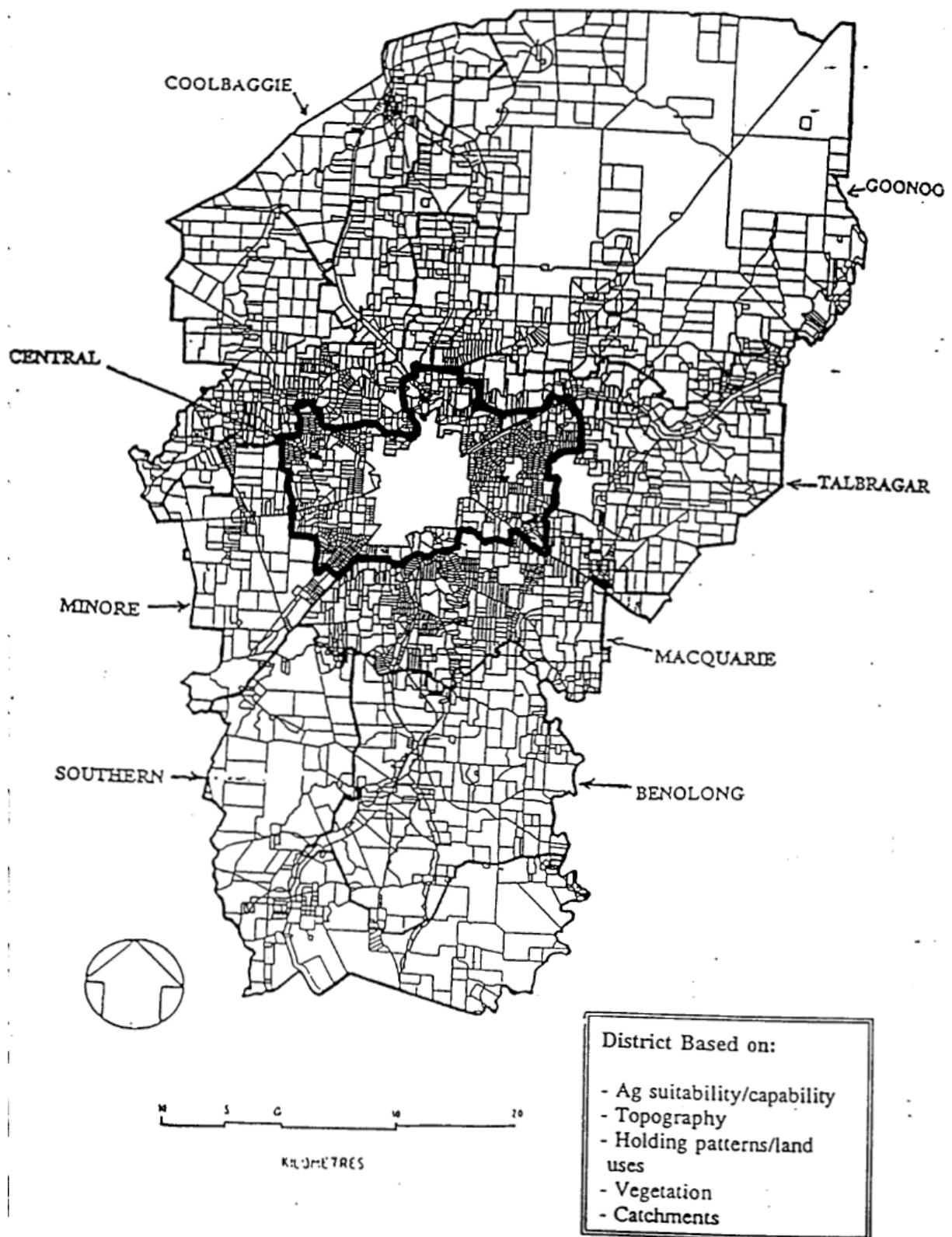
**Aboriginal Heritage**

- Description;
- Agriculture;
- Data Gaps;
- Recommendations; and
- Land Claims.

**Non-Aboriginal Heritage**

For the purposes of this draft a brief summary of some of the specific issues relative to each precinct is included herein.

### URBAN AREA DEFINITION



## **Districts, Sub-Districts & Precincts**

The review of planning for the City of Dubbo looked first at the Whole Dubbo LGA ie both the urban areas and the rural areas, and their relationships.

The outcome was a comprehensive Rural Strategy and a newly defined area of potential future urban impacts.

### **Districts**

The “Rural” aspect of the review structured the whole LGA into 8 Districts for planning purposes:

- 7 Rural Districts which then became the focus of the Rural Strategy and subsequent Rural LEP; and
- The Central District, which included the existing urban area of Dubbo and its likely future area of impact.

## **Central District Concept**

### **Introduction**

In reviewing the Rural Local Environmental Plan, a key finding of the review is that managing the impact of urbanisation is a major issue if Dubbo is to retain an efficient productive rural economy in its rural area.

This urbanisation issue arises through:

- The need to provide for the progressive expansion of Dubbo’s urban area beyond its current Urban LEP;
- The need to manage conflict between urban amenity expectations, and efficiency in agricultural operations; and
- The need to manage in a coherent way the so far random impact of rural fragmentation and related residential amenity expectations on the resulting “lifestyle” properties in the rural area.

These issues have their greatest impact on an extensive area which might be termed the urban fringe surrounding the current Urban LEP. This area now functions informally as the transition zone between urban and rural activities, having been heavily compromised by its proximity to the Dubbo urban area and its subdivision history. This area has needed to be clearly defined, and is now termed the Central District.

Therefore, the Rural Strategy has had to draw conclusions which relate to the scope of the Urban Strategy and which need to be incorporated into that task for detailed investigation.

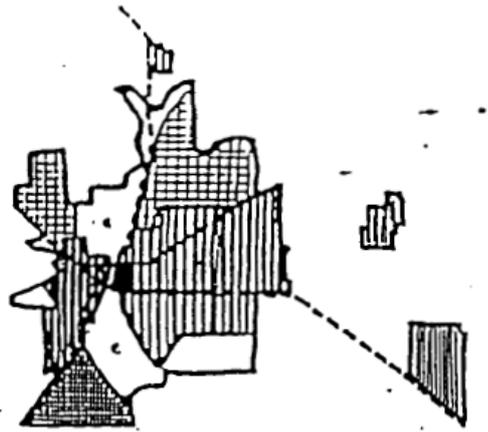
### **Conclusions - Concept Outline**

The basic conclusions drawn under the Rural Strategy/LEP review concerning the Central District are:

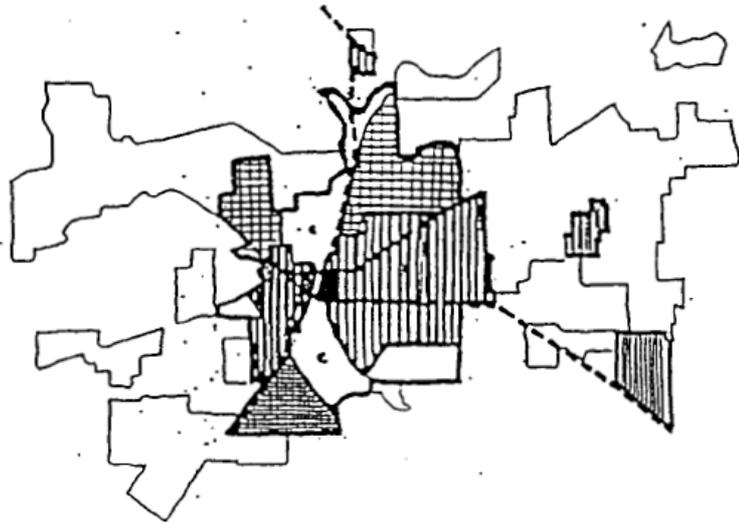
- A Central District should be defined which will provide protection to the adjoining rural districts from urban encroachment and associated conflicts;
- The Central District should be centred on the existing Urban LEP area and be large enough to provide for the long term urban land requirements associated with a future doubling of Dubbo’s population (20-50 years) and still provide a sufficient buffer area at its perimeter to separate sensitive urban land uses from agricultural operations in the rural districts;

- The Central District should incorporate the most significant areas of rural fragmentation around urban Dubbo consistent with:
  - Achieving a readily defined and managed edge at the interface with the rural districts;
  - Ensuring a sufficient separation distance between sensitive urban uses and agricultural operations in the rural districts; and
  - Ensuring that no land likely to be zoned for intensive agriculture or used for large scale agricultural operations is included in the area of the Central District.
- Land uses at the perimeter of the Central District should be those which can co-exist with future agricultural operations without adding to farm management problems or impair farm efficiency and which can provide separation between those uses and incompatible urban development;
- Within a defined buffer area of the Central District no new residential zoning should be introduced through the current or future Urban LEP review;
- The Central District should use the heavily compromised and fragmented rural areas within its boundaries to satisfy the majority of “lifestyle” block demands as well as normal density urban growth;
- The Central District will inevitably be segmented by major road and rail corridors, and these should be defined and protected from development likely to diminish their safety, integrity and efficiency from the boundary of the existing Urban LEP outward, consistent with the policies in the Rural districts; and
- The Central District should be excluded from the area covered by the Rural LEP and incorporated into the urban LEP areas as part of the Statutory Procedures at the conclusion of the Urban Strategy/LEP Review.

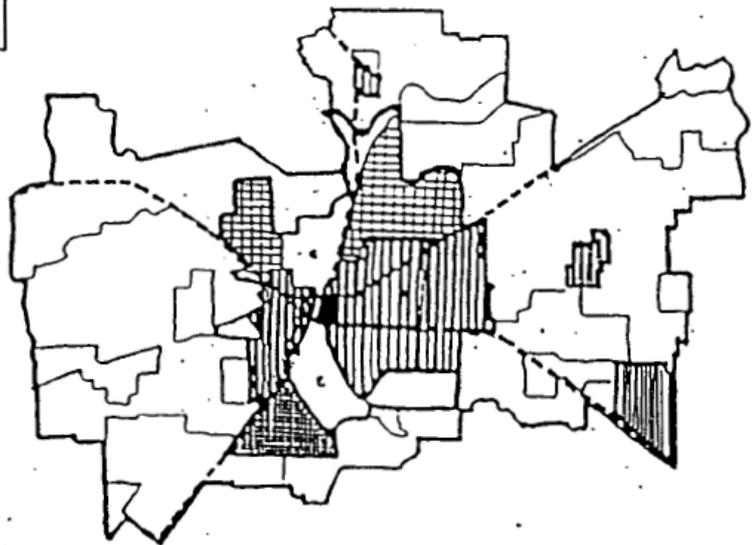
Schematic showing existing Urban LEP Area and outlying urban zones



Urban zones plus areas of most significant rural fragmentation



Central District boundary derived from above analysis



(Extracts - Rural Area Development Strategy (September, 1995))

### Objectives

- Protect agricultural enterprises in adjoining rural districts from encroachment and restraint on their operations due to conflict with urban development or nearby residential amenity expectations;
- Provide for the City's future residential and industrial land requirements to service the urban growth of Dubbo sufficient to absorb double the 1995 population (20-50 years); and
- Commitment of an area to be managed as the buffer separating incompatible urban and rural uses.

### Benefits

- Enables containment of the spread of conflict between agricultural operations and land uses sensitive to loss of amenity;
- Enables further settlement to be directed into the most suitable locations with minimum damage to Rural Strategy objectives;
- Supports Urban Area strategy of continuing to focus most residential development into the Central District and the area of the Urban LEP;
- Enables Council to service a predictable growth pattern and so protects Council from random demands for services;
- Enables more effective response to the amenity expectations of residents immediately outside the existing urban area;
- Enable more efficient alternative use of many areas already lost from effective rural production;
- Expands the Dubbo urban area (ie Central District) as the focus of most residential development in the future; and
- Provides for a range of lifestyles in appropriate areas within the Central District.

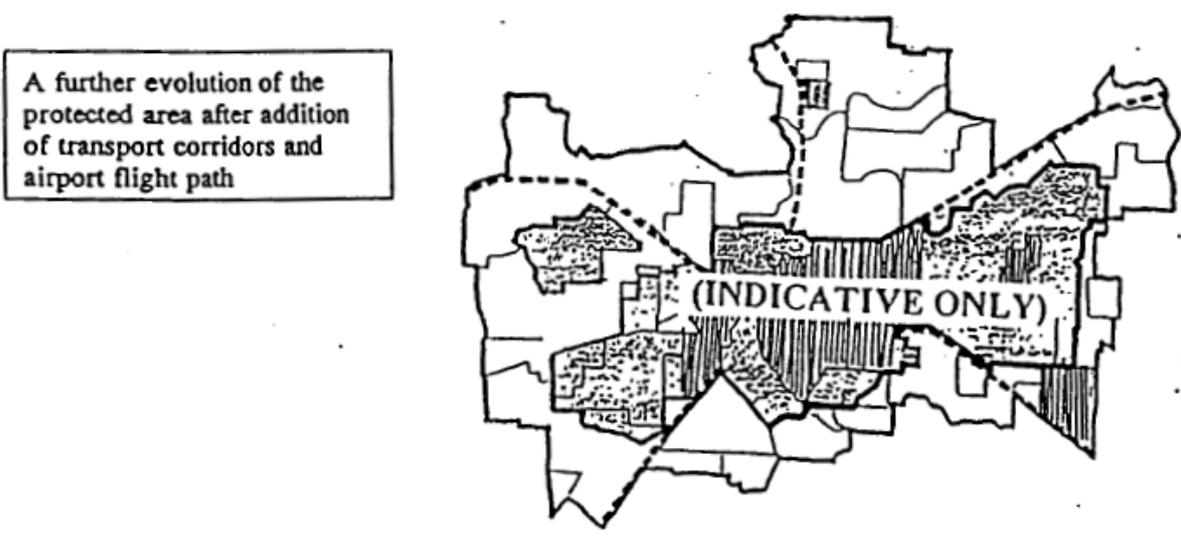
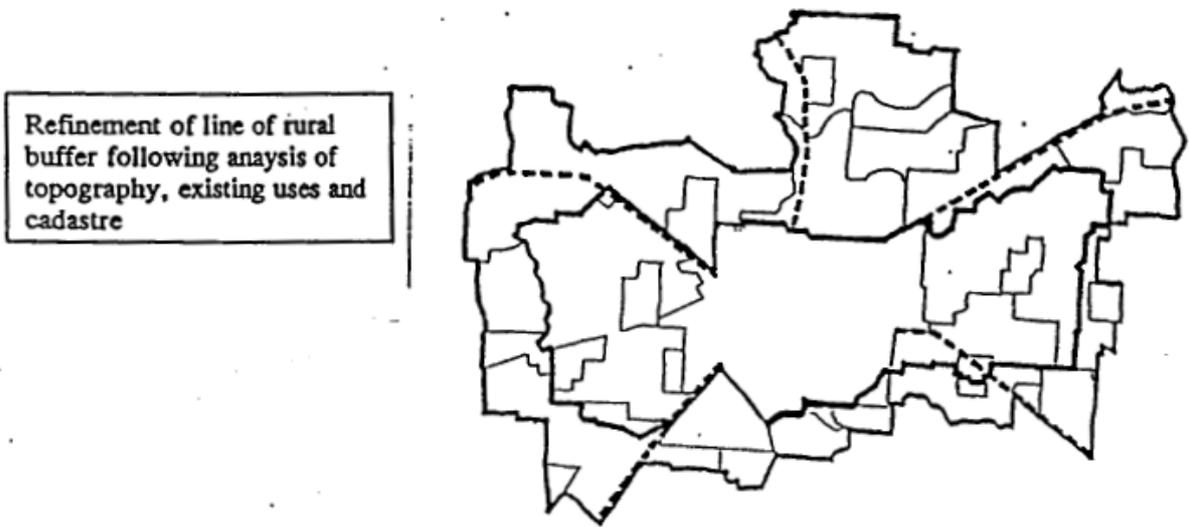
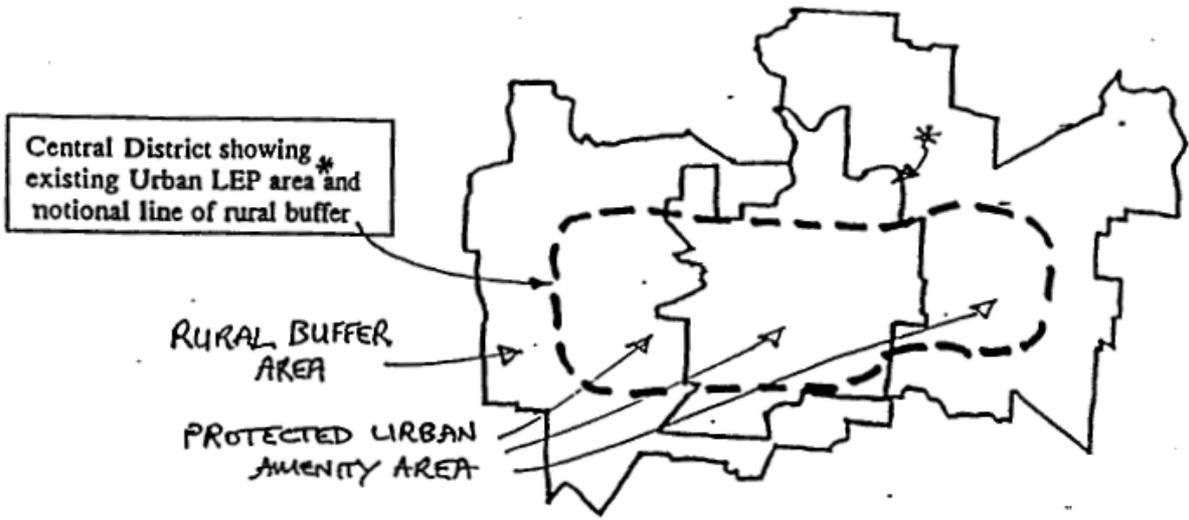
### Policies

- The Rural Buffer notation and provisions shall be so designed as to give effect to Objectives one and three and Conclusions three, four and five.

***Protect agricultural enterprises in adjoining rural districts from encroachment and restraint on their operations due to conflict with urban development or nearby residential amenity expectations.***

***Commitment of an area to be managed as the buffer separating incompatible urban and rural uses.***

- In the Central District, hobby farms are defined to be those small holdings resulting from past subdivision of rural land. Such areas should continue to be identified as for farming activities and therefore without an expectation of the services or amenity of residential areas, the dwelling being incidental to the farming activity. These areas are therefore considered suitable for inclusion in the "Rural Buffer". Areas zoned 1(c) Rural Residential are not defined as hobby farm areas; and
- As the Central District is adjacent the Urban area, has been heavily subdivided and its rural productivity compromised, restrictions on the construction of a dwelling on holdings in this district should be removed subject to environmental limitations.



## **Central District Structure**

The Central District is the most complex because of its urban functions, origins, and planning history, having been controlled at its core by urban planning controls and over the majority of its surrounding area by rural controls.

The Central District is the area on which the Urban Strategy is focussed and defines the limits of its influence. (It is therefore the area to which the future urban LEP will apply). The pivotal proposition from which the Urban Strategy begins is that Dubbo should be planned to provide for a doubling of its current population while maintaining its environmental standards, improving its amenity and expanding its economic activity to provide the employment base needed.

## **Sub-Districts**

The geography of Dubbo is strongly radial and this is most evident in the Central District. The existing urban core will remain the focus of the District. This and the surrounding less developed areas have been further structured into 7 Sub Districts, each with its distinctive role and character.

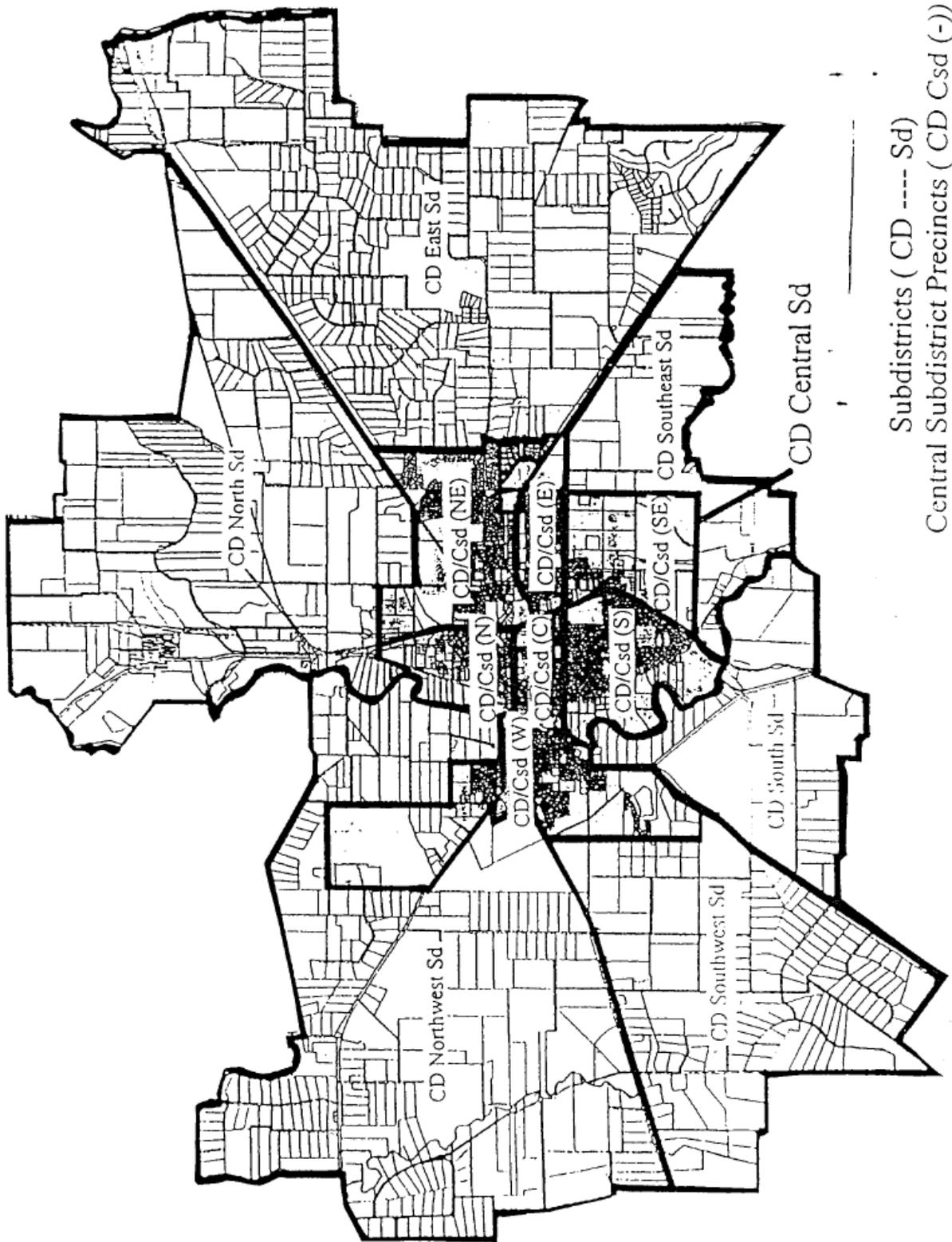
See Sub Districts Plan.

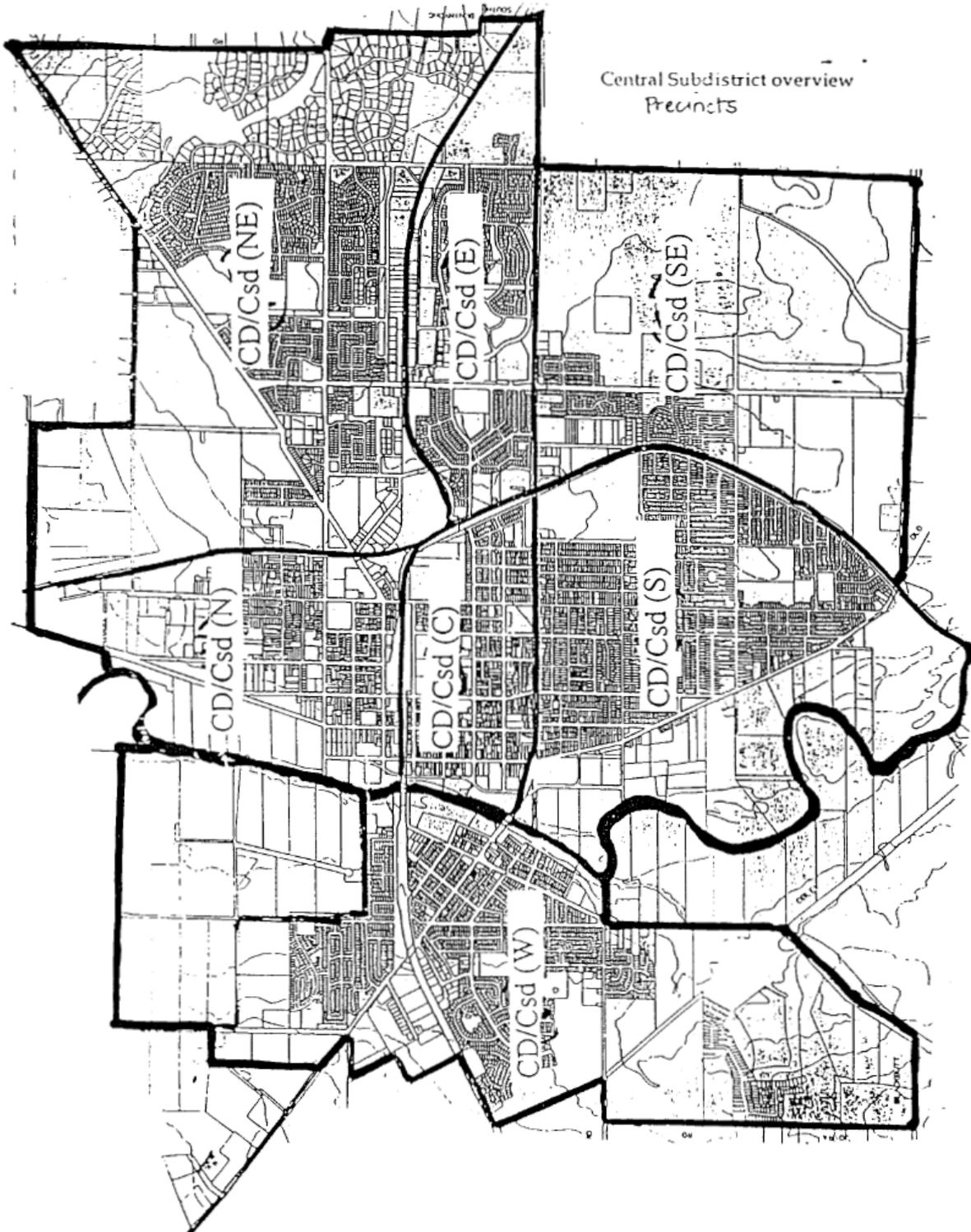
The Sub Districts are considered to have sufficiently strong boundaries, whether natural or man-made, and sufficiently coherent issues and communities of interest, to provide a manageable basis for the preparation of distinctive strategies for these areas.

## **Precincts**

It is useful to further define within some of these Sub-District smaller areas or communities of interest. This is certainly the case within the Central Sub District. Consequently for convenience of reference and to facilitate statistical analysis this area is further structured into 7 Precincts, again based on what are considered to be strong geographical edges or barriers within the urban environment.

See Precinct Plan (Central Sub District).





