

QUEANBEYAN CBD MASTER PLAN



Final Report

October 2009



Prepared for Queanbeyan City Council by

PLACE Design Group

with

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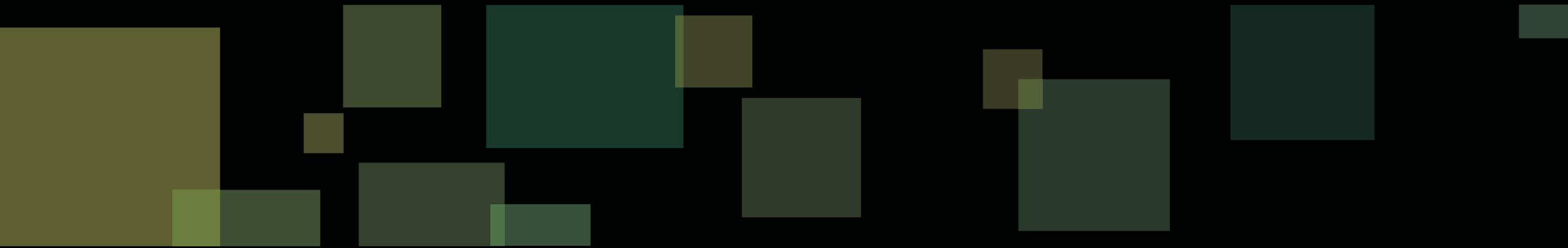
Elton Consulting.



VOLUME 1 BACKGROUND REPORT

1.0 Introduction	4	5.0 Site Analysis.....	52
1.1 Project Definition	5	5.1 Local Context	53
1.2 The Challenges (constraints).....	6	5.2 Zoning	54
1.3 Objectives for the cbd (opportunities)	7	5.3 existing Land Use structure	55
1.4 Queanbeyan & the CBD	8	5.4 Heritage / Character Buildings.....	56
1.5 The Study Area & Surrounds	11	5.5 Land Tenure (Council Owned Land).....	57
1.6 Structure of Master Plan Report.....	12	5.6 Building Heights	58
1.7 Purpose of the Master Plan	12	5.7 Activity Nodes & Active Street Fronts	59
2.0 Background & Future Directions.....	13	5.8 Transport	60
2.1 Historical Background	14	5.9 Traffic Volumes.....	61
2.2 Previous CBD Investigations.....	15	5.10 Movement Network	62
2.3 Planning Context (State & Local)	20	5.11 Carpark Network	63
2.4 Population Growth	25	5.12 Topography	64
2.5 Economic Analysis & CBD Growth Potential	25	5.13 Softscape	65
2.6 Proximity to the ACT.....	25	5.14 Positive Streetscape / Landscape Character	66
2.7 Development Trends	25	5.15 Negative Streetscape / Landscape Character	67
2.8 Transport & Traffic.....	26	5.16 Constraints.....	68
2.9 Other influences on the CBD	27		
2.10 Current Council Initiatives	27		
3.0 Learning From Other Cities.....	28		
3.1 Comparative City Block Study.....	29		
3.2 International Examples	30		
3.3 Australian Examples	32		
3.4 Macro City Grids.....	35		
3.5 Micro City Grids.....	36		
3.6 Clockray Analysis.....	37		
3.7 Analysis Summary	38		
4.0 Site Appreciation (Photographic Analysis).....	39		
4.1 Urban Form	40		
4.2 Planning & Land Use	43		
4.3 Access (Traffic & Parking)	45		
4.4 Streetscape & Landscape.....	46		

1.0 INTRODUCTION



Q u e a n b e y a n C B D M a s t e r P l a n

F i n a l R e p o r t • O c t o b e r 2 0 0 9

1.1 PROJECT DEFINITION

Queanbeyan City Council is committed to the enhancement of the Central Business District (CBD) from an economic, environmental and social perspective and has identified the need to provide a 'vision' to guide all future development particularly civic improvements within the CBD. Accordingly, PLACE Design Group and its sub-consultant team have been commissioned by Council to prepare a master plan for the CBD. In short, the plan intends to provide:

- › a strategic framework within which future land use decisions can be made;
- › design guidance for any future CBD re-development; and
- › a staged plan for public domain improvements.

Council's desired outcomes for the master plan are as follows;

- › *to become a foundation for the development and promotion of the CBD over a twenty year time frame by identifying a staged development design for five years (short term); 10-15 years (medium term); and 20 years (long term);*
- › *contain recommendations of economic strategies to capitalise on opportunities and withstand challenges;*
- › *provide a streetscape strategy that enhances the basic fabric of the existing and desired future urban environment within the CBD;*
- › *ensure protection of Queanbeyan community values and local environment including heritage, aesthetics and lifestyle;*
- › *provide an emphasis on personal security with quality environmental design; and*
- › *provide a platform for future ongoing enhancements to the CBD extending to the periphery of the business district.*

Like many other regional centres within the State, the CBD has historically suffered from inconsistent land use decisions, uncoordinated development and a lack of investment both private and public.

It is noted that significant public re-investment has occurred more recently via the construction of the Queanbeyan Performing Arts Centre, the State office building, as well as streetscape and paving improvements particularly along Monaro Street.

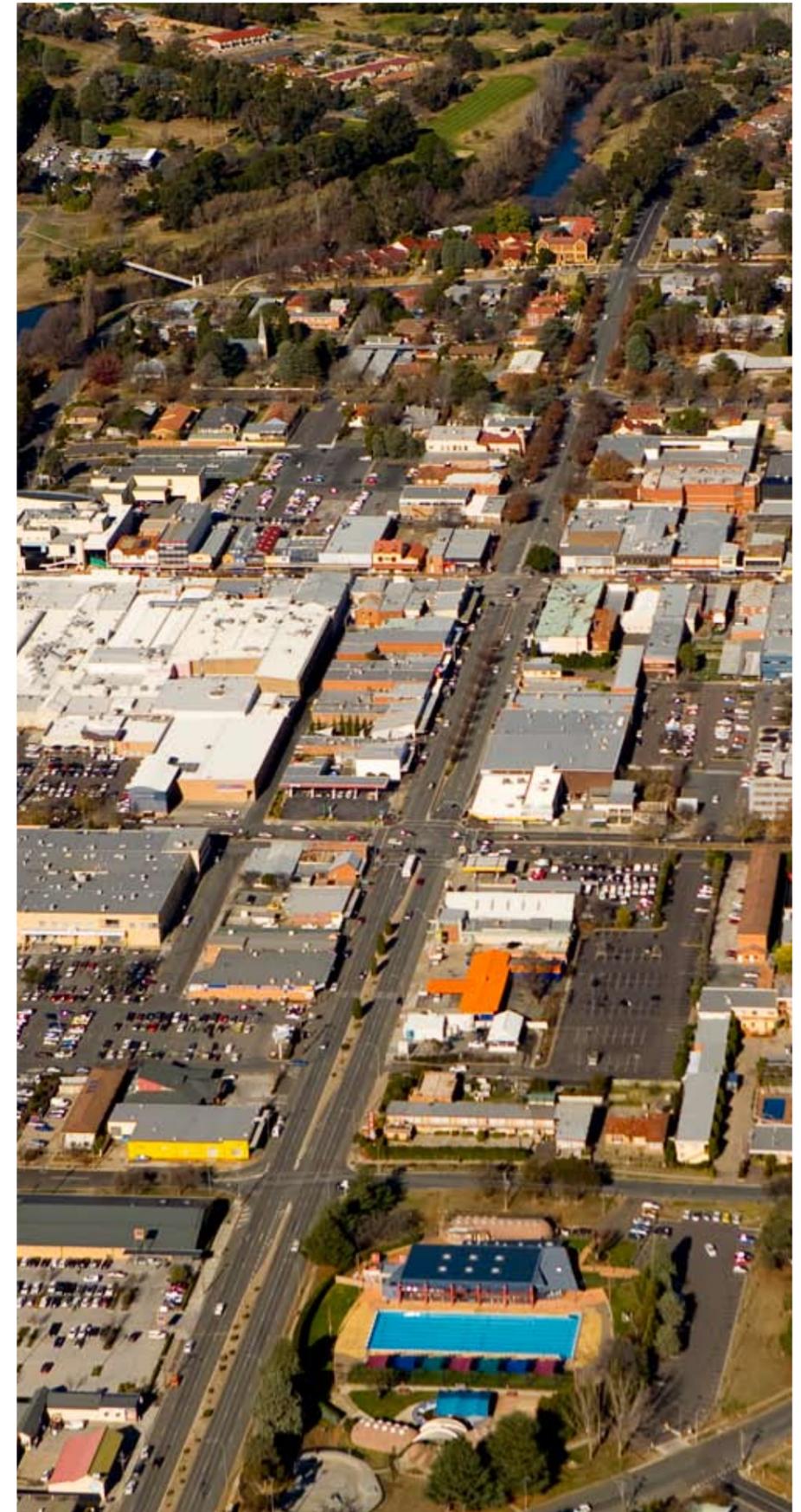
Queanbeyan is experiencing significant residential growth and is now the fastest growing inland city within NSW. This will only increase the importance of the CBD and the need to consolidate its role as the primary focus for shopping, business as well as recreation and culture within the region.

The CBD therefore needs a long term vision articulated through the master plan. The plan must provide a clear direction for sustained growth that builds upon the many strengths of the existing centre, be sufficiently comprehensive to inform the statutory planning process, identify private investment and development opportunities, specify a prioritised program for civic improvements, and significantly improve the overall appearance, image and marketing potential of the CBD.

Community inspired outcomes for the overall city and the CBD have already been developed through an extensive consultation process undertaken as part of the 'Queanbeyan Tomorrow – Community Vision' document.

This document identifies a clear set of directions, strategies and goals for the CBD which can be summarised as:

- › Queanbeyan's commercial and retail centres will be focal points within the region providing a variety of goods and services that attract consumers and visitors from across the region and beyond;
- › The CBD is to be easily accessed from the surrounding residential areas and is to be pedestrian friendly with less heavy vehicle traffic and less conflict between vehicles and pedestrians;
- › Develop a distinctive image for Queanbeyan and the CBD that promotes 'country living – city benefits' to the community and wider region;
- › Promote and support high quality urban design within the built environment; and
- › The CBD is the 'heart' of the community bustling with pedestrian activity, restaurants, cafes, places for people to enjoy and meet and retail services all taking advantage of its beautiful natural setting on the river.



1.2 THE CHALLENGES (CONSTRAINTS)

There are a number of significant internal and external challenges facing the CBD that have been examined and considered in preparing the master plan.

- › The attraction provided by other commercial centres within both the ACT and NSW including Canberra City, Tuggeranong, Woden, and the proposed centre at Googong.
- › The influence of other nearby non-traditional centres including Fyshwick and recent retail and office developments adjacent to Canberra Airport.
- › Loss of trade and expenditure to ACT and quantifying the actual trading catchment and future growth potential of the CBD.
- › The CBD is characterised by fragmented land ownership patterns, with many narrow allotments extending from a main street.
- › Poor sense of arrival and lack of gateway treatments to the CBD.
- › The CBD appears to suffer from a lack of a civic pride and overall identity – no 'genis loci'.
- › Lack of any centrally located civic space, or public art throughout the CBD.

- › There exist a significant number of buildings of historic or aesthetic value within the CBD, particularly along Monaro and Crawford Streets which are poorly promoted and are 'lost' within the commercial precinct.
- › The poor setting to the above mentioned buildings and lack of interpretation throughout the centre contribute to a lack of cultural identity.
- › Lack of any consistency in urban landscape details such as paving and signage. Overall the public domain character, finishes and landscaping are dated.
- › Land use decisions within the CBD have historically been made in the absence of any robust strategic and/or structure plan.
- › The centre is dominated by traffic with a major arterial road through the centre of the CBD (Monaro Street), which carries significant volumes of through and heavy vehicular traffic in addition to centre generated traffic movements.
- › A regional bus interchange located at the western edge of the CBD with a lack of any street activity and poor levels of surveillance.
- › Flooding constraints given its close proximity to the Queanbeyan River.

- › As with many central business districts, the urban form is varied and inconsistent having developed over many years often in an ad-hoc manner with inconsistent heights, setbacks and streetscape outcomes
- › Poor levels of pedestrian accessibility where many connections are not clearly defined or safe.
- › Poor level of connectivity between the CBD and surrounding activities and facilities including the riverside parklands, Queanbeyan Park, and the Showground.
- › Numerous car parks and access ways which experience pedestrian-vehicular conflicts.
- › Street activity such as alfresco dining opportunities are limited particularly at night.
- › Development fails to take advantage of the river setting, with poor levels of connectivity between the commercial precincts and the river parklands.
- › Secondary retail edges exist within the internalised car parking areas and tend to compete with the 'main street' frontages.



1.3 OBJECTIVES FOR THE CBD (OPPORTUNITIES)

In regard to Council's requirements and desired outcomes for the Master Plan, in addition to the community's 'vision' as expressed in the 'Queanbeyan Tomorrow – Community Vision' document, the following objectives outline our 'Critical Success Factors' for the Queanbeyan CBD Master Plan Project:

Ensure the master plan initiatives achieve the community vision for the CBD

The CBD retains its prominence as the focal point for the region

A high level of activity within the town is facilitated

A distinctive image promoting 'Country life, city benefits'

Development of a river focus

High quality urban design outcomes



1.4 QUEANBEYAN & THE CBD

Key Facts

- › Queanbeyan is the largest city in south eastern NSW. It covers an area of 172 square kilometers and has a population of approximately 37,000 persons.
- › With a current population growth rate of 3% per annum, Queanbeyan is the fastest growing inland city in New South Wales.
- › Queanbeyan experiences a relatively dry continental climate with four distinct seasons.
- › The ACT employs some 60% of Queanbeyan's working population in its public and private sectors. At the same time, the ACT provides 40% of Queanbeyan's work force.
- › Queanbeyan's main industries include construction, high technology, manufacturing, service, retail, recreation and tourism sectors, as well as viable agricultural and pastoral activities in the wider region.
- › According to a 2002 Council survey of commercial and retail floor space in the CBD there was approximately 154,000 m² of gross floor area. In the period 1991- 2001, an additional 6,678 m² of floor space was added to the centre at an estimated value of \$11 million.



Regional Context

The City of Queanbeyan is located immediately adjacent to the Australian Capital Territory (ACT), approximately 300km south-west of Sydney and 250km south-west of Wollongong.

Located on a major arterial road (Route 52), the CBD has excellent road connections to Canberra, Melbourne, and Sydney, as well as the eastern coastline.

Its proximity to the ACT has resulted in a perception of Queanbeyan as a de-facto suburb and district centre of the Territory.

Monaro Street forms part of Route 52, a major road connecting the ACT with Batemans Bay and commonly referred to as the Kings Highway.

There are a number of major centres in the region, both existing and proposed which compete with and also have an indirect impact upon the attractiveness of the CBD. They include Canberra City, Woden, Tuggeranong, and the proposed centre at Googong.

Other non-traditional commercial uses within Fyshwick and Canberra Airport, are located in close proximity to Queanbeyan and compete directly with the CBD.

Two main industrial areas exist within Queanbeyan City. One is located to the east of the CBD along Yass Road, whilst the other is on the City's western edge near Fyshwick.

The CBD is known to service not only the urban population of Queanbeyan and the eastern parts of the ACT, but also a large rural catchment.



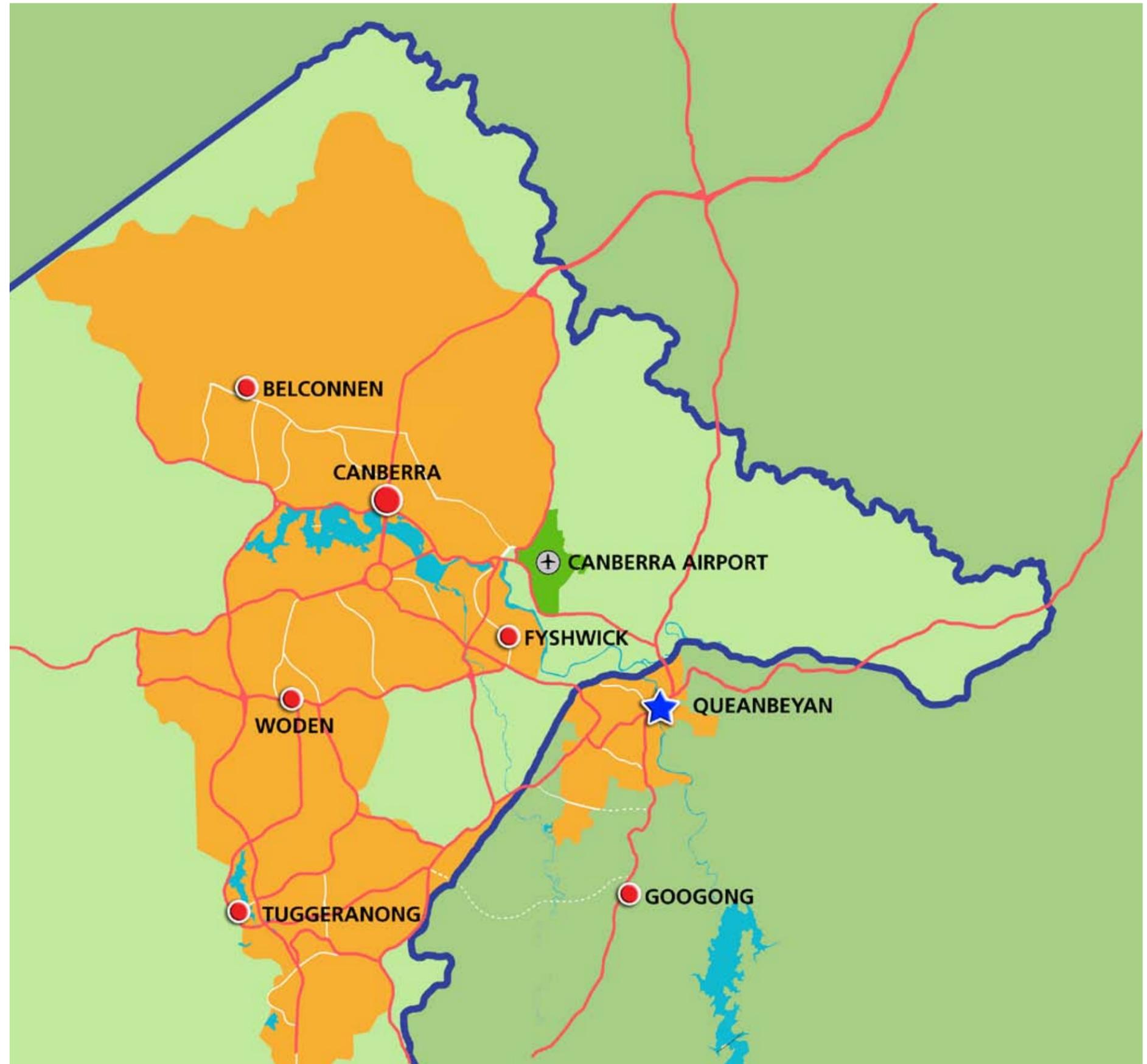
Local Context

The Central Business District (CBD) of Queanbeyan City is centred around the intersection of Monaro and Crawford Streets. The CBD is located within 15 minutes drive from Parliament House and 10 minutes from Canberra International Airport. The CBD is accessed via Bungendore Road from the east, Farrer Place from the West, Cooma Street in the South, and Crawford Street in the north.

Queanbeyan Park, the Showground and Catholic School form the western edge to the CBD, beyond which is largely low density residential areas. Located further to the west is the recently constructed State Office block along Farrer Place.

To the north-west is located Moore park, which incorporates an Aquatic Centre. Further to the north along Crawford Street are located business and industrial type activities with residential uses behind. The Queanbeyan District Hospital is located to the north-east of the CBD having frontage to Erin and Collett Street, whilst further to the east of are located public open space lands forming an edge to the river. It is noted that a 2 storey commercial building containing medical and other related services is situated just outside the study area on the corner of Carinya and Morisset Streets.

Across the river development includes commercial uses to the north of Bungendore Road, whilst to the south of this road there exist mostly residential areas of varying densities. To the south, the CBD is bounded by a mixture of residential, commercial, and civic uses.



1.5 THE STUDY AREA & SURROUNDS

The study area basically comprises the commercial centre of Queanbeyan bounded by Erin and Anthill Streets in the north, Carinya and Collett Streets to the east, Rutledge Street in the south and Lowe Street to the west. The area is shown outlined on the map (right).

The study area contains a diverse range of traditional retail services, businesses, commercial offices, medium to high density residential development, as well as a wide range of civic functions including local government, State Government services, and regional offices.

Most of the traditional retailing activities are confined to Monaro and Crawford Streets, although the attraction of other internalised centres such as Riverside Plaza, City Link Plaza, and other supermarkets (including Woolworths and Aldi), has extended retail development away from these main street locations.

Commercial office space is spread throughout the CBD, whilst most civic functions and cultural facilities (such as the Queanbeyan Leagues Club) are confined to the blocks south of Monaro Street.

Public (at grade) car parking within the CBD is extensive and commonly occurs within the centre of each CBD block, accessed via a number of entries from surrounding roads.

Whilst the study area largely encompasses the commercial core of the centre, there are a number of important activities and facilities that surround the study area and will need to be considered as part of the Master Plan process. They are identified on the study area map.

These include:

- › Queanbeyan Showground
- › Queanbeyan Park
- › Queanbeyan River and associated parklands (Queen Elizabeth Park)
- › Moore Park (Queanbeyan Aquatic Centre)
- › Queanbeyan District Hospital and Health Services

A more detailed analysis of the study area is contained in Section 5.0 of the master plan.



1.6 STRUCTURE OF MASTER PLAN REPORT

The Master Plan is structured as follows:

Volume 1.0 - Background Report

This volume contains Sections 1.0 to 5.0 and provides the background issues to the CBD including a detailed description of the study area and surrounds, external influences, brief comparisons with other CBD locations and detailed site analysis.

Volume 2.0 Key Planning and Urban Design Directions

This volume contains Sections 6.0 to 13.0 and firstly summarises the findings of the economic analysis including future growth potential for the CBD. It then establishes an overall vision for the centre, followed by suggested strategies and actions to achieve the desired outcomes for the CBD. It also includes urban design principles and additional guidelines to supplement Council's existing Development Control Plan.

Volume 3.0 Landscape Master Plan

This volume (Sections 14.0 to 18.0) includes the overall Master Plan for the CBD and detailed improvement plans for key areas within the centre including Crawford Street, Monaro Street, and Collett Street. This is followed by suggestions on how these important streets and other areas within the CBD can be activated and utilised to their full potential in the future.

Volume 4.0 Appendices

This volume contains all the appendices to the Master Plan report.

1.7 PURPOSE OF THE MASTER PLAN

The master plan is not a statutory document, rather a descriptive and illustrative 'vision' for the Queanbeyan CBD.

Where necessary the plan will inform the statutory planning process including Council's Local Environmental Plan, Development Control Plans and also other non-statutory documents such as Council management plans, policies and work programmes.

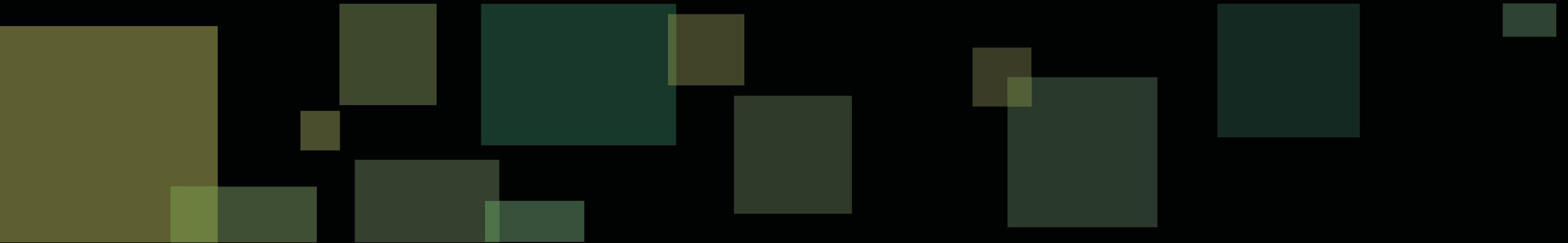
The plan (and any subsequent related decisions of Council) should be referenced when making important investment decisions within and immediately surrounding the CBD.

