



# **Planning and Strategy Committee of the Whole**

**14 November 2018**

**UNDER SEPARATE COVER  
ATTACHMENTS**



**QUEANBEYAN-PALERANG REGIONAL COUNCIL  
PLANNING AND STRATEGY COMMITTEE OF THE WHOLE**

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# **QUEANBEYAN-PALERANG REGIONAL COUNCIL**

## **Planning and Strategy Committee of the Whole Meeting Attachment**

**14 NOVEMBER 2018**

ITEM 5.1                      DEVELOPMENT APPLICATION 177-2018 - EXTENSION TO  
FUNCTION CENTRE (TOURIST HOTEL) - 31 MONARO  
STREET, QUEANBEYAN

ATTACHMENT 1            SECTION 4.15 TABLE - MATTERS FOR CONSIDERATION –  
DA 177-2018

## ATTACHMENT - SECTION 4.15 TABLE – Matters for Consideration

This application has been assessed under Section 4.15 of the *Environmental Planning and Assessment Act 1979* and the following matters are of relevance to **Development Application No 177-2018**

### State Environmental Planning Policies

The proposed development has been assessed in accordance with the requirements of the relevant State Environmental Planning Policies (SEPPs) including any draft SEPPs and a summary is provided in the following table:

SEPP COMMENTS	COMPLIES (Yes/No)
<b>State Environmental Planning Policy No 55 - Remediation of Land</b>	
Clause 7(1) prescribes that a consent authority must not consent to the carrying out of any development on land unless it has considered whether the land is contaminated. There are no records of the site being previously used for any potentially contaminating purposes.	Yes
<b>State Environmental Planning Policy (Infrastructure) 2007</b>	
The provisions of this Policy have been considered in the assessment of the application. The site is not located in or adjacent to road corridor, however, it does have a frontage to a classified road. Due to the fact that the alterations are at the rear of the property and no impact is anticipated. The site is not located within or immediately adjacent to an easement for electricity purposes or immediately adjacent to an electricity substation. No development is proposed within 5m of an overhead powerline and no ground penetrating work is proposed within 2m of any underground electricity services.	Yes

### Local Environmental Plans

The proposed development has been assessed in accordance with the relevant requirements of the *Queanbeyan Local Environmental Plan 2012* and no relevant draft LEPs apply to the land. A summary is provided as follows:

QUEANBEYAN LOCAL ENVIRONMENTAL PLAN 2012 COMMENTS	COMPLIES (Yes/No)
<b>Part 1 Preliminary</b>	
<b>Clause 1.2 Aims of Plan</b>	
The relevant aims of the Plan to the proposed development are as follows: a) to facilitate the orderly and economic use and development of land in Queanbeyan based on ecological sustainability principles; b) to provide for a diversity of housing throughout Queanbeyan; c) to provide for a hierarchy of retail, commercial and industrial land uses that encourage economic and business development catering for the retail, commercial and service needs of the community; d) to recognise and protect Queanbeyan's natural, cultural and built heritage including environmentally sensitive areas such as Queanbeyan's native grasslands, the Queanbeyan River and Jerrabomberra Creek; e) to protect the scenic quality, views and vistas from main roads and other vantage points within Queanbeyan of the escarpment and Mount Jerrabomberra; and f) to maintain the unique identity and country character of Queanbeyan.	Yes

QUEANBEYAN LOCAL ENVIRONMENTAL PLAN 2012 COMMENTS	COMPLIES (Yes/No)
The proposed development is considered to be generally consistent with the relevant aims of the QLEP 2012. Specifically, it adds to the orderly and economic use of land and encourages economic and business development.	
<b>Clause 1.4 Definitions</b>	
<p>The proposed development is defined as a <b>food and drink premises</b>, which means a premises that is used for the preparation and retail sale of food or drink (or both) for immediate consumption on or off the premises, and includes any of the following:</p> <p>(a) a restaurant or cafe, (b) take away food and drink premises, (c) a pub, (d) a small bar.</p> <p>A <b>food and drink premises</b> is a type of <b>retail premises</b>, which is a type of <b>commercial premises</b>. A <b>commercial premises</b> is permitted with consent in the zone.</p> <p>The use of the proposed building is also defined as a <b>function centre</b>, which is consistent with the approved use of DA 14-2017.</p> <p><b>function centre</b> means a building or place used for the holding of events, functions, conferences and the like, and includes convention centres, exhibition centres and reception centres, but does not include an entertainment facility.</p>	Yes
<b>Clause 1.9A Suspension of Covenants, Agreements and Instruments</b>	
No covenants, agreements and instruments restricting the development have been identified.	Yes
<b>Part 2 Permitted or Prohibited Development</b>	
<b>Clause 2.1 Land Use Zones</b>	
The subject site is zoned B3 Commercial Core The proposal is Permitted with Consent in the zone.	Yes
<b>Clause 2.3 Zone Objectives and Land Use Tables</b>	
<p>The objectives of the zone are:</p> <ul style="list-style-type: none"> <li>To provide a wide range of retail, business, office, entertainment, community and other suitable land uses that serve the needs of the local and wider community.</li> <li>To encourage appropriate employment opportunities in accessible locations.</li> <li>To maximise public transport patronage and encourage walking and cycling.</li> <li>To recognise the Queanbeyan central business district as the main commercial and retail centre of Queanbeyan and to reinforce its commercial and retail primacy in Queanbeyan.</li> <li>To encourage some high density residential uses in conjunction with retail or employment uses where appropriate.</li> </ul> <p>It is considered that the proposed development generally satisfies the objectives of the zone. Specifically, it contributes to providing a wide range of retail and entertainment uses to serve the needs of the local and wider community.</p>	Yes

QUEANBEYAN LOCAL ENVIRONMENTAL PLAN 2012 COMMENTS		COMPLIES (Yes/No)
<b>Part 4 Principal Development Standards</b>		
<b>Clause 4.3 Height of buildings</b>		
The maximum building height permitted on the subject site is 30m partially and 25m partially. The proposed development does not propose any changes to the maximum height of the building. Additionally, the existing garage to be converted to a café/function room is within the specified height limits.		Yes
<b>Clause 4.4 Floor space ratio</b>		
A maximum Floor Space Ratio of 3:1 applies to the subject site. The proposed development does not significantly increase the floor space ratio. The Floor space Ratio of the entire development is 0.96:1. Complies.		Yes
<b>Part 5 Miscellaneous Provisions</b>		
<b>Clause 5.9 Preservation of trees or vegetation</b>		
This clause requires that development consent is obtained for the removal of trees and/or vegetation as prescribed in the Queanbeyan Development Control Plan (QDCP) 2012. The proposed development does not require the removal of any vegetation.		Yes
<b>Clause 5.10 Heritage conservation</b>		
Under Clause 5.10, Council must consider the effect of the proposed development on the heritage significance of the heritage item. The subject site of the proposed development contains a local heritage item, that being the Tourist Hotel.  The proposed development is at the rear of the lot and is not visible from the streetscape. Additionally, it incorporates appropriate materials and colours in its built form. The roof is to be manor red to match the existing roof colour. The walls incorporate bi-fold doors similar to the approved extension as a part of DA 14-2017 and the proposed link between the new building and the existing hotel incorporates grey cladding, which is sympathetic to the existing materials and colours of the building.  Council's Heritage Advisor has stated that there are no concerns with the development from a heritage perspective, the historic garage at the rear is retained and the proposed new building has a low profile.		Yes
<b>Clause 5.11 Bush fire hazard reduction</b>		
The application does not involve any bush fire hazard reduction works, the proposed development is not within bushfire prone land.		Yes
<b>Part 7 Additional Local Provisions</b>		
<b>Clause 7.1 Earthworks</b>		
Earthworks associated with the development are proposed and form part of this application. The proposed earthworks will not have a detrimental impact on drainage patterns and soil stability or the existing and likely amenity of adjoining properties. The development application will be conditioned to mitigate the potential impact of soil erosion and the like during construction.		Yes
<b>Clause 7.2 Flood Planning</b>		
The subject site is within the flood planning area. Relevant conditions in regards to flooding have been applied to the proposed development.		Yes - Condition
<b>Clause 7.3 Terrestrial biodiversity</b>		
This clause is not considered relevant to the proposed development as the site is not identified as "Biodiversity" on the Terrestrial Biodiversity Map.		N/A

QUEANBEYAN LOCAL ENVIRONMENTAL PLAN 2012 COMMENTS		COMPLIES (Yes/No)
<b>Clause 7.4 Riparian land and watercourses</b>		
This clause is not considered relevant to the proposed development as the site is not identified as "Watercourse" on the Riparian Land and Watercourses Map.		N/A
<b>Clause 7.5 Scenic protection</b>		
This clause is not considered relevant to the proposed development as the site is not identified as "Scenic Protection Area" on the Scenic Protection Map.		N/A
<b>Clause 7.6 Airspace operations</b>		
The proposed development will not penetrate the Obstacle Limitations Surface Map for the Canberra Airport. Therefore the application was not required to be referred to the relevant Commonwealth body for comment.		N/A
<b>Clause 7.7 Development in areas subject to aircraft noise</b>		
This clause is not considered relevant to the proposed development as the site is not located near the Canberra Airport or within an ANEF contour of 20 or greater.		N/A
<b>Clause 7.8 Active street frontages</b>		
The proposed development as the site is identified as "Active street frontage" on the Active Street Frontages Map". The proposed development does not propose any changes to the frontage of the existing premises and therefore there will be no adverse impacts in regards to active street frontages.		Yes
<b>Clause 7.9 Essential services</b>		
<p>Development consent must not be granted to development unless the consent authority is satisfied that any of the following services that are essential for the development are available or that adequate arrangements have been made to make them available when required:</p> <ul style="list-style-type: none"> <li>(a) the supply of water,</li> <li>(b) the supply of electricity,</li> <li>(c) the disposal and management of sewage,</li> <li>(d) stormwater drainage or on-site conservation,</li> <li>(e) suitable vehicular access.</li> </ul> <p>Council's Development Engineer has assessed the proposed development and confirmed that adequate services are available or can be made available to the proposed development.</p>		Yes
<b>Clause 7.10 Development near Cooma Road Quarry</b>		
This clause is not considered relevant to the proposed development as the site is not identified as "Buffer Area" on the Quarry Buffer Area Map".		N/A
<b>Clause 7.11 Development near HMAS Harman</b>		
This clause is not considered relevant to the proposed development as the site is not located within 2 kilometres of HMAS Harman or within Zone IN1 General Industrial or Zone IN2 Light Industrial.		N/A

## Development Control Plan

The Queanbeyan Development Control Plan (DCP) 2012 applies to the development and a summary of the relevant provisions is provided in the following table.

QUEANBEYAN DCP 2012 COMMENTS	COMPLIES (Yes/No)
<b>Part 1 About This Development Control Plan</b>	
<p><b>1.8 Public Notification Of A Development Application</b></p> <p>The development application was notified to adjoining owners and no submissions were received. Refer to the community consultation section of the Staff Report for consideration of the relevant issues raised in the submissions.</p>	Yes
<b>Part 2 All Zones</b>	
<p><b>2.2 Car Parking</b></p> <p>The proposed development requires an additional 24 car parking spaces. The application proposes a major variation to the controls within Part 2 of the QDCP 2012 requesting that the requirement for any additional car parking be waived. The variation has been supported in the past for similar sites located within the Queanbeyan Central Business District.</p> <p>The proposed variation is specifically to Part 2 clause 2.2.6 of the Queanbeyan Development Control Plan 2012 to allow the requirements of vehicle parking for the site to be waived. Section 2.2.4 Variations and Compliance, states that requests for variation must be supported by information and data to substantiate that an alternative standard is appropriate, this information should take the form of a Traffic Impact Statement and/or parking needs survey carried out by a suitably qualified consultant. The applicant has submitted a traffic and parking impact statement for the proposal to support the variation. The applicant's justification and assessing officer's comments are provided below. A review of traffic and parking and access issues is also provided by the Development Engineer within the Development Engineer's comments section further below.</p> <p><b>Applicant's Justification</b> – the applicant has provided a number of reasons to justify the variation. A summary of these is provided below:</p> <ul style="list-style-type: none"> <li>Operating hours of the premises are in line with the previous development application approval (DA 14-2017) for the café/function centre,</li> <li>The function centre component of the development is outside of business hours when more public car parking will be available.</li> </ul> <p><b>Assessing Officer's Comments</b> –The applicant has provided justification for why it would be unreasonable for the development to provide the required car parking, which is generally in accordance with the previous justification provided for DA 14-2017 for the conversion/expansion of the existing garage at the rear of the lot into a café/function centre. The justification includes the proposed operating hours and the intended use of the site/ proposed building. As a café during the day, it is more likely to generate patronage through pedestrian traffic, meanwhile the site will only operate as a function centre outside of business hours when more public parking will be available within the vicinity of the proposed development, including the adjacent public car park.</p>	Yes - Variation

QUEANBEYAN DCP 2012 COMMENTS	COMPLIES (Yes/No)
<p>The previous development application for the conversion of the garage into a café/function centre (DA 14-2017) was also in deficit of car parking, at a total at 30 spaces. In this instance, Council waived the parking contribution fees that were recommended. As a result of the previous development application (DA 14-2017) and the current application, the site will be in deficit of a total of 54 car parking spaces. The variation to the car parking requirements is supported, however, it is strongly recommended that parking contribution charges be enforced in line with Council's Section 7.11 (formerly Section 94) contribution plan due to the increase in floor area and overall intensification of the site leading to further pressure on the adjacent Morisset Street car park and the loss of 6 car parking spaces, which serviced the hotel and the associated accommodation rooms.</p>	
<p><b>2.3 Environmental Management</b> The applicant will have to submit a Section J report prior to the issue of a construction certificate to comply with the Building Code of Australia. The proposed development will be conditioned to provide a waste receptacle to manage the storage and disposal of waste in regards to demolition, construction and operation</p>	Yes- Condition
<p><b>2.4 Contaminated Land Management</b> That land is not known to be contaminated. An assessment against SEPP 55 was undertaken.</p>	Yes
<p><b>2.5 Flood Management</b> The subject site is within a flood prone area. Standard conditions to mitigate the impacts of flooding have been applied to the development. There is adequate access as a means of escape from the proposed extension to the café/function centre.</p>	Yes - Condition
<p><b>2.6 Landscaping</b> A landscaping plan was not required to be submitted as a part of the proposal.</p>	Yes
<p><b>2.7 Soil, Water and Vegetation Management Plan (SWVM Plans)</b> Standard conditions relating to site management will be imposed should development consent be granted.</p>	Yes - Condition
<p><b>2.8 Guidelines for Bushfire Prone Areas</b> The site is not identified as bushfire prone land.</p>	N/A
<p><b>2.9 Safe Design</b> Commercial/Retail/Industrial Development and Community Facilities</p> <p>Siting and Building Layout</p> <p>Relevant Controls</p> <p><i>a) Provide entries which are clearly visible from the street.</i></p> <p><i>b) Maximise the access and visibility of facilities – particularly toilets and parent's room.</i></p> <p><i>c) Facilities should be designed to encourage use. Locate main entrances / exits at the front of the site and in view of the street;</i></p>	Yes

QUEANBEYAN DCP 2012 COMMENTS	COMPLIES (Yes/No)
<p><i>d) If staff entrances must be separated from the main entrance, they should maximise opportunities for natural surveillance from the street.</i></p> <p><i>e) Avoid blank walls fronting the street</i></p> <p><i>g) Locate toilets and parents' rooms close to areas of active use or regularly staffed areas e.g. reception desks / entry ways etc.</i></p> <p><i>h) Long corridors and blind corners should be avoided; and</i></p> <p><i>i) Corridors should be well lit and if blind corridors are unavoidable, mirrors should be installed to allow users to see ahead.</i></p> <p><i>j) Facilities should be clean and well maintained with vandal resistant fittings and lights.</i></p> <p>The entry into the extension to the approved café/function centre will be visible from the right of way/laneway and from within the existing Tourist Hotel building as it has a defined link between this building and the new proposed extension.</p> <p>Building Material</p> <p>Relevant Controls</p> <p><i>a) Use building materials which reduce the opportunity for intruder access.</i></p> <p><i>b) Use toughened or laminated glass at ground floor level</i></p> <p>The existing garage includes building materials which will reduce the opportunity for intruder access, including solid brick. The proposed addition incorporates a Colorbond roof and steel frame and bi-fold doors. The materials and design are considered appropriate from a safe design perspective.</p> <p>Hours of Operation</p> <p>Relevant Controls</p> <p><i>a) Provide adequate security to buildings with extended hours of operation.</i></p> <p><i>b) Allocate security guards to patrol the surrounding hours of the building when necessary – advise patrons of this service.</i></p> <p>Adequate security will need to be provided for after-hours functions in the extended café/function centre. The proposal will be conditioned in regards to any extended hours of operation and security. The café will function during business hours. Nominated hours of business for the function centre are 6pm – 12am, Monday-Friday, 12 noon to midnight (as required) Saturday and 12 noon to 10pm (as required) on Sunday. The proposal is within proximity to a residential flat building and hours of operation will be minimised through a condition. Monday-Friday hours will be conditioned to be within 6pm – 10pm as opposed to 12am as nominated by the applicant. This is to be consistent with the hours conditioned on DA 14-2017, which this application is essentially an addition to.</p>	



QUEANBEYAN DCP 2012 COMMENTS	COMPLIES (Yes/No)
<b>2.11 Height of Buildings</b> Refer to LEP assessment (Clause 4.3).	Yes
<b>2.13 Preservation of Trees and Vegetation</b> The proposed development does not require the removal of any existing vegetation.	N/A
<b>Part 4 Heritage and Conservation</b>	
<b>ALTERATIONS AND ADDITIONS TO HERITAGE ITEMS AND IN THE HERITAGE CONSERVATION AREA</b>  <b>4.5.1 Character</b>  <b>Relevant Controls</b>  <i>a) Alterations and additions shall have a style and character similar to the existing. This shall include materials, proportions and details.</i>  <i>b) Aspects of work that are not consistent with prevailing character should be confined to parts of the building that are not significant or will not have an impact on the appearance of the place when viewed from the public realm.</i>  <i>c) Building additions that have a different character from the existing shall be done as a separate "pavilion" that may be "linked" or sensitively connected to the significant structure.</i>  <i>d) Verandah's on the primary face of the building or visible from the public domain shall not be enclosed.</i>  <i>e) Alterations and additions should not require the destruction of important elements such as chimneys, windows and gables. Demolition of such elements may not meet the objectives of these guidelines.</i>  <i>f) Distinctive elements that contribute to a place's character shall be retained.</i>  The proposed extension to the existing garage which is to be used as a café/function room is considered acceptable to retaining the character of the building. Additions include new bifold-windows and doors. The materials include a Colorbond roof and grey wall cladding for both the extended building and the proposed link between the new building and the existing hotel building.	Yes
<b>4.5.2 Siting and orientation</b>  <b>Relevant Controls</b>  <i>a) Additions and alterations should be sited and orientated in a manner that is consistent with the original. For most historic structures in Queanbeyan this will mean additions and new structures should be aligned orthogonally (i.e. using straight lines and right angles rather than oblique angles and curves).</i>  <i>b) Extensions should not be made to the front of heritage items.</i>  The proposed alterations and additions have no impact on the existing orientation of the building. Additionally, the extension to the approved café/function centre is at the rear of the property, no changes to the front of the existing building are proposed. Complies.	Yes

QUEANBEYAN DCP 2012 COMMENTS	COMPLIES (Yes/No)
<p><b>4.5.3 Form</b></p> <p><b>Relevant Controls</b></p> <p><i>a) The form of the original building should remain evident or “legible” after the additions have been completed (</i></p> <p><i>b) New work should have similar overall proportions and a similar roof pitch to the original. For example, new windows in a building that has vertical sashes should also have vertical sashes, and extensions to a dwelling with a 25 degree roof pitch should be designed with the same pitch.</i></p> <p><i>c) The form of additions should draw on that of the parent structure so that the new work is in harmony with the original.</i></p> <p>The form of the original building will remain the same, the extension and alterations to the rear of the site will not have any impact on changing the overall structure of the existing building except through the proposed link. The proposed development is in harmony with the existing building. The proposed windows and doors and materials will compliment and match the existing building and the extension approved as a part of DA 14-2017 for the conversion of the existing garage to a café/function centre.</p>	Yes
<p><b>4.5.4 Scale Height and Bulk</b></p> <p><b>Relevant Controls</b></p> <p><i>a) The ridgeline of new development shall generally be no higher than existing.</i></p> <p><i>The proposed development of the deck and awning will not have a ridge height higher than the existing garage building.</i></p> <p><i>d) New work that may increase the apparent scale or bulk of the building or component elements shall be “broken up” and articulated through the use of varied materials, change of colour and tone, use of string-courses, rebates and the like. This is especially important where new work connects to the existing building.</i></p> <p>The increased scale and bulk to the existing garage at the rear of the property through the proposed extension will be articulated through the use of materials such as Colorbond, timber cladding and bi-fold doors/windows.</p>	Yes
<p><b>4.5.5 Setbacks</b></p> <p><b>Relevant Controls</b></p> <p><i>a) Additions shall not be made to the front of individually listed heritage items and/or contributory buildings whether or not in a Conservation Area, other than in exceptional circumstances such as the reinstatement of the building’s original form (Figure 15).</i></p> <p>The proposed development does not seek to make any changes to the front of the existing building.</p>	Yes

QUEANBEYAN DCP 2012 COMMENTS	COMPLIES (Yes/No)
<p><b>Side Setbacks</b>  <i>a) Additions to the sides of buildings should be set back from the front façade so that it remains the primary face of the building.</i></p> <p>The proposed development does not seek to make any changes to the side setbacks.</p> <p><b>Setbacks and Street Pattern</b>  <i>a) Front and side setbacks should be consistent with the predominant street pattern</i></p> <p>The proposed development does not propose any changes to the front and side setbacks.</p>	
<p><b>4.5.6 Site Coverage</b></p> <p><b>Relevant Controls</b></p> <p><i>a) The built area should not cover more than 50% of the site area for allotments that are 1,000 square metres or less, and 33% for allotments over 1,000 square metres.</i></p> <p><i>b) Hard paving between the dwelling and front boundary shall be limited to a pedestrian path and a driveway. The front garden area shall not be hard-surfaced for any purpose including car parking, vehicle turning, etc.</i></p> <p>The site is over 1000m<sup>2</sup> which means a total site coverage of the allotment of 33% is allowed. However, the site already contains over 50% site coverage due to the size of historic buildings built prior to the current QDCP 2012. The new buildings will increase the site coverage by 42.7m<sup>2</sup> for the new link and 109.2m<sup>2</sup> for the extension to the proposed café/function centre approved as a part of DA 14-2017. It is not uncommon for sites within the Queanbeyan CBD to have total site coverage. The use of the site allows for the economic use of the land where density and intensification of uses is desired.</p>	Yes
<p><b>4.5.7 Building Materials</b></p> <p><b>Relevant Controls</b></p> <p><i>a) Significant fabric should be retained or restored wherever feasible.</i></p> <p><i>b) Materials used for alterations should be very similar to the existing. Where materials have been changed over time, new materials should be consistent with what was likely to have been used historically.</i></p> <p><i>c) Materials should be chosen so that alterations blend seamlessly with the original. For example, decayed timber windows should be replaced with new timber windows, not aluminium. Similarly, asbestos fibro sheeting should be replaced with modern fibre cement sheeting, also with battens over the joints if previously existing.</i></p> <p><i>d) False brick, “hardiplank” and metal or vinyl weatherboards are unlikely to be original fabric and can be removed and replaced with more sympathetic materials that complement the heritage values. Note that some versions of false brick are bonded onto an asbestos-rich substrate and should only be removed in an approved manner.</i></p>	Yes

QUEANBEYAN DCP 2012 COMMENTS	COMPLIES (Yes/No)
<p><i>e) In the case of linked additions there is more latitude in the selection of new materials although they should be sympathetic to building materials used in the original building or those typically used on the same type of structure (for example a weatherboard extension to an existing brick house can be considered appropriate).</i></p> <p><i>f) Full brick extensions to timber-framed cottages are unlikely to be considered “sympathetic” to the original and are unlikely to meet the objectives of these guidelines unless built as a “linked pavilion” not readily visible from the public realm.</i></p> <p><i>g) Materials should not be altered unnecessarily. For example, historic face brick walls should not be rendered with cement.</i></p> <p>The proposed development does not present any changes to the front façade of the existing building.</p> <p>The proposed addition and link to the café/function centre seeks to complement the existing elements of the garage and hotel building. The extension proposes a Colorbond roof in manor red which is consistent with the roof colour of the existing building and extension. It also incorporates bi-fold doors, which are consistent with the previous extension approved as a part of DA 14-2017.</p>	
<p><b>4.5.9 Windows and Doors</b></p> <p><b>Relevant Controls</b></p> <p><i>a) Where relevant, timber windows should be replaced with new timber windows of similar proportions and design. Cottages that have timber windows in need of replacement shall use new timber windows on the front and publically visible sides of the house.</i></p> <p><i>b) Where visible from the street, the original window and door arrangements within the wall should be retained or reinstated, especially on the front elevation. There is more latitude for variation further back on side elevations.</i></p> <p><i>c) On prominent historic elevations where additional windows are desired to obtain extra light in a room, two windows of the original proportion should be installed rather than one large window of modern proportion.</i></p> <p><i>d) Windows and doors on extensions should reflect the same proportion and relationship to the wall as the original and be appropriate to the style of the house.</i></p> <p><i>e) Windows and doors on linked pavilions may be in a contemporary style if otherwise compatible.</i></p> <p><i>f) Contemporary materials such as aluminium framing to windows are not appropriate for heritage items unless in a contemporary styled extension, and preferably to the rear of the listed dwelling.</i></p> <p>The materials are sympathetic to the existing structure. The extension is not visible from the street and is located at the rear of the lot. Contemporary features such as the proposed bi-fold doors are consistent with the approved DA for the café/function centre.</p>	Yes

QUEANBEYAN DCP 2012 COMMENTS	COMPLIES (Yes/No)
<p><b>4.5.10 Paint and Colour</b></p> <p><b>Relevant Controls</b></p> <p><i>a) External colour schemes must be sympathetic to the heritage characteristics of the building. This includes both the colours chosen and the parts of the building to which they are applied. Owners may develop their own sympathetic colour scheme or use one based on established literature such as Colour Schemes for Old Australian Houses by Evans Lucas Stapleton, or The Californian Bungalow in Australia by Graeme Butler.</i></p> <p><i>b) Previously painted fabric may be repainted in a colour that is appropriate to the period of the building. Painting options include: i. Repaint the building based on its original colour scheme following investigation, analysis of paint scapes and historic photos etc., ii. Repaint the building based on a colour scheme that was typical of the period, iii. Repaint the building in a colour scheme that harmonises with its context and is consistent with its character.</i></p> <p><i>c) The use of highly reflective, overly bright colour schemes is inappropriate on a historic building and within the Conservation Area.</i></p> <p><i>d) On commercial buildings the use of corporate colour schemes needs to be sensitively tailored to the architectural character of the building. Broad-scaled application of bright or corporate colours is not appropriate above the awning or on the parapet and is unlikely to meet the objectives of these guidelines.</i></p> <p><i>e) Historic building fabric that has not previously been painted should not be painted. Face brick and stone, in particular, should not be painted. Timber that has been oiled and/or shellacked should be treated with a clear finish.</i></p> <p>The external colour scheme will remain consistent with the current building, the roof incorporates manor red Colorbond steel, and the walls contain bi-fold doors, with the proposed link extension containing grey timber cladding.</p>	<p>Yes</p>
<p><b>4.5.11 Controls on Commercial Heritage Buildings</b></p> <p><b>Relevant Controls</b></p> <p><i>a) Significant elements of commercial facades shall be retained and conserved. Where relevant, this will include the awning and façade above the awning up to the top of the parapet. In some instances the side elevations have retained their historic integrity and are also to be conserved.</i></p> <p>No changes to the front façade of the heritage listed commercial building is to be changed as a part of the proposal.</p>	<p>Yes</p>

QUEANBEYAN DCP 2012 COMMENTS	COMPLIES (Yes/No)
<b>Part 7 Central Business District and Other Business Zones</b>	
<p><b>7.2.1 Site Design and Sense of Place</b></p> <p><b>Relevant Controls</b></p> <ul style="list-style-type: none"> <li>a) <i>Buildings are appropriately designed to respond to their site and surroundings.</i></li> <li>b) <i>New development in nearby locations is to contribute to the creation of a civic precinct centred around the Council administrative centre in Crawford Street and the Queanbeyan Performing Arts Centre.</i></li> <li>c) <i>'Gateway' development is provided at nominated locations at the entry points to Queanbeyan from the north, east, and west.</i></li> <li>d) <i>Landmark development is encouraged at key or prominent locations, including south-east corner of Lowe and Monaro Streets; north-west corner of Morisset and Collett Streets; Collett Street frontage to Rutledge Street Car Park.</i></li> <li>e) <i>Vehicular routes, movements, and speeds (especially heavy vehicles) are managed to support high pedestrian amenity, particularly on Crawford, Monaro, and Morisset Streets.</i></li> <li>f) <i>New development contributes to upgrades and updating of existing civic spaces.</i></li> <li>g) <i>Crawford Street (between Morisset and Monaro) and Collett Street, in addition to Monaro Street become a key focus of town activity.</i></li> </ul> <p>The proposed development seeks to increase town activity on Monaro Street, the addition to the approved café/function centre will contribute to increasing activity and patronage of the premises and surrounding street.</p>	Yes
<p><b>7.2.2 Building Height Limits and Setbacks Design For</b></p> <p><b>Relevant Controls</b></p> <ul style="list-style-type: none"> <li>a) <i>Building heights shall comply with the Height of Buildings Map – Sheet HOB_005 of Queanbeyan Local Environmental Plan 2012 as well as the following.</i></li> <li>b) <i>Ground and first floor levels (floor to ceilings) have a minimum height of 3.3m for potential future changes in use.</i></li> <li>c) <i>All other levels have minimum floor to ceiling heights of 2.7m.</i></li> <li>d) <i>Buildings in the CBD (Monaro Street and Crawford Street) maintain a visual perception of 2 storey development along the street frontages with defined podiums no higher than 2 storeys (allowing for additional roofline articulation).</i></li> <li>e) <i>Height and setback limits for specific areas are summarised in Table 1 and in Figures 1 to 4 below. A development site fronting two or more specified areas will be limited in height and the maximum podium level to the lesser numerical standard applying between the areas.</i></li> <li>f) <i>Higher structures should be set well back to avoid overshadowing and impression of bulk.</i></li> </ul> <p>The proposed development does not seek to increase the overall height of the existing building. Both the existing building and the proposed extension to the garage are within the height limit under the QLEP 2012. There are no issues of overshadowing or impression of bulk as a result of the proposed development.</p>	Yes

QUEANBEYAN DCP 2012 COMMENTS	COMPLIES (Yes/No)
<p><b>7.2.3 Architectural Character</b></p> <p><b>Relevant Controls</b></p> <ul style="list-style-type: none"> <li>a) <i>New or infill development is modern and contemporary, but respects and reflects the established streetscape and built form, matching the prevailing scale, colours, materials, and proportions of these buildings.</i></li> <li>b) <i>New buildings in the Central Business District should provide for a continuous building façade which blends into the streetscape.</i></li> <li>c) <i>Visual interest is provided through articulation of the façade. Such architectural treatment may be provided through stepping built form, emphasised entries, separation of the façade into separate sections by means of vertical elements, or other similar architectural treatments.</i></li> <li>d) <i>Facades should be designed with an appropriate scale, rhythm and proportion which responds to the building's use and the designed contextual character.</i></li> <li>e) <i>Horizontal elements are incorporated into the design of each level to give a sense of legible scale to the building.</i></li> <li>f) <i>Openings such as windows are recessed rather than being on the same plane as the main façade. This provides depth and shadowing that adds to visual interest.</i></li> <li>g) <i>Maximise glazing for retail uses, but break glazing into sections to avoid large expanses of glass.</i></li> <li>h) <i>Materials, texture, vertical and horizontal elements, and colour are also used to complement the articulated façade.</i></li> <li>i) <i>Roofs are an integral part of the building design and do not appear as an 'ad hoc' addition to the overall façade. Visual interest and variation through architectural articulation is provided to parapets or rooftops and may include sloping roofs.</i></li> <li>j) <i>Sloping roofs where visible should be profiled metal, painted non-reflective. Double storey verandahs should match the existing verandahs in Monaro Street.</i></li> <li>k) <i>Plant equipment or other rooftop necessities are disguised within the rooftop structure and or are not visible from the street.</i></li> <li>l) <i>Rooftop treatments are encouraged where they are visible from nearby buildings. Such treatments may include gravel artwork and designs or green roofs.</i></li> <li>m) <i>Adaptive reuse of existing buildings is encouraged.</i></li> <li>n) <i>Building mass and bulk is appropriate to its context.</i></li> <li>o) <i>Blank or opaque walls of greater than 10m or 30% of the site frontage, whichever is the lesser, are not acceptable in retail streets.</i></li> <li>p) <i>Unsightly streetscape elements such as garage doors and other service infrastructure should generally not be visible from the street/footpath.</i></li> <li>q) <i>External walls should be constructed of high quality and durable materials and finishes with 'self cleaning' attributes, such as face brickwork, rendered brickwork, stone, concrete and glass.</i></li> <li>r) <i>Finishes with high maintenance costs, those susceptible to degradation or finishes that result in unacceptable amenity impacts, such as reflective glass, are to be avoided.</i></li> <li>s) <i>Expanses of any single material is to be avoided to assist articulation and visual interest.</i></li> <li>t) <i>Highly reflective finishes and curtain wall glazing are not permitted above ground floor level.</i></li> </ul>	<p>Yes</p>