## GROWTH

### Growth Logic

The future structure of the growing City will primarily be an evolution of the main features of its existing development, further shaped by the major physical constraints of:

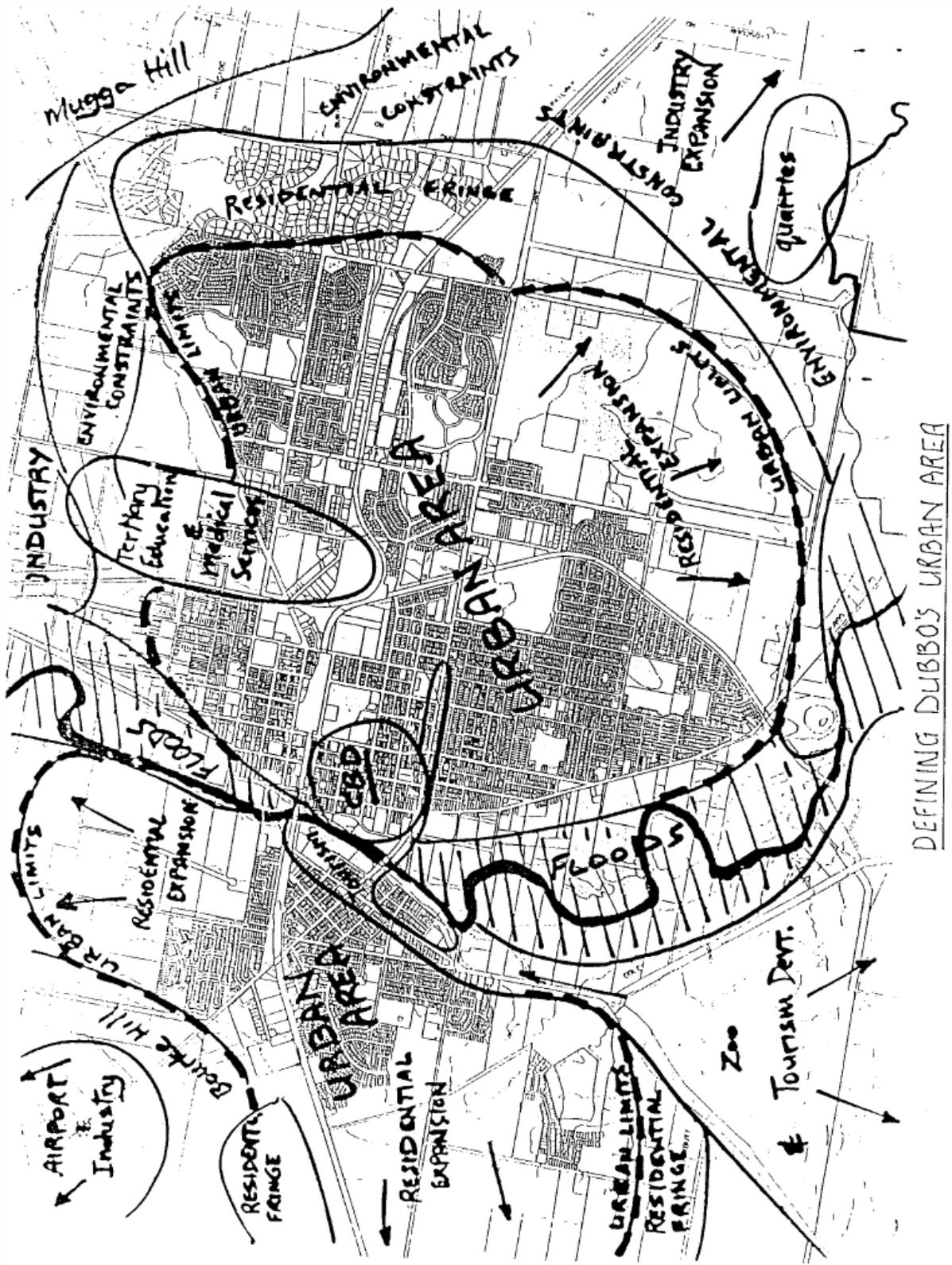
- Macquarie and Talbragar Rivers, Troy and Eulomogo Creeks and their associated flood plains;
- Mugga and Bourke Hills and the related ridge systems;
- Existing large scale or high impact land uses, ie Western Plains Zoo, Dubbo Airport, Dubbo CBD, waste treatment sites and related buffer areas, major industrial sites and quarries;
- Established major road and rail corridors; and
- Areas protected for reasons of environmental sensitivity or recreational value.

This evolution will be energised by competing economic pressures for expansion between often incompatible land uses. The major predictable economic opportunities likely to drive this expansion are outlined in Council's "Dubbo 21 Plan" economic strategy.

The main "Dubbo 21 Plan" implications for the Urban Strategy may be briefly outlined as follows.

- Agricultural products as feed stock for value-adding industries;
- Industrial expansion based on:
  - Processing of primary products;
  - Transportation related industries; and
  - Manufacturing and service industries supporting the agricultural processing, transport and mining industries.
- A strong regional base for:
  - Education;
  - Medical services;
  - Administration;
  - Retailing; and
  - Government and community services.
- Quality and choice of residential areas.

The structure plan must therefore reflect land provisions for this economic strategy to be implemented, by addressing the key locational issues.

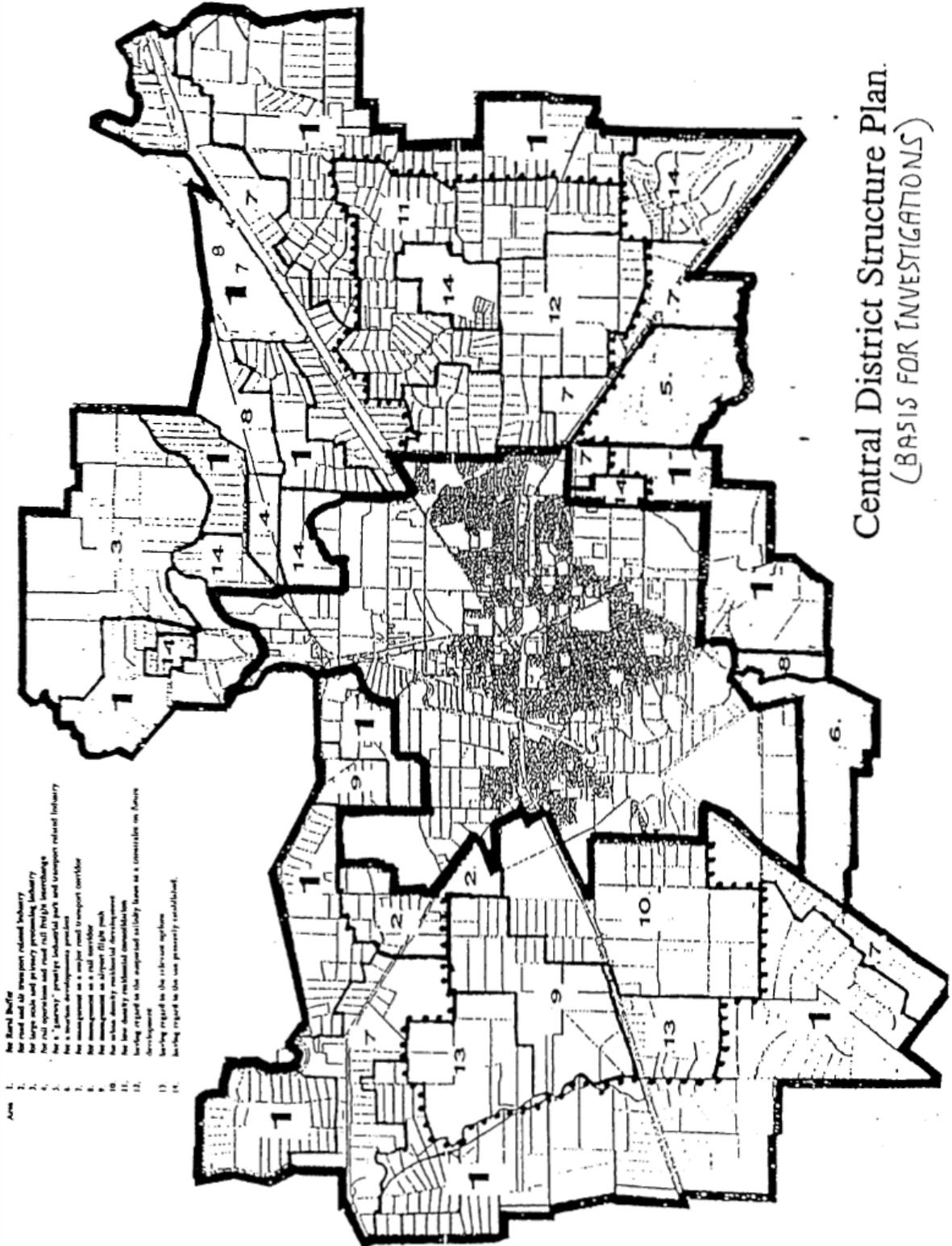


Briefly and in part, it should do so by ensuring:

- Agricultural resources are effectively protected (The Rural Development Strategy);
- Infrastructural problems (especially road and rail) are identified and solved;
- Industrial land location, supply and staged development reflects the needs of industry;
- Areas for expansion of medical and education facilities and protection of their efficiency and amenity is guaranteed, together with scope to accommodate the ancillary enterprises they attract;
- The CBD's role is unchallenged and its efficiency and amenity are maximised; and
- Residential areas provide high amenity and choice of lifestyles attractive to potential residents.

These propositions, although brief, have powerful implications for the future structure of the City.

These are discussed in detail where necessary in the various documents comprising the Strategy or its associated studies, but some of the most important concepts are identified on the Structure Plans which indicate the broad growth corridors of the City and the factors influencing these. These will operate more or less irrespective of the City's rate of expansion, and must be expressed through the respective residential, commercial, industrial, institutional and recreational area strategies.



Central District Structure Plan.  
(BASIS FOR INVESTIGATIONS)

## Urban Growth Rates

Although the future structure of the City is more or less independent of its growth rate, it is still important to relate the Strategy to a set of assumptions about rate of growth. These are essential to considerations of staging development, the rate of land release through the zoning process and the management of public investment in infrastructure.

The most readily available measures of urban growth relate to population change, the supply of land for residential development and housing construction.

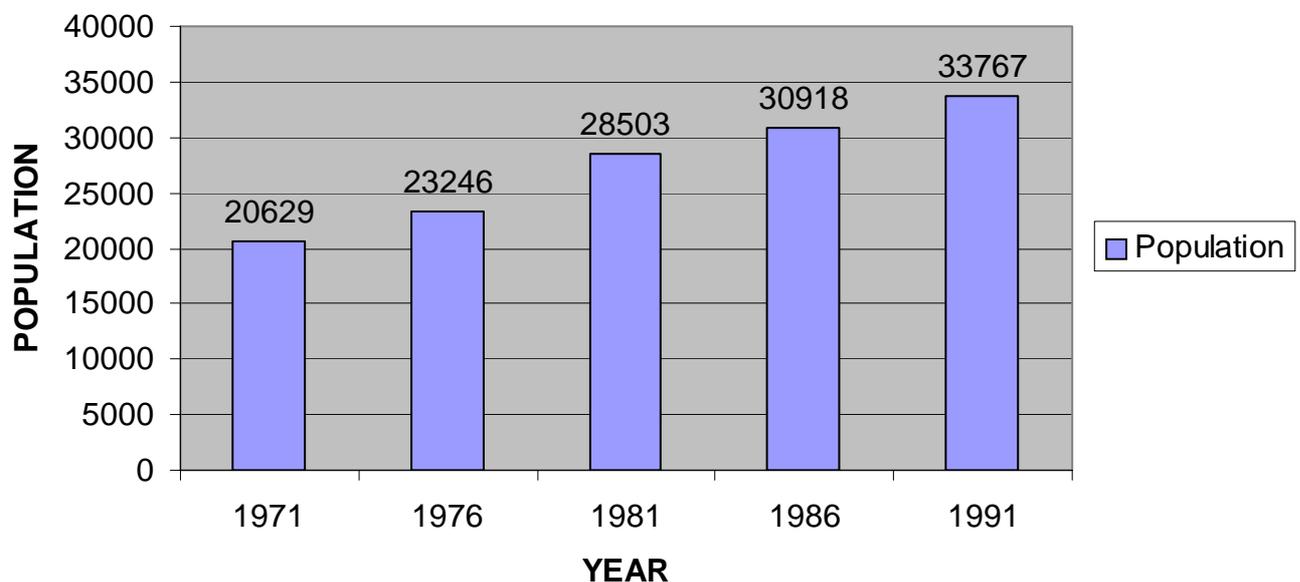
These are commonly used growth indicators, but should not be mistaken for the forces, which actually drive the growth of the City.

The following provides an indication of the past growth performance of the City and is used as the basis for some assumptions about future growth rate scenarios for the Urban Strategy.

### Population Growth 1971-1991

This table shows the Dubbo population growth over the twenty (20) year period 1971 to 1991. In this time the population has grown by 13,138 people or 63.7%. For the period 1971-1976 in growth was 12.7%; for 1976-1981 the growth was 22.6%; for 1981-1986 the growth was 8.5% and 1986-1991 the growth was 9.2%.

### DUBBO POPULATION GROWTH 1971-1991

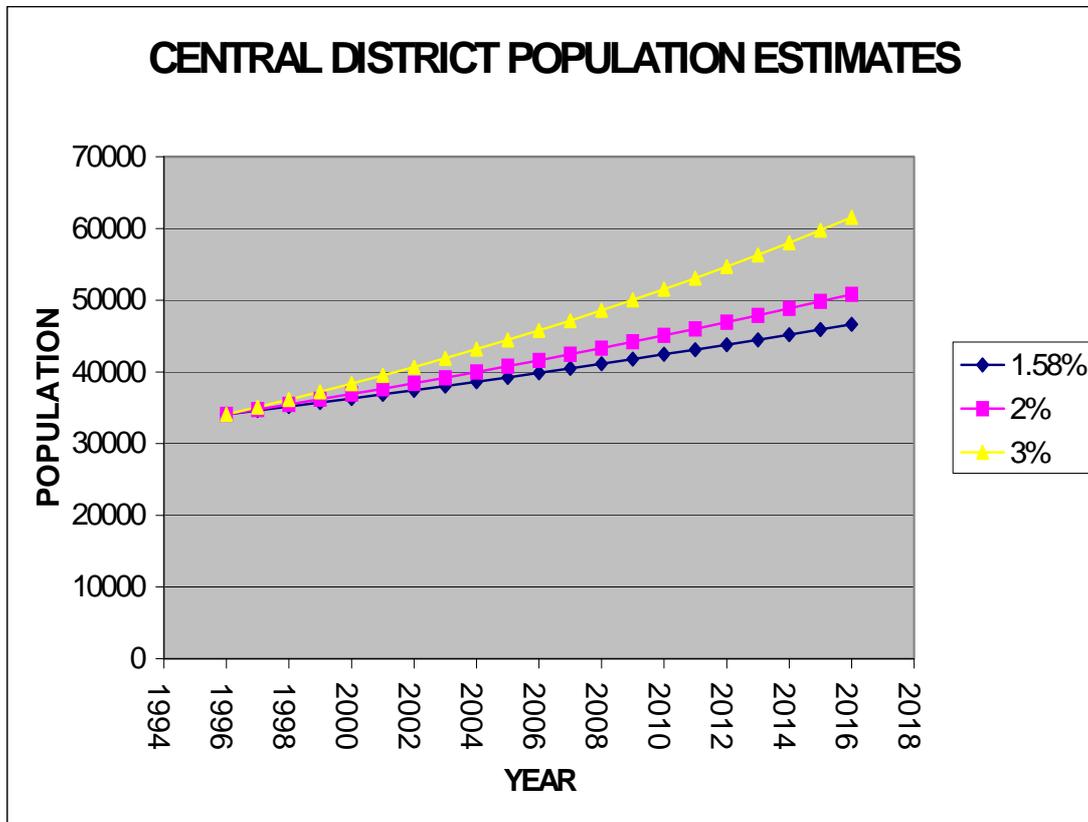


Dubbo has a history of sustained moderate growth. Over the past 20 years this is demonstrated by a population increase from 1971/20,629 to 1991/33,767. This has not been at a uniform rate but has been reasonably well distributed over that time. In the period 1991-95 Dubbo saw an average of 250 dwellings completed pa. Since this was numerically consistent over these 5 years the trend was for growth to occur at the decreasing rate relative to the increasing base.

The Dubbo 21 Plan has been implemented as a strategy for sustaining Dubbo's growth performance.

The growth assumptions for the Urban strategy are:

- Urban expansion is to be focussed into the Central District;
- Provide capacity for future population of 70,000;
- Allow that the rate of growth may be variable and that this population may be achieved over a period of 20-50 years; and
- 250 Dwelling completions per year is a useful nominal growth rate for projecting residential development capacity against a time frame.



	1.58%	2%	3% GROWTH RATE
1996	34077	34077	34077
1997	34615	34765	35099
1998	35162	35468	36152
1999	35718	36184	37237
2000	36282	36915	38354
2001	36856	37661	39505
2002	37438	38421	40690
2003	38029	39198	41910
2004	38630	39989	43168
2005	39241	40797	44463
2006	39861	41621	45797
2007	40490	42462	47171
2008	41130	43320	48586
2009	41780	44195	50043
2010	42440	45087	51545
2011	43111	45998	53091
2012	43792	46927	54684
2013	44484	47875	56324
2014	45187	48842	58014
2015	45900	49829	59754
2016	46626	50836	61547

## RESIDENTIAL DEVELOPMENT

### Residential Areas - Basis of Strategy

The City of Dubbo is a regional centre capable of providing residential choices and amenities not otherwise available in this part of NSW. It therefore has a role in providing and servicing residential areas for markets ranging from singles and young couples, students, families and retirees of widely varying financial means and expectations.

The City has maintained a steady population growth rate over the last two (2) decades. Consequently, it is essential to pursue a growth strategy for the provision of residential development, but it would be a mistake to see this as the driving force in Council's Strategic Plan.

Residential development is primarily a response to economic growth in other sectors, not a cause of economic growth. If there is not the employment base and trading strength in an area to support an increasing population, then housing construction will not correct the problem. Housing, once built, does not generate significant jobs, income or production.

Population increase and the attendant residential expansion have followed from Dubbo's economic growth, largely resulting from its location in relation to primary production and transport networks, and its consequent convenience as a focus for services and administration, and from structural changes in the Region.

**The scope of the residential strategy** is potentially:

- All aspects of residential land location, supply and development;
- The full range of residential density options and levels of servicing;
- Infrastructure related to servicing residential areas; and
- Provision of land for community facilities and open space in residential neighbourhoods.

**A residential area** is:

- An urban use of land irrespective of density;
- Any area of the city where residential uses and expectations predominate over other land uses;
- Usually of a consistent density and character;
- The living space of the residents of the city;
- The basis for the lifestyle of most residents; and
- Able to accept some non residential uses (commercial, cultural, recreational) where these improve the amenity and comfort of the neighbourhood community.

### Purpose

Council's residential strategy must recognise the range of markets and providers in the residential development sector. It must provide a spatial framework that ensures the City can work efficiently in the long term (especially in terms of transport, water and sewerage), anticipate neighbourhoods to have identity, a pleasing environment and scale and convenient amenities.

The purpose of this strategy is therefore to provide a spatial, servicing and development control framework that will assure the timely provision of residential development opportunities, which fit the needs of Dubbo and the region it services.

The effect of the strategy should be to:

- Outline the **broad spatial framework** within which the urban expansion of Dubbo should take place;
- Anticipate **levels of demand** to facilitate the serving, staging and release of land of residential land supply;
- Identify the needs and scale of the various **segments of the residential market** and assist in meeting them;
- Ensure that residential areas form **neighbourhoods** with a scale, character, focus and amenity that is desirable and distinctive;
- Assist Dubbo to make the most of its opportunity to develop as **an alternative growth centre** to the major coastal cities;
- **Protect land required** for future residential development from non compatible development and once taken up, ensure the environmental quality of Dubbo's living areas;
- **Provide small acre residential** areas which efficiently and economically meet the needs of the community, but are located and designed so as to avoid conflicts with rural enterprises or the retention and management of rural resources for production, thus protecting the quality of life of residents; and
- Ensure an adequate level of **protection of character housing** precincts where it is under pressure from medium density development.

### Market Segmentation

There is a need identified by the Dubbo 21 Plan to ensure the city provides residential lifestyle options attractive to potential residents likely to result from management and staffing of new enterprises, in addition to satisfying those markets already established. They may be the same, or require a wider range of options, or may need a shift in the balance of supply.

These are questions best answered by the housing industry in Dubbo in discussion with DCDC.

The following proposes a basis for discussion of market segmentation and identifies those components the strategy might need to address and between which priorities of supply need to be agreed. It is based primarily on the existing Dubbo situation.

The housing market reflects combinations of 3 major influences.

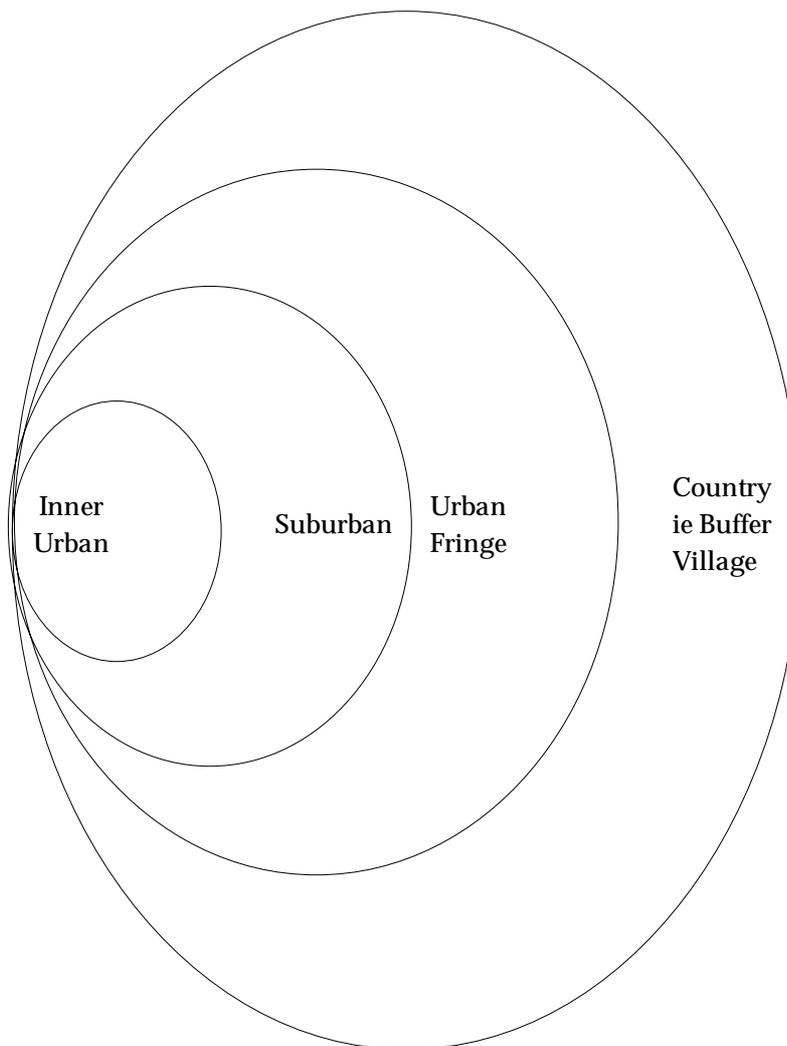
- Household income levels eg
  - Low income (unemployed, pensioners, students etc);
  - Middle income (from less than average but with 2 income earners, up to double average income); and
  - High income (more than double average income).
- Stage of life cycle eg
  - Youth (single - perhaps 16-23);
  - Young adults (single/couples - perhaps 21-30);
  - Young family (pre teen children 21-35);
  - Older family (teenage children 33-50);
  - Empty nest (couples/singles 40-60);
  - Retirement (couples/singles 55-70); and
  - Elderly dependent (usually singles 65+).
- Preferred Lifestyle focus
  - Inner urban (higher density, very close to commercial facilities);
  - Suburban (normal to low density detached housing);
  - Urban fringe (very low density (acres) with some services); and
  - Country (hobby farming, low/no services, commutable, rural village).

## Lifestyle and Location

This approach broadly relates lifestyles to location in relation to the city structure, as a way of eventually recognising linkage between demand based on lifestyle expectations to categories of residential land supply and ultimately, types of zoning.

It suggests that there are four broad residential types and that they relate to four concentric bands of location within the city structure.

See Diagram



## Residential Lifestyles

There are four categories of residential lifestyle choice available within the Central District. These categories are:

- “Inner Urban”;
- “Suburban”;
- “Urban Fringe”; and
- “Country”.

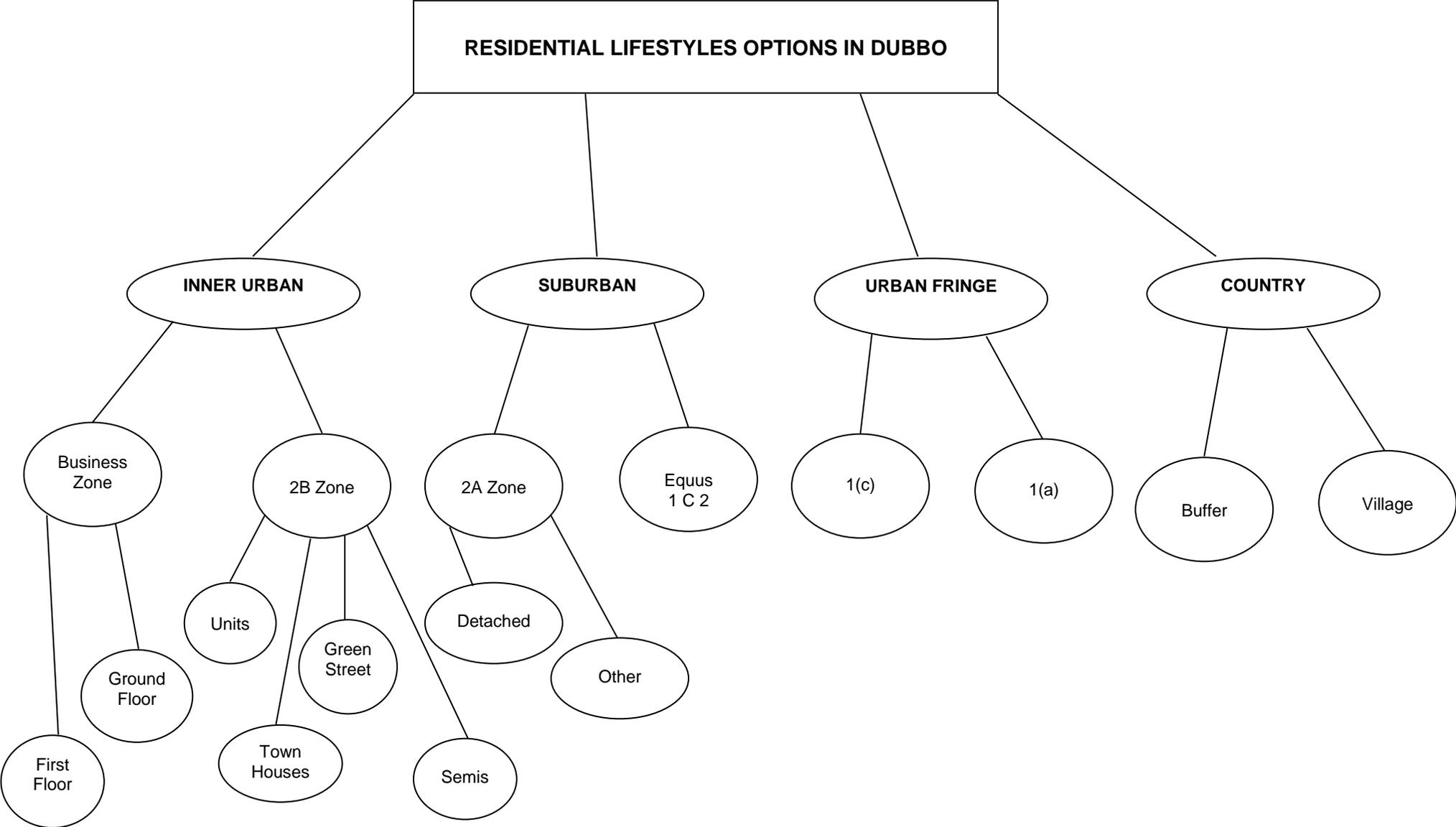
Within each of these categories there are at least two further subcategories, overall representing a large and varied range of lifestyle options for all age and income groups.

The residential lifestyle options are greatest in the area closest to and incorporating the Central Business District, the “Inner Urban” category. This area has a large range of choice based around the two subcategories, which are concerned with the Business and Residential 2(b) zones. Densities are greatest within this category.

The “Suburban” category is the largest, representing the most significant lifestyle choice in the City. This category generally describes the highly desirable detached housing style of development and makes up around 80% of the total residential component.

The “Urban Fringe” category provides for very low density living close to the City, with ready access to urban services within a short commuting distance.

The “Country” category is split into two further subcategories “Hobby Farming” and “Village” with both providing alternative lifestyle choices out of the City but within relatively short driving times.



## Residential Trends in Dubbo

About 85% of the residential stock in Dubbo is detached suburban housing with full services located within the normal/mixed residential zoning and within a radius of 5km of the CBD.

All other market segments or lifestyle preferences are serviced by the remaining 15% of housing stock at this time.

Generally this balance seems also to have been represented in the new supply but with a consistent 10% or greater of semi's/RFB's except in West Dubbo.

Dubbo presents a simple spatial distribution of population around a single major population centre. Since urban densities in Dubbo are relatively uniform with detached dwellings comprising the overwhelming majority both of stock and new supply it is not intended to examine particular housing types within the major market segments or local variations in density or occupancy for their individual effect on demand for lot stock by Precinct within the text of this strategy. **Rather, the industry needs to periodically advise its judgement of market demands at the 5-10 years time horizon to enable Council to ensure that release of land stocks for development through the zoning process is timely.** This will be more appropriately a matter for fine tuning the strategy through annual consultations with the industry.

Therefore, what this strategy will seek to do is to ensure that land supply in the major categories of Suburban and Urban Fringe zoning is adequate to maintain replacement stock as demand is met.

- Dubbo has averaged 250 dwelling completes per annum from 1991-1995;
- The growth trend is flat over that time, decreasing relevant to the existing base;
- The split of new development between detached, semis and RFB's is approximately constant over that period, so the industry is not indicating a shift in demand between these housing types; and
- As of the latter half of 1996 there is an observed downturn in overall demand.

## Council's Dual Role

Historically, Council has assisted the timely supply of residential land following a decision to acquire a large parcel of land on the east of the City in the late 60's. Since then the history of residential expansion in Dubbo has largely (but not solely) been written by the activities of the Council and State Housing, both in meeting the demand and in shaping the urban form of the City.

Council saw a need to ensure that the supply of land was constant and reasonably priced to assist growth of the City.

Thus Council has a dual role in the release of residential land in Dubbo. Ie:

- It has a statutory responsibility to manage the raw land supply for residential development through the operation of the provisions of the Environmental Planning and Assessment Act 1979 as expressed through zoning of land under its Urban LEP; and
- It has accepted a role as residential land developer under which it provides a proportion of the market demand for serviced residential land through a residential land development programme.

Council's 1996/97 Management Plan includes the following policies:

### **Strategy**

Provide for the controlled development of Council residential, industrial and commercial land complementary to the City's economic growth.

### **Performance Target**

Continue to provide an average of 30% of, or as demand dictates, the market's requirements in respect of residential land.