It will provide guidance for both the public and private sector as follows:

- › Private sector, when considering locating or developing within the CBD
- › Public authorities, when developing strategies that impact on the CBD and in proposing or undertaking works within the CBD
- › Council and its staff, in preparing statutory or non-statutory planning policy, in considering development and rezoning proposals, and in designing and implementing civic domain enhancements



2.0 BACKGROUND & FUTURE DIRECTIONS



Q u e a n b e y a n C B D M a s t e r P l a n

F i n a l R e p o r t • O c t o b e r 2 0 0 9

2.1 HISTORICAL BACKGROUND

The township of Queanbeyan evolved in the late 1830's when a survey was prepared to provide a basic structure for its future growth and settlement. The survey established a grid pattern and street network that still exists today.

Development of the township over the next two decades centred along Monaro Street and by 1860 the street was fully developed on the southern side between the river and Crawford Street.

Many buildings from this era and the late 1800's have survived and currently make an important contribution to the traditional 'Main street' character of Monaro Street and to the cultural identity of the area.

The Queanbeyan township grew steadily until 1953 with a population of 7360, and then increased to 16,088 by 1971. The township has since grown rapidly concurrent with the expansion of Canberra and the ACT. Whilst both cities are interdependent, Queanbeyan has succeeded in retaining its own identity and character.

The township has evolved into, and continues to develop as a district commercial centre rather than a dormitory centre for the ACT. It currently services a large urban and regional catchment and is worthy of its Central Business District designation.



2.2 PREVIOUS CBD INVESTIGATIONS

Numerous studies and strategies have previously been undertaken by, or on behalf of Council for the CBD. A number of these documents have particular relevance to the master plan and are summarised below.

Queanbeyan Residential and Economic Strategy 2031

Author

Queanbeyan City Council (2006)

Summary

Following an inquiry into the future growth of the City of Queanbeyan, Council prepared a residential and employment lands strategy accounting for 25 years of residential and employment growth.

Council completed this strategy in November 2006 and following review by the Department of Planning, the NSW Government conditionally endorsed the 25-year strategy.

In short, the endorsed strategy identifies the need to create an additional 10,000 dwellings, 130 hectares of employment lands and the provision of appropriate supporting infrastructure such as roads, community facilities and water supply, as well as the continued operation of Canberra Airport.

More specifically the key outcomes of the strategy are:

Biodiversity -

- › Urban development is directed away from the areas known to be or likely to be important for conservation.
- › Local wildlife corridors are as far as possible retained.
- › Areas that form part of endangered ecological communities remain as green corridors.

Housing -

- › Land is identified for 10,000 dwellings to support growth in the Queanbeyan Local Government area for the next 25 years.
- › New housing development will be progressed simultaneously on more than the one development front by more than one developer to create a competitive housing market.
- › The strategy acknowledges the need to provide schools, recreation areas, community facilities and civic uses, such as fire stations within close proximity to Jerrabomberra and the areas nominated for residential development.
- › Buffer zones – green corridors of at least 100 metres separate existing/

potential employment areas and residential areas to ensure adjoining land uses are compatible.

- › The need for a choice in housing types, size, location and affordability will be addressed in the new housing areas identified.

Employment -

- › Additional employment lands have been identified to provide for a diverse range of commercial and industrial activities, without adversely impacting upon the viability of the existing centres such as Queanbeyan CBD.
- › Regional strategic assets such as employment and transport corridors have been protected and enhanced. A new station and passenger transport facility is proposed at North Tralee, with the possibility of a further facility at South Tralee adjoining employment lands.
- › 4,650 jobs within the identified employment lands will be created providing for the ongoing growth and prosperity of Queanbeyan.

Transport -

- › The residential and employment areas of Googong, Environs, Tralee and Poplars need to be connected by road and serviced by buses to Queanbeyan and Canberra in order to reduce the economic and environmental costs of business.
- › All development will require an integrated network of cycle ways and pedestrian links to connect to the public bus services and any future train service.

Relevant Outcomes and Actions

Future growth, particularly residential development, will only increase the importance of the CBD and consolidate its role as the primary centre for retailing, business and support (public) services within the region.

The CBD ideally would accommodate a proportion of these additional dwellings through medium to high density buildings.

Additional commercial activities and land release should be managed to avoid any adverse impacts on the viability of the CBD.

Departmental Review (Queanbeyan City Council Residential and Economic Strategy 2003)

Author

NSW State Government, Department of Planning (2007)

Summary

In November 2006, Council asked the Minister for endorsement of the Strategy.

The Department's review of the Strategy focused on:

- › Queanbeyan's future employment lands needs;
- › Aircraft noise;
- › The importance of addressing housing affordability;
- › Transport and traffic implications of the new development;
- › The most appropriate spatial arrangement of new development; and
- › Water supply to the new residential areas.

From its analysis the Department concluded that Council's strategy could be supported subject to certain changes and requirements.

Specifically, the report concludes that 'adequate employment land should be set aside; that the impact of aircraft noise is a relevant planning consideration with certain residential releases not to proceed and others temporarily deferred as part of further discussion with the ACT Government; that a transport and traffic solution is integral to any future housing; and that satisfactory arrangements for the orderly provision of infrastructure, specifically water need to be in place'.

Relevant Outcomes and Actions

Refer to comments for *Residential and Economical Strategy*.

Queanbeyan Main Street Strategy

Author

The Atkinson Group (1991) for Queanbeyan City Council.

Summary

The overall aim of this strategy was to achieve economic growth and optimum use of resources available in Queanbeyan as a means of attracting new business and visitors to the CBD. The strategy focused on an area bounded by Collett, Isabella, Lowe and Erin Streets.

A range of short, medium and long term economic measures and physical improvements were suggested in the form of a business action plan. They included:

- › Confirm vision and objectives for the CBD.
- › Support and review structure of Mainstreet, Business, and Tourism committees involved.
- › Establish theme and logo for CBD.
- › Develop policies and guidelines on signage, building works and landscaping.
- › Identify re-development opportunities and preferred locations.
- › Finalise landscaping plan under Main Street program.
- › Develop a retail mix plan for various precincts.
- › Apply for government funds and identify other funding sources.
- › Initiate market research to identify gaps in retail and business services.
- › Identify new business enterprises and a recruitment program.
- › Institute retail promotions and CBD events program.
- › Implement streetscape improvements including street furniture, opportunity for pedestrian mall/town square, paving, outdoor eating, verandahs, heritage building restoration, welcoming signage, and elimination of power lines.
- › Investigate opportunities to moderate traffic particularly along Monaro Street including a heavy vehicle by-pass.
- › Upgrade public transport.
- › Establish appropriate structure or zoning plan for CBD as well as design guidelines.
- › Locate community facilities in the CBD.
- › Examine opportunities to acquire new sites and joint venture developments.

Relevant Outcomes and Actions

The strategy recommends a diverse and extensive range of business actions as well as improvements to the townscape, with the overall aim of attracting new business to the CBD including retail activity, office development, and visitation.

Many of the actions are still relevant and worthwhile despite the age of the report.

The centre has obviously experienced growth in commercial activity and has undergone a number of streetscape improvements since the report was prepared.

Queanbeyan Main Street Study

Author

Colin Stewart Urban Design and CIA Chronis Landscape and Colour for Queanbeyan City Council (1993).

Summary

The purpose of the study was to provide advice to the Queanbeyan Mainstreet Committee with the aim of conserving and enhancing the CBD built environment and also to provide advice to building owners in preserving and enhancing their property.

The study presented a diverse range of ideas to further improve and strengthen the attributes of the main street precinct fronting Monaro and Crawford Streets and extending to Morisset Street. The study focused on improving both private and public domain design outcomes.

Key recommendations included:

Colours -

- › Use maximum 3 colours in alterations/additions and new development.
- › Colour scheme for heritage buildings needs to be historically accurate.
- › Study recommends colour palette for all streets in study area.

Development Guidelines -

- › New development should respect scale, form and character of existing development. For example infill buildings along Monaro Street must be in scale with 2-3 storey existing development.
- › New development should avoid overshadowing, blank walls, major intrusions to the mainstreet, visual stress or monotony, wind turbulence, and loss of 'country town' character.
- › Development to address parking areas.
- › North facing public landscaped areas encouraged.
- › Opportunities for additional office, residential, retail, and entertainment facilities.
- › Enhancement of arcades and pedestrian connections to parking areas.
- › New development to maintain existing frontages and building lines along Monaro and Crawford Streets.
- › General height limit of 11 metres, however 15 metre tall buildings permitted provided they are setback from Monaro and Crawford Streets.
- › All buildings to avoid blank facades, have well articulated facades, and avoid overshadowing of public parks and plaza areas.
- › All new development along Monaro Street should incorporate continuity of shelter.
- › Possible waiving of parking requirements to encourage appropriately designed infill development along Monaro Street.

Sign Policy -

- › New signage should reinforce positive character of existing mainstreet.
- › Promote the enhancement and decoration of existing facades and reduce extent of signage 'clutter'.
- › No restriction on signage below awning level.
- › Fascias restricted to painted signs.
- › Upper facades to incorporate well designed signs not projecting more than 1 metre from building face.
- › Colour of signage should compliment colour scheme.

Streetscape -

- › Suggested streetscape improvements identified for Monaro Street including mid-block pedestrian crossings, footpath widening, new seating and visitor information signage, landscaping of central median, soft landscaping, and pram ramps.
- › Creation of city square within Crawford Street in front of Council Chambers including narrowing of road reservation, increased footpath reservations and creation of civic spaces with soft landscaping.
- › Extension of landscape theme for the civic precinct to the Royal Hotel frontage to create a generous pedestrian promenade.
- › Promotion of the mid block parking areas including soft landscaping, welcoming retail entries, weather protection via tree plantings and other means, priority for short-stay shoppers, playground areas for children, and clearly delineated footpaths and pedestrian areas.
- › Increase street tree plantings throughout CBD, particularly Lowe, Morisset, Crawford and Collett Streets.
- › Consistent, well designed street furniture used throughout CBD.

Relevant Outcomes and Actions

The study provides a detailed urban design and streetscape analysis of the central retailing areas of the CBD.

Key design outcomes arising from this study are:

- › Consistent approach to signage and colour schemes within main street locations.
- › 2-3 storey scale of development along Monaro Street to be maintained.
- › Significant improvement to pedestrian amenity and accessibility including new civic space and promenades in Monaro and Crawford Streets.

Higher Buildings Study

Author

Colin Stewart Architects for Queanbeyan City Council (2002).

Summary

The purpose of this study was to:

- › review all preceding background investigations and the statutory planning framework;
- › to identify those areas suitable for taller building envelopes; and
- › provide design guidance to ensure any such structures do not adversely impact upon the townscape.

The need for the study was in response to a number of proposals for multi-storey buildings within the CBD. Taller buildings were considered to have the following positive outcomes:

- › strengthen the urban character of the CBD as a vibrant and diverse city;
- › strengthen the urban form by defining the edges of the CBD precinct;
- › provide environmental benefits from increasing density on under utilised assets while maximising use of existing infrastructure;
- › provide opportunities for landscaping, that may not be available with lower buildings requiring greater site coverage; and
- › increase opportunities for mixed use development.

The study analysed the townscape in terms of significant heritage elements, streetscape qualities, open space, and landscaping.

The study recommended the imposition of height restrictions along the frontages of Crawford Street (between Morisset and Rutledge Streets), along Monaro (between Lowe and Collett Streets), and Rutledge Street (between Cooma and Collett Streets).

It also recommended the retention of central mid block open spaces whereby most development would be 'contained to the perimeter edges of the CBD'. The advantages and opportunities of this strategy include:

- › reinforcing the boundaries of the CBD;
- › retaining the traditional block pattern of the CBD including internalised car parks;
- › maximising developments that overlook open space and quality landscaped areas; and

- › not compromising the low-scale character of Monaro and Crawford Streets, in addition to the heritage attributes of Rutledge Street.

The study included design guidelines to ensure high quality outcomes for tall building developments. Key controls include:

- › Maximum height permitted in restricted areas is 25 metres (8 storeys).
- › Maximum height permitted in remaining areas of CBD is 30 metres (10 storeys).
- › 2-3 storeys along main streets frontages.
- › Locate ground levels contiguous with footpath levels with active street frontages.
- › Minimum floor to ceiling height of 3.3m to ground and first floor levels and 2.7m for residential uses.
- › Buildings are to be constructed to the predominant street alignment for first 3 storeys, whilst buildings taller than 3 storeys are to be setback 20m from Monaro and 15m to Crawford Streets.
- › Maximum built footprint for buildings 4-10 storeys is 800m².
- › Building footprint for 1-3 storey buildings may be deeper.
- › Freestanding buildings over 800m² to be merit based but to consider ventilation, solar access, and overshadowing.
- › Building separation is 12m for buildings up to 4 storeys, 18m for 5-8 storeys; and 24m for 9 storeys and above.
- › Provide minimum landscaped area of 20% per site.
- › Provide car parking as per Council provision rate in DCP No. Car Parking Policy.
- › Provide all parking for residential apartment buildings underground.
- › Separate pedestrian and vehicular access.

Relevant Outcomes and Actions

This study provides the basis for taller buildings to be located within the CBD but with limitations in terms of location, height, setbacks and detailed design.

Key design principles arising from this study are:

- › a relatively compact city form;
- › retention of internalised car parking areas either for parking or landscaped open space;
- › low rise development to street frontages; and
- › retention of important streetscape attributes and heritage elements.

Most of the provisions were adopted as part of Council's Development Control Plan for the CBD.

Central Business District Upgrade Plan

Author

Queanbeyan City Council (2003).

Summary

The plan outlines a range of priority civic works and other measures to improve the appearance and amenity of the CBD. The improvements include:

- › Pavement upgrades primarily along Monaro, Crawford and Morisset Streets;
- › Improve and re-landscape pedestrian connections between streets and internal parking areas;
- › New and consistent street furniture throughout the CBD;
- › Crime prevention measures both passive and active;
- › Additional street tree plantings and soft landscaping particularly along Crawford Street;
- › Better management of existing tree plantings and surface materials; and
- › Additional soft landscaping of public car parks.

Future (longer term) suggestions:

- › City gateway treatment;
- › Plaza on Morisset Street including narrowing of road and pedestrian crossing;
- › Angled parking and landscaping bays along Crawford Street (between Monaro and Antill Streets);
- › One way treatment and pavement extensions along Crawford Street (south of Monaro Street); and
- › Garden treatment for public car parks.

Relevant Outcomes and Actions

The upgrade plan identifies both short and long term improvements to the urban landscape.

Key outcomes of this plan is to ensure the streetscape and movement areas within the CBD are visually pleasing as well as being functional, pleasant and safe.

The longer term suggestions have not been implemented, but remain worthwhile suggestions that seek to further improve the public domain, reduce vehicular and pedestrian conflicts, create a sense of arrival to the CBD, and to establish a more pedestrian friendly civic space along Crawford Street, south of Monaro Street.

Queanbeyan Tomorrow Community Vision 2021

Author

Prepared by Queanbeyan City Council, the Regional Development Company Pty Ltd, and People Place & Partnership (2006).

Summary

The document represents the results of an extensive community consultation exercise conducted during 2006 to determine a commonly held vision for Queanbeyan in 2021. In addition to developing an overall vision, the process also identified community values, strategic priorities, strategies and actions. Values considered important by the community were:

The Community

The sense of belonging to, and connecting with the people, the place in which they live; the friendliness; the different neighbourhoods; the multicultural nature of the community; the country feel; the sense of safety.

The Environment

The natural setting that surrounds Queanbeyan, and the river, the waterways, the flora and fauna, and the open space that has been created within the built environment.

The History

History is told through the connection with the original inhabitants, the early settlers, the rural settlements, the building of the town centre, and the birthplace of a new national capital. The uniqueness in comparison to neighbours is that we have buildings and places in the community that portray this history.

The Lifestyle

The country lifestyle with city benefits; affordability; access to services; and the opportunity to participate in sports, art, culture, community groups.

The CBD was identified as one of several city-wide issues considered important by the community. Specific consultation concerning the future of the centre was undertaken during 'Have a Say Day' in the CBD. Key issues identified included;

- › Transport and parking - getting through traffic to by-pass Monaro Street, improvements to the bus interchange and review of carpark provision.
- › Planning/Image - need to create more "people places" in the CBD, improvements to landscaping and design of the CBD and revitalising the mainstreet.
- › Social issues - hospital location and parking, upgrade of community services, particularly mental health.
- › Shops/Retail - more diversity in retail offer (some requests for larger Department Stores), more restaurants and cafes.
- › Activities Cinema - introduction of cinema in CBD.
- › Integration of the River with the CBD with more activity and vibrancy.
- › Monaro & Crawford Streets - making these streets "people places" and pedestrian friendly.
- › Activities Pool - indoor 50m heated pool.
- › Cycle/Pedestrian paths - integration of pedestrian and cycle paths in the CBD.
- › Schools/Education - improvement of school and education facilities in and around the CBD.

Relevant Outcomes and Actions

Key community inspired outcomes for the CBD arising from this consultation exercise can be summarised as follows:

- › Queanbeyan's commercial and retail centres will be focal points within the region providing a variety of goods and services that attract consumers and visitors from across the region and beyond.
- › The CBD is to be easily accessed from the surrounding residential areas and is to be pedestrian friendly with less heavy vehicle traffic and less conflict between vehicles and pedestrians.
- › Develop a distinctive image for Queanbeyan and the CBD that promotes 'country living – city benefits' to the community and wider region.
- › Promote and support high quality urban design within the built environment.
- › The CBD is the 'heart' of the community bustling with pedestrian activity, restaurants, cafes, places for people to enjoy and meet and retail services all taking advantage of its beautiful natural setting on the river.



2.3 PLANNING CONTEXT (STATE & LOCAL)

The majority of the CBD is zoned for business purposes, whilst other zonings reflect the internal car parking arrangements and also peripheral residential uses. The business zoning permits a wide range of commercial uses including retailing, offices, mixed use development and apartment buildings.

The current Development Control Plan for the CBD provides detailed design guidance for any future re-development and permits up to 10 storey high development within most blocks. However the DCP design criteria ensures an appropriate 'human' scale is achieved where development fronts the various main street locations and heritage items.

A more detailed analysis of the planning context, including relevant plans and policies impacting upon the CBD is provided below.

STATE

Draft Sydney-Canberra Corridor Regional Strategy

The main purpose of the Regional Strategy is to facilitate and manage growth while ensuring that the rural and environmental settings that characterise the region are not compromised.

The strategy applies to the local government areas along the Sydney-Canberra Corridor including Wingecarribee, Goulburn Mulwaree, Upper Lachlan, Yass Valley, Palerang and Queanbeyan. It aims to:

- › Provide up to 25,200 new homes for the 44,200 additional people expected to be living in the region by 2031.
- › Increase the amount of housing within existing centres and the choice of housing for smaller households and an ageing population.
- › Manage the environmental impact of settlement by focusing new urban development in identified growth areas such as Bowral, Goulburn and Queanbeyan.
- › Ensure an adequate supply of land to support economic growth and provide for the projected 27,800 new jobs that will be needed, particularly in the areas of manufacturing, transport and logistics, business services, health, aged care and tourism.
- › Protect important primary industry resources, water resources, environmental diversity, scenery and heritage, which give the region its character and potential.

According to the strategy, the impacts upon Queanbeyan, particularly in terms of employment and housing include:

Employment

- › The Strategy targets 10,100 new jobs in the Queanbeyan City LGA over the next 25 years.
- › Increases are expected in the areas of retail and government services, logistics, warehousing and transport, manufacturing, and health and aged care.
- › This growth will be supported by identifying additional employment generating lands close to the major regional centre of Queanbeyan.
- › Along with Yass, Queanbeyan provides opportunities in the southern subregion for retail and business services, with the additional locational advantages of Canberra Airport and residential and commercial/retail areas both with good rail and road access.
- › Queanbeyan is also increasing its importance as a location for Government services and facilities, which is reflected by recent decisions to construct a new hospital and State Government office block in the city. The two facilities are currently under construction.

Housing

- › Queanbeyan's anticipated population growth of 16,100 by 2031 – and the resulting demand for 10,000 new dwellings – represents approximately 10% of the expected growth for Canberra and Queanbeyan.
- › The Strategy identifies that sufficient capacity exists to meet this demand through a number of greenfield development sites at Googong and South Jerrabomberra.
- › Through local planning measures, the future housing mix will be better matched to the needs of smaller households and aged residents.

The strategy identifies the need for appropriate supporting infrastructure such as roads, community facilities and water supply, as well as the continued operation of Canberra Airport.

State Environmental Planning Policies

Whilst not directly relevant to the master plan, a number of SEPPs could potentially apply to re-development within the CBD. They include:

State Environmental Planning Policy No.65 – Design Quality of Residential Flat Development

The main objective of the SEPP is to achieve a higher design standard for multi-unit residential buildings through the application of a number of design principles and guidelines. The probable scale of residential development (3 or more storeys and 4 or more self contained dwellings) within certain parts of the CBD would enact the provisions of this SEPP.

It is noted that the design quality principles contained in SEPP No.65 are embodied within Councils Development Control Plan for the CBD.

State Environmental Planning Policy - '(Infrastructure) 2007'

The provisions of the now repealed State Environmental Planning Policy No.11 – 'Traffic Generating Developments' have been updated and transferred to the Infrastructure SEPP.

Clause 104 of the SEPP requires a consent authority to consult with the Roads and Traffic Authority for certain developments that meet the traffic generating criteria in Schedule 3 of the SEPP. In short, the RTA would need to be consulted particularly for works or development that directly impact on Monaro Street, which is a main (classified) road.

State Environmental Planning Policy (Major Projects) 2005

State Environmental Planning Policy (Major Projects) 2005 identifies development that is subject to assessment under Part 3A of the Environmental Planning & Assessment Act, 1979 (EP&A Act). Typically they include large scale or state significant development, as well as development occurring within environmentally sensitive locations. The Minister is the consent authority for the majority of such developments.

SEPP (Building Sustainability Index: BASIX) 2004

The SEPP requires residential buildings to incorporate environmentally sustainable design measures and achieve a minimum level of compliance with respect to energy, water, and thermal comfort. Council's DCP for the CBD repeats the requirement to obtain a BASIX certificate.

LOCAL

Queanbeyan Local Environmental Plan 1998:

The Local Environmental Plan (LEP) is the principal planning instrument for the City which regulates most forms of development occurring within the CBD.

The majority of the CBD is zoned 3(a) Business A. Most forms of retail, commercial, mixed use and tourist related development are permitted (with consent) in this zone, in addition to most residential development types provided they are consistent with the zone objectives.

The LEP also contains a number of special provisions. Of relevance to the CBD are the specific matters for consideration where development is proposed along a main or arterial road, and also for flood prone land along the Queanbeyan River.

Items of heritage significance are also identified in Schedule 4 of the LEP. A number of these are located within the study area (refer to the map in section 5.4). Special provisions apply to these properties which aim to ensure their protection and for any new development, alterations or additions to be undertaken in a sympathetic manner.



Image Source: Queanbeyan City Council

Legend

- 3(a) Business A**
- 2(c) Residential C**
- 5(a) Special Uses**
- 6(b) Open Space B**
- 3(c) Business C**
- 9(b) Road B - Existing Roads**

All zonings occurring within the CBD are summarised below.

3(a) Business A

Summary: Permits a wide range of retail, business and tourist activities in addition to residential development with a maximum FSR of 3:1.

Objectives

- › To recognise the Queanbeyan City central business district as the main commercial/retail centre of the City, and
- › To recognise the Jerrabomberra shopping centre as a future important commercial/retail centre, and
- › To provide for a wide range of retail, commercial and tourist uses as well as residential development opportunities in the zone, and
- › To encourage alterations, additions or redevelopment within the central business district which acknowledges the scale, form and character of existing development, and
- › To encourage alterations, additions or redevelopment which provides sufficient on-site car parking and loading/unloading facilities and meets the Council's urban design requirements as outlined in a development control plan.