QUEANBEYAN DCP 2012 COMMENTS	COMPLIES (Yes/No)
<p>The proposed development of the extension to the café/function centre from the existing garage is a continuation of the adaptive re-use previously approved as a part of DA 14-2017. Additionally, the proposed development has no impact on the streetscape due to being at the rear of the allotment. Architectural finishes will be consistent with the existing heritage listing, with the extension presenting high quality modern architectural materials that are sympathetic to the existing structure.</p>	
<p><b>7.2.4 Floor Space</b></p> <p><b>Relevant Controls</b></p> <ul style="list-style-type: none"> <li>a) <i>Floor space ratios of development need to comply with clause 4.4 and Floor Space Ratio Map – FSR_005 of Queanbeyan Local Environmental Plan 2012.</i></li> <li>b) <i>A maximum Floor Space Ratio of 3:1 is permitted for the mixed use buildings in Zone B3 Commercial core which applies to the Central Business District.</i></li> </ul> <p>The floor space ratio of the proposed development has been assessed against the QLEP 2012. The proposed development complies with the applied floor space ratio.</p>	Yes
<p><b>7.2.9 Colour and Materials</b></p> <p><b>Relevant Controls</b></p> <ul style="list-style-type: none"> <li>a) <i>Use colours and materials already found in the streetscape.</i></li> <li>b) <i>Favoured materials and colours: render lighter neutral colours, darker reveals, strong accents. Further detail on colour is given in the Queanbeyan Main Street Study (Colin Stewart Urban Design 1993) report which may be taken as advisory.</i></li> <li>c) <i>Strong primary colours should be limited to accent and highlight.</i></li> <li>d) <i>Avoid sombre brown/beige colours.</i></li> <li>e) <i>Materials not favoured include: metal siding, heavy timber frame, exposed concrete, manganese and klinker brick.</i></li> </ul> <p>Proposed materials are consistent with the existing building, incorporating a Manor Red Colorbond roof and bi-fold door façade and timber cladding in grey.</p>	Yes
<p><b>7.2.14 Heritage Sites</b></p> <p><b>Relevant Controls</b></p> <ul style="list-style-type: none"> <li>a) <i>Compliance with the requirements of clause 5.10 of Queanbeyan Local Environmental Plan 2012.</i></li> <li>b) <i>Buildings that are listed as items of environmental heritage are to be protected.</i></li> <li>c) <i>New architecture should be of good quality contemporary design, but should reflect old elements where possible such as scale, parapet and roof shapes or detail.</i></li> <li>d) <i>In the case of redevelopment, the significant fabric (e.g. façade, window awnings) should be retained and sympathetically incorporated into the new development.</i></li> <li>e) <i>Important landscapes should also be protected.</i></li> <li>f) <i>Preserve the “Tree of Knowledge” and incorporate into streetscape enhancement in that area.</i></li> <li>g) <i>Heritage Assessment to be submitted with a Development Application for demolition or partial demolition where buildings are built prior to 1960. Information sheets detail the requirements for this type of development and are available at:</i> <a href="http://www.qcc.nsw.gov.au/Building-and-Planning/Information-Sheet">http://www.qcc.nsw.gov.au/Building-and-Planning/Information-Sheet</a></li> </ul>	Yes



QUEANBEYAN DCP 2012 COMMENTS	COMPLIES (Yes/No)
<p>h) <i>New development should respect the scale and architectural themes of nearby or adjacent heritage buildings, while still being modern and contemporary.</i></p> <p>i) <i>The traditional grid pattern of Queanbeyan streets is to be maintained in the urban pattern and maintained for connectivity, whether vehicular, pedestrian, or combined.</i></p> <p>j) <i>Views to Queens Bridge are to be maintained or facilitated wherever possible.</i></p> <p>k) <i>Local monuments and statues are to be retained in locations that maximise their relevance to the public (whether resident or visitor). New development should not adversely affect their significance, whether by impeding views, causing overshadowing, or other amenity impacts such as increased noise.</i></p> <p>The proposed development is compliant with clause 5.10 of the QLEP 2012. Additionally, the proposed development has no impact on the streetscape and works are only proposed behind the building line. The extension to the existing garage/new proposed building at the rear of the lot incorporates sympathetic materials to the existing development.</p>	
<p><b>7.2.15 Connectivity</b></p> <p><b>Relevant Controls</b></p> <p>a) <i>24 hour access is preferred but lockable arcades etc are better than no links.</i></p> <p>b) <i>Links should “look” as public as possible.</i></p> <p>c) <i>Desirable, direct, mid-block connections are to be provided and are to be maintained to achieve permeability and 24 hour public access between key landmarks and civic spaces or buildings within Queanbeyan, including the Q, the Showgrounds, the River, and Queanbeyan Park.</i></p> <p>d) <i>New mid-block connections are to have a minimum width of 3m, have active frontages, and are to be designed for safe and secure usage.</i></p> <p>e) <i>New mid-block connections are particularly encouraged east-west between Lowe and Collett Streets.</i></p> <p>f) <i>All existing connections and pathways through sites are to be maintained or replaced.</i></p> <p>g) <i>Activity along the links is welcome to add interest, generate pedestrian numbers, (a reason to be there) and provide safety.</i></p> <p>h) <i>Clear lines of sight, active frontage, access to natural light and short length.</i></p> <p>i) <i>Allow for surveillance from public places, through well lit, sheltered and the use of other devices to discourage anti-social and/or criminal behaviour.</i></p> <p>j) <i>Boulevard planting encourages pedestrian movement towards and along the River and is to be pursued on sites where this is appropriate.</i></p> <p>The proposed extension to the approved café/function centre will act to increase activity along the right of carriageway laneway link through from Monaro Street to the Morrissett Street Carpark. Increased activity is seen as desirable to add interest, generate pedestrian numbers and provide safety. A clear line of sight will be maintained through the laneway, as the right of footway and right of way is to be retained.</p>	Yes
<p><b>7.2.16 Safety and Security</b></p> <p><b>Relevant Controls</b></p> <p>a) <i>Compliance with the applicable provisions of clause 2.9 of this DCP.</i></p> <p>Please refer to the assessment against provisions of clause 2.9 of the QDCP 2012. Additionally, comments against clause 7.2.17 above.</p>	Yes

QUEANBEYAN DCP 2012 COMMENTS	COMPLIES (Yes/No)
<p><b>7.2.17 Buildings Near Public Places</b></p> <p><b>Relevant Controls</b></p> <ul style="list-style-type: none"> <li>a) <i>As the main off-street car parks are major pedestrian generators, there should be active uses fronting these areas where possible, but not at the expense of primary frontage to the main street.</i></li> <li>b) <i>Service areas delivery and entering/storage including waste service areas should be screened from public view.</i></li> <li>c) <i>Buildings and open spaces are designed to face or have views to the Queanbeyan River, Queanbeyan Park, or distant mountain ranges, where achievable. In particular, development on Collett Street and Morisset Street maximises its relationship to the River including the use of terraces and open plazas.</i></li> <li>d) <i>Buildings adjoining or facing public open space are stepped in height to transition between the land uses.</i></li> <li>e) <i>Sunlight access to public spaces is protected and enhanced.</i></li> </ul> <p>As per subclause a) the proposed extension to the approved café/function centre will add to and continue to create an active use fronting an off-street car park at the rear of the allotment. This will not be at the expense of the primary frontage to the main street. Service areas are screened from public view. There are no sunlight access impacts in regards to public spaces as a result of the proposed development.</p>	<p>Yes</p>
<p><b>7.2.20 Acoustic and Visual Amenity</b></p> <p><b>Relevant Controls</b></p> <ul style="list-style-type: none"> <li>a) <i>Provide adequate building separation to maximise acoustic and visual privacy between buildings on site and adjacent buildings.</i></li> <li>b) <i>Design building and internal layout to reduce noise within and between dwellings;</i></li> <li>c) <i>Locate windows and walls away from noise sources or use buffers where separation cannot be achieved;</i></li> <li>d) <i>Locate windows to avoid direct or close views into the windows, balconies or private open space of adjoining dwellings.</i></li> <li>e) <i>Provide suitable screening structures or plantings to minimise overlooking from proposed dwellings to the windows, balconies or private open space of adjacent dwellings or those within the same development.</i></li> <li>f) <i>Provide visual separation between non-residential use and dwellings.</i></li> <li>g) <i>Arrange dwellings within a development to minimise noise transmission between units.</i></li> <li>h) <i>Development fronting Monaro or Crawford Street must incorporate noise mitigation measures in accordance with Environment Protection authority – Environmental Criteria for Road Traffic Noise 1999.</i></li> <li>i) <i>Building design mitigates acoustic issues where possible through strategic location of nonhabitable spaces, unless habitable rooms are desirable in that location due to overriding considerations such as casual surveillance, amenity, views and outlook.</i></li> <li>j) <i>Where building design cannot mitigate acoustic impacts, soundproofing is provided in accordance with the Building Code of Australia, and may include double glazing and insulation.</i></li> </ul>	<p>Yes</p>

QUEANBEYAN DCP 2012 COMMENTS	COMPLIES (Yes/No)
<p>k) <i>New residential development is not to have an adverse amenity effect upon existing non-residential uses. For example, new residential development should not occur nearby to existing high noise-generating uses unless sufficient evidence is provided to demonstrate that the new residential building can sufficiently mitigate noise impacts.</i></p> <p>l) <i>New non-residential uses with longer operating hours (i.e. café or restaurant) establishing near residential development shall incorporate acoustic measures to ensure no adverse impact upon residential amenity. An acoustic report may be required to be provided to document and prove this mitigation as part of the development application.</i></p> <p>The proposed development does not adjoin residential development and is surrounded by similar uses, such as other hotels, cafes and restaurants. The closest residential use is a residential flat building which is at least 85m away from the proposed development. The proposed extension to the approved café/function centre at the rear of the allotment presents a continuation of a similar use to the existing building. The proposed development will face an off-street car park and an existing building to the east. Adverse impacts from noise are not anticipated due to the location of the proposal and no visual amenity impacts are anticipated either.</p>	
<p><b>7.3 Car Parking, Access and Servicing</b></p> <p><b>7.3.1 Required on site car parking</b></p> <p><b>Relevant Controls</b></p> <p>a) <b><i>Compliance with the relevant controls in clause 2.2 of this DCP.</i></b></p> <p>Please refer to assessment against Part 2 Clause 2.2 of this report. A variation to the required car parking on site has been requested.</p>	Yes
<p><b>7.3.5 Site Facilities and Services</b></p> <p>d) <i>Location requirements for Waste Storage Areas and Access</i></p> <p>i) <i>Where waste volumes require a common collection, storage and handling area, this is to be located:</i></p> <ul style="list-style-type: none"> <li><i>For residential flat buildings, enclosed within a basement or enclosed car park;</i></li> <li><i>For commercial, retail and other development, on site in basements or at ground within discrete service areas not visible from main street frontages;</i></li> <li><i>Where above ground garbage collection is prohibitive or impractical due to limited street frontage, or would create an unsafe environment, an on-site basement storage area must be provided; and</i></li> <li><i>Where a waste vehicle is required to enter the site, the access and circulation area shall be designed to accommodate a vehicle with the following dimensions:</i></li> </ul> <p>Storage and waste facilities are provided at the rear of the existing hotel building and not visible from the main street frontage.</p>	Yes

### ***Additional Planning Considerations***

The following additional planning matters apply to the development:

<b>MATTERS FOR CONSIDERATION</b>	<b>COMPLIES (Yes/No)</b>
<b><i>Environmental Planning and Assessment Act Regulation 2000</i></b>	
<p><i>The provisions of any matters prescribed by the Regulations, which apply to the land to which the development application relates, must be considered.</i></p> <p><i>Clause 92 - Australian Standard AS 2601-1991 (Demolition of Structures).</i>  <i>Clause 94 - Fire Safety Considerations (rebuilding/altering/enlarging/extending existing building) applies to the proposal. Recent renovations have been undertaken in the building and it is considered that the measures contained in the building are adequate to protect persons using the building, and to facilitate their egress from the building in the event of a fire.</i></p>	Yes
<b><i>The Likely Impacts of the Development</i></b>	
<i>Context and Setting</i> - The development will have a minimal impact on the scenic qualities and features of the landscape including views and vistas and is compatible with the established character of the locality. There will be minimal impact on adjacent properties in relation to overshadowing and privacy.	Yes
<i>Access, Transport and Traffic</i> - The proposed development's impact in relation to access, transport and traffic is considered to be acceptable. The matters relating to parking and access have been previously addressed under Part 2 of the QDCP 2012.	Yes
<i>Public Domain</i> - The proposed development will not adversely impact on public recreational opportunities, pedestrian links or access to public space.	Yes
<i>Utilities</i> - The site is serviced with water, sewer, electricity and telecommunication services.	Yes
<i>Heritage</i> - The proposed development will have a minimal impact in relation to heritage. The site is heritage listed, is adjacent to a heritage item, but is not located within a Heritage Conservation Area.	Yes
<i>Other Land Resources</i> - The proposed development will not affect the future use or conservation of valuable land resources such as: productive agricultural land; mineral and extractive resources; and water supply catchments.	Yes
<i>Water</i> - The proposed development will have minimal impact on the conservation of water resources and the water cycle.	Yes
<i>Soils</i> - The proposed development will have minimal adverse impact on soil conservation. The soils are suitable for the development.	Yes
<i>Air and Microclimate</i> - The proposed development will have minimal impact on air quality and microclimatic conditions and will be conditions to prevent air pollution such as dust where required.	Yes

MATTERS FOR CONSIDERATION	COMPLIES (Yes/No)
<i>Flora and Fauna</i> - (8 point test from Threatened Species Act to be completed where relevant) The proposed development will have a minimal impact in relation to the maintenance of biodiversity in the area. There are no known listings of critical habitat, threatened or endangered species, populations, ecological communities or their habitats on or in close proximity to the site.	Yes
<i>Waste</i> - adequate waste facilities are available for the proposed development.	Yes
<i>Energy</i> – A BASIX Certificate is not required for this proposal.	N/A
<i>Noise and Vibration</i> - The proposed development is not likely to cause any adverse ongoing impact from noise or vibration.	Yes
<i>Natural Hazards</i> - Flood management has been addressed under Part 2 of the QDCP 2012.	Yes
<i>Technological Hazards</i> - No technological hazards are known to affect the site.	N/A
<i>Safety, Security and Crime Prevention</i> - The proposed development complies with the relevant section of the QDCP 2012 on crime prevention through environmental design.	Yes
<i>Social Impact in the Locality</i> - The social impacts of the proposal are anticipated to be minimal.	Yes
<i>Economic Impact in the Locality</i> - The economic impacts of the proposal are anticipated to be minimal.	Yes
<i>Site Design and Internal Design</i> - The site design and internal design of the development has been assessed under the QDCP 2012. The proposed design is considered to be satisfactory	Yes
<i>Construction</i> - The construction stage of the proposed development will have the potential to impact on adjoining properties and the environment for a short period of time. Any approval will be conditioned to ensure construction activities do not unreasonably impact on the adjoining properties and their occupants and the environment by way of noise, erosion and the like. These conditions are standard Council conditions of development consent.	Yes
<i>Cumulative Impacts</i> - Cumulative impacts relate to the small impacts of developments in an area that when considered in unison can result in detrimental impact on the natural or built environment. It is considered unlikely that the proposed development will result in adverse cumulative impact.	Yes
<b><i>The Suitability of the Site for the Development</i></b>	
<i>Does the proposal fit in the locality?</i> - The proposal is considered to be compatible with its site and general locality.	Yes
<i>Are the site attributes conducive to development?</i> – Site attributes such as configuration, size and slope, are considered to be generally conducive to the proposed development.	Yes

MATTERS FOR CONSIDERATION	COMPLIES (Yes/No)
<b><i>Have any submissions been made in accordance with the Act or the Regulations?</i></b>	
<i>Public Submissions</i> - The application was required to be notified. No submissions were received during the notification period	Yes
<i>Submissions from Public Authorities</i> – The application was referred to NSW Police who provided comment on the proposed application. The proposal was stated to be a moderate risk. The main concerns regarded the laneway and patrons from the proposed café function centre. The other issue highlighted was lighting.	Yes
<b><i>The Public Interest</i></b>	
It is considered that the public interest will not be adversely affected by the proposed development. Standard conditions will be imposed to ensure minimal impacts to surrounding properties.	Yes
<b><i>Government and Community Interests</i></b>	
It is considered that government and community interests will not be adversely affected by the proposed development.	Yes
<b><i>Section 7.11 Development Contributions</i></b>	
<i>Section 7.11 Contributions are applicable.</i>	Yes

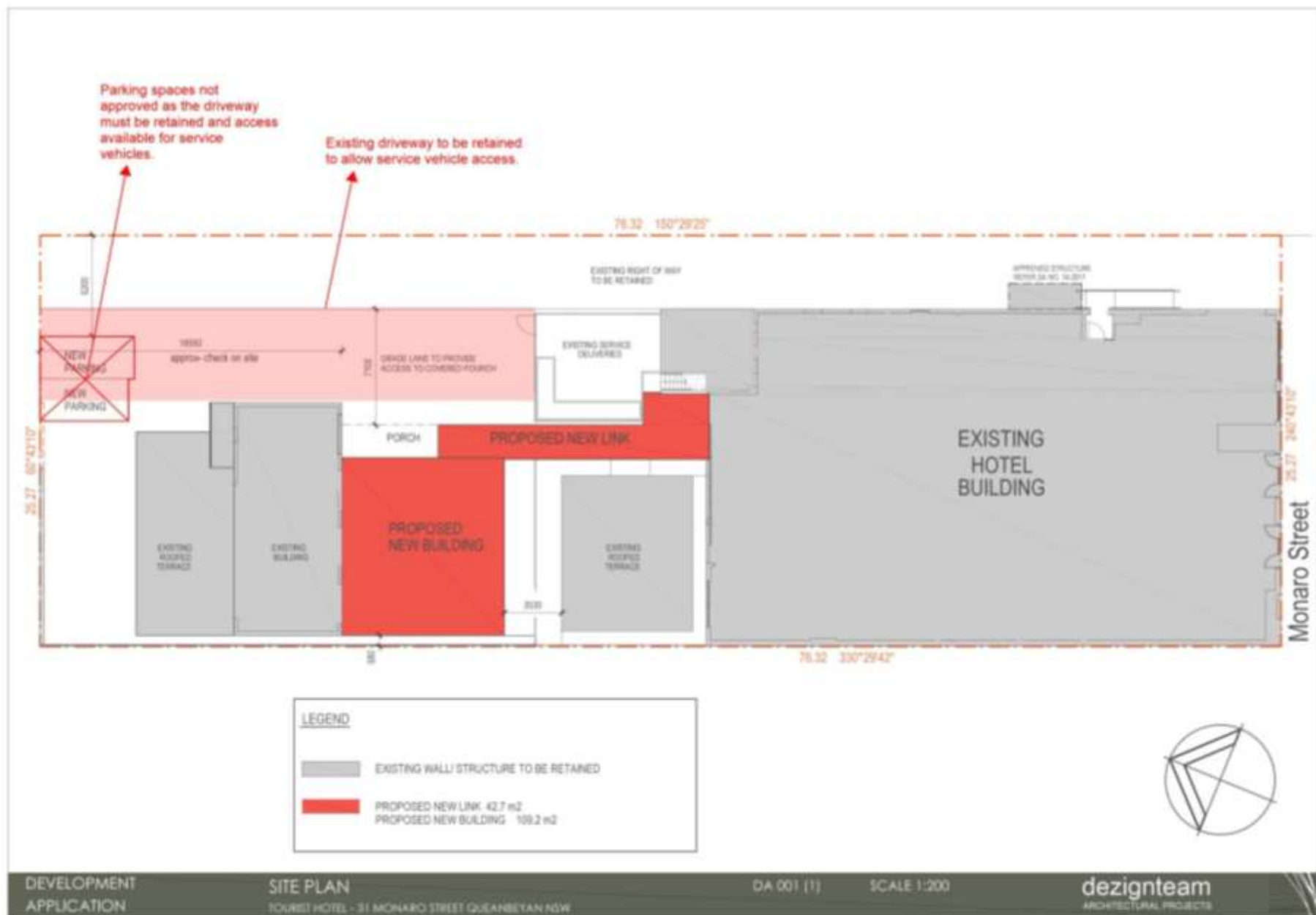
# **QUEANBEYAN-PALERANG REGIONAL COUNCIL**

## **Planning and Strategy Committee of the Whole Meeting Attachment**

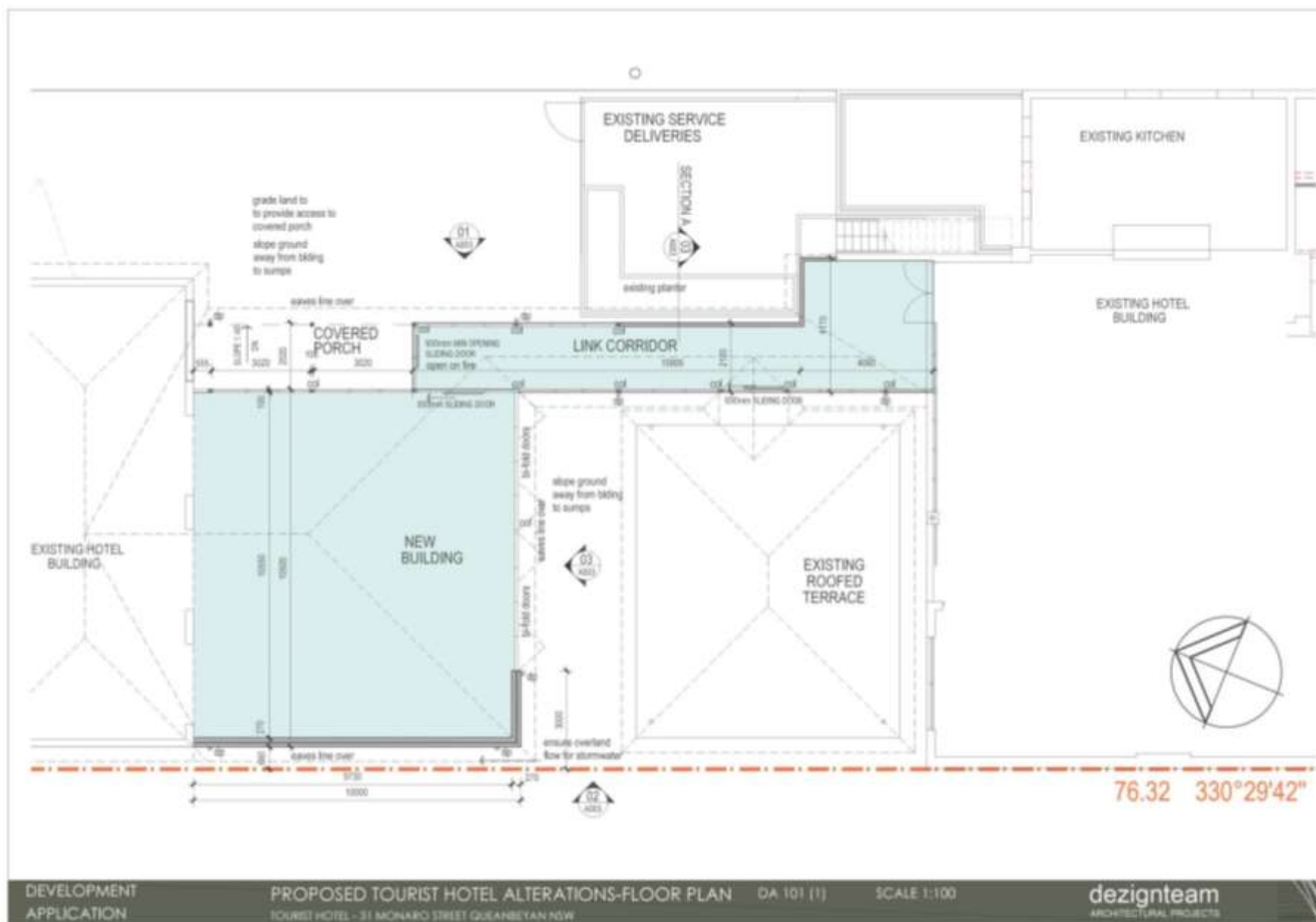
**14 NOVEMBER 2018**

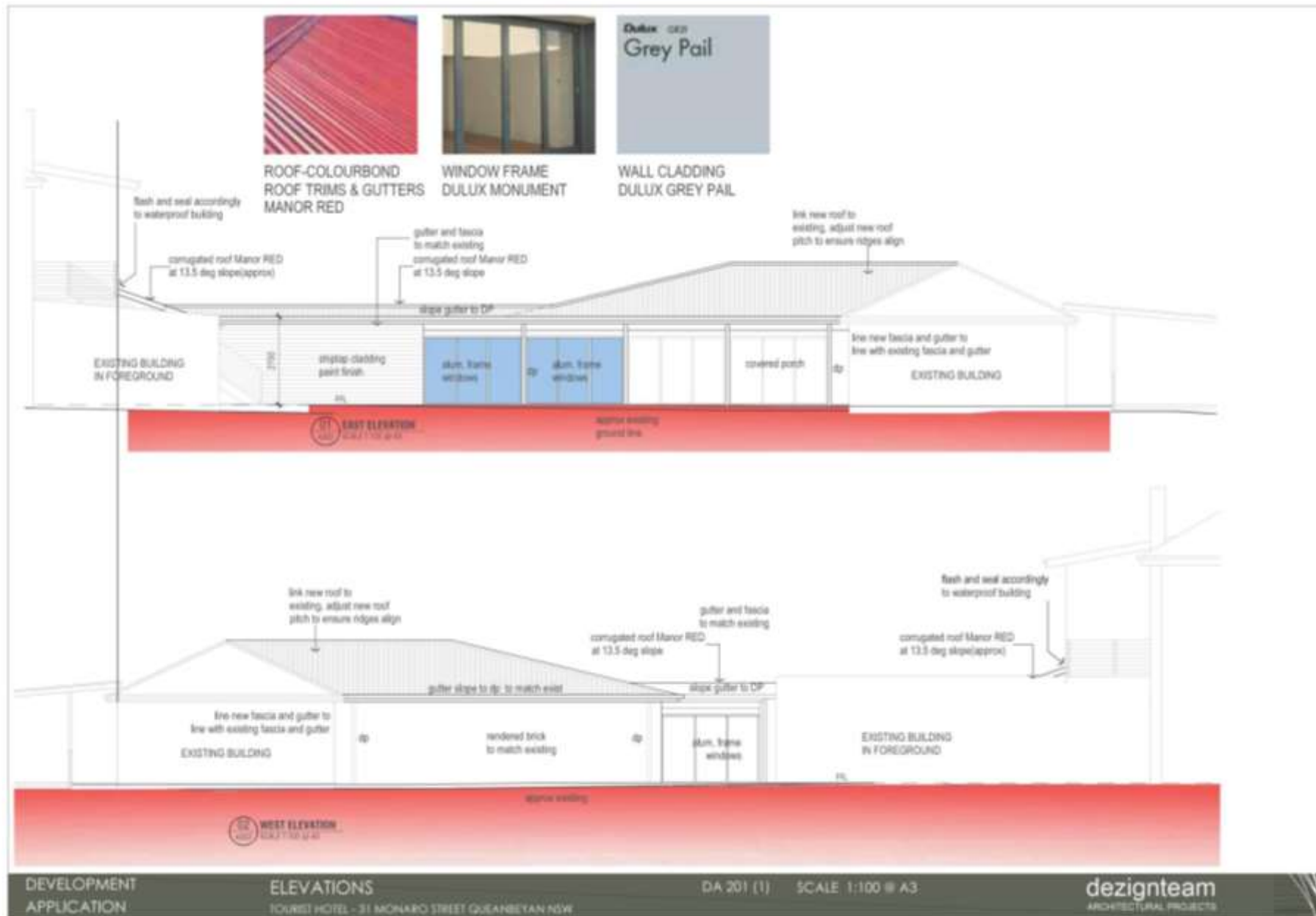
ITEM 5.1            DEVELOPMENT APPLICATION 177-2018 - EXTENSION TO  
FUNCTION CENTRE (TOURIST HOTEL) - 31 MONARO  
STREET, QUEANBEYAN

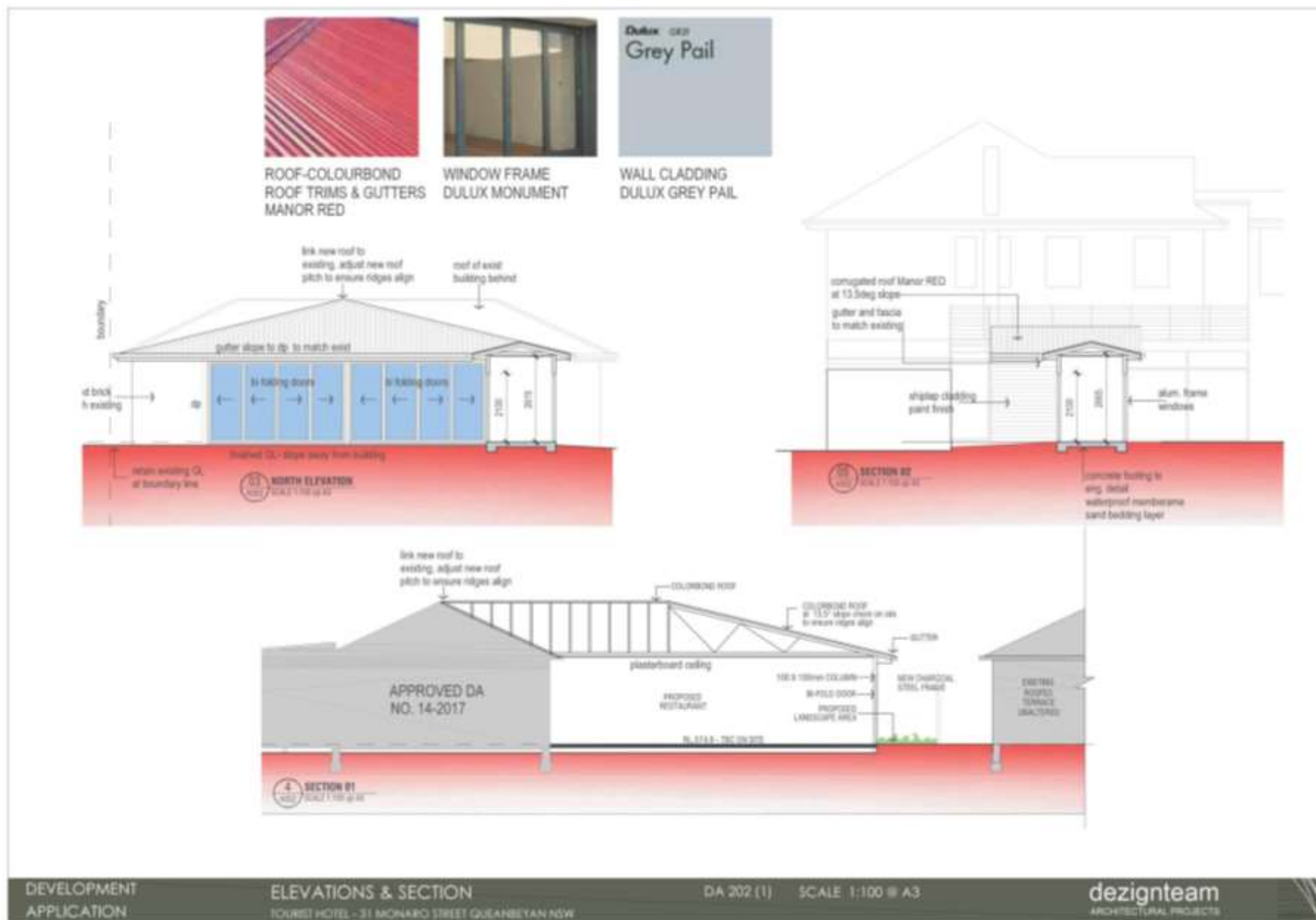
ATTACHMENT 2    ARCHITECTURAL PLANS - 31 MONARO STREET - DA 177-  
2018













# **QUEANBEYAN-PALERANG REGIONAL COUNCIL**

## **Planning and Strategy Committee of the Whole Meeting Attachment**

**14 NOVEMBER 2018**

ITEM 5.1                      DEVELOPMENT APPLICATION 177-2018 - EXTENSION TO  
FUNCTION CENTRE (TOURIST HOTEL) - 31 MONARO  
STREET, QUEANBEYAN

ATTACHMENT 3            DRAFT CONDITIONS OF CONSENT - 31 MONARO STREET  
QUEANBEYAN - DA 177-2018

## **PRIOR TO ISSUE OF CONSTRUCTION CERTIFICATE (BUILDING)**

### **1. SUBMIT A CONSTRUCTION MANAGEMENT PLAN**

**Prior to release of any Construction Certificate (Building) a Construction Management Plan for the management of soil, water, vegetation, waste, noise, vibration, dust, hazards and risk for the construction works must be submitted to, and endorsed by, Council. The plan must:**

- (a) describe the proposed construction works and construction program and,**
- (b) set standards and performance criteria to be met by the construction works and,**
- (c) describe the procedures to be implemented to ensure that the works comply with the standards and performance criteria and,**
- (d) identify procedures to receive, register, report and respond to complaints and,**
- (e) nominate and provide contact details for the persons responsible for implementing and monitoring compliance with the plan.**

REASON: To ensure that satisfactory measures are in place to provide for environmental management of the construction works. **(56.16)**