### **Actions**

Continually investigate expansion opportunities for industrial and residential land portfolios (Director Corporate Development).

Encourage private developers to undertake residential subdivision development (Director Corporate Development).

Evaluate state of the residential land market by meeting on an annual basis with major local builders, developers and real estate representatives (Director Corporate Development).

The Dubbo situation is therefore atypical in that:

- The Council acts as a major player in the land development industry. (See also page 52);
- The zoning picture is inflated by the "Council" component of the zoned residential land supply in that the Council has about 1400 lots, about 5 years supply, zoned;
- Council's Policy is to service 30% of the market for development residential lots; and
- The private residential development industry has around 1400 lots to develop (ie zoned at this time) equating to 5-6 years supply as sole provider to 8 Years as 70% provider.

The Challenge of the Residential Area Development Strategy to Council is:

- To manage the residential land supply pipeline in terms of the players, the land, and the likely market, primarily relying on the zoning process as the management tool; and
- Given that the Eastern side of the city is running into barriers and constraints and the Western side has major opportunities, to show leadership in achieving greater acceptance and more rapid growth in the West, although it will probably be a decade before the focus can be effectively shifted from its present East side emphasis.

### **The Land Supply Pipeline**

The process through which land is ultimately taken up for housing is briefly as follows:

Step:

- Raw land is identified as having strategic value for future residential use, geotechnical suitability and servicing capability. (10-30 years ahead of demand);
- Land is zoned Residential (usually about 5 years ahead of demand);
- DA/SA approval is sought by developers (1 to 4 years ahead);
- Development of the land occurs (usually staged over some years, depending on size of development);
- Land released to the market as housing lots; and
- After the major phase of construction of housing occurs there is usually a small % of lots not constructed on – this represents a friction stock kept in the market place, expanding the theoretical supply.

As Dubbo has been completing 250 dwellings per year (1991-95), lot stock is depleted by that amount annually and must be replaced.

If the pipeline starts with the zoning stage, and ends at market release, than the pipeline is up to 10 years in length, therefore should contain up to (but not more than) 10 years supply ie 2500 lots capacity.

Based on these propositions and principles Council can establish a Residential Areas Strategy. This should incorporate the foregoing into a document, which then describes Council's intentions and policies for residential development city wide for each precinct of the city structure.

See Residential Areas Strategy.

The areas of the city with an existing or potential role in residential development are shown in the schematic.

## COMMERCIAL DEVELOPMENT

### Commercial Areas - Basis of Strategy

Amongst the most distinctive features of any town or city are the commercial areas that provide the goods, services, facilities and much of the employment for its population. In particular, the commercial core known as the Central Business District, (CBD) is often the historic origin of the area, the natural focal point for the community and the source of growth and prosperity of the town or city.

In larger towns and cities the CBD may be supplemented by a number of other commercial areas; shopping centres, neighbourhood shops, warehouse retailers and other specialist commercial enterprises such as motels, franchise restaurants, tourist attractions, golf and other clubs and so forth.

Dubbo City features all of these types of commercial enterprises and more. The large scale and range of commercial areas reflects Dubbo's size, its large tourist market and, perhaps most importantly, its function as the commercial hub for the largest region in NSW.

These differing enterprises together comprise a complex interrelated commercial network. This strategy is designed to protect the entire network and promote improvement, which will further its economic efficiency and improve the image of commerce and of the city as a whole.

### Commercial Areas

**The scope of the Commercial Strategy** is potentially:

- All aspects of CBD development;
- Development of all other commercial centres, within the framework of a commercial centres hierarchy;
- Commercial strips;
- Tourism facilities and related commercial development;
- Major single use commercial sites; and
- Relevant infrastructure.

**A commercial area** is:

- Any area of the city where commercial/business activities predominate (ie supply of an item or service, but not manufacture) and so includes retailing, wholesaling, professional and financial services and areas involved in tourism and entertainment;
- Primarily an urban land use;
- An employment and income generator;
- Often a community focal point; and
- Usually a mixture of synergistic activities and may include some non-commercial uses where these complement the function, efficiency and amenity of the particular commercial area eg government administration, cultural facilities and some recreational facilities.

### Purpose

Council's commercial strategy must recognise the roles and needs of, and relationships between, the many individual commercial areas of the city.

It must then ensure that the system of commercial areas works efficiently in the long term within the larger spatial framework of the city. It must provide for the growth and change of each centre over time and provide scope for new styles of commercial development within the existing urban fabric.

The effect of the strategy should be to:

- Anticipate levels of demand for commercial services;
- Ensure the system of commercial areas will encompass the full range of commercial activities that the region needs and can support;
- Recognise the hierarchal relationships and complementary role of commercial areas;
- Facilitate and promote their further logical growth and improvement, centred on a strong and diverse Central Business District;
- Protect land required for future commercial development from incompatible development or facilitate its conversion to commercial use where appropriate;
- Maximise the economic benefits derived from existing capital investment in commercial areas;
- Safeguard the long term efficiency of commercial assets;
- Identify the issues and needs within the various commercial areas in the city and assist in addressing them; and
- Maintain employment strength in the commercial sector of the Dubbo City Council.

### **Commercial Structure**

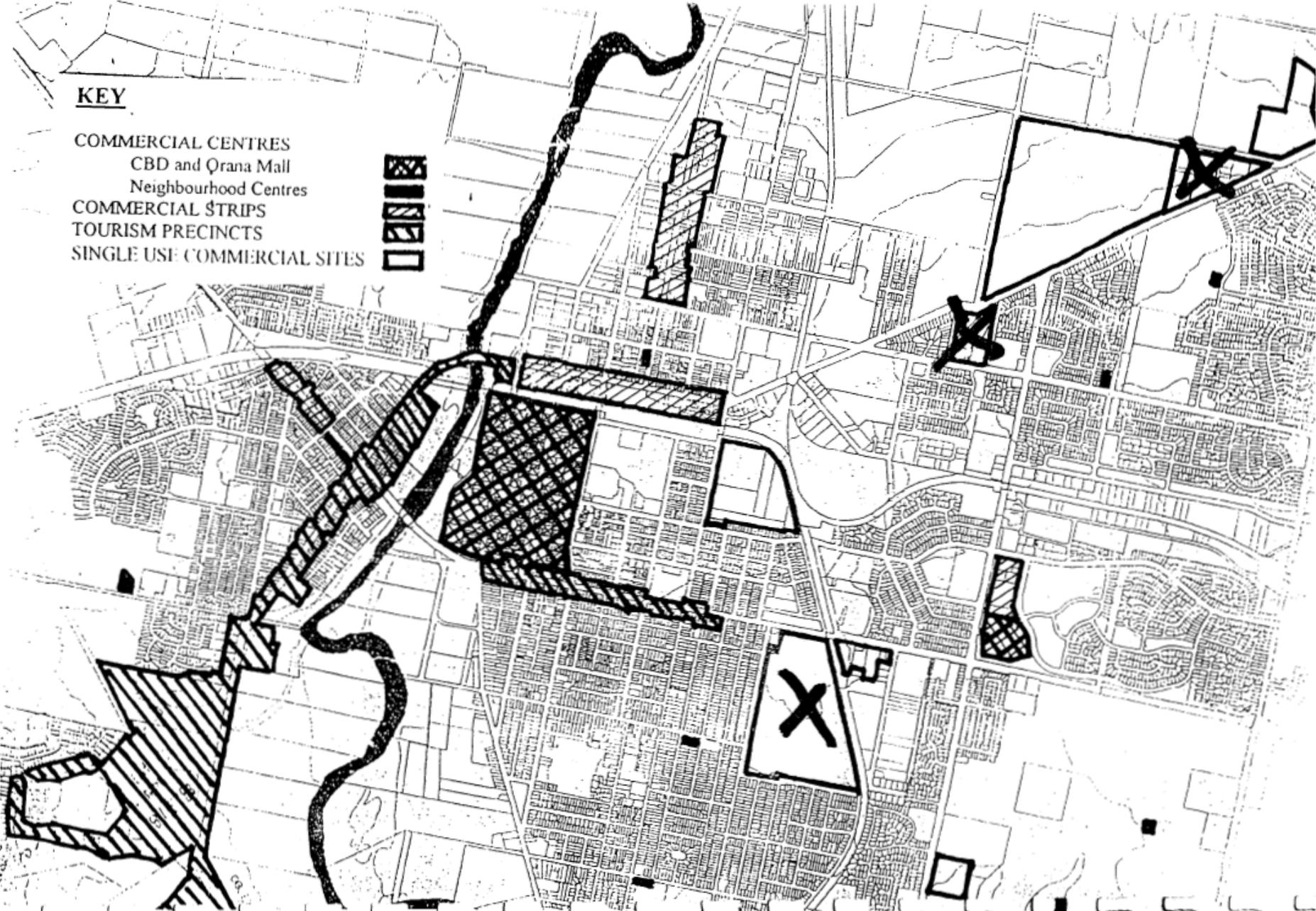
The commercial areas in Dubbo can be split into four sub-categories:

- Commercial centres;
- Commercial strips;
- Tourist precincts; and
- Single-use commercial sites.

See Diagram 2 on page 45.

Diagram 2: Types of Commercial Areas

Section 2.0	Section 3.0	Section 4.0	Section 5.0
<p style="text-align: center;"><b>COMMERCIAL CENTRES</b></p> <p>Clusters of commercial activities. Principally defined by their retail functions and typically exist as part of a hierarchy of centres. Types range from the full fledged CBD with a wide range of retail and business services to the traditional main street, to the more recent undercover shopping mall and the little neighbourhood cluster of shops servicing the local residents.</p>	<p style="text-align: center;"><b>COMMERCIAL STRIPS</b></p> <p>Commercial development that typically seeks to locate along arterial routes and primarily semi-industrial, specialising in the sale (rather than the manufacture) of bulky comparison goods or of services to these markets. They tend to be ribbon developments.</p>	<p style="text-align: center;"><b>TOURISM PRECINCTS</b></p> <p>Groupings of tourist attractions and related activities that specialise in providing goods and services specifically required by the travelling public eg accommodation, entertainment and fast food.</p>	<p style="text-align: center;"><b>SINGLE USE COMMERCIAL SITES</b></p> <p>Specific sites that fulfil a unique commercial function that does not fit any of the other categories.</p>
<p>CBD, Orana Mall, Victoria Street east, Boundary Road, Tamworth Street, Myall Street, Bourke Street.</p>	<p>Erskine Street, Victoria Street west, Cobra Street east, Bourke Street and Windsor Parade.</p>	<p>Camp Road Precinct, Cobra Street - Whylandra Street Precinct.</p>	<p>Includes the showground, and recreational complexes such as the golf course(s), greyhound track, the race course, bowling clubs and Morris Park.</p>



## Overview

### Dubbo Shopping Centre Hierarchy

The effective shopping centre hierarchy in Dubbo reflects the size of the City's urban, local area and regional catchment populations.

It is a relatively flat and simple hierarchy and one, which, even with a doubling of the City's urban population, would not be expected to change significantly due to the following factors:

- Higher order functions will continue to be able to be absorbed into what is in land area, a large CBD with plenty of capacity to expand through redevelopment;
- Doubling Dubbo's urban population only means a 30% increase in its regional catchment;
- Population of the catchment outside Dubbo will probably remain stable or may even decrease in the same period;
- There is a relatively high vacancy rate of commercial floor space indicating an excess supply or a need to upgrade/redevelop retail and office building stocks; and
- The flat hierarchy would remain a valid system for Dubbo in this scenario, since some additional neighbourhood shopping centres are already planned; expansion of Orana Mall or construction of another equivalent in West Dubbo would not be justifiable and would further erode the CBD.

The effective shopping centre hierarchy of Dubbo therefore has 3 levels – CBD functions, Neighbourhood centre functions and corner stores.

### CBD

- Dubbo has a well established CBD which is focussed on the Macquarie and Talbragar Street precinct and which has a strong regional catchment. It is not tenable to propose that Dubbo support two CBD's; and
- Orana Mall was technically justified as a "district centre" but is too large to be so defined. It is in fact fulfilling CBD level regional retail functions in direct competition. Given that it has a regional rather than district role and a similar retail function to the CBD, for the purposes of the Strategy it will be considered a de facto retail part of the CBD, albeit physically separated therefrom.

### Neighbourhood Shopping Centres

- There are five existing and three proposed neighbourhood shopping centres in Dubbo. These typically comprise four or more small shops, including a mini market, grouped together to serve the local neighbourhood with convenience goods and services. Such centres provide a more convenient alternative to the CBD for day to day convenience goods and services such as groceries, basic household necessities, videos, newspapers, takeaway food, hair dressers etc; and
- The neighbourhood shopping centres are nominated as:
  - Victoria Street (East End), Myall Street, Boundary Road, Tamworth Street, Bourke Street and potentially, Websdale Drive, Keswick and Minore Road.

### Corner Stores

- Although it is necessary to identify them as part of the commercial centre hierarchy the corner stores play a minor role in the commercial system. They are essentially an adjunct to the residential amenity of their locality. For these reasons they will be assumed to be part of the normal residential fabric of the neighbourhood and will not each be given specific treatment in this report. Nevertheless some basic principles and

policies should apply to ensure that this role is maintained and not incrementally expanded into a competing neighbourhood centre.

Note: The centres at the top of the hierarchy may also include the functions of the smaller commercial centres eg convenience goods in the CBD.

### **Principles for Commercial Centres**

- A “commercial centre” is primarily a retailing/shopping centre but may also provide some services and ancillary uses;
- The size and location of commercial centres will reflect their location in the city structure and, to a lesser degree, growth trends;
- The businesses in each centre should reflect the centre’s level in the hierarchy and the functions appropriate to that level. In Dubbo this involves relatively simple decisions about whether a particular enterprise is a regional (or CBD) function, a specialty retail or service (an ancillary CBD function), or a local (neighbourhood) retail or service function;
- Expansion pressures for each centre are to be assessed against its level and the particular needs of its catchment (which determine its “role”);
- Centres should be compact and impose minimal impact on adjoining non-commercial areas;
- Road networks should be managed so as to ensure adequate and appropriate parking and safe traffic movement at commercial centres;
- Ready access by public transport to commercial centres should be a priority;
- Centres should be linked safely into pedestrian and cycling networks;
- Centre design should satisfy basic public security needs and encourage good presentation; and
- Centres should provide the core and focus for other aspects of community life (recreation, entertainment, education etc but exclude “Restricted Premises”).

### **Key Issues**

- Definition of boundaries of each centre;
- Containment, expansion and speculation - problems associated with expansion of commercial activities into adjoining areas;
- Maintaining amenity and efficiency of adjoining land uses;
- Parking provision and reconciling pedestrian and vehicular traffic;
- Identifying genuine ancillary uses;
- Presentation and comfort factors such as provision of summer shade areas; and
- Defining and enhancing a unique identity for each centre.

### **Benefits**

- Creation of distinct shopping precincts and a logical shopping network for customers and opportunities for like businesses to cluster together and benefit from combined drawing power (synergy);
- Security of market for each centre;
- Protection of the efficiency and amenity of adjoining uses;
- Coherent and safe traffic management;
- Greater certainty for new businesses and reduced speculative pressure on Council and landowners;
- Contributes to employment opportunities;
- Contributes to the quality, amenity and convenience of the urban area; and
- Contributes to “sense of place”, civic awareness and community spirit.

Note: Mechanisms to protect the existing commercial network across Dubbo and within the CBD are listed in the Action Plans and include using a series of subzones, in much the same manner as subzones are used in Council's current approach for residential and industrial areas, for the different commercial areas, for and precincts identified in the strategy.

## Central Business District

In 1994 Ratio consultants were commissioned to prepare a Structure Plan for the City's CBD, to address a wide range of land use management issues. The result - The Planning Principles Report and Structure Plan was formally exhibited in late 1995 and public comment was sought. The following sections on the CBD and Orana Mall are based on the findings of that report.

### Function

The function of Dubbo's Central Business District is to meet the retailing and servicing needs of the region and maintain its primacy over all other commercial areas within that region.

### Propositions

- A city the size of Dubbo can only support one major business district if it is to be effective;
- Dubbo's CBD has a retail core which serves a regional catchment that extends over much of the north west portion of NSW;
- Dubbo's CBD fulfils a wide range of other roles - business, recreation, entertainment, legal and civic - many of which are at a regional level. The greater the number of regional roles the greater the potential for Dubbo to be seen as an effective regional centre;
- The level of success of the CBD depends upon the level of synergy (combined attractive power of a number of activities) which can be developed within the CBD. The location of major developments crucially affects this principle;
- In recognition of historic factors, existing investment and infrastructure (eg beautification) the focus of retailing should continue to emphasize a relationship to the street front ie. not be unduly internalised within centres;
- The CBD as a whole should continue to be highly accessible by vehicles driven by users, residents and tourists;
- The viability of the CBD will be influenced by its quality (amenity) - it is vital to provide a 'pedestrian-friendly' environment in the CBD (eg. shade, all weather protection, seating, toilets etc) to compete with climate controlled internalised retailing such as Orana Mall; and
- Urban design and landscaping should reflect the nature of the activities in the area (examples: positive/Macquarie Street upgrade, negative/RSL exterior design at street front).

### Key Issues

These matters are often under public scrutiny and warrant special consideration – there may be scope to improve the viability and efficiency of the CBD and make it more attractive and customer friendly:

- Efficient traffic management - reconciling the needs of private/service vehicles, public transport, differing car parking needs, pedestrians;
- Safety & amenity (presentation and provision of summer shade areas, security) for customers and investors;
- The potential impact of extending trading hours for both customers and retailers;

- Delineation of building limits over floodplain and providing certainty for landowners of their ultimate development potential;
- Defining the function and extent of residential uses in commercial areas so as to minimise conflict with commercial uses; and
- Maintaining a compact CBD for efficient servicing and for pedestrian convenience.

### **Purpose of CBD Strategy**

- To guide the future development of the CBD and enhance the use of existing investment in infrastructure and building stock.

### **Management Principles**

- Reinforce the existing role of the CBD in Dubbo and its appropriate relationship to other commercial centres in Dubbo;
- Improve the competitive edge of Dubbo's CBD against other centres in NSW;
- Provide a more distinctive and attractive central business district;
- Strengthen and focus the retail precinct of the CBD;
- Improve pedestrian amenity and shopper comfort;
- Ensure there is sufficient car parking capacity to meet the needs of the shopper/worker population of the CBD within acceptable walking distance of the precinct foci;
- Broaden the range of activities the CBD provides;
- Enhance the 24 hour role of CBD;
- Ensure home industries and home occupations do not unduly compromise or erode the function of the CBD or other designated commercial areas;
- Ensure home industries and occupations have minimal impacts on the amenity and character of the areas in which they locate.

### **Neighbourhood Shopping Centres**

#### **Definition**

Characteristics of neighbourhood centres are typically:

- They comprise a cluster of shop front business with invariably a milk bar or mini market and takeaway, and usually other retailers which may include a butcher, newsagent, chemist, hardware and services such as hair salon and video hire, desirably with shop front parking;
- They service a local (ie neighbourhood) catchment with convenience goods and services usually including some weekend and extended hours trading to capture trade at typical resident trip times;
- They are typically located at a convenient node in the road system which will assist visibility and accessibility to the local area, with passing trade a secondary consideration, consequently they are as likely to locate on the local distribution level of the road hierarchy as on an arterial;
- The number and mix of goods and services provided will reflect the character of the neighbourhood itself; and
- A well located neighbourhood shopping centre will act as a focus for other activities and services in that community - social and recreation activities, schools, childcare and health services will all mutually benefit from proximity and provide the neighbourhood with a stronger identity.

## Function

Primarily to provide a local neighbourhood community with convenience goods and services in an easily accessible location.

## Propositions

Neighbourhood Centres should:

- Provide limited convenience retailing and services to the surrounding residential area;
- Not have scope for expansion beyond role;
- Have a secure market ie. needs separation from other Neighbourhood shopping centres (ie catchments);
- Provide adequate short term parking, public transport;
- Have safe traffic movement;
- Have safe pedestrian areas;
- Minimise disturbance to surrounding residential uses;
- Be contained within the block, not divided by streets;
- Be located close to other neighbourhood facilities (schools, child care, recreational, leisure);
- Have symbiosis with other community facilities;
- Accept medium density nearby;
- Not include pubs - they are problematic and not part of the floor space of the centre, rather they are a peripheral ancillary use;
- Not include public facilities as part of the total retail floor area; and
- Have a floor area normally limited to 1500 m<sup>2</sup> (larger areas are exceptional eg small supermarket).

## Key Issues

- Definition (and protection) of the catchment/neighbourhood which it serves (from competition);
- Containment and definition of zoned site;
- Single block restriction;
- Pedestrian safety and amenity;
- Adequate efficient parking and traffic management;
- Presentation and amenity;
- Speculation; and
- Co-ordination of businesses to act as a group.

## Purpose of Neighbourhood Shopping Centres Strategy

- Provide for the convenience goods and services needs of residents of the neighbourhood.

## Management Principles

- Provide a secure small business environment for enterprises appropriate to the neighbourhood shopping centre;
- Protect CBD functions from erosion by other levels of the shopping centre hierarchy;
- Protect nearby residential properties from speculative pressure;
- Provide a focus of activities and foster a sense of community and a unique identity for the neighbourhood; and
- Facilitate coherent local traffic management.

## Approach

These centres evolve over time with the involvement of Council, businesses, and residents. Councils' function is to establish a policy framework which fosters this process and balances the interests of the parties, including residents of the neighbourhood, proprietors, service agencies, adjoining non-residential landowners/users, children and elderly.

In established centres a consultative, problem-solving approach should underpin Councils' ongoing regulation of the area in relation to its neighbourhood/catchment.

New neighbourhood shopping centres should be consciously located and designed based on the principles above.

## Locations

- Victoria Street east, Boundary Road, Tamworth Street, Bourke Street, Myall Street, Minore Road, Websdale Drive, Keswick.

## Commercial Strips

### Definition

Commercial strips are so called because their essential characteristics are:

- They are linear, having evolved along major arterials where development controls have allowed development of a business corridor;
- They have a commercial rather than industrial appearance, usually involving bulky goods retailing and related services (eg vehicle and machinery sales, parts sales and service, furniture and garden products sales, building and agricultural warehouse retailing and wholesaling);
- Sites, showrooms and buildings are usually larger scale and less intensive in their use than would be economically feasible in the CBD or a typical shopping centre, therefore site/rental costs in these areas are relatively low;
- Zoning has tended to be either of 3 (Business) or 4 (Industry) in the LEP neither of which clearly designates the dominant use of the corridor;
- Particular commercial strips will tend to have an emphasis on particular markets, ie household goods, automotive, agricultural services etc; and
- The tendency to locate along arterials is as much related to the need to facilitate accessibility (including for larger vehicles) as it is related to an interest in visibility (passing trade) or site/rental cost.

### Function

The function of commercial strips can be inferred from the foregoing characteristics, ie:

Commercial Strips provide reasonable cost sites for bulky goods retailers/wholesalers and related services to locate together with the benefit of good vehicle accessibility, being in an identifiable location and potential for passing trade.

## Locations

Dubbo has four commercial strip developments:

### Cobra Street

- Confined to the south side of Cobra Street from the railway crossing to Hawthorn Street;

- Smallest strip; and
- Market emphasis is household goods.

### **Victoria Street**

- Includes both sides of Victoria Street from Young Street to the railway crossing;
- Fragmented; and
- Market emphasis is diffuse but inclines towards vehicles and recreational goods.

### **Bourke Street**

- Includes both sides of Bourke Street from Myall Street to the junction with Brisbane Street;
- Most extensive strip; and
- Market emphasis is automotive and agricultural equipment and services.

### **Erskine Street**

- Includes both sides of Erskine Street from Macquarie Street to Fitzroy Street;
- Extensive strip;
- Most varied of the four; and
- Market emphasis is diffuse.

## **Propositions and Approach**

These areas can too easily be viewed as examples of commercial development having escaped from more coherent commercial centres to blight the City's arterials and displace other uses.

The response to this is that these commercial corridors have an important function in a regional centre such as Dubbo in providing for important commercial activities, which could not have easily been accommodated in the centres. However there are some important cautionary aspects of management of these areas to be kept in view:

- The further process of converting land use along arterials to these types of uses should be discouraged, as there are also major disadvantages to the City if this became too extensive;
- The corridors should not be permitted to de facto commercial centres by being allowed to capture development which should be strengthening the CBD or going into neighbourhood shopping centres;
- The commercial strip works best, like most commercial areas, where the businesses in it focus on a particular market - this gives it a stronger commercial identity and businesses can reinforce each other (ie synergy); and
- The commercial strip was an old solution to a problem which is now better addressed through the concept of super-centres and industrial parks designed for the purpose by providing the same advantages of identity access, synergy, space at reasonable cost but without the disadvantages to other aspects of the City's efficiency.

Therefore it should not be concluded that the City needs more, or more extensive commercial strip developments, but that it is time to address the provision of an alternative while managing those which are already established to best advantage. Whilst new Commercial Strips are not encouraged because they occur as ribbon development there may be demand for expansion and for provision of new and better sites for this unique type of commercial development. Two main opportunities emerge that reconcile the need for expansion with the need to protect our arterial road system; expansion of Bourke Street into River Street and creation of a new "Commercial Strip Estate" to the South East of Dubbo, South of the Mitchell Highway.

In the wider context this will mean management by the following principles:

- Ensure future use and development remains within the broad market now serviced by the strips' market theme;
- Ensure no leakage of commercial centre functions into the strips;
- Ensure the arterial road functions are not compromised and solve problems where they now exist;
- Containment of the existing strips to their present extent, and encouraging consolidation consistent with the above principles (North Dubbo the exception - encourage use of River Street);
- Ensure onsite parking and access is adequate to minimise disturbance to traffic flows and nuisance to properties adjoining those on the strip; and
- Ensure street treatment and signage, and the presentation of properties gives the best impression to the public.

### **Purpose of Commercial Strips Strategy**

- Service the needs of the region for accessible and well presented bulky goods retailing and warehousing.

### **Management Principles**

- Provide a secure and efficient operating environment for bulky goods retailing and warehousing in the existing commercial strips;
- Encourage a distinct market emphasis for each commercial strip;
- Protect the CBD and other centres from erosion of their functions;
- Protect the functions of residential and industrial areas from conflicts;
- Protect the highway and arterial road system from additional commercial strip development;
- Ensure coherent traffic management within the existing commercial strips; and
- Protect nearby residential/industrial properties from speculative change of use pressures.

### **Tourism Precinct**

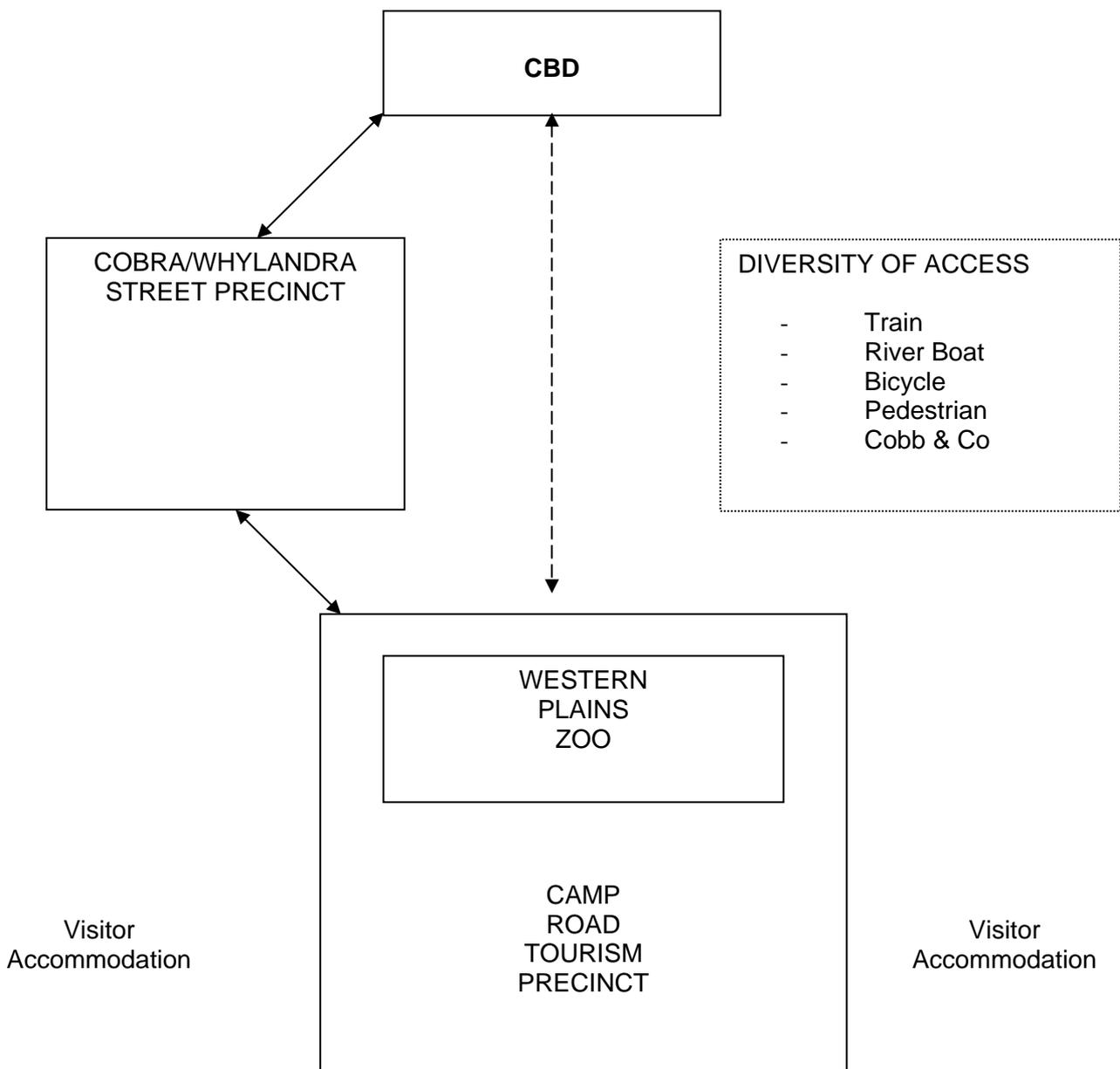
Dubbo is fortunate in that it already possesses a major tourism attraction in the Western Plains Zoo. Furthermore, it is at the junction of two major highways and has developed a strong overnight accommodation function for travellers centred on Cobra Street and the CBD. The Newell Highway/Whylandra Street corridor is the link between these areas and is also emerging as a tourism strip. Given this it is logical to consider the CBD, the Cobra/Whylandra Street corridors and the Zoo/Camp Road area as constituent parts of a larger tourism wedge that stretches from the CBD to the south west of the city.