Special Controls/Provisions

- › Bicycle requirements for Amusement Centres.
- › Development along Monaro and Crawford Streets to respect scale and form of adjoining or surrounding development.
- › FSR of 3:1
- › Site specific requirements for fast food take away establishments.

5(a) Special Uses

Summary: Typically designates a 'special use' such as a school, hospital, car park, Council, or civic facilities. LEP permits commercial re-development of CBD car park sites.

Objectives

- › The objective of Zone 5 (a) (the Special Uses A zone) is to make provision for the nominated use of this land as shown on the zoning map.

Special Controls/Provisions

- › The following, mainly commercial uses are permitted on 5(a) car park sites provided certain specified planning criteria are satisfied relating to design, access, and retention of public car parking provision: bus stations, clubs, commercial premises, community facilities, convenience stores, drive-in take-away food shops, entertainment facilities, laundromats, medical centres, public buildings, recreation facilities, restaurants, shops, and take-away food shops.

3(c) Business C

Summary: Facilitates small scale commercial development compatible with residential or CBD fringe areas.

Objectives

- › to identify land suitable for restricted forms of small scale retail and commercial development which does not adversely affect adjoining neighbours, particularly when they are residents, and
- › to encourage alterations, additions or redevelopment which acknowledges the scale, form and character of existing development, and
- › to encourage alterations, additions or redevelopment which maintains or improves the amenity of adjoining neighbours, particularly when they are residents, and
- › to encourage alterations, additions or redevelopment which meets Council's car parking, car loading and unloading, landscaping and urban design requirements as outlined in a development control plan.

Special Controls/Provisions

- › As per 3(a) zone except an FSR of only 1.5:1 applies to development within the 3(c) zone.

2(c) Residential C

Summary: Facilitates most forms of residential development including

apartment buildings, and also small scale non-residential uses.

Objectives

- › to encourage alterations, additions or redevelopment that results in well designed dual occupancy housing, multi-dwelling housing and residential flat buildings, and
- › to encourage development or redevelopment which maintains or improves the amenity of existing residents and which provides good amenity for future residents, and
- › to provide opportunities for restricted and small scale non-residential uses usually within a dwelling-house or ancillary to a dwelling-house and which operate so that they do not adversely affect adjoining neighbours, and
- › to provide opportunities for community and educational facilities.

Special Controls/Provisions

- › Convenience stores permitted in zone, but not within 400 metres of another approved store or similar building.
- › Multi-unit development must have regard to any relevant DCP controls.
- › Design considerations for multi-unit development are provided.
- › Minimum subdivision requirements apply.

Development Control Plan No.53 - Queanbeyan CBD

The DCP provides a number of planning objectives for the CBD as well as detailed design guidance that draws from previous investigations.

Key objectives of the DCP are to:

- › retain the country town feel and human scale of the centre whilst maintaining its regional centre status,
- › retain the streetscape qualities and retailing function of Monaro and Crawford Streets,
- › consolidate the CBD as the major commercial centre for Queanbeyan City,
- › protect and enhance heritage buildings
- › create opportunities for new development around public car parking areas,

- › acknowledge the river setting and civic precincts,
- › facilitate high-rise mixed use (commercial and retail) development within the CBD, and
- › maintain existing streetscape attributes and unify the built form with consistent materials and finishes.

The plan applies to the majority of the study area including all land zoned either commercial or car park. Key provisions of the DCP include:

- › No tall structures above 3 storeys within direct view from a main street.
- › Infill development within main street location to match prevailing scale and form.
- › Essentially 2 storey structures to the mainstreet, with third storey setback.
- › Whilst new development should respect form and finishes of existing feature buildings, architectural design should be contemporary.
- › Upper levels of buildings above 3 storeys are to be set back 30m from Monaro Street, 15m from Crawford Street and 4m from Rutledge, Morisset and Collett Streets.
- › Active street frontages required along street frontages.
- › Active frontage to rear of buildings facing car parking areas is encouraged.

For tall buildings:

- › Tall buildings with maximum heights of 25-30 metres permitted within CBD but subject to setbacks and other design criteria.
- › Upper levels of higher buildings above 3 storeys are to be set back: 20m to Monaro Street, 15m to Crawford Street and 6m to Morisset Street.
- › Floor to Space Ratio restriction of 3:1 for mixed use buildings in business zone.
- › Building footprint for buildings 4 to 10 storeys is 800m².

Other Plans

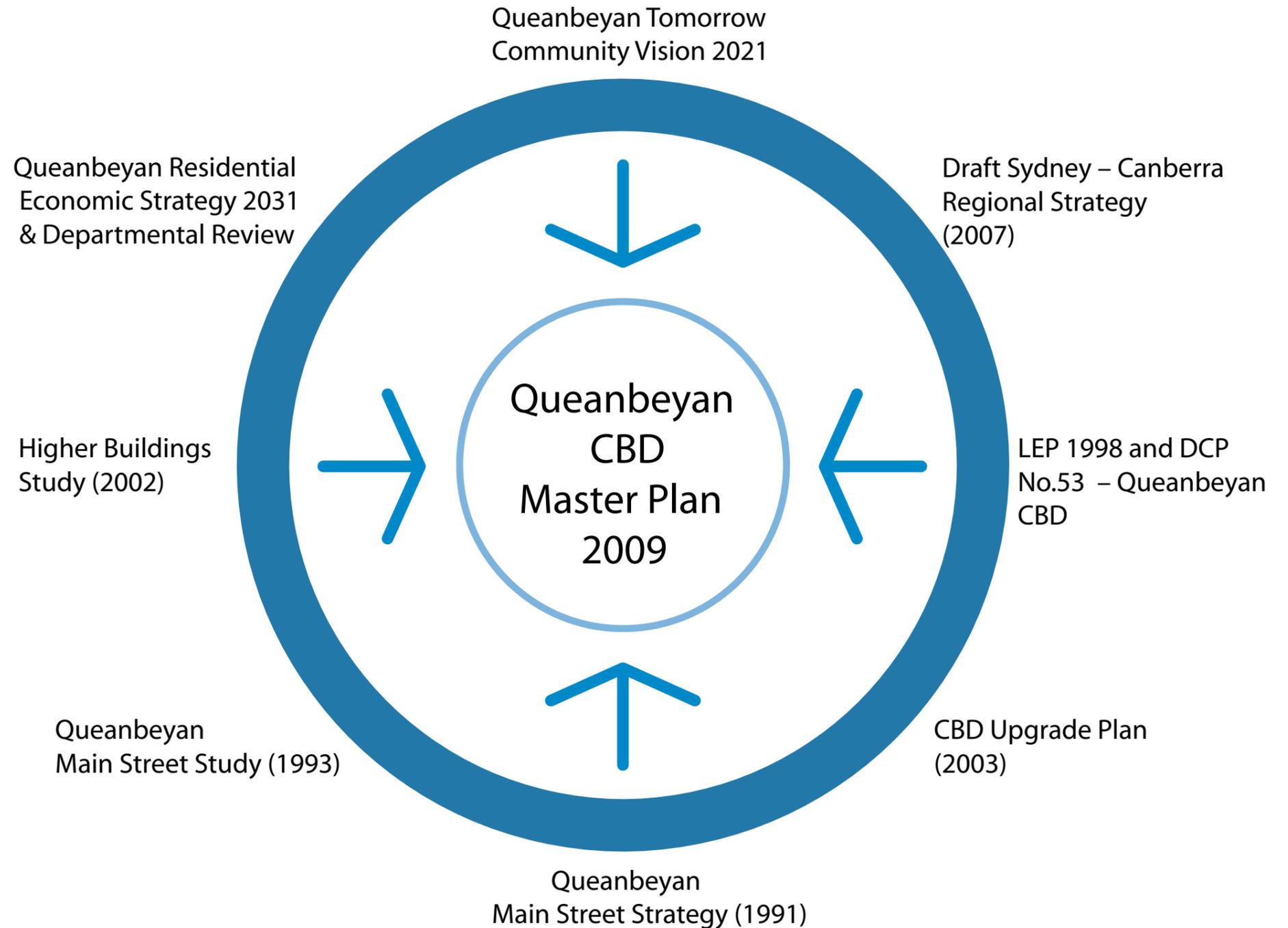
Other plans considered as part of the planning review process include:

Development Control Plan No.1- Car Parking Policy

Development Control Plan No.46 - Multi-Dwelling Housing

Development Control Plan No.52 - Safe Design Guidelines

Development Control Plan No.56 - Low-rise Residential Flat Buildings



Section 94 Contributions Plan 2007

Section 94 of the Environmental Planning and Assessment Act 1979 permits Council to levy contributions upon new development only where a nexus has been established between new development and the resultant need for public services and amenities within the area.

Most forms of development within the CBD are required to pay developer contributions in accordance with the plan.

Contributions are levied toward:

- › Community Facilities & Services,
- › Queanbeyan City Cultural Centre,
- › Bicycle Paths,
- › Car parking,
- › Footpaths,
- › Queanbeyan City Indoor Heated Swimming Pool,
- › Library Facilities & Services,
- › Open Space embellishment,
- › Civic Improvements within the Central Business District,
- › Roads, and
- › Plan administration and updating.

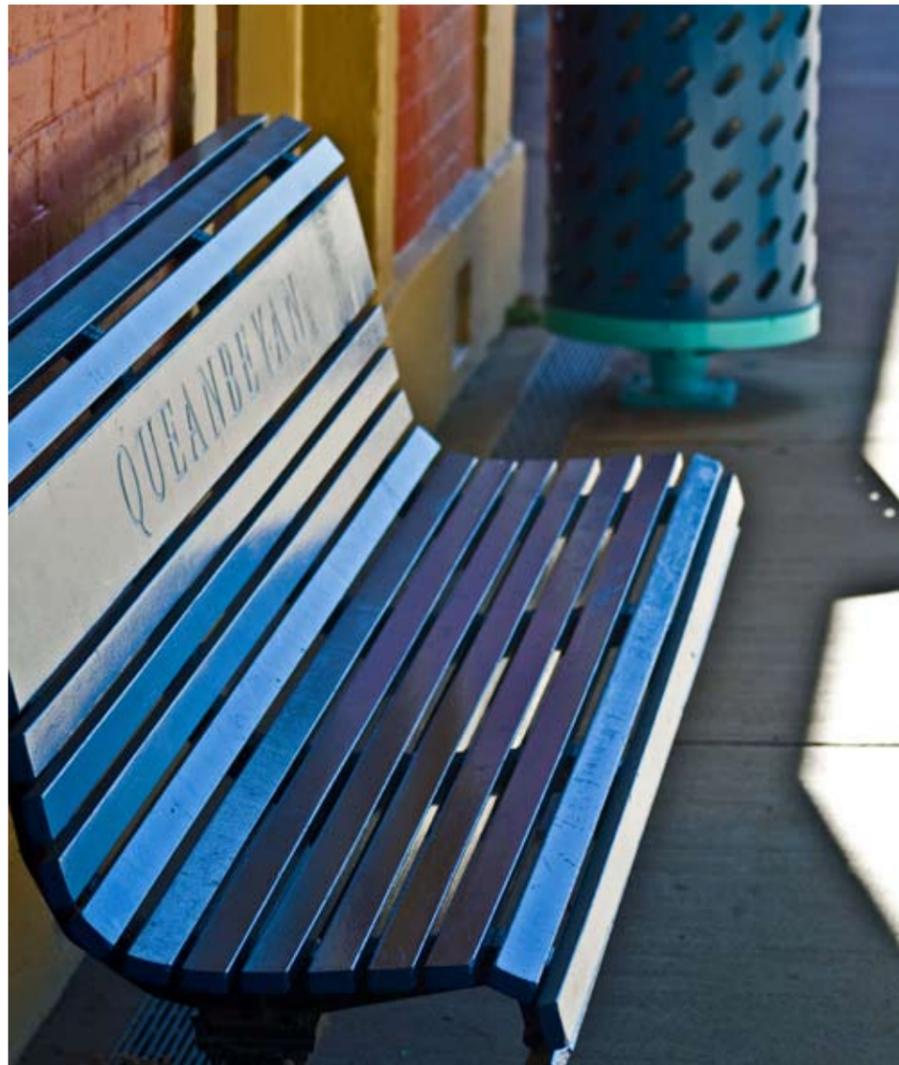


2.4 POPULATION GROWTH

The Queanbeyan CBD essentially services the population residing in the City of Queanbeyan and the adjacent Palerang Shire.

Queanbeyan City which forms the primary trade area (PTA) for the Queanbeyan CBD has experienced relatively strong population growth since 1996 at rates of +2.3% to +2.9% per annum. Palerang Shire constitutes the secondary trade area (STA). It too has experienced comparatively robust population growth rates of between +2.4% and +3.5% per annum since 1996.

According to Leyshon Consulting, the population of the combined trade area (PTA+STA) is projected to increase from about 50,978 persons in 2006 to 73,362 persons by 2021. By 2021, approximately 51,000 persons are projected to reside in the PTA. The STA meanwhile will have an estimated population of approximately 21,600 persons by 2021.



2.5 ECONOMIC ANALYSIS & CBD GROWTH POTENTIAL

The following is a summary of the economic analysis by Leyshon Consulting (Refer to Appendix 1)

Total available retail spending in the Queanbeyan trade area was \$546.9 million per annum in 2006 (\$2007). This is projected to increase to \$917.3 million per annum by 2021. The theoretical demand for additional retail floorspace resulting from growth in trade area spending between 2006-21 is some 67,336 sq.m.

At present, the Queanbeyan CBD captures retail annual sales of about \$233.0 million. The CBD's market share of trade area spending is only 35.8%.

In theory, the CBD should be able to increase its market share to about 40.0% of available retail spending generated in the trade area. If the CBD could lift its market share to this level a further 34,324 sq.m. of retail space theoretically could be supported in the CBD by 2021.

Having regard to competition from the ACT centres and a new centre proposed at Googong, provision of 15,500 sq.m. of additional floorspace including a discount department store (DDS) of 7,000 sq.m., a supermarket of 3,500 sq.m, and 5,000 sq.m. of other small shops is considered realistic.

Potential demand for up to 65,755 sq.m. of additional office space in the CBD by 2031 is also possible based on the target of 10,000 additional jobs being created in Queanbeyan by 2031 – as set out in the *Draft Sydney-Canberra Corridor Strategy*.



2.6 PROXIMITY TO THE ACT

Retail and commercial development in the Queanbeyan CBD always has been limited by its proximity to the ACT. This proximity means that:

- › trade area residents have very short travel times in order to access the major retail centres/services available in the ACT; and
- › a large proportion of Queanbeyan's workforce is employed in the ACT.

In particular, retailing in Queanbeyan is affected by its proximity to Civic. In total Civic contains some 140,000 sq.m. of floorspace and is dominated by the Canberra Centre (approximately 89,500sq.m). The Canberra Centre is anchored by two department stores (David Jones and Myer) and is only 12 to 15 minutes' drive-time from the centre of Queanbeyan.

The substantial development of bulky goods retailing in Fyshwick also has had an impact on the retail development potential of the Queanbeyan CBD and adjacent areas. For instance, Fyshwick is less than 10 minutes' drive from the centre of Queanbeyan.

The proximity of such extensive and varied retail services combined with the fact a substantial proportion of Queanbeyan's workforce is employed in the ACT means a substantial volume of "escape retail spending" flows out of the Queanbeyan trade area to centres in the ACT.

2.7 DEVELOPMENT TRENDS

Since 2001 only limited reinvestment has occurred in retail and commercial premises in the Queanbeyan CBD. Riverside Plaza has undergone refurbishment as has the CBD's freestanding Woolworths supermarket. A new Aldi supermarket has also opened since 2001. Elsewhere in the CBD investment has been made by Council in improving the public domain particularly along Monaro Street.

By contrast to the limited scale of recent development activity in Queanbeyan, significant investment in new retail and commercial projects has occurred in the nearby ACT. This has included substantial additions to the Canberra Centre in Civic, additional bulky goods development in Fyshwick and the opening of a new outlet centre in Majura Lane near Canberra airport.

2.8 TRANSPORT & TRAFFIC

A summary of access and parking arrangements within the CBD is provided below. A more detailed analysis of these issues and implications for the master plan are included in the report by ARUP (refer to Appendix 2).

Pedestrian Facilities

All roads within Queanbeyan CBD have reasonably wide footpaths although some are in poor condition. There are a number of traffic signals within Queanbeyan CBD which provide for safe and convenient pedestrian movement across busy roads. There are however a number of roundabouts which are typically pedestrian unfriendly.

Monaro Street carries the highest traffic volume of the CBD's streets, more than double that of Crawford Street, and can act as a barrier to north-south pedestrian movement.

Bike Routes

Council had adopted an extensive 'Bicycle Path Plan', as contained within the Section 94 developer contributions plan.

With respect to the CBD, an existing bike path extends along the western edge of the Queanbeyan River open space system and continues north and south via both existing and proposed linkages. Otherwise cyclists share the existing centre road network with vehicles.

Bus Routes and Facilities

CBD bus services use the Queanbeyan Interchange, which is an off-street facility located on the southern side of Morisset Street between Lowe Street and Crawford Street.

The majority of bus services in Queanbeyan CBD are to Canberra. Key routes are to Canberra (Civic) via Canberra Airport and also to Woden. Most Queanbeyan suburbs are served by bus routes, either as stops on Queanbeyan – Canberra services, or as local bus services.

Long distance buses operate from Queanbeyan Interchange. There is one daily service between Canberra and Thredbo via Queanbeyan, and two daily services between Canberra and South Coast via Queanbeyan.

Rail Services

Queanbeyan rail station is located approximately 1km north of the CBD (outside the study area). Sydney – Canberra trains stop at Queanbeyan, however services are infrequent.

Taxi Facilities

The main taxi rank is located on the southern side of Monaro Street immediately west of Crawford Street.

Road Network

Monaro Street, the main east-west road through the CBD, forms part of Route 52 linking Canberra to the South Coast. Crawford Street is the main north-south road and provides a connection to Canberra Ave some 2km west of the study area. To the east of the CBD, Yass Road is a secondary route to Canberra, via Pialligo Avenue, and is also the main route to the Federal and Hume Highways. It is therefore the main route from Queanbeyan to Sydney.

The CBD road network is based on a grid pattern resulting in good vehicular circulation paths. There are two road crossings of Queanbeyan River, namely Monaro and Morisset Street, and also a footbridge crossing to the southeast of the CBD.

Route 52 and Lowe Street-Cooma Road are State roads, whilst all other roads within the CBD are Queanbeyan Council roads. All traffic signals are controlled by RTA.

The Queanbeyan heavy vehicle bypass, completed in 2006, is a series of intersection upgrades on a northern route around Queanbeyan and Oaks Estate. The bypass was built to improve traffic flow and safety in the CBD by removing heavy vehicles from Monaro Street.

Traffic Volumes

Average daily traffic within the CBD includes 26,000 vpd (vehicles per day) on Monaro Street and 9000 vpd on Crawford Street. The grid network of the CBD results in all roads carrying reasonable traffic volumes rather than traffic being concentrated on a small number of roads.

Parking

There are a number of off-street car parks within Queanbeyan CBD. Council car parks are located on Lowe Street, Morisset Street, Crawford Street, Rutledge Street and Collett Street and collectively provide in the order of 1,080 spaces. The main private car parks providing public access are: Queanbeyan Leagues Club, Riverside Plaza, Woolworths, City Link Plaza and Aldi. All public parking is free and time restrictions apply in some car parks. Limited on-street parking is available on CBD streets.



2.9 OTHER INFLUENCES ON THE CBD

Land Releases

The endorsed Queanbeyan Residential and Economic Development Strategy will facilitate the potential development of a number of urban release areas in the City situated within several kilometres of the CBD. According to Council, these could almost double the population of Queanbeyan over the next 25 years.

Such growth could result in potential benefits for the CBD including increased trade and visitation, and consolidate its status as the primary commercial centre for the region.

It is noted that a draft Local Environmental Plan has already been exhibited for the Googong land release area in early 2008. The purpose of the plan is to provide a statutory land use framework for the future development of this area.

State Government Office Development

The State Government office development has recently been completed and is located just outside the study area along Farrer Place, near the intersection of Monaro and Lowe Streets.

The four storey building will accommodate approximately 13 local agencies and up to 350 staff. It resulted in the relocation a number of regional State Government functions and services, currently located throughout the CBD, to the new centre.

ACT Developments

Two current developments in the ACT will potentially impact upon the future performance of the CBD given their close proximity to Queanbeyan.

The first is the re-development of land adjacent to Canberra Airport for office space as well as a factory outlet centre. The master plan for the Airport (2005) indicates a retail building with up to 20,000 m² of gross leasable area. The centre is currently open and comprises individual shops with associated facilities including food outlets.

The other is the re-development of land in Fyshwick which is being developed in stages for bulky goods retailing, industrial and other commercial uses. The site is only six kilometres from the CBD and has the potential to comprise some 170,000m² of floor area.

2.10 CURRENT COUNCIL INITIATIVES

The consultant team has been informed of a number of initiatives that relate to the CBD including;

- › Council has recently called for Expressions of Interest (EOI) to develop either the Rutledge or Morisset Street public car park sites. The Rutledge Street car park has an area of 9,577 m² and is currently being used as a car park, as is the Morisset Street car park which is 10,911m² in area.

Council envisages that expressions of interest will provide for the re-development of these car parks and possibly adjoining Council and privately owned land into commercial type precincts, including but not limited to, cinemas, supermarkets, and discount and variety stores as well as other possible uses compatible with being located in the CBD. In particular Council and the community have expressed a long standing desire for a cinema complex in the CBD.

Any EOI must demonstrate that it will provide a significant economic boost to the CBD, and make a positive contribution to the amenity and urban design of the locality.

The Special Uses 5(a) zoning of both sites currently permits a wide range of commercial uses, but prevents any form of residential development. The EOI notes that a draft Local Environmental Plan would need to be prepared to rezone the land to allow for the residential development of both sites.

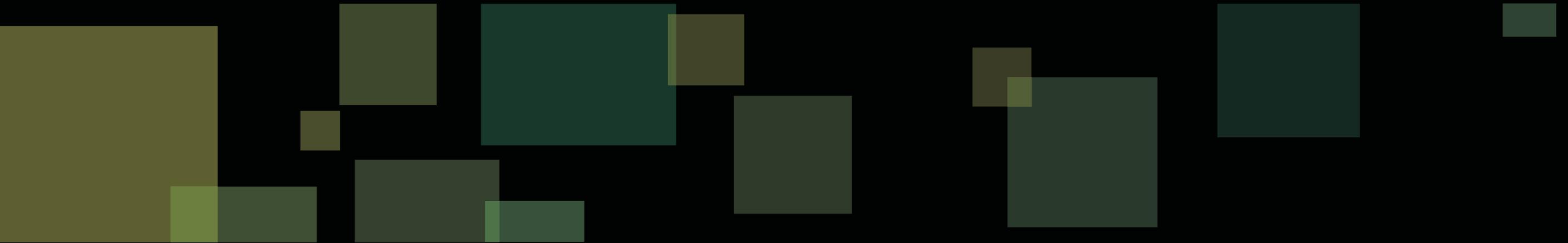
EOIs were to be received by 27 June, 2008.

- › Council is currently installing new paving within the footpath reservations along Monaro Street (between Crawford Street and Collett Street).

- › Council is seeking to revise its policy guidelines to encourage outdoor dining within the CBD particularly along Monaro Street. Council has facilitated an outdoor dining trial for a café/restaurant near the intersection of Monaro and Crawford Streets.
- › Council is committed to supporting the CBD and previously established a Local Improvement Focus Taskforce (LIFT) Committee. The main charter for the committee was to enhance the centre through streetscape improvements, building controls, traffic calming, re-development and outdoor dining. It is noted that the functions of the Lift Committee are now undertaken by Council's Development Board.
- › Council has also commissioned Lyaal and Associates, Consulting Water Engineers to develop a Floodplain Risk Management Study and a Development Control Plan for Council. These policies are intended to minimise the potential flood risk with regard to properties located in flood prone areas.
- › Queanbeyan City Council has established the Main Streets Improvements Grants to provide assistance to property owners and businesses, and to encourage improvements to the appearance of buildings located within the Central Business District of Queanbeyan. A total of \$20,000 was made available for grants in 2007/2008.