## **PRIOR TO COMMENCEMENT**

### **2. BUILDING CONTRIBUTIONS TO BE PAID**

**Prior to the lodgement of the Notice to Commence Building Work and Appointment of a Principal Certifying Authority the contributions specified in Schedule 1 of this consent must be paid to Council under the provisions of Section 7.11 of the *Environmental Planning and Assessment Act 1979*, Section 64 of the *Local Government Act 1993* and Division 5 of Part 2 of Chapter 6 of the *Water Management Act 2000*.**

REASON: To provide for the funding of augmentation and provision of services and community facilities. **(57.02)**

### **3. CONSTRUCTION CERTIFICATE (BUILDING) TO BE ISSUED**

**The erection of a building in accordance with the development consent must not be commenced until a Construction Certificate has been issued by Council or an Accredited Certifier.**

REASON: To satisfy the requirements of Section 81A of the *Environmental Planning and Assessment Act 1979*. **(57.03)**

4. **SUBMIT NOTICE OF COMMENCEMENT OF BUILDING WORK**  
**A Principal Certifying Authority for the building work must be appointed and the Principal Certifying Authority must, no later than two days before the building works commences, notify Council of his or her appointment.**

REASON: To satisfy the requirements of Section 81A of the Environmental Planning and Assessment Act 1979. **(57.04)**

5. **ERECT A SIGN FOR ANY DEVELOPMENT WORKS**  
**A sign must be erected and maintained in a prominent position on any site on which building, subdivision or demolition work is being carried out;**
- (a) Showing the name, address and telephone number of the Principal Certifying Authority for the work.**
  - (b) Showing the name of the principal contractor (if any) for the building work and a telephone number on which that person may be contacted outside working hours.**
  - (c) Stating that unauthorised entry to the work site is prohibited.**

REASON: To satisfy the provisions of Clause 136B and 227A of the Environmental Planning and Assessment Regulation 2000. **(57.08)**

## **SITE MANAGEMENT DURING DEMOLITION AND CONSTRUCTION**

6. **PROVIDE WASTE STORAGE RECEPTACLE**  
**A waste receptacle must be placed on the site for the storage of waste materials.**

REASON: To prevent pollution of surrounding areas. **(58.02)**

7. **INSTALL EROSION AND SEDIMENT CONTROLS**  
**Erosion and sediment controls must be installed on the site and maintained during the construction period.**

REASON: To prevent soil erosion, water pollution and the discharge of loose sediment on surrounding land. **(58.03)**

8. **HOURS OF OPERATION FOR WORKS**  
**All works associated with the demolition and/or construction of this development must be carried out between the following hours:**

<b>Weekdays:</b>	<b>7.00am to 6.00pm</b>
<b>Saturdays:</b>	<b>8.00am to 4.00pm</b>
<b>Sundays and Public Holidays:</b>	<b>NIL</b>

REASON: To reduce the chance of offensive noise being created and to minimise the impacts of the development in its locality. **(58.04)**

9. **WORK ON ADJOINING LAND IS LIMITED**

**The verge and other adjoining lands must not be used for storage of materials or disturbed by construction activities except for:**

- (a) Installation of a temporary, stabilised construction access across the verge.**
- (b) Installation of services.**
- (c) Construction of an approved permanent verge crossing.**

REASON: To minimise interference with the verge and its accessibility by pedestrians. **(58.05)**

10. **REPAIR DAMAGED PUBLIC PROPERTY**

**All damage caused to public property during the establishment of the development must be repaired or reinstated prior to the issue of any Occupation Certificate.**

REASON: To ensure that all public property in the vicinity of the development is maintained in its pre-development condition. **(58.06)**

## **GENERAL CONDITIONS**

11. **IN ACCORDANCE WITH THE APPROVED PLANS**

**The development must be carried out generally in accordance with all of the documents accompanying the development application and with the plans bearing the Council approval stamp, and any amended plans approved under subsequent modification(s) to the development consent, except where varied by notations made in red ink by Council or conditions of approval.**

**In the event of any inconsistency between conditions of this consent and the drawings/documents referred to above, the conditions of this consent prevail.**

REASON: To ensure the development is completed in accordance with the approved plans and the development consent. **(59.02)**

12. **HOURS OF OPERATION FOR FUNCTIONS AT CAFÉ/FUNCTION CENTRE**  
**All activity associated with this development must be carried out between the following hours:**

<b>Monday-Thursday:</b>	<b>6.00pm to 10.00pm</b>
<b>Friday and Saturday:</b>	<b>12.00 midday to 12.00 midnight</b>
<b>Sundays</b>	<b>12.00 midday to 10.00pm</b>

REASON: To reduce the chance of offensive noise being created and to minimise the impacts of the development in its locality. **(59.01)**



## BUILDING

13. ALL WORKS TO BE CONFINED TO THE SITE

**All demolition, excavation, backfilling, construction and other activities associated with the development must:-**

- (a) Be carried out entirely within the allotment boundaries unless otherwise approved by Council.**
- (b) Comply with the requirements of AS 2601-2001 – The demolition of structures.**
- (c) If within one metre of the verge, the site must be protected by a hoarding which must be erected prior to the commencement of the demolition works.**
- (d) Be kept clear of stormwater, sewer manholes and service easements on the site.**

REASON: To ensure that all development activity associated with the development does not pose a hazard to life or property and that the effectiveness of public services is not impaired. **(60.05)**

14. COMPLY WITH THE BUILDING CODE OF AUSTRALIA

**All building work must be carried out in accordance with the requirements of the Building Code of Australia.**

REASON: This is a prescribed condition under the provisions of clause 98 of the Environmental Planning and Assessment Regulation 2000. **(60.02)**

15. PROTECT NEIGHBOURS FROM DAMAGE DUE TO EXCAVATION

**When any excavation involved in this development extends below the level of the base of the footings of a building on adjoining land, the person having the benefit of this development consent must, at the person's own expense;**

- (a) Protect and support the adjoining premises from possible damage from the excavation.**
- (b) Where necessary, underpin the adjoining premises to prevent such damage.**

REASON: This is a prescribed condition under the provisions of clause 98E of the Environmental Planning and Assessment Regulation 2000. **(60.04)**

16. SUBMIT SURVEY PLAN SHOWING BOUNDARY SETBACKS

**The building must be set out by a Registered Surveyor in accordance with the datum shown on the approved plans. A survey plan that identifies the location of the building in relation to the allotment boundaries must be prepared upon completion of the base course brickwork and then be submitted to the Principal Certifying Authority.**

REASON: To ensure building has been sited in accordance with the approved plans. **(60.08)**

## FIRE SAFETY MEASURES

### 17. SUBMIT FINAL FIRE SAFETY CERTIFICATE

**At the completion of works, a Final Fire Safety Certificate detailing each essential fire safety measure provided in the building must be issued by the owner and must be submitted to Council. Copies the certificate must also be given to the Fire Commissioner and be prominently displayed in the building.**

REASON: To ensure compliance with the *Environmental Planning and Assessment Regulation 2000*. **(61.02)**

### 18. SUBMIT ANNUAL FIRE SAFETY STATEMENT

**Each year, the owner of the building must submit to Council an Annual Fire Safety Statement for the building. The Annual Fire Safety Statement must address each Essential Fire Safety Measure in the building.**

REASON: To ensure compliance with the *Environmental Planning and Assessment Regulation 2000*. **(61.03)**

## FLOODING RISKS

### 19. STORAGE OF DANGEROUS SUBSTANCES IS PROHIBITED

**The storage of the following substances in quantities, other than for isolated or occasional household purposes, is prohibited for this development:**

Acetone	Celluloid	Magnesium
Ammonia	Chlorine	Nitric Acid
Benzene	Petrol	Phosphorus
Sodium	Sulphur	Potassium
Carbon	Disulfide	Hydrochloric Acid

REASON: To ensure that substances that are extremely vulnerable to flood conditions are not stored in quantities that will cause adverse impacts in the event of a flood as the land is located within a “flood planning area” as defined in Section 2.5 “Flood Management” of Queanbeyan Development Control Plan 2012. **(65.03)**

### 20. ELECTRICAL SERVICES IN NEW BUILDINGS

**All electrical power connections, switch boards and transformers must be installed at a level above RL 575.89m AHD.**

REASON: To ensure the development is compatible with the flood risk of the area and to minimise damage to property that may occur in the event of flooding. **(65.04)**

21. **EQUIPMENT STORAGE BELOW FLOOD PLANNING LEVEL**  
**All electrical and mechanical services and equipment that have to be installed below RL 575.89mAHD must conform to the following:**

***Equipment***

**All electrical and mechanical equipment must be capable of disconnection by a single plug and socket assembly.**

***Services***

**A sign, advising that electrical and mechanical services must be thoroughly cleaned or replaced and be checked by a qualified electrical contractor before commencement of reuse, must be installed in close proximity to those services.**

**REASON:** To ensure the development is compatible with the flood risk of the area and to minimise damage to property that may occur in the event of flooding. **(65.06)**

## **FOOD**

22. **CONSTRUCTION AND FITOUT REQUIREMENTS**  
**Food preparation, sale and storage areas must be constructed and fitted out to comply with the requirements of the:**
- (a) *Food Act 2003*;**
  - (b) *Food Regulations 2010*;**
  - (c) Australia New Zealand Food Standards Code; and**
  - (d) AS1668.2 – The use of ventilation and air conditioning in buildings – Part 2: Ventilation design for indoor air contaminant control**

**REASON:** To ensure safe and hygienic food preparation/storage and compliance with *Food Act 2003* and *Regulations 2010*, Food Standards Code and relevant Australian Standards. **(75.02)**

## **PRIOR TO ISSUE OF OCCUPATION CERTIFICATE**

23. **OBTAIN OCCUPATION CERTIFICATE BEFORE OCCUPATION**  
**Occupation or use of whole or part of the building must not commence unless an Occupation Certificate has been issued in relation to the building or part.**

**REASON:** To satisfy the provisions of Section 109M of the *Environmental Planning and Assessment Act 1979*. **(78.02)**

## ON-GOING MANAGEMENT OF THE DEVELOPMENT

24. SERVICE VEHICLE AND GOODS STORAGE CONFINED TO THE SITE  
**All loading, unloading activities and goods in connection with the development must be carried out wholly within the site.**

REASON: To ensure free flow of vehicular and pedestrian traffic on the road and the verge. **(79.04)**

25. SERVICE VEHICLE ACCESS TO BE KEPT FREE AT ALL TIMES  
**All loading and unloading areas, vehicle manoeuvring and driveway areas, including but not limited to a 4m wide access corridor as marked on approved plans must not be used for the storage of any goods or materials and must be available for their intended use at all times.**

REASON: To ensure such areas are available for occupants and visitors of the site. **(79.05)**

## PLUMBING AND DRAINAGE

26. STORMWATER DISPOSAL REQUIREMENTS  
**All stormwater from buildings and hardstand areas on the site must be disposed of by a connection to the existing stormwater system.**

REASON: To provide a satisfactory standard of stormwater disposal. **(80.11)**

# **QUEANBEYAN-PALERANG REGIONAL COUNCIL**

## **Planning and Strategy Committee of the Whole Meeting Attachment**

**14 NOVEMBER 2018**

ITEM 5.2                      DEVELOPMENT APPLICATION 364-2018 - GYMNASIUM - 201  
GORMAN DRIVE, GOOGONG

ATTACHMENT 1      DA 364-2018 - GYMNASIUM - SECTION 4.15(1) TABLE -  
MATTERS FOR CONSIDERATION

## ATTACHMENT - SECTION 4.15(1) TABLE – Matters For Consideration

This application has been assessed under Section 4.15(1) of the *Environmental Planning and Assessment Act 1979* and the following matters are of relevance to **Development Application No 364-2018**

### State Environmental Planning Policies

The proposed development has been assessed in accordance with the requirements of the relevant State Environmental Planning Policies (SEPPs) including any draft SEPPs and a summary is provided in the following table:

SEPP COMMENTS	COMPLIES (Yes/No)
<b>State Environmental Planning Policy No 55 - Remediation of Land</b>	
<p>The site is located within Neighbourhood 1A of the new town of Googong. A preliminary investigation of the Googong urban release area was carried out by Coffey Geosciences Pty Ltd. It identified 12 areas of environmental concern (AEC) which are included in Appendix 2 of Googong Development Control Plan.</p> <p>A Site Audit Statement (Report No.12058 SAR 191) prepared by Environmental Strategies Pty Ltd dated 18 October 2013 issued for Neighbourhood 1A, Googong Township development states that the site is suitable for:</p> <ul style="list-style-type: none"> <li>a) Residential with accessible soil, including garden (minimal home-grown produce contributing less than 10% fruit and vegetable intake), excluding poultry,</li> <li>b) Day care centre, preschool, primary school,</li> <li>c) Residential with minimum opportunity for soil access, including units,</li> <li>d) Secondary school,</li> <li>e) Park, recreational open space, playing field, and</li> <li>f) Commercial/industrial.</li> </ul> <p>The site is not an AEC concern and there is no reason to suspect that this land is contaminated. Additionally the site is suitable for the proposed residential development as per the Site Audit Statement above. It is considered that the relevant provisions of SEPP 55 have been satisfied.</p>	Yes
<b>State Environmental Planning Policy No 64 - Advertising and Signage</b>	
<p><b>Definitions</b></p> <p>No advertising signage is proposed as a part of the development application. The proposed signage is identified as business identification signage, which is defined as:</p> <p><b>Business identification</b> sign means a sign:</p> <ul style="list-style-type: none"> <li>(a) That indicates: <ul style="list-style-type: none"> <li>(i) The name of the person, and</li> <li>(ii) The business carried on by the person, at the premises or place at which the sign is displayed, and</li> </ul> </li> <li>(b) That may include the address of the premises or place and a logo or other symbol that identifies the business, but that does not include any advertising relating to a person who does not carry on business at the premises or place.</li> </ul> <p><b>Assessment Criteria</b></p> <ul style="list-style-type: none"> <li>1. Character of the area</li> <li>2. Special Areas</li> <li>3. Views and Vistas</li> </ul>	Yes - Condition

SEPP COMMENTS	COMPLIES (Yes/No)
<p>4. <i>Streetscape, setting or landscape</i> 5. <i>Site and Building</i> 6. <i>Associated devices and logos with advertisements and advertising structures</i> 7. <i>Illumination</i> 8. <i>Safety</i></p> <p>The proposed development consists of four signs including; an internal neon light, an under awning sign, a window application (vinyl sticker) and a flush wall sign. The applicant has stated that two of the signs (under awning sign, window application) are considered as exempt development and do not require development consent.</p> <p><b>1. Character of the area</b></p> <ul style="list-style-type: none"> <li><i>Is the proposal compatible with the existing or desired future character of the area or locality in which it is proposed to be located?</i></li> <li><i>Is the proposal consistent with a particular theme for outdoor advertising in the area or locality?</i></li> </ul> <p>The proposed signage is considered to be consistent and compatible with the existing and desired future character of the area. The proposed development is located within the neighbourhood centre that comprises a mix of commercial, retail and residential development. The proposed signage is business identification signage and does not have an adverse impact on surrounding development.</p> <p><b>2. Special Areas</b></p> <ul style="list-style-type: none"> <li><i>Does the proposal detract from the amenity or visual quality of any environmentally sensitive areas, heritage areas, natural or other conservation areas, open space areas, waterways, rural landscapes or residential areas?</i></li> </ul> <p>The proposed signage does not detract from the amenity or visual quality of any environmentally sensitive areas, heritage areas, natural or other conservation areas etc. The proposed signage is consistent with the intended use of the site.</p> <p><b>3. Views and vistas</b></p> <ul style="list-style-type: none"> <li><i>Does the proposal obscure or compromise important views?</i></li> <li><i>Does the proposal dominate the skyline and reduce the quality of vistas?</i></li> <li><i>Does the proposal respect the viewing rights of other advertisers?</i></li> </ul> <p>The proposed signage will not obscure any views or dominate the skyline and respects the viewing rights of other advertisers. The proposed signage is wholly within the footprint of the existing building.</p> <p><b>4. Streetscape, setting or landscape</b></p> <ul style="list-style-type: none"> <li><i>Is the scale, proportion and form of the proposal appropriate for the streetscape, setting or landscape?</i></li> <li><i>Does the proposal contribute to the visual interest of the streetscape, setting or landscape?</i></li> <li><i>Does the proposal reduce clutter by rationalising and simplifying existing advertising?</i></li> <li><i>Does the proposal screen unsightliness?</i></li> <li><i>Does the proposal protrude above buildings, structures or tree canopies in the area or locality?</i></li> <li><i>Does the proposal require ongoing vegetation management?</i></li> </ul>	

SEPP COMMENTS	COMPLIES (Yes/No)
<p>The proposed signage is of an appropriate scale, proportion and form for the streetscape, setting and landscape. The proposed signage does not protrude from the existing building and does not create clutter or unsightliness. Additionally, the signage does not require ongoing vegetation management.</p> <p><b>5. Site and building</b></p> <ul style="list-style-type: none"> <li><i>Is the proposal compatible with the scale, proportion and other characteristics of the site or building, or both, on which the proposed signage is to be located?</i></li> <li><i>Does the proposal respect important features of the site or building, or both?</i></li> <li><i>Does the proposal show innovation and imagination in its relationship to the site or building, or both?</i></li> </ul> <p>The proposed signage is compatible with the characteristics of the existing building and site. The site comprises a mix of commercial, retail and residential development that forms the Neighbourhood Centre. The signage respects the features of both the site and the building, and is considered to be innovative.</p> <p><b>6. Associated devices and logos with advertisements and advertising structures</b></p> <ul style="list-style-type: none"> <li><i>Have any safety devices, platforms, lighting devices or logos been designed as an integral part of the signage or structure on which it is to be displayed?</i></li> </ul> <p>The proposed signage includes an internal illuminated business identification sign and is considered appropriate for the development.</p> <p><b>7. Illumination</b></p> <ul style="list-style-type: none"> <li><i>Would illumination result in unacceptable glare?</i></li> <li><i>Would illumination affect safety for pedestrians, vehicles or aircraft?</i></li> <li><i>Would illumination detract from the amenity of any residence or other form of accommodation?</i></li> <li><i>Can the intensity of the illumination be adjusted, if necessary?</i></li> <li><i>Is the illumination subject to a curfew</i></li> </ul> <p>The proposed development includes illuminated signage, which will be consistent with Australian Standard 'AS4282-1997 Control of the obtrusive effects of outdoor lighting'. A condition of consent will be imposed requiring the illuminated sign to comply with the above standard. It is unknown of the illuminated sign is able to be adjusted. The proposed illuminated sign is located on the façade of the building that faces Gorman Drive, and should not have obtrusive effects on the residential units on the first and second floor of Building A.</p> <p><b>8. Safety</b></p> <ul style="list-style-type: none"> <li><i>Would the proposal reduce the safety for any public road?</i></li> <li><i>Would the proposal reduce the safety for pedestrians or bicyclists?</i></li> <li><i>Would the proposal reduce the safety for pedestrians, particularly children, by obscuring sightlines from public areas?</i></li> </ul> <p>The proposed signage will not reduce the safety for any public road, pedestrian or cyclist. The proposed signage is considered to be an appropriate scale in regards to the building and the illuminated sign is considered to be minor with a size of 1.56m<sup>2</sup>.</p>	



SEPP COMMENTS	COMPLIES (Yes/No)
<b>State Environmental Planning Policy (Infrastructure) 2007</b>	
The provisions of this Policy have been considered in the assessment of the application. The site is not located in or adjacent to road corridor nor does it have a frontage to a classified road. The site is not located within or immediately adjacent to an easement for electricity purposes or immediately adjacent to an electricity substation. No development is proposed within 5m of an overhead powerline and no ground penetrating work is proposed within 2m of any underground electricity services.	Yes

### Local Environmental Plans

The proposed development has been assessed in accordance with the relevant requirements of the *Queanbeyan Local Environmental Plan 2012* and no relevant draft LEPs apply to the land. A summary is provided as follows:

QUEANBEYAN LOCAL ENVIRONMENTAL PLAN 2012 COMMENTS	COMPLIES (Yes/No)
<b>Part 1 Preliminary</b>	
<b>Clause 1.2 Aims of Plan</b>	
<p>(a) To facilitate the orderly and economic use and development of land in Queanbeyan based on ecological sustainability principles.</p> <p>(b) To provide for a diversity of housing throughout Queanbeyan.</p> <p>(c) To provide for a hierarchy of retail, commercial and industrial land uses that encourage economic and business development catering for the retail, commercial and service needs of the community.</p> <p>(d) To recognise and protect Queanbeyan's natural, cultural and built heritage including environmentally sensitive areas such as Queanbeyan's native grasslands, the Queanbeyan River and Jerrabomberra Creek.</p> <p>(e) To protect the scenic quality, views and vistas from main roads and other vantage points within Queanbeyan of the escarpment and Mount Jerrabomberra.</p> <p>(f) To maintain the unique identity and country character of Queanbeyan.</p> <p>(g) To facilitate the orderly growth of the urban release area in Googong in a staged manner that promotes a high level of residential amenity and the timely provision of physical and social infrastructure through appropriate phasing of the development of land.</p> <p>It is considered the proposal is consistent with the aims of QLEP 2012. Specifically, the proposal provides for a commercial use servicing the needs of the community. The proposed development is within the Neighbourhood Centre of Neighbourhood 1 in Googong Township and is essential to the community.</p>	Yes
<b>Clause 1.4 Definitions</b>	
The proposed development is defined as a <b>recreation facility (indoor)</b> . This means "a building or place used predominantly for indoor recreation, whether or not operated for the purposes of gain, including a squash court, indoor swimming pool, gymnasium, table tennis centre, health studio, bowling alley, ice rink or any other building or place of a like character used for indoor recreation, but does not include an entertainment facility, a recreation facility (major) or a registered club."	Yes

QUEANBEYAN LOCAL ENVIRONMENTAL PLAN 2012 COMMENTS		COMPLIES (Yes/No)
<b>Clause 1.9A      Suspension of Covenants, Agreements and Instruments</b>		
Under Clause 1.9A, no covenants, agreements and instruments restricting the development have been identified.	Yes	
<b>Part 2 Permitted or Prohibited Development</b>		
<b>Clause 2.1      Land Use Zones</b>		
The subject site is Zoned R1 General Residential zone under Queanbeyan Local Environmental Plan 2012.	Yes	
Development for the purposes of a <b>recreation facility (indoor)</b> such as is proposed is permissible within the R1 General Residential zone with consent		
<b>Clause 2.3      Zone Objectives and Land Use Tables</b>		
<ul style="list-style-type: none"><li>• To provide for the housing needs of the community.</li><li>• To provide for a variety of housing types and densities.</li><li>• To enable other land uses that provide facilities or services to meet the day to day needs of residents.</li><li>• To ensure that buildings with non-residential uses have a bulk and scale that is compatible with the zone's predominantly residential character.</li><li>• To promote walkable neighbourhoods and a sense of community.</li><li>• To ensure that where possible, development maintains existing bushland.</li><li>• To encourage medium to high density housing located in close proximity to the town and village centres.</li></ul> <p>It is considered that the proposal satisfies the objectives of the R1 General Residential Zone. Specifically, the proposed gymnasium is a land use that provides a facility to meet the day to day needs of residents and is of an appropriate bulk and scale in regards to the adjacent residential development.</p>	Yes	
<b>Clause 2.6      Subdivision – Consent requirements</b>		
The subject site has been the subject of previous development application for subdivision. The site is subdivided under Community Title as well as being Strata subdivided. No subdivision is proposed as part of this application.	Yes	
<b>Clause 2.7      Demolition requires development consent</b>		
No demolition is proposed as part of this application.	NA	
<b>Part 4 Principal Development Standards</b>		
<b>Clause 4.1      Minimum subdivision lot size</b>		
No subdivision is proposed as part of this application.	NA	
<b>Clause 4.1B      Minimum lot sizes for dual occupancies, multi dwelling housing and residential flat building</b>		
The proposal does not include a dual occupancy, multi dwelling housing or a residential flat building.	NA	
<b>Clause 4.3      Height of buildings</b>		
The subject site has a height limit of 12m. The proposal does not increase the height of the existing building. The height of Building B (specific building proposed gymnasium is to be located) is 9.685m.	Yes	
<b>Clause 4.4      Floor space ratio</b>		
A maximum FSR of 1.5 applies to the subject site. The proposal does not include changes to the floor area. The development in its entirety has a GFA of 5702m <sup>2</sup> and a total FSR of 0.619:1.	Yes	

QUEANBEYAN LOCAL ENVIRONMENTAL PLAN 2012 COMMENTS		COMPLIES (Yes/No)
<b>Part 5 Miscellaneous Provisions</b>		
<b>Clause 5.9      Preservation of trees or vegetation</b>		
No tree removal proposed.		NA
<b>Clause 5.10      Heritage conservation</b>		
The site is not located in the vicinity of any item listed in Schedule 5 of the Queanbeyan Local Environmental Plan. The site is not identified in a heritage conservation area on the Heritage Map.		Yes
<b>Clause 5.11      Bush fire hazard reduction</b>		
No bush fire hazard reduction works proposed.		NA
<b>Part 7 Additional Local Provisions</b>		
<b>Clause 7.1      Earthworks</b>		
No earthworks proposed as proposed change of use and fitout of an existing building.		NA
<b>Clause 7.2      Flood Planning</b>		
The site is not identified as flood prone land.		NA
<b>Clause 7.3      Terrestrial biodiversity</b>		
The site is not identified on the <i>Terrestrial Biodiversity Map</i> .		NA
<b>Clause 7.4 Riparian land and watercourses</b>		
The site is not identified on the <i>Riparian Lands and Watercourses Map</i> .		NA
<b>Clause 7.5      Scenic protection</b>		
The site is not identified on the <i>Scenic Protection Map</i> .		NA
<b>Clause 7.6      Airspace operations</b>		
This clause was considered in the original development application. The approved development penetrates the 720.00AHD level on the Obstacle Limitations Surface Map for the Canberra Airport. This is because the existing ground level of the majority of land within Googong Township is above 720.00AHD. The Commonwealth Department of Infrastructure and Regional Development (DIRD) issued a Controlled Activity for the construction of dwellings in Stages 1-5 in Googong on 28 April 2015. This approval is subject to structures not exceeding a maximum height of 822m AHD or 20m AGL inclusive of vents, chimneys, aerial, antennas (of whatever type) lighting rods etc.		Yes
The height of Building B is 9.685m (755.035 AHD) and does not result in the building exceeding the height of 822m HD or 20m actual ground level.		
<b>Clause 7.7      Development in areas subject to aircraft noise</b>		
The development is not located in an ANEF contour of 20 or greater.		NA
<b>Clause 7.8      Active street frontages</b>		
This clause does not apply as the land is not identified as “active street frontage” on the <i>Active Street Frontages Map</i> .		NA
<b>Clause 7.9      Essential services</b>		
Water, electricity, disposal and management of sewage, stormwater drainage and suitable vehicle access have been provided to the allotment and were assessed as part of DA-390-2015 and the subsequent modifications 390-2015/A and 390-2015/B.		Yes
<b>Clause 7.10      Development near Cooma Road Quarry</b>		
The site is not located within the “Buffer Area” on the <i>Quarry Buffer Area Map</i> .		NA

QUEANBEYAN LOCAL ENVIRONMENTAL PLAN 2012 COMMENTS	COMPLIES (Yes/No)
<b>Clause 7.11 Development near HMAS Harman</b>	
This clause does not apply as the land is not within 2km of HMAS Harman or within Zone IN1 General Industrial or Zone IN2 Light Industrial.	NA

### Development Control Plan

The Queanbeyan Development Control Plan (DCP) 2012 applies to the development and a summary of the relevant provisions is provided in the following table.

QUEANBEYAN DCP 2012 COMMENTS				COMPLIES (Yes/No)
Part 1 About This Development Control Plan				
1.8 Public Notification Of A Development Application The development application was notified to adjoining owners and no submissions were received.				Yes
Part 2 All Zones				
2.2 Car Parking				No - variation
	Required Car Parking	Provided Car Parking	Variation	
Gymnasium	18 spaces	7 spaces	11 spaces	
Total Development	189 spaces	142 spaces	47 spaces	
The car parking requirements for the total development were assessed as part of Development Application 390-2015 under the QDCP 2012. As there were no uses identified for the retail and commercial tenancies, a base car parking rate of 1/60m <sup>2</sup> was applied under Part 2 QDCP 2012. The total car parking required was 160 spaces, with 144 spaces provided, resulting in a shortfall of 16 spaces. Modification 390-2015/A consisted of changes to the approved Community and Strata Plan layouts and was approved on 22 <sup>nd</sup> August 2017. This application did not change the required car parking. Modification 390-2015/B consisted of a change in floor area and operating hours for the café and supermarket and was approved on 15 <sup>th</sup> March 2018. The total required car parking was re-calculated to be 158 spaces with 142 spaces provided, resulting in a shortfall of 16 car spaces.				
This application proposes an indoor recreational facility (gymnasium) and is the first use within the commercial tenancy. Please see above table for an overview of car parking requirements. The gymnasium/fitness studio car parking rates in Part 2.2.6 of QDCP 2012 are 4.5 spaces/100m <sup>2</sup> where no scheduled group classes are proposed, or 7.5 spaces/100m <sup>2</sup> where scheduled group classes are proposed. This calculation is based upon the change of use from a commercial premises to a gymnasium. The total parking requirement for the approved and expected uses on site are detailed in the table below. The lower rate of 4.5 spaces/100m <sup>2</sup> was applied as the applicant advised that no group classes are proposed and yields a parking requirement of 17.35 spaces. Therefore, the proposal is 11 car parking spaces short. This is considered a major variation to the QDCP 2012.				