- The Camp Road Precinct contains the Zoo and Dundullimal and is accessible and elevated. The area is a unique tourism asset that can be further capitalised;
- Cobra Street/Whylandra Street Precinct – Cobra Street has developed as the main accommodation/dining/fast food area of the city. Technically these are leakages from the CBD but they are drawn to this location to maximise their exposure to tourists and other visitors on the main entry to the city. Whylandra Street is also one of the highway entries into the city and a number of the developments in this area are aimed primarily at the traveller i.e. fuel, accommodation and fast food. This is a trend for which further pressure can be expected and so this area could be considered an extension of the tourist orientated section of Cobra Street; and
- The CBD has a tourist function but is addressed elsewhere.

### **Note**

- Access Corridors - The means and ease of getting to and from, and around, the tourist areas of the city is crucial to their success. In this case the key destinations are precincts themselves and include the urban highway corridors by which the majority of tourists first experience Dubbo, and to lesser extent the airport, railway and bus stations; and
- Most importantly, vehicular access between these areas must be easy and direct. Once this basic requirement is met, consideration can be given to developing alternative, more innovative modes of access between these precincts that may add to the “experience” of the tourist (eg tourist rail links, river boat, bicycle tracks, riding trails, shuttle buses etc).

**Diagram: Tourism Areas - Principal Elements**



## **Concept of a Tourism Precinct**

### **Function**

The tourism precinct's function is to provide a highly accessible focus for tourism related development, gaining the benefits of combined drawing power.

### **Principles**

- It is important that the tourism precincts of the city be linked to the CBD, and to each other, wherever possible;
- In an attractive and interesting locality;
- Supported by a variety of accommodation styles and costs (not necessarily in the same place);
- Easy to identify and accessible by a variety of transport modes;
- Comprise complementary uses based on a major attractor;
- Exploit any unique opportunities or characteristics; and
- Reflect tourist market requirements.

### **Benefits**

- A more diverse and stronger economic base for the City;
- Additional employment;
- Increased tourist expenditure in other sectors;
- Encourages a more cosmopolitan and modern city image;
- Synergy - ie. enhanced drawing power;
- A more focussed and thematic tourism product - more easily marketed; and
- Minimises intrusion of tourist traffic into other areas.

### **Single Use Commercial Sites**

There are commercial sites in Dubbo that have unique commercial functions, but which are not adequately represented by the foregoing. These are the Showground, the recreational clubs and the racing venues. These require recognition in the urban planning context and policies relevant to their role in the city.

#### **Showground**

The showground is managed by the Dubbo City Council. As well as direct management of the ground Council has the responsibility to ensure that the special role and potential of the Showground is appropriately supported by Council's planning regulations or development control decisions in the bigger picture.

#### **Recreational Clubs**

Given the changing nature of these clubs and their unique physical requirements it is not appropriate for Council to anticipate specific proposals or to protect specific sites in Dubbo for future developments.

In principle, such uses may be able to co-exist and even complement surrounding development within the commercial and residential areas where such proposals can then be considered on their merits and depending on their impact and local community attitudes be permitted with consent.

## **Racing Venues**

By their nature racing venues are not generally compatible with residential uses and may unduly compromise the availability of land in Commercial and Industrial areas. Consequently such uses should be directed to the buffer areas around the perimeter of the city with the exception of the tourist precinct where they are considered inappropriate due to potential conflicts and further loss of land for genuine tourists uses.

Based on these propositions and principles Council can establish a Commercial Areas Development Strategy. This should incorporate the foregoing into a document, which then describes Council's intentions and policies for commercial development city wide, for each precinct of the City structure.

See Commercial Areas Development Strategy.

The areas of the City with an existing or potential role in commercial development are shown in the schematic.

## INDUSTRIAL DEVELOPMENT

### Industrial Areas - Basis of Strategy

Dubbo is one of a small group of inland NSW regional centres showing a capacity for growth. The most comparable or equivalent centres are Tamworth and Wagga Wagga. However, Dubbo is strikingly different in its economic profile in one respect. It is noticeably deficient in the size of the industrial sector in its economic base and employment profile.

The Dubbo 21 Plan makes the following statements on this subject:

“Census data indicates that the Orana Region has the highest proportion of employment dependent on agriculture, and the lowest reliance on manufacturing, of any region in NSW”.

“Data available reveals that industry in Dubbo is dominated by small operations in the service area - wholesale, transport and construction services”.

“The economy of Dubbo is based on the service sector, with relatively little manufacturing activity. There is very little processing of the large amount of agricultural production derived from the surrounding region. Around 40% of all listed industries in Dubbo employ less than 5 persons. Current “industry” in Dubbo tends to consist of a large number of small operations, based mainly in the service areas and drawing on the wider region for their market”.

It forms the following conclusions:

- “Continued growth in Dubbo is required to ensure survival of current support industries. A static economy would result in contraction;
- “Strategic planning is “long term”. Industrial Development must be sustainable, and therefore will be based on the real comparative advantages that Dubbo can offer as a location of economic activity; and
- It is important to distinguish between activities, which have some rational reason for location in Dubbo, and those that do not. Any effort to attract the latter is likely to be misplaced - if there is no reason to be in Dubbo, then there is no reason to stay in Dubbo. Industrial activity, which is not sustainable in the long term, may be more of a liability for Dubbo and its resources than an asset.

The Dubbo 21 Plan proposes industry related strategies for supporting growth of the Dubbo economy, providing further employment and broadening the City’s economic base.

In brief its proposals focus on opportunities associated with existing industry products, assets and activities in Dubbo and the region. Ie:

- The existing road and rail based transport and distribution activities, and the potential for growth, integration and efficiencies. (Strategy 2);
- The existing agricultural production of the region, its scope for more productivity, diversity and value adding. (Strategy 1); and
- The existing industrial support functions of the city and scope to strengthen, expand and add to the range of capabilities in this sector. (Strategy 3).

The Dubbo 21 Plan then emphasises the importance of the planning and infrastructure support readiness of the city if these proposals are to be effective, especially in the following respects. (Strategy 6).

- Matching infrastructure needs to target industries;
- Conflict avoidance/resolution between land uses;
- Efficient road and rail access complementary to industrial expansion; and
- Energy supply.

## **Industrial Areas Strategy**

This strategy is concerned with the industrial areas of the city. The Industrial Areas Strategy is central to Dubbo City Council's response to the extensive Industrial Development related proposals in the Dubbo 21 Plan.

### **Definition**

The term "industry" is not usefully defined in the dictionary for land use planning purposes.

The Local Government Planning and Environment Act defines it as follows:

- (a) Any manufacturing process within the meaning of the Factories Shops and Industries Act 1962; or
- (b) The breaking up or dismantling of any goods or article for trade or sale or gain or as ancillary to any business but does not include and extractive industry".

There are separate definitions for numerous particular forms of industry, in particular distinguishing light, extractive, offensive or hazardous, rural, home and certain transport and storage related activities. (Model Provisions 1980 Pt II).

Together these definitions can be taken to encompass an adequate concept of the range of land uses, which may be accommodated in the areas covered by this strategy. The one area possibly requiring modified expectations relates to the "grey" space between commercial and industrial, typically represented by bulky goods sales and transport and machinery supplies and services often found in strip developments along arterial roads. In the past these have been zoned industrial in Dubbo but reference should now be made to the Commercial Areas Strategy, "Commercial Strips" on this subject.

For the purpose of this strategy:

### **An Industrial Area is:**

- Any area where industrial activity predominates;
- Primarily considered to be an urban land use; and
- In a greater or lesser degree incompatible with other urban land uses.

### **The scope of the Industrial Areas Strategy is potentially:**

- All aspects of industrial location and industrial land supply necessary to facilitate the Dubbo 21 proposals;
- The basis for integration of Council strategies/programs for the provision of crucial infrastructure, particularly road access, effluent disposal, water supply;
- Provisions of a basis for planning the supply of electricity, gas, rail access and other utilities by other agencies; and
- Initial assessment of environmental factors generally relevant to industrial location and development.

### **Purpose**

Council's industrial land strategy must complement the industrial component of the economic strategy (Dubbo 21) for the city and provide the basis for the design and development of transport and utilities infrastructure essential to the success of both.

This therefore requires council to ensure that further industrial development will integrate into the structure planning for the City with a minimum of land use conflict and environmental impacts, while responding to the practical requirements of industry location, access and services.

**The effect of the strategy should be to:**

- Describe the existing status of industrial land supply in Dubbo;
- Establish and apply general criteria for selection of land suitable for industry;
- Identify those localities within the existing and proposed urban structure of the city appropriate to the siting of industrial development;
- Interpret the Dubbo 21 industry strategies in terms of “target” industry groups and relate these to potential industrial land supply; and
- Protect land with best potential for industrial use from incompatible or competing development to facilitate Dubbo 21.

**Industrial Land Supply**

Simplistically, land is considered to be available for industrial development if it:

- Has appropriate geotechnical characteristics;
- Is or can be serviced and accessed effectively;
- Is not unduly constrained by environmental limitations;
- Is zoned for the purpose; and
- Is owned by a willing vendor.

Pre-subdivision of the land is not usually an advantage rather a new industry prospect would normally see it as desirable to negotiate an appropriate lot size at an appropriate cost.

While a glance at land zoning in Dubbo suggests extensive areas of land zoned industrial this is misleading as an indicator of availability.

A survey of all industrial zoned land in Dubbo (excluding the “Commercial Strips”) shows 43 “vacant” lots. Similarly, this information on its own is of little value as the lots range widely in size and situation. The availability of industrial land can only be assessed meaningfully against a particular enterprise’s needs, and whether a match is possible between the two.

In this respect there is little similarity between industrial land development and, say, residential.

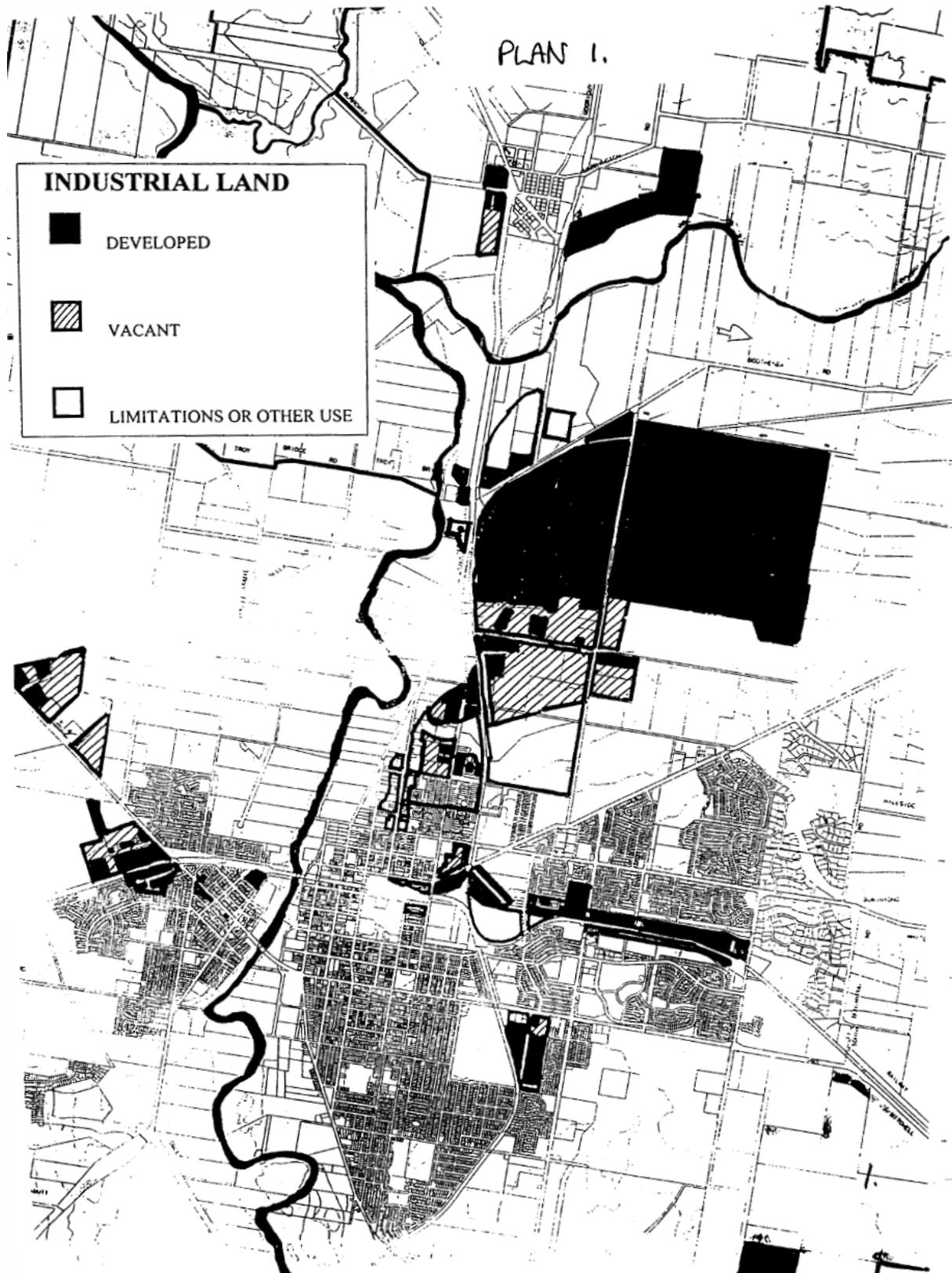
What can be established from this survey are the following conclusions (illustrate on Plan 1).

- The existing industrial areas of Douglas Mawson Road, Mountbatten Road, Hawthorn Street, off Hopkins Parade and Wheeler’s Lane, south of Cobbora Road and along White Street, on Beni Street, at Mansour/Young Street, Victoria Street, in North Dubbo south of River Street, at east end of Talbragar Street, and Depot Road will:
  - Have very limited capacity to absorb further developments;
  - Have little or no strategic relevance to the new industrial land supply requirements of the Dubbo 21 Plan; and
  - In some of these cases there is a need to have their industrial zonings reconsidered (see Commercial Areas Strategy).
- The existing industrial areas of Jannali Road, North Dubbo north of River Street/south of Troy Creek, and Cobbora Road north side (adjoining Telstra):
  - Still have useful capacity to absorb further small scale development, provided it conforms to the environmental limitations of these sites; and

- But have only limited strategic relevance to Dubbo 21, primarily through strategy 2 in the provision of sites for some transport related services and strategy 3 in providing capacity to absorb growth in the building and engineering services sectors.
- The SRA's industrial zoned land off White Street is of little relevance while State Rail are undecided as to its future. In any case State Rail should be encouraged to invest resources at Bootherba Road rather than here. Ultimately a decision by SRA to divest should not in any case lead to industrial development of this site until environmental considerations and other development options for this site are carefully considered, particularly:
  - Its relationship to the Institutional Precinct;
  - Its relationship to the showground; and
  - Its relationship to residential development to the north, south and south east and whether the Sydney line might be straightened to remove the sites separation from the latter two of these areas.

Consequently this site should not figure in the industrial land supply equation at this time.

- Industrial zoned land south of Troy Creek West of Yarrandale Road has been committed to CSU for development as a university campus;
- There is a substantial area of vacant industrial zoned land north side of the Mitchell Highway west of Bourke Hill adjoining the airport. Development potential of this land is somewhat limited due to lack of utilities;
- Currently the most significant land supply for industrial purposes is found in the Yarrandale Road/Purvis Lane area, where Council is a major provider, developing industrial sites on either side of Purvis Lane; and
- The defined industrial land supply picture in Dubbo is not adequate to facilitate the needs likely to be created by effective implementation of Dubbo 21. More significantly, insufficient definition of prospective areas is a clear deterrent to the success of the economic strategy.



### Council as Industrial Land Developer

Dubbo City Council has a substantial commitment to industrial land development, first through its support for DCDC and Dubbo 21, and second through its role as the major provider of industrial land in Dubbo.

Following extracts from DCC's Management Plan 1996/97 substantiate this position:

#### Principal Activity: City Development

#### Objective statement

To encourage economic growth that enhances the standard of living of residents through the operation of key economic business activities and the promotion of a wide range of development opportunities in accordance with the Dubbo "21" Plan.

Strategy	Performance Target	Actions/Responsibilities
1. Contribute funding and provide membership on the Board of the Dubbo City Development Corporation as an independent body to promote industrial/economic development and tourism promotion of the City.	Dubbo to continue to grow at a rate comparable to other similar sized regional cities.	Provide funding for the operation of the Dubbo City Development Corporation for the 1996/97 financial year (Director Corporate Development).
		Undertake a review by March 1997 as to the achievements of the Dubbo City Development Corporation since its formation with a view to determining its future operation and funding requirements from Council (Director Corporate Development).
		Encourage implementation of actions identified in "Dubbo 21" Plan by Dubbo City Development Corporation and ensure appropriate action is taken by Council in respect of those matters identified in the Dubbo City Development Corporation Business Plan as being the responsibility of Council to undertake (Director Corporate Development).

Strategy	Performance Target	Actions/Responsibilities
		Continue to provide assistance where necessary in pursuit of the provision of a natural gas supply to the City (Director Corporate Development).
	No examples of industry establishing in other localities due to misinformation or inadequate liaison with potential investors.	Assist where practicable expansion of local business and new business (Director Corporate Development).
2. Provide for the controlled development of Council residential, industrial and commercial land complementary to the City's economic growth.	Ensure the availability of a minimum of five fully development industrial allotments of varying size available for sale.	Undertake on an ongoing basis a marketing programme for sale of industrial allotments aimed at encouraging development by a wide range of industries and provide incentives to some on a case by case merit basis (Director Corporate Development).
		Continually investigate expansion opportunities for industrial and residential land portfolios (Director Corporate Development).

Council, through its Land Development and Property Management and Property Business Plan (1996/97), has set out short and long term objectives for its industrial land program. These are:

### **Industrial Land Short Tem Objectives**

Dubbo City Council's Industrial land program has the following short term objectives:

- Council's industrial land and factory holdings be reviewed on an annual basis;
- To always have an adequate supply of serviced industrial land to meet short term demand for sale or lease;
- To ensure that the shortest possible lead time is applicable when applications for industrial land are received;
- To review annually Council's industrial codes to ensure they are applicable and not restrictive to encourage industrial development;
- To liaise with the Dubbo City Development Corporation and be aware of changing needs for industrial land development and therefore be in a position to provide industrial land to cater for the majority of industries;
- To provide industrial land to the genuine developer and discourage the sale of land to the investment/speculative purchaser; and
- To provide incentives to encourage local industries to expand.

### **Industrial Land Long Term Objectives**

Dubbo City Council's industrial land program has the following long term objectives:

- As Council recognises that it has the major responsibility in providing and developing industrial land it should supply adequate resources of land to cater for future requirements of the City within the next ten years;
- To plan for the future requirements of industrial land within the City for the next twenty years;
- In order to attract industry important to the growth of Dubbo, provide industrial land at a break-even point, or where considered warranted, to provide the industrial land together with infrastructure at a subsidised cost or on a repayment basis;
- To be cognisant of the need to provide incentives to encourage industrial development to the City; and
- To facilitate the construction or purchase of factories which can be leased or sold to industry.

Council is virtually alone in its activity as industrial land provider in Dubbo. Other private, involvement has been sporadic and inclined to focus on very limited niche markets.

This demonstrates the reason for the Purvis Lane area emerging as the principal source of current supply and the most significant resource reliably available to the market place.

The importance of Council's role would therefore be difficult to understate in the present circumstances.

This situation would seem to underscore two important issues:

- The paramount need to identify areas suitable for industrial development in line with needs created by Dubbo 21 strategies; and
- The need to establish whether it is reasonably within the capacity of DCC to sustain its current provider role on a larger scale in accordance with those needs, or whether some additional means or process of assuring industrial land supply needs to be created to augment Council's efforts.

## **Basis for Identifying Future Industrial Land**

GH&D's "Industrial Relocation Manual" provides a viewpoint relevant to the issues identified in the last section. This approach is referred to here to assist consideration of the issues, not with the intention that the approach outlined be endorsed uncritically or in all its details.

First, it recognises the problem of community perceptions, eg:

- Industry is not a good neighbour; and
- Environmental management will be down played for the sake of employment in times of uncertainty.

It emphasises the resolution of conflict areas and identifying avenues of negotiation as integral to any industrial strategy.

### **3.2 KEY MATTERS TO BE CONSIDERED**

*The matters considered to be of prime importance in any future industry development strategy are:*

#### ***Land availability***

- *There should be a bank of suitable land, which can be made available at a required date. It is not necessary that the land be already zoned and serviced, just that it can be readily zoned serviced.*
- *The need to be able to give guarantees of development, building, licensing and operational approvals within specified and reasonable times is critical. There may need to be a perceived level of State government support, perhaps even sponsorship.*
- *Flexibility of development site important in terms of size and dimensions which offers potential for future expansion requirements.*

#### ***Planning process for assessment and approval***

- *A physical information package on an area proposed for industrial development should be made available describing as far as possible the locational, physical and infrastructure characteristics of the proposed site.*
- *There should be a minimisation of approving authorities. In larger rural regional centre, one comprehensive approving/servicing/infrastructure authority (i.e. water, sewer, waste infrastructure (electricity and gas) and community facilities) could be a major attraction. However, it is recognised that this may be an ideal position.*
- *Unambiguous and consistent guidelines are required.*
- *A uniform, involved and cooperative approach should be adopted by State governments, especially in coordinating key departments.*
- *Any local government region that can coordinate its planning approval process and provide a clear statement regarding the role of manufacturers in the planning process will experience industry growth.*

#### ***Control of infrastructure***

- *There should be potential to allow industry responsibility for its essential services, provided industry can obtain land of sufficient size to provide and manage essential services with regard to prevailing regulations, community and environmental standards. Essential services include:*

- *Water supply.*
  - *Wastewater treatment.*
  - *Solid waste disposal.*
  - *Recycling.*
- *Infrastructure should be either available or capable of being upgraded (particularly energy provision for gas and power; water and sewer) with flexibility for competitive pricing of services.*

### **Environmental control and management**

- *An environmental baseline standard involving all players (government, industry, consultative committees, communities) should be established as a matter of priority for all key regional centres in NSW; and*
- *A comprehensive model of soil, water and air for a region will have benefits to industry, government and the community in that it can provide impartial factual information, which can be continually updated to take account of any potential changes in pollution, effects on human health and the environment.*

### **Community involvement**

- *A format should be prepared for industry for effective communication with the community. The format should facilitate rational discussion of industry and the environment;*
- *Develop a mechanism for conflict resolution;*
- *Develop a process to educate and actively involve the community in the planning process; and*
- *Provide a forum for community participation (e.g. public forums, face-to-face meetings).*

## **5.3 LOCAL GOVERNMENT ROLE**

### **Aim**

*To assess and approve new industry within a guaranteed period (e.g. six months) from first contact up to final approval to commence construction.*

**Achievement manner:** *Local Government will be required to arrange provision of base-line environmental, social and engineering data for an area in which industry could be reasonably located. In addition, local government will need to comprehend local community attitudes and to make industry aware of such attitudes. Information on either all or part of the local authority area will also be made available to both government and industry, in order that a factual and correct decision can be made in assessing alternate sites for industry.*

*Local government will refine its planning towards industry by identifying prospective sites in which industry can be approved in the following manner:*

- *Amend local environmental plans pertaining to rural areas to allow Council consent for industry provided industry location is in accordance with a development control plan which specifies candidate areas for industry in the manner described in section 5.4 of this manual.*

## Candidate Industrial Areas

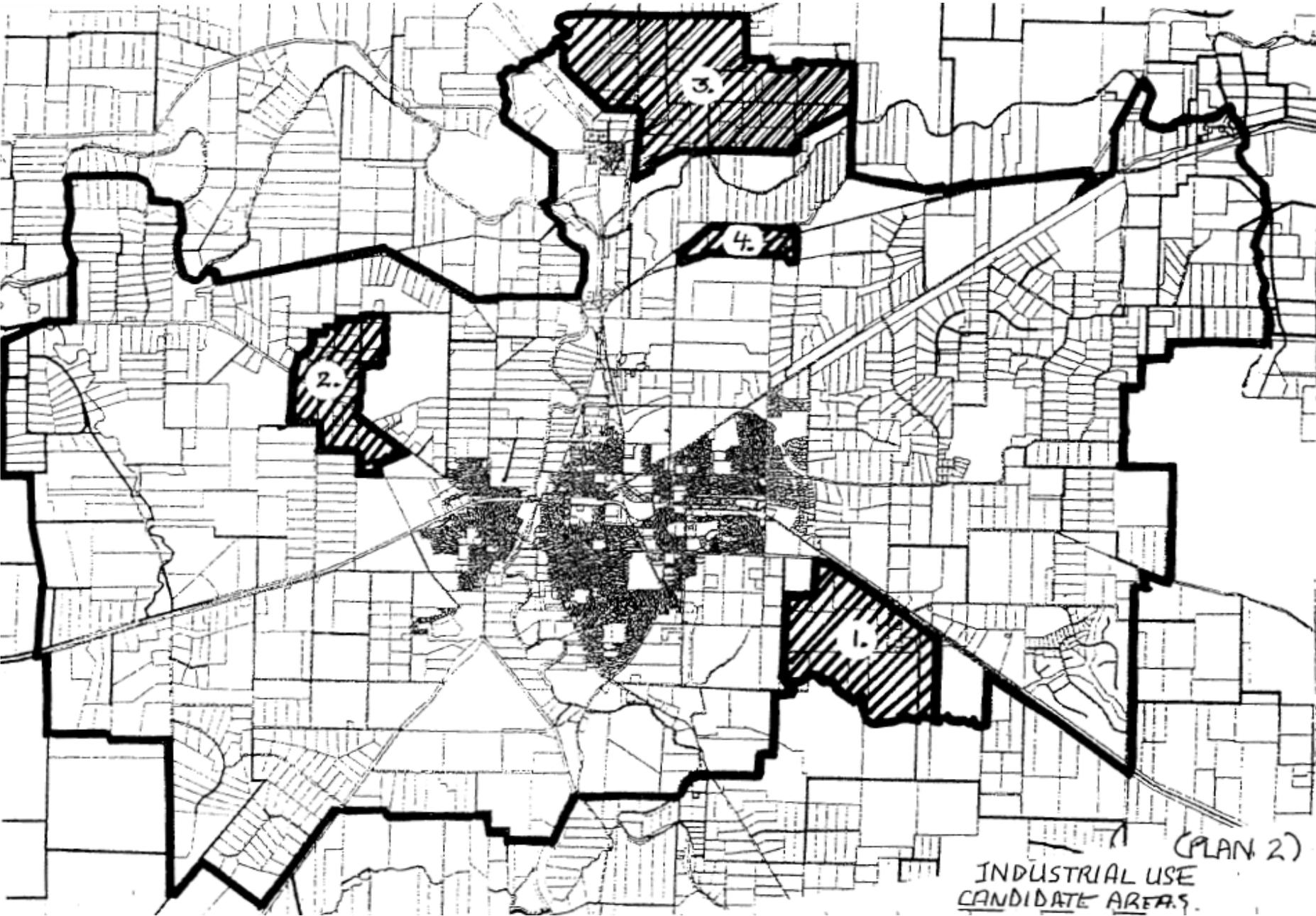
Based on these principles, a sieving process for identification of areas in the Central District which could be considered candidate future industrial area was carried out.

The 10 criteria used for this analysis are listed below:

### Criteria

- Minimum impact on Ground water;
- Free of flood risk;
- Separation from conflict with living areas based on:
  - Topography
  - Distance
  
- Minimum distance from city facilities consistent with 3;
- Favourable relationship to highway system and other transport infrastructure;
- Scope for relationship to complementary industries;
- Availability of or potential provision of utilities at reasonable cost;
- Land at reasonable cost (i.e. non urban);
- Land in large parcels (not fragmented); and
- Acceptable geotechnical characteristics.

The 4 candidate areas identified by this process are shown on Plan 2. The candidate areas do not score the same against all criteria, consequently they each have their unique suitability characteristics, which should be kept in mind when considering them in relation to the Dubbo 21 strategies and the industry groups targeted there.



The following summarises the particular suitabilities of the candidate areas and existing industrial areas with significant capacity.