3.0 LEARNING FROM OTHER CITIES



Q u e a n b e y a n C B D M a s t e r P l a n

F i n a l R e p o r t • O c t o b e r 2 0 0 9

3.1 COMPARATIVE CITY BLOCK STUDY

Cities are places characterised by concentration of human activities. These activities provide life and identity to each city, being very diverse and occurring within land uses such as residential, commercial, retail, industrial educational, health care and others.

The aim of the analytical exercise was to briefly explore city layouts and their resulting patterns created by city blocks and road layout, their urban attributes and qualities. The analysis was developed in order to add value to the Queanbeyan Master Plan by informing some of those readily transferable design principles as are applied to other urban settlements in Australia and around the world.

Cities from different continents around the world were chosen regardless of their population densities. Grid and non grid layout patterns were explored to distill qualities and deficiencies arising from ratios of city block dimensions, legibility and distribution of built forms, open spaces, streetscapes and other organizing elements.

The relevance of this study resides in the detailed examination of existing or missing city fabric qualities and also how to plan for a sustainable future for the Queanbeyan town centre core. The master plan will be based and developed upon Queanbeyan primary urban assets, without compromising its genius loci or established sense of place.

Cities included are:

International

- › Barcelona
- › Buenos Aires
- › Los Angeles
- › Seoul
- › Cairo
- › Casablanca
- › Manhattan

Australian

- › Queanbeyan
- › Ipswich
- › Toowoomba
- › Canberra
- › Wagga-Wagga
- › Albury-Wodonga
- › Bathurst-Orange

3.2 INTERNATIONAL EXAMPLES



Image Source: Google Earth®

Barcelona, Spain - Square Grid

- › Clear definition between Gothic and Modern city fabric
- › Highly legible pattern
- › Built to boundary consistently
- › Corners are part of the city block form
- › Pedestrian friendly
- › Open space to city block core
- › Consistent grain

Detail

- › Road hierarchy evident
- › City block core for humans not cars
- › Formal variety
- › Party wall typologies
- › Overshadowing not evident as a problem
- › Height for buildings close to tall trees



Image Source: Google Earth®

Buenos Aires, Argentina - Square Grid

- › Clear definition of road network and built areas
- › Highly legible pattern
- › Built to boundary consistently
- › Corners are part of the city block form
- › Pedestrian friendly
- › Open space to city block core
- › Consistent grain

Detail

- › Road hierarchy evident
- › City block core for humans not cars
- › Formal variety
- › Party wall typologies
- › Overshadowing not evident as a problem
- › Height for buildings close to tall trees



Los Angeles, United States of America - Rectangular Grid

- › Clear definition of road network and built areas
- › Highly legible pattern
- › Built to boundary consistently
- › Corners are part of the city block form
- › Pedestrian friendly
- › No open space to city block core
- › Consistent grain
- › Predominance of commercial with some residential
- › Functional orientation

Detail

- › Road hierarchy evident. Built form responds to road hierarchy
- › Permeable, however legible
- › No much of typology variety, predictable and monotonous
- › Almost party wall typologies
- › Overshadowing not evident as a problem
- › Height for buildings close to tall trees
- › Pedestrian friendly



Image Source: Google Earth®

Seoul, South Korea - Non Grid Layout

- › Clear definition of road network and built areas
- › Mega block urban structure
- › Highly legible macro pattern
- › Internal grids inconsistent with outer dominant grid, probable result of modern planning
- › Built to boundary consistently
- › Individual buildings configure micro blocks
- › Corners and perimeters are part of the city block form
- › Highly permeable, not necessarily pedestrian friendly
- › No open space to city block core
- › Consistent grain
- › Predominance mixed use residential

Detail

- › Questionable quality of environment
- › Almost party wall typologies
- › Height for buildings close to tall trees
- › Permeable, questionable legibility, almost a labyrinth
- › No much of typology variety, predictable and monotonous
- › Built form responds to land subdivision patterns
- › No identifiable grain variety
- › Road hierarchy not evident
- › Overshadowing is a problem



Image Source: Google Earth®

Cairo, Egypt - Non Grid Layout

- › Unclear definition of place boundaries
- › Highly illegible street pattern
- › Street hierarchy was created as growth took place rather than an organizing feature
- › Inconsistent built form scale and footprints
- › No discernible morphological features as part of the city block
- › Pedestrian unfriendly
- › No evident open space to city block core

Detail

- › Built to boundary consistently
- › Predominance mixed use residential
- › Unclear definition of road network
- › Highly illegible macro pattern
- › Individual buildings configure micro blocks
- › City block form is the result of aggregate built form
- › Highly permeable, not necessarily pedestrian friendly or legible
- › No open space to city block core, other than internal building space
- › Internal streets inconsistent, result of ongoing developments rather than planned
- › Climatically driven
- › Consistent grain
- › Continuum urban structure



Casablanca, Morocco - Non Grid Layout

- › Coexistence but not mixture of macro and micro fabrics
- › Unclear definition of place boundaries
- › Highly illegible street pattern
- › Street hierarchy was created as growth took place rather than an organizing feature
- › Consistent built form scale and footprints as defined by precincts
- › No discernible morphological features as part of the city block
- › Pedestrian unfriendly
- › Some evidence of open space to city block core

Detail

- › Built to boundary consistently
- › Unclear definition of road network
- › Predominance mixed use residential
- › Individual buildings configure micro blocks
- › City block form is the result of aggregate built form
- › Highly permeable, not necessarily pedestrian friendly or legible
- › No open space to city block core, other than internal building space
- › Internal streets inconsistent, result of ongoing developments rather than planned
- › Continuum urban structure
- › Highly illegible macro pattern
- › Climatically driven
- › Consistent grain

3.3 AUSTRALIAN EXAMPLES



Image Source: Google Earth®

Manhattan, United States of America - Rectangular Grid

- › Clear definition of road network and built areas
- › Highly legible pattern
- › Built to boundary consistently
- › Corners are part of the city block form
- › Pedestrian friendly
- › No open space to city block core
- › Functional orientation

Detail

- › Road hierarchy evident. Built form responds to road hierarchy
- › Permeable, very legible
- › Typology variety, predictable but with interest
- › Hybrid detached and party wall typologies
- › Overshadowing evident but not a problem
- › Very tall buildings close to trees heights
- › Pedestrian friendly



Image Source: Google Earth®

Queanbeyan, NSW - Rectangular & Square Grid

- › Clear definition of roads and built areas with some exceptions beyond town centre frame
- › Strong legible pattern at core, collision with variety of orientations in the town frame
- › Built to boundary inconsistently
- › Corners are not an evident feature part of the city block form
- › Pedestrian friendly
- › Land uses are scattered requiring further integration
- › Open space to city block core is the result of car park need

Detail

- › Legible road pattern
- › Weak corner forms
- › Varying typologies of built form
- › Varying qualities
- › Legible road hierarchical order highlighted by capacity and built form
- › Streetscape intent is evident
- › Inconsistent grain, built form and land use
- › Extensive internal car park areas



Ipswich, QLD - Rectangular Grid

- › Clear definition of roads and built areas. Some exceptions beyond town centre frame
- › Partially legible pattern
- › Built to boundary inconsistently
- › Corners are not part of the city block form
- › Pedestrian friendly
- › No open space to city block core
- › Largest built form close to river without evident relationship or active interface
- › Bridges are for cars, linkages to people's places not evident

Detail

- › Illegible road pattern
- › Weak corners forms
- › Inconsistent built form
- › Poor pedestrian experience
- › No streetscape structure evident
- › Inconsistent grain



Image Source: Google Earth®



Image Source: Google Earth®



Toowoomba, QLD - Rectangular Grid

- › Clear definition of roads and built areas with some exceptions beyond town centre frame
- › Strong legible pattern
- › Built to boundary inconsistently
- › Corners are not part of the city block form
- › Pedestrian friendly
- › Land uses are scattered rather than allocated and mixed for synergy and integration
- › Open space to city block core is the result of poor footprint planning

Detail

- › Legible road pattern
- › Weak corners forms
- › Inconsistent built form
- › Poor pedestrian experience
- › No streetscape structure evident
- › Inconsistent grain, built form and land use

Canberra, ACT - Non Grid Layout

- › Unclear definition of place boundaries
- › Highly illegible street pattern
- › Street hierarchy is derived from a drawing rather than being an organizing feature
- › Inconsistent built form scale and footprints
- › No discernible corners as part of the city block
- › Pedestrian unfriendly
- › No evident open space to city block core

Detail

- › Macro repeats at micro
- › Unclear definition of place boundaries
- › Highly illegible street pattern
- › Inconsistent built form scale and footprints
- › No discernible corners as part of the city block
- › Pedestrian unfriendly
- › No evident open space to city block core

Wagga-Wagga, NSW - Rectangular Grid

- › Clear definition of roads and built areas
- › Open space takes recreational value, connects the core to the water edge
- › Strong legible pattern at core
- › Built to boundary consistently
- › Corners are part of the city block form
- › Pedestrian friendly
- › Land uses are integrated, clear boundary between centre core and residential edge
- › Open space to city block core is the result of car park need

Detail

- › Legible road pattern
- › Strong corners forms
- › Varying typologies of built form
- › Good pedestrian experience
- › Streetscape intent is evident, especially in main intersections
- › Consistent grain, built form and land use
- › Extensive internal car park areas, breakage of active frontage continuity



Image Source: Google Earth®

Albury-Wodonga, NSW / VIC - Rectangular Grid

- › Clear definition of roads, road hierarchy and built areas
- › Open space is minimum and it formalizes road structure
- › Strong legible pattern at core
- › Built to boundary consistently
- › Corners are no defined part of the city block form
- › Pedestrian friendly
- › Land uses are integrated, blurry boundary between centre core and residential edge
- › Open space to city block core is the result of car park need

Detail

- › Legible road pattern
- › corners forms are legible
- › Varying typologies of built form
- › Good pedestrian experience
- › Streetscape intent is evident, especially in main intersections
- › Consistent grain, built form and land use
- › Extensive internal car park areas, breakage of active frontage continuity



Image Source: Google Earth®

Bathurst / Orange, NSW - Rectangular Grid

- › Clear definition of roads and built areas
- › Open space takes civic role beyond its park
- › Strong legible pattern at core
- › Built to boundary consistently
- › Corners are part of the city block form
- › Pedestrian friendly
- › Land uses are integrated
- › Open space to city block core is the result of car park need

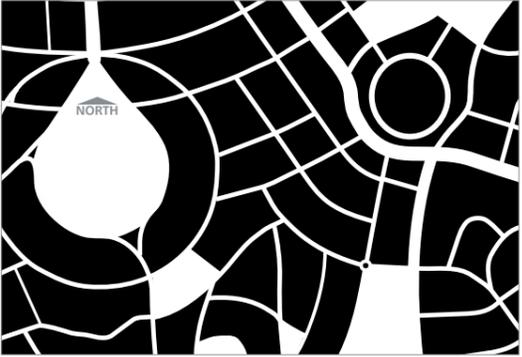
Detail

- › Legible road pattern
- › Strong corners forms
- › Varying typologies of built form
- › Poor pedestrian experience
- › Streetscape intent is evident, especially in main intersections
- › Consistent grain, built form and land use
- › Extensive internal car park areas, breakage of active frontage continuity

