



Residential and Economic Strategy 2015-2031



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Executive Summary

Council has recently completed a review of the *Queanbeyan Residential and Economic Strategy 2031* (the Strategy). This review was initiated by a request from the then Department of Planning and Infrastructure as part of the Department's decision in respect of *Queanbeyan Local Environmental Plan (South Tralee) 2012*. The review of the Strategy was then delayed by a further request from the Department to prepare a Structure Plan for the South Jerrabomberra urban release area. The Structure Plan has now been completed and was subsequently endorsed by Council in March 2014 and then by the Department in May 2014.

The original version of the Strategy was endorsed by Council in November 2006. The Strategy was prepared in response to a request by the Minister for Planning following an inquiry into future residential land releases within the Queanbeyan local government area (LGA). The purpose of the Strategy was to outline a 25 year framework for residential and employment land release in Queanbeyan. In addition the Strategy set out a framework for ensuring ongoing economic growth and prosperity of Queanbeyan, whilst protecting key environmental attributes valuable to the local community. The Strategy also represented the Council's strategic framework for input into other local and regional planning strategies. The Strategy also sought to give effect to the relevant strategies and actions from *Queanbeyan Tomorrow Community Vision 2021*.

Essentially the principles set out in the original strategy still remain relevant to the reviewed strategy, particularly the provision of housing choice and affordability. The revised Strategy also:

1. Updates population and household projections;
2. Investigates future areas for potential urban development;
3. Reviews the supply and demand for employment lands; and
4. Provides the basis for any future local environmental plan reviews.

Since the endorsement of the original Strategy, Council has taken a number of major actions to implement the Strategy's outcomes including the rezoning of urban release areas at Googong and South Tralee. There has also been the decision of the Department of Planning and Infrastructure to defer the rezoning of land at South Tralee between the 20 and 25 Australian Noise Exposure Forecast (ANEF) contour. The policy implications of this decision are reflected in the revised Strategy.

In summary the revised Strategy provides for:

1. The ongoing implementation of the *Queanbeyan Tomorrow Community Vision* by ensuring that future growth and the provision of high quality accommodation is not undertaken at the expense of the environment;
2. Continued residential growth at Googong and South Jerrabomberra outside of the ANEF 20 contour;
3. The retention of appropriate future investigation areas and the deletion of other areas not considered suitable for urban development due to their constraints;
4. The retention of the 130 hectares (ha) of employment lands identified in the original Strategy to meet the future employment needs of the City; and
5. The provision of adequate infrastructure to meet the needs of a growing population.

In addition the Strategy makes recommendations in respect of accommodating future population growth, the demand for housing, employment growth, future investigation areas for urban development, transport options and infrastructure provision.

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The revised Strategy still covers the period to the year 2031, however a future review may be required following the outcome of the NSW Government's decision on "Fit for the Future". A recommendation to this effect is also included in the final chapter.

Chapter 1 – Introduction and Background

1.1. Purpose of the Strategy

Between August and November 2006 Queanbeyan City Council prepared and endorsed the *Queanbeyan Residential and Economic Strategy 2031* (the Strategy). This Strategy was developed in response to a request by the then Minister for Planning following an inquiry into future residential land releases within the Queanbeyan LGA. The purpose of the original Strategy was to:

- Outline a 25 year residential and economic land use strategy for Queanbeyan;
- Provide a framework for the ongoing growth and prosperity of Queanbeyan whilst protecting key environmental attributes;
- Provide input into the then Department of Planning's *Draft Sydney-Canberra Corridor Regional Strategy 2006-31*;
- Provide a basis for future Queanbeyan Strategic Landuse Plan/Local Environmental Study and Local Environmental Plan; and
- Give effect to the relevant key directions and strategies of the Queanbeyan Tomorrow Community Vision 2021.

Essentially the above principles remain the purpose of the reviewed Strategy including the provision of housing choice and affordability, thus placing downward pressure on housing costs through two urban release development fronts. In addition the Strategy will also:

- Update population and household projections as well as land supply and demand;
- Investigate future areas for potential urban development;
- Review employment lands supply and demand;
- Provide the policy basis for the next comprehensive Local Environmental Plan review;
- Provide a framework for protecting and enhancing the biodiversity of the area; and
- Consider infrastructure servicing issues relevant to new development areas.

Following a comprehensive review and report by the Department of Planning in April 2007, the Strategy was endorsed by the then Minister and Department subject to five conditions including that no residential uses were to occur on the site known as the Poplars. It was further amended to take into account Airservices Australia's technical endorsement in June 2008 of a new Ultimate Practical Capacity Australian Noise Exposure Forecast (ANEF) for Canberra Airport. This remains the current ANEF.

The amended Strategy was endorsed by the then Department of Planning in December 2008 in an addendum report following a comprehensive review.

Since endorsement of the original Strategy in December 2008 by the Department, Council has taken a number of actions towards giving effect to the Strategy including the rezoning of urban release land at Googong and South Tralee. There have also been a number of other actions such as the Department of Planning and Infrastructure deferring the rezoning at South Tralee of those lands between the 20 and 25 Australian Noise Exposure Forecast (ANEF) contour. Consequently it is now timely for Council to review the Strategy to take into account these actions and other changes in a review of the original Strategy.

1.2. Background

The *Queanbeyan Residential and Economic Strategy 2031* was finally endorsed by Council in November 2008 and has been used since as the basis for informing strategic land use planning decisions such as the comprehensive *Queanbeyan Local Environmental Plan 2012*

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(QLEP 2012). The aim of the original Strategy was to identify sufficient employment and residential land to meet future demand for the next 25 years while achieving an appropriate balance of conservation, open space and community facilities to service new development. The original Strategy identified the need to accommodate 10,000 new dwellings and an additional 130ha of employment lands in Queanbeyan over the next 25 years. This review will assess the Strategy in view of what has occurred with regard to land use planning matters in Queanbeyan and the Region since its final endorsement in December 2008.

Map 1 over is the original Strategy Map (Department of Planning's Addendum report of December 2008).

1.3. Structure of the Review

The review of the Strategy aims to consider the key changes and actions that have occurred since the endorsement of the original Strategy in December 2008. These include land use planning decisions (such as the deferral of land from being rezoned) that have implications with regard to the supply of residential and employment lands. This report will outline:

- Major rezoning and Gateway determinations of Planning Proposals which have occurred since late 2008;
- The implications of such decisions with regard to the supply of residential and employment lands;
- Constraints in respect of Future Investigation Areas; and
- Key infrastructure issues regarding land release areas.

This review will generally cover the topics addressed in the original Strategy.

Chapter 1 provides an introduction and background to the Strategy as well as a consideration of relevant regional and local planning strategies. Chapter 1 also sets out the purpose of the review and details the key changes and actions that have occurred since the endorsement of the original Strategy.

Chapter 2 deals with population growth and demand for housing and identifies changes which have occurred in respect of the supply and demand of urban areas for development as well as the current situation.

Chapter 3 is concerned with economic development and employment growth and provides an up to date examination of the supply and demand for employment lands.

Chapter 4 examines identified Future Investigation Areas and provides recommendations as to how these areas should be managed in the revised Strategy.

Chapter 5 addresses traffic and infrastructure (including community and recreational infrastructure). It also provides options for funding infrastructure.

Chapter 6 draws the Strategy together and sets out key recommendations.

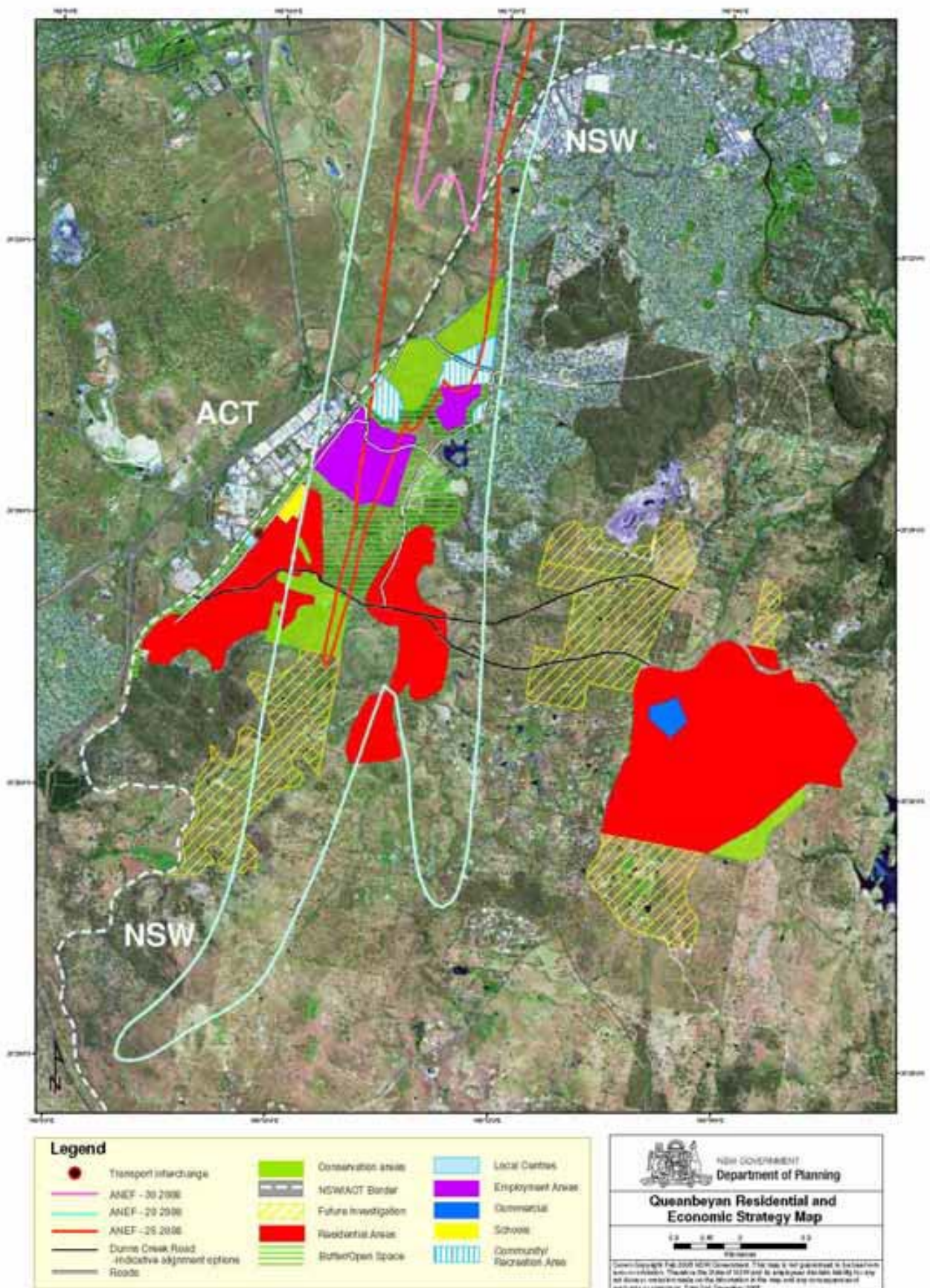
1.4. Outcomes from the Community Vision

The *Queanbeyan Tomorrow Community Vision 2021* (the Community Vision) project was finalised in 2006 and informed a number of the key principles for the original Strategy and.

The purpose of the original project was to create a major vision to determine how Council can respond to the needs of the local community in a changing global environment. Extensive community consultation was undertaken to determine a commonly held vision for the future of Queanbeyan.

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Map 1 : Queanbeyan Residential and Economic Strategy Map 2008



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The Community Vision was comprehensively reviewed in 2011 again seeking community feedback. As a result the Vision was amended to read:

It is the year 2021...

The Vision begins...

“Queanbeyan is a thriving lively city with a strong community spirit, based on its country values and the warmth and friendliness of its people. The city celebrates its natural setting and its rich heritage, preserved in its built form.

The city, suburbs and surrounding rural and residential areas cater for a multicultural population of 50,000 which enjoys a diverse lifestyle; a growing economy; retail, health, education, recreation and cultural services; continued investment in the city’s infrastructure; a sense of safety; and easy access to Canberra, Sydney, the mountains and the coast.”

The Vision is the aspiration of the way the community wants to see and create its future. The Vision recognises the current attributes of Queanbeyan and builds on these, as well as addressing issues which confront Queanbeyan. The Community values are what the community sees as important values to enhance and protect (Queanbeyan City Council February 2012: 4).

The Vision and a number of its goals, key directions and strategies remains relevant to this review. Consequently this review needs to ensure that where possible it gives effect to the Vision. Examples of key directions and strategies include:

- Continue to ensure that planning and decision making processes facilitate economic development opportunities;
- Continue the ongoing process of recognising, protecting and celebrating the City’s natural and built heritage, as well as cultural heritage;
- Continue to minimise the impact of urban development on natural areas and ensure that these are sensitive to the natural topography (including scenic qualities) with the goal to strengthen areas where no or very limited development is allowed; and
- Create links and corridors between regional parks and reserves for pedestrians, cyclists and wildlife where opportunities are available and taking regard to the recommendations from the *Queanbeyan Pedestrian and Mobility Plan (PAMPS)* and the *Queanbeyan Bicycle Plan* adopted by Council in 2010.

The Community Vision sets out six strategic priorities that are believed to be the key steps in achieving the Vision:

Strategy 1: Image and Influence

Strategy 2: Business and Industry

Strategy 3: Culture and Leisure

Strategy 4: Infrastructure, Access and Transport

Strategy 5: The Community

Strategy 6: The Environment.

A number of goals, key directions and strategies are set out in the Vision document under each of the above headings as a way forward to achieving the Vision. Goals set out in the vision will be periodically reviewed and validated and need to be broadly considered by this review.

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Local Government Reforms in 2009 introduced the integrated planning and reporting framework with the aim of improving council's long term community, financial and asset planning. The Vision document is one part of Queanbeyan City Council's integrated planning framework. The Local Government Reform Panel also recommended that the System of Local Government in NSW needed to change and that Councils needed to be "Fit for the Future". Fit for the Future aims at building a strong and sustainable local government sector which is able to meet the future needs of the community. This is an exercise that this Council is currently participating in, although the outcomes from this are currently unknown.

The *Queanbeyan Tomorrow Community Vision* has become an extremely important document for the Queanbeyan City Council as it sets out directions for the future and assists Council in prioritising its actions. Council's strategic planning processes are strongly influenced by the Vision document. A major community review of the document is recommended for 2016 to ascertain whether the Vision remains valid and to recognise and celebrate its achievements.

1.5. Key Changes

1.5.1 Major Rezonings

The following major rezonings have occurred since the endorsement of the original Strategy.

- The *Queanbeyan Local Environmental Plan (Googong) 2009* (GLEP) was gazetted in October 2009. The urban release area of Googong will accommodate in excess of 5,550 dwellings and construction of the first neighbourhood is well under way with the subdivision for neighbourhood 1B to be submitted shortly.
- The *Queanbeyan Local Environmental Plan (South Tralee) 2012* was gazetted in November 2012. Rezoning for the Tralee area (both North and South) commenced in 2002 for a combination of residential and employment lands. However following the *Residential and Economic Strategy 2031* a more conservative footprint was identified for development at South Tralee to accommodate the Canberra Airport Ultimate Practical Capacity ANEF. In approving the LEP the Minister deferred any areas between the 20 and 25 ANEF on the basis of aircraft noise and through subsequent correspondence it is clear that these areas are no longer available for residential or other noise sensitive uses.
- The *Queanbeyan Local Environmental Plan (Poplars) 2013* was gazetted in August 2013. The site is affected by aircraft noise and therefore not suitable for residential development. Accordingly, the land has been zoned for retail and commercial activities, business park, private recreation and environmental conservation.

The *Queanbeyan Local Environmental Plan 2012 (QLEP 2012)* was gazetted in November 2012 and the *Queanbeyan Local Environmental Plan (Googong) 2009* was absorbed into this LEP. The *QLEP 2012* rezoned parts of Jumping Creek (Lot 5 DP1199045) for residential development, however parts of the land were deferred and will be subject to a future planning proposal. Preliminary work has commenced on this planning proposal.

1.5.2 Planning Proposals

North Tralee

A Planning Proposal to rezone part of North Tralee (excluding any flood prone land) was submitted to the then Department of Planning and Infrastructure and a Gateway Determination to proceed with the Planning Proposal issued on 23 May 2014.

South Jerrabomberra

As previously noted, following the gazettal of the *Queanbeyan Local Environmental Plan (South Tralee) 2012* the then Department of Planning and Infrastructure encouraged Council to review the original Residential and Economic Strategy. The key reason for this was the decision to defer residential lands within the ANEF 20 on the basis of aircraft noise concerns. Council's review should therefore re-examine whether identified sites and staging at South Jerrabomberra remains appropriate. Council was also encouraged to prepare a further Planning Proposal to identify appropriate zoning and planning provisions for the deferred land.

A Planning Proposal was subsequently prepared to rezone additional land located outside the ANEF 20 contour to the south of the South Tralee known collectively as South Jerrabomberra. It is proposed to rezone this land for residential/urban development and other suitable uses subject to a number of background studies being undertaken. These studies have now been finalised and at this time a background report has been commissioned which brings the recommendations of the various studies prepared for South Jerrabomberra. A buffer area will also be required between industrial zoned land in the ACT known as Hume, the railway line and the subject site.

Environa/Robin Land

The Council at its meeting on 24 June 2009 considered the strategic land use priorities for Queanbeyan and determined that the first priorities were the completion of a Strategic Land Use Plan, a Comprehensive LEP (*QLEP 2012*) and a Comprehensive DCP (*Queanbeyan Development Control Plan 2012*). This has been done.

Other priorities related to the development at Googong, Poplars and North and South Tralee. Council also resolved that actions on the remaining draft local environmental plans (LEPs) for the land at Environa/Robin and Forrest Morrison as well as the land at Tralee Station be limited to the preparation of a section 54 notice to the Department and the commissioning of a Biodiversity Study until substantial completion of Council's other priorities. Again this Biodiversity study has been completed.

Jumping Creek

At that time Jumping Creek (Lot 5 DP 1199045) was rezoned under QLEP 2012, part of the area was deferred from rezoning due to concerns relating to slope of land, shallow erodible soils and proximity to the Queanbeyan River. These areas retain the Rural 1(a) Zone under the *Queanbeyan LEP 1991*. The developers are now undertaking preliminary investigations for these deferred areas to accompany the submission of a future planning proposal. When a planning proposal is received Council will need to consider the proposal, and if supported, will request a Gateway Determination from NSW Planning and Environment. If a Gateway Determination is received the planning proposal will be placed on public exhibition and consultation with public authorities undertaken.

1.6. Key Issues

The provision of infrastructure, including servicing as well as community infrastructure, is critical to new release areas. NSW legislation provides for a number of mechanisms to fund infrastructure. These include:

- Voluntary Planning Agreements between Council and the developer;
- Section 94 Contribution Plan;
- Section 64 Contribution Plan; and
- State Planning Agreement (in the case of State significant development);

Otherwise funding for infrastructure needs to be sourced from consolidated revenue by way of direct funding at a State and/or Commonwealth level.

The key infrastructure issue facing Queanbeyan is the provision of infrastructure for water and sewer. The Queanbeyan sewerage treatment plant is currently at capacity and planning has already commenced for a new facility to be built by 2018.

Considerable work has been undertaken on the delivery of new infrastructure in Queanbeyan, including the construction of the Edwin Land Parkway and Old Cooma Road Stage 1 upgrade.

1.7. Regional Strategies, Cross Border Agreements and Plans/Processes with Regional Implications

The remainder of this Chapter outlines key regional strategies, cross border agreements, regional land use plans and Council prepared plans/documents that influence this review and need to be considered.

1.7.1 *The Australian Capital Territory and New South Wales Memorandum of Understanding for Regional Collaboration between Australian Capital Territory and New South Wales*

The Australian Capital Territory and New South Wales Memorandum of Understanding for Regional Collaboration between Australian Capital Territory (ACT) and New South Wales (NSW) was signed by the Chief Minister and the Premier on 2 December 2011.

It reflects an earlier agreement between the two leaders to strengthen collaboration between the two jurisdictions to optimise regional outcomes and service delivery to the people of the ACT and the surrounding South East Region. Closer collaboration would allow for a regional approach in the areas of health, education, transport, emergency services, justice, tourism, planning and economic development.

Its priority actions in relation to land use planning and infrastructure are:

- Identify a mechanism to deliver collaborative strategic land use and growth related infrastructure planning across the broader South East Region;
- Once agreed by the First Ministers, develop a new strategic plan for land use and infrastructure requirements reflecting the unique characteristics of the region and taking into account the Draft *ACT Planning Strategy* and the review of the *Sydney-Canberra Corridor Regional Strategy 2006-31*.

1.7.2 *ACT-NSW Strategic Plan for Land Use and Infrastructure*

In 2012 the ACT and NSW Governments commenced work towards a Strategic Plan focussing on land use planning and infrastructure. This plan was identified under priority action 2 of the Memorandum of Understanding for Regional Collaboration.

The purpose of the ACT-NSW Strategic Land Use and Infrastructure Plan included:

- Examining the growth challenges affecting the region;
- Developing an understanding of key and emerging planning and infrastructure issues;
- Providing a guide to sustainable development across the region to manage growth and change;
- Developing agreed data sources to inform strategic planning;
- Facilitating an understanding of infrastructure and service delivery implications arising from development within the ACT-NSW region; and

- Providing the basis for negotiations on the apportionment of costs for infrastructure.

The project was to examine land use planning and infrastructure requirements over a period of 20 years. Stage one of the project involved the collation of key data and scoping the content of a draft strategy.

This project will be superseded with a Regional Growth Plan for the South East and Tablelands with an initial meeting being held in July 2012 with representatives from Planning and Environment, Yass Valley Council, Palerang Council and Queanbeyan City Council attending. The focus on a Regional Growth Plan reflects Planning and Environment's priorities in which the Department observes:

Regional Growth Plans will help to plan for sustainable growth and change within regions across NSW. They will be critical in helping regions plan for growth. This includes planning for a range of housing and jobs for our changing population, and the infrastructure needed to support this.

Local government will be central to the development and delivery of Regional Growth Plans.

The community will also play an important role in informing the development new Regional Growth Plans, and will be closely consulted throughout the process. (Planning and Environment 2014: 6).

1.7.3 Planning for South Jerrabomberra

The South Jerrabomberra Project Control Group

The formation of a Project Control Group (PCG) is a mechanism to facilitate the delivery of housing and employment lands in South Jerrabomberra. It is convened by the Department of Planning and Environment and Council, and uses a project management approach to resolve impediments, coordinate infrastructure and service delivery, and clearly identifies responsibility for actions as well as to discuss other issues as appropriate.

Its purpose is to oversee the delivery of development outcomes for the South Jerrabomberra urban release area. Core membership consists of senior officers from the Department and the Council. Additional membership may include:

- The Department of Premier and Cabinet to participate in meetings as required and to be available to help resolve cross-agency/cross-jurisdictional issues as necessary;
- NSW Government agencies/bodies where advice and guidance on a specific issue is critical; and
- The ACT Government where cross-border planning issues need to be considered and resolved.

The PCG is designed to reach agreement on matters relevant to the development of South Jerrabomberra. Where there is an impasse relating to a significant policy matter, it may be referred to an appropriate Government body for information, advice and/or a decision.

The PCG has also indicated that it may be appropriate to establish technical working groups to consider certain matters in more detail. The membership of the groups would reflect the expertise and responsibilities relevant to the particular matter. Examples of such issues may include cross-border planning, infrastructure co-ordination, access arrangements and infrastructure funding.

1.7.4 Sydney-Canberra Corridor Regional Strategy 2006-31

The NSW Government in 2008 produced the *Sydney-Canberra Corridor Regional Strategy 2006-31*. This strategy is to be replaced by the Regional Growth Plan for the South East and Tablelands that also establishes a broader geographical region to the existing strategy. Nevertheless until this is completed the purpose and aims of the current strategy remain relevant to this review.

The main purpose of the Strategy is to support and manage growth whilst protecting the rural and environmental assets of the region. The strategy is to guide local governments in the corridor region, including Queanbeyan, and recognises the importance of working cooperatively with the ACT. Amongst other things the strategy aims to:

- Increase the amount of housing within existing centres and the choice of housing for smaller households and an ageing population (including Queanbeyan);
- Manage the environmental impact of settlement by focussing new urban development in major regional centres such as Queanbeyan;
- Ensure an adequate supply of land to support economic growth and provide for the projected new jobs; and
- Protect important primary industry resources, water resources, environmental diversity, scenery and heritage, which give the region its character and potential.

Queanbeyan's share of new jobs was targeted at 11,250 new jobs to 2031. This growth was to be supported by identifying additional employment generating lands close to the major regional centre of Queanbeyan, as well as providing 130ha of employment lands at South Jerrabomberra. Regionally significant employment lands are also to be protected.

The Strategy identified the need for an additional 10,000 new dwellings in Queanbeyan and the demand for these will be met predominantly through the urban release areas of Googong and South Jerrabomberra. Future housing mix should be better matched to meet the needs of smaller households and aged residents.

With regard to water supply the Strategy supports the ACT and NSW Water Supply Agreement that ensures reticulated water from the ACT is supplied to strategically identified release areas in both ACT and NSW. New residential development is contingent on securing an appropriate water supply.

Regional infrastructure requirements are also identified, including the need to address cross border funding of this infrastructure.

The Strategy gives effect to the *Queanbeyan Residential and Economic Strategy 2031* and relevant cross border agreements with the ACT.

1.7.5 ACT Planning Strategy 2012

The ACT Planning Strategy was adopted by the ACT government in July 2012 and sets out how Canberra and the Territory will develop into the future to 2030 and beyond. The Strategy recognises Canberra's significant role within its region and encourages working with its neighbours towards a sustainable future.