Location	Industry Role Suitability	Status
Yarrandale Estate and North of Purvis Lane	Light, Medium and transport related	<u>Existing</u>
North Dubbo (vicinity of River Street/Fitzroy Street)	Light and Service	<u>Existing</u> - Services require upgrade
Jannali Road	Light and Service	<u>Existing</u>
Eulomogo (between Mitchell Highway and Eulomogo Creek)	High tech industries and those seeking a "visible" site in this region  Warehouse sales  Clean well presented light manufacturing and distribution	<u>Candidate Area 1</u> - Potential for flexibility if well designed and managed. - Prestige sites at frontage - Scope for "business park" concept - Industries to the rear must have increasing compatibility with quarry operations (0.5-1.5 km from Highway)
Airport area (either side of Mitchell Highway at Dubbo Airport)	Airport, air freight and air transport related industries  Road transport services and associated storage and freight transfer  Compatible light, service and agricultural services	<u>Existing &amp; Candidate Area 2</u> - Servicing limitations for the foreseeable future - on site effluent disposal required.
Mendooran Road to Talbragar River floodway	Potential to take large and problem industries  Primary processing and food manufactures	<u>Candidate Area 3</u> - Requires comprehensive baseline environmental and servicing profile, monitoring stations
Boothenba Road	Dedicated as State Rail relocation site, fuel depots, road/rail freight terminal and allied uses	<u>Candidate Area 4</u> - Mostly in "friendly" ownership

### Industrial Infrastructure

(See Dubbo 21, Strategy 6) and Appendix 5.

Strategy 6 of Dubbo 21 relates to provision of infrastructure and embraces a wide range of support aspects necessary to the other 5 strategies.

Beyond the particular problems of ensuring land supply, Industry support needs are most obviously:

- Provision of utilities such as gas, electrical and telecommunications, which are the responsibility on providers other than local government;
- Provision of water supply, off-site effluent and stormwater disposal, which are local government responsibilities that (provided the original feasibility of supply was established at the time of designating the candidate site) are provided through programs which respond to development needs). (See Council's Sewer and Water Business Plans and Section 64 Contributions Plans);

- Access to rail transport, which is primarily a matter between SRA and the particular industry and likely to influence choice of site rather than result in extension of the infrastructure unless a very substantial user was involved (Rail is specifically addressed under Strategy 2);
- Access to air transport, which is even more restricted in terms of location but in this case is under local government control; and
- Access to road infrastructure, which is a responsibility of both State and Local government depending on the road frontage involved, is a crucial and sometimes complex aspect of industrial infrastructure. All Council's candidate areas have a sound relationship to the major road system.

### **Air Transport Infrastructure**

Council's role as airport provider is a significant part of industrial infrastructure through its capacity to quickly move personnel, spares, equipment and appropriate products between Dubbo and other centres. It also provides the basis for attracting other air transport related industries and service providers.

### **Rail Transport Infrastructure**

The crucial aspects of rail infrastructure policy for Dubbo likely to affect industry are:

- Retention and upgrading of the existing system;
- Retention of services, particularly freight capacity; and
- Location, capacity, efficiency and environmental impact of the existing operations yard.

The last matter is seen to be a vital issue on Dubbo's Future industrial role and is referred to in the context of both Dubbo 21 Strategy 2 (Appendix 3) and Strategy 6 (Appendix 5) where it is implicit in references to road/rail freight transfer capability.

The conclusion reached by Council some 2 years ago on this matter was that relocation of the rail operations yard was a crucial element of infrastructure development in Dubbo.

The preferred site is Candidate Area 4 and it is expected that the oil company depots in the Erskine Street area should relocate with the operations yard to that site. This would enable creation of common user facility for their purposes if agreement can be reached.

This site will provide virtually unrestricted scope for future expansion of operations, is at the centroid of Dubbo's major long term industrial area, and adjoins the best available opportunity for an East/West heavy vehicle route by passing the urban area and linking the Mitchell Highway (west) to the Newcastle link (east) via the saleyards/abattoir area. It also has an efficient relationship to the Yarrandale Road/Wheelers Lane corridor south to the Mitchell Highway link to Sydney.

### **Road Infrastructure**

Road system planning for industry should now respond to awareness of the long term industrial location roles and options outlined and to an assumption of the ultimate successful re-location of rail operations to Boothenda Road area, as part of an integrated infrastructure response by Council specifically in relation to Strategies 2 and 6 of Dubbo 21 ("develop more logical and efficient heavy vehicle routes through/within Dubbo urban area").

- **Road/Rail Freight Interchange**

The development of a major road/rail freight interchange terminal in association with the relocation of rail operations is a pivotal concept to the industrial road system. Policy and project planning should incorporate this concept on the basis that while

some agencies and related interests may adapt slowly to the necessity for this to occur, the logic of the relocation is so compelling as to be ultimately irresistible.

- **Heavy Vehicle Bypass**

The interim road train route now in use will progressively come into more conflict with other strategic development objectives. The major opportunity for a more logical route is that of a northern bypass through upgrading of Bunglegumbie and Boothenba Roads. This provides an East-West axis, which intersects the location of the Fletcher abattoir, the sale yards, and the proposed road/rail interchange. Achievement of this routing is not without its engineering issues, but is feasible (eg Troy Bridge).

- **The Missing Link**

Heavy vehicle movements between Yarrandale/North Dubbo/Newell highway north of Dubbo, and the Mitchell Highway corridor east to/from Sydney, do not at this time have an obvious preferred route as a matter of policy – reflected in signage and road standards, or practice. Instead they appear to filter through the area on various routes with varying degrees of impact on the urban area.

Based on the current standard of Wheelers Lane and the proposed standard for Yarrandale Road/Purvis Lane as described in the Yarrandale Study of 1993, the only disadvantage of upgrading and promoting use of this route is the poor road geometry in the link between Wheelers Lane and Yarrandale Road. This can be rectified by eliminating the two acute turns on this route, with other advantages to be gained. These would be greater separation of truck traffic/noise from Lourdes and CSU campus, and the opportunity for enhanced treatment of CSU's main entry.

- **Newell Highway Alignment**

The most congested section of the Newell and area of highest through traffic impact on the urban environment, is between the low level bridge and Bourke Street.

The opportunity to remedy this situation, which can be expected to worsen with time, is to plan for the Newell ultimately to be re-routed northward from the bridge along the edge of the flood plan to align with and connect to Brisbane Street at its intersection with Myall Street.

- **Access to Candidate Area 3 (Mendooran/Talbragar)**

At the present time truck traffic into this area transits Brocklehurst village. In the longer term the impact of these movements on the village may become unacceptable and a road link to the north of the village may be required. Road system planning should include this as a long term option.

- **Truck Stop Facilities**

As Dubbo expands its role as a transport focus the demand for facilities ranging from simple parking opportunity for rest stops, to meals and showers, to servicing and repair, to off road parking and break-up/assembly of rigs will be required. Provisions of designated areas will relieve intrusion into urban areas. However the opportunity exists to provide a major integrated facility (or more than one), which can meet the full range of service requirements.

The siting of such a facility should meet minimum criteria:

- Located on the ultimate heavy vehicle network;

- Minimum impact on the urban area of Dubbo, particularly residential/commercial/institutional areas;
- Convenient for through truck traffic as well as those with destinations in Dubbo;
- Proximity to major transport related industrial development sites; and
- Preferably to the north of the Myall Street axis across the City - to pick up movements to/from the west, north and the Newcastle link.

- **Highway Corridor Management**

On the Mitchell Highway the traveller, whether visitor, truck driver or commuter must negotiate 14 km of reduced speed limit “highway” to transit the city of Bathurst, due to strip development, sprawl, bad planning and inept highway corridor management. It provokes frustration, impatient driving techniques, reduces safety, increases transit times and congestion and decreases efficiency.

On the Mitchell Highway through Dubbo, a city of similar size, the traveller must transit 6.5km of reduced speed limits. This enhances the image of the city to visitors, and improves safety and efficiency. These advantages should be retained, as a matter of policy, through the manner in which further development to the east and west of the city is managed. In both case the likelihood is that development will be of an industrial nature, Council and the RTA should cooperate to ensure this highway corridor is protected from impacts which will lead to reduced safety and consequent speed reductions. This will require four land construction and acceleration/deceleration lanes to designated exit/entry points and/or service roads to provide access to adjoining development. Similar policies should be maintained on the Newell to the south. The Newell to the north of Dubbo has suffered more in line with the “Bathurst effect” but should be protected from any erosion of the 90 kmph limit.

Based on these propositions and principles Council can establish an Industrial Areas Strategy. This should incorporate the foregoing into a document, which then describes Council’s intentions and policies for industrial development city-wide for each precinct of the city structure.

See Industrial Areas Strategy.

The areas of the city with an existing or potential role in industrial development are shown in the schematic.

## INDUSTRIAL DEVELOPMENT

### Institutional Areas - Basis of Strategy

The City of Dubbo is a regional centre capable of providing a range of specialist services and facilities not otherwise available in the region. It has a role in providing, servicing and supporting the development of hospital and medical facilities, tertiary and possibly other specialised education and cultural facilities of regional importance.

The further development in Dubbo of such institutions of regional significance will provide additional support for population growth in both Dubbo and the region through the availability of broader employment opportunities in the health and education fields. There can follow an increased likelihood of support activities in the City. Additionally, there is the possibility in the long term of the establishment of research facilities ancillary to the Base Hospital or University, or both.

The development of a university campus in the City can have a substantial impact on the City and the region, in economic, social, cultural and physical terms. A university will confirm Dubbo's importance in the region and the State and provide crucial educational opportunities not otherwise readily available to the region.

Similarly, establishing a medical "centre of excellence" at the Dubbo Base Hospital will assist in making Dubbo the focal point for medical services in the western part of the State.

A specialised Institutional Areas Strategy will assist in focussing the provision of space, infrastructure and services that all such institutions require for their development and expansion. A specialised strategy for Institutional Areas can further encourage a synergistic relationship between facilities.

For the purpose of this Strategy:

#### An Institution is:

- "A society or organisation for the promotion of scientific, educational, or other public object..." (The Concise Oxford Dictionary 7th Ed.).
- In Dubbo, the relevant Institutions are identified as:

Dubbo Base Hospital	Charles Sturt University (proposed)
Lourdes Hospital	Western Institute TAFE Dubbo College
Dubbo Private Hospital	Rural Skills Centre, Bourke Hill
	Distance Education Centre

and any research or cultural facilities, which seek to locate within such a precinct to their mutual advantage.

#### An Institutional Area is:

- An area or precinct that is the focus, primarily or exclusively, of medical, hospital or tertiary education services and research or cultural facilities of City, regional or State significance;
- An area that includes ancillary support facilities to the above or other developments which are sufficiently complementary as to integrate well with them;
- An area that requires protection from the impact of other landuses to maintain its identity, amenity and integrity; and
- An area, which may have specialised servicing requirements.

**The scope of the strategy is potentially**

- The provision of suitable areas for the further expansion of specialist medical, hospital, tertiary education, cultural and research related facilities in Dubbo;
- Factors affecting the integration of individual sites into an effective medical/educational services precinct; and
- Safety, amenity, access and support facilities appropriate to the precinct.

**Purpose**

The purpose in defining an institutional precinct within the City is to create an area (or areas) which are clearly identifiable as having primarily or exclusively an institutional function, and in particular dedicated to the provision of higher order medical, hospital, educational, cultural and research facilities in the most favourable environment possible.

The effect of the strategy should be to:

- Identify the existing and potential institutional facilities, which Dubbo has or could attract;
- Identify the area/areas, which are significant to accommodating these facilities in an environment, which will promote synergy between them;
- Identify those factors, which comprise or describe a favourable environment for their operation and propose strategies for achieving and protecting it;
- Identify common threats, issues, and problems relating to that environment which Council can assist in resolving; and
- Propose a structure plan and policies for the management of the precinct.

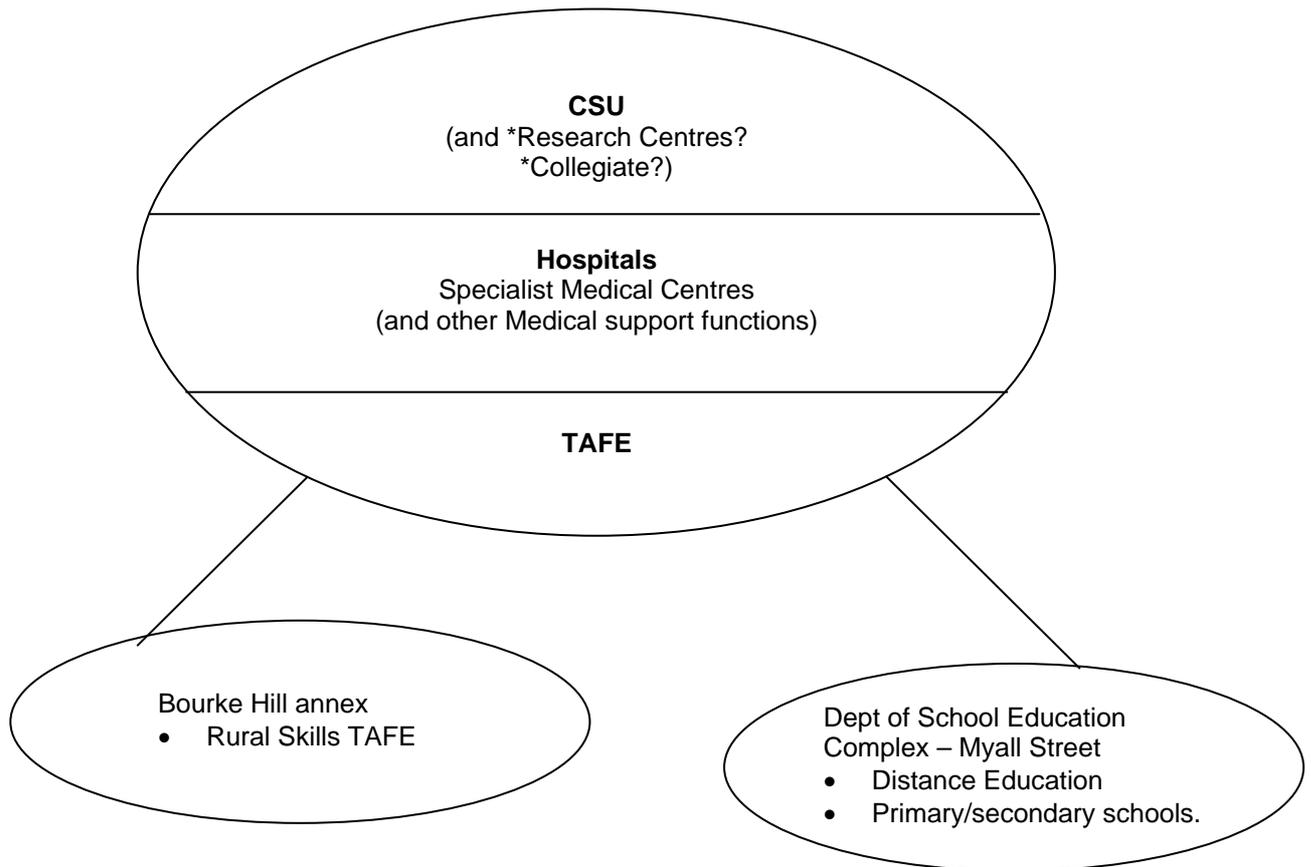
The intention of the Institutional Areas Strategy is to recognise and gain advantages from the unique proximity of the major educational and medical sites in the city by seeking to manage and protect this area as one integrated campus.

**Institutional Areas Concept**

Comprises

- Tertiary Education
  - CSU;
  - Western Institute of TAFE; and
  - Collegiate (?)
- Hospital Services
  - Base Hospital (acute care and training); and
  - Rehabilitation and geriatric
- Specialists Medical Centres/Services relevant to the complex
- Research Institutes

Main Precinct



**Focus of the Strategy**

**Synergy**

Dubbo should take maximum advantage of the fortuitous location in one area of the major medical and tertiary educational facilities of the City. The combined presence of these Institutions is the prima facie case for the protection and further development of the area for complementary institutional use, requiring its effective management as one precinct, in effect a single integrated campus. The development and enhancement of a single campus will nurture and potentially attract other complementary activities to the precinct. The possibility of private and public medical and tertiary facilities sharing the same integrated locality would be a unique situation in rural NSW.

The focus of this strategy is the area combining the Dubbo Base Hospital, the Lourdes Hospital, Moran Hospital, Orana Community College and the Charles Sturt University site generally north and south of the Myall and Cobbora Streets junction. (See Plan 1 on page 78).

**The existing facilities: Medical and Education Institutions**

Medical Institutions	Educational Institutions
Dubbo Base Hospital	Western Institute of TAFE
Lourdes Hospital	Charles Sturt University (site)
Dubbo Private Hospital	
Medical Service Complex (Manera Court)	

## Assumptions

While this is fundamentally a concept for the physical management of a precinct of the city, there are a number of underlying principles which are crucial assumptions.

Without agreement on these there is little likelihood that the concept could succeed.

These are:

- Support for the basic economic strategies of Dubbo 21 as they relate to these institutions;
- Congruence between these strategies and achieving best practical outcomes for the region and the city in relation to the services provided by the relevant institutions;
- Recognition of a community of interest by the relevant parties in jointly pursuing an optimum physical environment for their activities; and
- A practical capacity to cooperate in the pursuit of mutually beneficial outcomes overall, and particularly in the development and management of the precinct.

The institutional campus for medical and education facilities in Dubbo is proposed as a way of driving a unique opportunity to its maximum benefit. However it can only fulfil its potential if the drivers are primarily the institutional stakeholders themselves.

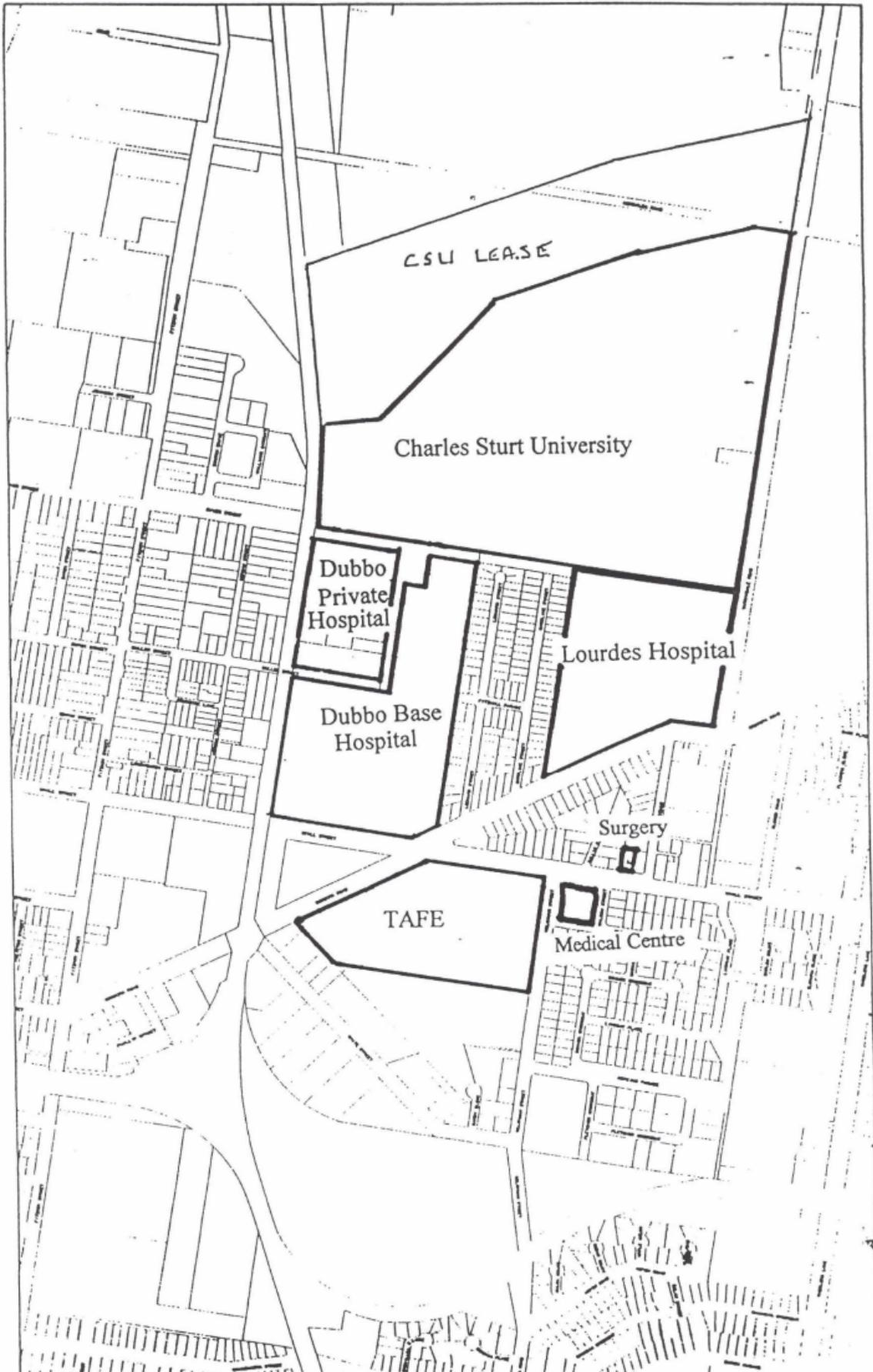
Based on these proportions and the principles Council can seek the co-operation of the relevant institutions in establishing an Institutional Area Strategy. This should incorporate the foregoing into a document, which then describes the intentions and policies for the development of the precinct.

See Institutional Area Strategy.

The area of the city with the most significant existing or potential role in institutional development is shown in the schematic.

**Plan 1**

Existing Institutional sites and related development



## RECREATIONAL DEVELOPMENT

### Recreational Areas - Basis of Strategy

Dubbo City is the centre for services and facilities for a large region. This regional population base provides an opportunity for Dubbo City to develop a range of high standard recreational facilities and so strengthen its role as a regional centre. The benefits of this are not just to the region as a whole, but in the resultant high recreation standard for the city's residents and in the economic benefits of attracting visitors to the city. Indeed Dubbo is already established as a regional centre for many sporting activities. However there is scope for this to be further improved and supplemented by new facilities.

Dubbo City also provides recreation areas at a local scale that contribute to the spectrum of recreational opportunity, and so the quality of life, of its residents. Together these regional and local recreational areas (which can be either open space or built) serve a range of important social, economic and environmental functions.

Well located and developed recreation areas can enhance both the aesthetics and property values of an area, provide for a wide range of both outdoor and indoor activity and help us pursue a satisfying, healthy and varied lifestyle. Recreation areas also provide venues for people to meet, learn and interact with each other and with their environment. All of these benefits can improve Dubbo's ability to attract population growth to the city and the region.

Economic benefits include scope for the operation of commercial recreational enterprises that generate income and employment and incidentally through enhancing the tourist interest and scope of activities available to the visitor. High quality and well placed recreational areas therefore help foster a positive impression of Dubbo as a place to live, work and visit.

Some types of recreational areas also make an environmental contribution by providing habitat, preserving natural drainage networks and protecting areas of floodplain.

As the city continues to grow it is imperative to plan for the development of these areas into an effective network that maximises these benefits as well as anticipates the needs of an expanding population.

### Recreational Study

In 1995 Charles Sturt University completed a Recreational Study for the Dubbo City. It provides an analysis of the recreational needs of the city and outlines the recreational facilities appropriate for Dubbo. The study is relevant to this Strategy because it provides some direction on the likely long term land use requirements for development of recreational areas.

Its findings as relevant are incorporated into this strategy but for convenience are also summarised in the Appendix (See page ?). It is important to note, however, that this Strategy has a narrower focus than the study but it does constitute the main mechanism to realise one of the studies Mission Statements ie to **“preserve, conserve and provide the physical and environment resources necessary to enable the recreation plan to be implemented.”**

### Recreational Areas Strategy

This strategy is concerned with the recreational areas of the city. It is concerned with provision of adequate land for recreational purposes within the expanded urban area and effectively integrating these areas into the larger city structure. As this document and plan is part of the overall urban Strategy for Dubbo City it should be read in conjunction with the Future Directions document of the Urban Strategy.

## Definition

The term “recreation” is sometimes used to encompass the full range of activities people can choose to occupy their discretionary/leisure time (ie time left after essential activities have been done).

However for the purpose of this Strategy recreation has a much narrower focus. It does not include the use of cultural facilities (eg theatres, libraries, churches, galleries etc) or tourist attractions (eg the gaol and the zoo which are covered in the Commercial Strategy). Nor does this document include urban design matters (ie presentation, landscaping etc). It is focussed on the adequate supply of public rather than private recreational areas as the latter are primarily commercial enterprises, which are already covered by the Commercial Strategy.

### A recreational area is:

- A space used primarily for recreation purposes ie an area or facility that people choose to visit or used that provides an enjoyable way to spend their leisure time;
- Often a community focal point ie used by a number of people at one - multi use;
- Typically associated with the outdoors or with sporting activity;
- Sometimes specialised towards a particular recreational activity or interest group; and
- An area capable of adding to the physical quality of the locality.

### The Scope of the Recreational Areas Strategy is potentially:

- Regional recreation areas with the expanded urban area;
- District recreational areas within the expanded urban area;
- Neighbourhood recreational areas within the expanded urban area; and
- Open space corridors that link recreational areas.

## Purpose

Council’s Recreation Areas Strategy must complement the Recreational Study by identifying and protection adequate, appropriate land for the range of recreational activities identified in the study. It must recognise the role of, **and the relationships and links between**, the many individual recreation areas and facilities of the city.

The Strategy must provide the spatial picture for an integrated recreational network as well as policies for the protection and adaption of existing well located and effective facilities, over time. It should also reflect trends in recreational demand identified in the study that complement the future growth patterns of the city.

The purpose of this Strategy is therefore to provide a spatial and policy framework that will facilitate the development of recreation areas that meet the community’s present and future needs.

### The effect of the strategy should be to:

- Identify, clarify and describe the existing structure or hierarch of recreational areas in Dubbo;
- Interpret existing and future demand for recreation in terms of the facilities and areas required by the many different groups in the Dubbo region;
- Develop a city wide structure plan and policies for recreation areas that can effectively and efficiently meet that demand;
- Identify existing areas within the urban structure plan and policies for recreational use and design means to do that;

- Ensure new recreational areas are located so as to be accessible and usable ie equity of provision across the city;
- Incorporate and protect natural features and existing movement corridors; and
- Ensure recreational areas are of adequate size for their function and for efficient maintenance and cost effectiveness.

### Principles for Recreation Development in Dubbo

Although there are different types of recreational areas, which are discussed in greater detail later in the document, there are some principles that apply to all recreation areas. These principles are incorporated into the strategy both as the guiding principles for recreation development and in the philosophy of the policies and action plans.

- **Integration** - the pattern of recreation areas should reflect and integrate with the city structure and future strategic directions for growth:
  - Provide an identifiable edge and reinforce the core of the city by developing open space corridors that encircle and dissect the city;
  - Recreation areas should be focussed on existing “community” areas such as the CBD and other nodes where possible; and
  - Encourage recreation areas that are within reach of the population ie in new and existing residential release areas - particularly in the west to anticipate future westwards residential push.
- **Suitability** - recreation areas should be adequate size, suitability and character to meet the predicated needs and demands of each segment of the community:
  - Supply, locate and develop, as appropriate, recreation areas for all groups in Dubbo - children, disabled, youth, families, aged, individuals and groups, active, passive use etc;
  - Develop facilities for Dubbo to be a regional centre for a variety of recreational activities; and
  - Local parks to reflect the character and needs of the local population.
- **Equity** - recreation areas must be accessible to the user given their location and means of mobility:
  - Ensure an equitable balance of recreational areas throughout the city that reflects the requirements and characteristics of the local population; and
  - Provide recreational areas within normal range for pedestrians and people travelling by other modes of transport be it private vehicles, public transport, tours, bicycles, horse, or water craft.
- **Economy** - maximise efficiency of use and cost effectiveness of recreational areas for Council and the community:
  - Encourage a few larger and easier to maintain recreational areas rather than numerous small and isolated areas;
  - Link individual recreation areas and residential areas to encourage access and maximise use rather than provide additional areas (eg via cycleways);
  - Provide information on where other recreation facilities are located elsewhere in the network;
  - Design recreational areas to serve a range of functions where possible. (eg multi-use regional facilities that also have a neighbourhood function, consider night use etc);
  - Develop low maintenance facilities (eg vandal proof); and
  - Allow for commercial recreation areas eg pedal boats, canoe hire etc.

- **Opportunity** - recreation areas should capitalise on existing natural and built features and infrastructure to enhance their function, appearance and uniqueness:
  - Retain and incorporate the existing well used recreation areas into the network;
  - Incorporate Troy Gully and other drainage corridors, Mugga and Bourke Hills and other ridgelines and the rail and road transport corridors into the open space network where possible; and
  - Capitalise on opportunities to educate users (eg by providing information of tree species, history etc).
- **Quality** - recreational areas must be designed and managed to meet the users expectations:
  - Provide a standard of development (including ancillary facilities, shade and shelter, security, etc) that equates with the use proposed; and
  - Maintain a high standard of parks and gardens in the tourist areas of the city.
- **Identity** - use recreational areas to help identify distinct localities and encourage a greater sense of community:
  - Locate recreational areas and open space corridors to reinforce identification of distinct localities;
  - Locate and design recreation areas to encourage a greater sense of community within communities (eg by locating recreation areas with other “community” facilities to create a community focal point);
  - Design recreational areas to involve as many local residents as possible; and
  - Capitalise on any positive, unique characteristics of the locality to make each recreational area identifiable and “personal”.
- **Linkages** - recreational areas should provide alternative linkages between major destinations within the city to that provided by the road system:
  - Develop an open space network that provides links (for pedestrians, cyclist, horse riders etc) between schools, shops residences and other major destinations within the city; and
  - Develop these open space corridors to accommodate a range of passive recreational opportunities/ activities.