3.4 MACRO CITY GRIDS



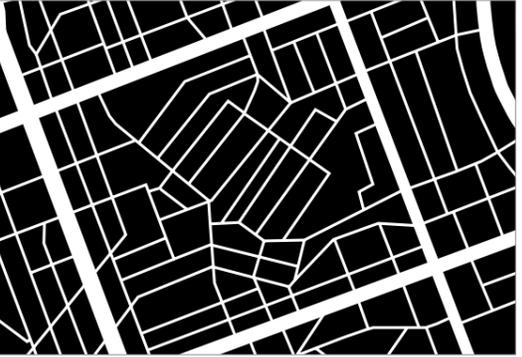
Cairo - Non Grid Layout



Canberra - Non Grid Layout



Casablanca - Non Grid Layout



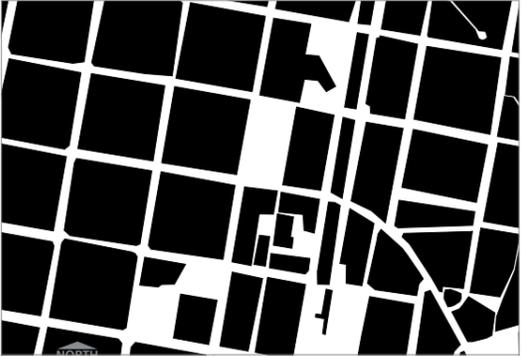
Seoul - Non Grid Layout



Barcelona - Square Grid



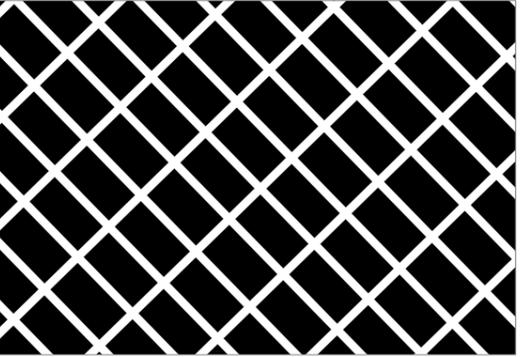
Albury / Wodonga - Rectangular Grid



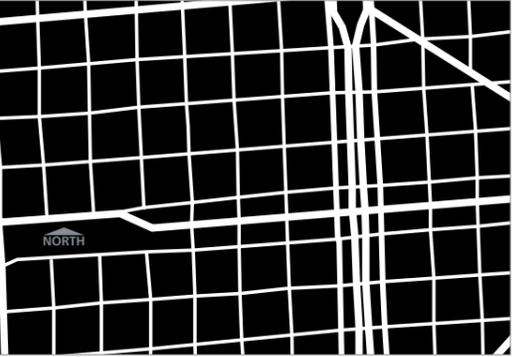
Bathurst / Orange - Rectangular Grid



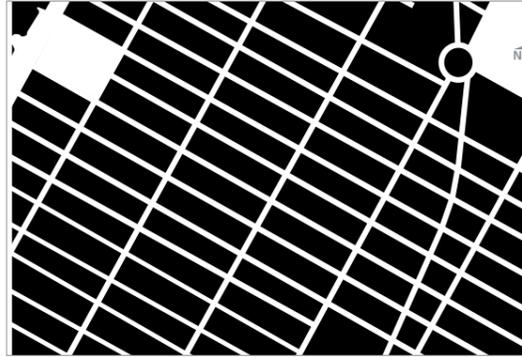
Ipswich - Rectangular Grid



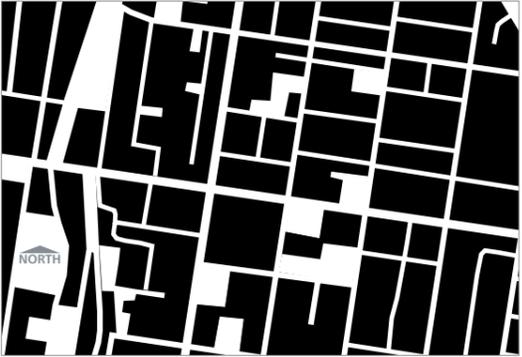
Los Angeles - Rectangular Grid



Buenos Aires - Square Grid



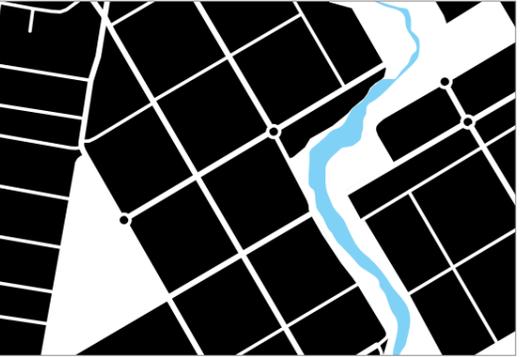
Manhattan - Rectangular Grid



Toowoomba - Rectangular Grid



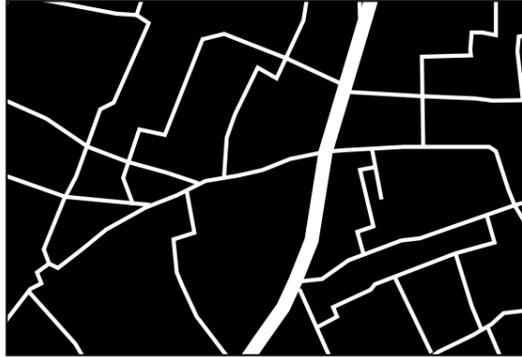
Wagga-Wagga - Rectangular Grid



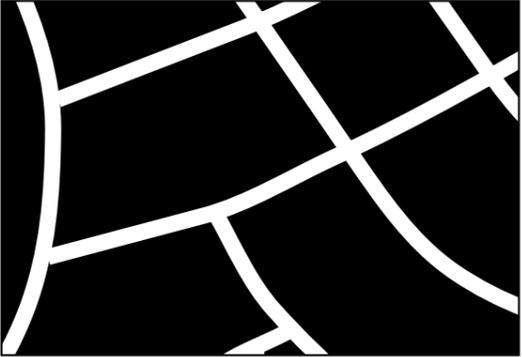
Queanbeyan - Square Grid



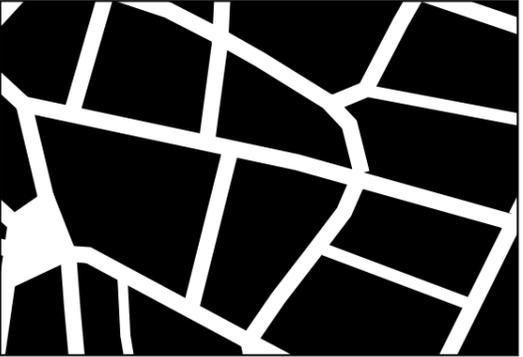
3.5 MICRO CITY GRIDS



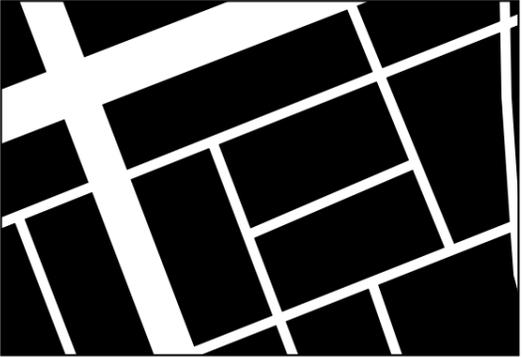
Cairo - Non Grid Layout



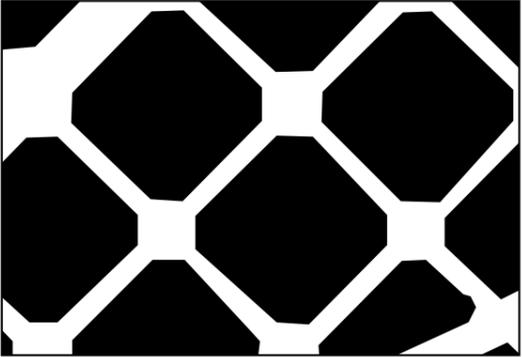
Canberra - Non Grid Layout



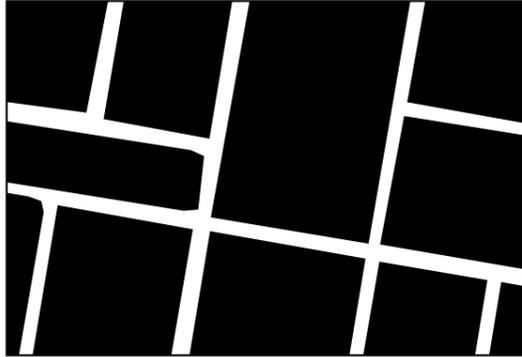
Casablanca - Non Grid Layout



Seoul - Non Grid Layout



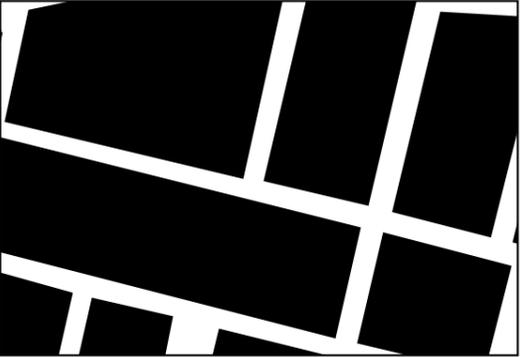
Barcelona - Square Grid



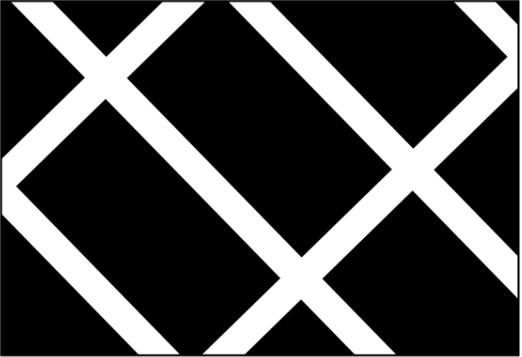
Albury / Wodonga - Rectangular Grid



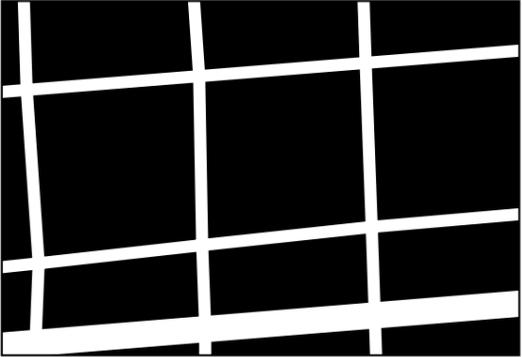
Bathurst / Orange - Rectangular Grid



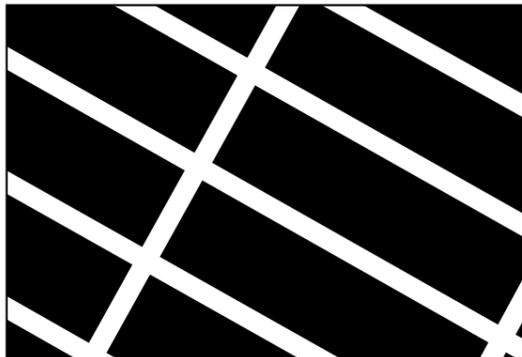
Ipswich - Rectangular Grid



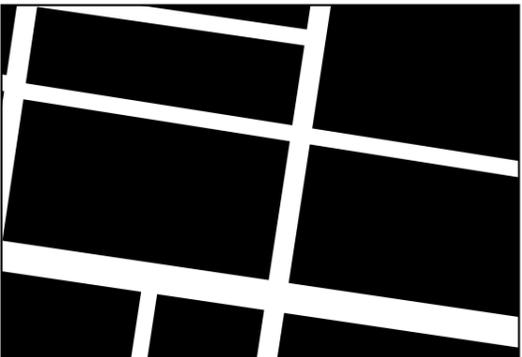
Los Angeles - Rectangular Grid



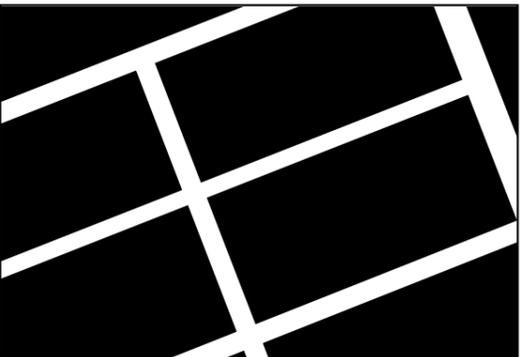
Buenos Aires - Square Grid



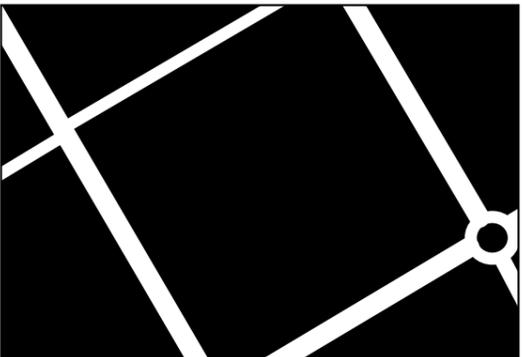
Manhattan - Rectangular Grid



Toowoomba - Rectangular Grid



Wagga-Wagga - Rectangular Grid



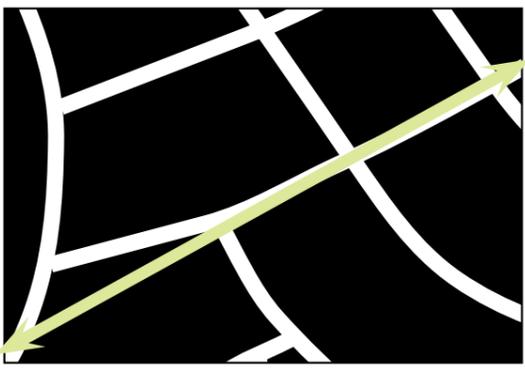
Queanbeyan - Square Grid



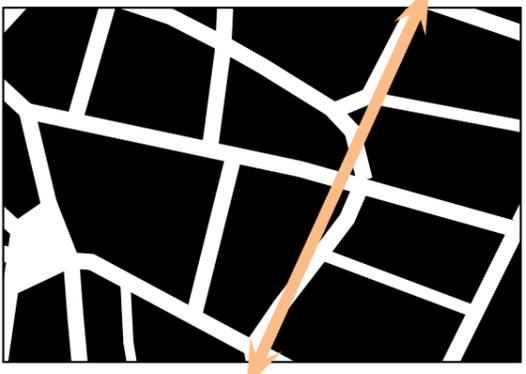
3.6 CLOCKRAY ANALYSIS



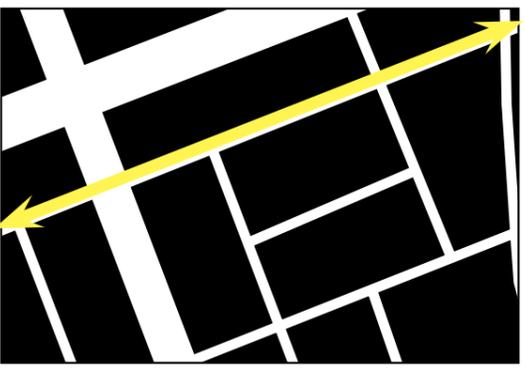
Cairo - Non Grid Layout



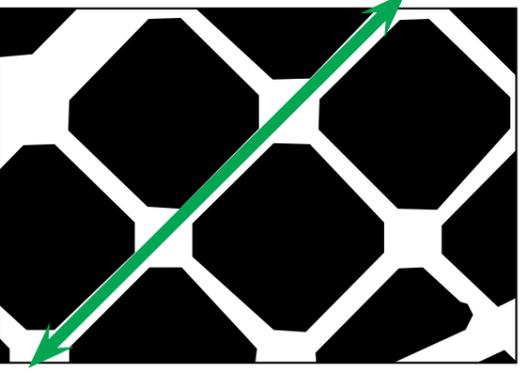
Canberra - Non Grid Layout



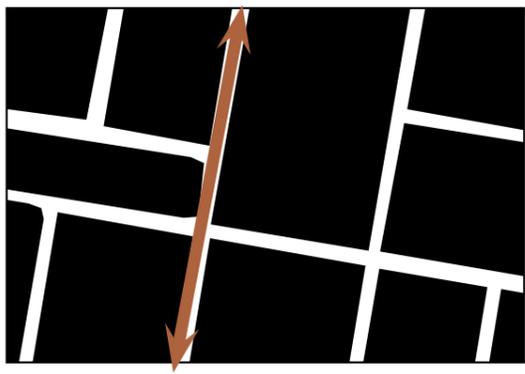
Casablanca - Non Grid Layout



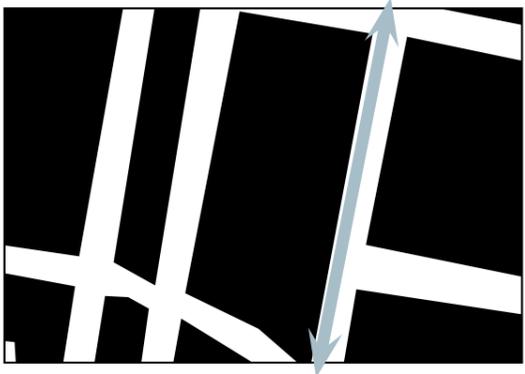
Seoul - Non Grid Layout



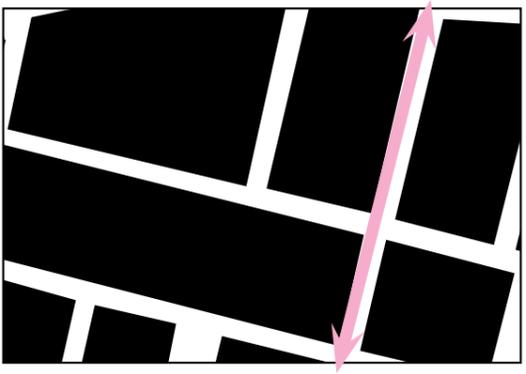
Barcelona - Square Grid



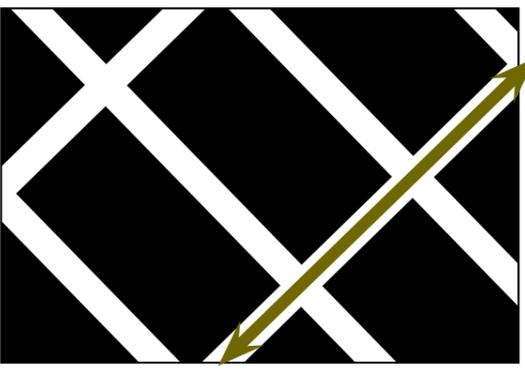
Albury / Wodonga - Rectangular Grid



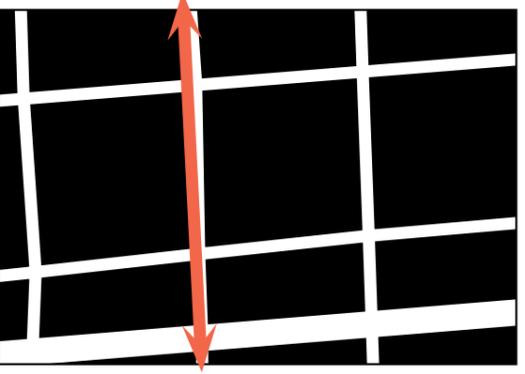
Bathurst / Orange - Rectangular Grid



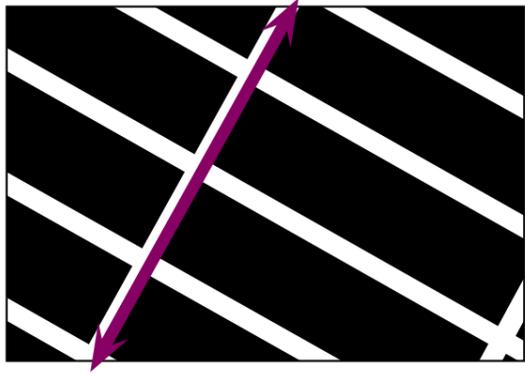
Ipswich - Rectangular Grid



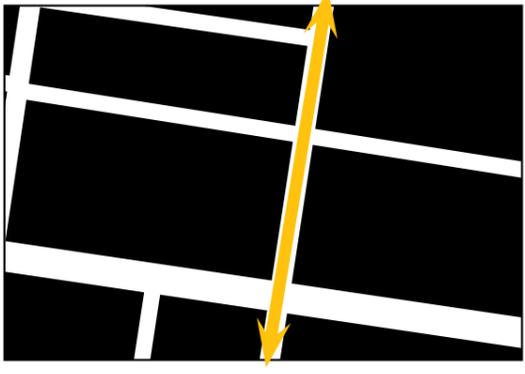
Los Angeles - Rectangular Grid



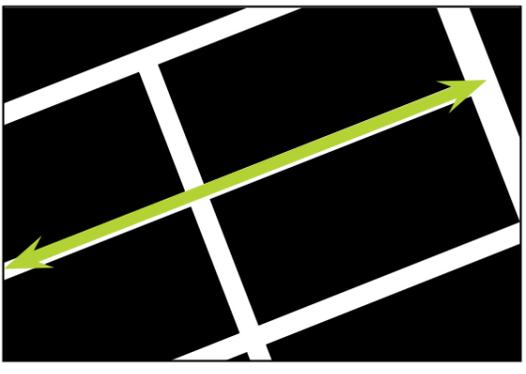
Buenos Aires - Square Grid



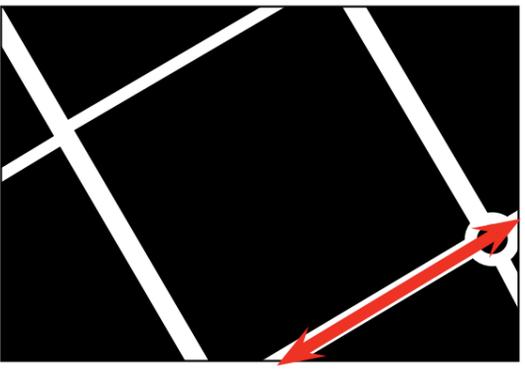
Manhattan - Rectangular Grid



Toowoomba - Rectangular Grid



Wagga-Wagga - Rectangular Grid



Queanbeyan - Square Grid



3.7 ANALYSIS SUMMARY

According to these graphical comparisons Queanbeyan's city block grid is significantly larger than other cities overseas, but at the same time comparable to other cities in Australia.

The typical Australian regional centres displayed here, compared to other overseas cities, has increased distances from intersection to intersection. This difficulty for permeability is overcome by the provision of mid block connections.

The general orientation of the grids analysed here have a pattern varying from SSW-SWW to NNE-NEE.

Given Queanbeyan's larger size blocks, good orientation for buildings and open spaces can be achieved effectively due to the available room in the city block to locate building backs and frontages for good solar access. Generally with this city block arrangement for as many buildings facing NE at the front boundary, there are others on the opposite boundary facing SW. In order to maximise the exposure to good orientation and solar access, attention should be directed to the rear of these developments and their corresponding setbacks.

Legibility in Queanbeyan is strong due to its orderly grid as opposed to places with evident organic development patterns as in the case of the African examples such as Cairo, Casablanca or some internalized areas in Seoul. In the case of Canberra legibility is compromised by the complex geometry deployed, it is an abstract geometric pattern rather than a functional and legible one.

Rectangular grids such as Manhattan, Los Angeles and others are functionally efficient and facilitate good pedestrian navigation by offering short and long sides to change movement direction. Barcelona and Buenos Aires also are good examples of versatile grids as they feature a square network that provides the best size and shape for good pedestrian mobility and also for robust and fine grained development.

The Australian cities considered in this study display a similar size and orientation arrangement with varying ways to break up the large block size and introduce mid block connections and other movement choices for the pedestrian, cyclist and vehicles. This ability to break up the block's extended sides contribute to a better pedestrian and vehicular permeability and the possibility to provide for a robust range of responsive built forms.

Queanbeyan's CBD features a different orientation when compared with other Australian examples. The city blocks have sides facing NE and NW respectively, which allow blocks to have similar lengths of solar access in the morning and afternoon.

Having regard to the extensive preceding analysis, the implications for Queanbeyan can be summarised as follows:

City block size and form

Optimal city block size needs to allow for:

- › Accessibility and permeability for pedestrians and vehicles
- › Allow for variety of building type and use
- › Ability to change over time
- › Around 60 to 90 meters per side in town centres
- › Regular built forms assist legibility
- › Interior spaces provide secluded environments with complementary activities

Built Form

To create a legible city core the built form should:

- › Consistent built form footprint and heights provide legible environments
- › Change in grain introduces variety and interest
- › Local typologies reinforce sense of place and local character
- › Built to boundary defines the public domain and street enclosure
- › Heights should be such not to overshadow adjacent places
- › Building design should allow for climate responsiveness

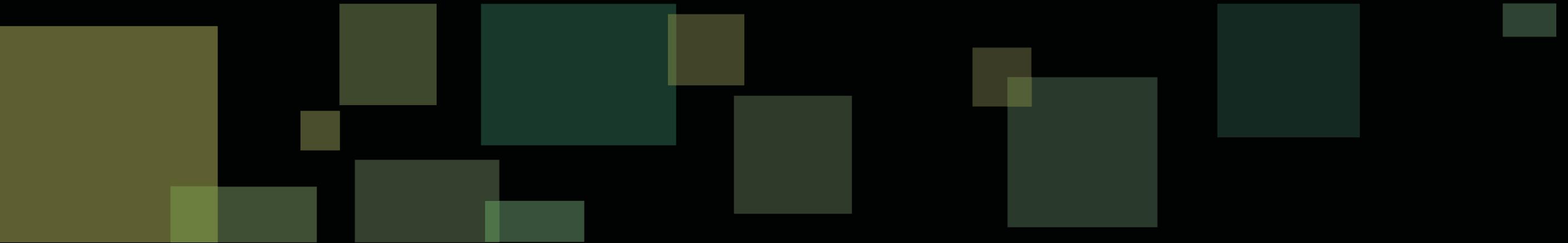
Pedestrian experience

City block fabric should support a positive pedestrian experience by:

- › The ability to provide an interesting streetscape
- › Perception of safety and security
- › Facilitate way finding
- › Allowing legible corners
- › Provide a number of choices that are safe and attractive to facilitate pedestrian circulation through the town centre



4.0 SITE APPRECIATION (PHOTOGRAPHIC ANALYSIS)



Q u e a n b e y a n C B D M a s t e r P l a n

F i n a l R e p o r t • O c t o b e r 2 0 0 9

4.1 URBAN FORM



Visual and physical connections between the CBD and the river is poor with significant grade separation between Collett Street and the open space. Lacks any clearly defined pedestrian access.

i n t e r f a c e s



The simultaneous presence of front and back of house visual cues, contributes to the perception of poor visual environments.



Across the road a 4 story building is effortlessly screened by trees along the median; the change of scale is substantial but well managed.



Way-finding here relies on signs and other orientation devices instead of the building's architectural features and streetscape treatments.



At street level the shopping centre's car park provides the only available interface to the street, which results in a very poor and undesirable experience when compared with this one offered just across the road.



Typical view of parking areas situated throughout the CBD. Pedestrian and vehicular entry to these areas could be improved. Opportunities may exist for key car park sites to be re-developed to achieve active street frontages to these areas, whilst maintaining public parking provision.



The car park between Collett Street and the river parkland occupies a valuable position along the riverfront. The car park is within close proximity to the CBD and can be easily accessed with scenic views down river.



It provides an important opportunity to improve the interface between the commercial activities of the CBD and the river parklands.



Car dominated, these spaces are not welcoming to pedestrians.

The lack of activity between the buildings and the car park generates the perception of poor safety and security.

c a r p a r k i n g



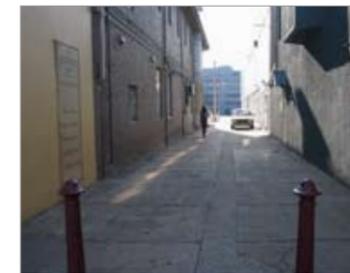
This car parking lot features landscape treatments which mitigate the harsh environment created by extensive bitumen surfaces.



Given the dimensions of Queanbeyan's CBD city blocks these lanes are very valuable assets.



For these lanes to be used by pedestrians, cyclists or others they should convey a strong sense of safety, security and be able to offer a quality experience as one moves through them.



These two laneways are in the same CBD. Pedestrian priority in these places result in better places.

l a n e w a y s



The deployment of landscape treatments mitigate the harshness of the walls, the higher windows provide privacy and passive surveillance.



Lane ways form part of the overall movement network and are important connectors as they provide pedestrians and vehicles with an enhanced range of choices for movements across the blocks.



Eastern end of the study area shows combination of land uses such as residential, commercial, parkland, without clear orientation or directional clues. Pedestrians, cyclist or drivers are not made aware of the presence of the nearby town centre. Open, at grade car park and a listed heritage building provides a poor entry statement to the centre. Lacks local identity. Entry to the study area along Crawford could also be improved through attention to existing character to enhance sense of place.



Entry from the west is better structured arriving from Farrer Place/ Monaro Street through residential areas, recreational uses (Queanbeyan Showground) and institutional buildings before entering the main retail shopping area along Monaro Street. Opportunities do exist for this important entry to be visually strengthened as legible entrance statement.



g a t e w a y s



Urban gateways are important elements to create an awareness of arrival or departure

Queanbeyan urban gateways are weak and not clearly apparent.



Improvement of treatments and strategic location of these threshold statements will support better awareness of arrival and departure from and to the CBD.



Monaro and Crawford Streets have benefited from a range of streetscape improvements, however the pedestrian environment could be improved and pavements potentially expanded particularly along Monaro Street, to promote outdoor or 'Al fresco' dining. Streetscape widening programs, along with improved parking, pavements, dining demarcation, and urban furniture palette would benefit this, increasing patronage particularly at night. Better integration of 'people spaces' in an otherwise vehicular dominated Village centre environment.



By widening footpaths opportunities for community interaction, and commercial activation, comfortable, shaded areas can be designed to unify the town image creating a legible and effortless way finding experience as one moves through town.



Beautification plans and centre improvements are evident in the existing streetscape.

s t r e e t s c a p e & a c t i v a t i o n



A practical approach was taken to provide an effective, simple and functional solution to street furniture and paving.



Good positive civic spaces with sense of community ownership.

Shared environments provide passive surveillance and are versatile.



These spaces allow for different activities patterns at different times of the day and the year.

f o o t p a t h s



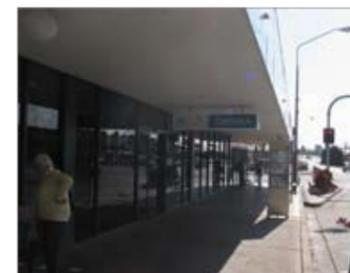
Queanbeyan enjoys visually impressive streets with evocative landscapes.

The transport hub is legible and recognizable within the streetscape.

Wider footpath allows more room for social interaction and better curbside functionality.



Varied landscape species highlight the special qualities of Morisset Street.



Awnings provide weather protection and shading. These are effective urban furniture and contribute positively to the character of the CBD. Crawford Street provides active edges to footpaths.

Improvement to these footpaths could be achieved by increasing the available widths and appropriate landscape treatments.



This example of local iconic architecture enhances Queanbeyan identity and character. Council buildings placed in this area provide better legibility for users, and in this example shows sympathetic scale and architectural fit with the streetscape.



These extensive driveways into mid-block car parking areas create anonymous and pedestrian hostile areas decreasing the urban amenity greatly.



Tunnel like pedestrian linkages are not inviting and create a poor perception of safety.

architecture



The Queanbeyan Performing Arts Centre adds character and aims to create a social and civic focus within the CBD.



The lack of activity along the walls framing these spaces create a sense of barren, desolate places, becoming uninviting to pedestrians.



Open to sky, landscaped, activated pedestrian linkages generate an enhanced sense of safety and comfort.

urban fabric



These buildings speak about the passing of time and connect the past to the present. History is visible and tangible component of the city core.



The relative enormity of these spaces and the lack of enclosure or edge definition around them produces confusion in terms of orientation, as one does not know where the outside or the inside the block are, as both environments are car dominated and very similar in terms or urban features



Inconsistent built form and random setbacks weaken the legibility and urban order.

landmarks



Monaro Street features iconic buildings as an important node and landmark, referencing with the CBD core. The two story height on the footpath boundary is prevalent throughout the CBD and is an important element which defines Queanbeyan character and identity.



This extensive shopping centre occupies a very large portion of the CBD. It completely negates the best natural asset this city has to offer: its river and associated parklands.



This environment is perceived as unsafe and is highly unattractive. The hermetic corner treatment and the unusable space under the bridge undercroft create an urban environment of very poor quality.



These landmarks underpin the legibility of the place.



This is an example of a good positive urban space where the urban patio or courtyard provides a secluded yet connected and accessible urban pocket in which to shop, rest and socialise.



Its human scale, solar access, enclosure and activity levels provide a good supportive environment for a positive urban experience.

4.2 PLANNING & LAND USE



Civic - South Crawford Street is characterised by civic uses with administrative functions, civic buildings and other cultural facilities. These include Queanbeyan Council, The 'Q' Performing Arts Centre, former RSL Club, and Australian Macedonian Centre. Wide, tree lined streets contribute to its unique sense of place.

Consideration will need to be given to desired land use framework within this precinct and to ensure that the primary function of this area is protected, and also enhanced through streetscape improvements and greater levels of pedestrian connectivity with other activity nodes within the CBD including Monaro Street.



Residential - housing forms range from detached dwellings to apartment buildings. The majority of residential development is peripheral to the study area, including Rutledge Street, Lowe Street and the block bounded by Anthill, Carinya, Collett and Morisset Streets. There is negligible occurrences of mixed use development.



Car parks - place-making quality of these spaces is poor: extensive bitumen surfaces, lack of edge definition, or landscape treatments. Car dominated and an undesirable environment for pedestrians this model is frequent across the CBD, degrading the movement networks and sense of place.

Secondary retail frontages developed along the edges of many mid-block parking areas which compete with primary retailing strip along Monaro and Crawford Streets and contribute to a pedestrian - vehicular conflict.



Commercial - interface between the retail or commercial areas of the CBD and surrounding residential areas can generate a number of undesirable land use conflicts such as high traffic volumes, noise, and lighting, and re-development at these commercial edges should ensure impacts are mitigated through land use control and good design.



Open Space - Queanbeyan River and associated parklands represent a highly valuable asset within the Town centre. However the lack of integration of these within the city fabric weakens the overall amenity. Development has occurred along the river frontage (Collett Street) without taking full advantage of this aspect.

Visual and physical connections from the CBD is poor with significant grade separation between Collett Street and the open space hindering pedestrian access. The park provides a valuable respite for users and could be enhanced to create a more meaningful relationship with the CBD.



Heritage - conservation areas and heritage value is found throughout the CBD and contribute to cultural identity and character for the community. Re-development should ensure the significant architectural attributes of these buildings are interpreted and enhanced within the envisaged public domain and streetscape improvements.



Commercial - precinct shows fine grain and built form variety. The current built form configuration could be improved with town planning controls focused on delivering a consistent, homogeneous, legible and coordinated town centre core. These controls could also provide guidelines to assist the range of preferred palettes of colors and finishing materials.



Laneways - This image of 'Shamrock Lane' is typical of the many laneways within the CBD providing pedestrian connections between the higher order streets and the internalised parking and commercial areas behind. It is evident that Council and the CBD Lift Committee has initiated the upgrading of several laneways including Shamrock Lane.



Vacancy - There are a number of vacant tenancies throughout the CBD. Whilst unavoidable in many cases, they often contribute to a poor pedestrian environment and negative image of the centre.



Commercial interface - Buildings which present blank facades to the street should be discouraged, rather activate the public / private interface in order to generate a variety of uses capable of delivering self policing environments, whilst ensuring land uses.



Service - The land use structure and built form within the northern part of the study area is far more dispersed relative to the main retail core along Monaro Street. Land use is predominantly retail and service industry, whereby a number of businesses provide direct vehicular access and convenient parking for its customers.



Short term accommodation - The western end of Anthill Street (between Crawford and Lowe Street) contains a number of motels and serviced apartments. providing a logical transition in terms of both the built form and land use, from the commercial activities of the CBD to the residential and recreational uses in the north.