QUEANBEYAN DCP 2012 COMMENTS	COMPLIES (Yes/No)
<p><b>Applicant's Justification:</b> In support of the variation, the applicant submitted a Traffic Impact Assessment (TIA) showing that the peak demand for parking on the site is 102 spaces at 6pm, equal to the 102 spaces provided (excluding the 40 spaces for the residential units located in the basement car park). The shortfall of the required car parking spaces for the development on the whole totals 47. Based on the submitted TIA, it is considered that the variation is minor in nature and will have a minor impact on the functionality of the site.</p> <p><b>Assessing Officer's Comments:</b> This application provides a unique situation where the site has been constructed and operated prior to a number of tenancies being occupied. This creates an issue where proposals such as this gymnasium are unable to provide further required parking (applying minimum generic rates results in subsequent applications requiring more parking, and developers unable to provide this parking as the site is constrained). It should be noted that this is not a preferred situation and should be avoided in future, specifically for the future Town Centre of Googong Township. It is recommended that future Development Application's considered in Neighbourhood 2 Town Centre require the intended uses to be specified at the initial Development Application stage to ensure suitable and adequate parking arrangements are provided. Besides the variation to the car parking requirements, the proposed development complies with relevant state and local policies and from a planning perspective is considered to be an appropriate development on the whole.</p> <p><b><u>Engineer's Comments</u></b></p> <p><b>Traffic:</b> The streets surrounding 201 Gorman Drive (Apraisa Avenue, Caragh Avenue) have been acknowledged by GTPL and their designer (Calibre) as not functioning as intended, with poor sight distance and poor manoeuvrability. Whilst Council is working with the developer and designer to attempt to rectify the design short comings, negotiations have been and remain on-going and any amplification in the uses at the Centre over what was previously approved needs to be met with rigorous assessment as safety issues of the surrounding intersections have been encountered prior to the complete fit out and occupation of the centre. Council has moved to reduce safety hazards by enforcing "No Stopping Zones" around the centre which were previously areas of indented parking, it is noted that these zones have not been identified in the applicants traffic study which counts the no stopping zones and taxi rank outside the centre as on street parking.</p> <p>Whilst the traffic study indicates that the gym does not increase traffic generation significantly above that previously approved, the additional parking as discussed later combined with lack of parking at the site and surrounds, which is amplified by the nearby schools are almost certain to increase congestion and promote poor driver actions and hazardous conditions. Plainly, the surrounding intersections are under designed for the use and the concentration of development surrounding means rectification options if required in the future are limited.</p> <p><b>Car Parking:</b> Parking requirements for the overall development site were assessed as part of the DA for the overall development of the site (DA390-2015). Within this previous DA, retail and commercial tenancies were proposed without knowing the intended uses and generic parking rates on this basis agreed upon. The agreed rate being 1 space per 60m<sup>2</sup>.</p>	

QUEANBEYAN DCP 2012 COMMENTS	COMPLIES (Yes/No)
<p>The initial shortfall of parking on site was identified as 16 spaces though was justified through temporal usage patterns that indicated the differing uses of the site would ensure a shortfall of parking would not be encountered. The initial temporal profile submitted with the application indicated that the peak parking demand for the development was 117 spaces, which was revised down to 86 spaces in response to an additional information letter from Council which allowed the use of a lesser parking rate for the supermarket area (2.5 spaces per 100m<sup>2</sup> rather than 4.2 spaces per 100m<sup>2</sup> as originally advised by Council staff). This in hindsight appears to have been an oversight by Council staff at the time. Furthermore, a typo within Council's development control plan allowing 1 space per 60m<sup>2</sup> to be used as the parking rate for the health centre was not corrected to the correct rate of 10 spaces per 100m<sup>2</sup>. Whilst Council allowed a lesser rate for the supermarket and health centre the letter also outlined a higher rate for Café' usage which was <u>not</u> adopted in the subsequent revision of the traffic study by the applicant's traffic consultant. A revised traffic impact assessment provided 24 October, revised the Café rates to be consistent with Council's DCP requirement.</p> <p>Modification B was submitted in October 2016 approx. 4 months following original DA approval. This application saw the loss of 2 parking spaces and was attempted to be justified by a small reduction in floor area (which did not add up to the loss in spaces) though an increase in childcare centre area, which left the total parking deficit of 18 parking spaces.</p> <p>The previously tabled parking requirements for the proposed commercial tenancy indicate the required parking to be 6.7 parking spaces, however if the gym rate of 4.5 spaces per 100m<sup>2</sup> (assuming no classes are to be held at the gym) 17.1 parking spaces would be required by the development. It should be noted that this rate is described by the RTA guide to traffic generating developments as a minimum provision and the desired rate should be 7.5 spaces per 100m<sup>2</sup>. This greater rate has been adopted in the DCP as the rate for a gym conducting classes, though the commentary within the RTA guide in regards to classes is losing relevance in the manner in which gyms are being operating today. This rate yields a parking requirement of 28.1 parking spaces. Thus a parking shortfall as a direct result of the proposed use is calculated to be a minimum of 10 spaces based on minimum requirements. It is should be noted that the revised traffic study with updated uses based on the foreseeable and approved uses, whilst some of the parking rates for some of the uses are not agreed, none the less, the report sums a total of 149 parking spaces being required on site. This is 47 spaces over the available on site parking and 29 spaces over what was previously approved, based on the development approvals allowing a 18 space deficit.</p> <p>The traffic study (including the most recent revision) attempts to justify the substantial deficit in parking through temporal analysis. The proposed gym is expected to have a high peak parking usage that align with other uses within the centre particularly the childcare centre, health care centre and on certain days of the week the supermarket. In the assessing officer's experience, gyms typically experience high usage rates early in the morning prior to commutes to work and from mid-afternoon until late evening following work. This profile is broadly replicated within the applicants supporting traffic study. Whilst the gym peak morning usage is expected earlier in the morning, there can be some crossover of medium usage from approx. 8am where child care and healthcare centre start to experience high and peak parking usage. This cross over is likely to test the parking availability at the site.</p>	

QUEANBEYAN DCP 2012 COMMENTS	COMPLIES (Yes/No)
<p>Gyms generally have an evening peak which occurs after 5pm, though some gyms which have been monitored by Council have medium to high parking rates beginning as early as 3pm. Observations of similar 24hr gyms in Goulburn and in neighbouring suburbs of the ACT showed from 3pm to 6pm similar sized gyms on average occupied 15 to 25 parking spaces. Childcare and Health care centres likewise also have high to peak parking usage from 3pm to 6pm, as children are picked up after school and work.</p> <p>Afternoon/evening peaks are where the highest demand for on-site parking will be experienced, the initial traffic study indicated peak demand of 94 spaces at 3pm. The revised study indicates peak demand to have shifted to 6pm with (the exact number of on-site parking demand of 102 spaces. However, due to the traffic study underestimating actual parking demand, Council Staff believe parking on site to be undersupplied through this period. This is expected to be amplified by the Anglican School across Gorman Drive and the proposed new government school across McPhail Way which will also have peak parking demands at around 3pm leaving no available on street parking for overflow exacerbated by the creation of no stopping zones primarily around the site due to poor sight distance and manoeuvring.</p> <p>The later afternoon evening peak is also likely to occur at a period of high parking usage from supermarket and community centre, especially on particular days of the week.</p> <p>A study of local medium sized supermarkets (less than 1500m<sup>2</sup> in GFA) and the size of their parking lots was undertaken in Queanbeyan and neighbouring suburbs of the ACT. This yielded an average rate of 6 spaces/100m<sup>2</sup> with a range of 4 spaces/100m<sup>2</sup> to 9 spaces/100m<sup>2</sup>. This confirms the 2.5spaces/100m<sup>2</sup> (1/40m<sup>2</sup>) rate being used underestimates the required parking rate for the supermarket significantly. Few medical centres were located with individual parking lots, though two were located in Queanbeyan, a similar sized practice provides 14 spaces which is noted to be over utilised and another larger centre with a number of medical based service providers provides approx. 7 spaces/100m<sup>2</sup> which again is much lower than the rate utilised. The difference and rates for these two uses alone accounts for a 39 space difference to that calculated.</p> <p>In summary, whilst the traffic study's temporal profile indicates the site will not exceed its on-site parking allowance, the values used to estimate peak parking are not considered to be indicative of the actual peak values which could be expected to occur in reality. The existing approval is some 16 spaces short of parking and the provided parking report indicates the site will ultimately be 47 spaces short. This value is further expected to underestimate real parking requirement by as many as 39 spaces. The existing surrounding road geometry have been found to be insufficient for the existing traffic and parking congestion are expected to increase as more of the approved businesses begin to operate and the construction and operation of the school across from the centre commences. Therefore, based on the factors outlined above the subdivision team (formerly development engineering) could not support the proposal.</p>	
<p><b>2.3 Environmental Management</b></p> <p>2.3.5 – Waste and Recycling</p> <ul style="list-style-type: none"> <li>Waste and recycling was assessed as part of the original development application under Part 7.17 of Googong DCP.</li> </ul>	Yes

QUEANBEYAN DCP 2012 COMMENTS	COMPLIES (Yes/No)
<p>2.3.6 – Noise and Vibration</p> <ul style="list-style-type: none"> <li>Noise was assessed under Development Application 390-2015. An acoustic report was submitted with a number of recommendations. The proposed gymnasium is to operate 24 hours a day. It is considered that there will be minimal impact on adjoining uses in regards to noise as there are no windows/openings facing the residential component of the site. Further to this, the application was referred to Council's Environmental Health Officer for comments in regards to noise. No objections were raised.</li> </ul>	
<p><b>2.4 Contaminated Land Management</b> Refer to SEPP 55 assessment earlier in this report.</p>	Yes
<p><b>2.5 Flood Management</b> The subject site is not identified as being flood prone land.</p>	NA
<p><b>2.6 Landscaping</b> The proposal does not involve any changes to existing landscaping. Landscaping was assessed as part of the development application (390-2015) and subsequent modifications for the development on the whole.</p>	Yes
<p><b>2.7 Erosion and Sediment Control</b> No earthworks are proposed as part of this application and therefore erosion and sediment controls are not required.</p>	NA
<p><b>2.8 Guidelines for Bushfire Prone Areas</b> The site is not identified as bush fire prone land.</p>	NA
<p><b>2.9 Safe Design</b> The original development application was referred to NSW Police for comments in regards to CPTED. The proposal does not include changes to the external structure of the building (apart from proposed signage) and it is therefore considered that the proposed development complies with the principles of safe design. The gymnasium is located on the first floor of Building B and contains windows along the wall facing Gorman Drive, therefore passive surveillance is achieved.</p>	Yes
<p><b>2.11 Airspace Operations and Airport Noise</b> Refer to LEP assessment (Clauses 7.6 and 7.7).</p>	Yes
<p><b>2.12 Preservation of Trees and Vegetation</b> No trees of vegetation proposed as part of this application.</p>	NA



The proposed development has been assessed in accordance with the requirements of the **Googong Development Control Plan (DCP)** and a summary of the relevant provisions is provided in the following table.

GOOGONG DCP COMMENTS	COMPLIES (Yes/No)
<b>Part 9 – Advertising and Signage</b>	
<p>There are four signs associated with the proposed development. The applicant has indicated that two of the signs are considered to be exempt from requiring development consent. From the below assessment, it is considered that the remaining two signs are also considered to be exempt in accordance with Part 9.2 of Googong Development Control Plan.</p> <p><b>Business Identification Sign</b>  <b>Criteria:</b> Height: 25% of the front elevation of a building on which it is displayed, with a maximum height of 3m or the height of the underside of any awning measured at a line at which it is attached to the building. A minimum height of 2.6m above a road or road reserve or road.</p> <p>The two signs (neon and flush wall sign) are both business identification signs. Part 9.2 of the Googong DCP states internally illuminated signs can be exempt if they comply with the requirements set out for the type of sign they are. The proposed illuminated sign accounts for less than 25% of the elevation, has a maximum height of 1.25m and is located more than 2.6m above the road reserve. The proposed flush wall sign (business identification sign) accounts for less than 25% of the elevation (4m<sup>2</sup>), has a maximum height of 0.8m, is located 2.6m (floor to ceiling level of ground floor tenancy is 3.6m) above the road reserve and is considered to be exempt.</p>	Yes
<b>Part 10 – Town Centre and Neighbourhood Centres</b>	
<p>The desired future character of the neighbourhood centres is a low scale node of activity that meets the needs of the surrounding residential catchment and provide for convenience retailing and other accessible convenient shopping. It is considered that the proposed café is consistent with the desired future character of the neighbourhood centre as it provides easy and accessible shopping/dining.</p> <p>The objectives of the neighbourhood centres are as follows:</p> <ol style="list-style-type: none"> <li>1) <i>To create vibrant, mixed use neighbourhood centres that provide a range of retail and community facilities that serve the local population as well as higher density housing options.</i></li> <li>2) <i>To ensure that the detailed design of the neighbourhood centres is undertaken in a coordinated manner in order to achieve a high quality urban design outcome.</i></li> </ol> <p>It is considered that the proposal satisfies the objectives of neighbourhood centres as it provides for a range of retail and community facilities as well as higher density housing options. Whilst the proposal is for a gymnasium, there are already approved residential units located above. It is considered that the building form and material of the development supports the locality and is sensitive to the surrounding residential development, including shop-top housing located in Building A.</p>	Yes

### ***Additional Planning Considerations***

The following additional planning matters apply to the development:

<b>MATTERS FOR CONSIDERATION</b>	<b>COMPLIES (Yes/No)</b>
<b><i>Environmental Planning and Assessment Act Regulation 2000</i></b>	
<p><i>The provisions of any matters prescribed by the Regulations, which apply to the land to which the development application relates, must be considered.</i></p> <p><i>Clause 94 - Fire Safety Considerations (rebuilding/altering/enlarging/extending existing building) is applicable to this application. The building is a new building and fire safety measures and egress is compliant with the Building Code of Australia. Consequently, it will not be necessary to require any upgrade of the whole building.</i></p>	Yes
<b><i>The Likely Impacts of the Development</i></b>	
<i>Context and Setting</i> – The proposed development is considered to be consistent with the context and setting of the site. The subject site is the Neighbourhood Centre of Googong Township and contains a mix of residential, commercial and retail uses.	Yes
<i>Access, Transport and Traffic</i> – Access, traffic, transport and car parking have been assessed by Council's Development Engineer and the assessing officer. Please see DCP assessment under 2.2 for more detail.	No - Variation
<i>Public Domain</i> - The proposed development will not adversely impact on public recreational opportunities, pedestrian links or access to public space.	Yes
<i>Utilities</i> - The site is serviced with water, sewer, electricity and telecommunication services.	Yes
<i>Heritage</i> – There are no impacts in regards to heritage. The site does not contain any heritage items and is not within a heritage conservation area.	Yes
<i>Other Land Resources</i> - The proposed development will not affect the future use or conservation of valuable land resources such as: productive agricultural land; mineral and extractive resources; and water supply catchments.	Yes
<i>Water</i> - The proposed development will have minimal impact on the conservation of water resources and the water cycle.	Yes
<i>Soils</i> - The proposed development will have minimal adverse impact on soil conservation. The proposal does not include any earthworks as the building is already constructed.	Yes
<i>Air and Microclimate</i> - The proposed development will have minimal impact on air quality and microclimatic conditions and will be conditions to prevent air pollution such as dust where required.	Yes
<i>Flora and Fauna</i> - The proposed development will have a minimal impact in relation to the maintenance of biodiversity in the area. There are no known listings of critical habitat, threatened or endangered species, populations, ecological communities or their habitats on or in close proximity to the site. Additionally, no vegetation removal is proposed.	Yes

MATTERS FOR CONSIDERATION	COMPLIES (Yes/No)
<i>Waste</i> - adequate waste facilities are available for the proposed development.	Yes
<i>Energy</i> - a BASIX Certificate was not required to be submitted as part of the proposal.	Yes
<i>Noise and Vibration</i> - The proposed development is not likely to cause any adverse ongoing impact from noise or vibration.	Yes
<i>Natural Hazards</i> – The site is not affected by any natural hazards.	Yes
<i>Technological Hazards</i> - No technological hazards are known to affect the site.	Yes
<i>Safety, Security and Crime Prevention</i> - The proposed development complies with the relevant section of the QDCP 2012 on crime prevention through environmental design.	Yes
<i>Social Impact in the Locality</i> - The social impacts of the proposal are anticipated to be minimal.	Yes
<i>Economic Impact in the Locality</i> - The economic impacts of the proposal are anticipated to be minimal.	Yes
<i>Site Design and Internal Design</i> - The site design and internal design of the development has been assessed under the QDCP 2012. The proposed design is considered to be satisfactory.	Yes
<i>Construction</i> - The construction stage of the proposed development will have the potential to impact on adjoining properties and the environment for a short period of time. Any approval will be conditioned to ensure construction activities do not unreasonably impact on the adjoining properties and their occupants and the environment by way of noise, erosion and the like. These conditions are standard Council conditions of development consent.	Yes
<i>Cumulative Impacts</i> - Cumulative impacts relate to the small impacts of developments in an area that when considered in unison can result in detrimental impact on the natural or built environment. It is considered unlikely that the proposed development will result in adverse cumulative impact.	Yes
<b><i>The Suitability of the Site for the Development</i></b>	
<i>Does the proposal fit in the locality?</i> – The proposed development is located in the Neighbourhood Centre of Neighbourhood 1 of Googong Township and is therefore considered to fit in the locality. The proposal is sensitive to the surrounding residential development.	Yes
<i>Are the site attributes conducive to development?</i> – Site attributes such as configuration, size and slope, are considered to be generally conducive to the proposed development.	Yes

MATTERS FOR CONSIDERATION		COMPLIES (Yes/No)
<b><i>Have any submissions been made in accordance with the Act or the Regulations?</i></b>		
<i>Public Submissions</i> – The application was notified to adjoining owners and occupiers and no submissions were made.		Yes
<i>Submissions from Public Authorities</i> – The application did not require referral to external authorities.		Yes
<b><i>The Public Interest</i></b>		
It is considered that the public interest will not be adversely affected by the proposed development. Standard conditions will be imposed to ensure minimal impacts to surrounding properties.		Yes
<b><i>Government and Community Interests</i></b>		
It is considered that government and community interests will not be adversely affected by the proposed development.		Yes
<b><i>Section 94 Development Contributions</i></b>		
<p><b><i>Section 94 Contributions</i></b> Not Applicable</p> <p><b><i>Section 64 Contributions</i></b> Section 64 Contributions are applicable to the proposed development in accordance with <i>Queanbeyan City Council Development Servicing Plans for Water Supply and Sewerage 2015/16 Googong</i>. Section 64 Contributions are calculate using 0.4 ET's (Equivalent Tenement) for water and 0.63 ET's for sewer per toilet, urinal and shower facility. The proposed development includes four toilet facilities and three shower facilities. Using the above, Section 64 Contributions were calculated using 2.4 ET for water and 3.78 ET for sewer.</p> <p><b>Sewer</b> 3.78 ET x \$9,318.01 = \$35,222.09</p> <p><b>Water</b> 2.4 ET x \$2,434.69 = \$5843.25</p> <p>Total Section 64 Contributions payable = \$41,065.25</p>		Yes

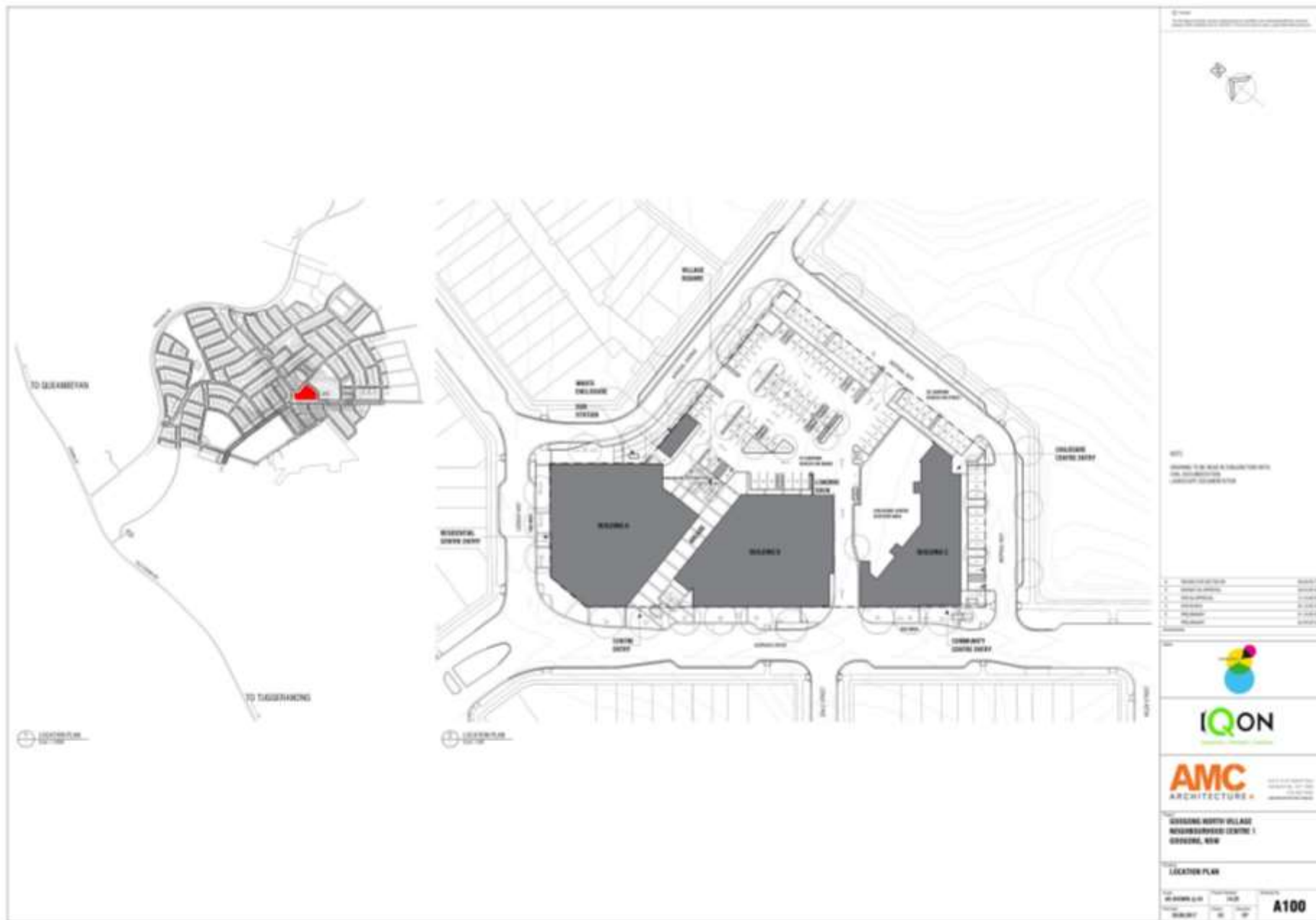
# **QUEANBEYAN-PALERANG REGIONAL COUNCIL**

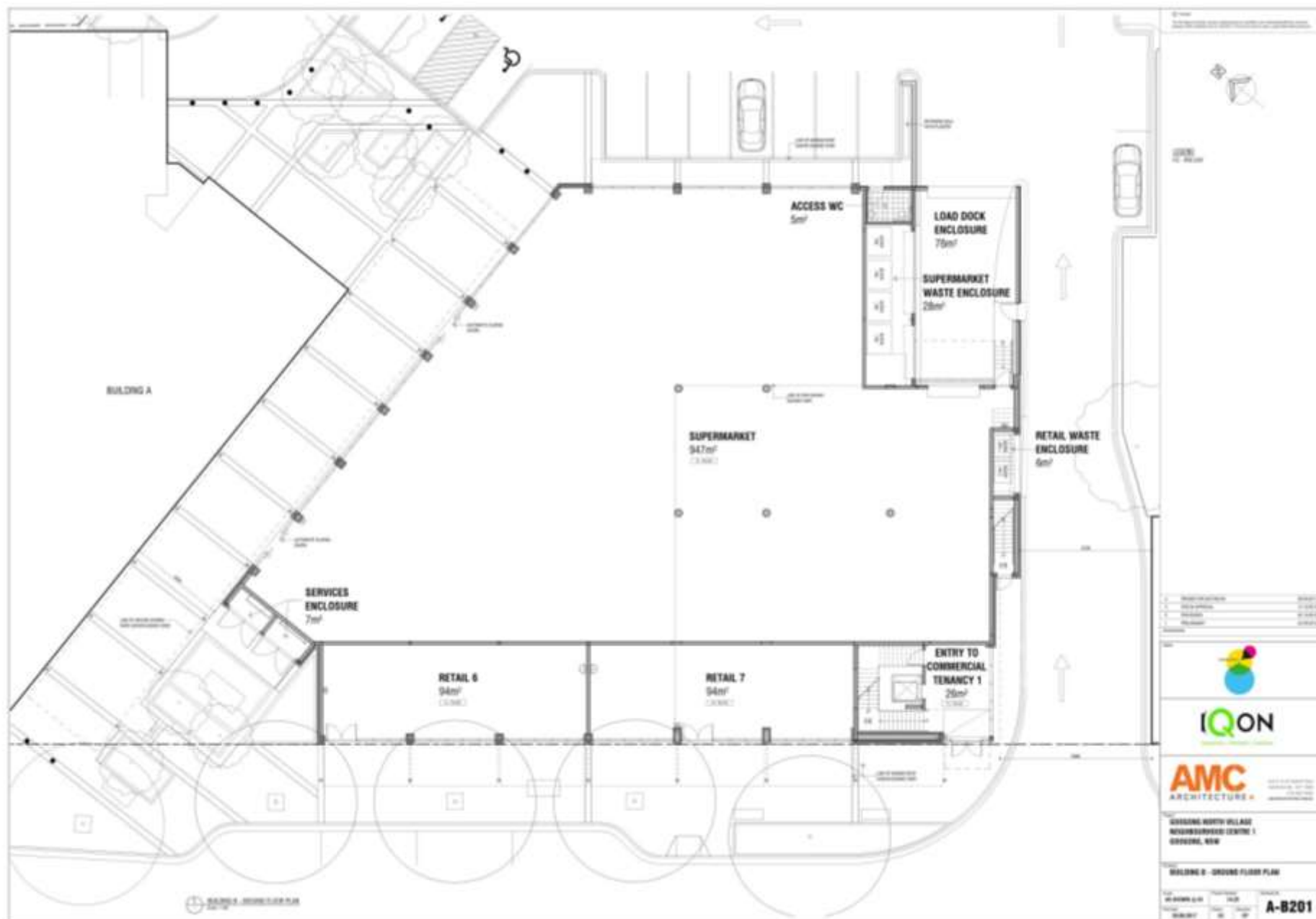
## **Planning and Strategy Committee of the Whole Meeting Attachment**

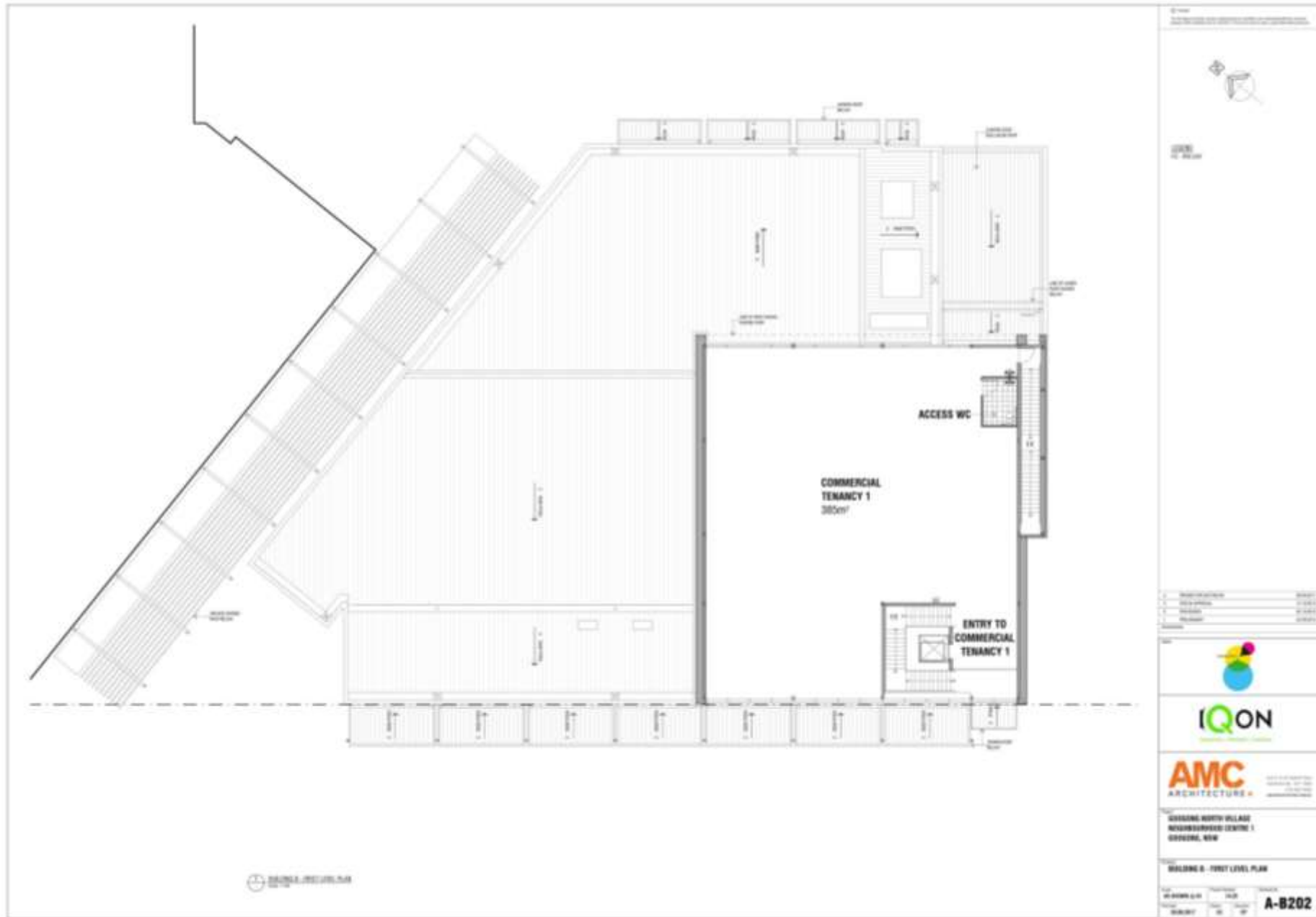
**14 NOVEMBER 2018**

ITEM 5.2                      DEVELOPMENT APPLICATION 364-2018 - GYMNASIUM - 201  
   GORMAN DRIVE, GOOGONG

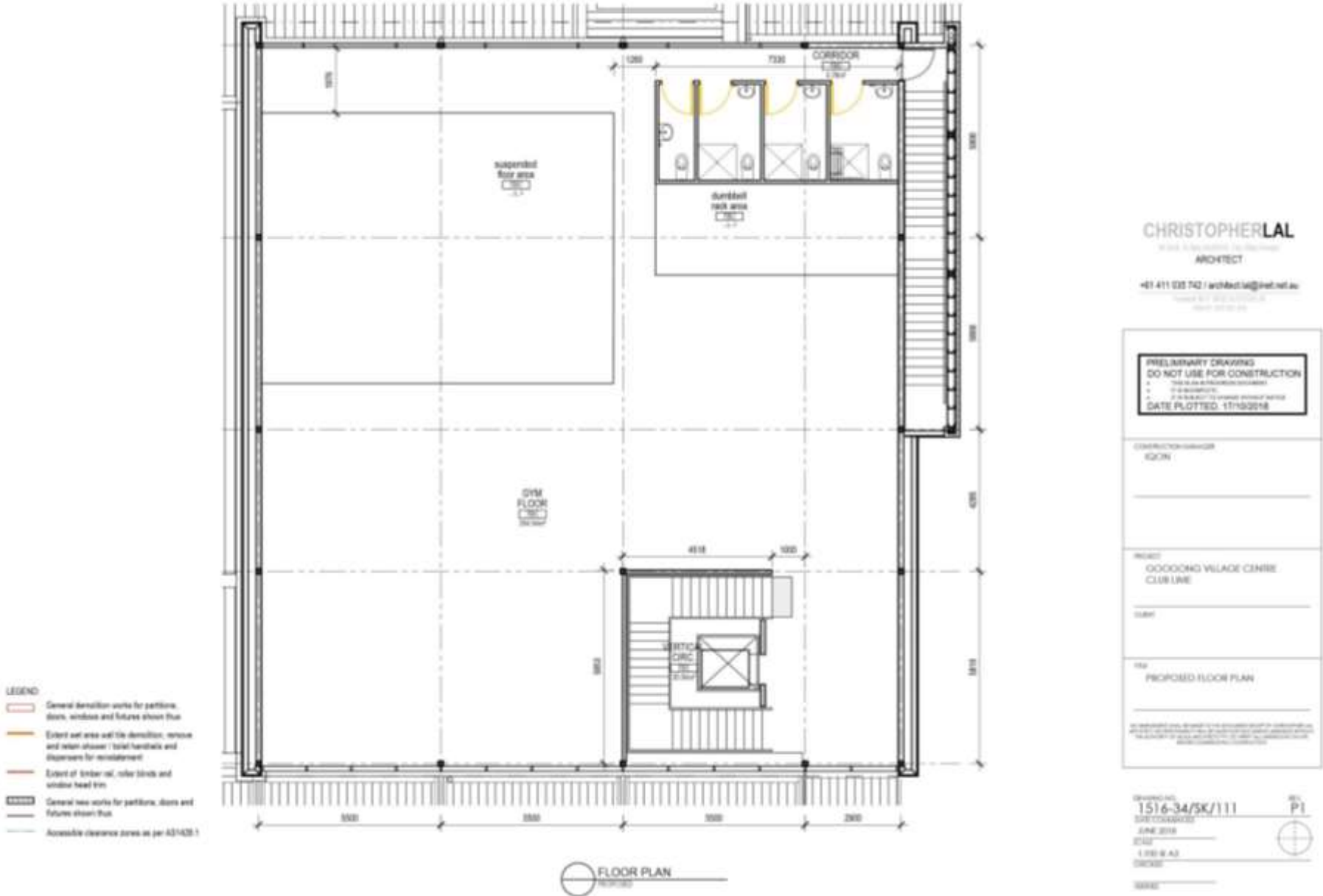
ATTACHMENT 2      DA 384-2018 - GYMNASIUM - ARCHITECTURAL PLANS - 201  
   GORMAN DRIVE

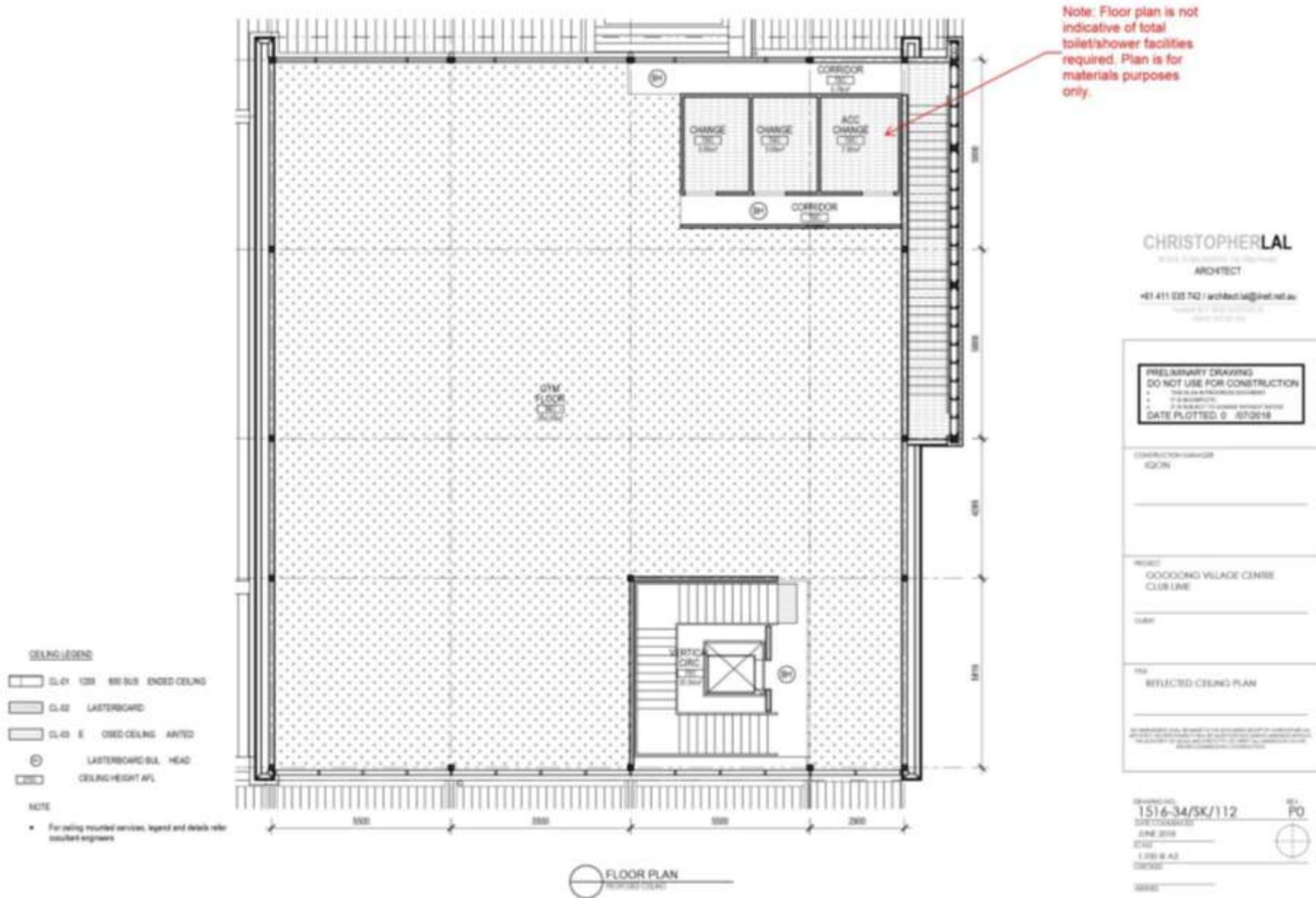












# **QUEANBEYAN-PALERANG REGIONAL COUNCIL**

## **Planning and Strategy Committee of the Whole Meeting Attachment**

**14 NOVEMBER 2018**

ITEM 5.2                      DEVELOPMENT APPLICATION 364-2018 - GYMNASIUM - 201  
GORMAN DRIVE, GOOGONG

ATTACHMENT 3            DA 364-2018 - GYMNASIUM - DRAFT CONDITIONS OF  
CONSENT

## PRIOR TO COMMENCEMENT

1. CONSTRUCTION CERTIFICATE (BUILDING) TO BE ISSUED

**The erection of a building in accordance with the development consent must not be commenced until a Construction Certificate has been issued by Council or an Accredited Certifier.**