The ACT Planning Strategy sets out a number of strategies and actions which are relevant in a regional context. These include:

Strategy 8 – Value the land and natural resources of the region by working collaboratively to manage urban growth, ensure connectivity and continuity in the natural systems and conserve where appropriate, agricultural productive land.

The Strategy encourages the ACT Government to work with the NSW Government and neighbouring local governments towards resolving issues around urban growth, resource management, environmental protection and retention of agriculturally productive land.

In the long term the Strategy will investigate the impacts of climate change, settlement and lifestyle options on the region and seek a collaborate approach to the management of non-urban land and regional biodiversity matters.

Strategy 9 – Facilitate the development of a more prosperous region and a diverse economy by enhancing our travel and information networks and creating opportunities for a range of new enterprises.

The strategy also contains a number of initiatives across the themes of business environment, business investment and business innovation.

1.7.6 Queanbeyan Water Supply Agreement

Queanbeyan's Water Supply comes from sources either owned or controlled by the ACT Government. A cross border Memorandum of Understanding (MOU) on Water Resources was signed in 2006 between the Commonwealth, ACT and NSW Governments and sets out the principles and obligations for water supply and management of water resources in the Cross Border region.

The MOU formalised existing water supply arrangements and articulates the conditions for further water supply to new urban areas in the ACT/NSW Cross Border region. The MOU was superseded in 2008 by the Queanbeyan Water Supply Agreement which is a tri-partite agreement between the Commonwealth, NSW and ACT Governments. The agreement is for a term of 150 years unless terminated earlier by agreement and ends if the Googong Dam Lease ends. The agreement provides for the supply of water for the Queanbeyan existing urban area and future approved developments.

With regard to the supply of water for future land releases, the document states that the Territory agrees to supply water for future developments in the Queanbeyan LGA under the same conditions as for existing urban areas, if such areas are approved by the NSW Minister for Planning or Council, as appropriate, and that the relevant consent authority determines that each future development is consistent with the *2006-31 Sydney-Canberra Corridor Regional Strategy* and the cross border MOU.

1.7.7 Approved Canberra Airport Master Plans

Since December 2008 there have been two approved master plans for Canberra Airport. These are the *Canberra Airport 2009 Master Plan* and the *Canberra Airport Master Plan 2014 – 2034* with the latter being approved by the Commonwealth Minister in January 2015.

These master plans include an Ultimate Practical Capacity Australian Noise Exposure Forecast (ANEF) endorsed in June 2008. This ANEF substantially impacts on the development options of land within South Jerrabomberra, particularly having regard to the Minister for Planning's decision to exclude any residential development from within the ANEF 20 contour at South Tralee.

The current ANEF contours for Canberra Airport as they effect Queanbeyan are illustrated at Map 15 of this document.

10 Year Strategic Land Use Plan

Council's Strategic Land Use Plan (SLUP) was prepared following the endorsement of the *Queanbeyan Residential and Economic Strategy 2031*. The SLUP formed the basis for the *Queanbeyan Local Environmental Study* and *Queanbeyan Local Environmental Plan 2012*.

The SLUP was developed in response to a number of factors which included the NSW Government planning reforms, the adopted *Sydney-Canberra Corridor Regional Strategy 2006-31*, the expansion of the Queanbeyan LGA and the need to develop a long term view for land use planning.

The Strategic Land Use Plan gives effect to the Community Vision by:

- Protecting Queanbeyan's natural and environmentally sensitive settings and heritage and recognising its urban/non-urban mix;
- Providing future growth for employment generating land uses;
- Providing for growth activation and maintenance of the CBD as the primary commercial centre in the hierarchy of centres in the Queanbeyan LGA and recognising its context in the Region;
- Enhancing land use opportunities for education and training facilities;
- Recognising and protecting the rich built and cultural heritage of Queanbeyan;
- Providing for the use, access and appreciation of the Queanbeyan River and its natural setting;
- Providing for sustainable and affordable infrastructure;
- Managing and balancing impact on the natural environment;
- Ensuring future growth for residential development which incorporates environmentally and water sensitive as well as energy efficient design; and
- Ensuring development does not impede the natural vistas of Queanbeyan.

1.8. South Jerrabomberra Structure Plan 2014

The *South Jerrabomberra Structure Plan 2014* applies to the land known as South Jerrabomberra. It was prepared with the input of the then Department of Planning and Infrastructure, endorsed by Council on 26 March 2014 (Minute No. 053/14) as well as by the Department of Planning and Infrastructure on 15 May 2014.

Its purpose was to inform the development of South Jerrabomberra over a 25 year period, particularly in relation to the provision of infrastructure, to ensure infrastructure is delivered in a logical and efficient manner. It was also intended to inform discussions on possible cross border infrastructure contributions with the ACT.

The Structure Plan identified the preferred short term and long term options available for key infrastructure provision such as sewer, water supply and transportation. However since its endorsement more work has been done on the Structure Plan that in effect supersede its currency.

The Structure Plan also provides for South Jerrabomberra to be serviced with other public utilities such as electricity, gas and telecommunications. Other services such as ambulance and fire are also addressed.

Chapter 2 – Review of Population Growth and Demand for Housing

2.1. Background

Queanbeyan's housing is made up of older traditional housing stock in suburbs closer to the City Centre, however provides relatively new housing stock in areas such as Jerrabomberra and now Googong.

The housing targets set by the original Strategy up to the year 2031 was for 10,000 dwellings.

The urban release area of Googong is identified to provide for 5,550 of these dwellings in the original Strategy and accordingly is expected to provide greenfield development opportunities for the next 25 years. In addition to this, it is estimated that a further 640 dwellings will be provided on land at Googong that is not under the control of Googong Township Propriety Limited (GTPL) but has been zoned for development.

The South Jerrabomberra urban release area was to provide for the remaining 4,500 dwellings. This was intended to provide for two development fronts which would increase housing affordability and supply through competition. However the Minister for Planning's decision to exclude residential development from within the ANEF 20 contour when South Tralee was rezoned has resulted in a significantly reduced development footprint. Subsequently, the original 10,000 dwelling target set out under the original strategy cannot be achieved.

With South Tralee now having a reduced development potential of only 1,221 dwellings, further land identified in the original Strategy in the Jerrabomberra Valley (and located outside of the ANEF 20) has been studied to determine its suitability for residential/urban uses. It is likely that this area will provide a further 700 to 1,000 dwellings bringing it to a total of 1,921 to 2,221 dwellings for the broader South Jerrabomberra urban release area.

Queanbeyan is also characterised by the significant rural living opportunities that are provided within the rural parts of the local government area (LGA) with approximately one third of the land in the LGA zoned as Environmental Living (E4). Much of this is land previously administered by the former Yarrowlumla Shire Council.

Further Environmental Living opportunities, are likely to be restricted by environmental constraints as most of the land without constraints has already been subdivided. There may be the opportunity in future years to look at increasing the density in these environmental living areas where the land has low conservation value and can support an increase in settlement. However this form of residential development caters for a particular type of market demand, is car dependent, can lead to social isolation and can increase infrastructure servicing costs (such as garbage and road maintenance). Consequently environmental living will make a negligible contribution to the overall supply of new dwellings into the future.

2.2. Outcomes from the Community Vision

Council's implementation of the Community Vision has ensured that the growth of the city is not at the expense of the environment, whilst achieving quality residential accommodation. The Vision was revisited in 2012 and the people of Queanbeyan were asked what they valued most. In terms of growing the city there are a number of social, environmental, economic and governance outcomes that are to be achieved. Those directly related to the development of housing include:

- Enriched quality community life;
- Protection of the natural environment in terms of biodiversity of flora and fauna, clean water, land and air;
- Sufficient water for current and future needs;
- Minimising the impact of growth;
- Recognition of Council's environmental responsibilities in reducing energy use and managing waste; and
- Development has not impacted on the natural vistas and scenic areas with particular regard to the escarpment.

2.3. Queanbeyan City – Drivers of Population Change

Population growth and demographic change are key to informing strategic decision making in respect of future land use and development.

In recent decades, population growth in Queanbeyan has tended to fluctuate depending on employment changes in the Commonwealth Public Sector. Population growth in Queanbeyan has been around 2% per annum over the last 25 years. This population growth has been most heavily concentrated in Jerrabomberra, Karabar and Queanbeyan West since 1991, although these areas are now ageing with many empty nesters.

Local employment growth in secondary industries and services has been boosted by external population growth pressures. They include the traditional flow of population from Canberra and the surrounding rural areas and small towns. This is a result of people seeking new housing opportunities from Canberra and includes persons from overseas and interstate. It is assumed that these patterns will generally continue into the future, most notably flows from Canberra and other surrounding areas, combined with overseas migration.

The migration flows within Queanbeyan City are also expected to reflect where the supply of new residential land is located and therefore the population will increase directly with the release of new land for residential dwellings.

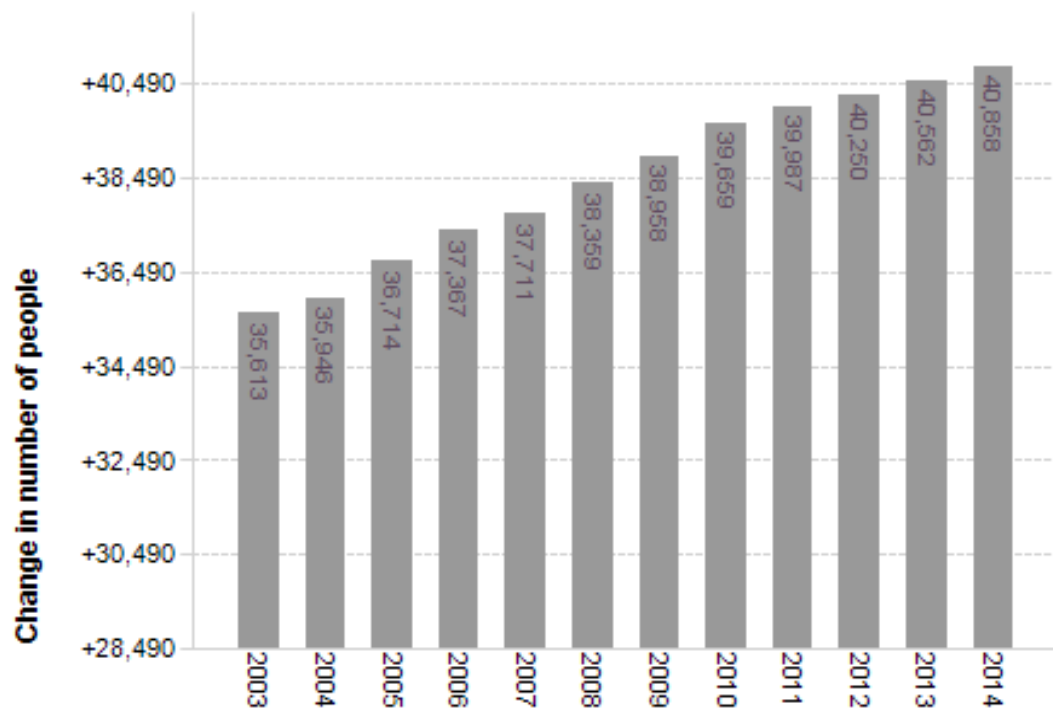
It is important for Queanbeyan to supply residential land in order to accommodate a range of population growth scenarios.

2.4. Population

Profile id figures (Figures 1 and 2) indicate fast growth between 2005 and 2010 and a lower growth rate up to 2014 for Queanbeyan between 2011 and 2014.

Figure 1

Estimated Resident Population, Queanbeyan City



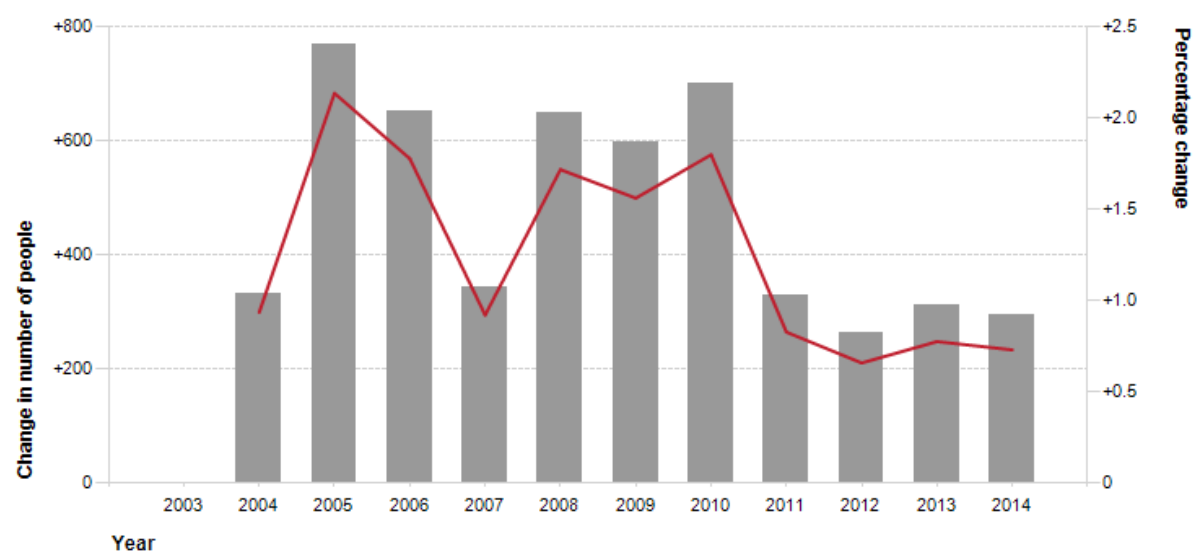
Source: Australian Bureau of Statistics, Regional Population Growth, Australia (3218.0). Compiled and presented by .id the population experts

Figure 2

Annual change in Estimated Resident Population (ERP)

Queanbeyan City

Change in number Percentage change



Source: Australian Bureau of Statistics, Regional Population Growth, Australia (3218.0). Compiled and presented by .id the population experts

.id the population experts

2.5. Population, Households and Dwelling Forecasts

The number of dwellings in Queanbeyan City is currently forecasted to grow from **16,297** in 2011 to **22,414** in 2031, with the average household size increasing from 2.49 to 2.54 by 2031.

Table 1 below shows forecasts for population, households and dwellings in Queanbeyan City. The period 2011 to 2031, as the short to medium term, is likely to be the most accurate and useful forecast for planning purposes.

It is also important to consider the relationship between population and average household size. If the average household size is falling, then there will need to be growth in the number households (and dwellings for them to live in) to maintain or grow the population.

Table 1: Forecast population, households and dwellings for Queanbeyan City (2011 – 2031)

Forecast Year	2011	2016	2021	2026	2031
Population	39,843	41,272	44,239	49,727	55,854
Change in population (5yrs)	-	1,429	2,968	5,488	6,127
Average annual change	-	0.71	1.40	2.37	2.35
Households	15,821	16,689	17,898	19,769	21,757
Average household size	2.49	2.44	2.44	2.48	2.54
Population in non private dwellings	462	495	558	610	646
Dwellings	16,297	17,189	18,449	20,370	22,414
Dwelling occupancy rate	97.08	97.09	97.01	97.05	97.07

From: Population and household forecasts, 2011 to 2031, prepared by .id the population experts, October 2012.

At the time of the 2006 Census, there were 15,115 dwellings in Queanbeyan. Between 2006 and 2011 there were 977 additional dwellings in Queanbeyan, increasing the number of dwellings to 16,092. This is about 200 dwellings lower than the number forecasted in Table 1 above. In regard to this, .id profile are currently updating their forecasts.

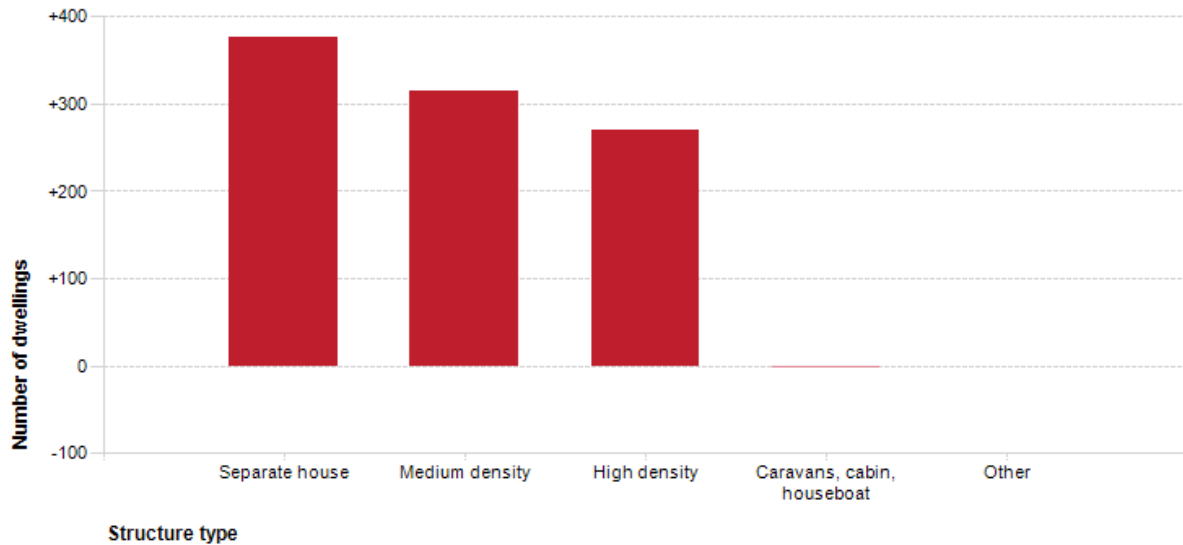
The traditional housing types developed in regional New South Wales (NSW) are predominantly separate dwellings with a small shift towards the construction of higher density dwellings, such as townhouses, apartments and flats. The housing types developed in Queanbeyan over this timeframe has seen an increase in medium and high density housing supply. In 2011, 25% of housing stock in Queanbeyan was medium density (compared to a 14% average in regional NSW) and 9.3% was high density (compared to a 2.2% regional average).

Overall medium density and high density housing represent 34.3% of all dwellings in Queanbeyan. This proportion has been relatively stable since 1991. Conversely, about 64.9% of the residential stock in Queanbeyan is traditional detached housing (compared to 81.5 % in Regional NSW overall). This further emphasises the relatively high proportion of medium to high density housing located in Queanbeyan.

Figure 3

Change in dwelling structure, 2006 to 2011

Queanbeyan City



Source: Australian Bureau of Statistics, Census of Population and Housing, 2006 and 2011 (Enumerated data)
Compiled and presented in profile.id by .id, the population experts.



2.6. Key Changes since Addendum Review in December 2008

2.6.1. Rezoning of Googong

The *Queanbeyan Local Environmental Plan (Googong) 2009 (GLEP)* was gazetted in October 2009 rezoning the area known as Googong from a rural zone to an urban release area accommodating approximately 6,190 dwellings, a town centre and four neighbourhood centres. Googong has a total area of approximately 780ha and will provide a significant proportion of residential land supply for the next 25 years. It should be noted that the *GLEP* was absorbed into the Council wide *Queanbeyan Local Environmental Plan 2012 (QLEP 2012)* in November 2012. Following the Gazettal of the *GLEP* Council prepared a Development Control Plan (DCP) which sets out detailed guidelines for future development at Googong. This was adopted by Council on 12 June 2010 and has been progressively altered as neighbourhood structure plans are prepared and adopted. This process will continue.

To ensure the new community at Googong has the required service and community infrastructure, the developers and Council have entered into the *Googong Urban Development Local Planning Agreement (LPA)* which sets out the type of infrastructure to be provided by the developer. This was executed by both parties on 12 January 2012.

In Googong's case the LPA provides funding for a range of public amenities and facilities including the dedication of land, the carrying out of works for local and external roads, the embellishment of open space, the provision of community facilities and the maintenance of such.

The LPA enables facilities to be provided earlier than would otherwise be the case under a Section 94 Contributions Plan. However the LPA incorporates a mechanism whereby some costs for facilities can be recouped where such facilities provide a benefit to other developers who are not a party to the LPA. Such costs will be recouped via a Section 94 Contributions Plan which is currently in draft form.

The LPA also imposes an obligation on Council to give consideration to the making of a Development Servicing Plan. This enables Council to lawfully collect contributions for water and sewer from areas as they develop not under the control of the developer and which are using the infrastructure and to refund these to the developer. A development services plan is currently in draft form.

The 5,550 dwellings referred to in the original Strategy has increased to 6,190 to cater for the development of land within the township which is not under the control of Googong Township Propriety Limited (GTPL). As there is a sufficient supply of dwellings to 2031 it has not been necessary to consider increasing the density at Googong in this review. If this were to be considered in future years then it would be necessary to ensure that any increase in dwellings could be accommodated in relation to infrastructure and service capacity and the original planning principles and vision for Googong.

2.6.2. Rezoning of South Tralee

One of the key objectives of the original Strategy was to provide greenfield residential land in Queanbeyan on two major fronts (Googong and South Tralee) to increase competition, housing choice and affordability. In order to achieve this Council resolved to prepare a draft LEP in January 2009. Supporting the draft LEP was a local environmental study prepared in 2005 and revisited in 2010. The draft LEP was subject to a number of legal challenges however in November 2012 the *Queanbeyan Local Environmental Plan (South Tralee) 2012* was gazetted (notified).

This adopted a more conservative footprint for development at South Tralee as the draft plan was subsequently modified by the Minister to defer any areas proposed for residential development within the ANEF 20 for Canberra Airport on the basis of aircraft noise concerns and the protection of the airports operational capability. At the same time the Department asked Council to re-examine the original Strategy resulting in this current review.

This has meant that the original Strategy Map endorsed in December 2008 will need to be amended to remove the lands that were identified as having the potential for residential development within the ANEF 20 contour. This decision has dramatically reduced the number of residential lots in the South Jerrabomberra area which includes South Tralee. The original Strategy anticipated that about 4,500 dwellings would be accommodated on land other than Googong to make up the 10,000 dwelling target. However because residential development cannot occur within the ANEF 20 contour the amount of dwellings that can be accommodated at South Jerrabomberra has been reduced to approximately 2,200 dwellings. This includes the dwellings likely to be accommodated in the remaining area of South Jerrabomberra.

A Development Control Plan for the wider area of South Jerrabomberra setting out detailed guidelines for development at the rezoned areas at South Tralee and the Poplars has been prepared and adopted by Council although it currently only applies to those areas already rezoned. This will be progressively altered as new areas are rezoned and structure plans for new neighbourhoods are developed.

Infrastructure and servicing of the South Jerrabomberra urban release area is a critical issue for Council and discussions have commenced with relevant stakeholders including service agencies and the ACT Government. The *South Jerrabomberra Structure Plan 2013* outlines the infrastructure and servicing needs in this area which has been reviewed and endorsed by the Department of Planning and Environment in May 2014.

It is critical that the infrastructure solutions be addressed in an overall comprehensive manner and not in a piecemeal approach with each developer individually addressing such matters. The phasing of development is dependent on sound infrastructure sequencing.

Detailed discussions regarding infrastructure and servicing of the South Jerrabomberra urban release area will be addressed later in this review in Chapter 5. This approach is consistent with the direction of the NSW Government which states that infrastructure needs to be considered as an integral part of the strategic land use matters to ensure that the community has confidence that areas identified for growth and change will be supported by transport, infrastructure and services including community and recreational infrastructure.

2.6.3. Expansion of South Tralee

Currently there is a Planning Proposal to amend the *Queanbeyan Local Environmental Plan (South Tralee) 2012* to include land for urban purposes to the south of South Tralee on land known as Forrest Morrison and part of Tralee Station. Once the amendment is notified it will be called *Queanbeyan Local Environmental Plan (South Jerrabomberra)*. This will complete the extent of development in this area which lies outside the ANEF 20 but it is unlikely to deliver more than about 700 to 1,000 additional dwellings due to constraints such as slope and biodiversity. An amendment to reduce the minimum lot size to 130m² will also affect the density of dwellings within 200m of the mixed use area to the east of the neighbourhood centre at South Tralee.

2.7. Current Supply and Demand

Population growth and changing demographics continue to create the demand for new housing in the Queanbeyan Local Government Area. It is anticipated that the 10,000 dwellings identified in the original Strategy endorsed in 2008 is still generally on target in 2015 although take up rates are likely to be longer than originally forecasted. This can be measured by looking at the dwelling completions per year and whether they are following a high, medium or low growth scenario. In this regard the then Department of Planning adopted a medium growth scenario of 400 dwellings per year.

2.7.1. Dwelling Approvals in Queanbeyan

In Queanbeyan City there were 191 residential buildings approved to be built in the financial year 2013-14. Queanbeyan City's building approvals are used as a leading indicator of the general level of residential development, economic activity, employment and investment. Residential building activity depends on many factors that vary with the state of the economy including interest rates, availability of mortgage funds, government spending, and business investment. Large financial changes or shocks, such as the Global Financial Crisis of 2008/09 can be observed in the data. However, the number of building approvals can fluctuate substantially from year to year simply as a result of the short-term nature of many construction projects, and the cyclical nature of the industry.

As can be seen in Table 2 and Figure 4 below, the Department of Planning's adopted medium growth scenario of 400 dwellings per year was ambitious with approvals only getting close to that in the financial year of 2005 - 2006. Taking an average over the other years (excluding 2012-13 as this is an anomaly) the number of approvals has been 214. This figure is low because there were no residential greenfield sites being developed during this time and as a consequence many of the approvals were for multi units and apartments within the existing urban area.