4.3 ACCESS (TRAFFIC & PARKING)



Access ways form part of the overall movement network and are important connectors as they provide pedestrians and vehicles with an enhanced range of choices for movements across the blocks. Given the dimensions of city blocks these lanes are very valuable assets.



There are a number of off-street car parks within Queanbeyan CBD. Council car parks are located on Lowe Street, Morisset Street, Crawford Street, Rutledge Street and Collett Street. The main private car parks providing public parking are: Queanbeyan Leagues Club, Riverside Plaza, Woolworths, City Link Plaza and Aldi.



The core retailing areas along Monaro and Crawford Street suffer from significant traffic volumes including heavy vehicle traffic impacting on the pedestrian environment and limiting crossing opportunities.



The Regional public transport bus interchange at the western end of Morisset Street is somewhat detached from other parts of the CBD. It could potentially benefit from a more central location or greater connectivity with other parts of the CBD and local transport services.



Mid-block car parks, at grade, are abundant across town. Although functional they exhibit a lack of spatial quality and definition. Place-making quality of these carpark spaces is very poor due to their extensive bitumen surfaces, lack of edges definition and landscape treatments.



At various locations along Monaro and Crawford Streets attempts have been made to introduce raised planters and other tree plantings and urban furniture elements which have proved to be quite successful.

4.4 STREETScape & LANDSCAPE



Primary street grid

The main arterial avenues entering and crossing the CBD are very wide, vehicular dominated and with low visual and pedestrian amenity – particularly the northern approach on Crawford Street.



Residential edges

The streetscape changes again in more residential precincts. Wider nature strips, smaller scale and density of buildings, and residential character mark the visual structure of these linear urban spaces.



Public domain

The pedestrian areas are contrasting domains, reflecting different degrees of centrality and importance - hostile, barren pedestrian environments to fully upgraded, activated areas (visually interesting furniture/materials).



Laneways

Throughout the CBD, several laneways offer pedestrian connections to internal spaces of a commercial, civic or residential nature.



Overall, the buildings and their frontages have a fragmented street edge definition. This results in a predominately hostile streetscape, with deficient human scale or relevant identity. Some landscaping of median strips improves the quality of the areas covered by these works.



Moreover, a gain in visual amenity and human scale seems to be overall followed by a loss in street activation by the adjacent buildings.



Overall, there exists disparate array of urban elements, in terms of pavement materials, built solutions, furniture and signage. Although some recent upgrades are present, most of the character is dated and there is a lack of consistency within the overall CBD area.



Character differs between laneways from well planted, upgraded areas to more raw and barren areas, which result in desolate, uninviting corridors. The opportunity to enhance the laneways visual proportion and scale should be used.



There are examples (Monaro Street) of streets with improved human scale and amenity - smaller scale of buildings, awnings, and consistent street tree planting. Such retail areas provide significant pedestrian activation.



Tree lined streets

On Morisset and southern Crawford Streets tree lined boulevards and mature deciduous trees on wide medians define a 'greener', softer streetscape, emphasised with visual punctuations and features (eg the roundabout).



Areas of soft landscaping are sometimes used as well, softening the space but fail to contribute to a sense of cohesion or identity through their inconsistency.



Where upgraded, enhanced amenity and added interest creates a positive pedestrian experience. Good cultural character can be created through use of natural features and interpretative signage, responding well to civic precincts and activated street fronts.



Parklands

The riverfront parklands bring a valuable respite to pedestrians and is a key landmark. It is linear in nature with significant grade change to adjacent street levels creating accessibility issues.



Heritage focal points

Throughout the CBD, exist heritage landmarks, architectural elements of historical significance – such as churches, Hotels and residential buildings, and epoque fountains and lanterns.



Civic and retail precincts

Within the central area of the CBD, are located numerous active precincts with significant pedestrian flows. These have a diverse range of built forms and uses – whether administrative, commercial, retail or cultural.



Infrastructure nodes

A significant proportion of the CBD is dedicated car parking, often internal of CBD blocks, fronting commercial areas, and at the river front along Collett Street.



The recently upgraded Queanbeyan park is a major node to the area - better activated, accessible, and with recreational functionality.



These punctuate the CBD landscape, and by making History visible and tangible, they contribute to its own specific identity and sense of place.



Overall, they generate public spaces of primary importance and usually are presented in a public space of a superior quality and level of detail and amenity.

Some large built precincts have a more neutral and indistinct public presentation, usually with less pedestrian amenity in its surrounds, although the most recent ones tend to have a higher degree of landscaping.



The areas are usually expansive, with low degree of visual and pedestrian amenity, often conflicting with the pedestrian flows.

Monaro Street - Route 52 - is a major piece of infrastructure linking to East Queanbeyan and bridging the river and Collett Street. Its relationship to the public



On the northern side, Moore Park offers a landscape respite and is activated by a swimming complex. The parklands offer a greater variety of tree species, mostly deciduous.



domain is brutal with deficient undercroft spaces. As a strategic connection to the river parklands, it has potential to generate a more positive presence on the streetscape.

Streets



Monaro Street is a highway crossing the CBD and is seen as the **'traditional Australian mainstreet'** - wide, busy and car dominated. The street front is compact 2 storey buildings, with sheltered pedestrian realms at human scale through use of awnings. The predominant retail use provides significant activation.



The eastern section of Monaro Street has a more modern character - large retail and hospitality buildings line the eastern end with consistent street front orientation.

Presence of street trees along the median strip continue in this section, with consistent treatments to the public domain.



In transition from residential districts, the northern end of Crawford Street marks **the approach to the town centre**, encompassing views to the eastern escarpment as a backdrop to the CBD.

c r a w f o r d



A **suburban retail / industrial** character at this end of Crawford Street impresses on the approach to the centre - wide roads, ill-defined edges, fragmented by irregular built forms. Again expansive car park areas detract from visual framing, and 'visual noise' of powerlines also adds to an 'infrastructure driven' character.



Street trees along the wide median strip, improve the scale and amenity of the street which is polarised between the arrival experience coming from the west, flanked by Queanbeyan Park and the Showground, and the intersection with Crawford Street. - with the Royal Hotel as a landmark to the town centre.



Shamrock Lane has been the subject of an interesting upgrade, combining pedestrian and visual amenity with historic site specific references.



A low density retail area defines the western edge of the street, its continuous urban front interrupted by at grade car parking, through expansive scale and incipient visual screening. Nearby Moore Park provides some landscape amenity alongside active recreational opportunities.



The streetscape is a barren experience for the pedestrian - car dominated softened only by planting in the concrete median strip, which is in dialogue with the large trees on the southern end of Crawford Street. This street's main positive attribute is the view of the eastern escarpment.



Lacking areas of pedestrian priority, there are some upgrades to the public domain, but with a dated character and not reflected in other important areas of the CBD. The upgrade of some laneways is a positive pedestrian experience.

m o n a r o



To the east end, Monaro Street bridges Collett Street and the river. Visual or physical relationships between the built form of the bridge and the river are a lost opportunity to celebrate significant natural features in the urban landscape.



Low shrub planting in the median strip contributes to consistency along Crawford Street and is a linear directive to the viewer towards the broad escarpment views. There is little contribution to lateral pedestrian amenity.



The most obvious challenges with respect to this part of the street are to enhance the visual definition and framing of the streetscape front, upgrading the approach to the town centre.



The central section of Crawford Street has a country mainstreet character, the wide road predominantly flanked by 1-2 storey retail buildings. Again the median strip provides landscape relief with medium sized trees planted in this section.

c r a w f o r d



The western end of Morisset Street is **diverse in character but balanced**, presenting a range of built form, uses, scale (1 to 5 storeys), and character. The street edge definition varies accordingly, from compact to permeable.



Large deciduous trees on the median has a unifying effect, in dialogue with Queanbeyan Park - a feature planted roundabout marks the threshold on Lowe St.

m o r i s s e t



Between Crawford and Collett Streets a **'shopping centre precinct' character** is experienced, dominated by City Link Plaza and adjacent car parks. Built form is fragmented, though street trees soften the landscape at the entry to the City Link Plaza. Feature planting at



the roundabout to the east, and traffic calming through raised pedestrian crossings provides pedestrian comfort in the area.

c o l l e t t



Queanbeyan park is a **major node to the local landscape**, visually and physically activated, through access and recreation opportunities.

q u e a n b e y a n p a r k



As a significant green landscape in the urban fabric it impresses lush visuals positively on adjacent streetscapes, in particular north Lowe Street, in contrast



The Royal Hotel (1926) at Monaro Street brings historic reference to the streetscape but improved activation to the Crawford Street is needed.



Southern Crawford is the **civic and administrative core** of the CBD. A homogenous built form (one storey) provides a consistent street edge allowing permeability.

An active public domain is comfortable and of a human scale, showing architectural interest oriented around large deciduous trees lining the street.



On the intersection with Crawford Street exposed and unframed car park and a petrol station detracts from streetscape character.



To the east urban structure is further diluted, with sparse residential occupation around the river parklands and Caravan Park. CBD - river interface is under utilised.



to the showgrounds which are minimally vegetated for functionality.

There is the potential to further activate and reinforce the approach experience to the CBD oriented around these parklands.



The northern end of Lowe Street is a **'leafy residential block'**, with low density built areas, 1 storey high, and permeable, regular street definition. An ornamental street median ties well with established private landscape areas along with interest from nearby Queanbeyan Park.



The southern end of Lowe Street is of **low density urban street** character, with fluid edge definition and consistent spatial and visual framework, both from the built form and planting.



The streetscape to Rutledge Street is a medium density **tree lined streetscape**, mixing residential, civic, and commercial buildings. The street has the striking presence of large deciduous trees lining both sides, enhanced through roundabout feature planting. The scale is generous, and street edge is variable but complementary.



The southern end of Collett Street is very **'back of house river streetscape'**, with poor street edge definition and recurring at grade car parks. Often it fails to establish a coherent built framework. The street runs parallel to Queanbeyan River, borrowing visual amenity from the presence of water and tree canopies at the south end.

l o w e



Further along **diverse streetscape character** evolves from the occurrence of commercial buildings in contrasting styles, scale and street orientation. Queanbeyan Park influences a lush streetscape character. The planting to the median strip adds to the softscape treatment, resulting in a particularly ornamental streetscape.



The buildings vary from 1-3 storeys, are predominantly residential, but include some commercial uses. The recently opened Queanbeyan Performing Arts Centre is found in this area, concealing its car park areas in sympathy to its surrounds.



Large deciduous trees are even more substantial at the eastern end of Rutledge Street showing a **mature boulevard** with wide nature strips and perpendicular parking. Built form evolves more consistently, with uniform one storey buildings.



Linear parklands provides some interaction, but pedestrian access is limited by significant change in grade from street levels, and the Monaro bridge dissects the area. This interface with the river is significant along all of Collett Street.

c o l l e t t



The public domain is simply treated, although additional heritage interest includes a feature monument from the early 20th century.



To the west and behind a small community precinct the Queanbeyan Showground is linked to the street by a narrow gateway.



To the east, the street faces the densely tree lined Queanbeyan River, as a screen of foliage in dialogue with the street trees. This part of the river parklands is a strategic point to further activate the connection from the town centre.

r u t l e d g e



'Tree lined neighbourhood street' is also found in Collett Street, with low building heights and density, and medium deciduous trees, providing expansive, comfortable scale, with textural and tonal interest. Retail areas in the south conflict with the residential character of the streetscape.



Central Collett Street is a **'drive through riverside street'**, with built form defined by a very large retail building (Riverside Plaza) on the western side. Of large scale and low height it has a consistent architectural facade, and landscape treatment to the public domain is well balanced and visually interesting.



The western end of Antill Street has a particularly **open streetscape character**, facing Moore Park, with setback built edges and low building heights. Private landscaping contributes to the open spaces. The area has a 'tourist precinct' feel and benefits from proximity to Crawford Street approach to the CBD.



Carinya Street recreates the character of a **'country residential strip'** facing large open areas to the east and with very low densities in the form of detached houses and apartment blocks. An open and expansive visual quality is achieved, reinforced by absence of street trees. Private lot tree planting provides visual amenity here.



The building turns it back on the river.

c o l l e t t



Eastern Antill Street **'transitions'** in character from retail precinct to generous country-like residential strip. Large retail buildings and car parks in the west contrast with the residential street setback and wide nature strips. The visual change relates to built form and its rolling hills.



Rolling hills and wide nature strips, results in a rhythm reminiscent of the natural landscape of the area, and good exposure to morning sun and visual connection to the Eastern Escarpment adds to this appeal. Powerlines interfere with the visual ease. The car park



Riverside parks to the east contribute to the streetscape, as does heritage interest (Byrne's Mill) at the intersection with Morisset Street. The street has potential to activate the riverside with urban fronts, but is compromised by its current state, reinforced by the location of an additional surface car park on the riverside.



A designated cycleway would connect well with surrounding uses and reinforcement of the fragmented street tree planting would improve the streetscape.

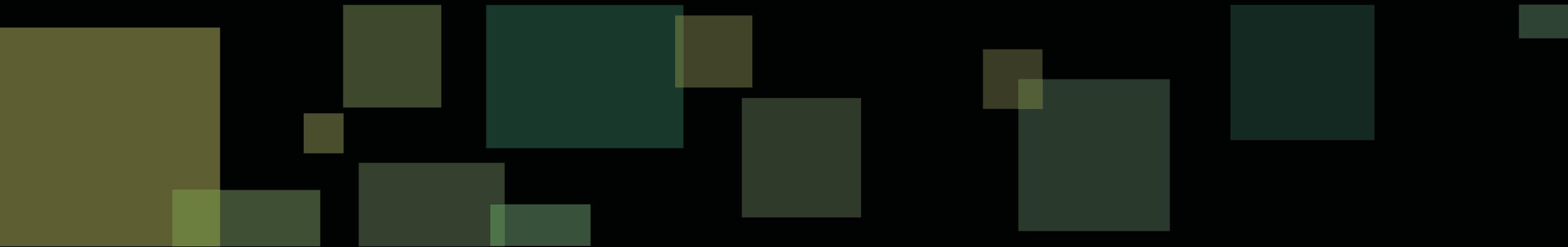
a n t h i l l



to the southeast would also benefit from some visual buffering.

c a r i n y a

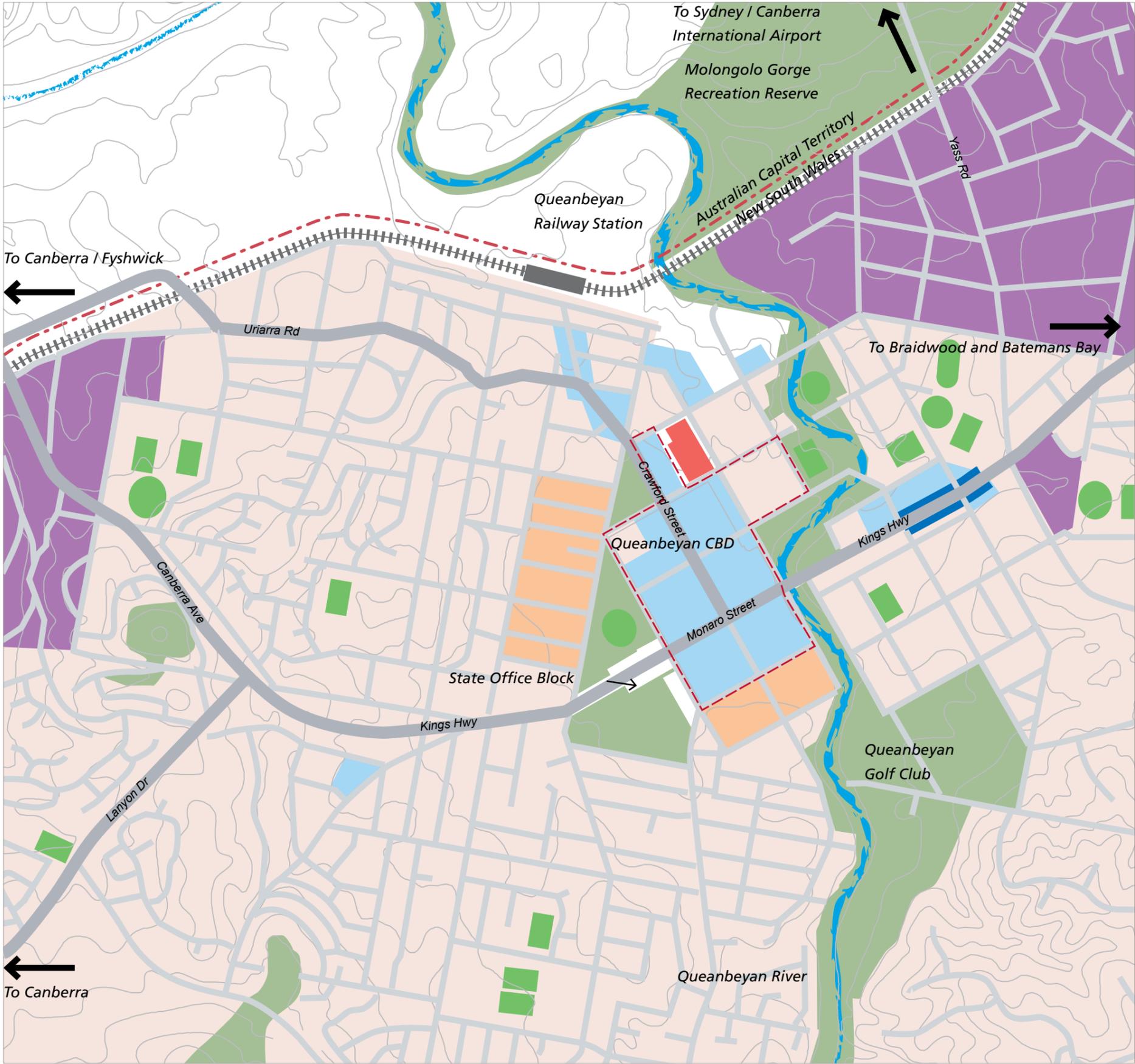
5.0 SITE ANALYSIS



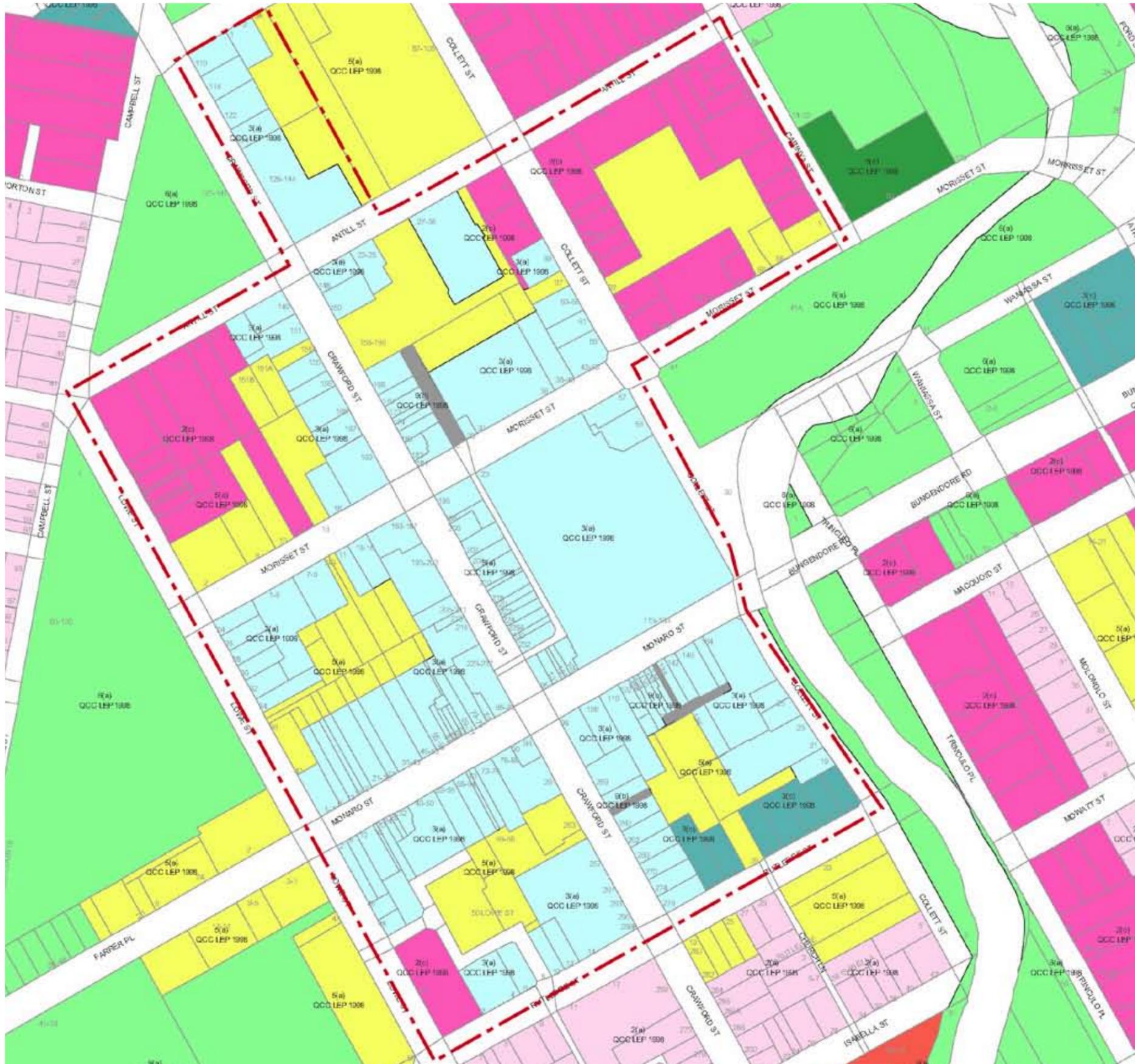
Queanbeyan CBD Master Plan

Final Report • October 2009

5.1 LOCAL CONTEXT



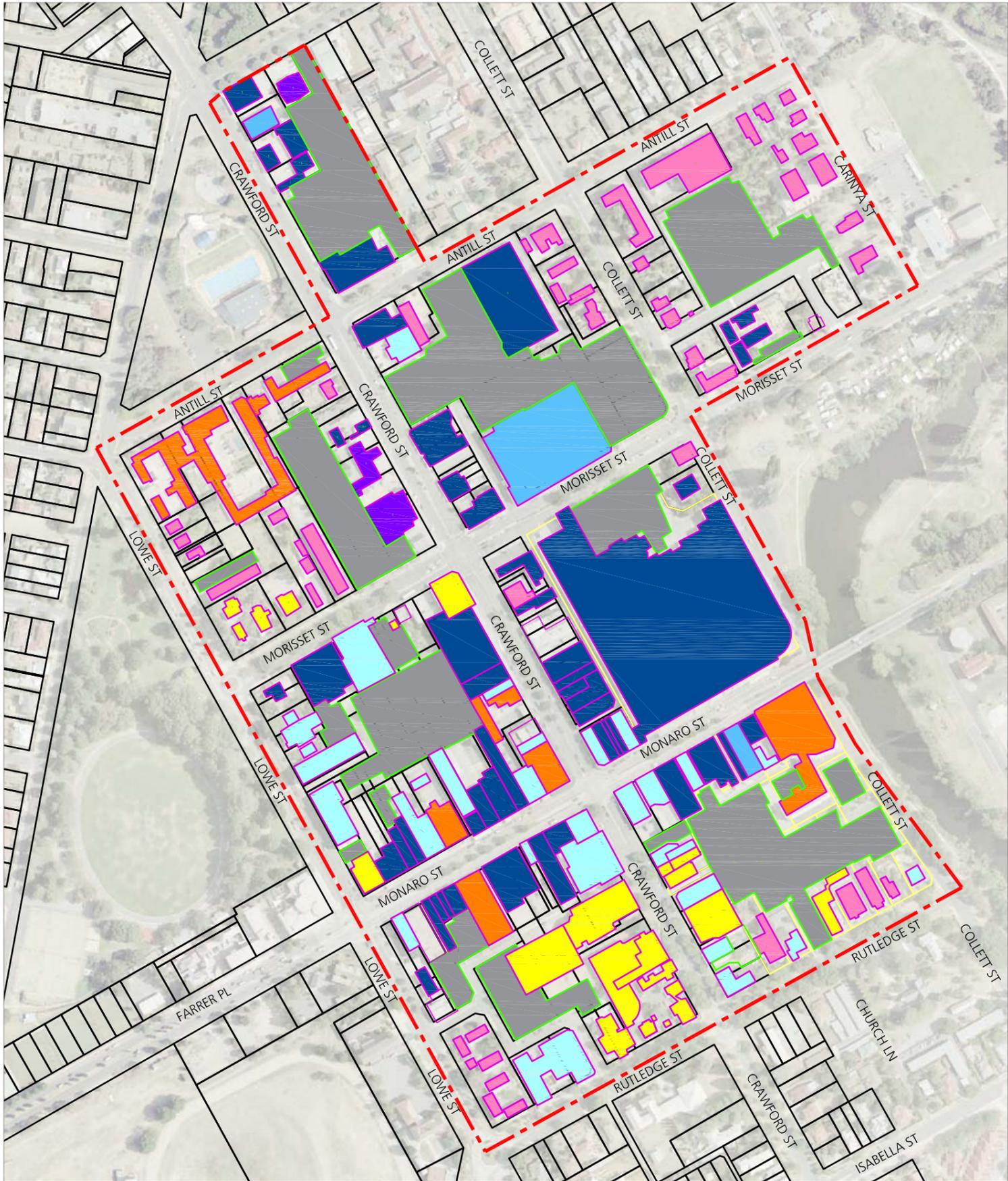
- Open Space
- Sports fields
- Heritage Conservation Areas
- Predominately Industrial Precinct
- Predominately Commercial Precinct
- Predominately Residential Precinct
- Ribbon Development
- Queanbeyan District Hospital and Health Service
- Queanbeyan Railway Station
- Southern Rail line (Sydney to Canberra)
- State/Territory Border
- Study Area



5.2 ZONING

- 3(a) Business A
- 2(c) Residential C
- 5(a) Special Uses
- 6(b) Open Spaces B
- 3(c) Business C
- 9(b) Road B - Existing roads

5.3 EXISTING LAND USE STRUCTURE



- Retail
- Commercial
- Combined C/R
- Hotel-Motel
- Community-Civic
- Residential
- Industrial
- Car Park
- Vacant

Note: A number of buildings contain more than one landuse and the predominant land use is shown wherever possible.