### Creating an Integrated Recreational Network

The provision of recreational areas is expensive so it is important that those areas provided throughout Dubbo area as useful and efficient as possible. Rather than simply provide isolated parks and reserves it is logical to integrate them into a larger network that makes them more accessible, usable and efficient to maintain.

Such a network should include connecting corridors between the main recreational areas to promote ready access from all residential locations. These corridors should be extended where possible to provide alternative linkages from the road network and between all of the major destinations or urban nodes.

Together recreation areas and their connection corridors can also function to separate conflicting land uses and reinforce the identity of distinct communities.

A well thought out network of recreational areas should include natural corridors and features and so help define the structure of the city. A series of major open space corridors that encircle and dissect the city could provide a “backdrop” for the city that enhances impressions when entering the city and would help provide an attractive edge to the city

proper. It should allow for wildlife movement around the perimeter for the city and within the identified corridors.

**Most importantly a series of passive corridors could accommodate a broad range of recreational opportunities** for not only the residents in the fringe areas of the city but, by virtue of being part of an interconnected and visible network, would add to the supply of recreation areas for all residents and visitors to the City.

### **Equity of Current Geographic Distribution**

A consequence of developing an integrated recreational system is that it will provide a structure that direct Council as to where future additional recreational facilities should be located. As noted above it is important that such a structure facilities an equitable distribution of recreation areas not just in the types of recreational opportunities that area provided but in the physical distribution of each level of recreation area – regional district and neighbourhood.

The need for an equitable distribution of recreational areas is perhaps most important at the neighbourhood level because the users are least likely to be highly mobile whereas the regional recreational area the users are likely to be highly mobile such that travel to the site is not a hindrance. The geographic pattern of recreational areas in Dubbo at present is complex but the following general comments are made:

- The river comprises a significant physiological barrier to the residents to the west;
- Consequently there is an impediment to access the city's core regional recreation areas (an additional facility in West Dubbo may be necessary to provide greater equity in provision of, and access to, high quality regional recreation areas across the city;
- Similarly there is a lack of diversity of district recreational areas of residents of west Dubbo, and also for those residents in Eastridge; and
- At the neighbourhood level there is relatively even distribution and ease of access between all the residential areas, however, there are a few instances where such facilities are somewhat distant such as west Dubbo north of Victoria Street, south of the RAAF base and in the CBD.

These patterns are discussed in more detail in each section but the existing geographic patterns are important to consider at this stage. An awareness of existing inequities helps ensure that the system proposed will rectify rather exacerbate any real problems in the geographic distribution of Dubbo's recreation areas.

### **Methodology**

In developing a plan for logical and effective recreation network the follow aspects were considered:

- The location of ridge and drainage lines throughout the city;
- The location of existing recreation areas, population distribution (and any resultant inequities), and proposed expansion areas;
- Interesting pedestrian routes that effectively link urban nodes (eg schools, shops etc) that are within walking distance and that align with natural paths wherever possible; and
- Potential sites for development of other recreational areas along these routes where possible.

### **Conclusions**

The Dubbo's future recreation structure should be based on the following "layers":

- The main corridor or “spine” should capitalise on Troy Gully and the Bourke Hill ridgeline to encircle the main urban areas of the city;
- Another branch of the primary spine should dissect the city by exploiting and enhancing the existing Macquarie River corridor ie that land from Devil’s Elbow to Caroline Reserve below the 1 in 100 year flood line (and including part of Shibble’s Hill);
- To these could be added “secondary spines” of varying widths that encompass the east and west expansion areas (ie Mugga Hill, Firgrove, Sappa Bulga foothills - Bourke Hill) and major urban nodes such as the CBD, the Zoo/Tourist precinct and the existing residential areas;
- It is appropriate that existing recreational sites within these corridors be protected and that these corridors be consolidated by new recreational areas or, alternatively by other forms of open space; and
- The next layer is a series of smaller corridors designed to link specific areas.

Further details on this recreation network are best sought on the Recreation Areas Structure Plan.

### **Structure of System of Recreation Areas**

The recreation areas in Dubbo can be described in 3 sub-categories according to their function and scale:

- **Regional Recreation Areas**

Large, high quality and accessible recreation areas that are not common elsewhere in the region that specifically attract visitors from beyond the city. Also includes recreational areas, which are often used by tourists as part of the city’s tourist attractions.

- **District Recreation Areas**

Generally not as visible, large or well developed as the regional parks whilst bigger, fewer in number and but not as conveniently located as neighbourhood parks.

Used primarily by residents of the city (ie rarely known of by visitors) who commute to the site with a specific activity in mind.

- **Neighbourhood Recreation Areas** (See Diagram 2, page 85)

Small, multi purpose parks designed to supplement private open space. They occur quite frequently as the intent is that the users should be able to reach the park on foot.

This hierarchy of recreational areas is used to structure the rest of this document and each level is addressed in Section 3.0, 4.0 and 5.0 respectively. However a recreation area is need not be confined to a single use, a homogenous character or a single function. A number of other descriptions are used as shown below. The more diverse recreation areas may serve a number of uses and may not be of uniform character.

Based on these propositions and principles Council can establish a Recreational Area Strategy. This should incorporate the foregoing into a document, which then describes Council’s intentions and policies for recreation area development city wide, for each precinct of the city structure.

See Recreation Areas Strategy.

The areas of the city with existing or potential roles in recreational development are shown in the schematic.

**Diagram 2 - Descriptions of Recreational Areas**

CHARACTER / USES	ACTIVE	PASSIVE	CULTURAL
	<ul style="list-style-type: none"> <li>• Recognised sporting activity individual/team, indoor/outdoors.</li> </ul>	<ul style="list-style-type: none"> <li>• Walking, picnicking, angling</li> </ul>	<ul style="list-style-type: none"> <li>• Theatre, arts, etc</li> </ul>
Natural	<ul style="list-style-type: none"> <li>• Environmental sensitive ie recreational use is inappropriate.</li> <li>• Conservation area where some access is permitted.</li> </ul>		Not covered  In this  Document
Semi Natural	<ul style="list-style-type: none"> <li>• Nature Reserve where access is encouraged – education.</li> <li>• Informal Parks.</li> <li>• Formal Gardens.</li> </ul>		
Designed?	<ul style="list-style-type: none"> <li>• Sporting Ovals.</li> </ul>		
Constructed	<ul style="list-style-type: none"> <li>• Sports centres ie built.</li> <li>• Entertainment Centres.</li> </ul>		

## **URBAN FRAMEWORK AND STRUCTURE PLANS**

### **Urban Framework**

This section picks up the urban framework shown on page 22 as the basis for examining the existing and future development of the urban system area by area.

The established urban area of Dubbo is defined into 7 precincts, and these are then described consecutively in terms of the part they play.

Then the less developed areas, which comprise the balance of the Central District, radiating out from the urban area, are similarly described. These are defined into sub-districts.

### **Future Directions**

Each of these discrete areas of the urban system is summarised in terms of its current role, key management issues, and its development opportunities based on its existing assets and its potential to support the Dubbo 21 economic development strategy.

The future role of that area is then nominated to establish the direction on which development should be focussed. This leads to management objectives appropriate to that future, providing the basis for Council to formulate detailed policy guidelines for development.

### **Structure Plans**

A plan of each area accompanies the text to illustrate the structure of the precinct/sub district and draw attention to the main planning elements.

### **Utilisation of Existing Buildings**

For the purpose of the Urban Development Strategy the resolution of Council (16 December 1996) to “support and assist the continuing use of existing valuable buildings notwithstanding their location in an inappropriate zone” is to be interpreted into policies, LEP’s and/or DCPs that allow Council to give consideration to applications for uses that are not generally supported within a zone provided the use is proposed within an existing building, with or without extension of that building, and provided the Council is of the opinion the existing building is of significant value for the proposed uses and was constructed prior to 21 March 1969.

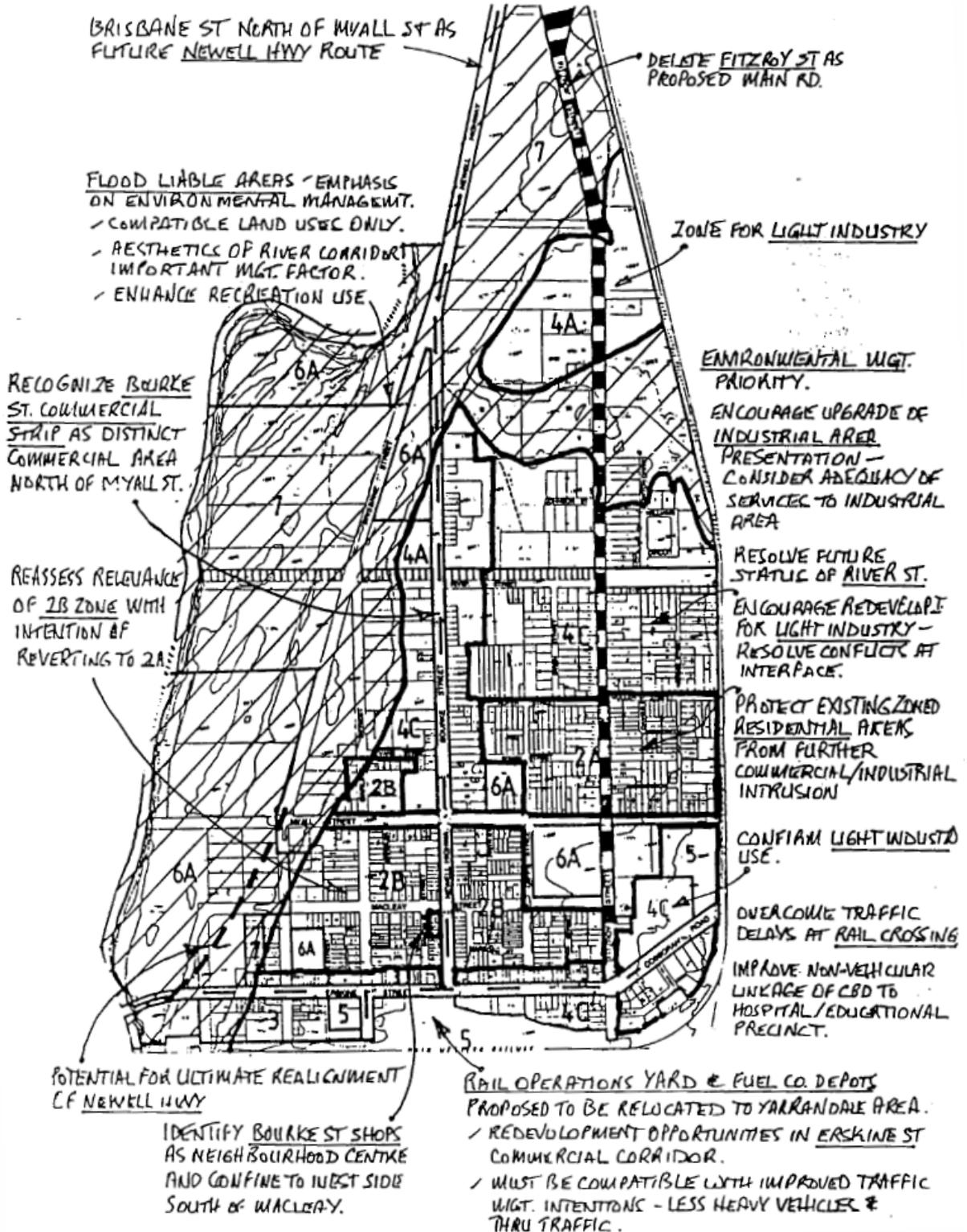
**Precincts**

CD Central Sd



CD/CSd (N)

# NORTH PRECINCT STRUCTURE PLAN LIGHT INDUSTRY AND RESIDENTIAL FOCI



## **North Precinct Light Industrial & Residential Focus**

### **North Dubbo**

Identification	CD/CSd (N)
Area & Boundaries	See Structure Plan

### **Description**

- Macquarie River to Coonamble Railway Line, Main Western Line to Purvis Lane.

### **Includes**

- Erskine Street commercial/industrial corridor, Bourke Street commercial strip;
- North Dubbo residential/industrial mix; and
- Macquarie River/Troy Creek floodplains and junction.

### **Existing Role**

- Provides the major commercial strips accommodating bulky goods retailing, automotive and rural services and other commercial uses;
- Most established area of small scale industrial development (North of Roper Street);
- Lower cost housing stock convenient to CBD and CSU site; and
- Newell Highway corridor northward.

### **Key Issues**

- Interface conflicts between residential and industry/heavy vehicles;
- Flood area management;
- Erskine Street traffic vs commercial roles;
- Ultimate route of Newell Highway; and
- Consolidation of industrial areas and protection of residential neighbourhoods respectively.

### **Opportunities**

- Capacity to improve role in supporting Dubbo 21 Strategies 2, 3 and 6;
- Prospect of rail yard relocation creates opportunities in Erskine Street to:
  - Improve local traffic flows; and
  - Improve the commercial environment.
- Realignment of Newell to Bligh junction/Brisbane Street; and
- Residential/industrial conflict resolution will advantage both.

### **Directions - See Structure Plan**

- The future role of the precinct will continue to be multi functional, with 3 foci, ie:
  - Dominated in the North by small industry;
  - In the South by suburban residential; and
  - At its southern edge by the Erskine Street commercial corridor.

## Objectives for Land Use in the Precinct

### General

- Achieve clear flood management guidelines for the Macquarie River/Troy Creek Areas to clarify land use restraints in the Precinct;
- Rationalise traffic management/routing in the precinct to separate where feasible through/local traffic and heavy/light vehicles; and
- Relocate rail operations yard and fuel depots to a suitable site in the Yarrandale area to provide for their expansion, efficient operation, removal of hazards to urban area and emergency services and improve traffic flows and the local urban environment.

### Commercial

- Consolidate the Erskine Street commercial strip for suitable uses compatible with its proximity to the City Centre and its connecting relationship between the CBD and the Institutional precinct to the East;
- Define and consolidate retailing West of Bourke Street between Erskine and Macleay Street as the neighbourhood shopping centre for North Dubbo; and
- Prevent Bourke Street commercial strip development from further leakage South of Myall Street junction.

### Industrial

- Consolidate light industry in the South East corner of the Precinct and North of properties facing Roper Street and along the Bourke Street frontage North of Myall Street.

### Residential

- Protect the residential neighbourhood South of Roper Street, East of Bourke Street and between Myall Street and properties facing Erskine Street for residential use and resolve amenity issues within this area.

### Policies

- See Residential Areas Strategy;
- See Commercial Areas Strategy; and
- See Industrial Areas Strategy.

### Brief summary of some environmental issues relevant to the Northern Precinct

Conflict between industrial development and residential existence/expansion is an important issue in the Northern Precinct. Noise complaints and concern over heavy vehicle use are currently being investigated by Council Staff.

Other matters of environmental interest include:

- Flooding and drainage;
- The closed tip site in Edwin Street;
- A waste transfer station (potential for odours and ground and surface water contamination);
- Fuel depots located in Erskine and Morgan Street areas;
- SRA yards and rail routes; and
- The old gas works site in Brisbane Street.

Habitat areas in the Northern Precinct include the River Corridor and the Dubbo forest.



## **North East Precinct Institutional & Residential Focus**

### **Dubbo Base/Equus**

Identification	CD/CSd (NE)
Area & Boundaries	See Structure Plan

### **Description**

- Coonamble Railway Line to Buninyong Road, Main Western Line to Cobbora Road/River Street.

Includes:

- Dubbo Base/Lourdes/Moran Hospital;
- Orana College/CSU Campus;
- Industrial strip along main western line; and
- Extensive residential subdivisions, includes Equus and Eastridge.

### **Existing Role**

- Major suburban residential area;
- Provides focus for hospital and tertiary education facilities;
- Industrial strip along railway reinforces southern edge;
- Has best defined transition to urban fringe of any precinct (Equus);
- Site of major Department of School Education complex; and
- Newcastle road corridor defines North Edge.

### **Key Issues**

- Consolidation/protection of precinct containing major hospital and tertiary education institutions;
- Future expansion of the institutional precinct;
- Linkages of the institutional precinct to the CBD;
- Resolution of through traffic and heavy vehicle impacts on institutional precinct (noise, safety, emergency vehicle delays, access, aesthetics, integrity etc);
- River Street standard and extent;
- Ultimate Eastern bypass (Buninyong Road/Purvis Lane);
- Commitment to the established East Urban edge;
- Protection and improvement of amenity in the residential neighbourhoods;
- Dubbo High School relocation;
- Future use of railway land South of White Street; and
- Troy Creek Management.

### **Opportunities**

- Capacity to consolidate role in supporting Dubbo 21 Strategy 6 related to residential quality and choice, but this is tied to achieving efficient road access to industrial areas North of the City;
- Vital role in achieving Dubbo 21 Strategy 4 - centre of excellence for medical services.
- Vital role in achieving Dubbo 21 Strategy 6 related to expanding tertiary education facilities.

### **Directions - See Structure Plan**

- The future role of the precinct will continue to multi-functional dominated by its two major foci the hospital/tertiary education precinct in the west and the established urban residential role in the east; and
- The precinct has a major transport relationship in that most of its edge is defined by important existing or proposed transport corridors.

### **Objectives for Land Use in the Precinct**

#### **Transport**

- Minimise heavy vehicle impacts across the western end of the Precinct (Cobbora Road/Myall Street);
- Improve road geometry linking Wheelers Lane and Yarrandale Road;
- Resolve intentions for Buninyong Road/Purvis Lane bypass concept;
- Protect rail corridors and established industrial uses; and
- Protect heavy vehicle function of Cobbora Road East of Yarrandale Road and of Wheelers Lane until a suitable alternative is identified.

#### **Residential**

- Ensure the quality of drainage to Troy Creek; and
- Complete the residential development process at the already established suburban densities in the precinct, except where constrained by environmental management of Troy Creek.

#### **Hospital/Medical/Educational**

- Promote and support unequivocally the establishment of the CSU campus;
- Protect and support unequivocally the expansion of hospital and medical facilities in the Institution Precinct, including protection from other uses of the vacant land associated with existing facilities;
- Resolve potential value of the railway land South of White Street for Medical/Educational related uses; and
- Promote and support relocation of Dubbo High School to Department of School Education complex at Myall Street.

#### **Industrial**

- Industrial strip to be consolidated for light industry with careful attention to potential for conflicts with residential amenity.

#### **Policies**

- See Residential Areas Strategy;
- See Commercial Areas Strategy; and
- See Industrial Areas Strategy.

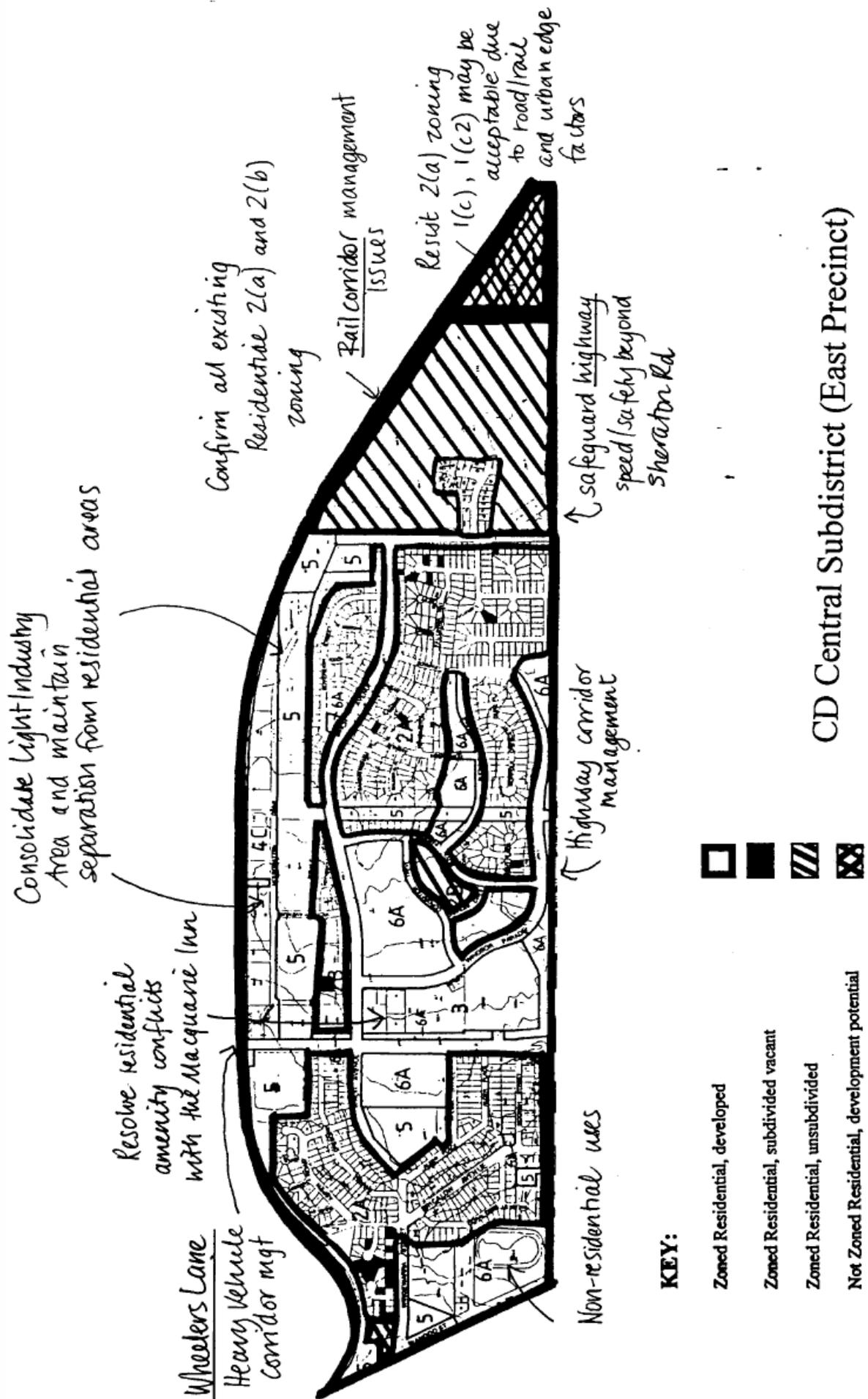
#### ***Brief summary of some environmental issues relevant to the North East Precinct***

The North Eastern Precinct provides diverse existing land usages with residential activity continuing to the east; Industrial developments in White Street and at Council's Yarrandale Estate; Institutional functions such as Hospitals, Lourdes House, TAFE and the proposed CSU Campus, together with scattered commercial enterprises.

It is important to ensure the future development does not create conflict between the above uses.

Troy Creek is the main waterway in the precinct and is presently being investigated to determine the extent of salinity problems, particularly in the area between Myall Street, and Dunedoo Road. The creek provides habitat value and is an identified aquifer recharge area.

Douglas Mawson Drive and Wheelers Lane industrial areas have created pressure for heavy vehicle access, which together with site problems has in some instances created conflict with nearby residents. Industrial activity in Wheelers Lane has been a focus over recent years with respect to noise and air emission concerns.



## **Eastern Precinct Residential and Retail Focus**

### **Orana Area**

Identification	CD/CSd (E)
Area & Boundaries	See Structure Plan

### **Description**

- Yeoval Railway Line to South Buninyong Road, Main Western Line to Mitchell Highway.

#### Includes

- Orana Mall, Macquarie Inn;
- Mountbatten Drive industrial strip; and
- Residential subdivision.

### **Existing Role**

- Primarily a suburban residential area;
- Strong retailing function due to Orana Mall; and
- Industrial strip along rail corridor reinforces North edge.

### **Key Issues**

- Orana Mall competition with CBD functions and primacy;
- Future use of Council owned land;
- Protection of residential amenity, neighbourhood facilities; and
- Wheelers Lane traffic/pedestrian conflicts.

### **Opportunities**

- Confirm the predominantly suburban residential character of the precinct to the advantage of Dubbo 21 Plan Strategy 6.

### **Directions - See Structure Plan**

- The future role of the precinct will be dominated by its suburban residential function and secondarily by Orana Mall as a retail centre.

### **Objectives for Land Use in the Precinct**

- Orana Mall to be supported and maintained as a major retailing adjunct to the CBD;
- Councils vacant Business zoned site to be development for commercial uses;
- Industrial strip to be consolidated for light industry but remain separated by the transmission line corridor; and
- Complete the residential development process at the already established suburban densities in the precinct.

### **Policies**

- See Residential Areas Strategy;
- See Commercial Areas Strategy; and
- See Industrial Areas Strategy.

***Brief summary of some environmental issues relevant to the Eastern Precinct***

The Eastern Precinct contains a balance of residential and commercial development with an industrial belt to the north, along Mountbatten Drive.

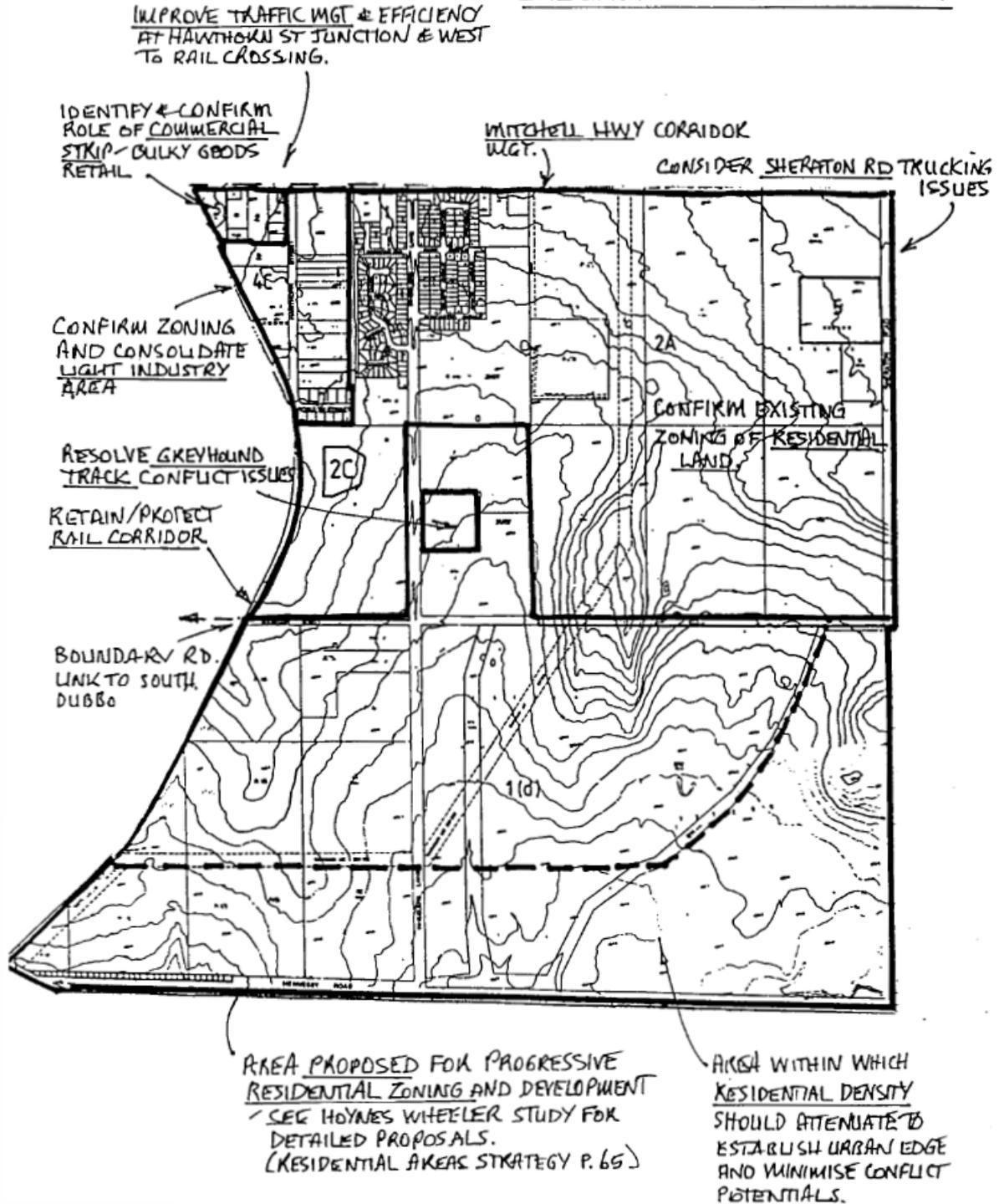
Of interest is the breathing space provided by the large tract of undeveloped land bordered by Windsor and Royal Parades and Birch Avenue. It would appear appropriate to maintain this area as a green buffer between potentially conflicting commercial development, such as the Macquarie Inn, and residential activity.

The potential problem of conflict should also be considered with any proposals to permit residential development in the area between the hotel and the Orana Mall.

Noise may also be a consequence of major traffic and rail routes, which border the precinct. Apex Oval usage must be tempered by consideration of its proximity to dwellings. It should be noted also that part of Apex Oval is located over a closed garbage tip site contamination is a consideration of any further development.

CD/CSd (SE)

# SOUTH EAST PRECINCT STRUCTURE PLAN SUBURBAN RESIDENTIAL FOCUS



## **South East Precinct Suburban Residential Focus**

### **Keswick/Avian**

Identification	CD/DSD (SE)
Area & Boundaries	See Structure Plan

### **Description**

- Mitchell Highway to Hennessy Road, Yeoval Line to Sheraton Road.