Given that Googong is now being developed the number of approvals should increase for the financial year 2014 - 2015. Consequently the 400 dwellings per year growth scenario may still be ambitious but with the supply of greenfield development being non-existent for a number of years it can be assumed that there is pent up demand and so it is reasonable to assume that it will be high for a number of years. As this Review is up to 2031 or approximately another 16 years, then only 6,400 dwellings are needed. Googong and the reduced number of dwellings at South Jerrabomberra more than cater for this potential demand.

Residential and Economic Strategy Review 2015-2031

Table 2: Residential Building Approvals

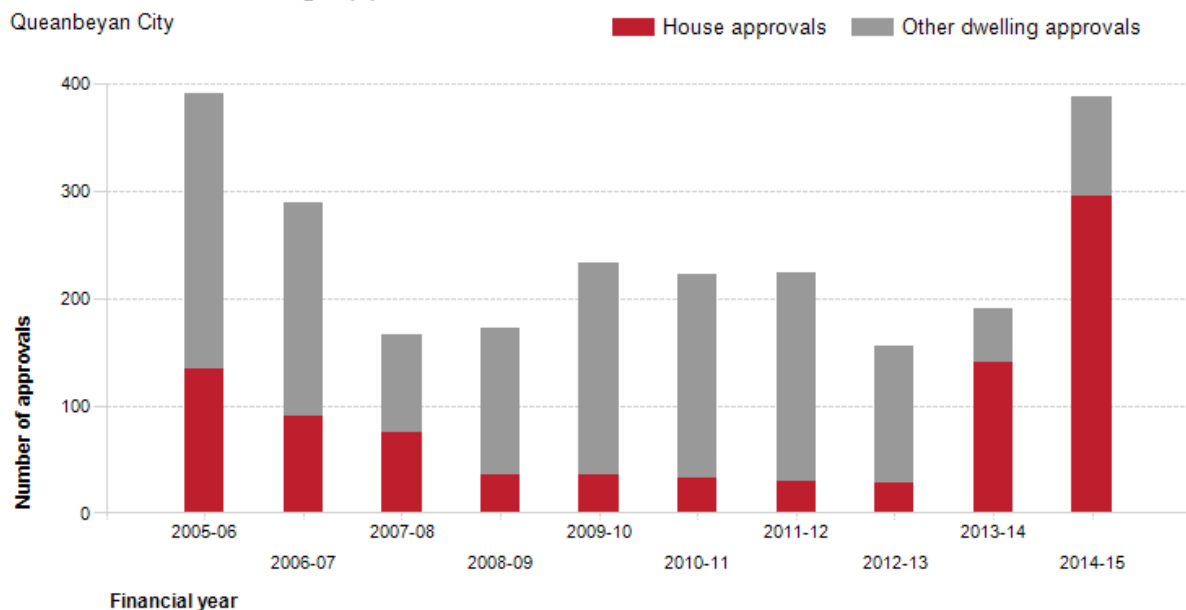
Residential Building Approvals						
Queanbeyan City	Number			Annual change		
Year (ending June 30)	Houses	Other	Total	Houses	Other	Total
2014-15	295	93	388	+155	+42	+197
2013-14	140	51	191	+112	-77	+35
2012-13	28	128	156	-2	-66	-68
2011-12	30	194	224	-2	+3	+1
2010-11	32	191	223	-4	-6	-10
2009-10	36	197	233	+1	+60	+61
2008-09	35	137	172	-40	+46	+6
2007-08	75	91	166	-16	-107	-123
2006-07	91	198	289	-43	-59	-102
2005-06	134	257	391			

Source: Australian Bureau of Statistics, Building Approvals, Australia (8731.0). Compiled and presented in profile.id by .id the population experts (Usual Resident Population)

Figure 4

Residential building approvals

Queanbeyan City



Source: Australian Bureau of Statistics, Building Approvals, Australia (8731.0). Compiled and presented by .id, the population experts.



2.8. Availability of Other Land and Beyond 2031

A number of other potential sites are known to exist (see Map 2) and have been considered in the past. These are explored in more detail in Chapter 4. In terms of these a number of observations can be made including:

- There will be no further residential land identified in South Jerrabomberra beyond what is subject of the current Planning Proposal as the land is constrained by the ANEF 20 to the east, a buffer between industrial and residential land to the west, Tralee Hills and Mount Pemberton to the south east and areas of High Conservation Value and Threatened Species habitat.
- Jumping Creek has been rezoned to E4 Environmental Living but the site has a number of potential constraints such as instability and slope which limits the amount of dwellings that can be built.
- Portion 51 would require further investigations but is likely to have sensitive drainage issues and high biodiversity (see Chapter 4)
- Gale Precinct has environmental issues with the developable areas zoned as E4 Environmental Living and the higher ground as E3 Environmental Management. There is also some public opposition to developing this site and an unresolved Aboriginal land claim.
- Mirrabee is mainly zoned as E2 Environmental Conservation as it has high biodiversity value and forms an important biodiversity linkage from Mount Jerrabomberra to Gale and Portion 51. Further investigation would need to be done to ascertain what land uses could potentially occur in the small area which is zoned RU2 Rural Landscape.
- Wickerslack Lane and urban consolidation of further rural residential/ environmental living subdivisions such as Fernleigh Park, Royalla and Little Burra.
- Future investigation development areas identified in the original Strategy have been re-assessed as part of the Strategy review. These will now be reduced in number to the south of Googong, north of Googong Road and a small part of Tralee Station although this latter area is dependent on the ACT jointly identifying the adjoining area as any new residential development will need to be accessed from the Monaro Highway.

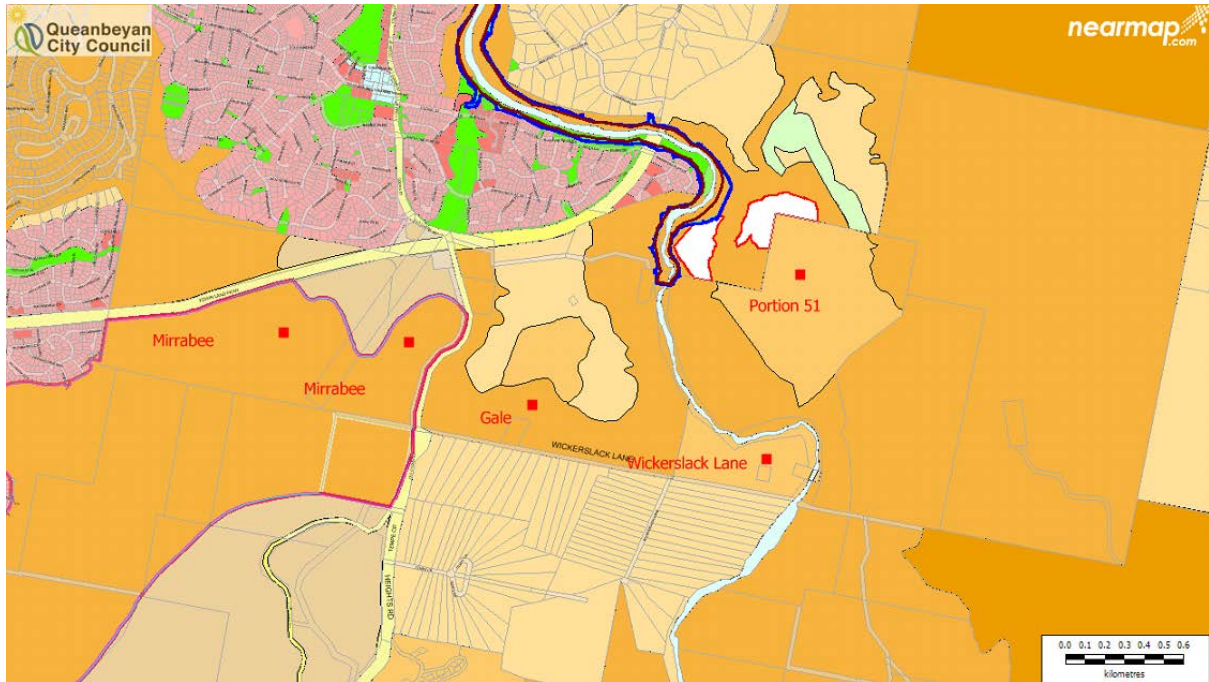
All of these areas will be required to be looked at in future years if Queanbeyan is to continue to grow beyond 2031 within the present LGA boundaries.

2.9. Outcomes

The original Strategy set a target of 10,000 dwellings within a 25 year time frame. This review confirms that there will be a sufficient supply of housing up to 2031 by acknowledging the following:

1. The reduction of new dwellings to be constructed at South Jerrabomberra from 4,450 to nearer 2,200 dwellings. This is due to a planning policy based on the technically endorsed Canberra Airport Practical Ultimate Capacity ANEF and other site constraints.
2. The lower predicted growth of the population (55,854 in 2031 as per Table 1) which in turn affects the predicted dwellings required (6,117 dwellings as per estimated population forecast 2011-2031).
3. That Googong Township will accommodate a further estimated 640 dwellings plus there may be more dwellings with the reduction of lot sizes from 170m² to 130m² although these lots are likely to replace what was going to be apartment buildings in line with market demand.
4. The recognition that new housing development should be progressed simultaneously on more than one development front by more than one developer to create a more competitive housing market.

Map 2: Land for Further Investigation



The revised Strategy recognises:

- The need to maintain areas with significant conservation value and accepts that green corridors need to be protected from development in terms of their ecological status.
- The need to create buffer zones between existing / potential industrial areas and residential areas and to ensure adjoining land uses are compatible.
- The need for a choice in housing types, size, location and the importance of securing affordable housing by appropriate strategies.

2.10. Recommendations

Council will move towards achieving its vision as contained in the *Queanbeyan Community Vision 2021* by ensuring the growth of the city is not at the expense of the environment whilst providing quality residential accommodation.

Additional land has been identified in the South Jerrabomberra area that avoids areas of high conservation value and where sited outside of the ANEF 20 contour. Land use conflict has been avoided by ensuring that a buffer is in place dividing any residential area from Hume and/or any future industrial uses.

It is also recommended that:

1. The current zoned area of Googong be developed to accommodate up to 6,190 dwellings into the future.
2. The development of smaller lots and intensification of dwellings in certain areas of Googong and South Jerrabomberra be supported to provide for a variety of housing types and smaller household sizes.
3. That Council also advise the Secretary of the NSW Department of Planning and Environment that it intends to retain the flexibility to prepare a future Planning Proposal for areas currently located within the Australian Noise Exposure Forecast (ANEF) 20

contour for Canberra Airport for uses including residential development in the event either:

- a new ANEF for Canberra Airport is technically endorsed by the Commonwealth Government that amends the current location of the ANEF 20 contour, or
 - the NSW Government confirms its previously stated policy position of no residential development within the ANEF 20 contour at South Jerrabomberra is no longer applicable.
4. New housing be buffered from incompatible land uses and adverse impacts of nearby land uses.
 5. Areas worthy of further investigation continue to be identified at this stage to the south of Googong, north of Googong Road and a small part of Tralee Station.
 6. The potential to investigate and identify opportunities for small-scale infill housing in the established older suburbs of Queanbeyan be pursued.
 7. The ongoing establishment and protection of green corridors between development areas be encouraged and retained.
 8. Planning Agreements that incorporate suitable staging plans that deliver infrastructure to meet the needs of current and future populations at agreed thresholds, be encouraged.

Chapter 3 – Employment Growth

3.1. Background

Council's original Strategy identified the need to create an additional 100ha of employment lands to meet the needs of Queanbeyan into the future. However, the review by the Department of Planning suggested that this was too conservative and recommended that an additional 30ha of employment lands should be identified in South Jerrabomberra. In considering the need for additional employment lands two key factors were analysed:

1. the amount of supply in Queanbeyan, and
2. the take-up rates of employment lands in the Queanbeyan/ACT region.

In 2013, Queanbeyan had an estimated resident population of 40,568 and the town is identified as a major regional centre within the *Sydney-Canberra Corridor Regional Strategy 2006-31*. Due to the city's close proximity to Canberra there is a low containment rate of jobs and a high degree of cross border commuting. Council's Community Profile by .id profile shows that 13,144 people (62.3% of the workforce) travel to work outside Queanbeyan. A large proportion of Queanbeyan's daily workforce (47.6% in 2011) also travel to Queanbeyan for work. Economic development and continued opportunities for the economic growth of Queanbeyan will lead to generating more jobs, providing for a wider range of jobs, more local employment opportunities and less need to commute outside of Queanbeyan for work.

3.2. Outcomes from the Community Vision

The relevant goal of the *Queanbeyan Tomorrow Community Vision 2021* (the Community Vision) has not changed since the original Strategy.

This relates to Business and Industry as an innovative environment and states:

Attract and stimulate the growth of identified key factors for a 21st century economy: sectors such as the arts, design, high technology manufacturing, as well as service industries that can support the Defence sector. Develop a supportive, proactive business environment in which small to medium enterprises thrive. The upturn in business will generate a specialist business profile with an increase in GDP, in business start-ups and in research and development. The CBD is the heart of the community bustling with pedestrian activity, restaurants, cafes, places for people to enjoy and meet, and retail services; taking full advantage of its beautiful natural setting on the river.

To achieve it the following relevant key directions and strategies are set out in the Community Vision:

- Continue to ensure that planning and decision processes facilitate economic development opportunities;
- Continue to develop flexible planning instruments (within the confines of the government's standard local environmental plan) with due consideration to the desired diversity of business activities and encouraging clean and green industry activities;
- Encourage diversity of employment opportunities by supporting new and existing local businesses; and
- Revitalisation of the CBD.

To achieve the vision the following desired outcomes are relevant to this strategy:

- Gross domestic product (GDP) per capita is equal to other areas in the region;
- Queanbeyan known for key business sectors;

- Population growth and retention;
- Increased employment,
- Increased local employment opportunities leading to closer connection between workplaces and residential location; and
- New commercial/industry/retail investment.

3.3. Key Changes

3.3.1 *Queanbeyan Local Environmental Plan (Poplars) 2013*

The land release area known as “The Poplars” is located in the northern part of the South Jerrabomberra urban release area. The site is approximately 8 km from Canberra Airport and the majority of the site is located within the Australian Noise Exposure Forecast (ANEF) 25 contour for Canberra Airport. *Section 117 Direction 3.5 Development near Licensed Aerodromes* requires that draft local environmental plans should exclude rezoning for residential purposes within the ANEF 25 contour. However, as part of the rezoning of South Tralee, the NSW Government made a policy decision that no residential should be located within the ANEF 20 contour and, that development at South Tralee should be insulated to the indoor noise levels set out in Table 3.3 of Australian Standard *AS2021 Acoustics-Aircraft noise intrusion-Building siting and construction* (AS2021).

The revised Strategy therefore identified that the most appropriate land use for the Poplars site should be employment and other non-noise sensitive uses. A local environmental study (LES) and draft local environmental plan (LEP) were prepared to rezone the site to provide for employment, recreation/community land uses opportunities and for environmental conservation. The *Queanbeyan Local Environmental Plan (Poplars) 2013* was gazetted on 23 August 2013.

3.3.2 *North Tralee*

North Tralee has an area of approximately 55.64 ha and is located south of the Poplars site. The site is constrained due to its proximity to Canberra Airport and like the Poplars site much of it is located within the ANEF 25 contour and not suitable for residential development. The Strategy has identified the site as having the potential to accommodate employment lands. A LES was prepared to determine the suitability and capability of the site and to recommend appropriate land uses zones and local provisions be developed in accordance with the Standard Instrument LEP. Jerrabomberra Creek runs through the site and *Section 117 Direction 4.3 Flood Prone Land* applies to that land which is flood prone. This direction states that a draft LEP shall not rezone land within flood planning areas from a Rural Zone to business. A draft LEP shall not permit:

- Development in floodways;
- Development that will result in significant flood impacts;
- A significant increase in the development of a flood planning area;
- Development likely to result in a substantial increase in government spending on flood mitigation measures; and
- Development for the purposes of agriculture (not including dams, drainage canals, levees, buildings or structures) in floodways or high hazard areas.

It is proposed that any land at North Tralee subject to a 1:100 year flood event be zoned so as to prevent any intensification of uses on that part of the land. As the site is within close proximity to residential land at Jerrabomberra, buffer treatment will be required to separate employment and existing residential land uses. The area which will be available for the development of employment lands will be approximately 25ha. At the time of writing a Planning Proposal to rezone this site is underway.

3.3.3 CBD Master Plan and implementation

One of the key outcomes of the Community Vision was that the community wanted to see a revitalisation of the Queanbeyan Central Business District (CBD). As a result Council in 2009 commissioned the Queanbeyan CBD Master Plan. The intent of the plan was to:

- Provide a strategic framework within which future land use decisions can be made;
- Provide detailed design guidelines for any future CBD re-developments; and
- Provide a staged plan for public domain improvements.

The first stage of implementing the Master Plan was the creation of the Crawford Street Lifestyle precinct. The precinct turned an unattractive area of the CBD into a pedestrian friendly area with wide footpaths to accommodate alfresco dining and the reduction of traffic from four lanes to two.

Design plans for stage 2 of the implementation of the CBD Master Plan were prepared in 2013/14 and 2014/15 focussing on the entrances to the CBD at Lowe and Collett Streets, Monaro Street, Morisset Street and Queen Elizabeth Park and are currently close to commencement stage.

The role of the CBD was also identified in Council's Strategic Land Use Plan (SLUP) which formed part of the background documentation for the *Queanbeyan Local Environmental Plan 2012*. The recommendations from the SLUP aimed at reinforcing the dominant role of the CBD and maintaining the hierarchy of centres.

The hierarchy of centres is maintained through appropriate zoning of centres in Council's Local Environmental Plans.

3.3.4 Queanbeyan Development Board and Queanbeyan Business Excellence Awards

The Queanbeyan Development Board (QDB) was established in 2009 with the following roles and responsibilities:

- Being an advocate for the economic growth of the region;
- Facilitating appropriate development within the City of Queanbeyan;
- Liaising with Government and Government agencies at local, regional, State and Federal levels;
- Support the Queanbeyan City Council with the implementation of economic development strategies;
- Facilitate the retention, expansion and diversification of the existing industries and economic activity along with the encouragement of the establishment of the new industries and economic enterprises, leading to an employment growth and the growth of the local economy; and
- Identifying and promoting investment opportunities within the local government area.
- Establish strong working relationships as well as effective consultations with the business community and other key stakeholders.

The Queanbeyan Business Excellence Awards (BEA) were developed by the Southern Region Enterprise Centre and the Queanbeyan Business Council (now Chamber) with support from Council, however in 2014 the QBC opted to no longer participate in the awards. The inaugural awards were held in 2011 and have subsequent events followed. The awards showcase the diversity and quality of businesses in Queanbeyan and recognise business excellence. The business community forms a large part of the Queanbeyan community and is an important contributor to the economic well being of the City.

3.3.5 Other Initiatives Promoting the CBD

Council in late 2012 resolved to establish an incentive fund for the refurbishment of Monaro Street business facades. Council engaged a consultant to develop colour schemes for initially 7 buildings and a further 7 buildings in stage 2 of that program. An incentive scheme was then set up offering funds to assist owners with painting the building facades with the owners matching the funds up to a maximum of \$10,000 per building. A number of landmark buildings were painted under this scheme in 2014 and 2015 and is ongoing.

Council in May 2014 resolved to call for Expressions of Interest from experienced consultants with recognised wide standing in property development and also, preferably with town planning expertise to assist Council with future development opportunities in the CBD.

Council owns a number of properties within the CBD that have the potential for development. Council is seeking to optimise the use of the land in a planned and coherent fashion that will be beneficial to the CBD and the community. Council sought the services of an experienced consultancy firm to advise on the development potential of these sites.

Council acquired an interest in the Downtown Q Design competition originally commissioned by the Queanbeyan Business Chamber and exhibited the winning entries with a view to obtaining community feedback. Council also identified a number of sites as potential cinema sites through the Cinema Project Advisory Committee.

Queanbeyan City Council has employed a Place Management Coordinator to drive some of the CBD initiatives like the facade painting incentive scheme, beautification of the public domain within the CBD, promotion of the CBD including Council's outdoor dining policy, liaison with CBD stakeholders and events to promote the CBD like the Crawford Street party held during the Queanbeyan Gift Weekend and the Queanbeyan River Festival. These community events should continue to be supported to help stimulate the economy, especially those event that will attract people to stay overnight/for a weekend. Council has restructured its Organisation and introduced a new economic development directorate to place a greater emphasis on economic development promotion.

3.4. Key Issues in Respect of Employment Lands

The key issue of this review is to further consider the future supply and demand for employment lands in Queanbeyan. This will require reviewing population projections and assessment of supply and demand of employment lands taking into consideration ACT employment lands, existing and planned. Other issues to be considered include:

- The existing employment lands being quite established and there being few vacant allotments. In addition, allotment sizes are quite small and not suitable for businesses requiring larger sites;
- Land zoned for employment at the Poplars, is not expected to come onto the market prior to the year 2021;
- The supply and demand of employment lands is influenced by supply and demand within the ACT, particularly sites close to Queanbeyan; and
- Population growth will impact on the demand for employment lands.

Council engaged SGS Economics and Planning to update previous forecasts and findings based on new developments in the area and more recent data regarding population and employment. Their updated report is based on expected population, employment growth and industrial lands development in the ACT and Queanbeyan due to the strong economic interdependencies between the two areas. As was stated in the original Strategy, a high proportion of people commute to work in Canberra (62.3% according to the 2011 census).

Council's aims in creating a sustainable supply of employment lands should be:

- Creation of more local jobs;
- Increasing the range and choice of local jobs;
- Reducing the need to commute to work outside Queanbeyan;
- Reducing the need to out-migration of young people; and
- Increased community income and wealth which leads to more money being spent locally.

The update of the Strategy reviews predicted take up rate as part of the overall review of supply and demand of employment (including industrial) lands in Queanbeyan.

In addition to the findings of SGS, Council in this Strategy has also considered other reports like the CBRE report on take up rates of employment lands in South Jerrabomberra which provides a more conservative take up estimate.

3.5. Current Supply Assessment

The report commissioned by Council from SGS Economics and Planning provides the basis for the updated demand predictions for employment (industrial) land to the year 2031. The forecasts and findings are based on new developments in the areas and more recent data regarding population and employment. The updated estimates considered expected population, employment growth and industrial development in both the ACT and Queanbeyan, due to the strong economic interdependence between the two areas.

The SGS study suggests that the current supply of 161.1 ha of industrial land in Queanbeyan, predominantly located in Queanbeyan West and Queanbeyan East, is largely exhausted, with only small, dispersed lots available. Further employment lands are proposed at the Poplars, North Tralee and Environs North.

Council's Strategic Land Use Plan recommends that existing employment lands should be protected from being rezoned only those areas where there is land use conflict with adjacent residential areas could be investigated in the long term.

The SGS report suggests that population forecasts for Queanbeyan used in the 2006 Strategy were slightly higher than more recent population forecasts. Recent forecasts found that Queanbeyan's population is expected to grow from 39,842 in 2011 to 55,854 in 2031, less than the expected population (60,000) in the original Strategy. This revised population growth has implications with regard to the demand for employment lands.

The 2006 Strategy recommended 100 ha of new employment lands would be required for the next 25 years. However the review by the NSW Department of Planning suggested that this is not sufficient and a target of 130 ha was recommended.

As stated in the consultant's report the review of employment lands demand in the original Strategy was based on a number of assumptions which included a predicted take-up rate for employment lands of 5ha per annum. The Strategy review is seeking to revise the assumptions taking into account more recent data and modelling. Existing industrial land in Queanbeyan is zoned IN1 General Industry and IN2 Light Industry as well as some land zoned B5 Business Development. The average allotment size is around 2,000 square metres which is considered small. These areas employ around 4,000 workers. The existing industrial areas accommodate a range of industries, including transport, engineering, car maintenance, furniture makers and high tech industries. There is no heavy industry in the area other than cement batching plants.

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Table 3: Summary of Employment Lands in Queanbeyan

Precinct	Zone	Total Land Area (HA)	Total Land Area (HA) excluding roads	Total Lots	Median Lot Size (HA)	Strategy identified vacant
Queanbeyan West	IN1	56.80	46.84	279	0.10	9.4
Queanbeyan West	IN2	15.62	12.78	80	0.18	11.7
Queanbeyan East	IN1	89.43	75.92	312		
Queanbeyan East	IN2	22.28	16.93	85		
Queanbeyan East	B5	9.71	8.41	6		
Other employment lands (unknown location)	NA	NA	NA	NA	NA	8
South Tralee	B4	1.85	1.85	NA	NA	
Environa North Stage 2A (2018-2032)	Planned	92.09	59.95	730	0.06	
Tralee North – Stage 1A (2018-2019)	Planned	24.59	24.59	NA	NA	
The Poplars	Planned	23.53	23.53	NA	NA	
Total		335.90	270.82	1,492	NA	29.1

SGS identified the need for employment lands to accommodate approximately 4,500 industrial and employment lands style jobs. Based on current data Queanbeyan will require an additional 9,000 jobs, however half of these jobs will be in the service, commercial and retail sector. These 4,500 jobs will generate the need for 50 ha of industrial and employment lands, based on the rate of provision of 100 square metres per industrial job.

Proposed land releases for employment lands include the land at South Tralee zoned B4 Mixed Use. The employment lands at North Tralee are expected to be released between now and 2019. The neighbourhood centre at Poplars (B1 Zone of 7ha) is expected to be released between now and 2019 with the employment lands (B7 zone) being released over a longer term timeframe. Environa North is proposed to be released between 2028 and 2050, providing an additional 92 ha of land.