REASON: To satisfy the requirements of Section 81A of the Environmental Planning and Assessment Act 1979. **(57.03)**

2. BUILDING CONTRIBUTIONS TO BE PAID

**Prior to the lodgement of the Notice to Commence Building Work and Appointment of a Principal Certifying Authority the contributions specified in Schedule 1 of this consent must be paid to Council under the provisions of Section 64 of the Local Government Act 1993 and Division 5 of Part 2 of Chapter 6 of the *Water Management Act 2000*.**

REASON: To provide for the funding of augmentation and provision of services and community facilities. **(57.02)**

3. SUBMIT NOTICE OF COMMENCEMENT OF BUILDING WORK

**A Principal Certifying Authority for the building work must be appointed and the Principal Certifying Authority must, no later than two days before the building works commences, notify Council of his or her appointment.**

REASON: To satisfy the requirements of Section 81A of the Environmental Planning and Assessment Act 1979. **(57.04)**

4. ERECT A SIGN FOR ANY DEVELOPMENT WORKS

**A sign must be erected and maintained in a prominent position on any site on which building, subdivision or demolition work is being carried out;**

- (a) Showing the name, address and telephone number of the Principal Certifying Authority for the work.**
- (b) Showing the name of the principal contractor (if any) for the building work and a telephone number on which that person may be contacted outside working hours.**
- (c) Stating that unauthorised entry to the work site is prohibited.**

REASON: To satisfy the provisions of Clause 136B and 227A of the Environmental Planning and Assessment Regulation 2000. **(57.08)**

## **SITE MANAGEMENT DURING DEMOLITION AND CONSTRUCTION**

5. **WORK ON ADJOINING LAND IS LIMITED**

**The verge and other adjoining lands must not be used for storage of materials or disturbed by construction activities except for:**

- (a) Installation of a temporary, stabilised construction access across the verge.**
- (b) Installation of services.**
- (c) Construction of an approved permanent verge crossing.**

REASON: To minimise interference with the verge and its accessibility by pedestrians. **(58.05)**

6. **REPAIR DAMAGED PUBLIC PROPERTY**

**All damage caused to public property during the establishment of the development must be repaired or reinstated prior to the issue of any Occupation Certificate.**

REASON: To ensure that all public property in the vicinity of the development is maintained in its pre-development condition. **(58.06)**

7. **HOURS OF OPERATION FOR WORKS**

**All works associated with the demolition and/or construction of this development must be carried out between the following hours:**

<b>Weekdays:</b>	<b>7.00am to 6.00pm</b>
<b>Saturdays:</b>	<b>8.00am to 4.00pm</b>
<b>Sundays and Public Holidays:</b>	<b>NIL</b>

REASON: To reduce the chance of offensive noise being created and to minimise the impacts of the development in its locality. **(58.04)**

## GENERAL CONDITIONS

8. IN ACCORDANCE WITH THE APPROVED PLANS

**The development must be carried out generally in accordance with all of the documents accompanying the development application and with the plans bearing the Council approval stamp, and any amended plans approved under subsequent modification(s) to the development consent, except where varied by notations made in red ink by Council or conditions of approval.**

**In the event of any inconsistency between conditions of this consent and the drawings/documents referred to above, the conditions of this consent prevail.**

REASON: To ensure the development is completed in accordance with the approved plans and the development consent. **(59.02)**

## BUILDING

9. COMPLY WITH THE BUILDING CODE OF AUSTRALIA

**All building work must be carried out in accordance with the requirements of the Building Code of Australia.**

REASON: This is a prescribed condition under the provisions of clause 98 of the Environmental Planning and Assessment Regulation 2000. **(60.02)**

## FIRE SAFETY MEASURES

10. SUBMIT FINAL FIRE SAFETY CERTIFICATE

**At the completion of works, a Final Fire Safety Certificate detailing each essential fire safety measure provided in the building must be issued by the owner and must be submitted to Council. Copies the certificate must also be given to the Fire Commissioner and be prominently displayed in the building.**

REASON: To ensure compliance with the *Environmental Planning and Assessment Regulation 2000*. **(61.02)**

11. SUBMIT ANNUAL FIRE SAFETY STATEMENT

**Each year, the owner of the building must submit to Council an Annual Fire Safety Statement for the building. The Annual Fire Safety Statement must address each Essential Fire Safety Measure in the building.**

REASON: To ensure compliance with the *Environmental Planning and Assessment Regulation 2000*. **(61.03)**

## ADVERTISING AND BUSINESS/BUILDING IDENTIFICATION SIGNAGE

### 12. ILLUMINATION OF SIGNAGE

**All proposed signage to comply with *Australian Standard 4282-1997 Control of the Obtrusive Effects of Outdoor Lighting*.**

REASON: To control the obtrusive effects of outdoor lighting. **(72.01)**

## PRIOR TO ISSUE OF OCCUPATION CERTIFICATE

### 13. OBTAIN OCCUPATION CERTIFICATE BEFORE OCCUPATION

**Occupation or use of whole or part of the building must not commence unless an Occupation Certificate has been issued in relation to the building or part.**

REASON: To satisfy the provisions of Section 109M of the *Environmental Planning and Assessment Act 1979*. **(78.02)**

## PLUMBING AND DRAINAGE

### 14. PLUMBING AND DRAINAGE INSTALLATION REGULATIONS

**Plumbing and drainage work must be carried out in accordance with the requirements of the *Local Government (General) Regulation 2005*, the *Plumbing and Drainage Act 2011* and Regulations under that Act and with the Plumbing Code of Australia. Such work must be carried out by a person licensed by the NSW Department of Fair Trading.**

REASON: This is a mandatory condition under the provisions of the *Local Government (General) Regulation 2005*. **(80.02)**

### 15. INSPECTION OF PLUMBING AND DRAINAGE

**Plumbing and Drainage must be inspected by Council at the relevant stages of construction in accordance with Council's inspection schedule.**

REASON: To ensure compliance with the inspection requirements of *Plumbing and Drainage Regulation 2012* and Council's inspection schedule. **(80.03)**

### 16. HEATED WATER NOT TO EXCEED 50 DEGREES C

**All new heated water installations, must deliver hot water at the outlet of all sanitary fixtures used primarily for personal hygiene purposes at a temperature not exceeding 50° Celsius.**

**All heated water installation for any accessible facility must deliver hot water at a temperature not exceeding 45° Celsius.**

REASON: To prevent accidental scalding. **(80.07)**

17. INSULATE HEATED AND COLD WATER SERVICE PIPES

**Heated and cold water service pipes installed in the following areas of the building must be insulated in accordance with the requirements of AS 3500:**

**Plumbing and Drainage:**

- (a) **unheated roof spaces**
- (b) **locations near windows, ventilators and external doors where cold draughts are likely to occur**
- (c) **locations in contact with cold surfaces such as metal roof and external metal cladding materials.**

REASON: To prevent the water service being damaged by water freezing within the pipes due to local climatic conditions. **(80.12)**



# **QUEANBEYAN-PALERANG REGIONAL COUNCIL**

## **Planning and Strategy Committee of the Whole Meeting Attachment**

**14 NOVEMBER 2018**

ITEM 5.3                      DEVELOPMENT APPLICATION 397-2018 - DEMOLITION OF  
EXISTING DWELLING AND GARAGE - 151 CRAWFORD  
STREET, QUEANBEYAN

ATTACHMENT 1      DA 397-2018 - DEMOLITION OF DWELLING - 151 CRAWFORD  
STREET - SECTION 4.15 TABLE MATTERS FOR  
CONSIDERATION

## ATTACHMENT – SECTION 4.15 TABLE – Matters For Consideration

This application has been assessed under Section 4.15 of the *Environmental Planning and Assessment Act 1979* and the following matters are of relevance to **Development Application No 397-2018**.

### State Environmental Planning Policies

The proposed development has been assessed in accordance with the requirements of the relevant State Environmental Planning Policies (SEPPs) including any draft SEPPs and a summary is provided in the following table:

SEPP COMMENTS	COMPLIES (Yes/No)
<b>State Environmental Planning Policy No 55 - Remediation of Land</b>	
Clause 7(1) prescribes that a consent authority must not consent to the carrying out of any development on land unless it has considered whether the land is contaminated. There are no records of the site being previously used for any potentially contaminating purposes.	Yes
<b>State Environmental Planning Policy (Infrastructure) 2007</b>	
The policy prescribes that a consent authority must not consent to the carrying out of any development on land unless it has considered whether the land is impacted by infrastructure services. The development is not within 5 metres of an overhead powerline or within 2 metres of underground services. It is not located along a classified road.	Yes

### Local Environmental Plans

The proposed development has been assessed in accordance with the relevant requirements of the *Queanbeyan Local Environmental Plan 2012* and no relevant draft LEPs apply to the land. A summary is provided as follows:

QUEANBEYAN LOCAL ENVIRONMENTAL PLAN 2012 COMMENTS	COMPLIES (Yes/No)
<b>Part 1 Preliminary</b>	
<b>Clause 1.2 Aims of Plan</b>	
The relevant aims of the Plan to the proposed development are as follows:  a) to facilitate the orderly and economic use and development of land in Queanbeyan based on ecological sustainability principles; b) to provide for a diversity of housing throughout Queanbeyan; c) to provide for a hierarchy of retail, commercial and industrial land uses that encourage economic and business development catering for the retail, commercial and service needs of the community; d) to recognise and protect Queanbeyan's natural, cultural and built heritage including environmentally sensitive areas such as Queanbeyan's native grasslands, the Queanbeyan River and Jerrabomberra Creek; e) to protect the scenic quality, views and vistas from main roads and other vantage points within Queanbeyan of the escarpment and Mount Jerrabomberra; and f) to maintain the unique identity and country character of Queanbeyan.	Yes

QUEANBEYAN LOCAL ENVIRONMENTAL PLAN 2012 COMMENTS	COMPLIES (Yes/No)
<p>The demolition of this dwelling is supported under this Clause on the basis of the removal of a residential use from a commercial core zone. Currently, the site is unviable for commercial purposes due to the residence. The applicant/owner have chosen to not repurpose the dwelling due to its small size and costs associated with renovating. The site has a height limit of 30 metres and building on top of this dwelling is not possible due to the structural elements of it. It was designed to be used as a dwelling and not as a commercial building. As such to fully utilise the commercial potential of the site it is economically viable to demolish the structure and place a commercial building in its place. If the demolition is not supported by Council it is not providing the hierarchy of commercial premises within the B3 Commercial Core zone and would not meet control a or c within this Clause.</p>	
<b>Clause 1.4 Definitions</b>	
<p><b>Demolish</b>, in relation to a heritage item or an Aboriginal object, or a building, work, relic or tree within a heritage conservation area, means wholly or partly destroy, dismantle or deface the heritage item, Aboriginal object or building, work, relic or tree.</p>	Yes

<b>Clause 1.9A Suspension of Covenants, Agreements and Instruments</b>	
An easement for sewerage sits to the rear of the site however as the application is for demolition this will not be impacted by this development.	Yes
<b>Part 2 Permitted or Prohibited Development</b>	
<b>Clause 2.1 Land Use Zones</b>	
The subject site is zoned B3 Commercial Core. A dwelling house is permitted with consent in this zone.	Yes
<b>Clause 2.3 Zone Objectives and Land Use Tables</b>	
<p>The objectives of the zone are:</p> <ul style="list-style-type: none"> <li>To provide a wide range of retail, business, office, entertainment, community and other suitable land uses that serve the needs of the local and wider community.</li> <li>To encourage appropriate employment opportunities in accessible locations.</li> <li>To maximise public transport patronage and encourage walking and cycling.</li> <li>To recognise the Queanbeyan central business district as the main commercial and retail centre of Queanbeyan and to reinforce its commercial and retail primacy in Queanbeyan.</li> <li>To encourage some high density residential uses in conjunction with retail or employment uses where appropriate.</li> </ul> <p>It is considered that the proposed development generally satisfies the objectives of the zone; specifically, as the proposal is providing removing a low density residential use from the subject site. This promotes new opportunities for commercial development within the B3 Commercial Core zone.</p>	Yes
<b>Clause 2.7 Demolition requires development consent</b>	
<p>The demolition of a building or work may be carried out only with development consent.</p> <p><b>Note.</b> If the demolition of a building or work is identified in an applicable environmental planning instrument, such as this Plan or <i>State Environmental Planning Policy (Exempt and Complying Development Codes) 2008</i>, as exempt development, the Act enables it to be carried out without development consent.</p>	Yes
<b>Part 4 Principal Development Standards</b>	
<b>Clause 4.3 Height of buildings</b>	
The subject site has a maximum height limit of 30 metres.	Yes

<b>Part 5 Miscellaneous Provisions</b>	
<b>Clause 5.10 Heritage conservation</b>	
<p>Under Clause 5.10, Council must consider the effect of the proposed development on the heritage significance. The dwelling is not an item, is not next to an item and is not within a heritage conservation area. Nonetheless, the proposal was sent to Council's Heritage Advisor and committee due to the fact that it was erected prior to 1960. It also holds some heritage value in the fact that it is a true representation of the Cubist architecture which was an artistic movement in the early 20<sup>th</sup> Century. The dwelling was proposed to be listed as a heritage item however Council voted against this in 2010. Council's Heritage Advisor provided the following comments:</p> <p><i>The building was recommended for heritage listing several years ago however this did not proceed because of the owner's concerns that development opportunities for the site would be constrained. At that time the building was in good condition. The more recent heritage assessment by Brendan O'Keefe confirmed the building's heritage value and noted that although there had been partial removal of the roof, the interior was still in fairly good condition.</i></p> <p><i>I inspected the site on 27 September 2018 and found that it was now in very poor condition. The roof had been almost fully removed and the ceilings were starting to collapse presumably due to water damage. The front door was open and although not yet vandalised it is likely to be the building's fate.</i></p> <p><i>There appears to be little enthusiasm for this building's retention and it is hard to imagine it being restored from its current condition and being incorporated into the fabric of Queanbeyan's CBD.</i></p> <p><i>Some of the fittings and fixtures of the interior relate to its period of construction and are possibly of value. These include some of the architraves, veneer faced doors, door handles and lights and some of the metal framed windows. The texture faced bricks on the exterior and around the internal fireplace may also be of value to persons restoring buildings from this period.</i></p> <p><i>In the event that council permit demolition it is recommended that a condition of consent require that these items be made available for recycling. This would include demolishing the brick walls by hand and carefully cleaning and stacking them on pallets rather than undertaking bulk demolition. Items available for recycling should be advertised on Gumtree, and in print media in Queanbeyan and Canberra.</i></p> <p>In regards to the above, it is important to note that developers/owners do not determine what gets listed as a heritage item and that Council makes the final decision. As such this makes it very difficult justifying a refusal for this demolition. Additionally it is difficult for Council to police features from the dwelling require recycling through a conditions and as such it is recommended that instead of this being a condition, it will be listed as a note on the consent in the instance the application is approved.</p> <p>It is acknowledged that there is heritage significance in the design of this dwelling as it appears to be the only pure cubist form of architecture within the local government area. There are other designs within Queanbeyan that partially demonstrate the architecture including 5 Albert Street (See image below) however this is more the cruise liner style of architecture which encompasses a small portion of cubist features.</p>	<p>Yes – Condition</p>



Within Canberra there are a large amount of cubist dwellings including 107 Limestone Drive (See below) and one on Canberra Avenue near St Edmunds College. The purpose of stating this is that there are still protected cubist dwellings within the region and the removal of this dwelling will not completely destroy the presence of the cubist form within the general Queanbeyan/Canberra region.



<p>The application was referred to Heritage Advisory Committee who voted against the dwellings demolition for the following reasons:</p> <ol style="list-style-type: none"> <li>1. It is unknown what is proposed to replace the dwelling;</li> <li>2. It is unclear as to why it is not being restored and repurposed;</li> <li>3. Its heritage significance.</li> </ol> <p>The significance of this dwelling has been addressed above however in regards to the other two points made, the applicant has specified that he is predicting the site will be used as a commercial style building permitted in the zone and may include a hotel. Other proposals have been discussed including a multi commercial site and serviced apartments however these were not financially viable. The reasons for its repurposing were addressed in Clause 1.2.</p> <p>As such the dwelling is supported for its removal based on the following:</p> <ul style="list-style-type: none"> <li>• It is not heritage listed or within a heritage conservation area;</li> <li>• There are cubist forms of architecture still remanent in Queanbeyan and pure forms within Canberra; and,</li> <li>• Council's Heritage Advisor notes the damage sustained to the dwelling and the fact that what is remaining of it could be re-purposed for others.</li> </ul> <p>As such it is recommended a note be added on the consent encouraging the owner to sell features of the dwelling and that the structure be photographed prior to any further demolition.</p>	
<b>Part 7 Additional Local Provisions</b>	
<b>Clause 7.2 Flood Planning</b>	
<p>Clause 7.2 requires Council to consider the impacts in relation to flooding. In this instance the impact is removed for this site as the structure is proposed to be demolished which allows flood water to pass through the site without being obstructed and pushed out onto other lots. Flood impacts will need to be considered with any future proposals on the subject site.</p>	Yes
<b>Clause 7.3 Terrestrial biodiversity</b>	
<p>This clause is not considered relevant to the proposed development as the site is not identified as "Biodiversity" on the Terrestrial Biodiversity Map.</p>	Not Applicable
<b>Clause 7.4 Riparian land and watercourses</b>	
<p>This clause is not considered relevant to the proposed development as the site is not identified as "Watercourse" on the Riparian Land and Watercourses Map.</p>	Not Applicable
<b>Clause 7.5 Scenic protection</b>	
<p>This clause is not considered relevant to the proposed development as the site is not identified as "Scenic Protection Area" on the Scenic Protection Map.</p>	Not Applicable
<b>Clause 7.6 Airspace operations</b>	
<p>The proposed development will not penetrate the Obstacle Limitations Surface Map for the Canberra Airport. Therefore the application was not required to be referred to the relevant Commonwealth body for comment.</p>	Not Applicable

<b>Clause 7.7 Development in areas subject to aircraft noise</b>	
This clause is not considered relevant to the proposed development as the site is not located near the Canberra Airport or within an ANEF contour of 20 or greater.	Not Applicable
<b>Clause 7.8 Active street frontages</b>	
<p>Clause 7.8 requires Council to only permit uses that encourage an active street frontage. The definition for this is as follows:</p> <p><i>In this clause, a building has an <b>active street frontage</b> if all premises on the ground floor of the building facing the street are used for the purposes of business premises or retail premises.</i></p> <p>The current use is not used for a business premises or retail premises. Any future proposals will need to ensure this Clause is satisfied.</p>	Yes
<b>Clause 7.9 Essential services</b>	
The site is currently serviced with essential services including, water, sewer, gas and electricity.	Yes
<b>Clause 7.10 Development near Cooma Road Quarry</b>	
This clause is not considered relevant to the proposed development as the site is not identified as "Buffer Area" on the Quarry Buffer Area Map".	Not Applicable
<b>Clause 7.11 Development near HMAS Harman</b>	
This clause is not considered relevant to the proposed development as the site is not located within 2 kilometres of HMAS Harman or within Zone IN1 General Industrial or Zone IN2 Light Industrial.	Not Applicable

### **Development Control Plan**

The Queanbeyan Development Control Plan (DCP) 2012 applies to the development and a summary of the relevant provisions is provided in the following table.

<b>QUEANBEYAN DCP 2012 COMMENTS</b>	<b>COMPLIES (Yes/No)</b>
<b>Part 1 About This Development Control Plan</b>	
<b>1.8 Public Notification Of A Development Application</b> The development application was not required to be notified or advertised.	Yes
<b>Part 2 All Zones</b>	
<b>2.4 Contaminated Land Management</b> This has been assessed within the Contamination State Environmental Planning Policy earlier in this report.	Yes
<b>2.5 Flood Management</b> The subject site is within the flood planning area of Queanbeyan. The controls within this section of the QDCP2012 have been written for the erection of dwellings as the demolition will remove the structure from any potential flood waters allowing them to pass through without any obstruction.	Yes



QUEANBEYAN DCP 2012 COMMENTS	COMPLIES (Yes/No)
<b>2.11 Height of Buildings</b> Refer to LEP assessment (Clause 4.3).	
<b>Part 7 Central Business District and Other Business Zones</b>	
Part 7 does apply to the site however as no use is proposed with this development application none of the clauses can be implemented.	Yes

### **Additional Planning Considerations**

The following additional planning matters apply to the development:

MATTERS FOR CONSIDERATION	COMPLIES (Yes/No)
<b>Environmental Planning and Assessment Act Regulation 2000</b>	
<i>The provisions of any matters prescribed by the Regulations, which apply to the land to which the development application relates, must be considered.</i>  Clause 92 - Australian Standard AS 2601-1991 (Demolition of Structures).	Yes
<b>The Likely Impacts of the Development</b>	
<i>Context and Setting</i> – 151 Crawford Street is a low density use being a single storey dwelling in a core commercial area. The applicant is seeking approval for demolition due to the fact that squatters have been occupying and damaging the premises causing large amounts of damage. This is supported in this case as the new use for the site will need to be a permitted use within the B3 Commercial Core zone. The applicant has weighed up a few options including a mixed commercial premises or a hotel/motel. Both uses are permissible with consent and suitable for the site pending the design.	Yes
<i>Access, Transport and Traffic</i> - The proposed development's impact in relation to access, transport and traffic is considered to be acceptable. The matters relating to parking and access have been previously addressed under Part 2 of the QDCP 2012.	Yes
<i>Public Domain</i> - The proposed development will not adversely impact on public recreational opportunities, pedestrian links or access to public space.	Yes
<i>Utilities</i> - The site has existing water, sewer, electricity and telecommunication services. The water and sewer services will be required to be capped off if consent is granted.	Yes
<i>Heritage</i> - The proposed development will have a minimal impact in relation to heritage. The site is not heritage listed, is not within a heritage conservation area and is not adjacent to a heritage item. Under Clause 5.10 of the QLEP2012 a heritage assessment has been undertaken as the dwelling was erected prior to 1960.	Yes
<i>Other Land Resources</i> - The proposed development will not affect the future use or conservation of valuable land resources such as: productive agricultural land; mineral and extractive resources; and water supply catchments.	Yes

MATTERS FOR CONSIDERATION	COMPLIES (Yes/No)
<i>Soils</i> - The proposed development will have minimal adverse impact on soil conservation. The soils are suitable for the development.	Yes
<i>Air and Microclimate</i> - The proposed development will have minimal impact on air quality and microclimatic conditions and will be conditions to prevent air pollution such as dust where required.	Yes
<i>Flora and Fauna</i> - (8 point test from Threatened Species Act to be completed where relevant) The proposed development will have a minimal impact in relation to the maintenance of biodiversity in the area. There are no known listings of critical habitat, threatened or endangered species, populations, ecological communities or their habitats on or in close proximity to the site.	Yes
<i>Waste</i> – Waste will be required to be disposed of at a licensed facility. A condition of consent will be imposed for this.	Yes
<i>Noise and Vibration</i> - The proposed development is not likely to cause any adverse ongoing impact from noise or vibration.	Yes
<i>Natural Hazards</i> - Flood management has been addressed under Part 2 of the QDCP 2012.	Yes
<i>Technological Hazards</i> - No technological hazards are known to affect the site.	Yes
<i>Safety, Security and Crime Prevention</i> – Currently, the police have had to attend the site numerous times due to squatters and illegal behaviour occurring within the site. The removal of the dwelling will eliminate any potential for squatters to occupy the premises and improve the safety, security and prevent crime on the subject site.	Yes
<i>Social Impact in the Locality</i> - The social impacts of the proposal are anticipated to be minimal.	Yes
<i>Economic Impact in the Locality</i> - The economic impacts of the proposal are anticipated to be minimal. For the time that the site is vacant there will be little to no economic increase on the site however the demolition of the structure allows the applicant to design a use that will boost the economy for the local government area. The current viability of the existing dwelling has been investigated by the applicant who has stated the following:  <i>The house had and has no potential as a rental property in its' current condition; as I outlined above. If it were to be renovated to a rentable standard the rent would be \$500/week. This would generate, after costs, about \$13,000 per annum. This is circa 1% return on investment. The whole proposition of developing the property with the house is a lovely thought but cannot work.</i>  Any new commercial business will provide an improved economic outcome for the subject site and provide employment opportunities for members of the public.	Yes
<i>Site Design and Internal Design</i> – Site design cannot be assessed as no proposed use to replace the dwelling has been submitted with this DA. This will be assessed with a subsequent application if approval is granted.	Yes
<i>Construction</i> – Not applicable in this instance.	Yes

MATTERS FOR CONSIDERATION	COMPLIES (Yes/No)
<i>Cumulative Impacts</i> - Cumulative impacts relate to the small impacts of developments in an area that when considered in unison can result in detrimental impact on the natural or built environment. It is considered unlikely that the proposed development will result in adverse cumulative impact.	Yes
<b><i>The Suitability of the Site for the Development</i></b>	
<i>Does the proposal fit in the locality?</i> – AS noted above, this is for demolition only. Any proposed use that complies with permitted uses in the B3 zone will fit in the locality.	Yes
<i>Are the site attributes conducive to development?</i> – Site attributes such as configuration, size and slope, are considered to be generally conducive to the proposed development.	Yes
<b><i>Have any submissions been made in accordance with the Act or the Regulations?</i></b>	
<i>Public Submissions</i> – No public submissions have been received.	Yes
<i>Submissions from Public Authorities</i> - No public submissions have been received.	Yes
<b><i>The Public Interest</i></b>	
It is considered that the public interest will not be adversely affected by the proposed development. Standard conditions will be imposed to ensure minimal impacts to surrounding properties.	Yes
<b><i>Government and Community Interests</i></b>	
It is considered that government and community interests will not be adversely affected by the proposed development.	



# **QUEANBEYAN-PALERANG REGIONAL COUNCIL**

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ITEM 5.3                      DEVELOPMENT APPLICATION 397-2018 - DEMOLITION OF  
EXISTING DWELLING AND GARAGE - 151 CRAWFORD  
STREET, QUEANBEYAN

ATTACHMENT 2      DA 397-2018 - DEMOLITION OF DWELLING - 151 CRAWFORD  
STREET - SUBMISSION FROM APPLICANT WITH  
BACKGROUND INFORMATION AND SUPPORT FOR  
DEMOLITION

151 Crawford St Pty Limited  
ACN614688854  
5 Sorell St  
FORREST ACT 2603  
[steve@bartlet.com.au](mailto:steve@bartlet.com.au)  
m: 0418270495

Ms Kaycee Dixon  
Planning Officer  
Queanbeyan Palerang Regional Council  
PO Box 90  
Queanbeyan NSW 2620

24 October 2018

Dear Ms Dixon,

**DA397-2018 Demolish buildings at 151 Crawford St**

As requested I have outlined below the circumstances leading to:

1. the lodgment of the DA to demolish the buildings located at 151 Crawford St (the Property);
2. why the building is in its current state of repair; and
3. what I propose to do with the site.

I appreciate that the circumstances appear to indicate that I have embarked on a deliberate process to destroy a potential heritage item. This is not the case and in fact the truth of this matter is a series of errors and mistakes resulting in a material financial loss for me.

**Chronological History of my involvement with the Property.**

1. I purchased the property in early 2016 through McNamee Real Estate as a development site. This was on the basis that I could build apartments on the site. My lawyers made the normal enquires through QPRC as to the heritage status of the building. They were advised that it had been proposed for local listing but that this had been rejected. Ergo, no heritage impediments. (I suggest you look at Shaddock v Paramatta City Council in this regard).
2. An option agreement was entered leading to a settlement in late 2017.
3. Contracts to purchase the property were exchanged on 3 August 2017
4. Settlement of the purchase occurred on 8 November 2017.
5. I had schemes done for a range of uses with the following results:
  - a. Apartments residential – does not meet LEP.
  - b. Quest apartments – could not pay the rent required to support the development;
  - c. Other serviced apartments – was not financially viable.

- d. Multi user site (combinations of Guzman and Gomez, Coffee Club, Cheesecake Shop, Bridgestone Tyres) – was not financially viable.
6. In December 2017 I considered the property for rental in its' current condition. I was advised that the following works were required to bring the property up to a level of a basic 3-bedroom house to rent at \$500/week.
  - a. Repair and replace all light fittings (this was done for safety reason's)
  - b. New electrical wiring and switch board;
  - c. New bathroom and kitchen (asbestos sheeting);
  - d. New ceilings;
  - e. New floor coverings;
  - f. Repaint throughout.The cost of this is over \$100,000.
7. I was not sure whether to invest the additional money and decided that it would be best to test the market for a sale. I asked McNamee Property to try to find a buyer for the property. McNamee Property strongly advised me that in order to give the best chance of a sale I should clear the site and expose to potential buyers the size of the site. I decided not to make this investment and just offered the property for sale.
8. In April and May 2018, the police advised me the property was being lived in by homeless people and that parties were being held most nights in the property. The Police advised that I had to do something to address this activity. I decided that the best course of action was to demolish the house with the benefit that:
  - a. The property would no longer exist and so not attract negative attention; and
  - b. Clear the site to make it more attractive to a purchaser.
9. McNamee Property on my behalf sought a quote for demolition. We were advised by Irwin and Hartshorn that the property had an asbestos roof that need to be removed ASAP as it was powdering. It also had asbestos sheeting in the kitchen and bathroom.
10. I had the asbestos cleared on 28 June 2018. I saw this as an opportunity to remove the asbestos and also make the property unlivable and hence deal with my homeless people issue.
11. I was advised by McNamee Property at about this time that if a DA was lodged for demolition a heritage report would be required under QPRC rules; because the property was built before 1960. I questioned why this was necessary as the property had already been rejected for listing previously. I was told "that's the rules".
12. On 22 August 2018 McNamee Property lodged a DA for demolition of the building on my behalf without the heritage report. Subsequently McNamee's advised me that QPRC definitely required the heritage report.
13. McNamee Property organised Mr O'Keefe who advised them that he saw no issue with the report and what was proposed. In fact, he had done a report on the property previously.
14. On 7 September 2018 Mr O'Keefe issued the report advising that the property should be retained and that on his inspection it was in good condition. I question him as the whether



he had even attended the property as it certainly was not in good condition. He assured me that he had made such an attendance.

15. Now I am being asked to submit plans for what I propose to do with the property and justify why it should be demolished.

16. Currently there are a range of potential developers looking at the site for acquisition. They will expect a cleared site.

#### **Current Position**

I am to realise my investment in this property. I have several other projects that are materially more attractive and the funds are better employed in these.

#### **Comments on Commercial Potential of the Site**

The house had and has no potential as a rental property in its' current condition; as I outlined above. If it were to be renovated to a rentable standard the rent would be \$500/week. This would generate, after costs, about \$13,000 per annum. This is circa 1% return on investment. The whole proposition of developing the property with the house is a lovely thought but can not work.

To derive a return from such a site it must built up beyond 1 x storey. Incorporating a single storey dwelling into this potential structure is just not possible without compromising the rest of the site.

This situation is why many properties that are given heritage status are eventually left to decay. These properties have minimal economic return and the property owner eventually tires of pay to maintain the property. Properties that have a purpose (like a hotel) can be repurposed to derive an economic return and so continue to be maintained. But this can only continue to be the result if the property is continually developed to maintain its relevance in the commercial market. That is why you see continual investment in Queanbeyan's Hotels.

The house at 151 Crawford St is in a commercial zone and has a commercial value. The house cannot be repurposed when there is no effective demand for commercial property in Queanbeyan. There is just too much competition from other vacant space to make a new investment economically viable. Hence the only way to derive any return from the property is to build new "fit for purpose" premises to draw business to Queanbeyan; not move business within Queanbeyan.

I trust this explains the situation.