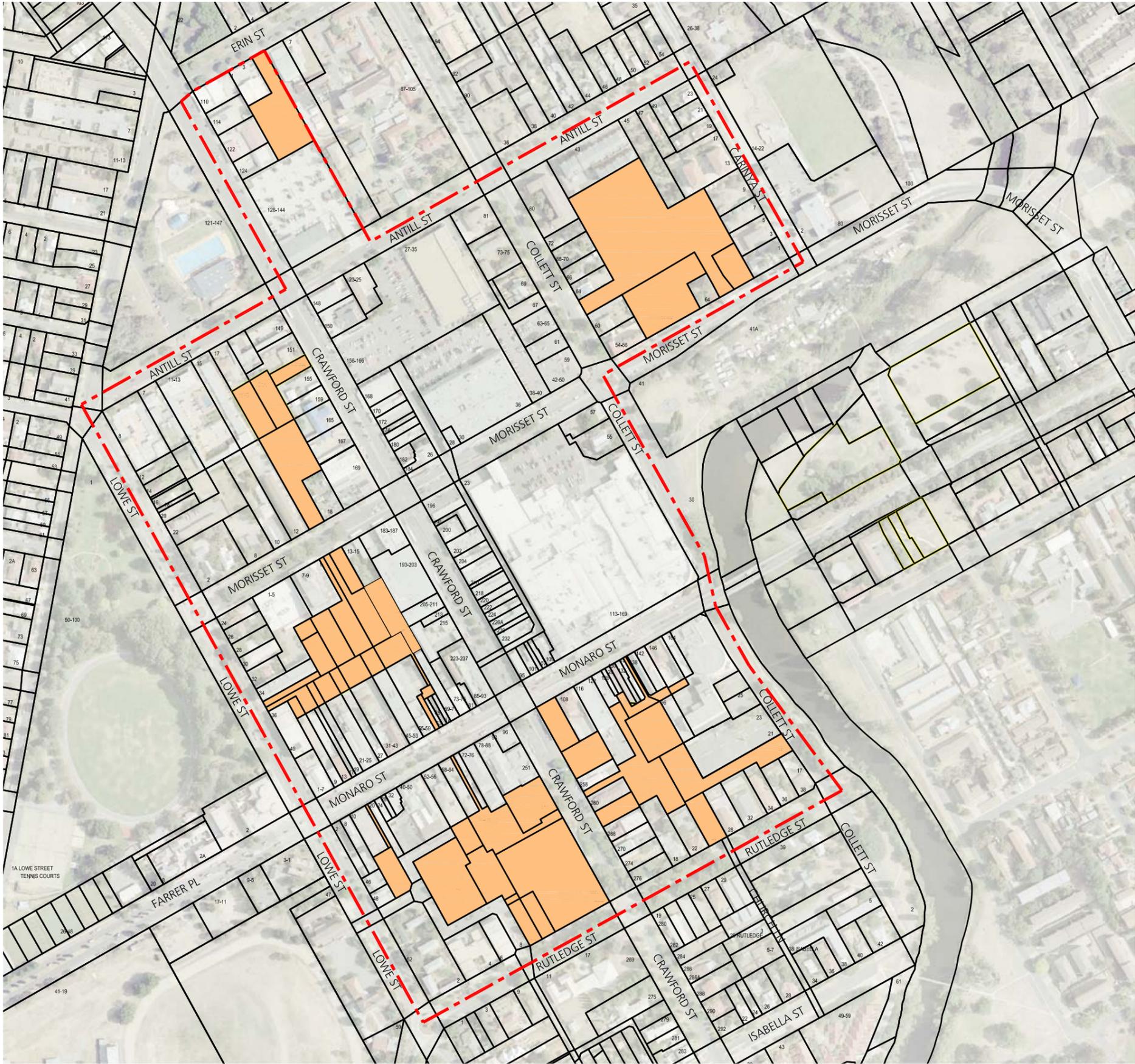
5.4 HERITAGE / CHARACTER BUILDINGS



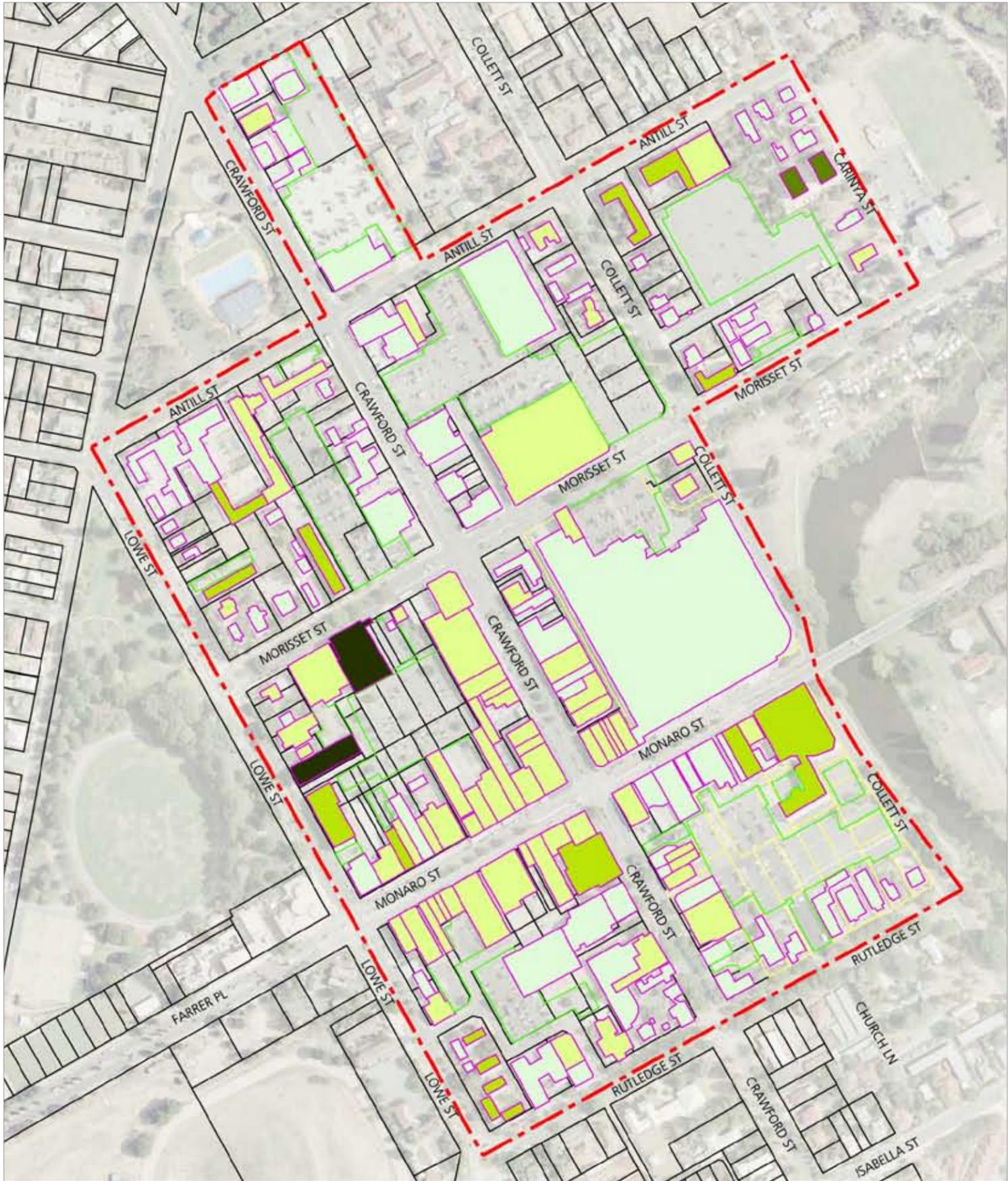
-  Existing Heritage Items (Queanbeyan LEP 1998)
-  Character Buildings / sites (as identified via master plan process)
-  Existing Heritage Conservation Areas

5.5 LAND TENURE (COUNCIL OWNED LAND)

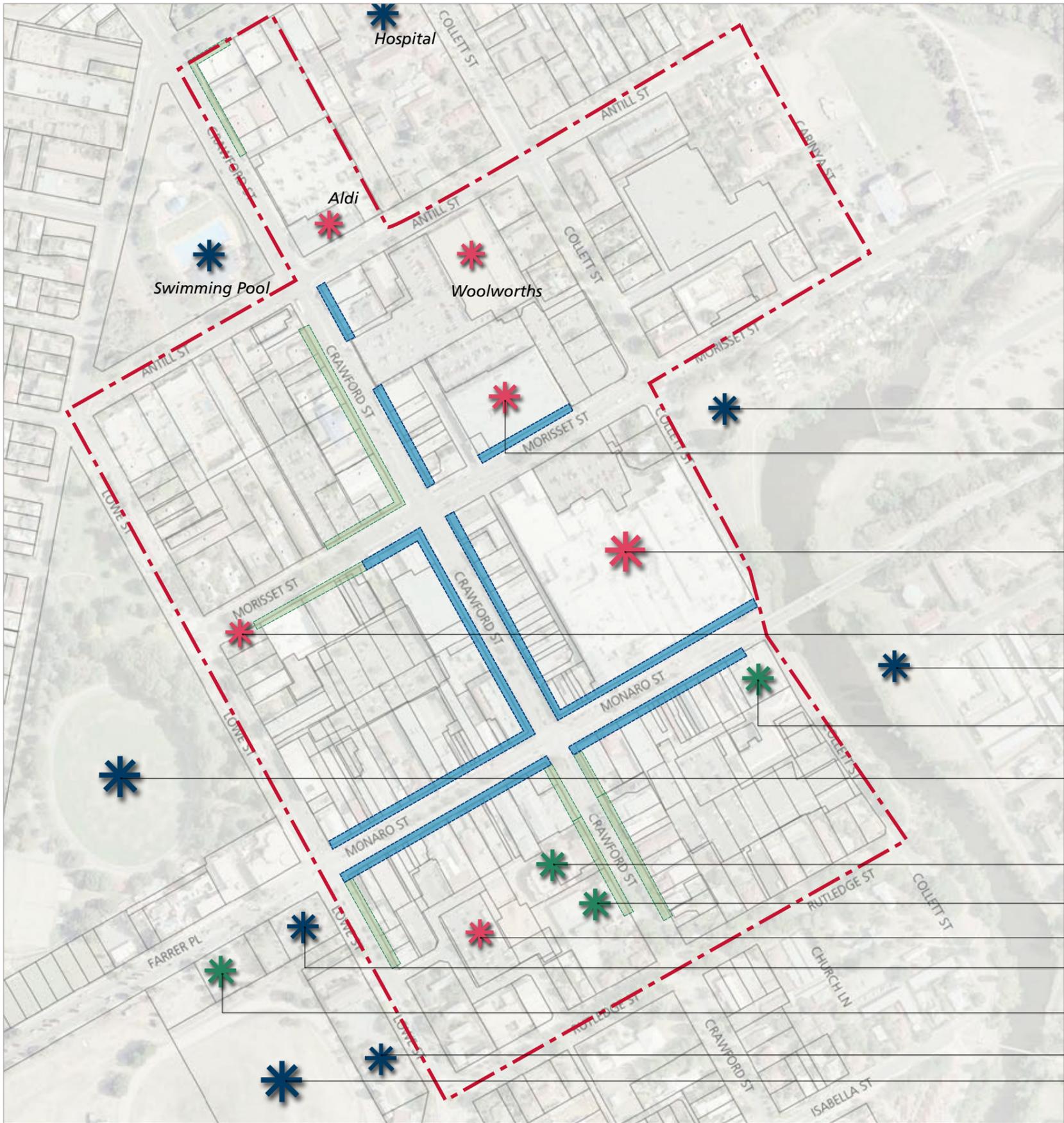
 Council Ownership



5.6 BUILDING HEIGHTS



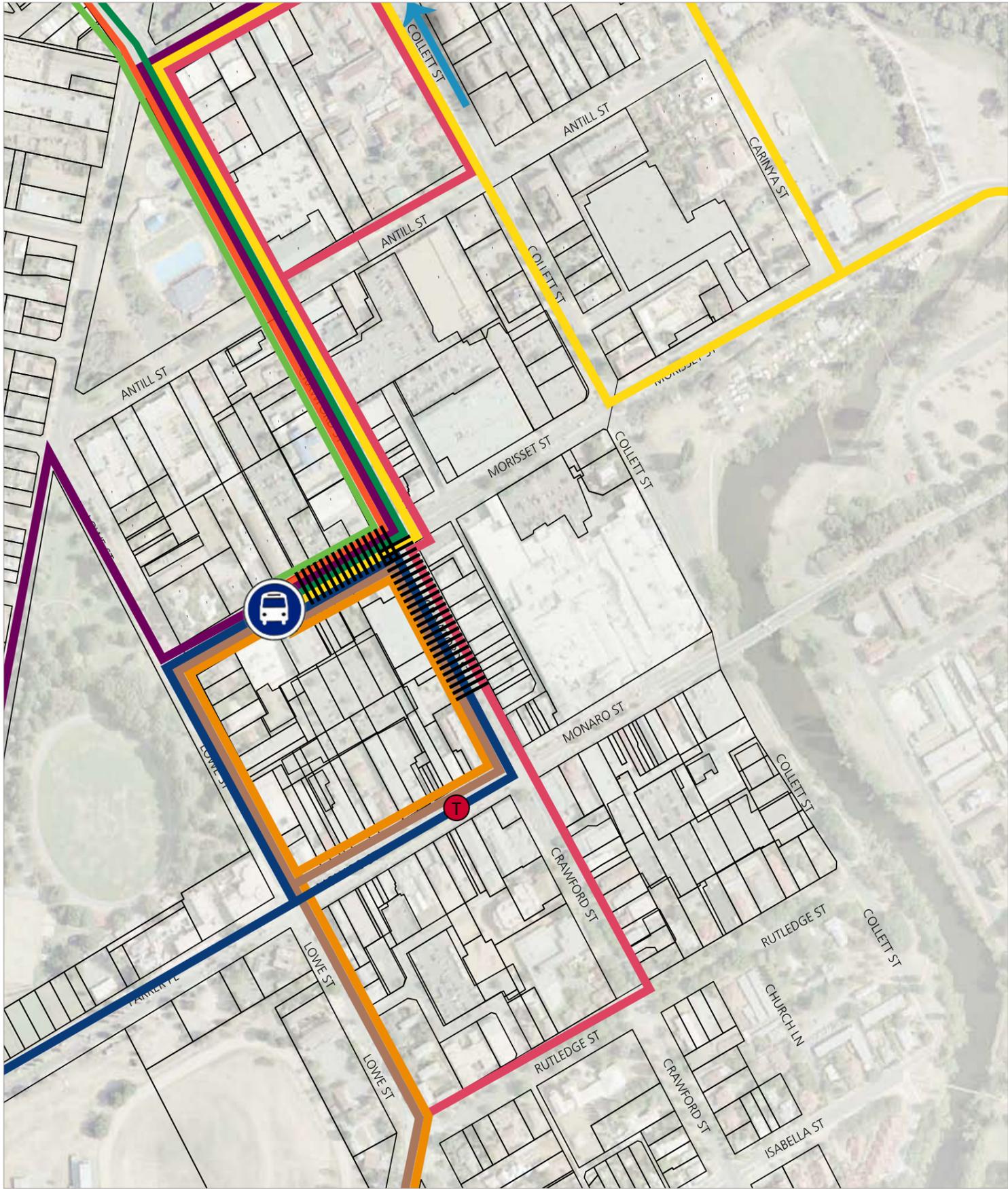
5.7 ACTIVITY NODES & ACTIVE STREET FRONTS



-  Major Activity Nodes + Destinations
-  Secondary Activity Nodes + Destinations
-  Public Facilities/Activity
-  Active Retail Streetfront
-  Less Active/Dispersed Commercial Streetfront

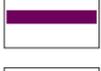
- Queen Elizabeth Riverside Park
- Citylink Shopping Centre
- Riverside Plaza Shopping Centre
- Bus Interchange
- Marj Christian Riverside Park Playground
- Queanbeyan Leagues Club
- Queanbeyan Park
- Council
- Library
- Performing Art Centre
- Tourist Info. Centre
- State Office
- School
- Showground

5.8 TRANSPORT



 Queanbeyan Bus Interchange

Bus Routes

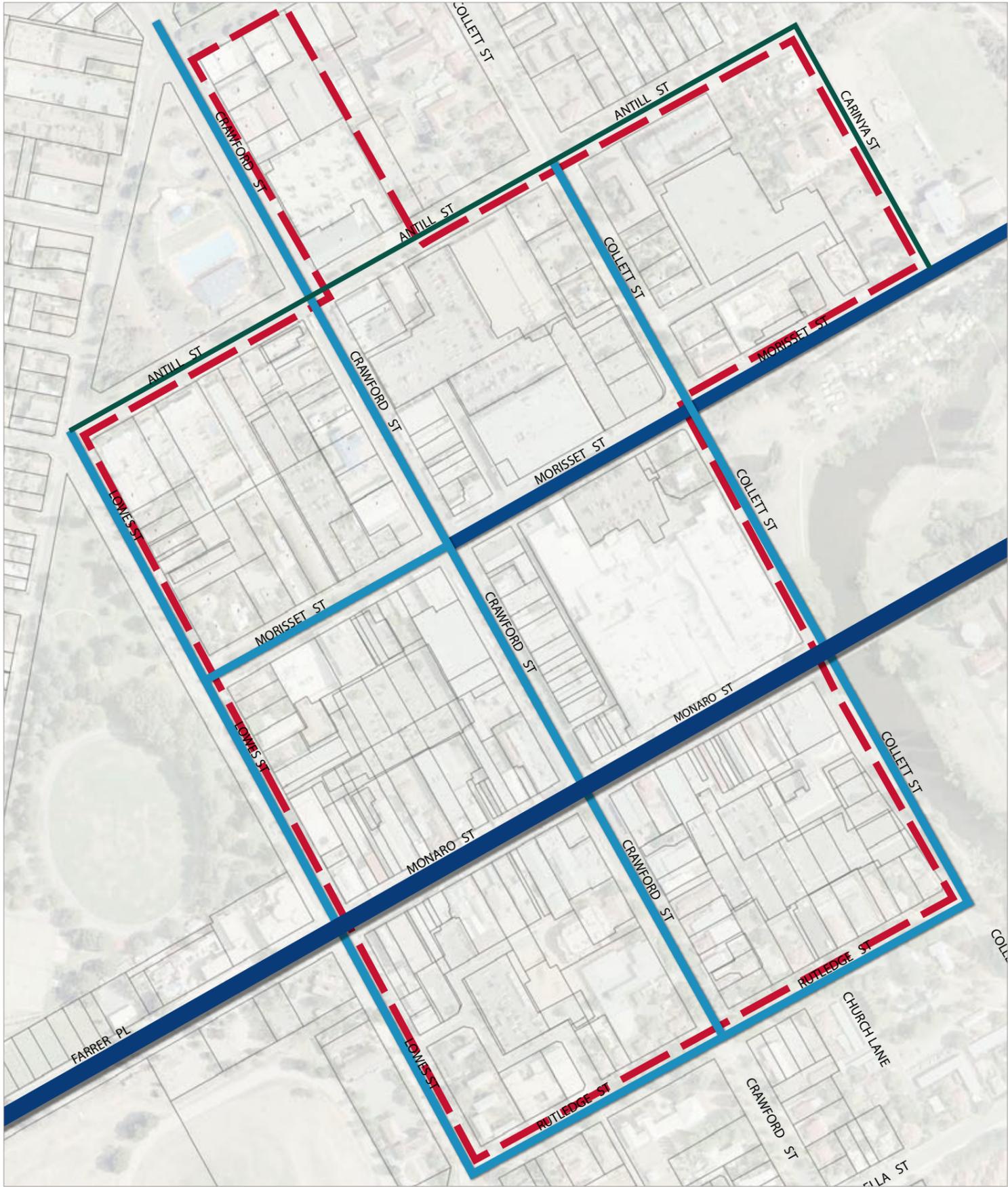
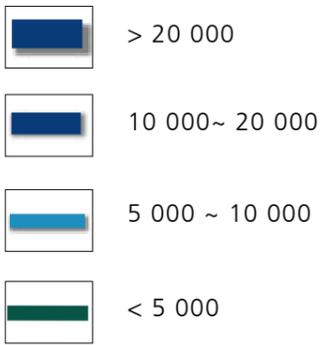
-  830
-  831
-  832
-  834
-  835
-  836
-  838
-  839
-  840