3.6. ACT Employment Lands Supply

The interdependency of the ACT and Queanbeyan due to its close proximity was examined in the SGS study, as much of the ACT's employment lands is within a 5 minute drive from the Queanbeyan/ACT border. In addition, the study suggests that there is a need to look at Queanbeyan's employment lands from a regional perspective. The original Strategy also

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noted that the supply of industrial land in the ACT, particularly near the Queanbeyan boundary will impact on the supply of industrial land in Queanbeyan. Examples of this are Hume and Beard Estate industrial development.

The report by SGS states that a 2011 report by CBRE estimated an oversupply of released industrial land resulting in higher vacancy rates. The ACT Government's indicative Land Release Program 2014-15 to 2017-18 suggests that the take-up of industrial land was slower than average. Thirty (30) industrial blocks in the ACT were unsold which equates to an area of approximately 13.8ha (refer to Table Two). The average take-up rate in the ACT for industrial land over the past 9 years has been 4.5ha per annum. The proposed target for industrial land release in the ACT over the next four years is 28.97ha (ACT Government Indicative Land Release Program 2014-15 to 2017-18).

Table 4: ACT Summary of Existing Industrial Land in the ACT

Underutilised industrial land (ha)	
Fyshwick	11.7
Mitchell	9.47
Hume	8.0
Total	29.17

Table 5: Future Industrial Land Releases in the ACT

	2014/15	2015/16	2016/17	2017/18
Fyshwick		2.0	1.0	1.1
Mitchell				
Hume	4.56	3.9	3.86	2.29
Symonston		0.6	0.76	0.8
Pialligo	7.8			
Total	12.36	6.5	5.62	4.19

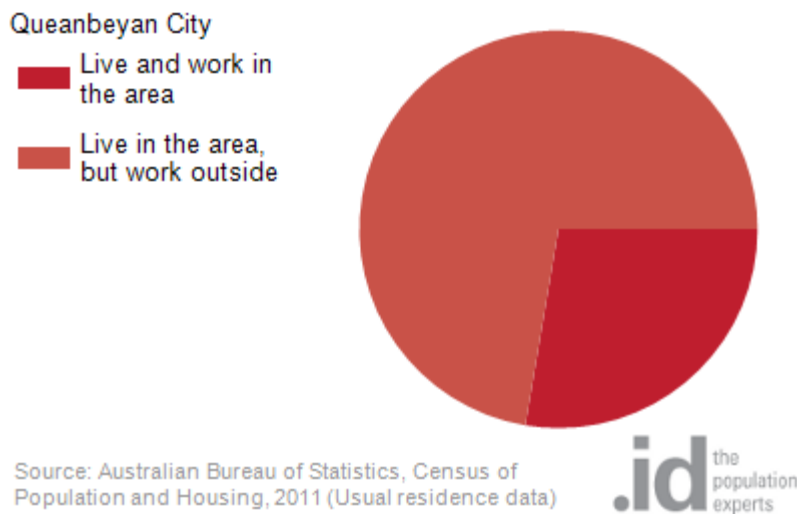
The existing industrial land supply faces a number of challenges. These include limited infill opportunities, fragmented and small vacant lots and competition from the ACT. In addition the ACT has historically experienced higher take up rates of industrial land than Queanbeyan due to the flexibility in land size. In summary, supply includes 161.1 ha of industrial land within the existing areas of Queanbeyan as well as additional land at Poplars, North Tralee and future employment lands at Environa North. Competition from the ACT employment lands will continue with historic take up rates of 4.7ha per year in the ACT and 2ha per year in Queanbeyan.

3.7. Demand Assessment

Just as the supply of employment lands must take into account the interdependencies with the ACT, the same applies to the demand of employment lands in Queanbeyan. The SGS report indicates census figures for 2011 show that during this time there were 22,118 employed people living in Queanbeyan. Of those people 13,228 persons worked in the ACT and 7,328 worked in Queanbeyan. The proportion of people commuting to Queanbeyan for work is significantly less (3,377 ACT residents work in Queanbeyan). Figure 5 shows the employment location of residents in 2011.

Figure 5: Employment Location of Residents in 2011

Employment location of residents, 2011



In terms of location and industry of work, jobs in manufacturing, construction and electricity, gas, water and waste services are more likely to be based in Queanbeyan. As can be expected, jobs in public administration, safety, professional, scientific and technical services are more likely to be based in the ACT. The SGS report have used the ACT and Queanbeyan populations for the employment forecasts due to the extent of cross border commuting for work. As stated in the report, the forecasting by SGS is done using a regression model to determine the relationship between population and employment type for the Capital Region. Employment forecasts for the Queanbeyan and ACT region show that the region will continue to be the primary base for the public service, and main employment sectors will be Public Administration and Safety, followed by Professional, Scientific and Technical Services.

The SGS report predicts that the number of workers in the Queanbeyan/ACT region is likely to increase by 30% by the 2013, or around 55,000 jobs. The report assumes that the job dispersion between the ACT and Queanbeyan lines up with population dispersions (10% of the Queanbeyan/ACT population lived in Queanbeyan in 2011) and it is expected that by the year 2031 an additional 6,000 workers will live in Queanbeyan.

The original Strategy had estimated an annual take up rate of 5ha. The report by CBRE found that historically take up rates in Queanbeyan were closer to 2ha/year and other estimates range from 1-4ha/year. Take up rates in the ACT are estimated to be 4.7ha/year based on historical rates. The report by SGS states that taking into account the 2ha currently vacant in Queanbeyan, the 29ha currently vacant in the ACT, the approximately 28ha of employment lands scheduled for release in Poplars and North Tralee; and the 28ha of employment lands for release at Fyshwick, Hume and Symonston, the current and forecast supply of industrial land is expected to meet the demand for the next 12 years, assuming a take up rate for the region of 6.7ha/year.

SGS uses a model of employment forecasting and floor space demand estimates to determine the additional employment areas required. This model uses the distribution of floor space by industry type and forecasts the demand by floor space type. The report states that the largest expected increases will be in:

- Urban services area (an additional 31 ha required between 2011 and 2021); and

- Local light industry and urban support (an additional 16 ha required between 2011 and 2021).

SGS predict that in total an additional 73 ha of industrial land is required between 2011 and 2021 and a further 78 ha between 2021 and 2031. On a regional basis, this equates to take up rates of 7.3 ha/year to 2021 and 7.8 ha/year to 2031 for Queanbeyan/ACT.

In terms of the distribution of employment type, it is expected that the current pattern will continue with the greater share of jobs in manufacturing, utilities and construction jobs being located in Queanbeyan. As a result there will be continued demand for industrial land in Queanbeyan. One factor which adds to the attraction of Queanbeyan as a location for business are lower business rates than in the ACT. However, other factors like proximity to population centres could attract businesses to locate in the ACT.

3.8. Outcomes

The SGS report finds that the likely total take-up rate for Queanbeyan and the ACT is 7.3ha/year to the year 2021 and 7.8ha /year to the year 2031. The report also states that around half the regions industrial lands are in Queanbeyan and half in the ACT. Considering this as well as taking into account proposed industrial land releases in both areas and historical take up rates, it is reasonable to assume that the take-up rate for employment lands in Queanbeyan will be 3-4ha/year, with a similar take-up rate for the ACT. Although the historic take up rate to the year 2013 was 2.0ha per annum this is not predicted to continue at the same rate.

In terms of upcoming supply and demand, it is unlikely that the employment lands will become available at Poplars over the next 2-3 years; however this will only cater for business rather than industrial type uses and will not be suitable for all businesses looking for industrial land. There is also still land available within the existing employment areas of Queanbeyan East and West; however these sites are fragmented and unsuitable for firms requiring larger sites. The zoning at Poplars is a B7 Business Park zone which allows for light industry but not for general industry.

Queanbeyan can expect some competition from industrial lands in the ACT given current high vacancy rates and the fact that more land is earmarked for release. Market pressures may drive down prices in the ACT attracting businesses to locate in the ACT rather than Queanbeyan. The take up rate in the ACT is about 4.7ha/year and the current industrial supply is expected to last for 12 years.

The report by SGS Economics estimates that in terms of the long term supply and demand assessment the industrial land releases at Environa/Tralee will be more than sufficient to provide for the expected future demand in Queanbeyan to 2031. The ACT's planned releases up to 2018-19 will be sufficient to meet the ACT's demand until 2028-29. After this time it is expected that there will be ample industrial land available at Poplars, North Tralee and Environa North.

Council has also reviewed a report by CBRE on employment lands take up rates in South Jerrabomberra. While there is general agreement on the total annual take up for the Region i.e. around 7.5ha/year this report suggests a more conservative take up rate based on a historic take up rate in Queanbeyan of 1.79ha/year and estimates a take up rate of 1.0ha/year for South Jerrabomberra. In view of these reports a take up of 1.5 - 3.5ha/year is considered an appropriate estimate of take up rates in Queanbeyan.

3.9. Rezoning of Existing Industrial land to Residential

The long term option of rezoning existing industrial areas to residential land use was discussed in the original Strategy and was not considered a viable option. This stance has not changed in the current review of the Strategy. Whilst there may be some potential benefits of rezoning existing industrial land which would include improving the visual appearances to the entrances to Queanbeyan, the constraints and practicalities outweigh such options. The Strategy review does therefore not support such an approach due to the many impediments which include:

- Proximity of West Queanbeyan industrial area to Canberra airport with part of the area being impacted by the ANEF 20 contour;
- Business relocation is costly, disruptive for business and impractical;
- Council and Government Agencies would need to provide strong incentives;
- A majority of businesses would need to relocate and many sites comprise substantial infrastructure investments;
- Many sites would require costly remediation works; and
- In the past there has been substantial community opposition to similar policy options.

The option of rezoning existing industrial land for urban purposes is not supported in this Strategy review.

3.10. Recommendations / Conclusions

The analysis by SGS Economics found that the land set aside employment (industrial) lands in the original Strategy is adequate to meet the future demand for industrial lands up to 2031 and beyond. Based on current population and employment forecasts to 2031 an additional 6,000 workers can be expected to be living in Queanbeyan in 2031.

Supply and demand for industrial land in Queanbeyan and the ACT are interrelated and a shortage of industrial land in Queanbeyan will be taken up by a ready supply in the ACT. Based on the expected employment growth, it is expected that an additional 73ha of employment lands will be required in Queanbeyan/ACT to 2021 and a further 78ha by the year 2031. However the estimates differ on the proportion to be taken up by the Queanbeyan land market and based on the consultant reports the estimated take-up rate for Queanbeyan is between 1.5 - 3.5ha per annum.

Industrial vacant land supply in Queanbeyan is limited (4ha), sites are fragmented and unsuitable for businesses requiring larger sites. The Poplars will supply around 30 ha in the B7 zone that allows for business as well as light industrial land uses. Environa will provide for an additional 92ha and is adequate to meet supply to 2031 and beyond.

The endorsed Strategy provided for the creation of 130ha of additional employment lands. Given the estimated take-up rate for Queanbeyan is in the order of 1.5 – 3.5ha/year no policy change is necessary and no additional land will need to be identified for employment land uses as a result of the Strategy review.

The report by SGS suggests that South Jerrabomberra has the potential to benefit from synergies across the border with Hume creating the largest industrial area in the region. When the land is released, it is important that efficient cross border transport linkages exist to ensure the benefits of the areas being located so close to each other are maximised.

Maintaining the hierarchy of centres has been identified in Council's Strategic Land Use Plans as one objective to ensure the economic viability of the CBD. The document also recommends maximising employment opportunities within the existing CBD as well as within other existing and proposed centres.

Chapter 4 – Constraints in Future Investigation Areas

One of the greatest causes for population decline of threatened fauna is habitat loss and fragmentation. The growth of Queanbeyan will continue to place pressure on the biodiversity of the City without action being taken. However, timely strategic land use planning for future development in the Local Government Area (LGA) can continue to provide a framework for protecting and enhancing the biodiversity values of the city, whilst accommodating sustainable development.

In this context, the Queanbeyan Biodiversity Study 2008 (the Biodiversity Study) and other detailed site specific investigations have informed the rezoning of some land with the need to protect and enhance important biodiversity that the Queanbeyan community values.

The Queanbeyan LGA has seen extensive clearing and fragmentation of native vegetation and associated habitats over the years for urban and rural development. Some of the remaining native vegetation could be threatened by the increasing demand for expected growth of residential development. However, despite the past practices of land clearing, development and fragmentation a diverse range of flora and fauna species still exist, many of which are of high conservation value and include a number of rare, threatened and endangered species as well as endangered ecological communities (EECs) (BES, 2008).

4.1. Background

As there is an adequate supply of residential and employment land for the next 16 years, the purpose of this Chapter is to examine the need to retain the “future investigation” areas marked on the original Strategy map (December 2008) in terms of environmental constraints. The areas identified for potential development would yield sufficient housing supply to cater for the target of 10,000 dwellings over the next 25 years and longer term investigation areas were also identified. The Addendum Report (2008) states that *“Following the substantial development of the areas identified..., the Council may commence consideration of the future investigation areas...”*. As the Strategy is currently being reviewed it is opportune time to commence consideration of the future investigation areas. This is a desktop exercise only and there are limitations to this review. In some areas there is little information available and it is only indicative.

The environmental constraints include biolinks, bushfire prone land, conservation value of vegetation and condition, conservation commitments such as offsets, buffers, potential archaeological deposits, slope of land and land zones under *QLEP 2012*.

Council adopted the *Queanbeyan Tomorrow Community Vision* in 2006 (the Community Vision) and later its 2012 review. The environment was clearly identified as a key outcome in the Community Vision. These directions are important when reviewing the “future investigation” areas in the Strategy.

Recommendations from the original Strategy identified the principles of avoiding wildlife corridors, endangered ecological communities and significant vegetation to be balanced with principles for development within Queanbeyan. The commissioning of the Biodiversity Study and site specific flora and fauna studies assisted in balancing these principles and resulted in the rezoning of land for urban release areas of Googong, South Tralee, Poplars and Jumping Creek.

4.2. Queanbeyan Residential and Economic Strategy 2031

At the time the original Strategy was endorsed known and predicted environmental values were reflected in the strategy options including:

- Areas of dry forest (the north south ridge east of the Queanbeyan CBD and on isolated taller hills including Mt Jerrabomberra);
- Inclusion of remnant bushland and Council's public reserves, areas of known conservation importance and areas predicted to contain endangered ecological communities and grasslands in the west and south of the LGA;
- Vegetation patches known to contain threatened species; and
- Riparian areas.

The original Strategy also supported the maintenance and enhancement of the local biodiversity and local wildlife corridors which the review will continue to support.

The endorsed Strategy clearly identified the need for additional studies to validate the accuracy of the nominated areas for conservation and for future development. Flora and fauna studies were carried out for South Jerrabomberra and Googong within the identified "residential area". Recommendations of these studies have been incorporated into individual Local Environmental Plans (LEP's) through land zonings and other controls in the plan making process.

Other relevant recommendations that are applicable to the review of the Strategy include:

- Restrict possible development in areas listed as EEC or areas of significance;
- Regional and local significant corridors shall be protected from development; and
- Where development does occur in natural areas proposals will be required to maximise the retention of native vegetation and rehabilitate disturbed areas i.e., conserve biodiversity *in-situ*, in its natural environment.

These recommendations should remain at the forefront of the review of the Strategy.

4.3. Outcomes from the Community Vision

The Queanbeyan community held strong views on the environment which have been captured in the Vision. Recommendations to remove or retain "future investigation" areas need to consider the community's response. This will be carried out in the public exhibition stage of the current review.

The following goal reflects the communities view to ensure a sustainable future:

"Achieving a balance between growing community demands and the need to ensure the sustainability of our natural environment which includes the escarpment, biodiversity, waterways, woodlands and grasslands. Water use has been reduced through information campaigns and increased environmental awareness. New suburbs are developed with environmentally sensitive design and energy efficient homes. Open space remains a feature throughout Queanbeyan and development has not affected the natural vistas. The river is clean, flowing, rich in wildlife and is a focal point for enjoyment and passive recreation. Our surrounding viewscape is recognised for its social benefits and ecological significance".

One of the community's key environmental outcome is "Protection of the natural environment as an ongoing and important priority..."

This has significance in the consideration of the "future investigations" areas.

4.4. Key Changes since the Endorsed Strategy

4.4.1 Sydney-Canberra Corridor Regional Strategy 2006-31

The original Strategy provided input into the *Sydney-Canberra Corridor Regional Strategy 2006-31* and the latter has significance when considering future development of land. Relevant actions identified in the *Sydney-Canberra Corridor Regional Strategy 2006-2031* are:

- Councils will ensure new urban development and rural residential development is directed away from land assessed as being of high conservation value and appropriate planning controls are incorporated into local environmental plans to protect biodiversity values on other conservation land; and
- Local environmental plans will include provisions to protect and enhance areas of high biodiversity value and biodiversity corridors through use of environmental protection zones or other appropriate local environmental planning provisions.

Various local environmental plans that have been prepared since the Regional Strategy was finalised in 2008 have included provisions to protect and enhance areas of biodiversity values through zones and other provisions in the LEP's, including *QLEP 2012* and *QLEP 2013 (Poplars)*.

The first action is relevant particularly for land identified in proximity to the south of the CBD.

4.4.2 Strategic Land Use Plan

A relevant outcome of the Strategic Land Use Plan, prepared as part of the *QLEP 2012*, was to "Implement the recommendations of the Biodiversity Study in regard to land use zoning and environmental overlays". This has been an ongoing objective in areas where the Biodiversity Study applies. However, in areas where the Biodiversity Study excludes certain land, specific studies will inform the rezoning of land.

4.4.3 Biodiversity Study 2008

The Biodiversity Study resulted from recommendations of the original Strategy and was adopted by Council on 22 October 2008. Though the Strategy identified the need for a detailed city wide study, areas were excluded because individual flora and fauna studies were being progressed by developers for urban release areas including:

- Googong;
- Tralee (south) Tralee (north); and
- Tralee Station and Environa/Robin areas.

Areas identified as "future investigation" areas on the original Strategy map (Map 1, Chapter 1) were also excluded from the Biodiversity Study and it was envisaged that these would be investigated at a future appropriate time. This has made future review difficult due to lack of information. However the study did identify potential local and regional biolinks as a desktop exercise and this has been useful to appreciate the value of certain areas in a broader landscape setting.

As a result the recommendations in the review of the Strategy have not been based on the Biodiversity Study, (except for the biolinks) but on various sources of information put together, such as the *Dunns Creek Road Corridor Study* (GHD 2007, 2009, 2015) and other investigations.

4.4.4 Local and Regional Biolinks

The Biodiversity Study identified biolinks. Biolinks are essentially linkages between patches of vegetation including linear stretches of vegetation i.e. along roads or watercourses, or small, isolated clumps of trees. These linkages connect larger and important areas of habitat and provide opportunities for plants and animals to move and can be utilised as “stepping stones” by mobile fauna species moving between disjunct areas of habitat. In some cases isolated individual trees, may serve as a refuge for common and threatened species inhabiting or moving through open or highly disturbed areas and comprise important components of local biolinks.

An aim of the Biodiversity Study was to identify regional and local “biolinks”. The biolinks were characterised by mostly continuous links of remnant native vegetation in moderate to good condition, however some biolinks had vegetation “gaps” or disruptions but could still be recognised as a biolink and with good land management practices, such as revegetation, their connectivity could be re-established.

The Biodiversity Study identified the following regional biolinks (Map 3) in the Queanbeyan LGA.

- The extensive area of remnant native vegetation extending from the Molonglo River, south along the Queanbeyan Escarpment, Queanbeyan River corridor, eastern foreshores of Googong Reservoir and south along the ranges in the south-eastern extremities of the Queanbeyan LGA;
- The remnant vegetation along Barracks Creek linking the Queanbeyan Escarpment, Queanbeyan River corridor and contiguous vegetation to the south with remnant vegetation and associated habitats in the Mount Jerrabomberra and Jerrabomberra Creek corridor;
- The remnant vegetation and associated habitats along Jerrabomberra Creek south to Beatty Hill and south through the Beatty Hill Estate and Little Burra Estate to the remnant Box-Gum Woodlands and habitats in the extreme south of the Queanbeyan LGA on Royalla Travelling Stock Reserve and the Royalla Crown Lands; and
- The patches of remnant Dry Forest and Grassy Woodlands to the south-west of Pemberton Hills on Tralee Station and the more disturbed vegetation through to the north-east of Tralee Station linking with the lower parts of the Jerrabomberra Creek corridor and Barracks Creek.

The following local biolinks (Map Three) provide linkages between regional biolinks and the more isolated patches of vegetation:

- Queanbeyan River and Jerrabomberra Creek form a riparian corridor that supports movement of fauna within and beyond the LGA;
- Linkages from the Jerrabomberra Creek corridor, east through the remnant vegetation to the north of the Mount Campbell Estate and east of Old Cooma Road through to north of Burra Road and to the eastern extremities of the LGA. This link then continues into a regional biolink in Palerang LGA. Of importance the Biodiversity Study notes that this biolink provides “the only remaining linkage south of Googong between the habitats along Jerrabomberra Creek and the extensive vegetation east of Queanbeyan LGA”;
- Link north of Fernleigh Park from Jerrabomberra Creek corridor through the MacLean, Robin and Talpa properties and east to the Queanbeyan River Corridor. The link includes extensive areas of Box-Gum Woodlands in moderate to good condition;

- South Jerrabomberra – The potential connectivity across the study area and into surrounding landscape based on moderate to good condition vegetation was identified to the east and south of the study area; and
- Cuumbeun Nature Reserve through to Wanna Wanna Nature Reserve and Stoney

These regional and local biolinks have a significance presence through or surrounding Areas 1, Area 2, Area 3 and Area 4 and each will be discussed later in this Chapter.

The Canberra Spatial Plan (ACT Planning and Land Authority, 2007) similarly recognises the importance of wildlife corridor linkages as does the Southern Broadacre Planning Study (SMEC et al, 2005).

4.4.5 Queanbeyan Local Environmental Plan 2012

Since the original Strategy was endorsed, the *QLEP 2012* has been prepared and made. This LEP brought together a number of LEPs including the *Queanbeyan Local Environmental Plan 1991 (part of) and 1998*, and *Yarrowlumla Local Environmental Plan 2002*. In regards to environmental zones, previous environmental zones were transferred to Zone E2 – Environmental Conservation in the *QLEP 2012*. There were some limited examples where land zoned rural was transferred to an environmental zone based on the existing moderate to good high conservation value vegetation but these were isolated cases.

The Biodiversity Study was relied on for the transfer of zones to the *QLEP 2012* and provided guidance for the rezoning of land for the urban release area known as Jumping Creek.

4.4.6 Bushfire Prone Land

In August 2002, the planning legislation was amended to ensure that people, property and the environment were more fully protected against the dangers of bush fires. A bushfire prone land map was produced for Queanbeyan and endorsed by the Commissioner of the Rural Fire Service in July 2012. The map is used to inform the public of the bushfire risk.

The original Strategy was endorsed before the map was produced which meant that land identified as “future investigation” was not considered in terms of land being bushfire prone. Under the review of the Strategy land that is bush fire prone can now be identified.

4.4.7 Jumping Creek

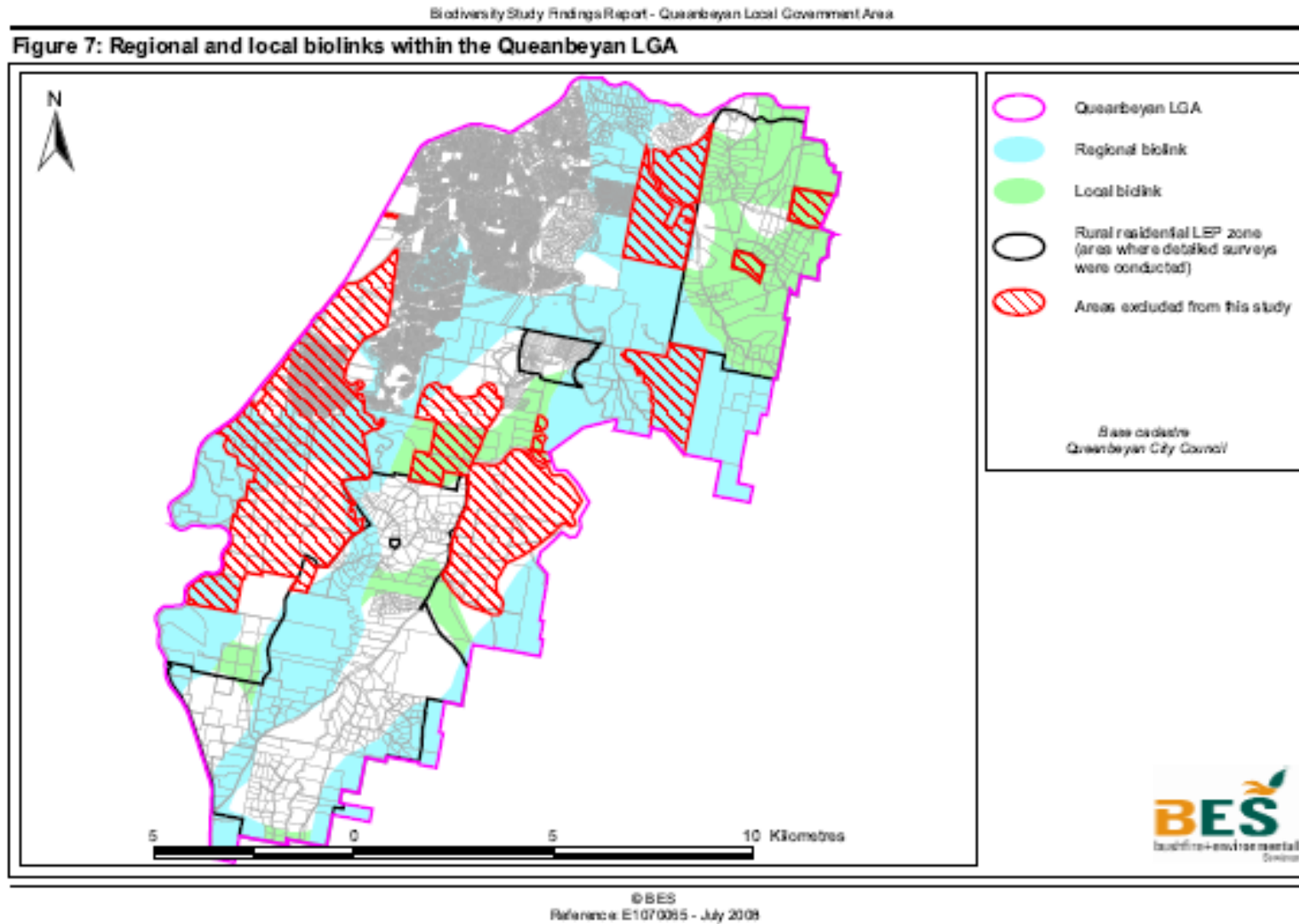
Land to the south east of the Queanbeyan CBD and east of the Queanbeyan River was rezoned in the *QLEP 2012* for residential development for an estimated 250 allotments. The site has a number of constraints: steep land in excess of 20%, is bushfire and flood prone, is contaminated in parts, comprises threatened flora and fauna and ecological communities and archaeological sites.