Yours sincerely



Stephen Bartlett  
Director



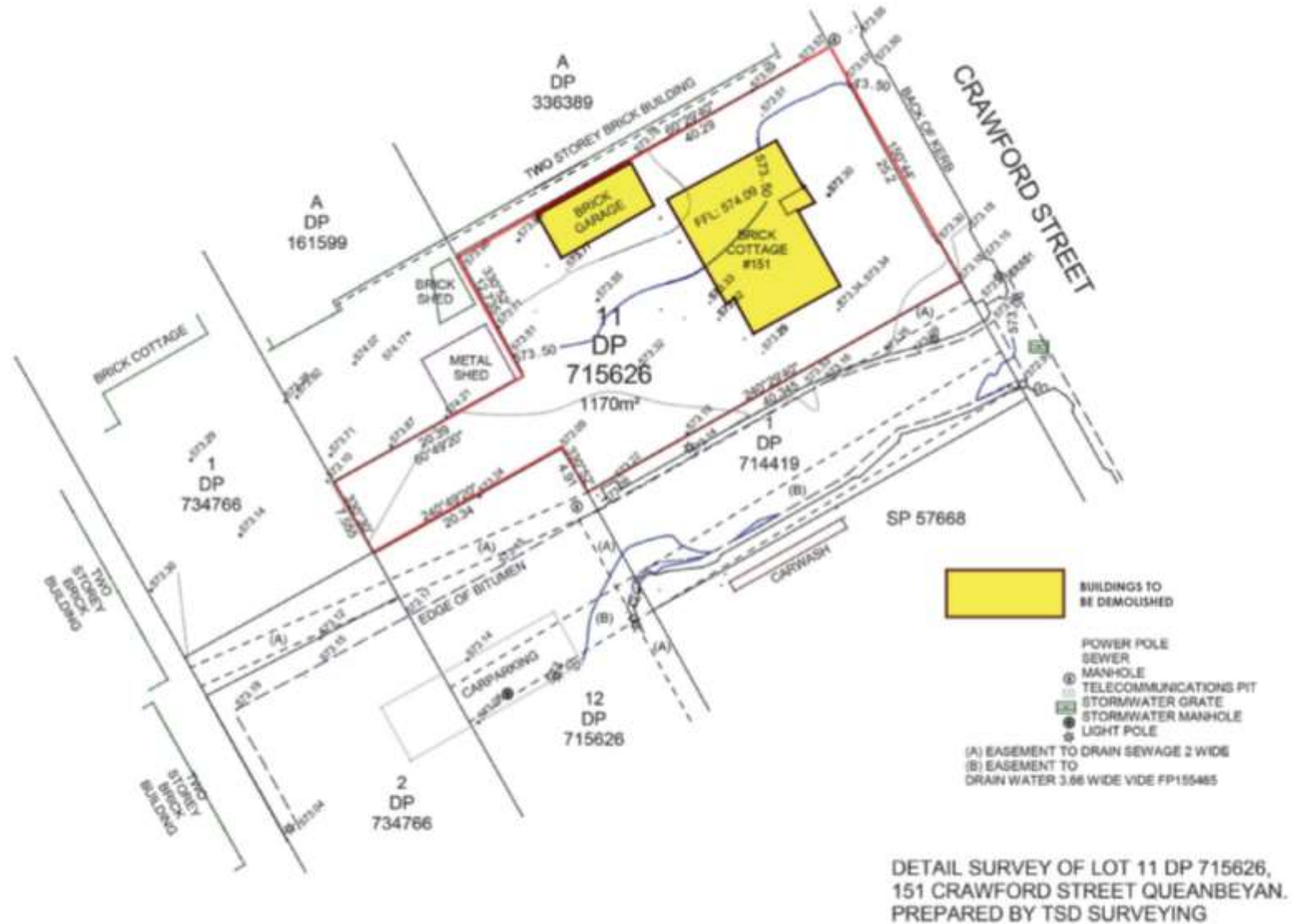
# **QUEANBEYAN-PALERANG REGIONAL COUNCIL**

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ITEM 5.3                      DEVELOPMENT APPLICATION 397-2018 - DEMOLITION OF  
EXISTING DWELLING AND GARAGE - 151 CRAWFORD  
STREET, QUEANBEYAN

ATTACHMENT 3      DA 397-2018 - DEMOLITION OF DWELLING - 151 CRAWFORD  
STREET - PLAN



PROJECT: 151 CRAWFORD STREET, QUEANBEYAN, NSW 2620  
DRAWING TITLE: DEMOLITION PLAN

SCALE: 1:350 @ A3

# **QUEANBEYAN-PALERANG REGIONAL COUNCIL**

## **Planning and Strategy Committee of the Whole Meeting Attachment**

**14 NOVEMBER 2018**

ITEM 5.3                      DEVELOPMENT APPLICATION 397-2018 - DEMOLITION OF  
EXISTING DWELLING AND GARAGE - 151 CRAWFORD  
STREET, QUEANBEYAN

ATTACHMENT 4            DA 397-2018 - DEMOLITION OF DWELLING - 151 CRAWFORD  
STREET - STATEMENT OF HERITAGE IMPACT

## STATEMENT OF HERITAGE IMPACT

151 Crawford Street

QUEANBEYAN



Perspective Drawing of the cottage at 151 Crawford Street, 1940

Prepared by Brendan O'Keefe

For Ian McNamee and Partners P/L

September 2018

## 1. Background

The property at 151 Crawford Street is the subject of a proposed redevelopment which would involve the demolition of the brick cottage and other structures standing on the allotment. The cottage is not listed in the NSW Heritage Register or in the Queanbeyan Local Environment Plan as a heritage item, although the few other examples of its architectural style that exist in Queanbeyan are listed on the LEP. It also stands just outside the boundaries of the Queanbeyan Heritage Conservation Area. However, as the building was erected before 1960, Queanbeyan Palerang Regional Council requires that a Heritage Impact Statement be prepared and presented as part of the Development Application process.

The current report thus includes an account of the property's origins, history and architectural style based on authoritative sources, together with an assessment of its heritage significance. To these ends, research has been undertaken into the following documentary sources:

- old rate and valuation records held by Queanbeyan Palerang Regional Council;
- other local government records;
- the Local History Collection at Queanbeyan City Library;
- records held by the Queanbeyan and District Historical Museum Society;
- local newspapers; and
- information from individuals who were associated with the property.

In addition, an external and internal inspection of the property was carried out, and photographs taken.

The heritage significance of the property is assessed against the criteria laid down by the NSW Office of Environment and History, as adapted for Queanbeyan.

## 2. Brief Description of the Property

The property is situated on the western side of Crawford Street on part of what was originally Lot 11 Section 25. After subdivision, this had become Lot B Section 25 by 1940. The property is flanked by a carwash and fast food outlet on its southern side and a motel on the north. The cottage, which is the main structure standing on the allotment, is positioned towards the Crawford Street frontage, facing east. There is a small front yard, now unkempt and overgrown, and a brick front fence. Set back from the cottage on its northern side is a brick garage and storeroom, while at the very back of the property is an old chicken coop or shed in a very rundown condition. The backyard is uncared for and littered with metal drums and cylinders, lengths of timber, sheets of galvanised iron, bricks and other debris.

The cottage is a brick structure of block-like design, with a flat roof. It was described as a 'Modernist Cottage' in the Draft CBD List of Heritage Places that was discussed at a meeting of the Queanbeyan Heritage Advisory Committee on 15 February 2010. However, the terms 'Modernist', 'Moderne' and 'Modern' have now largely been superseded in Australia because they are confusing and of little value in describing buildings of the era in which they were erected. Instead, buildings like the cottage at 151 Crawford Street are classified under the category termed the Inter-War Functionalist style, as defined by Apperly, Irving and Reynolds. They date this style to the period from c1915 to c1940.<sup>1</sup>

It is noteworthy that the cottage exhibits many of the distinguishing characteristics of the Inter-War Functionalist style. Specifically, these are the building's asymmetric massing, the simple geometric shapes – in this case, squares and rectangles – employed in its design, its plain external surfaces of light-coloured bricks, the flat roof concealed behind parapets, the extensive use of metal-framed windows and the incorporation of corner windows. The style, which developed in Europe in the 1920s and 1930s, represented a deliberate effort to break completely with the architectural styles of the past and to express a modern new uncluttered style emphasising airiness, clean lines, and structural and functional efficiency.

Internally, the building has a good-sized lounge room and separate dining room, a spacious kitchen, three bedrooms, a sleep-out that was part of the original design, and a large bathroom. The kitchen, in particular, is in a degraded state, although it is not irretrievable. Apart from paint peeling on a large scale from the ceilings, they and the cornices are otherwise surprisingly intact.

The building appears to be structurally sound, though it is now uninhabited and in general is in fairly poor condition. At least part of the roof has been removed which, strangely, does not seem to have led so far to any obvious internal damage from water penetration. The lack of evidence of damage from rain entering the building is doubly odd as the owner informed me some years ago that the flat roof gave continual problems with leakage. The back door is boarded up and, at the rear of the building where timber-framed windows were used, the frames are weathered and decayed.

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<sup>1</sup> Richard Apperly, Robert Irving and Peter Reynolds, *A Pictorial Guide to Identifying Australian Architecture: Styles and Terms from 1788 to the Present*, Sydney, 1994, pp. 184-7.





Crawford Street frontage and south side of cottage, showing square / rectangular massing, light-hued brickwork, parapet concealing roof and metal-framed windows



Crawford Street frontage and north side of cottage, showing square / rectangular massing, light-hued brickwork, parapet concealing roof and metal-framed windows



North side of cottage, with driveway leading to the 1961 brick garage and storeroom at rear



Rear of cottage with its timber-framed windows, and debris littering the yard



The 1961 brick garage and storeroom on the north side of the backyard, at the rear of the cottage



The old chicken coop or shed standing near the rear fence of the property

### 3. Historical Information

The property occupies part of the original Section 25 Lot 11 of the town of Queanbeyan. It was offered for sale by the NSW authorities in February 1854 and was initially owned by a Queanbeyan innkeeper, William Lee.<sup>2</sup> It later passed, perhaps after Lee's death in 1867, to Abraham Levy, a local storekeeper.<sup>3</sup> From the time it was first put up for sale in 1854, the allotment remained undeveloped for almost a century. It was eventually subdivided into Lots A and B, with Lot A on the corner of Crawford and Antill Streets and Lot B adjoining it to the south. The cottage stands on Lot B.

On 26 March 1940, Section 24 Lot 11 (B) was purchased by Mrs Harrielia Cassidy, wife of Nicholas or Nick Cassidy (originally Cassimatis or Kasimatis), proprietor of the Paragon Cafe in Monaro Street. At the time of the purchase, there was still no structure standing on the allotment.<sup>4</sup> On 23 May 1940, Mrs Cassidy submitted a Building Application to Queanbeyan Council to erect a 'detached brick dwelling' with three bedrooms, living room, dining room, kitchen, bathroom and verandah. The application was accompanied by architectural plans, but they are unsigned and there is no other record as to who designed the building. As the plans were copied for the application by a firm in Castlereagh Street, Sydney, it suggests that the house was designed by a Sydney-based building company or perhaps architect. It may have been a standard design from a range the company or architect offered.<sup>5</sup>

Queanbeyan Council approved the plans a week after their submission. The building contractor was Henry (Harry) Johnson, a well-known Canberra builder who had been a senior foreman on the construction of Old Parliament House and, before that, the foreman on the erection of Westlake Cottages. He was also the contractor for the first terminal building at Canberra airport and built many cottages and workshops at Captain's Flat.<sup>6</sup>

Nick and Harrielia Cassidy's son Theo, who until recently resided in the family home at 151 Crawford Street, said that he believed the house was erected in 1940.<sup>7</sup> However, following the purchase of the allotment in that year, the figures for the property's Unimproved and Improved Capital Values remained the same until 1942 inclusive. This suggests that the house had not been completed up to that time; wartime shortages of materials may well have delayed construction. The cottage was definitely completed in 1943, for in that year the rate books for the first time record a house standing on the lot.<sup>8</sup> Some confirmation that the house was finished at this time is provided by the Commonwealth electoral rolls for 1944. They show Mrs Harrielia Cassimatis in residence at 151 Crawford Street at that time, but she is not shown as living at this address in the immediately preceding rolls, those for 1941 and 1943.

A garage was built on the property later, and Theo Cassidy thought that this was built by Jack Whelan. Council rate records indicate that a garage was standing on the property by 1961, but

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<sup>2</sup> *Goulburn Herald*, 21 January 1854, p. 4; George Briand, 'Plan of Queanbeyan County of Murray', 1861.

<sup>3</sup> 'Plan of the Town of Queanbeyan, Parish of Queanbeyan, County of Murray', 1887.

<sup>4</sup> Municipality of Queanbeyan Valuation and Rate Book for the Years 1940-41-42, p. 18, assessment no. 344.

<sup>5</sup> Queanbeyan Municipal Council, Building Application no. 26/40, 23 May 1940.

<sup>6</sup> Alan Foksett, Phil Johnstone and David Andrew, *On Solid Foundations: The building and construction of the Nation's Capital 1920 to 1950*, Canberra, 2001, p. 51.

<sup>7</sup> Theo Cassidy, personal communication.

<sup>8</sup> Municipality of Queanbeyan Valuation and Rate Book for the Years 1940-41-42, p. 18, assessment no. 344; Municipality of Queanbeyan Valuations 1943 to 1948, p. 24, assessment no. 346.



it was not there in the previous records dating from 1958. Another Council record appears to show that it was built in 1961.<sup>9</sup>

Nick Cassidy was a well-known figure in Queanbeyan. He had been born on the Greek Ionian island of Kythera on 11 October 1905 and, after World War 1, followed other relatives from the island in migrating to Australia. Aged 18 years, he arrived in Sydney on Christmas Eve 1923 and spent about a year-and-a-half in Sydney before moving to Queanbeyan in 1925.<sup>10</sup> In the following year, having anglicised his name to Cassidy, he, his brother John and a cousin took over an existing business in Monaro Street and renamed it the Paragon Café.<sup>11</sup> Nick later owned and managed the café on his own account.

In 1936, Nick returned to his native Greece and married Harriclia, the couple then making their way back to Australia. In Queanbeyan, Nick and Harriclia started raising a family of what would eventually number five children.<sup>12</sup> The house they erected in Crawford Street was clearly intended to be the family home and, with the profits Nick earned from his success in running the Paragon, he ensured that the house was spacious and the most up-to-date and modern for its time.

Through his success in business and his contribution to community welfare, Nick became a prominent member of the community in Queanbeyan. As one of ‘the five pioneers’ of the Greek Orthodox Christians in Queanbeyan, he played a leading part in the late 1940s in the establishment of the Greek Orthodox Community and Church of Canberra and District Incorporated.<sup>13</sup> He eventually sold the Paragon in 1963 and retired from business.<sup>14</sup> Nick died at the age of 76 on 24 November 1981, having residing for 57 years in Queanbeyan. His widow, Harriclia, died in October 2014.

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<sup>9</sup> Department of the Valuer General, N.S.W. – Valuation List, Queanbeyan, 1958, valuation no. 1029; Department of the Valuer General, N.S.W. – Valuation List, Queanbeyan, 1961, valuation no. 1065; Queanbeyan Palerang Regional Council, Property Card for 151 Crawford Street.

<sup>10</sup> Nicholas Theo Cassimatis, Statutory Declaration (as part of his application for naturalization), 12 November 1929, in Commonwealth Record Series A1, item 10473, National Archives of Australia, Canberra.

<sup>11</sup> *Queanbeyan Age*, 10 August 1926, p. 2.

<sup>12</sup> P.B. Sheedy and E.A. Percy, *Moneroo to Monaro: History of Monaro Street Queanbeyan 1830's-1995*, Queanbeyan, 1995, pp. 40, 42.

<sup>13</sup> ‘Obituary: Nicholas Cassidy Community Leader’, *Queanbeyan Age*, 25 November 1981, p. 11; Susan Mary Withycombe, *Town in Transition: Queanbeyan 1945-1985*, Queanbeyan, 1985, pp. 107, 121.

<sup>14</sup> Sheedy and Percy, *Moneroo to Monaro*, pp. 40, 42.

#### 4. Comparative Assessment

The cottage at 151 Crawford Street is one of very few residences of its type in Queanbeyan. In fact, it appears that Queanbeyan has only four such dwellings. The one that most resembles the cottage at 151 Crawford Street is a residence at 6 Park Street. Unlike the Crawford Street cottage, however, it completely lacks the metal-framed windows and corner windows distinctive of the Functionalist style, instead having more conventional timber-framed sash windows. Also, uncharacteristic of the style, dark-hued bricks have been used in its construction. The building is listed in the local LEP, albeit not in its own right, but rather as part of the Garryowen section of Heritage Conservation Area. No information is available about the history of the residence, including its date of construction or the identities of its designer and builder.



East-facing façade of the cottage at 6 Park Street



Front and northern side of the Park Street cottage

Another cottage that resembles the one in Crawford Street stands at 5 Albert Street. This is a far more modest structure than the former Cassidy residence and differs from it in having curved contours of brick rather than straight lines meeting at right angles. Erected in 1953, it is described as both a late and conservative example of the Functionalist style. It is listed in the LEP as a stand-alone heritage item.



The modest cottage at 5 Albert Street, showing its curved contours

A full curvilinear expression of the Functionalist style is exhibited in the so-called ‘Ocean Liner Moderne’ residence at 24 Uriarra Road. It belongs to the same general style category as the Crawford Street cottage by dint of its streamlined appearance, asymmetric design, simple geometric massing, flat roof concealed below parapets, metal-framed windows and use of corner windows. In other respects, however – its multiple storeys, rendered external surfaces and curved contours – it contrasts rather markedly with the cottage in Crawford Street. It too is listed as a heritage item in its own right in the LEP.



**The ‘Ocean Liner Moderne’ residence at 24 Uriarra Road,  
showing its curved lines and rendered surfaces**

In its design and construction, the cottage at 151 Crawford is essentially unique in Queanbeyan. Neither the residence at 6 Park Street nor that at 5 Albert Street is as emblematic of the Inter-War Functionalist Style as the Crawford Street cottage is, in that the latter displays a significantly more extensive range of the style’s distinctive features. It stands with the residence at 24 Uriarra Road as the most complete demonstration of the style in Queanbeyan though, as indicated above, the Uriarra Road house represents a quite different expression of the Functionalist style.

## 5. Heritage Assessment

As indicated previously, the assessment below is carried out using the criteria laid down by the NSW Office of Environment and History [OEH], as adapted for Queanbeyan. The assessment relies upon the OEH's rating system in which significance is assessed for each criterion as being in one of following five categories: exceptional, high, moderate, little or intrusive.

*An item is important in the course, or pattern, of the city's or NSW's cultural or natural history.*

Although the Cassidy family residence in Crawford Street was an architecturally distinctive development in the town, there is nothing to indicate that the building occupied an important place in the course or pattern of Queanbeyan's history. Level of Significance: Little.

*An item has strong or special association with the life or works of a person, or group of persons, of importance in the city's or NSW's cultural or natural history.*

The cottage is strongly associated with the Cassidy family, and in particular with Nick and Harrielia Cassidy who had the building erected as their residence in the early 1940s. Erected in the most up-to-date style of the time, it was a reflection of Nick Cassidy's success in his adopted country. In that sense, it is particularly associated with a person of some importance in Queanbeyan's history. Level of Significance: Moderate.

*An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in the city or NSW.*

The building has some aesthetic merit and is notable for exhibiting many of the defining characteristics of the Inter-War Functionalist style of architecture. As such, it demonstrates some degree of creative achievement. It is somewhat unfortunate that it is not known whether it was specifically built to a one-off design by an architect, or whether it was one of a range of modern house designs offered by an architectural firm. Level of Significance: Moderate.

*An item has strong or special association with a particular community or cultural group in the city or NSW for social, cultural or spiritual reasons.*

Despite the prominent role that Nick Cassidy played in the local community and especially among his fellow members of the Greek Orthodox Church in Queanbeyan, there is no evidence that his residence at 151 Crawford Street holds any strong or special association for the local Greek Orthodox Church or its adherents or, indeed, for any other community or cultural group. Level of Significance: Little.

*An item has potential to yield information that will contribute to an understanding of the city's or NSW's cultural or natural history.*

This criterion generally applies to evidence or information of an archaeological nature. The building has no potential to yield any information of this kind. Level of Significance: Little.

*An item possesses uncommon, rare or endangered aspects of the city's or NSW's cultural or natural history.*

The cottage is a rare example in Queanbeyan of a residence built in the Inter-War Functionalist style. Compared to the very few other known residences built in this style in Queanbeyan, the cottage is unique in its design and appearance. Level of Significance: Exceptional.

*An item is important in demonstrating the principal characteristics of a class of the city's or NSW's*

- cultural or natural places*
- cultural or natural environments.*

As the cottage displays many of the distinguishing or principal characteristics of the Inter-War Functionalist style, it represents an outstanding example of its type. Level of Significance: Exceptional.

## **6. Summary and Conclusion**

Although the cottage at 151 Crawford Street is strongly, even exclusively, associated with the prominent Cassidy family, the heritage significance of the building really comes down to its rarity as an example of the Inter-War Functionalist style of building in Queanbeyan. One of only four such residences of the Functionalist mode known to exist in the city, it and the so-called 'Ocean Liner Moderne' residence in Uriarra Road are the two most complete and outstanding local examples of the style, though their individual expressions of the style are markedly different. In stylistic terms, the Crawford Street cottage is unique in Queanbeyan.

# **QUEANBEYAN-PALERANG REGIONAL COUNCIL**

## **Planning and Strategy Committee of the Whole Meeting Attachment**

**14 NOVEMBER 2018**

ITEM 5.3                      DEVELOPMENT APPLICATION 397-2018 - DEMOLITION OF  
EXISTING DWELLING AND GARAGE - 151 CRAWFORD  
STREET, QUEANBEYAN

ATTACHMENT 5      DA 397-2018 - DEMOLITION OF DWELLING - 151 CRAWFORD  
STREET - DRAFT CONDITIONS OF CONSENT

## DEMOLITION CONTROL

1. COMPLIANCE WITH AUSTRALIAN STANDARD FOR DEMOLITION  
**Any demolition must be carried out in accordance with AS 2601-2001: *The demolition of structures*.**

REASON: To ensure compliance with the Australian Standard for demolition. **(55.01)**

2. PROTECTION OF SEWER MAIN  
**Prior to any demolition works commencing Council's sewer main affected by the development must be protected by having an accredited plumber disconnect and cap off the sewer tie at the property boundary into the property.**

REASON: To ensure that public services are not damaged or otherwise impacted on by the development. **(55.01)**

3. BUILDING TO BE PHOTOGRAPHED  
**Prior to the demolition of the dwelling-house, outbuilding, etc the complete exterior and interior must be photographed using a digital camera of no less than 8 megapixels and set at the highest possible resolution to record the images.**

**All images must be saved in JPG formats and burned to a CD, complete with the full address of the property and the date on which the photographs were taken.**

**The images must be re-named to include the property name and feature that has been photographed. If more than one image of the same object is supplied then it must be distinguished with a number to give it a unique file name. A copy of the photographs printed must be submitted to Council.**

REASON: To ensure the history of the site is adequately recorded. **(55.02)**



4. **SUBMIT WORKS MANAGEMENT PLAN**  
**Prior to work commencing a Demolition Management Plan for the management of soil, water, vegetation, waste, noise, vibration, dust, hazards and risk for the works must be submitted to, and endorsed by, Council. The plan must:**
- (a) describe the proposed demolition program and,**
  - (b) set standards and performance criteria to be met by the works and,**
  - (c) describe the procedures to be implemented to ensure that the works comply with the standards and performance criteria and,**
  - (d) identify procedures to receive, register, report and respond to complaints and,**
  - (e) nominate and provide contact details for the persons responsible for implementing and monitoring compliance with the plan.**

REASON: To ensure that satisfactory measures are in place to provide for environmental management of the construction works. **(55.03)**

## **PRIOR TO COMMENCEMENT**

5. **SUBMIT NOTICE OF COMMENCEMENT OF BUILDING WORK**  
**A Principal Certifying Authority for the building work must be appointed and the Principal Certifying Authority must, no later than two days before the building works commences, notify Council of his or her appointment.**

REASON: To satisfy the requirements of Section 81A of the Environmental Planning and Assessment Act 1979. **(57.04)**

6. **ERECT A SIGN FOR ANY DEVELOPMENT WORKS**  
**A sign must be erected and maintained in a prominent position on any site on which building, subdivision or demolition work is being carried out;**
- (a) Showing the name, address and telephone number of the Principal Certifying Authority for the work.**
  - (b) Showing the name of the principal contractor (if any) for the building work and a telephone number on which that person may be contacted outside working hours.**
  - (c) Stating that unauthorised entry to the work site is prohibited.**

REASON: To satisfy the provisions of Clause 136B and 227A of the Environmental Planning and Assessment Regulation 2000. **(57.08)**

## **SITE MANAGEMENT DURING DEMOLITION AND CONSTRUCTION**

7. PROVIDE WASTE STORAGE RECEPTACLE

**A waste receptacle must be placed on the site for the storage of waste materials.**

REASON: To prevent pollution of surrounding areas. **(58.02)**

8. INSTALL EROSION AND SEDIMENT CONTROLS

**Erosion and sediment controls must be installed on the site and maintained during the construction period.**

REASON: To prevent soil erosion, water pollution and the discharge of loose sediment on surrounding land. **(58.03)**

9. HOURS OF OPERATION FOR WORKS

**All works associated with the demolition and/or construction of this development must be carried out between the following hours:**

<b>Weekdays:</b>	<b>7.00am to 6.00pm</b>
<b>Saturdays:</b>	<b>8.00am to 4.00pm</b>
<b>Sundays and Public Holidays:</b>	<b>NIL</b>

REASON: To reduce the chance of offensive noise being created and to minimise the impacts of the development in its locality. **(58.04)**

10. REPAIR DAMAGED PUBLIC PROPERTY

**All damage caused to public property during the establishment of the development must be repaired or reinstated prior to the issue of any Occupation Certificate.**

REASON: To ensure that all public property in the vicinity of the development is maintained in its pre-development condition. **(58.06)**

## GENERAL CONDITIONS

11. IN ACCORDANCE WITH THE APPROVED PLANS

**The development must be carried out generally in accordance with all of the documents accompanying the development application and with the plans bearing the Council approval stamp, and any amended plans approved under subsequent modification(s) to the development consent, except where varied by notations made in red ink by Council or conditions of approval.**

**In the event of any inconsistency between conditions of this consent and the drawings/documents referred to above, the conditions of this consent prevail.**

REASON: To ensure the development is completed in accordance with the approved plans and the development consent. **(59.02)**

## BUILDING

12. ALL WORKS TO BE CONFINED TO THE SITE

**All demolition, activities associated with the development must:-**

- (a) Be carried out entirely within the allotment boundaries unless otherwise approved by Council.**
- (b) Comply with the requirements of AS 2601-2001 – The demolition of structures.**
- (c) If within one metre of the verge, the site must be protected by a hoarding which must be erected prior to the commencement of the demolition works.**
- (d) Be kept clear of stormwater, sewer manholes and service easements on the site.**

REASON: To ensure that all development activity associated with the development does not pose a hazard to life or property and that the effectiveness of public services is not impaired. **(60.05)**

## ENVIRONMENTAL

### 13. ASBESTOS REMOVAL AND DISPOSAL

**Asbestos material found on the site must be removed and disposed of in accordance with the *Work Health and Safety Act 2011*, and the NSW WorkCover Guidelines.**

**Asbestos material must be disposed of to a landfill site approved for that purpose by the Environmental Protection Authority of NSW or equivalent authority in the ACT. Written evidence that the material has been disposed of to the approved landfill must be submitted to the Principal Certifying Authority.**

**REASON:** To ensure the proper disposal of asbestos material. **(76.07)**

## **NOTE**

### SELLING OF HERITAGE FITTINGS AND FIXTURES

**It is recommended that heritage fixtures and fittings such as the architraves, veneer faced doors, door handles, lights, metal framed windows, exterior bricks and bricks around the internal fireplace be recovered from the demolition process and advertised for sale to persons interested in features from this era. (81.01)**

# **QUEANBEYAN-PALERANG REGIONAL COUNCIL**

## **Planning and Strategy Committee of the Whole Meeting Attachment**

**14 NOVEMBER 2018**

ITEM 5.4                      ASSESSMENT OF ADDENDUM REVIEW OF ENVIRONMENTAL  
FACTORS (REF) SEPTEMBER 2018 - ELLERTON DRIVE  
EXTENSION PROJECT

ATTACHMENT 1    ELLERTON DRIVE EXTENSION PROJECT - ADDENDUM REF  
- SEPTEMBER 2018

# Ellerton Drive Extension

## Addendum review of environmental factors

Queanbeyan-Palerang Regional Council | September 2018



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## Document controls

### Approval and authorisation

Title	Ellerton Drive Extension Addendum Review of Environmental Factors
Accepted on behalf of QPRC by:	This section to be completed following determination by Council. [Name of project manager] [Title]
Signed:	
Dated:	

### Document status

Document status	Date	Prepared by	Reviewed by
Draft v1	17/07/18	Alana Gordijn (WBHO ESR)	Erwin Budde (NGH Environmental)
Draft v2	24/07/18	Alana Gordijn (WBHO ESR)	Minor changes only
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Final v2	28/09/18	Alana Gordijn (WBHO ESR)	Yianni Stavreas (WBHO)



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## 1. Introduction

### 1.1 Background

Queanbeyan City Council (QCC), now Queanbeyan-Palerang Regional Council (QPRC), completed a review of environmental factors (REF) of the Ellerton Drive Extension in December 2014 (SMEC, 2015). The REF described the project, assessed the potential environmental and social impacts associated with the construction and operation of the project and identified safeguards and management measures to avoid, mitigate or manage those potential impacts.

The REF was placed on public display between 12 December 2014 and 9 February 2015. A total of 357 formal submissions were received in response to the public exhibition of the REF. The project design was then amended in early 2016. Consequently, SMEC revised the REF in April 2016 (SMEC, 2016) (Appendix A). This included addendum reports and revised specialist studies to assess the changed design and project footprint.

The revised REF included the following revised documents:

- Species Impact Statement (SIS) Addendum, prepared by NGH Environmental, February 2016. The SIS and addenda assessed the impacts of the project on threatened species, populations and communities listed under the *Threatened Species Conservation Act 1995* (TSC Act) and the Commonwealth *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act). The survey area was extended in the SIS addendum to account for the change in project footprint. The SIS Addendum was placed on public exhibition from 4 March 2016 to 3 April 2016.
- Squirrel Glider Survey, prepared by Australian Research Centre for Urban Ecology (ARCUE), March 2016. Office of Environment and Heritage (OEH) requested additional targeted surveys for the species, in response to unconfirmed sightings within the project vicinity.
- Social Impact Assessment, prepared by RM Planning, March 2016. Qualitative assessment of impacts on the local communities in the project area.
- Updated Noise Report, prepared by SLR, February 2017. The report included a review of the effectiveness of the noise mitigation measures (noise wall) and found noise levels at 41 properties still exceeded the RNP guideline noise. Commitments were given by QPRC in the last Submissions Report to further consult with affected individual homeowners to determine any additional reasonable and feasible noise mitigation measures, including potential at-property acoustic treatments.
- Submissions Report, prepared by QPRC, April 2016.

In April 2016, following public exhibition of the SIS Addendum, QPRC prepared the Ellerton Drive Extension Submissions Report for inclusion in the Determination Report (Queanbeyan City Council, 2016). The Submissions Report addresses the submissions received during the REF public exhibition period, the submissions received up to and after a Community Forum held on 28 April 2015, and the submissions received during exhibition of the SIS Addendum.

After consideration of the revised REF and the Submissions Report, QPRC commissioned AECOM to prepare a Determination Report (AECOM, 2016). The Determination Report provided a review of the revised REF and provided recommendations for QPRC's consideration. The determination report recommended that the Proposal proceed, as described in the REF and supporting documentation. QPRC made a decision to proceed with the project in June 2016.

The following approvals/ licences/ permits have been obtained for the determined project:

- Aboriginal Heritage Impact Permit (AHIP) No: C0002305 and variation No: C0002441.
- EPBC 2014/7304 approval, decision 10 January 2017.
- EPBC 2014/7304 approval variation, decision 22 December 2017.



- OEH concurrence, letter dated 10 June 2016.
- Environment Protection Agency (EPA) Environmental Protection License (EPL 20852), 22 November 2016.
- EPA EPL 20852 transfer license from QPRC to WBHO Infrastructure Pty Ltd, 6 October 2017.
- EPA EPL 20852 licence variation, 28 August 2018.
- Department of Primary Industries Fisheries Permit (PN 17/59), 28 February 2017.
- Department of Industry Water Supply Works Approval (40WA417282).

In May 2018, a Consistency Review against the determined REF was prepared, after the commencement of construction (NGH Environmental, 2018). The Consistency Review relates to changes to the design and construction methodology of the bridge over the Queanbeyan River, from a Super-T bridge to a continuous post-tensioned box girder bridge. The changes allow completed segments of the bridge to be incrementally launched from the north to the south side of the river. The review concluded that the design and construction methodology of the post-tensioned box girder bridge was consistent with the determined REF conditions and did not contribute to any additional negative impacts.

The contractor now proposes a further modification to the project, to enable light vehicular access to the bridge launching site via the local road network, namely Lonergan Drive. This Addendum REF aims to assess the likely impacts from this project modification. Community consultation has been carried out, as detailed in Section 4 of this report.

## 1.2 Proposed modification overview

The Ellerton Drive Extension Review of Environmental Factors (REF) (SMEC, 2016) allows for construction access to the northern section of the project from the Ellerton Drive entrance only. Section 3.1 of the determined REF (SMEC, 2016) describes the site access arrangements during construction: *"All access on the northern section would be off Ellerton Drive. All access for the southern section would be from Old Cooma Road"*.

Section 3.1 also states: *"QCC would continue to investigate opportunities for suitable access points, stockpile sites and compound areas to facilitate effective and efficient delivery of the project"*.

The proposed modification involves one additional light vehicle site access point located at the end of Lonergan Drive, Greenleigh. An existing gate at the end of Lonergan Drive would be used to gain access to the bridge launching site on the northern side of the Queanbeyan River (see Figure 2). There would be no construction works required outside of the approval Project boundary to formalise the access.

This additional access point would be used by workers to access the bridge launching site to start their working day and then leave the site to go home. Hence, the vehicle movements would be concentrated in the early morning and late afternoon. Some vehicle movements would occur at intervals through the day.