#### Includes

- Avian & Keswick Council subdivisions;
- Land zoned 1(d) Rural Investigation south of the above;
- Hawthorn Street industrial area; and
- Greyhound track and environs.

### **Existing Role**

- Small well established area of light industry off Mitchell Highway; and
- Area of recent suburban residential expansion.

### **Key Issues**

- Aquifer water quality protection and recharge;
- Residential development potential;
- Land use conflicts to south (agriculture) and east (quarries, rock crushing, trucking);
- Greyhound track potential for conflict with residential development;
- Drainage to Eulomogo Creek and Macquarie River if further developed;
- Geotech suitability for development; and
- Geotech suitability for development by zoning, assuming suitability.

### **Opportunities**

- Potentially very significant to Dubbo 21 Strategies 4 and 6 due to it being the last extensive area for prospective residential development east of the Macquarie River.

### **Directions - See Structure Plan**

- The future role of the precinct will be dominated by the City's need to continue to provide areas suitable for fully serviced suburban residential development.

### **Objectives for Land Use in the Precinct**

- Resolve concerns related to aquifers and Eulomogo Creek in event of decision to allow suburban residential development;
- Ensure potentials for conflict between residential development and quarry/crushing/trucking operations, agriculture, and greyhound track are resolved prior to zoning for residential use;
- Based on the Draft Keswick Structure Plan 1996 commit this as the final major area for fully serviced residential development of the Macquarie River;
- Consolidate Hawthorn Street light industrial area; and
- Resolve traffic conflicts at Hawthorn Street junction.

## **Policies**

- See Residential Areas Strategy; and
- See Industrial Areas Strategy.

### ***Brief summary of some environmental issues relevant to the South Eastern Precinct***

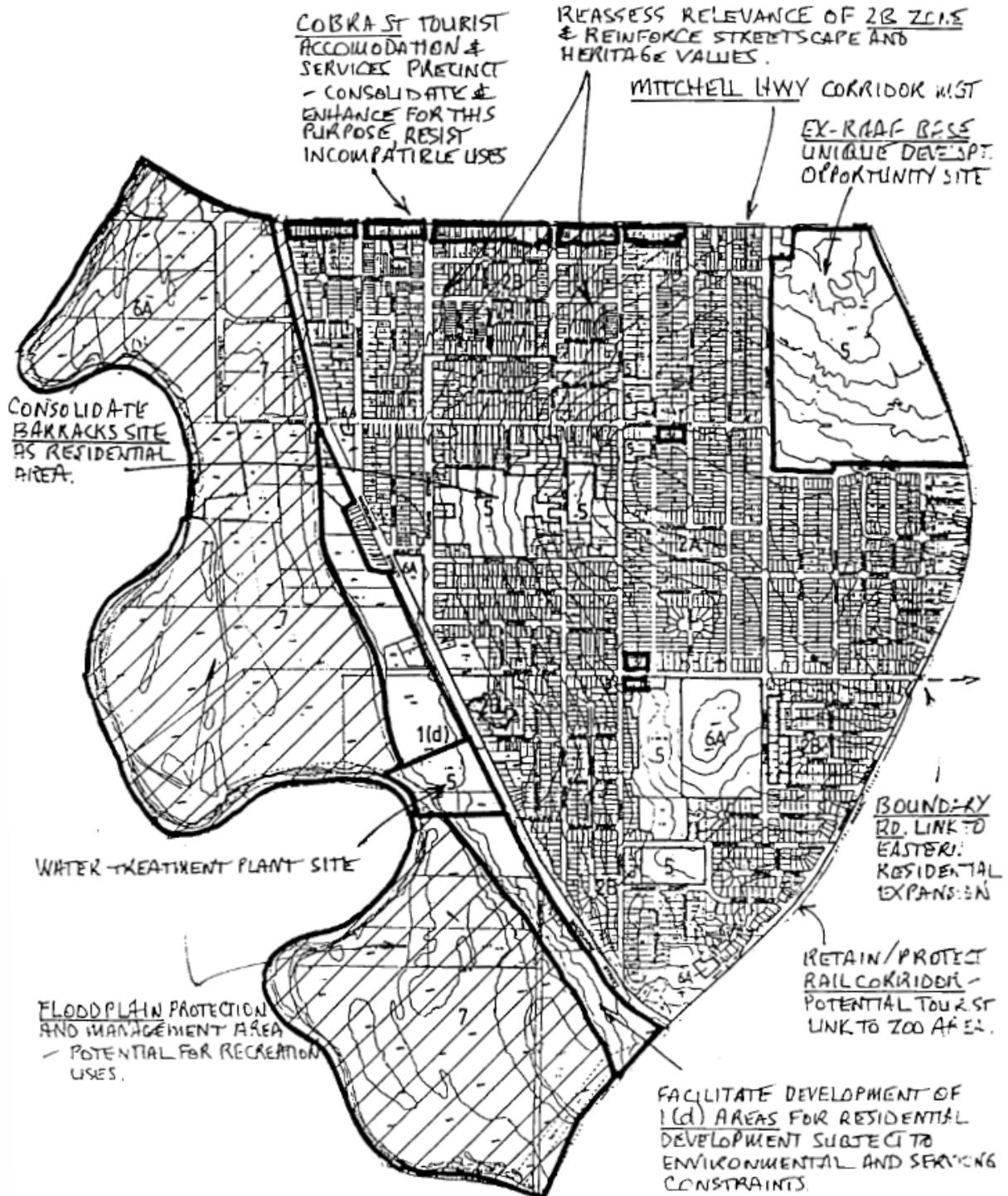
The South Eastern precinct has designated for immediate and medium term urban residential development. Extensive studies of environmental aspects of Council's Keswick subdivision and the "South Eastern Sector" have examined specific issues including proximity to quarries, groundwater recharge, habitat value, drainage, heritage and noise generated from the Dawson Park Greyhound Track.

The precinct is bordered to the north by the Mitchell Highway and is bisected by Wheelers Lane. Both of these roadways offer potential for typical transport related constraints.

Council's Depot and other industrial activities are located in Hawthorne Street and it is important to maintain a buffer between these activities and potential conflict with residences in the Potter Close area. A closed tip site is also located in Hawthorn Street and may preclude development of the land to the north of and the Advance Energy workshops.

CD/CSd (S)

# SOUTH PRECINCT STRUCTURE PLAN RESIDENTIAL FOCUS



## **South Precinct Suburban Residential Focus**

### **South Dubbo**

Identification	CD/DSD (S)
Area & Boundaries	See Structure Plan

### **Description**

- Macquarie River to Yeoval Railway Line, Cobra Street to the North.

#### Includes

- Macquarie River floodplain;
- South Dubbo's well established residential area;
- Cobra Street tourist services strip, Southern side; and
- Extensive Commonwealth land in two sites (previously RAAF).

### **Existing Role**

- Primarily as best established extensive area of residential use;
- Provision of accommodation and other services to travelling public along the Cobra Street corridor; and
- Recreation and agriculture on the floodplain.

### **Key Issues**

- Conflict between redevelopment pressure and protection of heritage and streetscape values in Northern half of precinct;
- Future use of ex RAAF properties;
- Consolidation and management of tourist services along Cobra Street corridor;
- Use and management of the floodplain; and
- Resolution of future use of 1(d) zoned land West of Macquarie Street.

### **Opportunities**

- Achieving Dubbo 21 Plan Strategy 6 with reference to housing quality and lifestyle options must include the retention of existing character housing stock in established areas, in which respect South Dubbo is the best resources in the City;
- Conversion of the RAAF Barracks site to residential use; and
- Future use of the RAAF Base land as a unique large scale urban development site with frontage to the Mitchell Highway and Yeoval Railway Line.

### **Directions - See Structure Plan**

- The future role of the precinct will continue to be dominated by the City's need for established, well located quality and character residential neighbourhoods; and
- The precinct will continue to fulfil an important tourism services function at its northern edge in support of Dubbo 21 Strategy 5.

### **Objectives for Land Use in the Precinct**

#### **Residential**

- Protect and enhance the quality and amenity of the residential environment of the Precinct;

- Clarify, protect and reinforce the heritage and streetscape values of residential areas based on the Freeman Collett Report and subsequent analyses and recommendations as adopted;
- Ensure any redevelopment is compatible with the established character of the neighbourhood;
- Allow medium density redevelopment only on sites selected and zoned for their particular suitability for such use; and
- Facilitate residential development of the 1(d) areas wherever suitable.

### **Tourism**

- Reinforce Cobra Street as a tourism accommodation and related services precinct by implementing the Ratio Report; and
- Consider the RAAF base site in relation to the potential of the Yeoval Railway Line.

### **Policies**

- See Residential Areas Strategy; and
- See Commercial Areas Strategy.

### ***Brief summary of some environmental issues relevant to the Southern Precinct***

South Dubbo provides Dubbo's water supply through the John Gilbert Water Treatment Plant in Macquarie Street and four of Council's drinking water supply bores are located in the precinct.

The proximity of the closed tip site near the corner of Macquarie Street and Boundary Road to the Boundary Road (Harpers) supply bore is of interest as any off site leakages may have adverse environmental and health effects upon the supply aquifer.

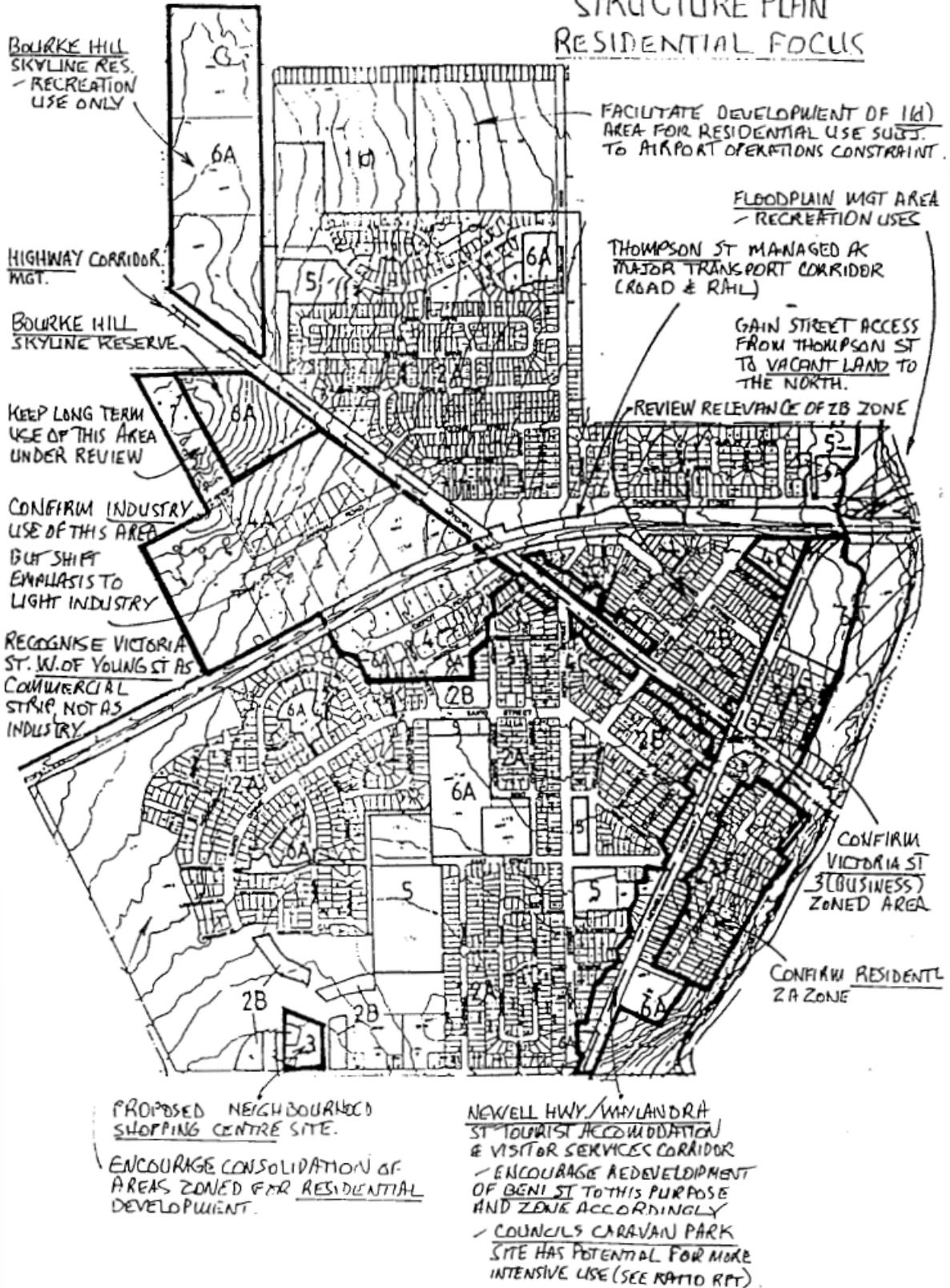
The precinct has a wide boundary to the Macquarie River and intensive agricultural activities past and present create the potential for site contamination due to chemical usage. This is of particular significance as the area is identified by Council's Ground water Vulnerability Map as being important to aquifer recharge.

The River itself provides the important wildlife corridor for the City.

The RAAF base is also located in this precinct and its value as a habitat and constraints due to previous potentially contaminating uses requires further investigation, if redevelopment is considered.

CD/CSd (W)

# WEST PRECINCT (N. OF MINORE) STRUCTURE PLAN RESIDENTIAL FOCUS





## **West Precinct Suburban Residential Focus**

### **West Dubbo**

Identification	CD/C Sd (W)
Area & Boundaries	See Structure Plan

### **Description**

- Macquarie River to Bourke Hill, Newell Highway/Blackbutt Road/Joira Road to Dubbo Airport and Spears Drive/Bunglegumbie Road; and
- Includes entire West Dubbo urban area.

### **Existing Role**

- Primarily residential with related commercial services focussed onto Victorian Street;
- Transport services and related industry in Jannali Road;
- Tourist accommodation and services and recreational clubs primarily along Whylandra Street (Newell Highway) corridor; and
- Western extensions of the Mitchell and Newell highway corridors and the Main Western Line.

### **Key Issues**

- Access to Bunglegumbie area from Thompson Street;
- Effective protection of efficiency of the major transport corridors;
- Future of Bunglegumbie Treatment Plant and Environs;
- Future use of Bourke Hill (North);
- Services to airport and related industries;
- Social problems in Housing Department area;
- Ratio Report recommendations for Dubbo City Council Caravan Park site future potential;
- Access from Mitchell Highway to land on Bourke Hill (South) with residential potential;
- Low rate of residential development in the Precinct;
- Beni Street redevelopment;
- Victoria Street commercial strip quality of development and future direction and management; and
- Services to Minore Road area.

### **Opportunities**

- Paramount opportunity for long term response to Dubbo 21 Strategy 6 related to residential expansion;
- Able to provide sites for some industrial land needs relevant to Dubbo 21 Strategies 2 and 3 in Jannali Road; and
- Scope to expand tourist accommodation and services in the Whylandra Street corridor in response to Dubbo 21 Strategy 5.

### **Direction - See Structure Plan**

- The future role of the Precinct will be dominated by its suburban residential function and secondarily by its transport and light industry functions North/West of the Main Western Line, and its tourism servicing function along the Whylandra Street corridor.

## Objectives for Land Use in the Precinct

### Residential

- Close Bunglegumbie Treatment Plant;
- Promote and support suburban residential expansion East of Bunglegumbie Road and in the Minore/Joira Road area;
- Identify strategies for improving the appeal of West Dubbo as a residential location; and
- Obtain a suitable alignment for a safe public road access from Mitchell Highway to Bourke Hill (South side) other than Jannali Road to facilitate long term residential development options North of the Main Western Line.

### Commercial

- Ensure Victoria Street commercial development does not leak across to Northern side of Victoria Street;
- Promote redevelopment of Beni Street area to tourism accommodation/services;
- Encourage and facilitate further tourism services developments in the Whylandra Street corridor; and
- Provide clear structure planning direction for Victoria Street precinct and encourage improvements to access parking and amenity of the centre.

### Industrial

- Consolidate Depot Road and Jannali Road industrial areas.

### Transport

- Ensure future development does not compromise efficiency of the Highway corridors and Thompson Street through the precinct;
- Avoid creation of any additional road crossings of the Main Western Line; and
- Protect future expansion potential of the airport.

### Policies

- See Residential Areas Strategy;
- See Industrial Areas Strategy; and
- See Commercial Areas Strategy.

### ***Brief summary of some environmental issues relevant to the Western Precinct***

Principal considerations for the Western Precinct include the impacts of transport routes. Highways, rail links and air corridors provide potential for noise, vibration and pollution, consequences upon future land use, particularly residential development.

The precinct supports light industrial activities in Depot Road and McKenzie Street and uses in Beni Street include metal planting, battery supply and storage and spray painting. Any of the abovementioned areas may be subject to potential site contamination and in the short term any proposed rezoning of Beni Street should recognise the site contamination issue and the potential conflict with existing activities if any proposed conversion to a tourist precinct is staged.

The Macquarie River borders part of the western precinct with some sections subject to flooding and/or located over the aquifer recharge. As a consequence development potential should be complemented by measures to protect water assets.

The River is also a prime habitat corridor and recreational focus of the City and its importance as such should not be overlooked. Tree regeneration works on the foreshore should be protected as should remnant vegetation on the riverbanks. The importance of tree stands in the Joira/Blackbutt Road areas, when poor soils and land management have contributed to erosion problems is presently being investigated by Council in conjunction with the Dubbo Field Naturalist and Conservation Study. Golf Course Creek is of particular concern with regard to erosion.

Council's Bunglegumbie Sewerage Treatment Plant (STP) is also located in the subdistrict and the area is recommended for residential use following the proposed closure of the facility. Site contamination at the STP and associated disposal areas, including the Bunglegumbie Tree lot is an obvious issue.



## **Central Precinct Business Focus**

### **CBD/Showground**

Identification	CD/CSd (C)
Area and Boundaries	See Structure Plan

### **Description**

- Macquarie River to main Western and Yeoval Lines and Cobra Street.

#### Includes

- CBD, Victoria Park and river edge;
- Showground;
- Northern side of cobra Street tourist services strip; and
- Elston park and surrounding residential area

### **Existing Role**

- Crucial role as core of urban area and CBD servicing Central/West NSW region with major retail, professional and government services and civic focus of Dubbo community - complex mix of uses;
- Cobra Street (N) tourist services corridor;
- Showground has a substantial economic role in racing and breed sales; and
- Well established central character housing precinct.

### **Key Issues**

- Protection and reinforcement of the CBD functions;
- Clarification and enhancement of Victoria Park's role and facilities and relationship to CBD;
- River edge use and management and relationship to CBD;
- Retention and enhancement of character housing;
- Enhancement of showground's role and facilities;
- Commercial conversion of housing stock at perimeter of CBD;
- Resolution of role and integration of housing within the CBD; and
- Resolution of medium density redevelopment pressures.

### **Opportunities**

- The CBD is a crucial asset in fulfilling Dubbo 21 Strategies 4, 5, and 6 in providing good quality venues for cultural activities, improving the image and facilities appropriate to a major tourism destination, and in maximising the strength of Dubbo as the retail and business service centre for the region.

### **Directions - See Structure Plan**

- The future role of the central precinct will continue to be complex and multifunctional, but must clearly be dominated by the CBD functions; and
- Secondary roles, which must be protected as to their existing locations, are its inner urban and character housing role, the Cobra Street tourism services corridor, and the Showground.

## **Objectives for Land Use in the Precinct**

- Unequivocally protect and consolidate the primacy of the CBD (as presently defined) as the retail, professional and government services and civic focus of Dubbo and the Region;
- Implement the Dubbo CBD Structure Plan/Ratio Report as the basis for Council's future management of CBD development;
- Resolve and enhance the role of Victoria Park particularly in relation to the CBD, and implement the environmental Partnership Report;
- Consolidate the Cobra Street tourism services corridor by implementation of the Ratio Report to the extent that it is adopted in the Commercial Areas Development Strategy;
- Protect and enhance the residential area east of the CBD as an established character housing precinct and as means of containing the CBD based on the Freeman Collett Report and subsequent analysis and recommendations;
- Identify and facilitate residential redevelopment opportunities compatible with the character of the residential neighbourhood and other roles of the Precinct;
- Continue support of the effective use of the showground in accordance with the Gibbs Report; and
- Support relocation of the rail operations yard and redevelopment of the site for commercial uses compatible with the Precinct and the need for linkages between the CBD and the Institutional Precinct.

## **Policies**

- See Residential Areas Strategy; and
- See Commercial Areas Strategy.

### ***Brief summary of some environmental issues relevant to the Central Precinct***

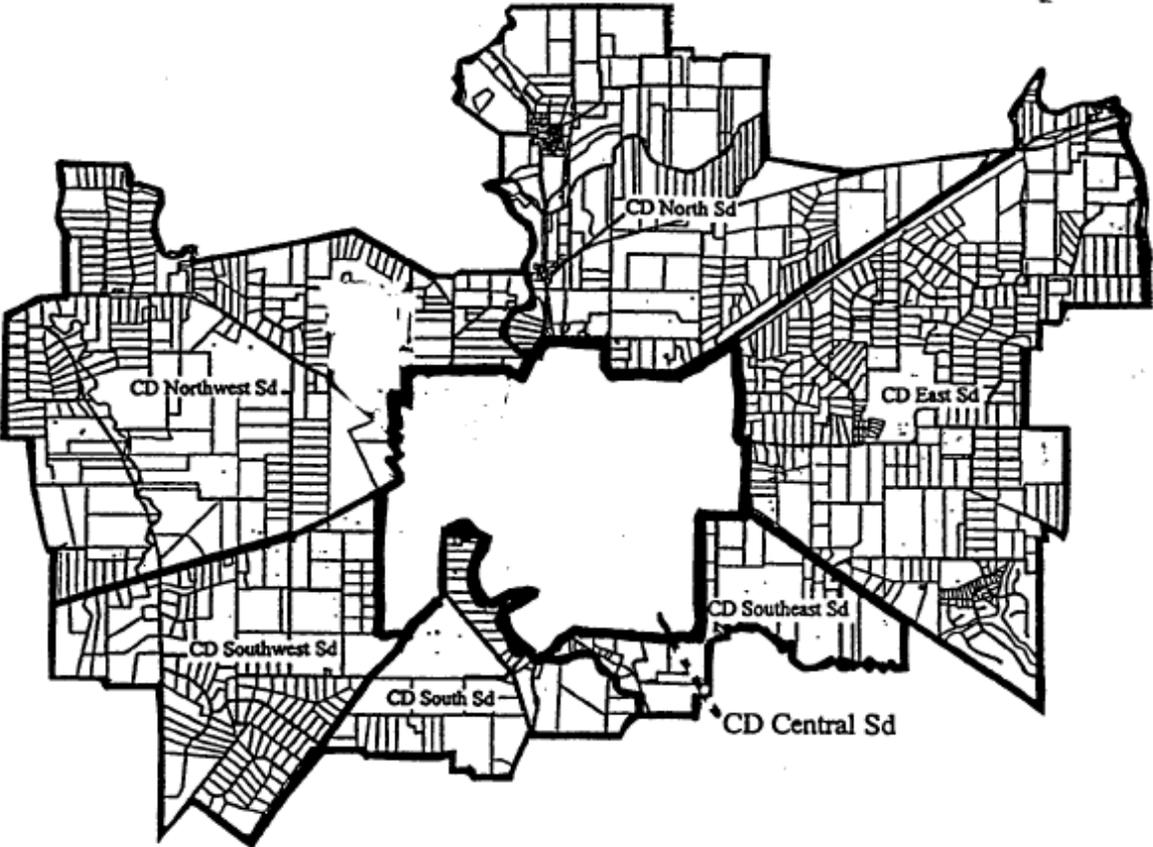
Potential site contamination from previous and existing land uses is of interest in the Central Precinct. Recent weeks in Macquarie and Wingewarra Streets have unearthed underground petrol storage tanks and the number of such closed facilities is not known. Existing activities including service stations, the SRA yards, RTA depot and numerous engineering related activities located in the precinct all provide potential for site contamination.

Victoria and Elston Parks and that section of the Macquarie River running through the precinct are important green belts, which allow the city to breathe, provide habitat for wildlife and necessary environs for social interaction and meditation.

Adverse effects of noise generation may be attributed to activities in the Central Precinct. Traffic noise, the showground, No. 1 Oval and tennis courts at Elston Park and in Wingewarra Street are considerations for landuse planning and in the commercial area the proximity of commercial refrigeration units to residential situations has in the past given rise to complaints.

The Central Precinct provides the major street litter concern together with subsequent pollution outfalls to the Macquarie.

**Subdistricts**





## **Northern Sub-District Industry & Transport Focus**

### **Brocklehurst/Yarrandale**

Identification Central District - Northern Sub-District - CD/NSd  
Area & Boundaries See Structure Plan

### **Description**

- Northern sector of the urban fringe; and
- Extends radially beyond Purvis Lane/Merrilea Lane across the North of the City from Dunedoo Road to the Macquarie River and to Mendooran Road.

Includes

- The Talbragar and Macquarie River floodplains;
- Brocklehurst and surrounds;
- Yarrandale area industry and treatment sites; and
- Small acre subdivisions between Dunedoo Road and Talbragar River east of Mugga Hill.

### **Existing Role**

- Transition to agricultural areas North West to North East of the city;
- Accommodates major industry related functions with potential for further expansion to accommodate further major primary processing enterprises; and
- Under consideration for relocation of rail yards and road/rail interchange.

### **Key Issues**

- Protection and improvement of road and rail transport functions;
- Environmental management related to impacts of industry, waste treatment, transport facilities on urban areas to the south, Brocklehurst village and on rivers, floodplain, aquifers and soils; and
- Provision of suitable truck parking areas.

### **Opportunities**

- Capacity to provide a suitable site for industry and transport related expansion essential to achieving Dubbo 21 Strategies 1, 2 and 3.

### **Directions - See Structure Plan**

- The future role of the Sub-district will be dominated by the City's needs related to industrial growth and related transport infrastructure.

### **Objectives for Land Use in the Subdistrict**

The function of the Subdistrict in the urban system shall be focussed on:

- Provision of sites for large scale and primary processing industry North of the Talbragar River and East of the Coonamble railway line;
- Provision of sites for small to medium scale industries on land fronting Bootherba and Yarrandale Roads and Purvis Lane;
- Provision of further transport related services West of Brocklehurst village;
- Provision of siting for relocation of rail operations yard, fuel depots and road/rail interchange at Bootherba Road East of Yarrandale Road;

- Provision for Yarrandale Road to function as part of a heavy vehicle corridor to the Mitchell Highway East of Dubbo and connecting to the Newell Highway via Purvis Lane;
- Provision for the Bunglegumbie Road/Boothenba Road corridor to function as the East West heavy vehicle bypass of the city and access to the road/rail interchange; and
- Protect the existing amenity of Brocklehurst village, but make no provision for further growth through subdivision or expansion of its existing zoning.

### **Policies**

- See Industrial Areas Strategy.

### ***Brief summary of some environmental issues relevant to the Northern Subdistrict***

The Northern Subdistrict houses the majority of noxious and hazardous industries within the City and subject to consideration of constraints such as flooding, waterways and aquifer recharge, is the logical location to continue this function.

Of particular interest are Fletcher's abattoir, Council's Sewerage Treatment Plant (STP) and Saleyards, hazardous, chemical and waste storage facilities, the Brocklehurst Quarry and a piggery to the north east of that village.