Areas that were unsuitable for urban development were zoned either RE2 Private Recreation for open space or E2 Environmental Conservation. A small part of the land was deferred from the *QLEP 2012* due to urban capability and flora and fauna issues. These issues are currently being investigated by the developers.

4.4.8 Other Local Environmental Plans

Outside the preparation of the *QLEP 2012*, land was in the process of being rezoned for urban release areas at the Poplars, South Tralee and Googong. Each now has a specific LEP applying to the land.

Map 3: Regional and Local Biolinks (BES, 2008)



Poplars – Queanbeyan Local Environmental Plan (Poplars) 2013

The *Queanbeyan Local Environmental Plan (Poplars) 2013 (QLEP (Poplars) 2013)* rezoned land from rural to environmental, business, employment and private recreation zones. The Poplars site has a total area of 203 ha and of this 111 ha has been identified for conservation purposes. The conservation area has been agreed for some time and was zoned E2 – Environmental Conservation in the *QLEP (Poplars) 2013*. The boundaries of this zone generally reflect those on the original Strategy Map.

At this stage there is no Conservation Management Plan for this land as it remains in private ownership.

Googong – Queanbeyan Local Environmental Plan 2012

The *QLEP 2012* absorbed the *Queanbeyan Local Environmental Plan (Googong) 2009*. Within the Googong Township areas of environmental significance were zoned E2 – Environmental Conservation or zoned R1 – General Residential. However at the development application stage areas identified as having conservation significance, such as the pink tailed worm lizard habitat, became a Conservation Reserve in Neighbourhood 1B.

A Commonwealth Government approved Pink-tailed Worm Lizard Protection and Management Plan and Interface Management Strategy apply in respect of the *Environment Protection and Biodiversity Conservation Act 1999 (EPBC, 1999)*.

Tralee

The rezoning of land for Tralee was undertaken in two separate stages for land known as North Tralee and South Tralee. Known environmental conservation areas were identified in the original Strategy Map and significant areas of conservation were negotiated with the Office of Environment and Heritage (then Department of Environment and Climate Change). These areas were later reflected as Zone E2 Environmental Conservation in the *Queanbeyan Local Environmental Plan (South Tralee) 2012*.

Land in North Tralee has not been rezoned at this stage due to site constraints and is subject to a current Planning Proposal.

4.5. Other Relevant Studies

4.5.1 Queanbeyan River Riparian Corridor Strategy 2012

The Queanbeyan community recognised the importance of the Queanbeyan River and its value for providing platypus habitat. The platypus is protected under the *National Parks and Wildlife Act* and is listed in ATLAS of NSW Wildlife.

Queanbeyan City Council engaged specialist consultants and the Australian Platypus Conservancy to prepare the ‘Queanbeyan River Riparian Corridor Strategy’ and ‘The Platypus Awareness and Conservation Strategy’.

The Riparian Corridor Strategy identifies actions to be implemented over a 10 year timeframe and provides a vision for the Queanbeyan River Corridor to be achieved by 2030 which aligns with the review of the Strategy. The aim of the Corridor Strategy is to facilitate the long term protection and enhancement of the river corridor and form the basis for future council and government agency. This includes improvements to environmental quality, amenity and recreational opportunities by reducing threats, and rehabilitating the river corridor and its tributaries. High priority actions aim to improve the following:

- Riparian habitat and amenity of the river and its tributaries through pollution reduction, erosion control, stormwater treatment, rubbish removal, weed removal, regeneration and revegetation;
- Public access along the corridor by a network of sealed paths and unsealed tracks suitable for walkers and cyclists, allowing for circuits of variable length and condition;
- Planning and development controls to ensure future development does not adversely affect the river corridor;
- Coordination of rehabilitation activities within the corridor by government agencies and the community; and
- Education and involvement of the community.

The sightings of healthy platypus in the Queanbeyan River are unique for an urban environment. The Corridor Strategy and Conservation Strategy is important when considering future investigations areas in proximity to the Queanbeyan River corridor.

4.5.2 South East Local Land Services (SELLS) and Office of Environment and Heritage Connectivity Modelling Project

This is a project based on modelling that plans for climate change from a regional landscape perspective. The projects objective is to identify areas across the NSW South East Local Land Services region where maintaining or improving connectivity of native vegetation will best support those species most sensitive to landscape fragmentation. In predicting this, areas of connectivity for 3 dominant vegetation types in the Queanbeyan LGA, dry forest, grassy woodlands, and grasslands have been generated. These models have identified a range of connectivity value for groups of species in areas that correlate with the Strategy Map.

Parts of these study areas provide some connectivity value for grasslands and open woodland dependant species. Further work will be done as part of the regional growth plan process to refine and validate the corridors identified in the South East Local Land Services connectivity modelling project.

Relevant data for the Queanbeyan LGA can be used to predict scenarios for each of the studied areas. However the study is a predictive tool, and cannot exclusively inform the planning process.

4.6. Key Issues

4.6.1. Land Identified for Future Investigation

There are four “future investigation” areas identified on the original Strategy Map (Map One). For various reasons each area has a different development priority due to a complex layer of issues including: supply of urban services, roads, slope, biolinks, bushfire prone land, scenic protection, biodiversity offsets, cultural constraints, potential archaeological deposits, high conservation value vegetation and environmental conservation land zoning.

Future Investigation Area 1 – (282 ha) – part Tralee Station

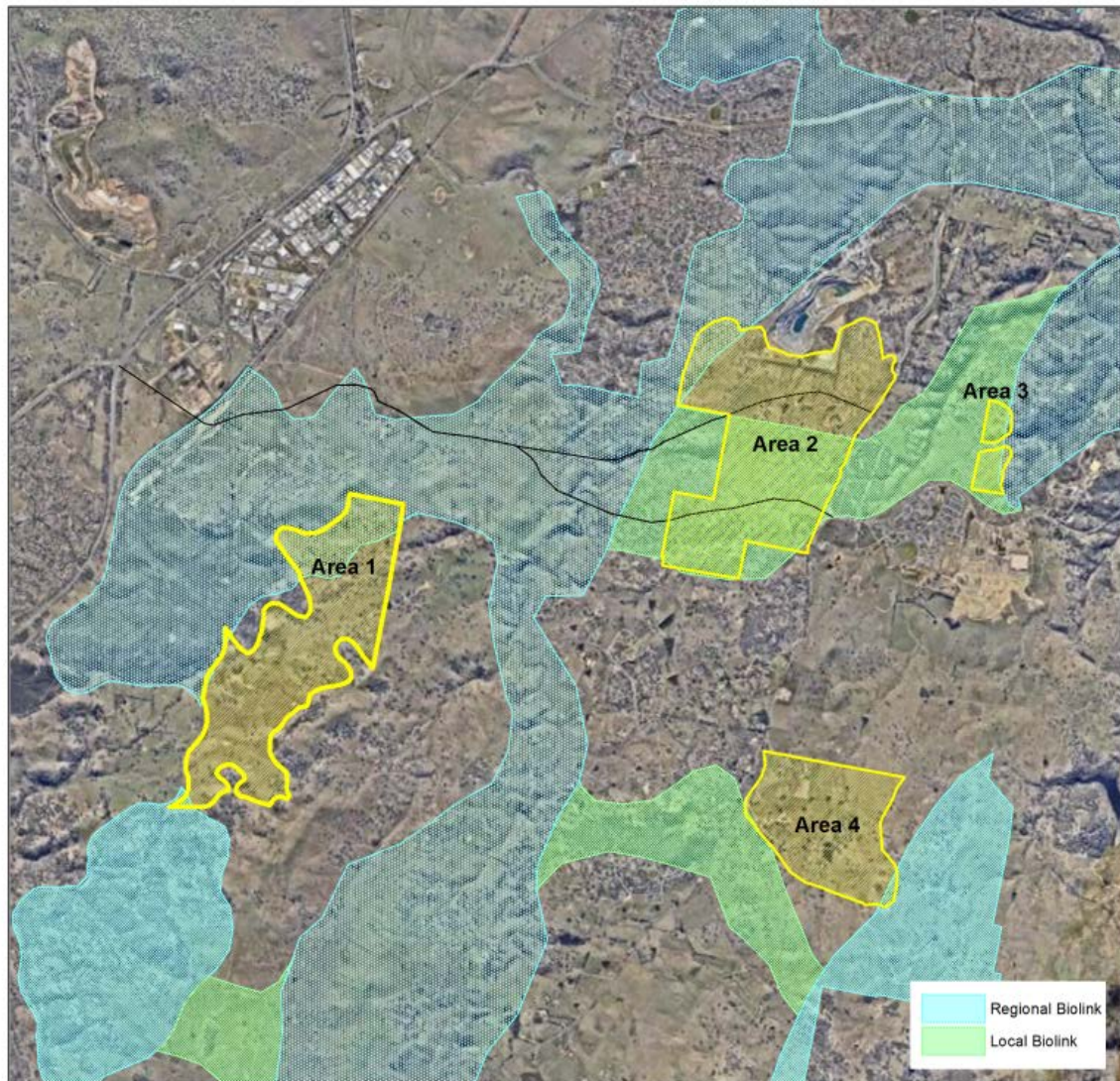
Land in Area 1 (Map 4) is located south of the South Jerrabomberra Planning Proposal. Under the *QLEP 2012* the land is zoned part RU2 Rural Landscape and part E2 Environmental Conservation. A Planning Proposal would need to be submitted to rezone of this land.

More than half of this area falls within the ANEF 20 contour where future residential development was not supported by the NSW Planning Minister. There remains a possibility that it retains some future potential for employment. However as there is an adequate supply of employment lands until 2031 this area is not required within the study timeframe and therefore it is recommended to remove development within the ANEF 20 contour. Council has however resolved that in the event the current ANEF contours for Canberra Airport are

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amended or there is a change in the expressed policy position of the NSW Government that it will consider the potential for development in these areas in the future.

Map 4: Context of Future Investigation Areas 1-4

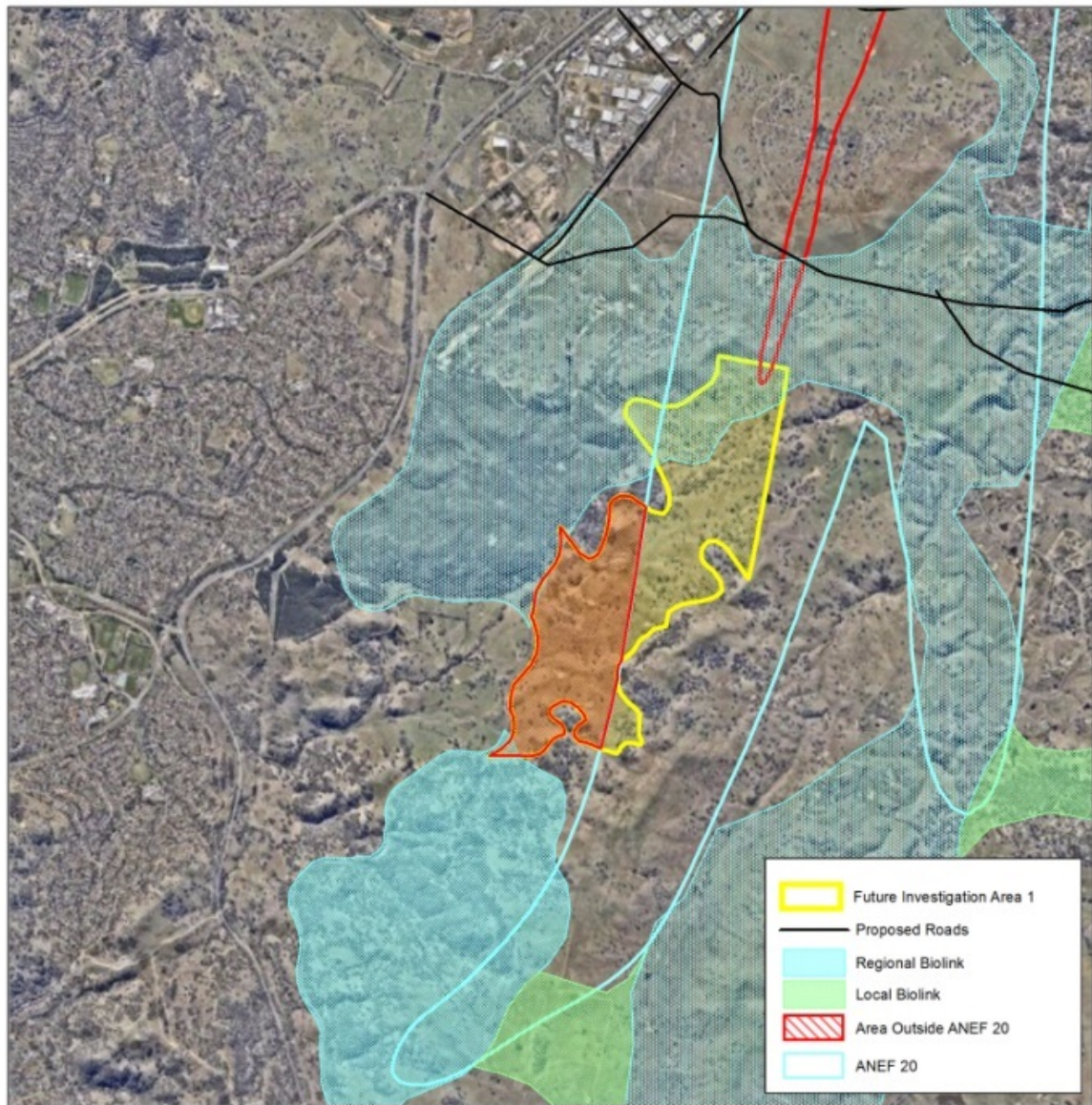


To the west and outside the ANEF 20 contour a small part of Area 1 identified as “future investigation” seems to have potential for development but is contingent on the cost of servicing the land from the South Jerrabomberra urban release area. It is isolated and raises the question of community interest. There have been no known studies on servicing the area or on the feasibility and costs of this. The emphasis on development potential may shift after South Jerrabomberra is developed and Dunn’s Creek Road is determined at a future date likely to be well beyond 2031 and in the event of a future review of the ANEF’s for Canberra Airport.

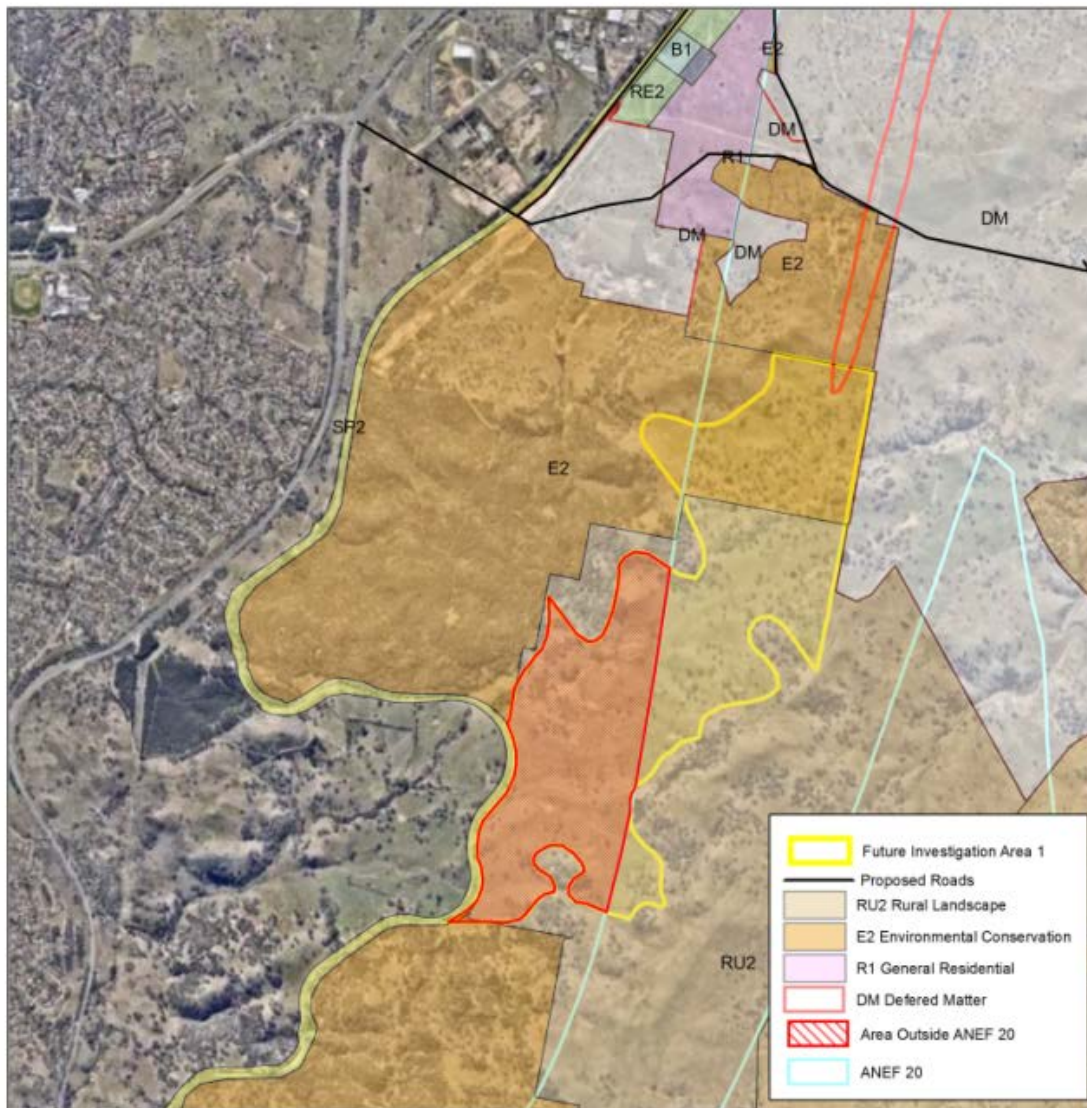
The area was excluded from the Biodiversity Study. It is likely that this area provides some connectivity value for grasslands and open woodland dependent species as identified in the SELLS connectivity modelling project. Based on the planning framework (NPWS, 2002) the following vegetation types occur:

- White Box Yellow Box Blakely’s Red Gum Woodland EEC (Box Gum woodland);
- Secondary grasslands; and
- Grassland-Woodland Mosaic.

Map 5: Future Investigation Area 1 – Biolinks in Relation to Site



Map 6: Future Investigation Area 1 – Surrounding Land Zones



It is highly likely that this area has high conservation values. The ATLAS of NSW Wildlife records in similar surrounding vegetation types the following threatened fauna species: Pink Tailed Legless Lizard, Golden Sun Moth, Speckled Warbler, Flame Robin, Diamond Firetail, Little Eagle, Gang-gang Cockatoo, Hooded Robin and Scarlett Robin and threatened flora like the small Purple-pea and the Silky Swainson-pea. This is also supported in KMA (2009). No flora and fauna surveys have occurred in this specific location. A detailed study has been undertaken by Eco Logical in January 2011.

Regional biolinks surround the subject area (Map 3) and extend into the ACT Wildlife Corridors (ACT Planning and Land Authority, 2007). A local biolink has not been identified but this may change through the re-establishment of vegetation and specific site study. It appears that there are likely to be connectivity values as mapped in the SELLS project.

Though the land is not severely bushfire prone it is surrounded by land that is.

There is inadequate information to substantiate the removal of all the “future investigation” in Area 1 and further investigation would be required to determine the urban capability of this land. However as development for ‘residential purposes’ is not supported on land within the 20 ANEF contour it can be removed from the revised Strategy Map.

Recommendation:

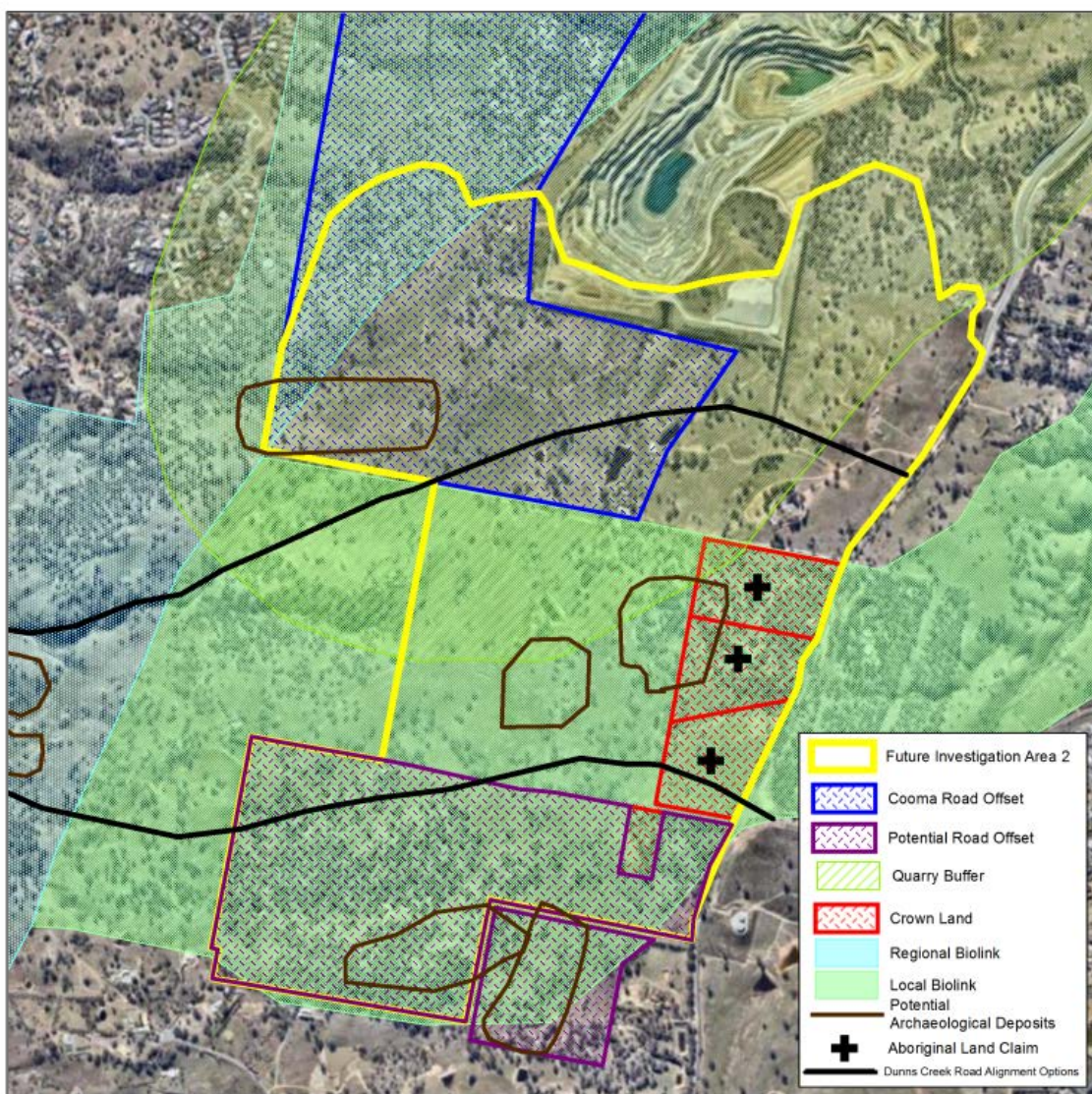
- Remove the future investigation area within the ANEF 20 contour from the revised Strategy Map.

Future Investigation Area 2 – (345ha) – West of Googong, Old Cooma Road

The land is located south of Cooma Road Quarry and west of the Googong Township and Old Cooma Road. This area was identified in the original Strategy as land “worthy of further investigation”; however studies prepared for this area have identified significant ecological constraints to development that justify its removal from the revised Strategy map.

Under the *QLEP 2012* the land is zoned E2 Environmental Conservation, RU2 Rural Landscape and E3 Environmental Management. Land surrounding the site (west) is zoned E2 Environmental Conservation.

Map 7: Future Investigation Area 2 - Constraints



4.6.2. Constraints

Area 2 is subject to a number of environmental constraints that are likely to impinge on future development potential. The constraints have been ascertained from a number of background projects, investigations and other studies. Map 5 shows the collection of most of these

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constraints outlined below. Due to the complexities presented it is recommended that Area 2 is deleted from the review of the Strategy Map.