An estimated 20 vehicles would access the bridge site per day through the Lonergan Drive access point (resulting in approximately 40 to 50 light vehicle traffic movements per day). From the Kings Highway, vehicles would utilise Atkinson Street, Severne Street, and Lonergan Drive. Figure 1 shows the proposed access route from the Kings Highway to the project off Lonergan Drive. There would be no heavy vehicle access or deliveries to the construction site via this access point.

All vehicles accessing the site from Lonergan Drive would be required to drive into the construction site to park. There would be no vehicles parking on Lonergan Drive or impeding access to the construction site or to private property driveways on Lonergan Drive.

The primary objectives of the proposed modification are to:

- Provide a safer access route to the bridge launching site for the bridge construction workers, easing on the congestion within an already confined and high risk construction site; and
- Improve the effective and efficient delivery of the Ellerton Drive Extension project.





Figure 1 Project area (blue), proposed access via Atkinson/Severne Street (green) and Lonergan Drive (red)





Figure 2 Existing gate at the end of Lonergan Drive.

## 1.3 Purpose of the report

This addendum REF is to be read in conjunction with the determined REF and submissions report. The purpose of this addendum REF is to describe the proposed modification, to document and assess the likely impacts of the proposed modification on the environment, and to detail mitigation and management measures to be implemented.

For the purposes of these works, QPRC is the proponent and the determining authority under Division 5.1 of the *Environmental Planning and Assessment Act 1979* (EP&A Act).

The description of the proposed work and assessment of associated environmental impacts has been undertaken in context of clause 228 of the Environmental Planning and Assessment Regulation 2000, *Is an EIS Required? Best Practice Guidelines for Part 5 of the Environmental Planning and Assessment Act 1979* (*Is an EIS Required?* guidelines) (DUAP, 1995/1996), *Roads and Road Related Facilities EIS Guideline* (DUAP, 1996), the *Biodiversity Conservation Act 2016* (BC Act), the *Fisheries Management Act 1994* (FM Act), and the Australian Government's *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act).

In doing so, the addendum REF helps to fulfil the requirements of:

- Section 5.5 of the EP&A Act, including that QPRC examine and take into account to the fullest extent possible, all matters affecting or likely to affect the environment by reason of the activity.

The findings of the addendum REF would be considered when assessing:

- Whether the proposed modification is likely to result in a significant impact on the environment and therefore the necessity for an environmental impact statement to be prepared and approval to be sought from the Minister for Planning under Division 5.2 of the EP&A Act.
- The significance of any impact on threatened species as defined by the Biodiversity Conservation Act and/or Fisheries Management Act, in section 1.7 of the EP&A Act and therefore the requirement for a Species Impact Statement or a Biodiversity Development Assessment Report.
- The significance of any impact on nationally listed biodiversity matters under the EPBC Act, including whether there is a real possibility that the activity may threaten long-term survival of these matters, and whether offsets are required and able to be secured.
- The potential for the proposed modification to significantly impact any other matters of national environmental significance or Commonwealth land and therefore the need to make a referral to the Australian Government Department of the Environment and Energy for a decision by the Australian Government Minister for the Environment on whether assessment and approval is required under the EPBC Act.

## 2. Need and options considered

### 2.1 Strategic need for the proposed modification

Chapter 2 of the determined REF addresses the strategic need for the project, the project objectives and the options that were considered. The proposed modification described and assessed in this addendum REF is consistent with the strategic need for the project.

In June 2017, QPRC approved a modification to the bridge design and construction methodology of the Queanbeyan River Bridge. The new bridge design includes construction of a continuous post-tensioned box girder bridge. The bridge will be constructed and launched from the northern side of the Queanbeyan River, and requires that the main bridge construction site and compound be located on the northern side of the Queanbeyan River.

At present, the only approved point of access to the northern section of the project is via Ellerton Drive. The Ellerton Drive project access point is located approximately 2.8 km from the bridge launching site. Active construction work is occurring along this 2.8 km length of the project, including bulk earthworks, culvert and drainage construction, and service relocations. The project site is narrow in many locations, and there are limited opportunities to provide light and heavy vehicle separation. There is a significant amount of heavy plant operating within the project site, often resulting in traffic congestion.

Under the current arrangements, bridge construction crews must travel the entire length of the northern portion of the project (2.8 km), through heavily congested work areas containing heavy plant and equipment, to reach the bridge launching site. The workers that require access to and from the bridge launching site on a daily basis experience significant safety risks due to the amount of time that they must spend interacting with large plant and navigating through high risk work areas. Additionally, these traffic movements have the potential to contribute to dust emissions from the project impacting on worker safety and residential amenity.

The purpose of the current proposal is to provide a more efficient and safer access route to the bridge launching site for the bridge construction workers, easing on the congestion within an already confined construction site. The Contractor has identified that the interaction of light and heavy vehicles onsite is a significant high safety risk. Bridge site access from Lonergan Drive will eliminate the need for the majority of the bridge workers to travel the 2.8 km length of the construction site, to and from Ellerton Drive. This will significantly reduce the number of light vehicles travelling through active work areas, thereby reducing the risks associated with light and heavy vehicle interaction on site.

Additionally, the proposal would facilitate an improvement to the effective and efficient delivery of the project.

### 2.2 Options considered

#### 2.2.1 Do nothing

Under this option, access to the bridge site for bridge construction workers would continue to be via the Ellerton Drive access gate. The bridge crew would be required to travel to and from the bridge site through 2.8 kilometres of active construction works. The workers that require access to and from the bridge launching site on a daily basis would experience significant safety risks due to the amount of time that they must spend interacting with large plant and navigating through high risk work areas. There would also be significant time loss due to the time that workers must spend travelling to and from the bridge site.

#### 2.2.2 Provide access to the bridge site via Lonergan Drive



Under this option, access to the bridge construction site for a limited number of workers would be provided via an existing gate at the end of Lonergan Drive, Greenleigh. Bridge site access from Lonergan Drive will eliminate the need for some of the bridge workers to travel the 2.8 km length of the construction site, to and from Ellerton Drive. This will significantly reduce the number of light vehicles travelling through active work areas, thereby reducing the risks associated with light and heavy vehicle interaction on site.

This option would provide a more efficient and safe access route to the bridge construction site for the bridge construction workers, easing on the congestion within an already confined construction site. Additionally, this option would facilitate an improvement to the effective and efficient delivery of the project.

## 2.3 Preferred option

The preferred option is to provide access to the bridge site via Lonergan Drive. This option would provide a safer route of transport for workers accessing the bridge site and it would facilitate an improvement to the effective and efficient delivery of the project.

## 3. Statutory and planning framework

### 3.1 Environmental Planning and Assessment Act 1979

#### 3.1.1 State Environmental Planning Policies

##### ***State Environmental Planning Policy (Infrastructure) 2007***

State Environmental Planning Policy (Infrastructure) 2007 (ISEPP) aims to facilitate the effective delivery of infrastructure across the State.

Certain developments such as the construction of roads by a public authority do not require development consent via the development application process (as per clause 94 of the ISEPP) but instead are assessed under Part 5 of the Environmental Planning and Assessment Act 1979 (EP&A Act). The Proposal is for a public road and is to be carried out on behalf of QPRC. It is appropriately assessed for determination by QPRC under Part 5 of the EPA Act.

#### 3.1.2 NSW Environmental Planning and Assessment Regulation 2000

Clause 228 of the *NSW Environmental Planning and Assessment Regulation 2000* identifies factors to be taken into account concerning impact of an activity on the environment. The proponent (QPRC) is obliged to consider clause 228 of the Regulation with regard to identification of environmental impacts of proposals. The factors specified under this regulation (What factors must be taken into account concerning the impact of an activity on the environment?) form the scope of this Addendum REF.

#### 3.1.3 Local Environmental Plans

##### ***Queanbeyan Local Environmental Plan 2012***

The proposed modification site is entirely within the Queanbeyan LEP area. Council has been, and will continue to be consulted on the proposal throughout the development and construction phases.

## 3.2 Commonwealth legislation

#### 3.2.1 Environment Protection and Biodiversity Conservation Act 1999

Under the environmental assessment provisions of the *Environment Protection and Biodiversity Conservation Act 1999*, the following matters of national environmental significance (MNES) and impacts on Commonwealth land are required to be considered for the proposed modification.

Appendix B contains an analysis of the proposed modification against the EPBC Act factors.

### 3.3 Licences, permits and approvals

A range of licences, permits and approvals have already been obtained for the Project. These are outlined in the table below. No additional licences or permits would be required for the proposed modification.

Table 1 Licences, permits and approvals relevant to the determined Project

Existing requirement for the determined project	Identification of additional requirements or any change to the existing requirements as a result of the proposed modification
EPBC 2014/7304 Approval Decision 10 January 2017 EPBC 2014/7304 Approval Variation, 22 December 2017.	There are no additional requirements or changes to the existing requirements.
OEH concurrence, letter dated 10 June 2016	There are no additional requirements or changes to the existing requirements.
EPA Environmental Protection License (EPL 20852), 22 November 2016. Variation of Licence 20852, dated 28 August 2018	There are no additional requirements or changes to the existing requirements.
Aboriginal Heritage Impact Permit (AHIP) No: C0002305 and variation No: C0002441.	There are no additional requirements or changes to the existing requirements.
NSW DPI fisheries permit	There are no additional requirements or changes to the existing requirements.



## 4. Consultation

### 4.1 Consultation strategy

#### 4.1.1 Queanbeyan-Palerang Regional Council

QPRC are the proponent and the determining authority for the project and this proposed modification. A community consultation strategy report was presented to QPRC a Planning and Strategy Committee meeting held at Council Chambers on 8 August 2018. The report was adopted by QPRC without change. This Addendum REF, together with a Submissions Report, will be provided to QPRC for their determination.

#### 4.1.2 Office of Environment and Heritage

The Office of Environment and Heritage issued Conditions of Concurrence for the determined project. Each of these Conditions would still be met under the proposed modification, and no changes to the conditions would be required. However, notification of the proposed modification would be provided to the OEH.

#### 4.1.3 Department of the Environment and Energy

The Department of the Environment and Energy (DoEE) have provided an Approval Decision for the determined project with Conditions. The Conditions of the Approval would still be met under the proposed modification, and no changes to the Conditions would be required. However, notification of the proposed modification would be provided to the DoEE.

#### 4.1.4 Environment Protection Authority

The Environment Protection Authority (EPA) have issued an Environment Protection Licence (EPL) for the determined Project. The Conditions of the EPL would still be met under the proposed modification, and no changes to the Conditions would be required. However, notification of the proposed modification would be provided to the EPA.

#### 4.1.5 Community consultation

A community consultation strategy report was presented to QPRC a Planning and Strategy Committee meeting held at Council Chambers on 8 August 2018. The report was made publicly available on QPRC's website and members of the public were able to register to make a short presentation to QPRC on the agenda item. No presentations were registered.

A notification letter regarding the proposed new access arrangements was distributed to the residents of Lonergan Drive (15th August), Severne Street and Atkinson Street (16th August).

This Addendum REF (Final v1) was placed on QPRC's Your Voice website between 15 August and 29 August 2018 and made available for download. Responses received from the community during the consultation period have been examined and summarised within a submissions report. The Addendum REF was then updated to Final v2, with additional mitigation measures and controls based on the outcomes of the community feedback. Both the Addendum REF and the submissions report are being provided to QPRC for assessment and determination.

Following determination of this Addendum REF, and prior to the use of the Lonergan Drive access point, a second letter notification would be provided to the same group of residents to inform them of the outcomes of the QPRC determination. Should a determination be made to proceed, the notification will include an approximate date from which use of the access point would commence.

A Community Liaison Plan (CLP) has been prepared for this Project. Following the distribution of any notifications regarding this modification, comments or questions received by the Project Community Liaison team be managed and responded to in accordance with the requirements of the CLP. Should this modification be approved, all relevant community consultation aspects of the modification would be included in the CLP.

## 5. Environmental assessment

### 5.1 Traffic and transport

#### 5.1.1 Existing environment

Lonergan Drive and Severne Street in Greenleigh are both sealed public roads with posted speed limits of 50 km/h. There are no pedestrian footpaths along either of these roads, and the roads are not kerbed. The roads through Greenleigh are primarily used by local residents and property owners in vehicles. Pedestrians are also known to walk along the road, including children walking to and from school bus stops. Wildlife is common on the streets in Greenleigh, including Kangaroos and wombats.

The Annual Average Daily Traffic Counts (AADTs) for these roads are presented in Table 2 below. Although some of this data was collected as early as 2009, the population of Greenleigh has only increased slightly in this time and so the current traffic counts would be very similar.

Table 2 Average daily traffic volumes for streets in Greenleigh

Street (location)	Average Daily Traffic Volume	Year measured
Severne Street (Considine Close to Woodman Place)	753	2009
Severne Street (Morris Close to Considine Close)	1021	2015
Lonergan Drive (Severne Street to Beston Place)	345	2015
Lonergan Drive (Beston Place to end)	100	2012



Figure 3 Lonergan Drive, just west of the intersection with Severne Street

There are two school bus services that operate through Greenleigh in the morning and three in the afternoon. A summary of the school bus routes and approximate window of operation through Greenleigh is provided in Table 3 below.



Table 3 School bus routes and times of operation through Greenleigh

Bus service	Service summary	Approximate time of operation through Greenleigh local roads
S178 (AM)	Greenleigh to Queanbeyan Schools	08:25 – 08:41
S165 (AM)	Greenleigh to Queanbeyan Interchange	07:40 – 07:55
S131 (PM)	Queanbeyan schools to Greenleigh	15:18 – 15:27
S121 (PM)	St Edmunds/ St Clare's to Greenleigh	16:05 – 16:20
S114 (PM)	Queanbeyan High to Greenleigh	15:40 – 16:05

### 5.1.2 Potential impacts

An estimated 20 light vehicles are likely to enter the Project site via the Lonergan Drive access per day. This would result in approximately 40 to 50 additional light vehicle movements per day along Lonergan Drive and Severne Street, as a small number of vehicles may leave and re-enter the site during the daytime. This is based on an understanding of the lunch habits of most workers on this project, who remain on site for the duration of the day until they leave to go home. The lunch time culture on the construction site is that most workers bring their lunch to work and eat it in the break rooms provided. On this basis, 40 to 50 vehicle movements per day is considered a reasonable estimate. The vehicle movements would be concentrated in the early morning (prior to 7am) and late afternoon (generally after 6pm) as workers arrive for work and go home at the end of the day.

The use of the Lonergan Drive access point would increase the volume of light vehicle traffic along Severne Street and Lonergan Drive. On Severne Street, between Considine Close and Morris Close, the additional project-related traffic would represent a 4% increase in traffic volume. On Severne Street, between Considine Close and Woodman Place, there would be approximately a 7% increase. Residents living on Severne Street are unlikely to notice the increased traffic associated with the project. The additional traffic is unlikely to exceed the traffic volume capacity of these roads.

Near the end of Lonergan Drive, where the existing traffic is up to 100 vehicles per day, the additional traffic would represent a 50% increase which could potentially be noticeable to residents. The traffic volume capacity of Lonergan Drive is not likely to be exceeded by the additional traffic, and the condition and traffic capacity of Lonergan Drive is comparable to Severne Street, which currently carries about 7 times the volume of traffic. Even with the additional Project-related traffic, Lonergan Drive would remain a low traffic area. Further, the vehicle movements would be concentrated in the early morning when there are few local vehicles using the road, and evening when the majority of traffic would be travelling in the opposite direction. The vast majority of project-related traffic movements will not coincide with any school bus traffic through Greenleigh.

The additional vehicle traffic associated with the modification would be consistent with the type of traffic that currently uses these local roads (ie. light vehicles). These roads are designed for light vehicles and the proposed modification is unlikely to exceed the existing traffic volume capacity of these two local roads. Subsequently, it is not anticipated that the proposed modification would result in substantial impacts to the condition of the existing road or result in any damages.

There would be no heavy vehicle access or deliveries to the construction site via this access point.

There would be no project related vehicles parking on Lonergan Drive or restricting access to any nearby private properties. All project related vehicles using the Lonergan Drive access point would be required to park inside the Ellerton Drive Extension project at designated parking areas.

In line with the determined REF, additional access points to the project site have been investigated to facilitate effective and efficient delivery of the project. The use of the Lonergan Drive access point by a limited number of project-related light vehicles would likely result in low traffic, transportation and access impacts.

The extent and magnitude of impacts associated with the proposal are considered to be minor in comparison to the determined Project.

### 5.1.3 Safeguards and management measures

To ensure that potential traffic and transportation impacts are minimised and avoided, the following mitigation measures would be implemented by the Contractor:

1. Within the first month of the operation of this access, the Contractor will contact and consult with residents along Lonergan Drive regarding the use of this access route to ensure the potential impacts of using this road are well mitigated and managed.
2. The use of the Lonergan Drive access route will be limited to light vehicles only. No heavy vehicles are to use Lonergan Drive to access the project site.
3. Access will only be provided to selected staff involved in bridge construction.
4. A permit system will be implemented whereby the Contractor will provide individual inductions, site instruction and management tools to staff using this access point. The induction will include, but not be limited to the following elements:
  - A description of the subject roads and their condition
  - Speed limits of each road
  - The locations of school bus stops and approximate hours of operation through Greenleigh
  - Reminder that pedestrians and children often walk on the road in the area
  - A reminder about the unpredictable nature of animals, and types of wild animals that are likely to occur on these roads.
  - All other relevant site instructions and management measures that apply to the use of this access point.
5. The use of the Lonergan Drive access point will be restricted to the following hours:
  - 6:30am to 6:30pm, Monday to Friday.
  - 7:30am to 1:30pm, Saturdays.
6. No access via Lonergan Drive will be permitted on Sundays or Public Holidays.
7. The Contractor will provide a secure and stabilised site access point. A lockable gate is already installed at the end of Lonergan Drive. The Contractor will ensure that access can be controlled at all times.
8. Adequate signage will be provided on the gate/fence at the site entry point to ensure that people can identify the site as a construction site and that relevant project contact phone numbers are available.
9. Environmental controls will be implemented to minimise mud/dirt tracking from the project onto Lonergan Drive and other public roads.
10. The contractor will provide increased surveillance at the Lonergan Drive access point to monitor the volume of traffic during the progress of works. If it was found that the traffic movements consistently exceeded 50 per day, then investigations would be carried out and strategies developed and implemented to lower this to a maximum of 50 movements per day on average over a one week period.



11. The Contractor will develop a Traffic Control Plan for this access point. The TCP will identify additional traffic controls on Lonergan Drive to ensure that pedestrian traffic can be safely separated from vehicle traffic, safe speeds are maintained, and that no road users park at the gate outside of nominated hours. The TCP will be reviewed at least weekly, throughout the operation of the Lonergan Drive access point.
12. Prior to commencement of the modification, the contractor will complete a basic dilapidation survey to record the existing condition of the subject roads (Atkinson Street, Severne Street and Lonergan Drive). This will involve collection of photographs and video footage.

The relevant project management plans would be updated with the above mitigation measures to ensure their ongoing implementation and monitoring.

## 5.2 Noise and vibration

### 5.2.1 Existing environment

Current sources of noise along Severne Street and Lonergan Drive primarily includes local traffic, and construction and maintenance activities carried out by landowners on private property. Construction activities associated with the determined project can also be heard from several locations and properties on Severne Street and Lonergan Drive.

### 5.2.2 Potential impacts

The proposed site access off Lonergan Drive would result in the movement of additional light vehicle traffic through Greenleigh, along Severne Street and Lonergan Drive. These traffic movements would be concentrated in the early morning and late afternoon/evening as workers arrive for work and then go home at the end of the day. Some vehicle movements would occur throughout the daytime. There will be some traffic noise associated with the movement of these vehicles along the proposed access route. Given the small number of vehicle movements per day, and the restricted use of the route to light vehicles only, it is anticipated that Lonergan Drive would remain a low traffic and low noise environment.

The use of Lonergan Drive would not result in an overall increase to the noise impacts generated by the project, as it would not generate additional traffic movements. It would result in a portion of the construction-related traffic entering the project site via Lonergan Drive instead of via Ellerton Drive. The extent and magnitude of noise impacts associated with the modification are considered to be minor in comparison to the determined Project. There would be no additional vibration impacts as a result of the proposed modification.

### 5.2.3 Safeguards and management measures

The recommended noise and vibration mitigation measures of the determined REF, which includes the implementation of the Construction Noise and Vibration Management Plan, are still applicable. The mitigation measures outlined in the Traffic, transportation and access section above will assist with avoiding and minimising any potential traffic noise impacts. No additional noise or vibration mitigation measures are proposed.

## 5.3 Other environmental factors

### 5.3.1 Existing environment, potential impacts and mitigation measures

Table 4 Assessment of other environmental factors

Environmental factor	Existing environment and potential impacts	Mitigation measures
<b>Biodiversity</b>	The proposal will not require any additional land clearing to be undertaken. There is an existing unsealed road from the end of Lonergan Drive into the construction site (refer to Figure 1). The determined project includes sealing of this access road, and the potential impacts have already been assessed in the determined REF. There would be no additional impacts on any vegetation, waterways or other habitats as a result of the current proposal.	There is no change in biodiversity impacts from the determined REF, and no changes or additional measures are required.
<b>Socio-economic issues</b>	<p>The project boundaries would not be changed as a result of the proposal. As such, no change in the assessment of impacts on land use and property is identified.</p> <p>The use of Lonergan Drive as a point of access for the bridge construction workers will improve the effective and efficient delivery of the project. There will be significant time savings for workers, who would reach their work site more efficiently compared to travelling 2.8 km through the active construction site to and from Ellerton Drive entrance.</p>	There is no change in socio-economic impacts (other than relating to noise and traffic, discussed separately in Sections 5.1 and 5.2) from the determined REF, and no changes or additional measures are needed.

Environmental factor	Existing environment and potential impacts	Mitigation measures
<b>Geology, soils and water</b>	<p>The proposed access point off Lonergan Drive would not change the project footprint.</p> <p>Risks to soils and water would be managed through standard environmental controls which are implemented elsewhere on the project. This would include a stabilised access and suitable erosion and sediment control measures to prevent offsite pollution.</p>	There is no change in geology, soil and water impacts from the determined REF, and no changes or additional measures are required.
<b>Air quality</b>	The proposal will not change the overall volume of vehicles that access the project site. However, there would be a minor decrease in the volume of bridge construction related traffic movements along the unsealed access roads through the project site north of the river. Instead, this traffic would be travelling to the bridge site along Severne Street and Lonergan Drive which are sealed public roads. This would reduce the potential for dust emissions to result from the traffic movements along the unsealed site roads. There would be an overall reduction in negative air quality impacts as a result of the proposal.	The recommended air quality mitigation measures of the determined REF are still applicable, and no changes or additional measures are needed.
<b>Aboriginal and non-Aboriginal heritage</b>	The construction footprint, alignment, and location of the roadwork footprint does not change as a result of the modification. The Lonergan Drive access point uses already disturbed areas. The works will remain entirely within the approved project boundary.	There is no change in Aboriginal and non-Aboriginal heritage impacts from the determined REF, and no changes or additional measures are required.



Environmental factor	Existing environment and potential impacts	Mitigation measures
<b>Landscape character and visual impacts</b>	<p>There would be some very minor changes in short term visual impact due to the additional traffic movements through Lonergan Drive and Severne Street in Greenleigh. The traffic would comprise light vehicles, predominantly private vehicles of the bridge construction crew. Severne Street and Lonergan Drive are public roads, and the additional traffic would generally not be discernible from the local traffic that already uses these roads.</p> <p>This impact is not expected to be significant given that the traffic movements would be concentrated in the early morning (between approximately 6:30am and 7:00am) and evening (5:30pm to 6:30pm).</p>	There is no significant change in the landscape character and visual impacts from the determined REF, and no changes or additional measures are required.
<b>Lighting</b>	<p>The additional access point off Lonergan Drive may require the use of lighting at the entrance point, outside of daylight savings. Any lighting implemented at the gate would not be orientated to affect any of the nearby residences, which are either located uphill from the entrance point or are shielded by vegetation along their property boundary. During daylight savings, there would be no requirement for lighting at the site entry.</p> <p>The assessment of significance of temporary and short term negative impacts from light spill, in the determined REF does not change as a result of the proposal.</p>	<p>The recommended mitigation measures identified in the determined REF are still applicable, and no changes or additional measures are needed.</p> <p>A Light Pollution Management Plan exists for this project and this plan would be implemented for any lighting that may be associated with the Lonergan Drive access point.</p>
<b>Waste</b>	<p>The proposed modification will not alter the waste and resource management streams. There would be no additional waste impacts associated with the proposed modification.</p> <p>The assessment of significance of temporary and short term negative impacts on waste and resource use, in the determined REF are not changed.</p>	The recommended waste mitigation measures identified in the determined REF are still applicable, and no changes or additional measures are needed.

Environmental factor	Existing environment and potential impacts	Mitigation measures
<b>Climate change</b>	The proposed modification will not result in an increase to emissions resulting from the Project. Overall there will be no changes in the assessment of significance of negative impacts on climate change as a result of the construction of the alternative bridge.	The recommended mitigation measures identified in the determined REF are still applicable, and no changes or additional measures are needed.
<b>Cumulative impacts</b>	There will potentially be some minor and short term cumulative noise impacts to residents of Lonergan Drive, who are already experiencing some noise impacts from the active construction works. The potential additional noise impacts from the project-related traffic movements would be minor and short term.	The recommended mitigation measures identified in the determined REF are still applicable and no changes or additional measures are needed.

## 6. Environmental management

### 6.1 Environmental management plans

A number of additional safeguards and management measures have been identified to minimise adverse environmental impacts which could potentially arise as a result of the proposed modification. Should the proposed modification proceed, these management measures would be incorporated into the existing Construction Environmental Management Plan (CEMP) and relevant Sub-plans and applied during the operation of the proposed modification.

The CEMP contains the following environmental management sub-plans:

1. Flora and Fauna Management Plan
2. Weed Management Plan
3. Soil and Water Management Plan
4. Clearing and Grubbing Plan
5. Flood Management Plan
6. Contaminated Land and Water Management Plan
7. Pollution Incident Response Management Plan
8. Asbestos Management Plan
9. Aboriginal Cultural Heritage Management Plan
10. Community Liaison Sub-plan
11. Noise and Vibration Management Plan
12. Air Quality Management Plan
13. Waste Management Plan
14. Resource Management Plan
15. Bushfire Management Plan
16. Light Pollution Management Plan



## 7. Conclusion

### 7.1 Justification

Environmental impacts associated with the proposed modification have been avoided, minimised, or mitigated wherever possible, through safeguards and management measures. The proposed modification does not alter in any way the project, which is to construct and operate an extension of Ellerton Drive. It would not result in a substantive change to the objectives and functions of the determined project. This proposal would facilitate the effective and efficient delivery of the project, and would not change the objectives of the determined project as a whole.

### 7.2 Objects of the EP&A Act

Objects of the EP&A Act have been reviewed and updated where required to reflect changes in impacts due to the proposed modification. Table explains how the proposed modification performs against the objects of the Act and references earlier sections of this addendum REF where greater detail is provided.

Table 5 Objects of the EP&A Act

Object	Comment
a) to promote the social and economic welfare of the community and a better environment by the proper management, development and conservation of the State's natural and other resources.	The proposed modification supports the construction of the Ellerton Drive Extension project, improving safety and travel efficiency which will benefit the local community.
b) to facilitate ecologically sustainable development by integrating relevant economic, environmental and social considerations in decision-making about environmental planning and assessment.	The application of the principles of ecologically sustainable development to the proposed modification are consistent with the determined project REF.
c) to promote the orderly and economic use and development of land.	Not relevant to this proposal.
d) to promote the delivery and maintenance of affordable housing.	Not relevant to this proposal.
e) to protect the environment, including the conservation of threatened and other species of native animals and plants, ecological communities and their habitats.	The proposed modification would have no impact on threatened species of native animals and plants, ecological communities or their habitats.
f) to promote the sustainable management of built and cultural heritage (including Aboriginal cultural heritage).	The proposed modification will have no impact on built and cultural heritage.
g) to promote good design and amenity of the built environment.	Not relevant to this proposal.
h) to promote the proper construction and maintenance of buildings, including the protection of the health and safety of their occupants.	Not relevant to this proposal.

Object	Comment
i) to promote the sharing of the responsibility for environmental planning and assessment between the different levels of government in the State.	Both Roads and Maritime Services and QPRC have been involved in the environmental planning and assessment for this proposed modification.
j) to provide increased opportunity for community participation in environmental planning and assessment.	The proposed modification has been notified to potentially affected residents, who have had the opportunity to provide comments.

## 7.3 Conclusion

Division 5.1 of the *Environmental Planning and Assessment Act 1979* (EP&A Act) applies to the proposed modification. The proposed modification has been reviewed in the context of the Ellerton Drive Extension REF and considered against the requirements of sections 5.5 and 5.7 of the (EP&A Act).

In considering the proposed modification this assessment has examined and taken into account to the fullest extent possible, all matters affecting or likely to affect the environment by reason of that activity as addressed in this Addendum REF, and associated information. This assessment is considered to be in accordance with the factors specified in the guidelines, *Is an EIS Required? Best Practice Guidelines for Part 5 of the Environmental Planning and Assessment Act 1979* (DUAP 1996) and *Roads and Related Facilities* (DUAP 1996) and the factors under clause 228 of the *Environmental Planning and Assessment Regulation 2000*.

The Ellerton Drive Extension, including the proposed modification described in this Addendum REF, will have some environmental impacts which can be ameliorated satisfactorily. Having regard to the safeguards and management measures proposed, this assessment has considered that these impacts are unlikely to be significant and therefore an environmental impact statement does not need to be prepared and approval for the proposal does not need to be sought under Division 5.2 of the EP&A Act.

The assessment has considered the potential impacts of the activity on the biodiversity values listed under the *Biodiversity Conservation Act 2016* and the *Fisheries Management Act 1994*.

The proposed modification described in this Addendum REF will not have any additional impact on biodiversity values listed under the *Biodiversity Conservation Act 2016*. Therefore, the concurrence of the Chief Executive of the Office of Environment and Heritage (OEH) and a species impact statement or a Biodiversity Development Assessment Report (BDAR) is not required.

The assessment has also addressed the potential impacts of the activity on matters of national environmental significance and any impacts on the environment of Commonwealth land and concluded that there will be no significant impacts. Therefore, there is no need for any referral or variation to the current DoEE Approval.

While there would be some environmental impacts from the proposed modification, they have been avoided or minimised where possible through site-specific safeguards. The benefits of the proposal are considered to outweigh the adverse impacts that may be generated by the proposal, which are mostly temporary and local in nature.



## 8. Certification

This addendum review of environmental factors provides a true and fair review of the proposed modification in relation to its potential effects on the environment. It addresses to the fullest extent possible all matters affecting or likely to affect the environment as a result of the proposed modification.



Alana Gordijn  
Environmental Site Representative  
WBHO Infrastructure  
Date: 28/09/2018

Section below would be completed after assessment determination by Council.

I have examined this addendum review of environmental factors and accept it on behalf of Queanbeyan-Palerang Regional Council.

[Insert name]

[Position title]

Date:

## Appendix A

### Ellerton Drive Extension REF (SMEC, 2016)

The Ellerton Drive Extension Review of Environmental Factors (SMEC, 2016) can be found on QPRC's website at the following web address:

[https://www.qprc.nsw.gov.au/files/assets/public/services/ede/review\\_environmental\\_factors\\_28apr2016.pdf](https://www.qprc.nsw.gov.au/files/assets/public/services/ede/review_environmental_factors_28apr2016.pdf)

## Appendix B

Consideration of clause 228(2) factors and matters of national environmental significance

## Clause 228(2) Checklist

In addition to the requirements of the *Is an EIS required?* (1995/1996) guideline and the *Roads and Related Facilities EIS Guideline* (DUAP, 1996) as detailed in the addendum REF, the following factors, listed in clause 228(2) of the Environmental Planning and Assessment Regulation 2000, have also been considered to assess the likely impacts of the proposed modification on the natural and built environment.

Factor	Impact
a. Any environmental impact on a community?	Short term, minor negative impacts associated with noise and traffic.
b. Any transformation of a locality?	No impact
c. Any environmental impact on the ecosystems of the locality?	No impact
d. Any reduction of the aesthetic, recreational, scientific or other environmental quality or value of a locality?	No impact
e. Any effect on a locality, place or building having aesthetic, anthropological, archaeological, architectural, cultural, historical, scientific or social significance or other special value for present or future generations?	No impact
f. Any impact on the habitat of protected fauna (within the meaning of the <i>National Parks and Wildlife Act 1974</i> )?	No impact
g. Any endangering of any species of animal, plant or other form of life, whether living on land, in water or in the air?	No impact
h. Any long-term effects on the environment?	No impact
i. Any degradation of the quality of the environment?	No impact
j. Any risk to the safety of the environment?	Short term, minor negative impact due to small increase in traffic through Greenleigh.
k. Any reduction in the range of beneficial uses of the environment?	No impact
l. Any pollution of the environment?	No impact
m. Any environmental problems associated with the disposal of waste?	No impact
n. Any increased demands on resources (natural or otherwise) that are, or are likely to become, in short supply?	No impact
o. Any cumulative environmental effect with other existing or likely future activities?	Short term, minor negative impact.
p. Any impact on coastal processes and coastal hazards, including those under projected climate change conditions?	No impact

## Matters of National Environmental Significance

Under the environmental assessment provisions of the *Environment Protection and Biodiversity Conservation Act 1999*, the following matters of national environmental significance and impacts on Commonwealth land are required to be considered for the proposed modification.