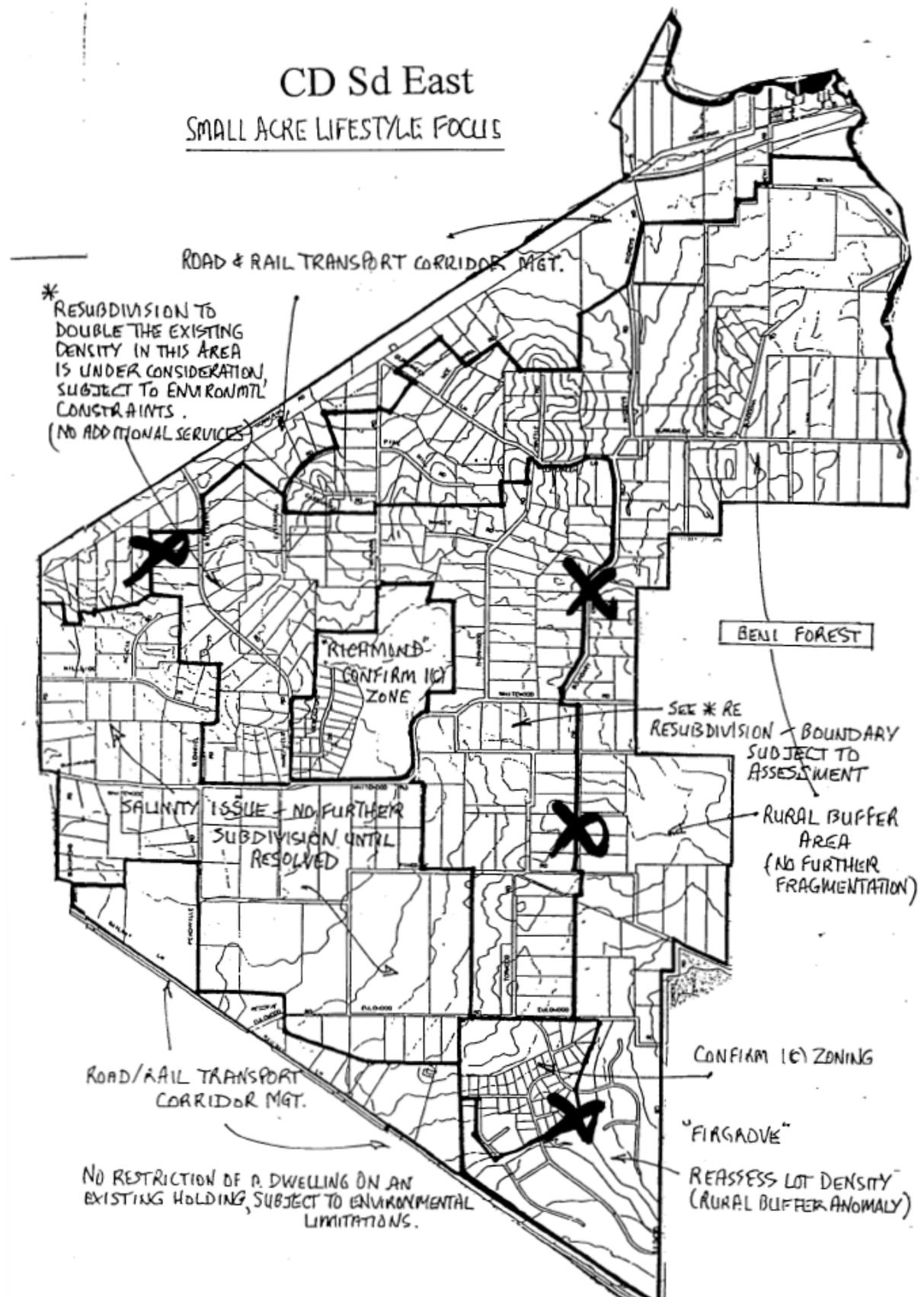
The suggested relocation of SRA yards and fuel depots to Boothenba Road will result in the consideration of further issues such as noise, vibration and air pollution. These matters will also be attributable to any re-routing of major road networks to service the industrial areas, or bypass the city.

The Brocklehurst Lagoon and STP provide important wildlife habitats in the area and the potential effects of any development in the vicinity or catchment (in the case of the lagoon) of these sites requires careful consideration.

Aboriginal heritage items have been identified, particularly in the river foreshores and some erosion is evident in the Talbragar and its drainage regime.

The subdistrict also incorporates a closed tip site, directly south of the Lincoln Park Speedway.

CD Easter Sd



## **Eastern Sub-District Lifestyle Focus**

### **Troy Catchment**

Identification

Central District - Eastern Sub-District - CD/ESd

Area & Boundaries

See Structure Plan

### **Description**

- Eastern sector of the urban fringe;
- Extends from Dunedoo Road to Mitchell Highway, Buninyong Road to Beni Forest/Beni Creek; and
- Includes Richmond and Firgrove Estates, extensive areas of small acre subdivisions.

### **Existing Role**

- Urban fringe lifestyle options based on small acreages ranging from 1.5 ha to 20 ha;
- A few larger holdings principally used for hobby farming; and
- Transition area to the agricultural areas East of the city.

### **Key Issues**

- Protection of agricultural areas from further attrition due to urban sprawl and resulting conflicts - see Rural Strategy;
- Salinity in Troy Creek Catchment;
- Limits to full urbanisation and services; and
- Most effective use of the area given its existing fragmentation and lifestyle emphasis.

### **Opportunities**

- Able to strengthen definition of the urban edge and preserve the lifestyle related use of the area relevant to Dubbo 21 Strategy 6.

### **Direction - See Structure Plan**

- The future role of the Sub-district will be dominated by the City's need to provide small acre lifestyle options.

### **Objectives for Land Use in the Sub-District**

The function of the Subdistrict in the urban system shall be focussed on:

- Providing the buffer area necessary to protect agricultural enterprises in the Rural Area from conflict with urbanisation;
- Consolidating the role of the Sub-district in providing opportunity for urban fringe and country life styles on small acreages; and
- Protection of transport corridors from increased access points and reduced safety and traffic efficiency resulting in reduced speed limits on the City approaches.

### **Policies**

- See Residential Areas Strategy.

***Brief summary of some environmental issues relevant to the Eastern Subdistrict***

The eastern subdistrict is bounded by the major eastern roadway links and as such is subject to the potential environmental issues attributable to transport routes.

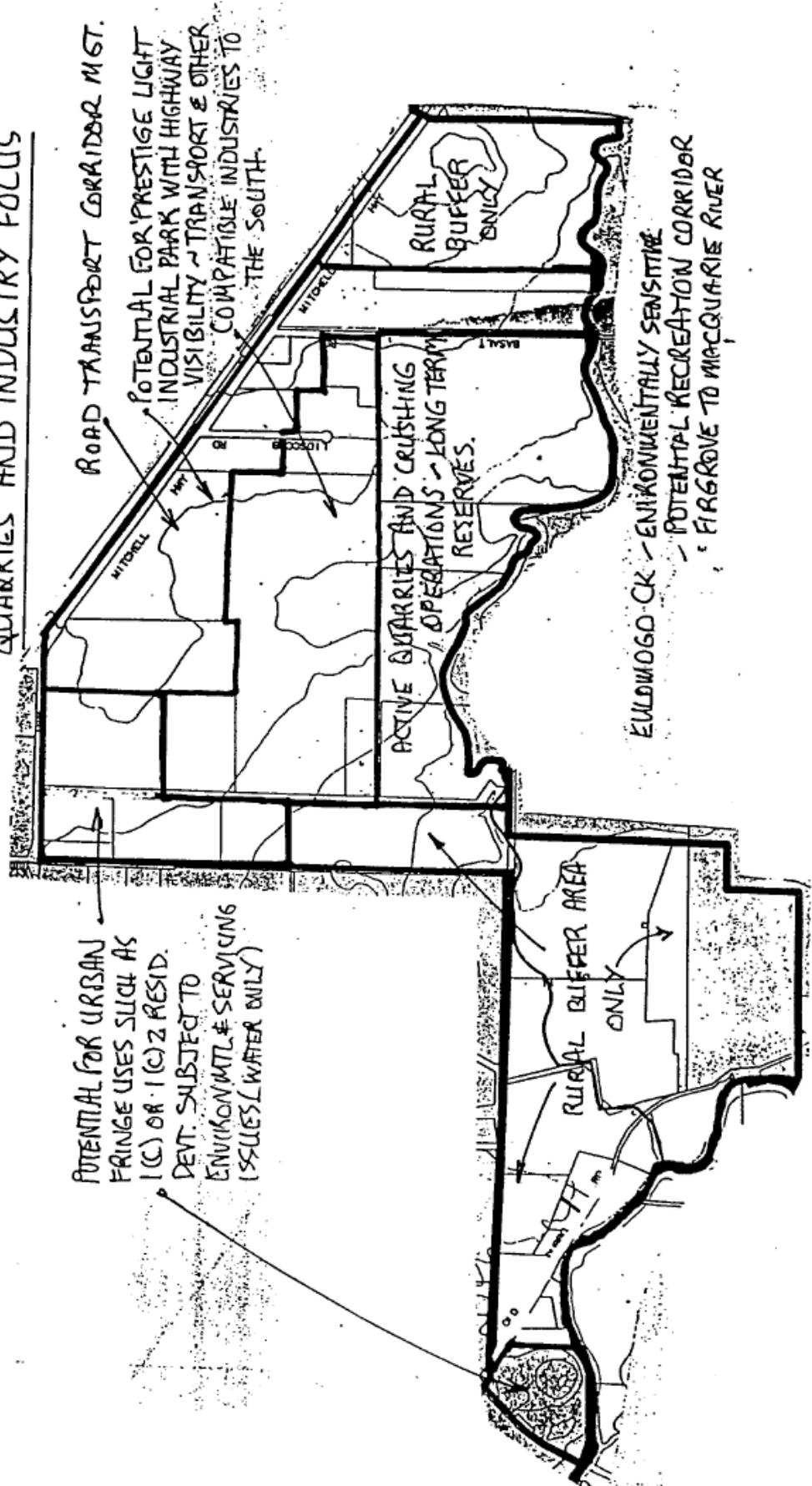
The geology of the area is underlain by the Ballimore Formation, providing the basis for concerns for salinity issues. Part of the subdistrict covers the catchment of Troy Creek and any intensive development must be carefully considered with respect to its possible consequences upon identified salinity in Troy and Eulomogo Creeks.

Of habitat value are the road corridors, reserves, Mugga Hill, and Beni Forest in its relationship to the eastern boundary of the subdistricts.

CD South East Sd

# CD Sd Southeast

## QUARRIES AND INDUSTRY FOCUS



## **South Eastern Sub-District Industry Focus**

### **Eulomogo Catchment**

Identification	Central District - South East Sub-District CD/SESd
Area & Boundaries	See Structure Plan

### **Description**

- South East sector of the urban fringe; and
- Extends radially from Mitchell Highway around to Macquarie River, from Sheraton Road/Hennessy Road to Eulomogo Creek.

#### Includes

- Readymix and Gotrox quarries;
- Some agricultural activity;
- School complex off Sheraton Road; and
- Lidscomb Road Subdivision.

### **Existing Role**

- Primarily as environs to Eulomogo area quarries and crushing plants which form a barrier to further urban expansion; and
- Transition area to agricultural areas South East of the city.

### **Key Issues**

- Quality/quantity of aquifer and surface drainage;
- Environmental issues associated with quarries, crushing and trucking;
- Suitable use for quarry environs; and
- Urban fringe residential development.

### **Opportunities**

- Able to provide sites for some industrial land needs relevant to Dubbo 21 Strategies 2 and 3.

### **Directions - See Structure Plan**

- The future role of the Sub-district will be dominated by the City's need to provide industrial land options and protect the quarry operations from conflicts.

### **Objectives for Land Use in the Sub-District**

The function of the Subdistrict in the urban system shall be focussed on:

- Ensuring continued production from the quarries;
- Facilitating establishment of compatible industrial activities;
- Protection of the transport corridor; and
- Providing the buffer area to protect agricultural enterprises.

## **Policies**

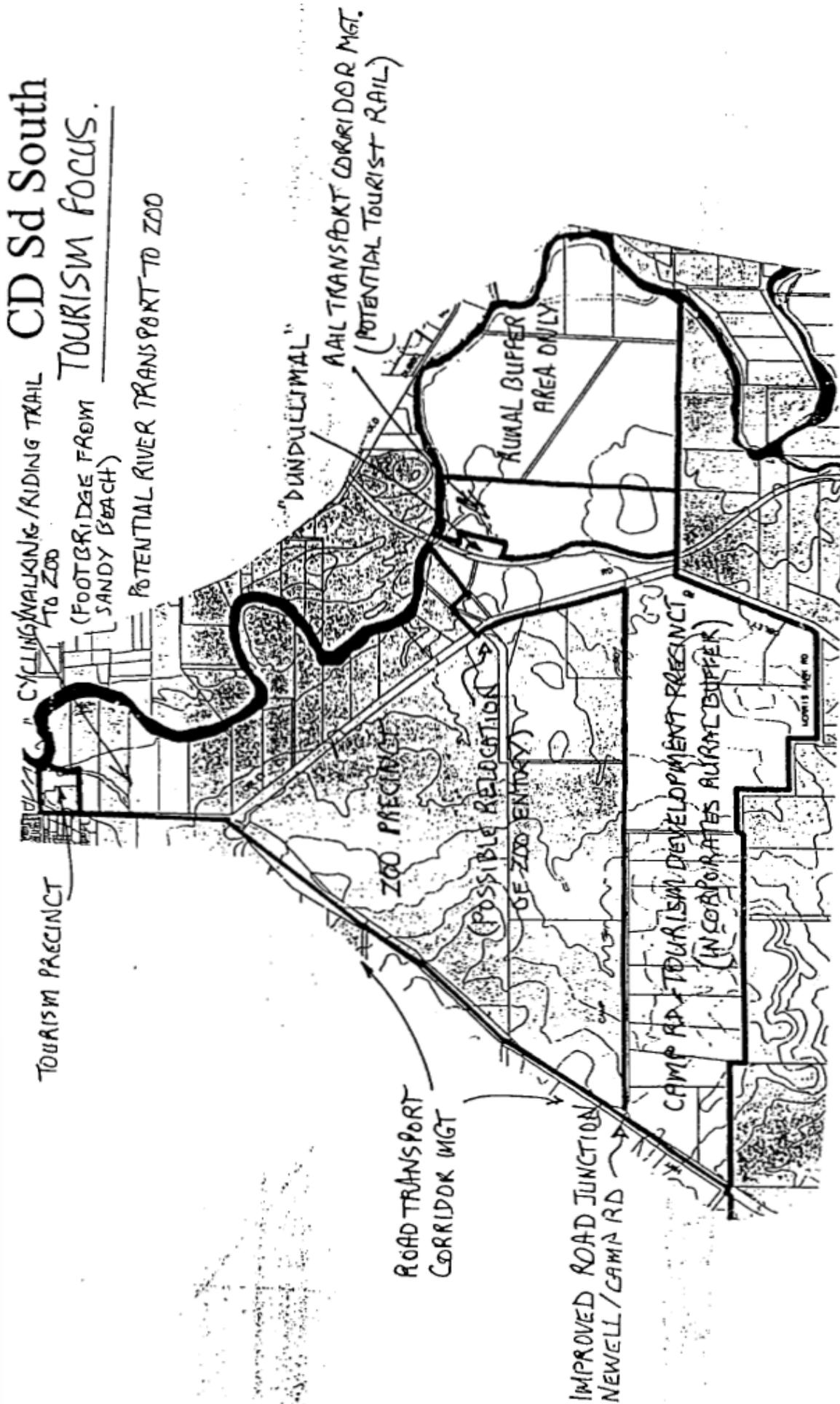
- See Industrial Areas Strategy.

### ***Brief summary to some environmental issues relevant to the South East Subdistrict***

Eulomogo Creek meanders along the southern boundary of south eastern subdistrict and spills onto the floodplain of the Macquarie River, off Old Dubbo Road. The south western section of the subdistrict is located over an identified aquifer recharge area and careful management of this resource is critical.

The area contains two quarries with long-term viability and although their potential effect has been considered in detail together with proposed residential development in the South Eastern precinct, there are also possible impacts upon this subdistrict.

The waterway and floodplain of the Macquarie River provide habitat and heritage issues and intensive industries such as dairies should be managed correctly.



## **Southern Sub-District Tourism Focus**

### **Camp Road/Oxley Road**

Identification                      Central District - Southern Sub-District - CD/SSd  
Area & Boundaries                See Structure Plan

### **Description**

- Southern sector of the urban fringe; and
- Extends radially from Macquarie River to Newell Highway, Minore Road junction to Morris Park.

#### Includes

- Western Plains Zoo;
- Macquarie flood plain; and
- Dundullimal Homestead.

### **Existing Role**

- Major inland NSW tourist destination and its environs; and
- Transition area to Agricultural areas South of the City.

### **Key Issues**

- Pressure for rural residential subdivision in Camp Road area in conflict with key tourism opportunities;
- Floodplain management;
- Advantages to be obtained in the immediate area based on the zoo as a powerful tourism asset;
- Services and access improvements for tourism developments, multiple transport mode links to CBD; and
- Potential for conflict with Morris Park Speedway.

### **Opportunities**

- Unique and irreplaceable opportunities to place synergistic tourism assets in the zoo environs and create an effective tourism precinct;
- Yeoval railway line visitor rail project; and
- Dubbo 21 Strategy 5 needs improved recognition of these opportunities.

### **Directions - See Structure Plan/Commercial Strategy**

- The future role of the Sub-district will be dominated by the City's need to gain maximum benefit from the tourism potential generated by Western Plains Zoo.

## **Objectives for Land Use in the Sub-District**

The function of the Subdistrict in the urban system shall be focussed on:

- Providing and protecting sites in proximity to Western Plains Zoo/Dundullimal for a major tourism precinct;
- Protection of the transport corridors; and
- Providing the buffer area to protect agricultural enterprises.

## **Policies**

- See Commercial Areas Strategy

### ***Brief summary of some environmental issues relevant to the Southern Subdistrict***

The Western Plains Zoo is the prominent feature of the southern district and provides habitat value for native as well as captive animals. Zoo effluent is managed on-site by ponds and wetlands and does present a potential pollution source for river and ground water.

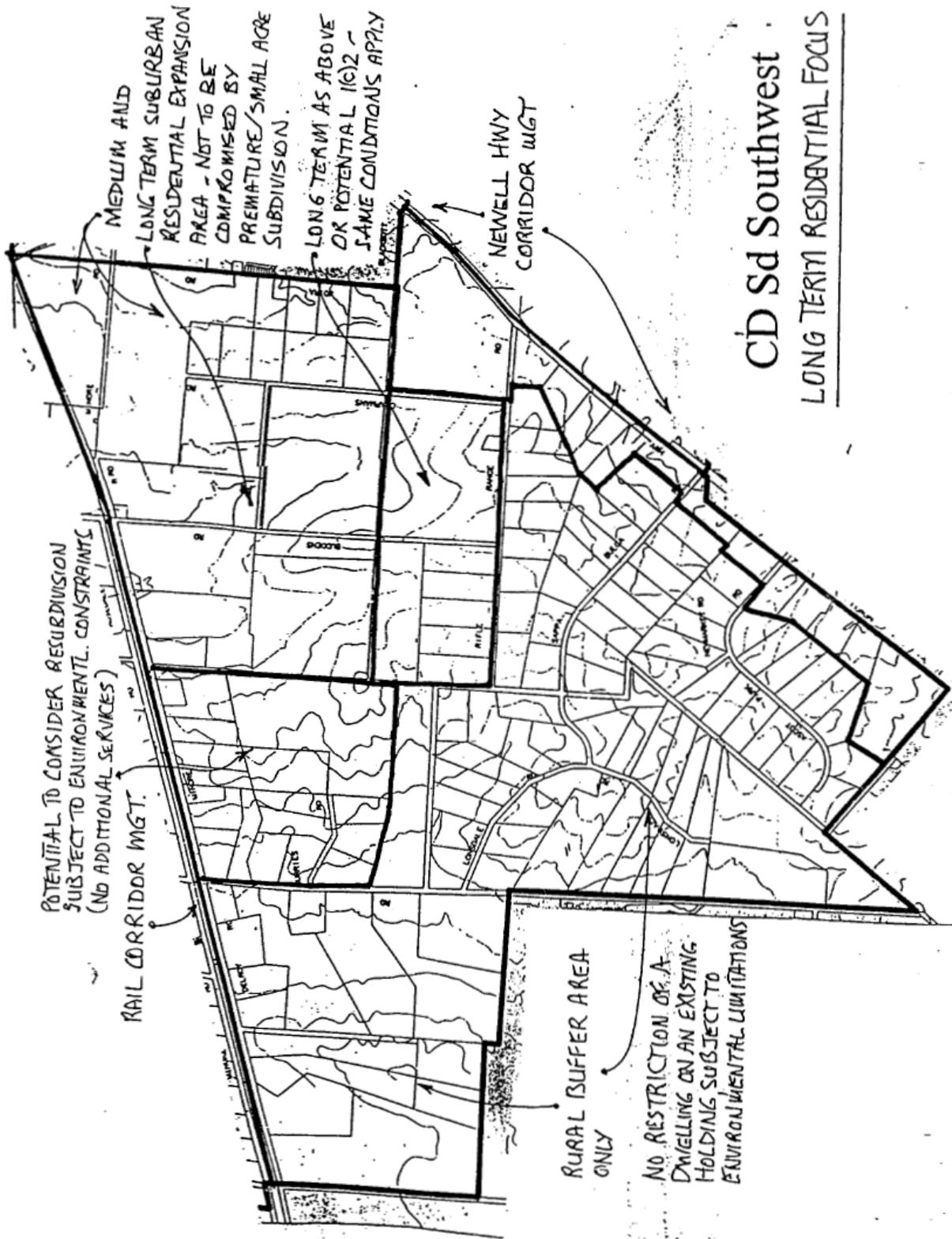
The subdistrict is bordered by the Macquarie River to the east which is a major habitat corridor containing a number identified aboriginal heritage sites.

The river corridor also provides major groundwater recharge areas, which must be protected to ensure the sustainability of the city. Flooding is an issue within the identified 1 in 100 year flood line.

The subdistrict incorporates a closed tip site in Obley Road and off site pollution monitoring is continuing in conjunction with the zoo wetland program.

Morris Park Speedway on the Obley Road has been identified as a potential noise source which may impact upon development and the Newell Highway, which forms the western boundary of the subdistrict presents typical traffic route environmental constraints.

CD South West Sd



## **South Western Sub-District Long Term Residential Focus**

### **South West Ridges**

Identification

Central District - South West Sub-District - CD/SWSd

Area & Boundaries

See Structure Plan

### **Description**

- South West sector of the urban fringe; and
- Extends radially from the Newell Highway to Minore Road, Joira Road to Lonsdale Road.

Includes

- An extensive area of small acre subdivisions and fragmentation.

### **Existing Role**

- Urban fringe lifestyle area based on acreages ranging upward from about 8 ha; and
- Transition area to larger scale rural holdings the South West of the City.

### **Key Issues**

- Protection of rural areas from further fragmentation and potential conflicts;
- Impacts on Sappa Bulga habitat and remnant vegetation; and
- Limits of future urbanisation and services (long term).

### **Opportunities**

- Scope for long term westward suburban expansion to balance city structure and reinforce CBD in response to Dubbo 21 Strategy 6.

### **Directions - See Structure Plan**

- The future role of the Subdistrict will be dominated by the City's need to ensure it has land suitable for the long term residential expansion to the West.

### **Objectives for Land Use in the Sub-District**

The function of the Subdistrict in the urban system shall be focussed on:

- Protection of long term role of the sub-district in providing fully serviced residential expansion opportunities westward;
- Protection of the transport corridor;
- Providing the buffer area to protect agricultural areas; and
- Continuation of the existing urban fringe/country life styles on small acreages.

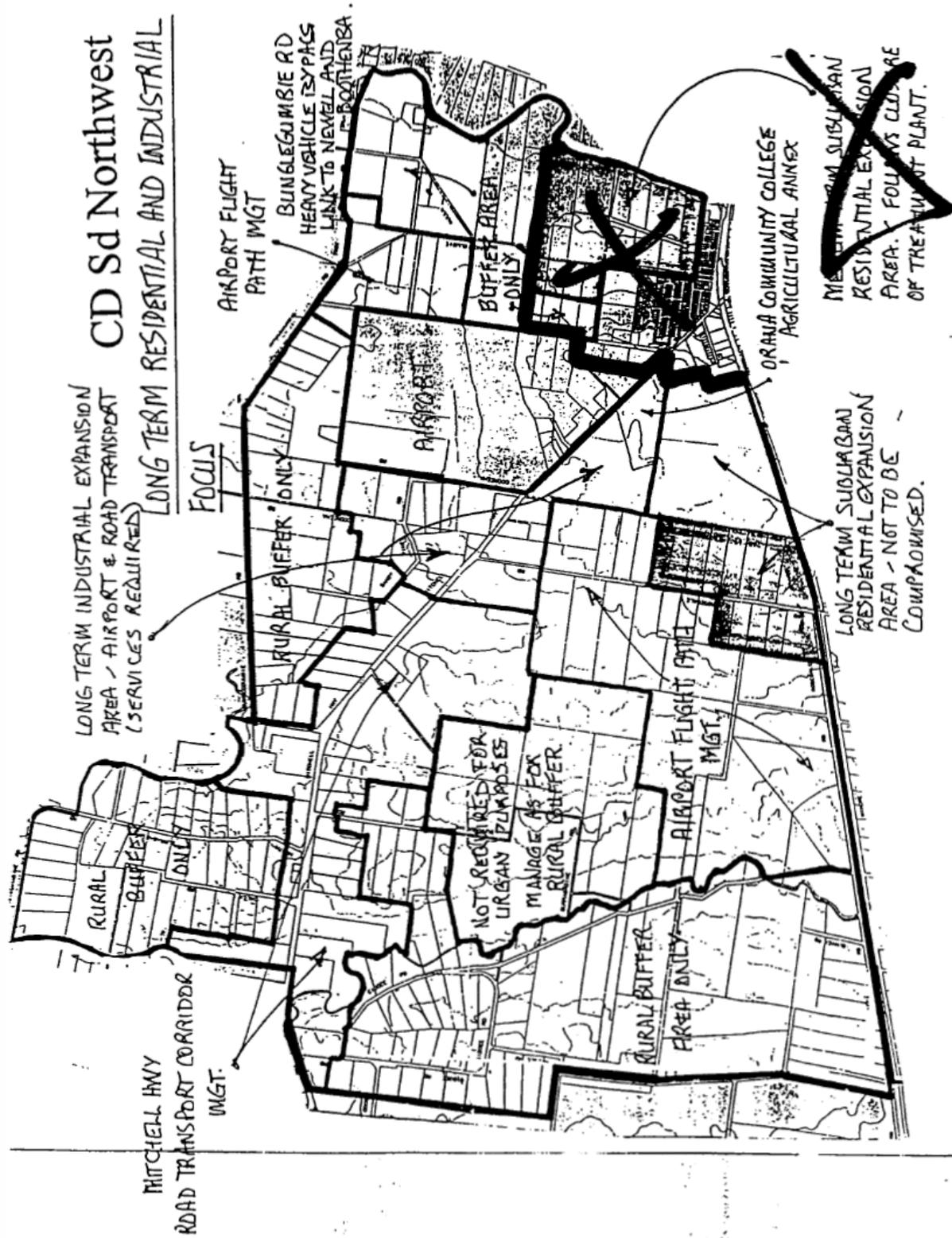
### **Policies**

- See Residential Areas Strategy.

***Brief summary of some environmental issues relevant to the South Western Subdistrict***

The South Western Subdistrict is bordered to the south east by the Newell Highway which presents typically expected potential constraints of a major traffic route, including noise, vibration, air pollution and potential for accidental spills.

The subdistrict is characterised by lighter soils, particularly on ridges to the north and the potential for erosion is real and evident in some water courses, including golf course creek.



## **North Western Sub-District Industrial & Long Term Residential Focus**

### **Sandy Creek/Whylandra**

Identification Central District - North Western Sub-District - CD/NWSd  
Area & Boundaries See Structure Plan

### **Description**

- North West sector of the urban fringe;
- Extends radially from Bourke Hill to Whylandra Waste Disposal site, from Macquarie River around to Minore Road.

Includes

- Bunglegumbie treatment plant and environs;
- Dubbo airport environs and flight path;
- TAFE College agricultural annex;
- Western Mitchell Highway corridor; and
- Sandy Creek/Whylandra Creek catchments North of Minore Road.

### **Existing Role**

- Extensive area of rural fragmentation, variable holding sizes from 10 ha hobby farms to substantial agricultural enterprises;
- Major heavy vehicle/road train corridor; and
- Road and air transport services and related industry.

### **Key Issues**

- Protection and improvement of road and air transport functions, including ensuring full potential of Dubbo airport is achievable without conflicts, ensuring potential of Bunglegumbie Road as northern heavy vehicle bypass of City is achievable, ensuring transport related industry potential of Mitchell Highway corridor is achievable;
- Provision of suitable truck parking areas;
- Provision of services to airport associated industry;
- Separation of urban Dubbo from intensive agriculture North of Bunglegumbie Road;
- Potential of treatment plant site for conversion to residential use;
- Potential for long term residential expansion West of Bourke Hill; and
- Rural area buffer.

### **Opportunities**

- This sub-district has crucial potentials to meet industry, transport and residential needs relevant to Dubbo 21 Strategies 1, 2, 3 and 6 especially in the longer term.

### **Directions - See Structure Plan**

- The future role of the Subdistrict will be dominated by the City's need to provide industrial land options and westward residential expansion in the long term and protect and improve its transport infrastructure.

### **Objectives for Land Use in the Sub-District**

The function of the Subdistrict in the urban system shall be focussed on:

- Protection and improvement of the Mitchell Highway corridor and Bunglegumbie Road corridor for safe, efficient heavy vehicles use and of the airport environs west of the airport for transport related and other compatible industrial uses;
- Protection of lands in the upper Sandy Creek/Rosedale Road area for long term suburban residential development;
- Protection of the airport flight path South West of the airport from developments likely to cause conflicts or restrict airport operations;
- Provide the buffer area to protect agricultural areas to the North and West from urban conflicts in the long term; and
- Continuation of the existing urban fringe/country life styles within the rural buffer where compatible.

### **Policies**

- See Industrial Areas Strategy.
- See Residential Areas Strategy.

### ***Brief summary of some environmental issues relevant to the North Western Subdistrict***

The North Western Subdistrict includes the Main Western Road link, being the Mitchell Highway. The highway provides the normally associated potential noise and pollution constraints of a major traffic route and also provides through roadside vegetation an important habitat corridor.

The area possess large areas of light soil which are susceptible to erosion, as evident in Whylandra Creek.

The northern boundary of the subdistrict is formed by the Macquarie River, which incorporates a wide area of flood plain and Ground water recharge. The Department of Land and Water Conservation has indicated that Ground water supplies in the subdistrict may form the appropriate source for future ground water extraction. It is therefore imperative to protect the supply from incompatible development.

The river corridor also provides the most important wildlife corridor.

Noise considerations due to the location of the airport and Council's dog pound will need to be considered, particularly with respect to any proposed residential development.

Council's Garbage Disposal Depot is located adjacent to the western boundary of the subdistrict and environmental management of that facility must be carefully monitored particularly as the depot may be considered for expanded regional use, or hazardous waste storage.