Biolinks

A substantial local biolink traverses Area 2 (BES, 2008) connecting it to regional biolinks in the east and west of the LGA. Development would fragment these corridors and result in habitat loss. It is highly likely that there are some connectivity values for groups of dependent species in this area as identified in the SELLS project.

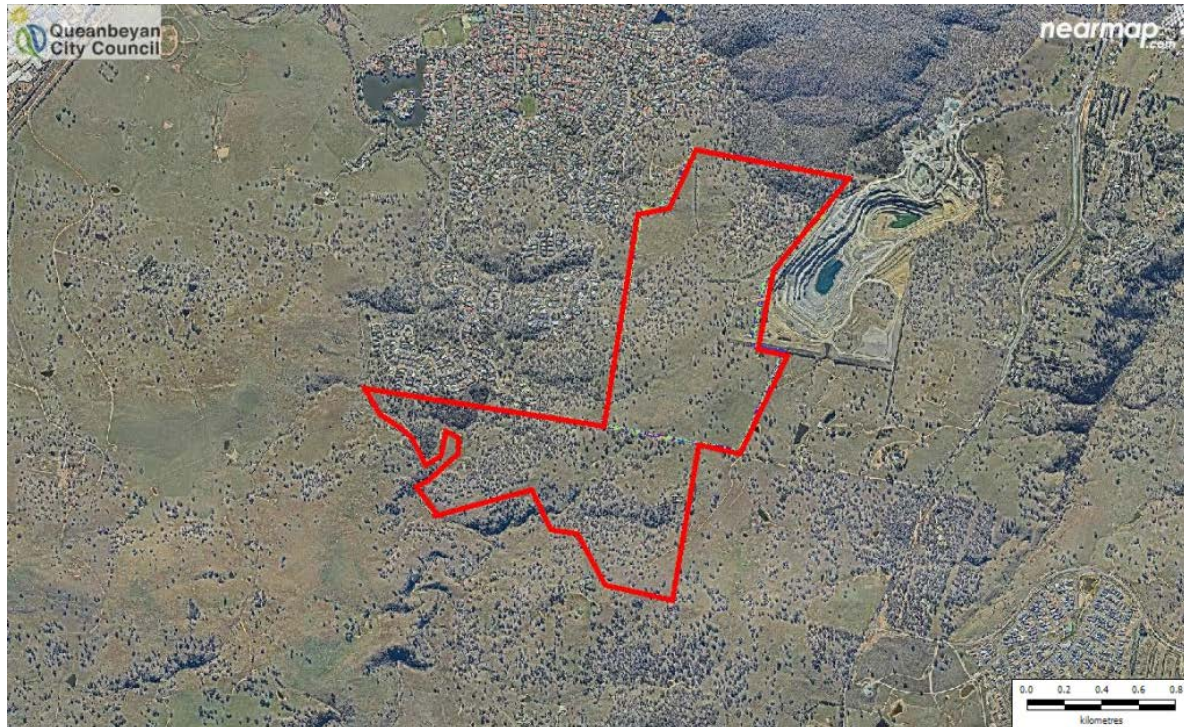
Conservation Committed land

- a) Native vegetation on part of the land has been recently mapped (NGH environmental, 2015) as having biodiversity values listed under the Commonwealth's *EPBC Act 1999* and has potential offset capacity. Three vegetation and condition types were identified:
 - Red Stringybark – Red Box – Long-leaved Box – Scribbly Gum shrub – tussock grass open forest (moderate to good condition)
 - Yellow Box – Blakely's Red Gum grassy woodlands (moderate to good and disturbed condition)
 - Yellow Box- Blakely's Red Gum grassy woodland (moderate to good condition)
- b) To the north, there is an offset site for the Old Cooma Road alignment. It has an area of 122ha and is a registered Property Vegetation Plan (PVP) under the *Native Vegetation Act 2003*.
- c) Molonglo Gorges grant project

As part of a regional wide project the Molonglo Catchment Group recognised that there are vegetation gaps in the landscape. In partnership with the Queanbeyan community and the Queanbeyan City Council funding was received to re-vegetate some of these gaps. One project known as the Stringybark to Environa project extends from Stringybark Reserve and the neighbouring Old Cooma Rd Quarry, off 17 Copperfield (Quarry Block) to Environa falling partly within the "future investigation" area.

These types of community owned projects funded by State Government grants should be recognised in the revised Strategy as they contribute to a bigger and broader State Government project of re-establishing corridors from the Murrumbidgee to the Molonglo Gorge. This project also has an overarching aim of building local community ownership and it would be detrimental to the community and contrary to the Vision should this land be retained for future investigation particularly when there is an adequate supply of residential and employment land in the Queanbeyan LGA for the next 16 years and there are other opportunities available for future investigation.

Map 8: Molonglo Catchment Group Molonglo Gorges Project



Potential Aboriginal Archaeological Deposits and Aboriginal Land Claims

A recent search of the Register of Aboriginal Land Claims database (April 2015) identified the following three crown land parcels were subject to an Aboriginal Land Claim: Lot 148, Lot 149 and Lot 150 DP 727670.

In 2009 GHD carried out investigations for the preferred alignments and constraints for Dunn's Creek Road. A number of potential archaeological deposits (PAD) have been recorded as well as isolated finds and artifact scatters. These PAD sites would require further specialist investigation before they are disturbed as it is an offence to harm or desecrate an Aboriginal object or Aboriginal place from the land on which it has been situated.

Flora and Fauna

The area contains quality habitat for a number of threatened species and ecological communities listed under both the *Threatened Species Conservation Act 1995 (TSC, 1995)* and the *EPBC Act 1999* (Johnstone Centre, 2004), (GHD 2009, 2015). The grassy ecosystem database records Box Gum woodlands (an EEC), Grassy woodlands and Secondary grasslands in Area 2. Other threatened flora that is likely to occur includes the Hoary Sunray, Mountain Swainson-pea and Silky Swainson-pea.

Threatened fauna that has or is likely to occur in Area 2 includes: Pink-tailed Worm Lizard, Golden Sun Moth, Yellow-bellied Sheath tail Bat, Large footed Myotis, Eastern False Pipistrelle, Eastern Bent-wing Bat, Striped legless Lizard, Little Whip Snake, and several woodland birds: Brown Tree Creeper, Speckled Warbler, Diamond Firetail, Flame Robin and Scarlet Robin, Swift Parrot, Regent Honeyeater the Gang-gang Cockatoo and Little Eagle, (NSW ATLAS of Wildlife, Johnstone Centre 2004, GHD 2009 and 2015).

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An Urban Investigation Study was carried out for the Googong rezoning proposal which included Area 2 (Johnstone Centre, 2004). In this study it was recommended that the investigated land (Area 2) should be excluded from the rezoning proposal due to the environmental values. This area was subsequently excluded from the *Queanbeyan Local Environmental Plan (Googong) 2009*.

Bushfire Prone Land

Parts of the land in Area 2 are bushfire prone land and may not be suitable for development due to the risk of bushfire.

Dunns Creek Road Alignment

This land has been identified for the proposed Dunns Creek Road - Option 1B and Option 5 (GHD 2007, 2009 and 2015).

Scenic Protection Area

Under the *QLEP 2012* Area 2 is subject to a scenic protection clause. The objective of this clause is to recognise and protect the natural and visual environment of the land and to ensure development on the land is located and designed to minimise its visual impact on those environments.

Visual assets were identified as an important consideration in the Community Vision and development in Area 2 would be constrained by the scenic protection area.

Quarry Buffer

The Cooma Road Quarry commenced operation in 1959 and has operated under a number of development consents. The most recent consent (September 2013) was granted for continued operations on the site until 31 October 2035 after which the Applicant is required to rehabilitate the site.

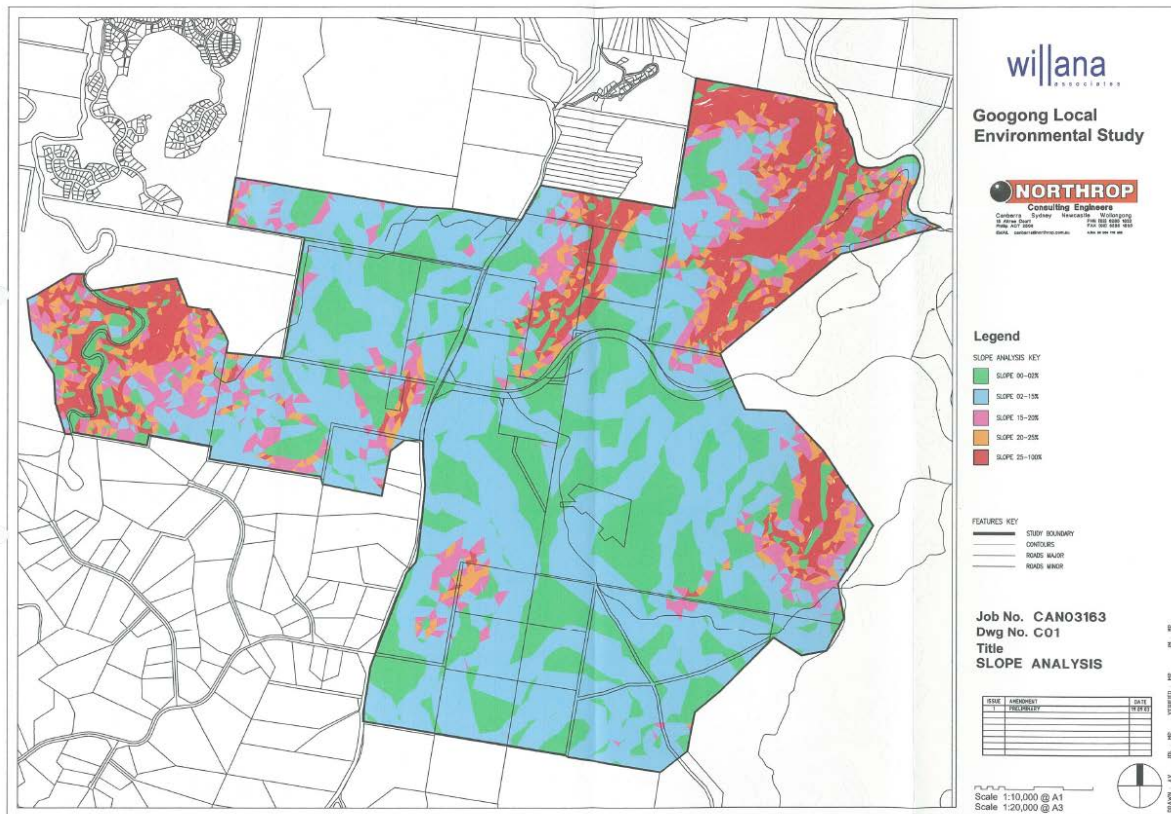
The *QLEP 2012* introduced a buffer control to “protect the operational environment of the Cooma Road Quarry” from encroaching on development in the area. Future development proposed in this area must consider the impact of noise, vibration and other emissions from the quarry operation and whether development will adversely affect the operation of the quarry.

The quarry buffer falls over the northern half of Area 2 and until the site is rehabilitated the operational environment of the quarry is protected from encroaching development. The buffer constrains the development potential on this land.

Slope

Slopes in Area 2 are predominantly less than 15% but there are some areas where slope is 15-20% and areas of steep rocky slopes of 20-25 and 25+% where development would be constrained. Slope however is not likely to be such a significant constraint that would warrants the removal of the whole “future investigation” area.

Map 9: Slope of land for Areas 2 and 3 “Future Investigation” areas (Willana, 2003)



Conclusion

The land in Area 2 has a complex layer of ecological constraints that justify the removal of “future investigation” area on the revised Strategy Map. The site contains a number of known and potential threatened species and endangered EECs listed under the *TSC Act 1995* and the *EPBC Act 1999*. It contains known Aboriginal heritage sites, regional and local biolinks, existing offsets and potential Yellow Box – Blakely’s Red Gum grassy woodlands and Red Stringybark- Red Box and Native Grassland offsets. Part of the land is in a scenic protection area and is restricted by a quarry buffer. The land is subject to the proposed Dunns Creek Road preferred alignments. There are sufficient planning reasons for the removal of the “future investigation” area 2 from the revised Strategy Map.

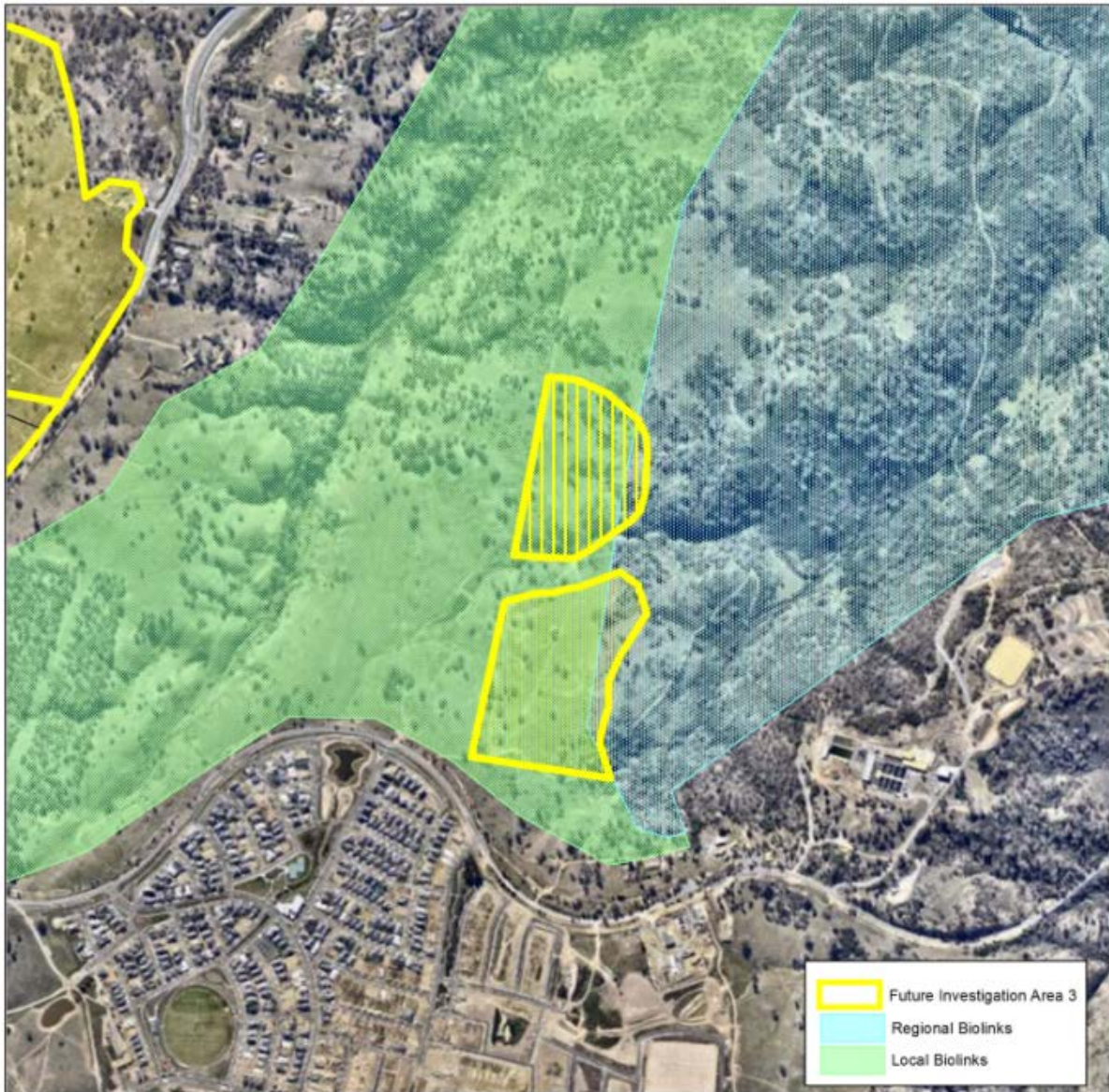
Recommendation:

- Remove Area 2 from the revised Strategy Map.

Future Investigation Area 3 – (20 ha) Talpa Crest

Talpa Crest is a small area of land identified as “future investigation” on the original Strategy Map. It is located north of the Googong Township and Googong Road (Maps 8 and 9). Talpa Crest adjoins land zoned R1 General Residential known as Talpa which has a neighbourhood structure plan in the Googong DCP. Talpa Crest was part of a larger rezoning expression of interest called Talpa Lands some years ago but it was not investigated. At the time it was noted that “further investigation of the Talpa land should only occur if the current land release areas of Googong and Tralee prove to be unsuitable. Investigation within the short term is not appropriate given that 25 years of residential land supply has already been identified and rezoning underway”.

Map 10: Future Investigation Area 3 - Talpa Crest Biolinks



It was recommended that the larger Talpa Lands be excluded from any development proposal as it comprised Temperate Grassland, Box Gum Woodland and/or threatened species habitat with woodlands of a high quality (Johnstone Centre, 2004). Unconfirmed sightings of the endangered Golden Sun Moth correlated with the mapped natural Temperate Grasslands in this location (Johnstone Centre, 2004).

The Department of Environment and Conservation concurred with the removal of most of Talpa Lands from the Googong LES due to high environmental values contained on the land. Talpa and land to the west were rezoned in the *QLEP (Googong) 2009* to R1 – General Residential. Talpa Crest remained as ‘future investigation’ on the original Strategy map and zoned E2 – Environmental Conservation in the *QLEP 2012*.

The area within the ‘future investigation’ area is partly constrained to the east by steep slopes in excess of 20% (Map 7). In the *QLEP 2012* the land is surrounded by bushfire prone land and is within a scenic protection area.

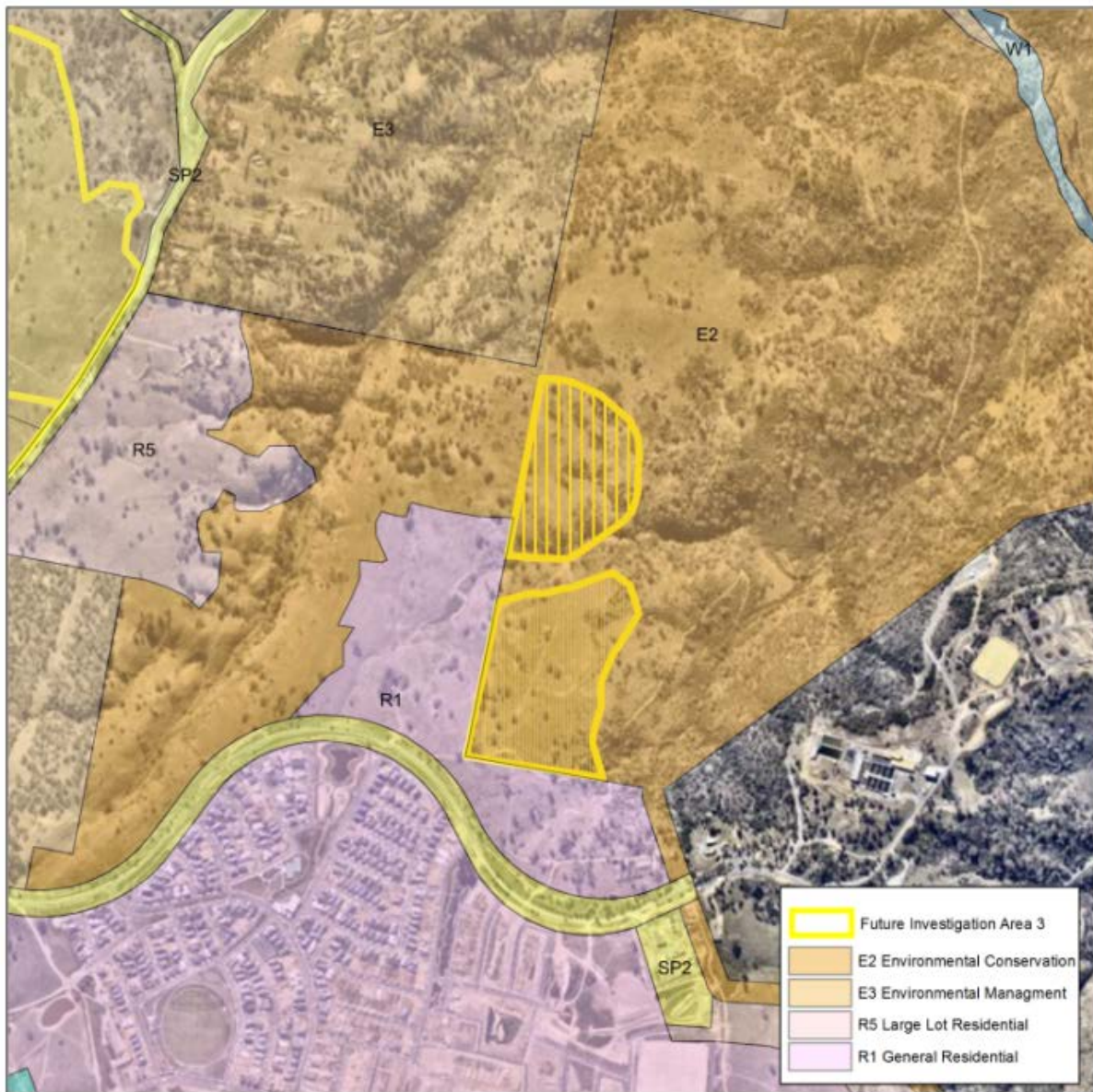
Based on modelled vegetation (NPWS, 2002) the site has the following vegetation types: White Box Yellow Box Blakely’s Red Gum Woodland EEC (Box Gum woodland), Secondary

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grasslands and Grassland-Woodland Mosaic. It is likely that there are some connectivity values for groups of dependent species in this area as identified in the SELLS project.

The NSW ATLAS of Wildlife records, in similar surrounding vegetation types indicates the following threatened fauna species are likely to occur: Pink tailed Worm Lizard, Eastern Bentwing-bat, Golden Sun Moth, woodland birds such as the Speckled Warbler, Flame Robin, Diamond Firetail, Hooded and Scarlett Robin, Painted Honeyeater, Brown Treecreeper, Varied Sittella and the Little Eagle, Gang-gang Cockatoo and the Freckled Duck.

Map 11: Future Investigation Area 3 - Talpa Crest Land Zones



Conclusion

The urban capability potential of Talpa Crest has not been investigated and therefore development potential cannot be precluded from this land. It is recommended that the area be retained on the revised Strategy map at this time. However the high potential for biodiversity and other environmental constraints on the land may not make development economically viable. Further investigation would be required before development decisions can be made.

Recommendation:

- Retain Area 3 on the revised Strategy Map.

Future Investigation Area 4 – (156ha) South of Googong

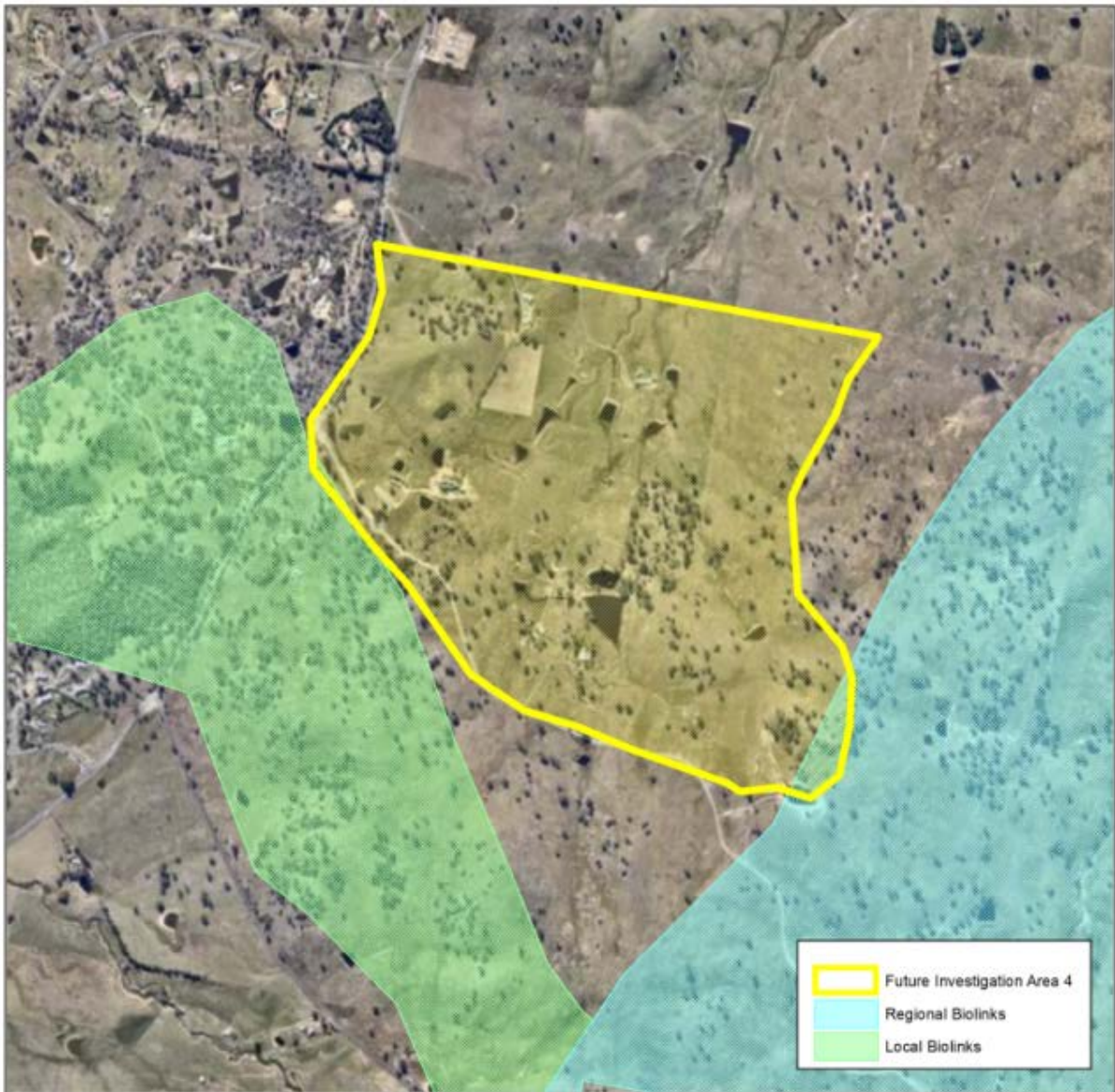
The land is zoned RU2 Rural Landscape under the *QLEP 2012*. The site has the following vegetation types: Native grasslands (Natural Temperate Grasslands listed as Commonwealth EEC), Box- Gum woodlands (Commonwealth listed EEC as Box-Gum Grassy Woodlands and Derived Grasslands and NSW listed EEC) and Secondary grasslands (NPWS, 2002).