 To Railway Station

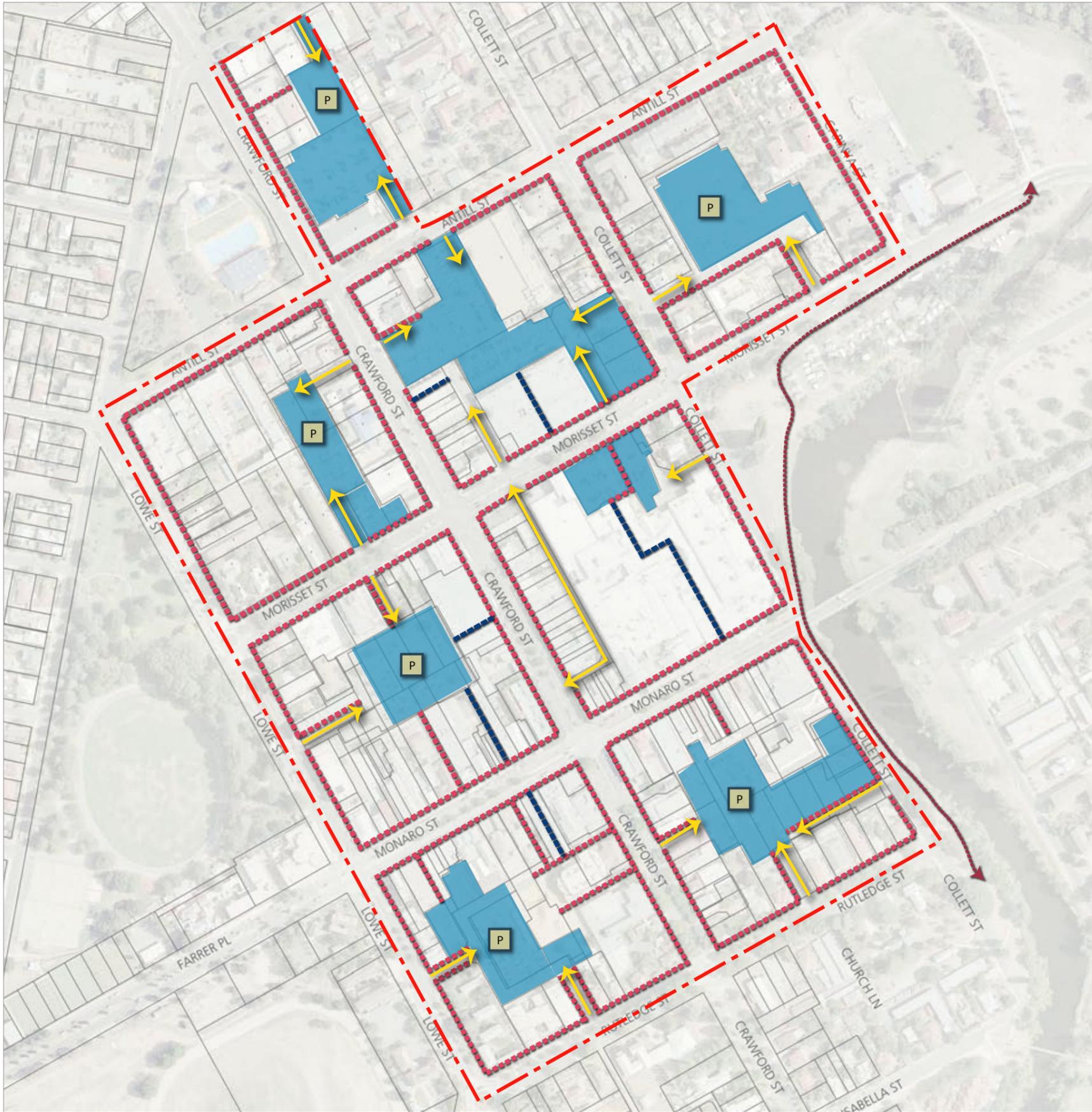
 Taxi Rank

5.9 TRAFFIC VOLUMES

Vehicle Movements Per Day

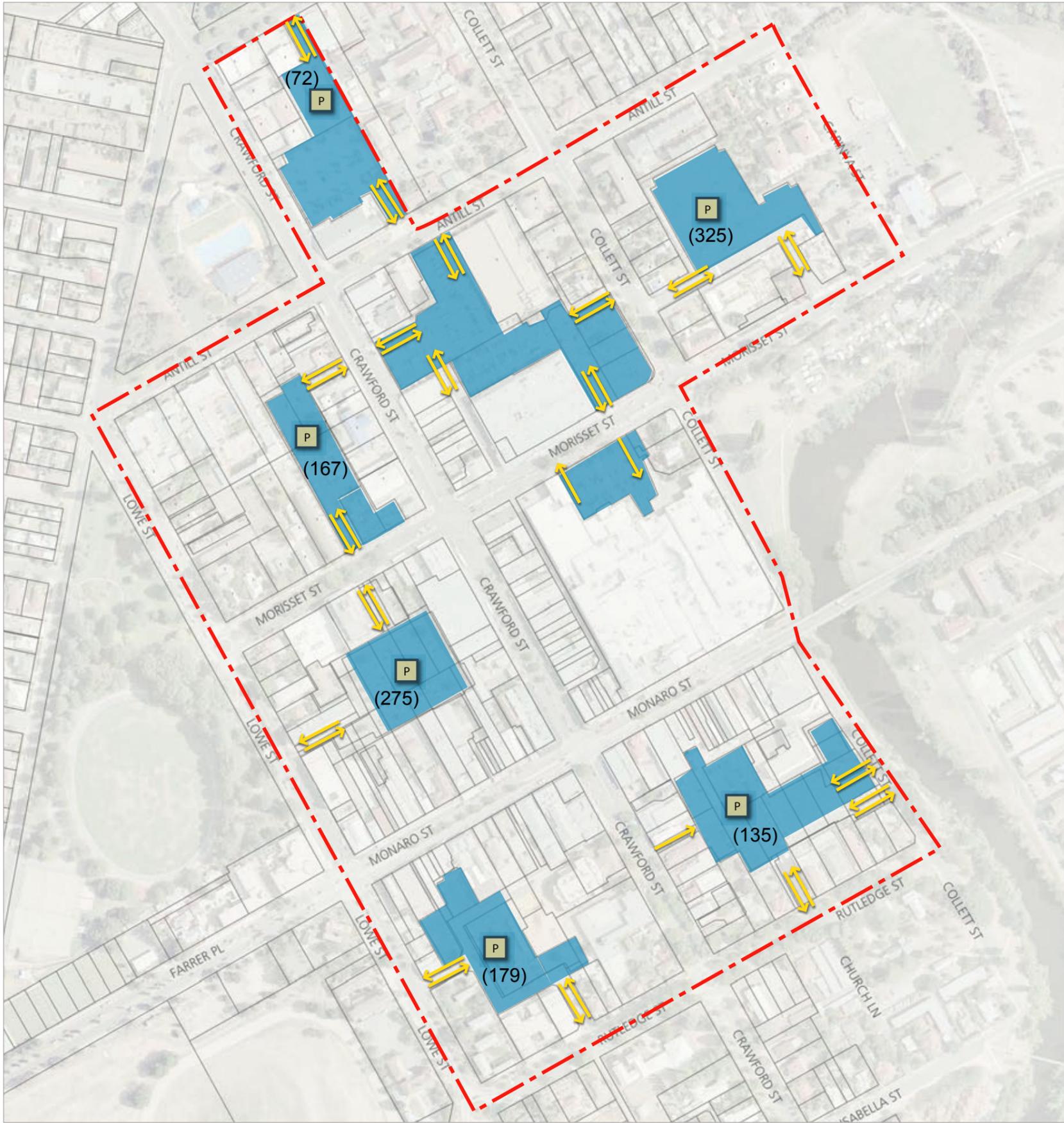


5.10 MOVEMENT NETWORK



-  Vehicular Laneways
-  Covered Pedestrian Laneways
-  Pedestrian Connections + Pathways
-  Cycleway
-  Carpark ( Public Parking)

5.11 CARPARK NETWORK



-  Vehicular Two Way Traffic Entrance
-  Vehicular One Way Traffic Entrance
-  Carpark ( Public Parking)

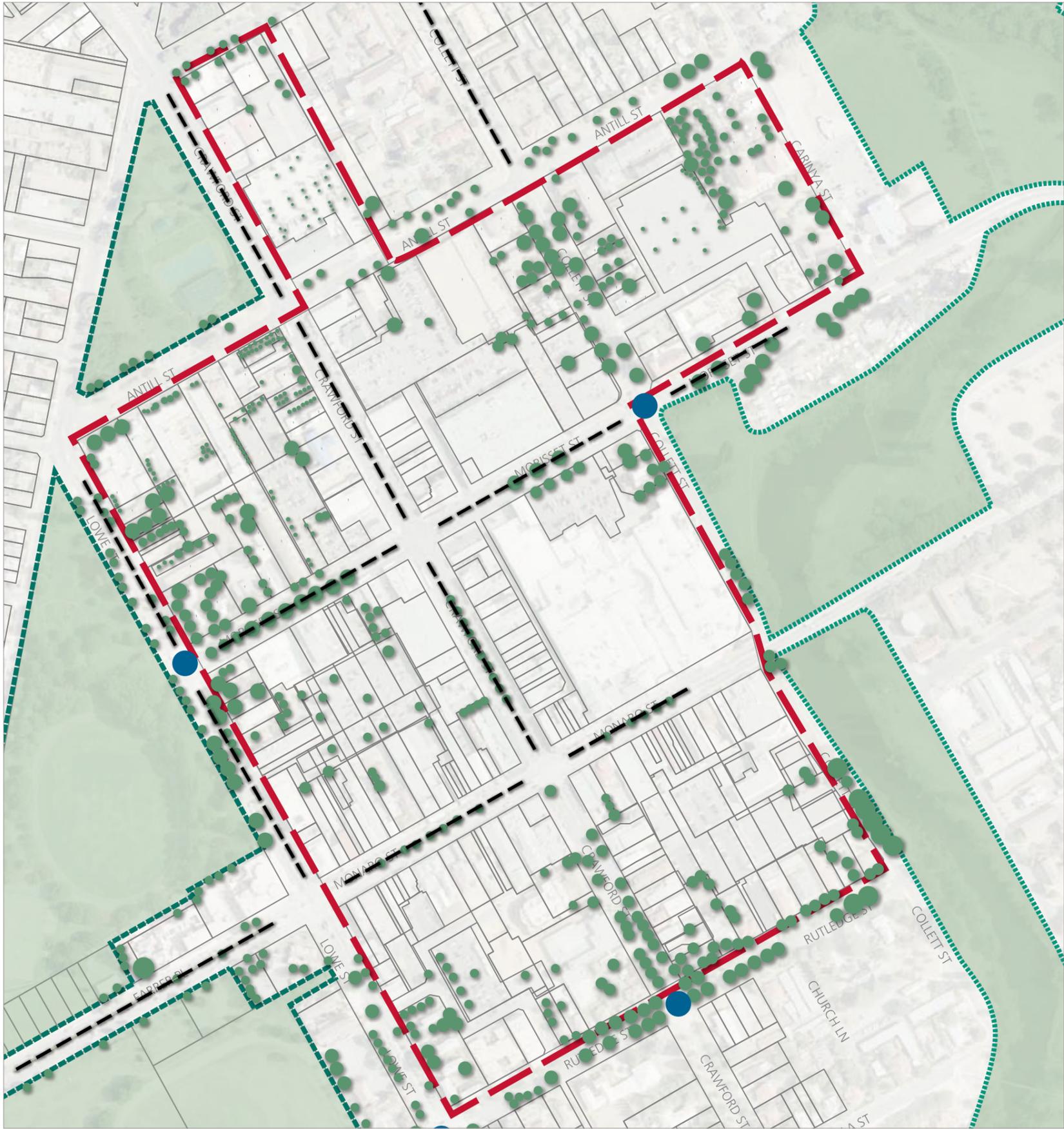
5.12 TOPOGRAPHY



- Lowest point
- Highest point

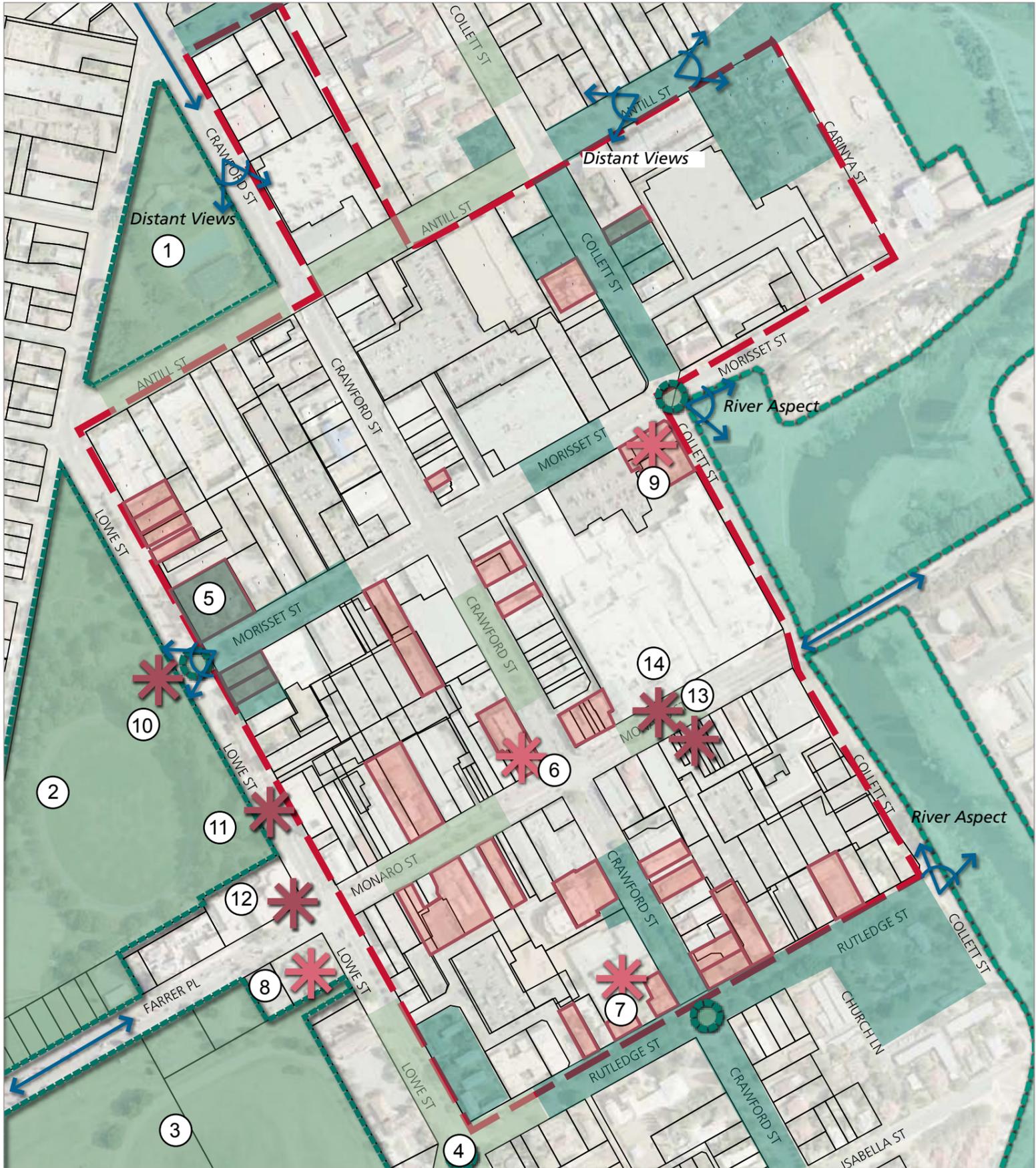
Highest point in study area

5.13 SOFTSCAPE



-  Urban Parklands
-  River Parklands
-  Roundabouts
-  Prominent Trees
-  Medians

5.14 POSITIVE STREETSCAPE / LANDSCAPE CHARACTER



Major Landscape Areas

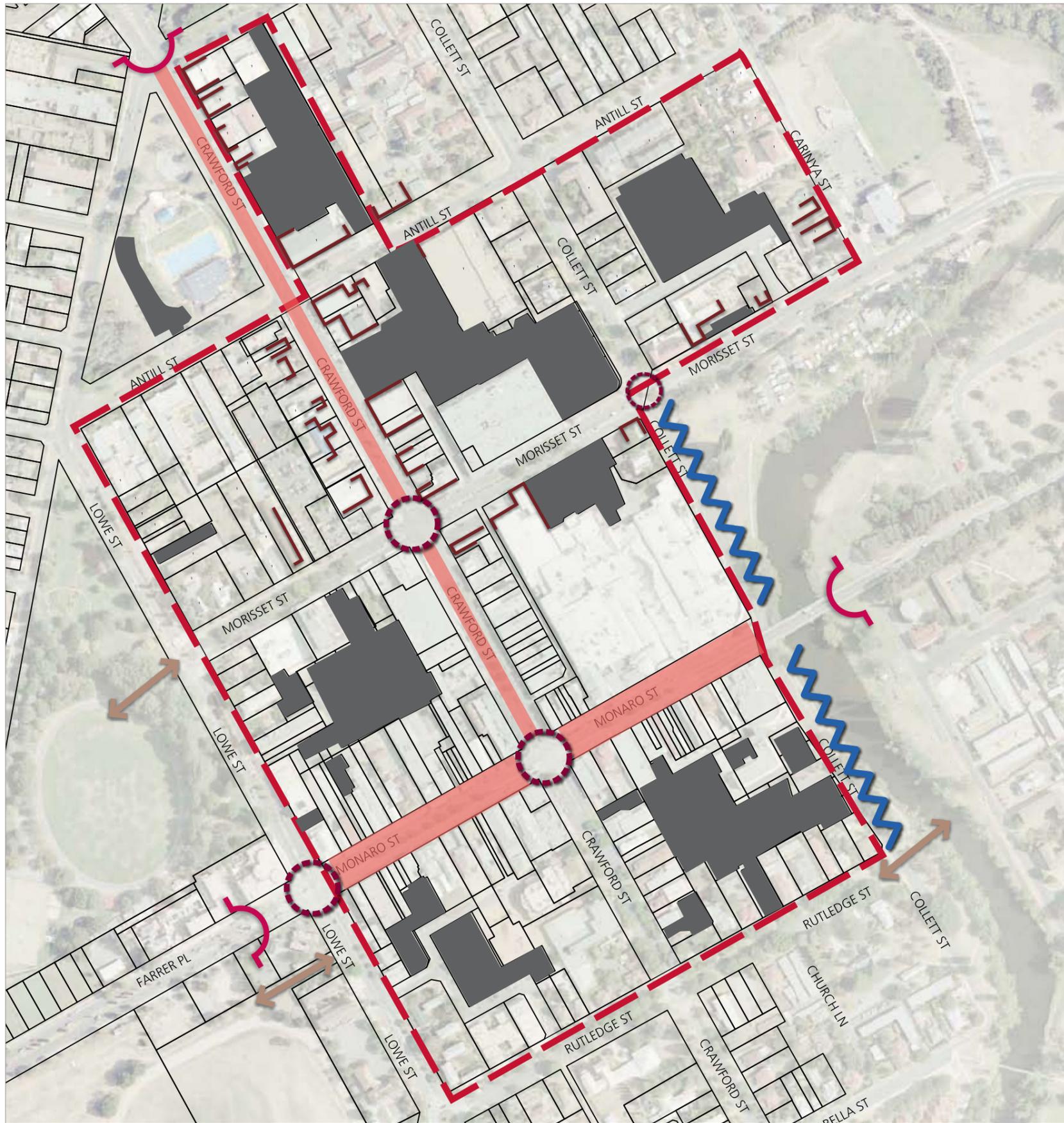
-  Urban Parklands
 - 1 - Moore Park
 - 2 - Queanbeyan Park
 - 3 - Queanbeyan Showground
 - 4 - Harris Park
-  River Parkland
-  Significant street and adjacent areas tree planting
-  Medium density street tree planting
-  Roundabouts with feature planting

Character Defining Elements

-  Character buildings / sites
-  Landmark Buildings
 - 5 - St Stephens Presbyterian Church
 - 6 - Royal Hotel
 - 7 - Former Firestation
 - 8 - Significant Corner Heritage Building
 - 9 - Significant Corner Heritage Building (Byrnes Mill Complex)
-  Landmark Elements
 - 10 - Queanbeyan Park Fountain
 - 11 - Lantern
 - 12 - John Cale Statue
 - 13 - Shamrock Lane
 - 14 - Epogue Street Clock

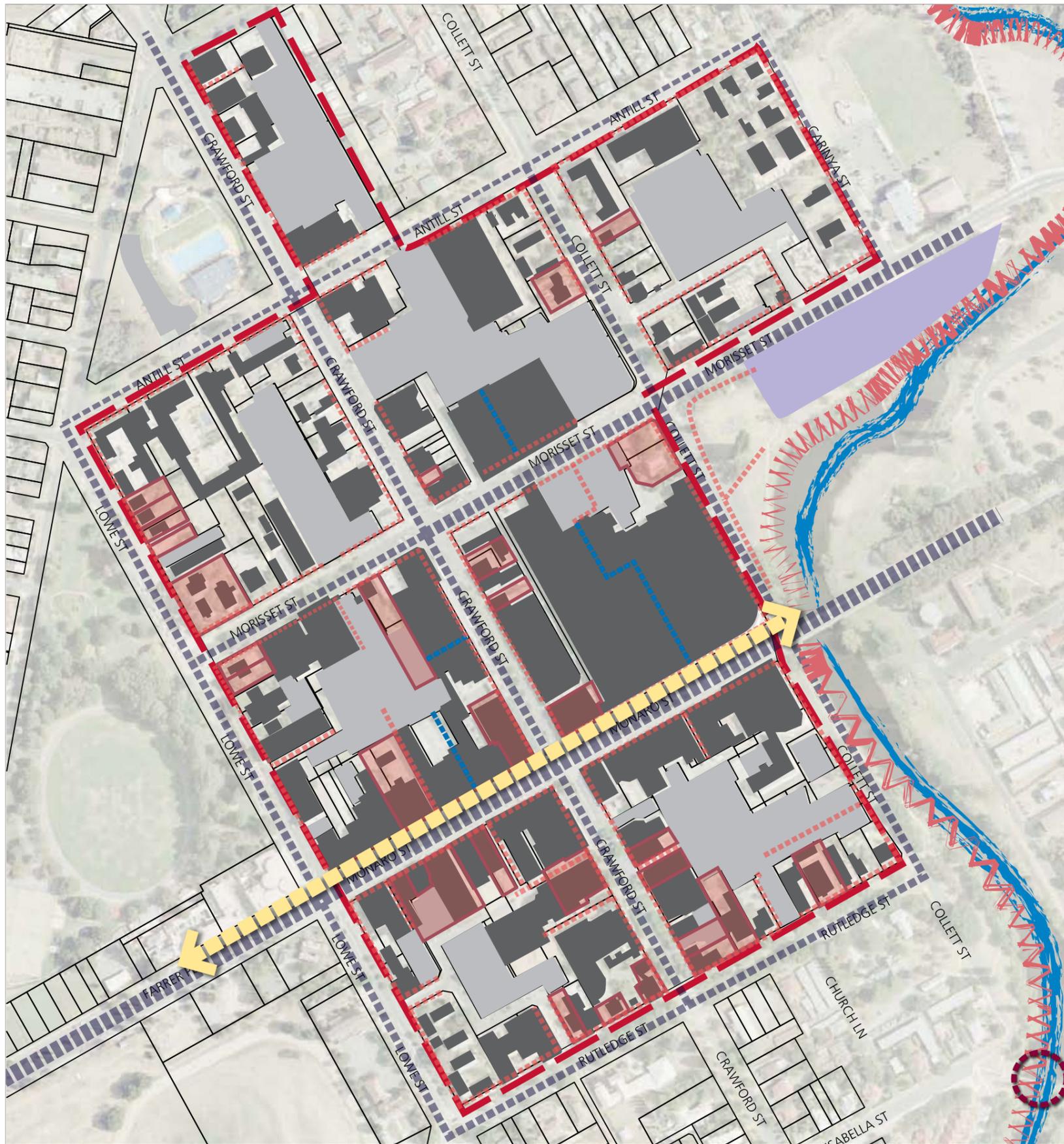
Landscape Experiences

-  Views and Vistas
-  Main Entry Thresholds



5.15 NEGATIVE STREETScape / LANDSCAPE CHARACTER

-  Vehicle dominated main streets
-  Carparks
-  Traffic dominated major nodes
-  Traffic dominated minor nodes
-  Understated gateway to CBD
-  Fragmented street edge definition
-  Deactivated urban edge to river front
-  Poor accessibility and pedestrian activation



5.16 CONSTRAINTS

-  Traffic volumes > 20,000
-  Traffic volumes 10,000 - 20,000
-  Traffic volumes 5,000 - 10,000
-  Traffic volumes < 5,000
-  Thru traffic movements
-  No pedestrian access to river from city
-  Pedestrian flow through the city
-  Pedestrian flow through the city - covered
-  Expansive open carparks
-  Existing urban structure and built form
-  Character / heritage buildings and sites
-  Queanbeyan River