Except for identifying a recognisable local biolink to the north of Burra Road, this area was excluded from the Biodiversity Study. No formal flora and fauna surveys have occurred in this area but the NSW ATLAS of Wildlife records in similar vegetation types surrounding the area the Pink tailed worm lizard and the Eastern Bent-wing Bat.

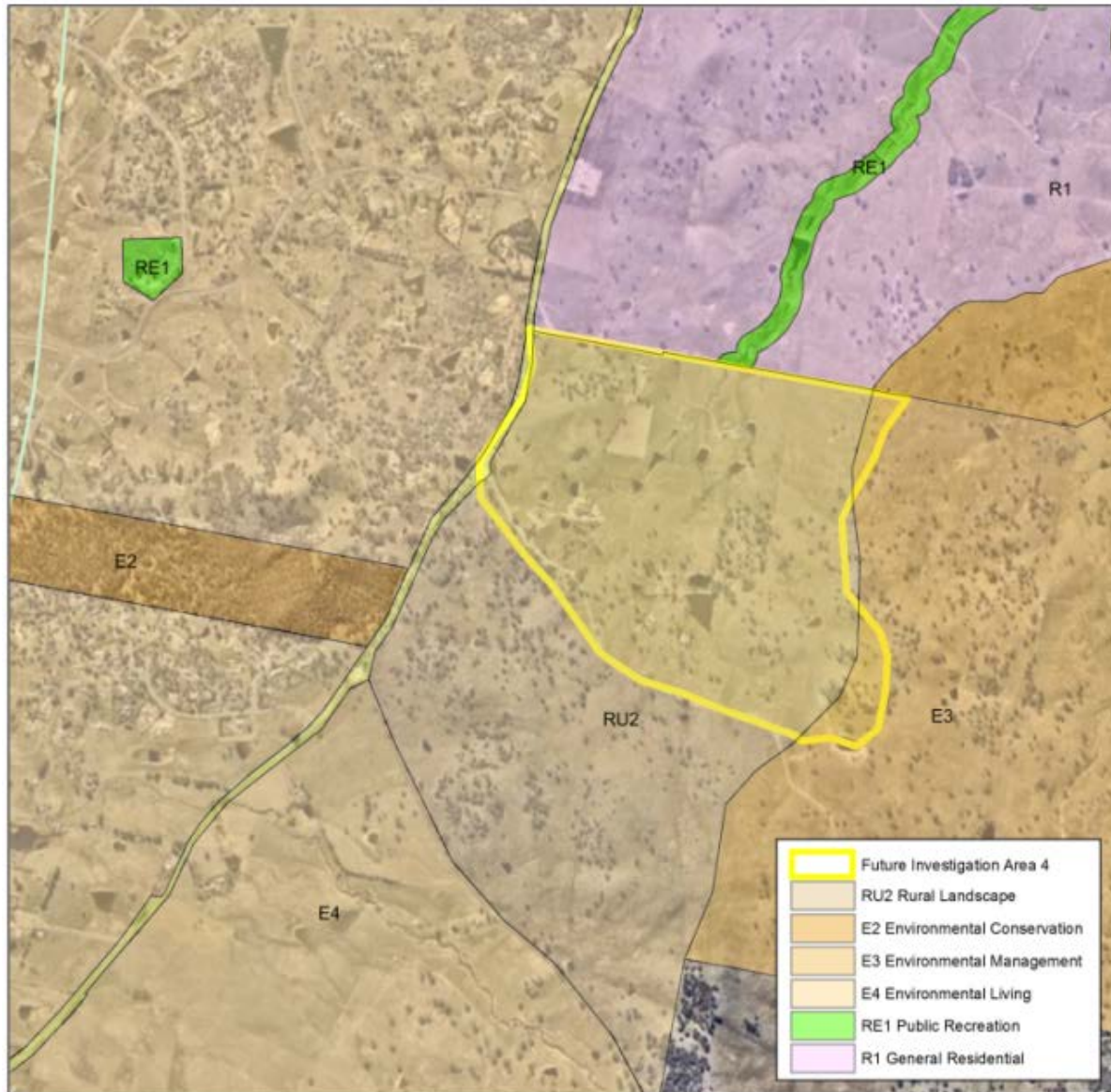
Threatened woodland birds (Speckled Warbler, Flame Robin, Diamond Firetail, Hooded Robin and Scarlet Robin), Gang-gang Cockatoo and little Eagle are also likely to occur. Given the presence of grasslands, the Golden Sun Moth and the Silky Swainson-pea may occur. The area is likely to have connectivity values for grassland and open woodland dependent species but further work needs to be done to refine and validate these (SELLS, undated).

Overall, there is insufficient justification to remove the “future investigation” area from the reviewed Strategy Map especially given its proximity to the Googong Township. Its potential relies on the economics of demand and supply for residential land in the Queanbeyan LGA. However before significant planning decisions can be made detailed investigations are required including the relationship of the area to the Googong Dam catchment.

Map 12: Future Investigation Area 4 - Googong South Biolinks and Land Zones



Map 13: Future Investigation Area 4 - Googong South Biolinks and Land Zones



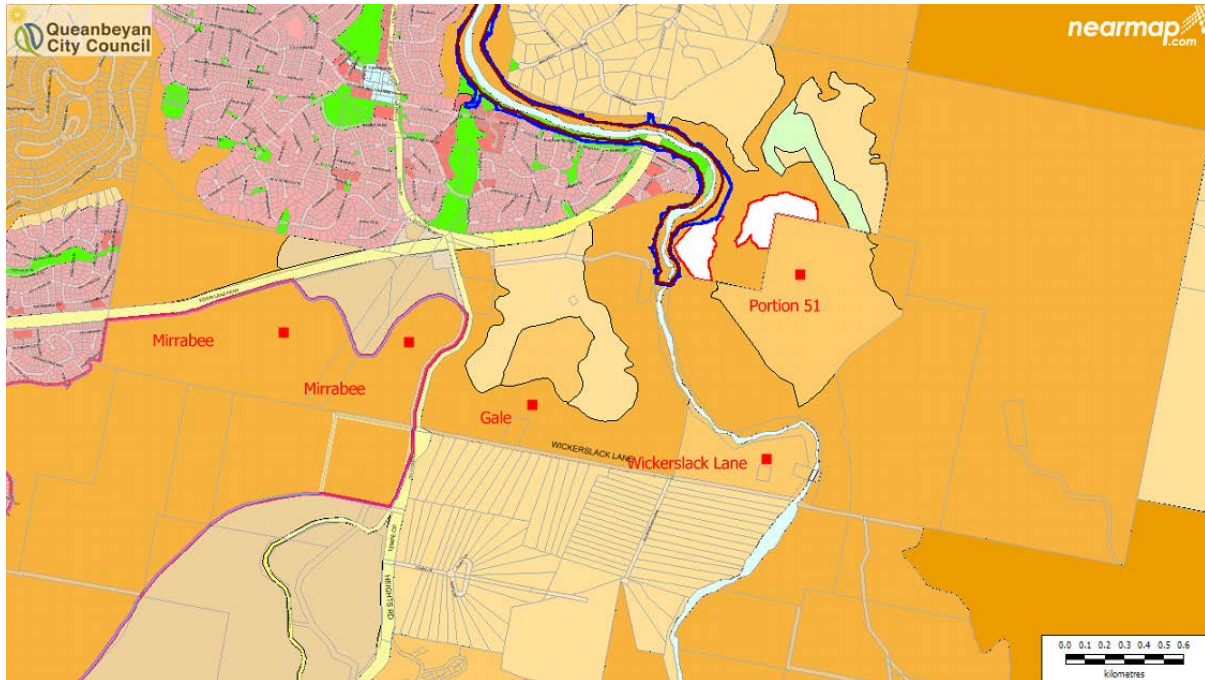
Recommendation:

- Retain Area 4 on the revised Strategy Map.

4.7. Land to be Included In Future Reviews

Previous Chapters identified an adequate land supply of land until 2031 and therefore there is less pressure to identify land for future investigation purposes. In acknowledging this, there have been past expressions of interest to rezone a number of land parcels as part of the background work to the *QLEP 2012*, but these have been extremely problematic given their environmental values and the priority of work in South Jerrabomberra. Subsequently they have received a low priority although all of these require further investigation as a result of previous Council resolutions.

Map 14: Land for Further Investigation (Arising from the background work to the QLEP 2012)



The original Strategy acknowledged “urban development will be directed away from the areas known to be or likely to be important for conservation”. This, coupled with the community’s key environmental outcome “protection of the natural environment ...” has great weight in further consideration of the following parcels of land that have a low priority: Portion 51, Gale, Wickerslack Lane and Mirrabee (Map 12).

Portion 51 DP 754907

Portion 51 has been subject to discussion for many years. The land is zoned part E2 Environmental Conservation due to its high conservation values (especially along the Queanbeyan River) and E3 Environmental Management under the *QLEP 2012*. Dwelling houses are not permitted in the E2 zone but are permitted on E3 zone.

The land is bushfire prone and contains high conservation value vegetation (Box gum woodland and Dry forest) that is likely to be in intact and non-weedy due to limited land use history. Fauna habitat is high to moderate with nationally listed birds likely to occur. The land is subject to a regional biolink and is not considered suitable for development (BES, 2008). Access is dependent from Jumping Creek immediately to the north.

Gale

Gale is a large undeveloped site approximately 5km south of the Queanbeyan CBD. The area is visually prominent and contains high biodiversity. Under the *QLEP 2012* the land is zoned: E2 Environmental Conservation, E3 Environmental Protection and E4 Environmental Management. Dwelling houses are permitted in E3 and E4 zones.

The land’s high conservation value is recognised and whether development occurs there or not remains unresolved. Previous zonings offer some development potential and this has been preserved in the *QLEP 2012*.

Wickerslack Lane (eastern end)

Wickerslack Lane is located off Old Cooma Road and extends to the Queanbeyan River. It is zoned E3 – Environmental Management under the *QLEP 2012*. The land has high

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conservation value vegetation and moderate to high quality fauna habitats. The land is subject to a regional biolink (BES, 2008).

Mirrabee

Mirrabee is another large undeveloped site to the immediate south of the Queanbeyan CBD. Under the *QLEP 2012* the area is zoned E2 Environmental Conservation and a small section off Old Cooma Road is zoned RU2 – Rural Landscape. Dwellings are permitted in Zone RU2 but the minimum lot size is 80 ha. The area is visually prominent and the land has high conservation value vegetation with moderate to high quality fauna habitats. The land is subject to a regional biolink and is not considered suitable for development (BES, 2008).

Conclusions

There is little land available in the Queanbeyan LGA for urban release areas that is without environmental constraints. This will become an issue for the future if more land is required for residential and employment purposes. Alternatives may have to be considered such as:

1. Higher densities in Zone E4 – Environmental Living such as the areas identified in the Biodiversity Study where vegetation is of low conservation value. For example Jerrabomberra Creek Corridor South of Mount Campbell.
2. Higher densities in existing urban areas but this also has other complexities that relate to urban environments including car parking, heritage, density, character, height of buildings, and other urban design issues.
3. Areas identified as “future investigation” on the reviewed Strategy Map.

4.8. Recommendations for Review of Strategy

1. Retain the recommendations from the original Strategy:
 - Maintain and enhance the local biodiversity;
 - Urban development shall be directed away from the areas known to be or likely to be important for conservation;
 - Restrict possible development in areas listed as endangered ecological communities or areas of significance;
 - Regional and local significant corridors shall be protected from development;
 - Where development does occur in natural areas proposals will be required to maximise the retention of native vegetation and rehabilitate disturbed areas i.e. conserve biodiversity *in-situ* in its natural environment.
2. Remove “future investigation” Area 1 where the area falls within the ANEF 20 contour from the revised Strategy map.
3. Remove Area 2 “future investigation” from the revised Strategy map.
4. Retain “future investigation” Area 3 from the revised Strategy map.
5. Retain “future investigation” Area 4 from the revised Strategy map.
6. Flora and fauna studies to be carried out for “future investigation” areas but only when there is a need to increase the supply of residential or employment land in the future.
7. The following areas are to be considered in a future LEP review:
 - Mirrabee
 - Gale
 - Wickerslack Lane
 - Portion 51
8. Consideration of the NSW Regional Growth Plans/South Eastern Tablelands Regional Strategy

Chapter 5 – Traffic and Infrastructure

5.1. Background – Traffic and Infrastructure

As part of its endorsement of the *Queanbeyan Residential and Economic Strategy 2031* (the Strategy) the Department of Planning's original report in April 2007 and its Addendum of December 2008, made a number of recommendations in regard to Infrastructure and Servicing including transport and traffic matters which in some cases also involved delivery mechanisms. These were intended to provide the necessary infrastructure to support the future growth of the LGA as envisaged by the Strategy.

Since this time Council has taken a number of actions and done considerable work on setting in place the framework for the provision of the necessary supportive infrastructure. In addition important and supportive capital works have been undertaken or are in the process of being undertaken.

5.2. Outcomes from the Community Vision

Strategy 5 of the original *Queanbeyan Tomorrow Community Vision 2006* related to Infrastructure, Access and Transport. In addition the original Vision contained a number of strategies with land use implications and where relevant to traffic and infrastructure matters in Strategy 6 -The Community and Strategy 7 – The Environment.

The original Vision was comprehensively reviewed in 2011. As a result Strategy 5 became Strategy 4.

Strategy 4 continues to contain a number of key directions and underlying strategies which are relevant to Traffic and Infrastructure matters. An example under "Planning for future growth" is:

"Ensure that the Queanbeyan Local Environmental Plan, the Queanbeyan Developer Contributions Plan and Queanbeyan's Development Services Plans reflect the development and planning of new infrastructure services."

Like the original Vision other relevant strategies are also found in other parts of the reviewed Vision such as Strategy 5 – The Community and Strategy 6 – The Environment.

5.3. Key Changes

Since the original Strategy was undertaken Queanbeyan's population has grown from 35,968 to about 40,558 persons. On current estimates this population is expected to grow to 55,800 by 2031 with the release of further land at both Googong and at South Jerrabomberra.

As indicated in Chapter 1 actions taken to facilitate this growth since endorsement of the original Strategy in December 2008, include major rezonings such as *Queanbeyan Local Environmental Plan (Googong) 2009 absorbed into Queanbeyan Local Environmental Plan 2012*, *Queanbeyan Local Environmental Plan (South Tralee) 2012* *Queanbeyan Local Environmental Plan (Poplars) 2013* and the current Planning Proposals for both North Tralee and South Jerrabomberra.

Other actions include investigative work for traffic and other infrastructure as well as the construction of major capital works.

5.3.1 Investigative Work involving Traffic

Also in response to this expected population growth, Council has carried out the *Googong and Tralee Traffic Study 2031* in 2009 to develop a program of works that would minimise the impact of this growth on the road network and support the growth in terms of traffic infrastructure. This was endorsed by Council in August 2009 (Minute No. 274/09) and included a series of new road links and intersection upgrades which were to be implemented at different times in line with development up to 2031.

Dunns Creek Road

The original Strategy shows four schematic arterial road links/entry points servicing South Jerrabomberra. These included the Dunns Creek Road which is referred to in Recommendation 5 of the Department's April 2007 review of the Strategy.

Since endorsement of the Strategy (December 2008) three studies on the alignment of Dunn's Creek Road and associated ecological and heritage investigations (October 2007, January 2009 and July 2009) have been undertaken by GHD on behalf of Council.

In relation to Dunn's Creek Road the *Googong and Tralee Traffic Study 2031* concluded that it was not required within the 25 year time span of the Strategy. Nevertheless the land associated with a portion of it within the developable area of South Tralee is proposed to be reserved as part of future development there.

This is reflected in the approved Concept (Staged) Development Application for South Tralee which allows for two Dunns Creek Road alignments with one not being needed once a final decision on access into the ACT is made. The final route will also require additional land as it is an access route and this will be a consideration of the Local Planning Agreement for South Tralee. Provision for the western part of Dunns Creek Road has also been allowed for by *Queanbeyan Local Environmental Plan (South Tralee) 2012* although the alignment of this requires amendment through a Planning Proposal which Council has resolved to do (Minute No. PDRC 062/14 – October 2014). This is currently underway.

Northern Entry Road

Primary access to South Tralee and other development fronts within South Jerrabomberra will be via the Northern Entry Road (NER).

This is a 3.2 km long road and, as noted above, a Concept (Staged) Development Application for it was approved by Council in October 2014. Currently a development application for a bridge which is part of the road is being assessed. The NER is likely to be a consideration of the Local Planning Agreement for South Tralee.

Ellerton Drive Extension

The Googong and Tralee Traffic Study 2031 also identified the need to construct the Ellerton Drive Extension (EDE). This is to be done in partnership with the Commonwealth and NSW Governments and it is proposed to construct a two lane single carriageway, sealed road as an extension to Ellerton Drive at East Queanbeyan to Old Cooma Road and Edwin Parkway at Karabar. The 4.6 km Ellerton Drive Extension will provide an alternative route around the Central Business District and connects east and west Queanbeyan to the new southern population growth areas.

Between December 2014 and February 2015 as part of the planning and design process, a 60-day community consultation was undertaken which included exhibition of the following:

- Noise Reports;
- Fact Sheets;

- Review of Environmental Factors;
- Species Impact Statement (SIS.);
- Preliminary road designs;
- Heritage report - Aboriginal Cultural Heritage Archaeological Report (ACHAR); and
- Public Forum Questions and Answers.

In addition a Community Forum was held on 28 April 2015.

At the time of writing Council is yet to make a final decision on the approval of the Review of Environmental Factors.

5.3.2 Current Traffic and Investigative Work for other Infrastructure

In 2014, Council updated its earlier Gabites and Porter traffic work and undertook further traffic studies, using the most recent Census data, growth forecasts and infrastructure programs for both Queanbeyan and Canberra. This study is known as the *South Jerrabomberra and Queanbeyan Traffic Analysis 2014* and is provided in different parts below.

Part 1 – South Jerrabomberra Network Transportation Assessment Report - This report documents the analysis of various potential access roads for the proposed South Jerrabomberra developments.

Part 2 – Selected Road Network Improvements Transportation Assessment Report - This analysis involved a limited number of 2031 network improvement scenarios. These scenario analyses have been undertaken to provide a Traffic Economist with modelling data.

Part 3 – Queanbeyan Network Improvement Assessment Report - This report documents the performance of the future Queanbeyan network as the city grows, identifying the improvements necessary to maintain a Level of Service (D) or better throughout the network.

Part 4 – Selected Road Network Improvements Contributions Analysis Report - Part 4 enables Council to determine what percentage of traffic each development contributes to each improvement project. This was carried out by analysing the total traffic flowing through each of the improvement from each part of Queanbeyan and ACT.

Part 4a – Dunns Creek Analysis - Part 4a looks at when Dunns Creek Road is required. Dunns Creek Road would be a new road link between Old Cooma Road and the Monaro Highway. This analysis was achieved by adding households to Googong until the four lane Old Cooma Road between Edwin Land Parkway and Googong Road became too congested.

In addition to the above studies Council has commissioned the draft South Jerrabomberra Development Area Servicing Strategy (draft Servicing Strategy) which outlines a servicing strategy for the whole South Jerrabomberra Development Area and includes Technical Memoranda. This Strategy is still in draft form and covers water, sewerage, stormwater and roads.

5.3.3 Construction of Major Roads

The *Googong and Tralee Traffic Study 2031* identified a number of major links or road works to be carried out. These included:

- Edwin Land Parkway.

The construction of the Edwin Land Parkway between Jerrabomberra and Old Cooma Road was completed in June 2012.

- Reconstruction of part of Old Cooma Road.

The construction of Stage 1 of the Old Cooma Road upgrade was completed in late 2013.

5.3.4 Water

As indicated in Chapter 1 Queanbeyan's Water Supply comes from sources either owned or controlled by the ACT government.

In 2008 the Queanbeyan Water Supply Agreement was signed off. This is a tri-partite agreement between the Australian, NSW and ACT Governments. The agreement is for a term of 150 years unless terminated earlier by agreement and ends if the Googong Dam Lease ends. The agreement provides for the supply of water for the Queanbeyan existing urban area and future approved developments.

In relation to capital works and Googong, a purpose built water and sewerage system is currently being constructed that will deliver recycled water to every home for toilet flushing and garden watering, as well as providing irrigation for parks and open spaces. This is likely to be finished by the end of 2015. The Concept Plan and Stage 1 were originally approved subject to conditions by the Planning Assessment Commission of NSW on 24 November 2011. Since this time three modifications have been lodged in regard to Stage 1.

In relation to South Jerrabomberra the draft Servicing Strategy and its Technical Memorandum for water for South Jerrabomberra indicates that Queanbeyan's water supply is provided by ACTEW Water through two mains and that servicing for the South Jerrabomberra site would utilise these existing supply mains.

In regard to water supply it makes the following recommendations:

1. *The supply to South Tralee to be provided from the 1st Queanbeyan Off take in Edwin Land Parkway.*
2. *The proposed developments of Environa, North Tralee (VBC) and Poplars are to be supplied from the existing Jerrabomberra network. These developments do not require the 4 ML service reservoir, booster pump station and connection from the South Jerrabomberra delivery main. These works were proposed by Brown Consulting and shown on the potable water concept plan (Brown Consulting, Dwg No. C13085-D220AmdtC).*
3. *Two water supply reservoirs are required for South Tralee: High Level and Low Level. The Active Storage capacity required in each reservoir is equivalent to 24 hours peak day demand. The total capacity of the reservoirs should include an additional reserve storage of 1/3 peak day demand.*
4. *The maximum wall height of reservoirs is to be limited to 10 m.*
5. *For reliability of service, the following provisions are require:*
 - i. *Cross connection from the DN450 outlet main from Jerrabomberra Reservoir to the new DN450 South Jerrabomberra Delivery main. The valve on the cross connections would be normally closed.*
 - ii. *Bypasses at both the new Low Zone and High Zone reservoirs so the supply can be maintained when either reservoir is off-line for maintenance.*

In relation to staging, the draft Servicing Strategy also notes that:

“The construction of the two reservoirs could be delayed by supplying the first stage of the South Tralee development directly from the DN450 South Jerrabomberra Delivery main.

The timing of reservoir construction is required to suit the sequencing of the subdivision developments.”

5.3.5 Sewer

A major capital project currently being undertaken is investigating the rebuilding of the Queanbeyan City Sewerage Treatment Plant (Oaks Estate STP) at Oaks Estate ACT. This includes the identification and review of possible options, their implications and how they could be implemented for the provision of sewerage for the City excluding Googong. The project is currently in its planning phases and is estimated to be ready for tender towards the end of 2019 with construction of the sewerage treatment plant being targeted for 2019-21.

In relation to Googong, sewerage will be provided by the purpose built water and sewerage system as outlined above.

In relation to South Jerrabomberra the draft Servicing Strategy and Technical Memorandum for sewer for South Jerrabomberra notes that sewage from Queanbeyan is currently treated at the Queanbeyan Sewage Treatment Plant (STP) at Oaks Estate, ACT. However, this plant is at capacity and a project is underway to replace the STP. It goes on to say that the requirement for section 60 approval from NSW Office of Water (NOW) was also investigated.

In terms of the section 60 approval process and the draft Servicing Strategy for sewer it recommends:

1. *VBC (Village Building Company) is to submit their sewerage catchment basis, sizing, design criteria and concept design for the SPS.*
2. *QCC (Queanbeyan City Council) is to make a submission to NOW with this information for their review / comment as to appropriateness of the SPS infrastructure.*
3. *The PWWF and staging for each development should be determined in conformity with the design criteria for peak wet weather flow (PWWF) as determined by QCC.*
4. *There should be a single sewage pump station to service the whole of the South Jerrabomberra except for Poplars.*
5. *QCC to analyse the impact of the PWWF on the DN600 Jerrabomberra Trunk Main. The analysis should include augmentation options and the timing of the preferred option(s).*

In relation to staging the draft Servicing Strategy notes that the staging of sewerage servicing for the South Jerrabomberra development is to be achieved through the initial installation of a smaller diameter rising main to allow minimum velocity requirements to be met and a larger rising main servicing the ultimate development. To minimise excavation costs the ultimate main should be installed at the same time.

The single sewage pump station for the development south of Jerrabomberra Creek will require changes to pumps and emergency storage to accommodate increases in flow rates as the development proceeds.

5.3.6 Stormwater

For urban release areas stormwater will be generally managed in accordance with Water Sensitive Urban Design (WSUD) principles. These principles are and will be reflected in development control plans to ensure compliance of future subdivisions with these principles.

In relation to South Jerrabomberra, the draft Servicing Strategy for stormwater for South Jerrabomberra recommends:

1. *The stormwater drainage systems for South Tralee development must be designed and constructed to limit the post-development flows from each catchment outlet across the railway to the pre-development flow rates for flows up to a 100 year ARI (Average Recurrence Interval), through appropriate mitigation measures including use of detention basins.*
2. *The stormwater drainage system and detention basins must be established so that flows (including overflows) directed to the drainage system at Raws Crescent do not exceed the capacity of the existing pipe and swale systems.*
3. *The developer of South Tralee must provide for stormwater flows exceeding the 100 year ARI flows by provision of suitable available waterway area under the railway line, discharging to the swale in the unformed part of Sheppard Street.*
4. *The developer undertake an analysis of the stormwater system at Sheppard Street, Hume for the Sheppard's Catchment for rainfall events up to a 100 year ARI, to identify all works necessary to avoid flooding of surrounding properties and to avoid unsafe flow depths and flow velocities in roadways. This analysis must address the intersection of Tralee Street and Sheppard Street and flows across Monaro Highway.*
5. *The stormwater systems within the South Jerrabomberra Development Area should be designed to meet or exceed the water quality objectives for developments within the ACT through use of appropriate Water Sensitive Urban Design measures, such as water quality control ponds and grassed swales.*

In regards to staging it notes:

..... the staging of stormwater works must include works downstream of each stage to limit peak flows discharged and works upstream necessary to control flow from further upslope into the formal drainage system.

Stormwater works for each catchment in the South Jerrabomberra Development Area must be sized to accommodate runoff from each catchment and must not divert excess flows to Raws Crescent.

The works for each stage of the development must include suitable WSUD measures to maintain acceptable quality of stormwater discharges and effective erosion and sediment control measures during the construction phase.

Prior to the design approvals for the initial stages of the South Tralee development, the developer should undertake the investigation and sizing of the drainage works required to discharge flows in excess of the 1 in 100 year ARI flows to the drainage swale in the unformed part of Sheppard Street and all consequential downstream works.

5.3.7 Community and Recreational Infrastructure

A Strategic Social Plan was commissioned by the Canberra Estates Consortium No. 4, the company developing South Tralee and submitted as part of the Concept (Staged) Development Application for South Tralee. The Development Application was approved by the Joint Regional Planning Panel in May 2015.

The Strategic Social Plan was reviewed as part of the assessment process for this Concept Development Application. It is also being currently considered as part of a Local Planning Agreement for South Tralee.

Facilities to be provided under a Local Planning Agreement will include:

- Works and land for 4 local parks and 2 community open space areas;
- Works and land for 1 sports ground and 2 playing fields amounting to 5 ha on the Poplars;
- Works and land for an environmental conservation reserve with an area of 78 ha;
- Works and land for a multipurpose centre of 400 m² on a 2,000 m² site and
- Monetary contributions towards the cost of the Queanbeyan Cultural Facility (The Q).

Negotiations are also in train with the State Government for a school site as part of a State Planning Agreement and will be subject to future consideration. Further facilities will be required to support the future population of the remainder of South Jerrabomberra.

5.4. Key Issues relating to Traffic and other Infrastructure Matters

In regard to traffic matters there are two key issues relevant to this review. These are access into the ACT from development at South Jerrabomberra and the construction of the Ellerton Drive Extension. Associated with the latter is the future of Dunns Creek Road.

Council's policy position is that Sheppard Street is the preferred southern access point into the ACT from the South Jerrabomberra area with this preference being as resolved by Council on 24 September 2014 (Minute No. 267/14).

Discussions are currently underway between the developers of South Tralee, Council and the ACT authorities on this. However the current position as reflected in advice received in September 2014 stands at this point in time with this being that the preference is for access to be at or in the vicinity of Isabella Drive.

It is also likely that the ACT will require any link to be at least partly funded if not fully funded by the developers of South Jerrabomberra. In addition the ACT may require embellishments to Monaro Highway in addition to this. Again this is likely to be a major issue to be resolved through a State Planning Agreement.

In regard to other infrastructure matters the key issues are likely to revolve around the rebuilding of the Oaks Estate STP and in particular the Australian and ACT Governments design discharge and licensing requirements. At this stage these are not known.

Chapter 6 – Future Directions and Recommendations

6.1. Background

The *Queanbeyan Residential and Economic Strategy 2031* (the Strategy) was endorsed in April 2007. The strategy's main aim was to identify sufficient employment and residential land to meet the future demand for the next 25 years while achieving an appropriate balance of conservation, housing and employment development. As outlined in Chapter 1 of this document, the purpose of the original Strategy was to:

- Outline a 25 year residential and economic land use strategy for Queanbeyan;
- Provide a framework for ongoing growth and prosperity of Queanbeyan whilst protecting key environmental attributes;
- Provide input into the then Department of Planning *Draft Sydney-Canberra Corridor Regional Strategy*;
- Provide a basis for future Queanbeyan Strategic Landuse Plan/Local Environmental Study and Local Environmental Plan; and
- Give effect to the relevant key directions and strategies of the *Queanbeyan Tomorrow Community Vision*.

Essentially the purpose of the original Strategy remains, however a review was considered timely and appropriate to re-assess the Strategy taking into account the following:

- Actions Council has taken towards giving effect to the Strategy;
- Updated population projections and household projections;
- Investigations of future areas for potential urban development;
- Review of employment lands supply and demand;
- Provide the basis for the next Local Environmental Plan Review;
- Provide a framework for protecting and enhancing the biodiversity of the area;
- Consider Infrastructure servicing issue of new development areas.

In addition the review takes into account information and studies prepared since the original strategy, such as Council's Biodiversity study. The revised Strategy also gives consideration to a number of other actions such as the Department of Planning and Infrastructure deferring the rezoning of those lands at South Tralee within the ANEF 20 contour for Canberra Airport.

Since the endorsement of the original Strategy major rezonings have occurred at Googong, South Tralee and Poplars. The *Queanbeyan Local Environmental Plan (LEP) (Googong) 2009* was gazetted in October 2009 and facilitates the development in excess of 5,550 dwellings. It should be noted that in 2012 the LEP for Googong was absorbed into the *Queanbeyan Local Environmental Plan 2012*. The *Queanbeyan Local Environmental Plan (South Tralee) 2012* was gazetted in November 2012 and facilitates the development of around 1,220 new dwellings.

The *Queanbeyan Local Environmental Plan (Poplars) 2011* was gazetted in August 2013 and facilitates around 30ha of employment lands.

In addition the *South Jerrabomberra Structure Plan 2013* was endorsed by both Council and Planning and Environment. This Plan was prepared with the input of the NSW Department of Planning and Environment. The purpose of the document was to inform the development of South Jerrabomberra over a 25 year period, specifically in its provision of all types of infrastructure necessary to support a new community.

The plan aimed to set out a framework for the delivery of such infrastructure in a logical and efficient manner. Whilst the document is not a statutory plan, it is intended to inform planning decisions concerning future rezoning within South Jerrabomberra. The South Jerrabomberra Structure Plan was completed in February 2014 and endorsed by NSW Planning and Environment in May 2014.

Since then Council has prepared a Planning Proposal to rezone the balance of the land identified as residential land in the original Strategy and located outside the ANEF 20 to residential and other appropriate zones.

6.2. Residential Areas

The housing capacity target set by the original Strategy was for 10,000 dwellings within a 25 year time frame. The new urban release area of Googong was identified as providing 5,550 dwellings, and this greenfield area is now being developed. In addition, it is estimated that a further 640 dwellings will be provided on land at Googong that is not under the control of Googong Township Propriety Limited (GTPL). South Tralee was to provide for the remaining 4,600 dwellings. However due to the Canberra Airport Practical Ultimate Capacity ANEF and other site constraints this target will now not be achieved. South Tralee will now provide for about 1,220 new dwellings. The area south of South Tralee is currently subject to a Planning Proposal and if approved could accommodate a further 700-1,000 dwellings. It is intended that the *Local Environmental Plan (South Tralee) 2012* be amended to incorporate this land.

One of the main purposes of the current review is to consider recent population estimates, based on the 2011 census and the forecasted the demand and supply for housing in Queanbeyan for the next 25 years. Queanbeyan's growth rate in the early 1980s and late 1990s was quite high and had rarely fallen under 2%. Between 2005 and 2010 Queanbeyan showed fast growth rates and lower growth rates between 2011 and 2014. This may have been due to the fact that Queanbeyan had run out of supply of new urban residential area by this time. It is expected that with new urban areas of Googong (and in future South Jerrabomberra) providing new supplies growth rates will stabilize. It is anticipated that the 10,000 dwellings identified in the Strategy that was endorsed in 2008 is still on target in 2015.

A number of sites were identified in the original Strategy as potential future investigation areas. These potential future investigation areas are not required during the period of this Strategy. These future investigation areas will require detailed further investigation. A number of areas which were identified in the previous strategy map for future investigation have been deleted from the original Strategy map due to the fact that they are unsuitable for development as the sites are constrained.

6.3. Employment Areas

The original Strategy identified 136 ha of employment lands to cater for the demand for the future. The original Strategy was based on a take up rate of 5ha per annum. Much of the land identified for employment uses in the Strategy is located within the ANEF 20 contour and is not suitable for residential development. Council's demand and supply investigation undertaken by SGS Economics and Planning estimated that the take up rate for employment lands in Queanbeyan is 3-4ha per annum, with a similar rate for the ACT. In addition to the findings of the SGS report Council in this Strategy also considered other reports like the CBRE report on take up rates of employment lands in South Jerrabomberra which provides a more conservative take up estimate. Based on these reports a take up rate of 1.5 – 3.5ha per annum is considered an appropriate take up rate in Queanbeyan.

The analysis by SGS Economics also found that the land set aside for employment lands in the original Strategy is adequate to meet the future demand for industrial lands to the year 2031 and beyond. As a consequence this Strategy review does not identify any additional areas for employment lands.

The report by SGS Economics states that the location of employment lands at South Jerrabomberra has the potential to benefit from synergies across the border with Hume. The report also notes the interdependency of employment lands in Queanbeyan and the ACT stating that a shortage of industrial land in Queanbeyan will be taken up by ready supply in the ACT. It is therefore important for the continued economic growth of Queanbeyan that there is a supply of employment lands to meet the future needs. Additional employment lands will ensure that Queanbeyan provides for a vibrant economic environment which supports investment and creates local employment opportunities.

6.4. Transport and Infrastructure

As stated the South Jerrabomberra Structure Plan was prepared to provide a framework for the provision of infrastructure in South Jerrabomberra. Development of new urban areas depends on the capacity to provide infrastructure for services as well as for the community, such as open space, library services and community centres.

A number of traffic studies have been carried out which are detailed in the relevant chapter of this review. The studies consider relevant options for servicing of the existing and new urban areas and how new transport connections link into the existing network of roads.

Approval has been granted for the Concept (Staged) Development Application for the Northern Entry Road (NER) which will link Tomsitt Drive to Territory Parade near the urban release area of South Tralee. There are three stages to the development:

- Stage 1 – Construction from 40m either side of the Jerrabomberra Creek and the bridge and temporary access track;
- Stage 2 – Construction of the road from the southern side of the bridge to the southern point which intersects with Territory Parade; and
- Stage 3 – Construction of the road from the northern side of the bridge to the intersection with Tomsitt Drive.

The *Googong and Tralee Traffic Study 2031* endorsed by Council in August 2009 (Minute No. 274/09) identified a number of major road links or road works to be carried out, which include:

- Construction of Edwin Land Parkway between Jerrabomberra Road and Old Cooma Road (completed in June 2012); and
- Reconstruction of Old Cooma Road – Stage 1 was completed at the end of 2013.

This investigative work also considered Dunns Creek Road and as a result the study concluded that this road will not be required within a 25 year time frame.

Similarly it also investigated the Ellerton Drive Extension which is currently in the planning and design stage of the development although a final decision to proceed is yet to be made by Council.

Other modes of transport are encouraged throughout Queanbeyan and Council has adopted a Pedestrian Access Mobility Plan (PAMPS) and a Bicycle Plan. Public transport is available in Queanbeyan and streets in new urban areas are designed to allow for buses on the main roads to extend the services.

6.5. Upgrade of Oaks Estate STP

A major project currently underway is the investigation of the rebuilding of the Queanbeyan City Sewage Treatment Plant (Oaks Estate STP) at Oaks Estate in the ACT. The existing

Queanbeyan Sewage Treatment Plant is a vital piece of infrastructure which was constructed in the mid-thirties and treats Queanbeyan's effluent prior to discharge into the Molonglo River. A new facility is required to replace the ageing infrastructure and to meet the needs of the growing population and tighter standards for effluent treatment. The project is currently in the planning phases, is targeted for completion in 2021-22 and will service Queanbeyan City, excluding Googong which will have its own purpose built facility.

The overall goal of the Sewage Treatment Plant project is to provide a level of service that conforms to industry best practice for the protection of public health and the environment and to properly address the concern and issues of regulatory bodies. Water quality from the plant affects not only the Molonglo River but also Lake Burley Griffin in the ACT, which the Molonglo River flows into. The project is one of the largest in Queanbeyan's history and extensive consultation with all stakeholders is being undertaken during the design process currently under way.

A pump station and the necessary infrastructure will be required to feed into the new facility from South Jerrabomberra to Oaks Estate.

6.6. Environmental Considerations

As stated in the original *Residential and Economic Strategy 2031*, Queanbeyan's Local Government Area comprises significant natural assets that are subject to a range of development pressures. The growth of Queanbeyan will continue to place pressure on the biodiversity of the city, however strategic planning for the city can provide a framework to ensure development is sustainable. The *Queanbeyan Tomorrow Community Vision* sets out a number of key directions which identify that the community values the natural environment and seeks to ensure that policies are implemented to minimise the impact of urban development on natural areas. Council in 2008 adopted the *Queanbeyan Biodiversity Study* which informs investigations carried out by Council into rezoning of land with the aim of balancing the need to accommodate future growth with the need to protect the important biodiversity values of the city.

The *Queanbeyan Biodiversity Study* also identified local and regional Biolinks to protect corridors between larger and important areas of habitat. These corridors should be protected from development which will impact on these corridors.

In addition to Biodiversity constraints a number of other constraints will impede development, these include:

- Slope of land
- Potential Aboriginal Archaeological Deposits
- Bushfire Prone Land
- Scenic Protection
- Quarry buffer

Since the original strategy a number of rezonings have occurred at Googong, Poplars and South Tralee. As part of the rezoning process site specific investigations have identified areas of environmental concern and as a result such areas have been zoned E2 Environmental Conservation. Council's Comprehensive Local Environmental Plan (LEP) was gazetted in 2012 and whilst one consideration in the adopted approach of replacing the existing zones LEP with the prescribed standard LEP template zones was to select zones which were the most appropriate. Other relevant matters like the findings of the Biodiversity study also informed the *Queanbeyan Local Environmental Plan 2012*.

6.7. Constraints in Future Investigation Areas

A number of areas of further investigation were identified in the original strategy. Since the original strategy new information like, the Biodiversity study have made it clear that due to site constraints, certain lands are not appropriate for development. The current strategy identifies these constraints where possible and makes recommendations with regard to these lands. It should be noted that all the sites which remain identified as future investigation will still require further detailed site specific investigations to determine the suitability of the site for development.

Sites that were identified for further investigation in the original strategy and have not been included in the current strategy are sites that are unlikely to be suitable for future residential development due to their constraints. They include the following sites:

Future Investigation Area 1 – part Tralee Station

It is likely that this land has high conservation values although this requires validation through detailed investigation. The land comprises vegetation which is likely to provide threatened fauna and flora, however no formal survey have been carried out at this stage. Regional Biolinks surround the area and there may be the potential to extend these. Other constraints include the fact that more than half of the area is within the ANEF 20 contour. However Council has resolved that in the event the current ANEF contours for Canberra Airport are amended or there is a change in the expressed policy position of the NSW Government that it will consider the potential for development in these areas in the future. A small part of the area identified as “future investigation” is outside the ANEF 20 contour and it is recommended that this be retained on the Queanbeyan Residential and Economic Strategy Map as “future investigation”. It should be noted that no studies have been carried out for this site to assess biodiversity and other constraints nor have any feasibility studies been undertaken. However Council has resolved that in the event the current ANEF contours for Canberra Airport are amended or there is a change in the expressed policy position of the NSW Government that it will consider the potential for development in these areas in the future.

Future Investigation Area 2 – Googong land west of Old Cooma Road

This area is located south of the quarry and was identified as future investigation on the original strategy map. Although this land was not included in the Biodiversity the consultants noted that part of the vegetation in this location contributes to a substantial east west local biolink. Investigations into Dunn’s Creek Road by GHD found that this area contained quality habitat for a number of threatened species and ecological communities. A significant portion of the site is affected by the quarry buffer requirement and therefore not suitable for development. It is recommended that this area be removed from the Queanbeyan Residential and Economic Strategy map.

6.8. Conclusions / Recommendations

The investigations of the background report have identified that no major changes are required as a result of reviewing the original *Queanbeyan Residential and Economic Strategy 2031*. An updated map reflecting the strategic outcomes of the review is shown at Map Fifteen.

Population Growth and Demand for Housing

1. Council will move towards achieving its vision as contained in the *Queanbeyan Community Vision 2021* by ensuring the growth of the city is not at the expense of the environment whilst providing quality residential accommodation.

2. Additional land has been identified in the South Jerrabomberra area avoiding areas of high conservation value with listed flora and fauna, and sited outside of the ANEF 20 contour. Potential land use conflict has been addressed by ensuring that a buffer is currently in place dividing any residential area from Hume and/or any future industrial area.
3. It is also recommended that:
 - The current zoned area of Googong be developed to accommodate up to 6,190 dwellings into the future.
 - The development of smaller lots and intensification of dwellings in certain areas of Googong and South Jerrabomberra be supported to provide for a variety of housing types and smaller household sizes.
 - That Council also advise the Secretary of the NSW Department of Planning and Environment that it intends to retain the flexibility to prepare a future Planning Proposal for areas currently located within the Australian Noise Exposure Forecast (ANEF) 20 contour for Canberra Airport for uses including residential development in the event either:
 - a new ANEF for Canberra Airport is technically endorsed by the Commonwealth Government that amends the current location of the ANEF 20 contour, or
 - the NSW Government confirms its previously stated policy position of no residential development within the ANEF 20 contour at South Jerrabomberra is no longer applicable.
 - New housing be buffered from incompatible land uses and adverse impacts of nearby land uses.
 - Areas worthy of further investigation continue to be identified at this stage to the south of Googong, north of Googong Road and a small part of Tralee Station.
 - The potential to investigate and identify opportunities for small-scale infill housing in the established older suburbs of Queanbeyan be pursued.
 - The ongoing establishment and protection of green corridors between development areas be encouraged and retained.
 - Planning Agreements that incorporate suitable staging plans that deliver infrastructure to meet the needs of current and future populations at agreed thresholds, be encouraged.

Employment Growth

1. The endorsed Strategy provided for the creation of 130ha of additional employment lands. Given the estimated take-up rate for Queanbeyan is in the order of 1.5 – 3.5ha per annum no policy change is necessary and no additional land will need to be identified for employment land uses as a result of the Strategy review.
2. The report by SGS suggests that South Jerrabomberra has the potential to benefit from synergies across the border with Hume creating the largest industrial area in the region. When the land is released, it is important that efficient cross border transport linkages exist to ensure the benefits of the areas being if practicable, located so close to each other are maximised.
3. Maintaining the hierarchy of centres has been identified in Council's Strategic Land Use Plans as one objective to ensure the economic viability of the CBD. The document also recommends maximising employment opportunities within the existing CBD as well as within other existing and proposed centres.

Constraints in Future Investigation Areas

1. Retain the recommendations from the Original Strategy:
 - Maintain and enhance the local biodiversity and local wildlife corridors.

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- Restrict possible development in areas listed as endangered ecological communities or areas of significance.
 - Regional and local significant corridors shall be protected from development.
 - Where development does occur in natural areas proposals will be required to maximise the retention of native vegetation and rehabilitate disturbed areas ie, conserve biodiversity *in-situ* in its natural environment.
2. Remove “future investigation” Area 1 where the area falls within the ANEF 20 contour from the revised Strategy map.
 3. Remove Area 2 “future investigation” from the revised Strategy map.
 4. Retain “future investigation” Area 3 from the revised Strategy map.
 5. Retain “future investigation” Area 4 from the revised Strategy map.
 6. Flora and fauna studies to be carried out for “future investigation” areas but only when there is a need to increase the supply of residential or employment land in the future.
 7. The following areas are to be considered in a future review:
 - Mirrabee
 - Gale
 - Wickerslack Lane
 - Portion 51
 8. Consideration of the NSW Regional Growth Plans/South Eastern Tablelands Regional Strategy

Transport and Infrastructure

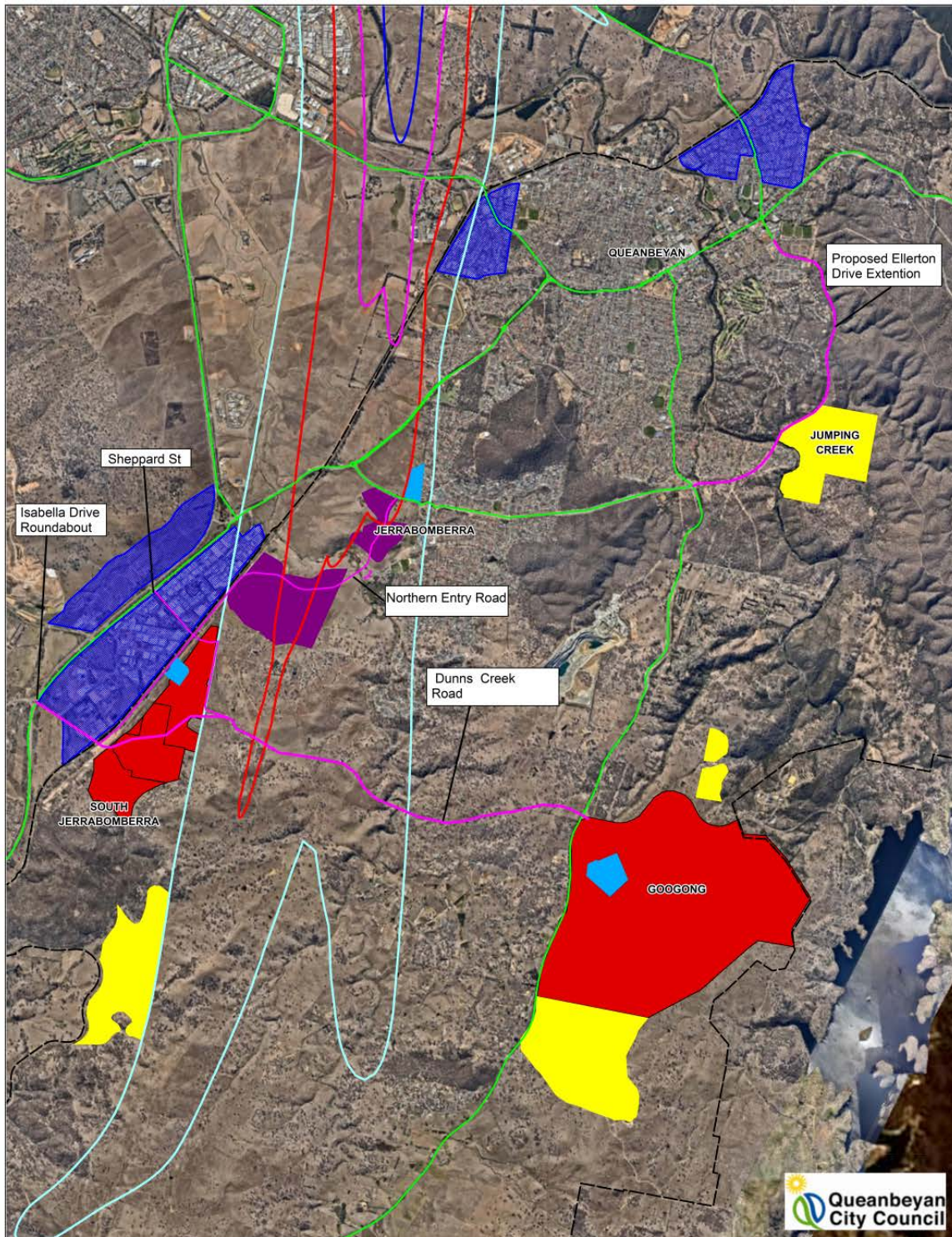
1. That Council’s transportation studies continue to be implemented to ensure connectivity to new urban areas.
2. That the provision of service infrastructure for a growing population continue to be secured by upgrading the Oaks Estate Sewage Treatment Plant.
3. That the provision of community and service infrastructure to new urban areas continue to be secured through appropriate contribution mechanisms.

NSW Fit for the Future

1. A future review of the *Queanbeyan Residential and Economic Strategy 2031* may be required following the outcome of the NSW Government “Fit for the Future”.

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Map 15: Revised Residential and Economic Strategy 2031



Urban Release		ANEF Contour
Future Investigation	LGA	20
Residential	Employment	25
Commercial	Industrial	30
Existing Roads	Proposed Roads	35

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Disclaimer: This map has been produced to assist individuals in determining land details within the city of Queanbeyan and the information contained in the map is made in good faith but on the basis that council or its staff are not liable (whether by reason of negligence, lack of care or otherwise) to any person for any damage or loss whatsoever which has occurred or may occur in relation to that person taking or not taking the case may be) action in respect of any representation, statement or advice referred to above. This composite map should not be used for making decisions regarding land use. The official zoning maps should be viewed at the counter of the Better Living and Sustainability Department or alternatively by applying for a section 148 Planning Certificate.

Appendix 1 – Bibliography

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