The project has been granted approval under the EPBC Act (EPBC 2014/7304 Approval Decision dated 10 January 2017, and a variation approval dated 22 December 2017. The conditions of the approval would still be met under the current proposal. An analysis of the proposed modification against the EPBC Act factors is shown below.

Factor	Consideration of the relative impact of the proposed modification compared to the determined project
Any impact on a World Heritage property?	N/A
Any impact on a National Heritage place?	N/A
Any impact on a wetland of international importance?	N/A
Any impact on a listed threatened species or communities?	<p>White Box – Yellow Box – Blakely's Red Gum Grassy Woodland and Derived Native Grassland occurs adjacent to the project footprint, but the community would not be impacted in any way as a result of the proposed modification.</p> <p>Conditions of the EPBC approval relating to Box-Gum Woodland would still be met under the current proposal.</p> <p>Hoary Sunray (<i>Leucochrysum albicans</i> var. <i>tricolor</i>) has previously been identified within the project footprint, but this species would not be impacted as a result of the proposed modification. Conditions of the Approval relating to Hoary Sunray would still be met under the current proposal.</p> <p>There will be no additional negative impact from the determined REF.</p>
Any impacts on listed migratory species?	There will be no additional negative impact from the determined REF.
Any impact on a Commonwealth marine area?	N/A
Does the proposal involve a nuclear action (including uranium mining)?	N/A
Additionally, any impact (direct or indirect) on Commonwealth land?	N/A

## Appendix C

### Community notification letter









# **QUEANBEYAN-PALERANG REGIONAL COUNCIL**

## **Planning and Strategy Committee of the Whole Meeting Attachment**

**14 NOVEMBER 2018**

ITEM 5.4                      ASSESSMENT OF ADDENDUM REVIEW OF ENVIRONMENTAL  
FACTORS (REF) SEPTEMBER 2018 - ELLERTON DRIVE  
EXTENSION PROJECT

ATTACHMENT 2      ELLERTON DRIVE EXTENSION PROJECT - SUBMISSIONS  
REPORT - OCTOBER 2018

# Ellerton Drive Extension

## Addendum review of environmental factors submissions report

Queanbeyan-Palerang Regional Council | October 2018



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# Ellerton Drive Extension

Addendum review of environmental factors  
submissions report

October 2018

Prepared by WBHO Infrastructure Pty Ltd

## Document controls

### Approval and authorisation

Title	Ellerton Drive Extension Addendum Review of Environmental Factors Submissions Report
Accepted on behalf of QPRC by:	This section to be completed following determination by Council.  [Name of project manager] [Title]
Signed:	
Dated:	

### Document status

Document status	Date	Prepared by	Reviewed by
Draft v1	25/09/18	Alana Gordijn (Project ESR) Jessica Smith-Roberts (Project Community Liaison Officer)	Yianni Stavreas (Project Director)
Final v1	28/09/18	Alana Gordijn (Project ESR) Jessica Smith-Roberts (Project Community Liaison Officer)	Yianni Stavreas (Project Director)
Final v1.1	10/10/18	Alana Gordijn (Project ESR)	Minor updates

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## 1. Executive Summary

This Submissions Report has been prepared for the objective of gaining access to the project via Lonergan Drive for purpose of establishing safe transportation of bridge construction personnel in the least disruptive way to the project.

The report provides specific detail relevant to the benefits of alternative site access, its anticipated use, feedback received from community consultation, and what controls will be implemented to address concerns from relevant community groups/members.

The report draws reference from Section 3.1 of the Ellerton Drive Extension Review of Environmental Factors (REF) (SMEC, 2016) from which the basis of the Submissions Report has been established; in which it states:

*"QCC would continue to investigate opportunities for suitable access points, stockpile sites and compound areas to facilitate effective and efficient delivery of the project".*

### Primary objectives

The primary objectives of the proposed modification are to:

- Provide a safer access route to the bridge launching site for bridge construction workers, easing congestion within an already confined and high-risk construction site; and
- Improve the efficiency of project delivery by separating bridge and road construction traffic.

### Summary of community consultation

- An Addendum REF was prepared by the Project describing potential use of Lonergan Dr as an alternative site access location
- The Addendum REF was reviewed by RMS community liaison and site personnel
- The Addendum REF was posted on QPRC's 'Your Voice' website between 15 August and 29 August 2018 for community review. From these submissions, two (2) respondents expressed negative sentiment, one (1) respondent expressed positive sentiment and one (1) respondent expressed neutral sentiment.
- Doorknocking of all properties adjoining Lonergan Drive was conducted by Project representatives on 15 August advertising the opening of the consultation process with the community. During the doorknocking, nine residences expressed neutral sentiment toward the proposed access, six (6) expressed positive sentiment and one (1) expressed negative sentiment.
- Six (6) emails expressing negative sentiment toward the proposed alternative access via email ([ellertondrive@wbho.com.au](mailto:ellertondrive@wbho.com.au)).

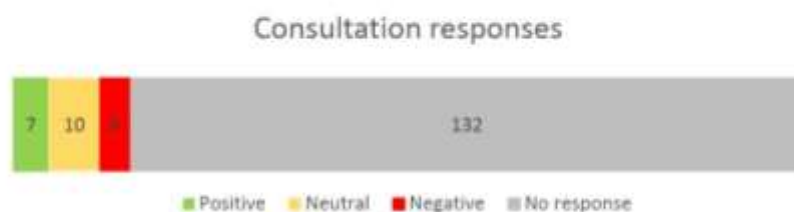


Figure 1 Consultation responses



### Key themes

Key themes presented by the community members included:

- General questions requesting information as to 'why' modifications to site access is being sought.
- General enquiries relevant to 'QPRC's position' on the proposed access modification.
- Reduced personnel safety - increased traffic volumes on the local roads, and implications this would have for the safety of residents, pedestrians and other road users.
- Respondents have suggested that the increased traffic volumes may impact on capacity of existing roads and the effect of potential for 'wear and tear' on these roads.
- Increased traffic on the local roads, impacting people's enjoyment of the area.
- Respondents have questioned if there are implications for project funding, cost and profitability including any benefits for QPRC.
- Respondents believe that implications for project funding, cost and profitability are the main reasons behind the modification.
- Enquiries about the liability implications in the case of an accident between a project-related vehicle and other road users.
- Enquiries about the mechanisms for controlling the volume and types of project-related traffic that use the proposed Lonergan Drive site access point.
- Enquiries about the safeguards and mitigation measures to minimise the safety risks to the residents and pedestrians on the local roads, and the effectiveness of these safeguards.
- Some respondents were supportive of the proposal, and understood the objective of providing an alternative, safer route of travel for bridge workers.
- Some respondents were neutral about the proposal.

### Response to submissions

This report summarises responses received during the community consultation and public exhibition of the Addendum REF and responses to the feedback. This report, and an updated version of the Addendum REF will be included for consideration in the assessment and preparation of the determination report to Council.

## 2. Introduction

### 2.1 Background to the project

Queanbeyan City Council (QCC), now Queanbeyan-Palerang Regional Council (QPRC), completed a review of environmental factors (REF) of the Ellerton Drive Extension in December 2014 (SMEC, 2015). The REF described the project, assessed the potential environmental and social impacts associated with the construction and operation of the project and identified safeguards and management measures to avoid, mitigate or manage those potential impacts.

Following a public exhibition period of the REF, various revisions to specialist studies, preparation of a submissions report and a determination report, QPRC made a decision to proceed with the project in June 2016.

After project commencement, the Principal Contractor proposed a new design for the bridge over the Queanbeyan River. This new design was assessed through preparation of an REF Consistency Review. A Consistency Review against the determined REF was prepared (NGH Environmental, 2018). The Consistency Review relates to changes to the design and construction methodology of the bridge over the Queanbeyan River, from a Super-T bridge to a continuous post-tensioned box girder bridge. The changes allow completed segments of the bridge to be incrementally launched from the north to the south side of the river. The review concluded that the design and construction methodology of the post-tensioned box girder bridge was consistent with the determined REF conditions and did not contribute to any additional negative impacts. Council accepted and approved the Consistency Review on 18 June 2018.

The Principal Contractor now proposes a further modification to the project, to enable light vehicular access (only) to the bridge launching site via the local road network, namely Lonergan Drive. An Addendum REF has been prepared to assess the likely environmental impacts that would arise from this modification.

### 2.2 Background to the proposed modification

The Ellerton Drive Extension Review of Environmental Factors (REF) (SMEC, 2016) allows for construction access to the northern section of the project from the Ellerton Drive entrance only. Section 3.1 of the determined REF (SMEC, 2016) describes the site access arrangements during construction: *"All access on the northern section would be off Ellerton Drive. All access for the southern section would be from Old Cooma Road"*. Section 3.1 also states: *"QCC would continue to investigate opportunities for suitable access points, stockpile sites and compound areas to facilitate effective and efficient delivery of the project"*.

The proposed modification involves one additional light vehicle site access point located at the end of Lonergan Drive, Greenleigh. An existing gate at the end of Lonergan Drive would be used to gain access to the bridge launching site on the northern side of the Queanbeyan River. There would be no construction works required outside of the approved project boundary to formalise the access.

This additional access point would be used by workers to access the bridge launching site to start their working day and then leave the site to go home. Hence, the vehicle movements would be concentrated in the early morning and late afternoon. Some vehicle movements would occur at intervals through the day.

An estimated 20 vehicles would access the bridge site per day through the Lonergan Drive access point (resulting in approximately 40 to 50 light vehicle traffic movements per day). From Bungendore Road, vehicles would utilise Atkinson Street, Severne Street, and Lonergan Drive. Figure 2 shows the proposed access route from the Bungendore Road to the project off Lonergan Drive. There would be no heavy vehicle access or deliveries to the construction site via this access point.



All vehicles accessing the site from Lonergan Drive would be required to drive into the construction site to park. There would be no vehicles parking on Lonergan Drive or impeding access to the construction site or to private property driveways on Lonergan Drive.

The primary objectives of the proposed modification are to:

- Provide a safer access route to the bridge launching site for the bridge construction workers, easing on the congestion within an already confined and high-risk construction site;
- Provide an access route for selected bridge workers in their private vehicles; and
- Improve the effective and efficient delivery of the Ellerton Drive Extension project.

## 2.3 Community consultation

### 2.3.1 Public display of the Addendum REF

An Addendum REF was prepared to assess the environmental impacts of the proposed modification. The Addendum REF was posted on QPRC's 'Your Voice' website between 15 August and 29 August 2018. The document was made available for download.

### 2.3.2 Targeted door-knocking

Door knocking was carried out at all residences along Lonergan Drive, to notify them of the proposed modification and the public display of the Addendum REF.

### 2.3.3 Letterbox drop

A notification letter was distributed to all properties along Lonergan Drive, Severne Street (up to Lonergan Drive) and Atkinson Street.

## 2.4 Purpose of the submissions report

During the Addendum REF public exhibition period, community response relating to the proposed modification to site access and the Addendum REF were received through the following:

- QPRC 'Your Voice' website.
- Ellerton Drive Extension community email address, [ellertondrive@wbho.com.au](mailto:ellertondrive@wbho.com.au)
- Further community information was provided verbally to project team members during the door-knocking of residents adjoining Severne Street and Lonergan Drive.

This report summarises responses received during the community consultation and public exhibition of the Addendum REF and responses to the feedback. This report will be included for consideration in the assessment and preparation of the determination report to Council.



Figure 2 Project area (blue), proposed access via Atkinson/Severne Street (green) and Loner-gan Drive (red)



## 3. Response to Addendum REF submissions

### 3.1 Summary of consultation responses

Feedback was received from a total of 23 residents by 29 August 2018 in response to the public display of the Addendum REF. Additionally, face to face consultation was undertaken with residents of 16 properties who were home at the time of doorknocking.

All properties adjoining Lonergan Drive were doorknocked on 15 August to advise of the opening of the consultation period for the Addendum REF. Of the people who were contacted during the door knocking process, fifteen (15) residents expressed positive or neutral sentiment toward the proposal. One (1) resident expressed negative sentiment.

Submissions were received from four (4) separate residents via QPRC's consultation management site "Your Voice". Two (2) of these residents expressed negative sentiment toward the proposal. One (1) resident expressed positive sentiment and one (1) expressed neutral sentiment (ie. a remark or comment which neither supported or objected to the proposed modification).

Six (6) emails were received via the project email address, which expressed negative sentiment toward the proposal.

Two (2) residents expressed negative sentiment via multiple communication channels.

In summary:

- Positive sentiment was received from seven (7) residences.
- Neutral sentiment was received from ten (10) residences.
- Negative sentiment was received from six (6) residences.
- Approximately 132 properties within the consultation area provided no response.
- Some responses received are considered to be outside of the scope of the proposed modification.

Each submission has been examined individually. Where similar issues have been raised through various submissions or channels, a common response has been provided.



Figure 3 Consultation responses

Note: Each correspondence from residents forming part of the enclosed 'submissions' have been provided to directly to QPRC and RMS for record purposes.

## 3.2 Overview of the issues raised

Common themes presented by the respondents in opposition to the proposed modifications to site access have been summarised below:

- General questions requesting information as to 'why' modifications to site access is being sought.
- General enquiries relevant to 'QPRC's position' on the proposed access modification.
- Reduced personnel safety - increased traffic volumes on the local roads, and implications this would have for the safety of residents, pedestrians and other road users.
- Respondents have suggested that the increased traffic volumes may impact on capacity of existing roads and the effect of potential for 'wear and tear' on these roads.
- Increased traffic on the local roads, impacting people's enjoyment of the area.
- Respondents have questioned if there are implications for project funding, cost and profitability including any benefits for QPRC.
- Respondents believe that implications for project funding, cost and profitability are the main reasons behind the modification.
- Enquiries about the liability implications in the case of an accident between a project-related vehicle and other road users.
- Enquiries about the mechanisms for controlling the volume and types of project-related traffic that use the proposed Lonergan Drive site access point.
- Enquiries about the safeguards and mitigation measures to minimise the safety risks to the residents and pedestrians on the local roads, and the effectiveness of these safeguards.

Some respondents were supportive of the proposal, and understood the objective of providing an alternative, safer route of travel for bridge workers. Some respondents were neutral about the proposal.

The issues raised have been addressed separately in Section 3.3 of this report.

## 3.3 The reasons for the proposed modification

### 3.3.1 The purpose of accessing the project through Lonergan Dr

#### Number of respondents

One (1) respondent enquired about the purpose of the proposed access modification.

#### Content summary

1. What has changed regarding the actual conduct of the project that requires this change to be made? Why were suitable transportation strategies not developed before starting the project?
2. The distance of 2.8kms through the project site is a shorter and more direct travel route to the bridge site than through Greenleigh. Can a time and distance study be provided to demonstrate savings in travel time?
3. The safety requirements for vehicles entering the Ellerton Drive extension project - for the bridge workers to access the site through the EDE they will be required to have lights and/or flags on their vehicles. Providing lights/flags for all bridge workers vehicles will cost the contractor money (and possibly some issues with the workers who may not want such things attached to their vehicles). Can the contractor confirm that all vehicles accessing the site must have such equipment?



4. If access is only needed at the start and end of the working day, how is the construction work disrupted if the workers are on their way to the site to start work? The Addendum REF does not indicate what times heavy plant operation would impact travel of workers to the bridge site.
5. The notification claims that a 'minibus' may be used to transport workers to the site via Lonergan Drive. This potentially indicates that using a minibus on the EDE route could be another option for transporting workers?
6. The notification letter claims that the proposal would "...minimise the risk of light vehicles and heavy construction vehicles coming into contact with one another" - suggesting that the work site is possibly not in fact as safe as it should be. There must be many protocols for accessing such construction sites and if followed will lead to safety on site. Why is an alternative access point required to increase the safety for personnel within the construction site?

#### Response

1. The design and methodology for the construction of the bridge over the Queanbeyan River has been amended since the Project approval. Section 2.1 of the Addendum REF describes the need for the proposed modification; Section 2.2 describes the options considered. The changed design allows for segments of the bridge to be incrementally constructed and launched from the north to the south side of the Queanbeyan River. As the bridge is now largely being constructed from the northern side of the River (near Lonergan Drive), there will be increased construction activity and more construction workers required in this area to complete the work. Section 2.1 of the Addendum REF identifies the need for an alternative access to the bridge construction to facilitate the safe, effective and efficient delivery of the project
2. The distance that workers would travel through site is generally a shorter distance when compared to the route along Severne Street and Lonergan Drive. However, other active construction works through the entire length of the project site remain in progress during bridge construction influencing the time of travel through the site and the safety risk to personnel from plant interaction which can be suitably avoided through an alternative access location.

Conditions on the construction site have the potential to change significantly each day, and often multiple times per day, due to the nature of the works being undertaken. Any time and distance study undertaken would soon become outdated due to the ever-changing nature of the work, including works and activities that are often weather-dependent.

3. The contractor makes safety equipment such as flags and flashing lights for vehicles available to workers who drive an appropriate site vehicle, who require such equipment to access the project site and perform their work.

Some of the bridge workers will have private vehicles that are not suitable for driving through a construction site (eg. sedans, 2WD vehicles). The access via Lonergan Drive will provide an access point for workers who do not drive vehicles suitable for travelling right through the construction site. The access via Lonergan Drive will be provided such that permitted bridge workers are able to access the construction site in their private vehicles, without the need for flashing lights, flags and 4WD capabilities. A safe, delineated parking area within the project site will be provided for these workers. Similar parking facilities for workers in private vehicles are provided at the main site entry off Ellerton Drive.

4. Not all site staff and contractors are required to enter or exit the site at the start or end of the standard construction hours. Generally, most workers would be arriving/leaving site at the start/end of the standard construction hours. However, some bridge workers will arrive after construction has commenced, or leave before construction has finished for the day. The specific times that heavy plant might affect the travel of light vehicles to the bridge site varies each day and can be unpredictable. Mobile plant is generally in operation across the site between 7am and 6pm Monday to Friday, and 8am to 1pm on Saturdays.



To minimise the use of Lonergan Drive by the project, bridge workers who are issued permits to access the site via Lonergan Drive (and who drive an appropriately equipped 4WD site vehicle), will be instructed to utilise the main site entry off Ellerton Drive if they arrive on site prior to the standard construction hours, prior to mobilisation of heavy machinery and operation of restricted work zones (ie. prior to 7am weekdays and 8am Saturdays). They will also be instructed to leave the site via Ellerton Drive if they are finishing work at the end of the standard construction hours (ie. after 6pm weekdays, 1pm Saturdays).

5. A minibus is currently used on site to transport teams to certain work areas. Use of a minibus to transport workers to and from the bridge site has been considered as an option. However, there are several contractors and teams working at the bridge construction site, who often do not arrive and leave site at the same time. Furthermore, the bridge workers are frequently required to bring specific equipment and tools to their work site to complete their activities transported by light vehicle or trailer. It is impractical to transport these kinds of tools and equipment on a minibus and therefore it is not practicable or feasible to transport all of the bridge workers via minibus. However, minibuses will be deployed by the project team where appropriate to reduce on site traffic interface.
6. Detailed Safety and Traffic Management Plans and protocols have been developed for the Ellerton Drive extension construction project and these are enforced on the site. The plans and protocols provide various strategies for managing the interaction of light and heavy vehicles and for making the construction site safe. These include strict vehicle compliance standards, vehicle movement plans, internal project traffic site signage, speed limit restrictions, and strict vehicle/plant operator communication protocols. Controls have been implemented onsite to address the high-risk nature of plant interactions. The high-risk nature of construction sites is recognised in law and monitored by Safe Work Method Statements applicable to high risk activities.

Although these safety strategies and protocols are established on site, the interaction of light vehicles and mobile plant in any form is still deemed to be a high risk to workers safety (as described in the *Code of Practice for Moving Plant on Construction Sites 2004*). This risk can be minimised or eliminated through the implementation of an alternative access point for bridge construction workers. The Contractor is committed to providing additional ways of managing the risks to the health and safety of workers. Part 3.1 of the *Work Health and Safety Regulation 2017* (NSW), outlines the duties of persons conducting a business or undertaking (PCBUs) for managing risks to health and safety. Under Section 35 of the Regulation, a duty holder, in managing risks to health and safety, must;

- a) eliminate risks to health and safety so far as reasonably practicable, and
- b) if it is not reasonably practicable to eliminate risks to health and safety - minimise those risks so far as is reasonably practicable.

In line with this Regulation, and the recommendations made by SafeWork NSW regarding working around mobile plant, the Principal Contractor is proposing an alternative access point to the bridge construction site for workers in their private vehicles, to eliminate the need for some of these workers to travel through the length of the construction site and past mobile plant between the standard construction hours (through work areas where they are otherwise not required to be).

## 3.4 Traffic and access

### 3.4.1 QPRC's position regarding the proposed project access point

#### Number of respondents

A total of three (3) respondents raised concerns about QPRC's change in position regarding the construction access for the project.

#### Content summary

1. QPRC previously advised that construction access would not be via Severne Street and Lonergan Drive and was not part of the original plan for the Ellerton Drive extension.
2. Does QPRC support the access through Lonergan Drive even though QPRC and State Government approved the project in 2016 on the basis of no access through Lonergan Drive and Severne Street?

#### Response

1. The approved REF (SMEC, 2015) states that "QCC would continue to investigate opportunities for suitable access points, stockpile sites and compound areas to facilitate effective and efficient delivery of the project". Noting this, the contractor has identified Lonergan Drive as a potentially suitable access point for a limited number of light vehicles only. The reasons for the proposed modification are outlined in Section 2.1 of the Addendum REF, and Section 3.3 of this report and are primarily associated with the alteration to the bridge design and the location of the main bridge construction site which is now located on the northern side of the Queanbeyan River. The Contractor has initiated this proposed modification, and has prepared additional environmental assessment documentation which is to be provided to QPRC for their consideration and determination.
2. In May 2018, the Contractor provided QPRC with a letter outlining the proposed modification. On the basis of the information provided, QPRC supported the preparation of an Addendum REF which is required to investigate and assess the impacts of the proposed modification on the environmental and community. QPRC outlined the requirements for the exhibition of the Addendum REF and completion of community consultation, including door-knocking and letterbox drops of notifications.

QPRC will coordinate a review of the Addendum REF. The councillors will then be provided with the Addendum REF, the recommendations from the Addendum REF review report and this submissions report for consideration prior to determining whether the proposed modification can proceed.

### 3.4.2 Increased traffic volume on the affected local roads

#### Number of respondents

A total of five (5) respondents raised issues specifically relating to the increased volume of traffic on the local roads, associated with the proposed modification.

#### Content summary

1. The Addendum REF describes that an estimated 20 vehicles would utilise the access point per day. How many traffic movements would realistically occur through the access point per day as a result of the proposed modification, factoring in people leaving during the day?
2. What steps will be taken if the actual (as opposed to estimated) traffic movements exceed '50 per day'.
3. Will the additional traffic associated with the proposed modification exceed the existing capacity of the affected neighbourhood roads?
4. Will the additional wear and tear on the road surface be addressed?
5. By substantially increasing the traffic flow on a dead-end street like Lonergan Drive the odds of a vehicle striking a person must be increased. The same will go for Severne Street.

#### Response

1. As outlined in Section 5.1 of the Addendum REF, the contractor has estimated that 20 separate light vehicles would utilise the Lonergan Drive access point on a daily basis under the modification. To



assist in the management of traffic volumes relevant to the project, the Contractor intends to implement a 'permit' system applicable to selected vehicles. Through the permit system, the Contractor intends to issue a maximum of 20 individual workers permission to use Lonergan Drive in order to access the site. The permit system will include a specific induction and monitoring program to monitor the progress of road use during construction including the number of these vehicles leaving and re-entering the site during the daytime (eg. at a lunch break). On this basis, it is estimated that the 50 vehicle movements per day is considered a reasonable estimate for the 20 vehicles permitted to access the site through Lonergan Drive.

2. The contractor will provide increased surveillance at the Lonergan Drive access point to monitor the volume of traffic during the progress of works. If it was found that the traffic movements consistently exceeded 50 per day, then investigations would be carried out and strategies developed and implemented to lower this to a maximum of 50 movements per day on average over a one week period.
3. The most recent traffic volumes available from QPRC have been detailed in Chapter 5.1.1 of the Addendum REF. On Severne Street, between Considine Close and Morris Close, the additional project-related traffic would represent a 4% increase in traffic volume. On Severne Street, between Considine Close and Woodman Place, there would be approximately a 7% increase. These types of volume increases are not likely to exceed the traffic capacity of the roads in question. Near the end of Lonergan Drive, where the existing traffic is up to 100 vehicles per day, the additional traffic would represent a 50% increase. However, the condition and traffic capacity of Lonergan Drive is comparable to Severne Street, which currently carries about 7 times the volume of traffic. The additional vehicle traffic associated with the modification would be consistent with the type of traffic that currently uses these roads. Atkinson Street, Severne Street and Lonergan Drive are all designed for use by light vehicles and the proposed modification is unlikely to exceed the traffic volume capacity of the affected local roads.
4. It is not anticipated that the use of Lonergan Drive to access the site would result in substantial impacts to the condition of the existing road or result in any damage as the road will not be used as a point of access for heavy vehicles. As such, it is deemed that the existing road's construct should allow for a relatively minor increase in light vehicle traffic. Prior to commencement of the modification, the contractor will complete a basic dilapidation survey to record the existing condition of the subject roads (Atkinson Street, Severne Street and Lonergan Drive). This will involve collection of photographs and video footage.

Following commencement of the modification, should any damages to the road become evident that could reasonably be attributed to the additional construction-related traffic, the contractor would liaise with QPRC regarding repairs.

5. Safety implications for residents, pedestrians and other road users is discussed in greater detail in Section 3.4.3 below.

### 3.4.3 Safety implications for residents, pedestrians and other road users

#### Number of respondents

A total of six (6) respondents raised issues in relation to the potential impacts of the proposed modification on the safety of residents, pedestrians, and other road users.

#### Content summary

1. Respondents raised concerns about the existing condition of the subject roads, including the lack of footpaths and street lighting; curbs on the road edge; narrow shoulders; vegetation which potentially reduced visibility to drivers; and a restricted speed limit of 50km/h. Respondents are concerned that this type of existing local infrastructure does not provide safe conditions for pedestrians or residents with increased traffic volumes. Pedestrians are often on the subject roads with dogs or prams.

Children, cyclists and animals are also sometimes using the road, and can have an unpredictable nature. Risk that the increased traffic volume will increase chance of collision between vehicles, or a vehicle and a pedestrian.

2. The proposed hours of access coincide with school bus times. Respondents point out that the Addendum REF describes that there are bus stops on Severne Street but does not acknowledge the bus stops on Lonergan Drive. Respondents have concerns about roadside safety of children and teens.
3. Respondents have suggested that it will not be possible to provide fences or barricading for pedestrians along the entire length of Lonergan Drive and Severne Street.
4. Travel times for workers would be during low light periods and/or darkness for some periods within the year.
5. Respondents claiming that the roads should only be used by local pedestrians and vehicles.
6. The Addendum REF has no mention of community safety as a result of the change.
7. Transferral of risk from the construction site to public roads is opposed.
8. Do you deem that your plan reduces the risk of pedestrian collision So Far as is Reasonably Practical (SFARP), In accordance with (IAW) with the requirements of the WHS Act 2011?

#### Response

1. It is acknowledged that that the local road in question have been designed to accommodate the movement of light vehicles, and no formal infrastructure is provided for pedestrians. The additional vehicle traffic associated with the modification would be consistent with the type of traffic that currently uses these local roads (ie. light vehicles). These roads are designed for light vehicles and the proposed modification is unlikely to exceed the existing traffic volume capacity of the local roads. This has been discussed in further detail in Section 3.4.2.

The most recent traffic volumes available from QPRC are detailed in Chapter 5.1.1 of the Addendum REF. On Severne Street, between Considine Close and Morris Close, the additional project-related traffic would represent a 4% increase in traffic volume. This is a minor increase in traffic volume. On Severne Street, between Considine Close and Woodman Place, there would be approximately a 7% increase. Near the end of Lonergan Drive, where the existing traffic is up to 100 vehicles per day, the additional traffic would represent a 50% increase. However, the condition and traffic capacity of Lonergan Drive is comparable to Severne Street, which currently carries about 7 times the volume of traffic. These types of volume increases are not likely to exceed the traffic capacity of the road, and the type of additional traffic would be consistent with the type of traffic that currently uses this road.

The proper use of this road by light vehicles unlikely to change the nature of the traffic flow or nature of the activities on the roads such that it would result in a substantial increase in the risk of collision. Considering existing road rules that are enforced along the local roads, and the additional safeguards and measures in the Addendum REF that are proposed to be implemented, the potential for collision is considered to be low.

The contractor would ensure that workers using Lonergan Drive are made aware of the road conditions and the potential hazards for road users and pedestrians. Workers will only drive a vehicle into the Lonergan Drive access point if they have been issued a valid permit by the contractor. The permit holders will hold a current driver licence, be expected to follow all road rules, be respectful to residents, and behave safely while driving through the area. A specific induction would be developed and delivered to all permit holders. The induction will include, but not be limited to:

- A description of the subject roads and their existing condition.
- Speed limits of each road.



- The locations of school bus stops and approximate times of operation through Greenleigh.
- Reminder that pedestrians and children often walk on the road in the area.
- A reminder about the unpredictable nature of animals, and types of wild animals that are likely to occur on these roads.
- All other relevant site instructions and management controls that apply to the use of this access point.

Within the first month of the operation of the Lonergan Drive access, the contractor would contact and consult with residents along Lonergan Drive regarding the use of this access route to ensure the potential impacts of using this road are well mitigated and managed. The community will also be consulted in 'follow up' periods to ensure no changes to road conditions or the operation of permitted access to the site via Lonergan Drive exists during the course of the works.

2. The Lonergan Drive access point would be used by construction workers more commonly in the early morning and late afternoon/ evening. A summary of the school bus routes through Greenleigh and timetables has been provided in the Addendum REF.

Generally, the peak travel times for workers travelling through Greenleigh in the morning and afternoon/early evening would not coincide with the school bus drop offs.

As described in the Addendum REF and above in this report, the workers using the Lonergan Drive access will be required to undergo a specific induction which provides information on the school bus routes through Greenleigh and makes them aware of the times when school children are likely to be more active on the roads.

3. The contractor agrees that it will not be feasible to provide fences or barricading for pedestrians along the length of Severne Street and Lonergan Drive. However, a Traffic Control Plan will be developed by the contractor to provide feasible and practicable measures that could be implemented along these streets to improve the awareness of road rules, road conditions and hazards along the streets. The concerns expressed by residents will form part of the Traffic Control Plan, which is to be complemented by other safeguards and control measures such as a permit system, specific inductions programs and other measures for monitoring the use of the access by project staff.

The traffic control plan will detail controls to reduce the risk of pedestrian collision So Far as is Reasonably Practical (SFARP), in accordance with (IAW) with the requirements of the *WHS Act 2011*. This traffic control plan will be reviewed by relevant RMS and QPRC representatives for compliance prior to the implementation of any controls as identified therein.

4. The Lonergan Drive access point would be used for access to the project during darkness for some periods of the year (ie. outside of daylight savings time). Workers will be required to implement all reasonable safety precautions for driving at night time, which would include driving in accordance with the existing road rules and according to the road conditions (eg. reducing speed in times of low light or darkness), and by using vehicle headlights.
5. The roads through Greenleigh are primarily used by local residents and property owners. However, the roads are public infrastructure and are accessible to any licenced road user operating a registered vehicle. The contractor acknowledges that the Lonergan Drive access point will introduce new traffic to the Greenleigh area, however the use is being restricted to a low number of light vehicles who will undergo a specific induction and training process beyond that implemented by state road authorities through the application for vehicle licenses. Measures have been provided in the Addendum REF which minimise the potential associated impacts.
6. Section 5.1 of the Addendum REF has been updated to include a more comprehensive discussion relating to the safety implications for residents and road users. This includes identification of the location of known school bus stops and times of school bus operation.

7. The proposal will involve the movement of vehicles from the project site. However, with the mitigation measures and controls described in the Addendum REF, it is considered that the risk is being transferred to public roads with a low risk of incident. This has been discussed further in point 1 of this section. A Traffic Control Plan would be implemented to increase safety within the area in alignment with NSW government guidelines and workers permitted to use this road as an access point for the site will be educated on the specific details of the Traffic Control Plan through the permit process.
8. The Contractor is confident that the implementation of the described control measures reduces the risk of pedestrian collisions so far as reasonably practicable in that additional training tools, surveillance and safety controls will be implemented for the normal use of a local road beyond those required by state road authorities, while effectively eliminating congestion and the risk of collisions within the project site for the same number of vehicles.

#### 3.4.4 Liability in case of an accident

##### Number of respondents

One (1) respondent referred to liability in the instance of a vehicle-pedestrian collision.

##### Content summary

1. Has the contractor considered liability in the case of a pedestrian collision, given that there are safer ways to transport people to the work site?
2. QPRC and RMS are possibly at risk of legal action should an accident occur.

##### Response

1. The contractor has considered the use of Lonergan Drive to be the safer mode of transport to and from the bridge work site location through the implementation of relevant risk mitigation controls as far as reasonably practicable to assist in the proper use of the local road accordingly. Regarding liability, the use of Lonergan Drive as a supplementary access point to the project specifically for bridge construction workers has been considered not differently to other access points already in use by the project.
2. The Contractor, QPRC and RMS are committed to providing safe access to the project site for all relevant workers regardless of the local roads they may use during transit. Each stakeholder ensures workers attend work 'fit for work' and hold appropriate licenses for the use of vehicles as well as monitoring external influencing factors such as work fatigue, dehydration and mental fitness during the course of the works. The use of Lonergan Drive as a supplementary access point to the project specifically for bridge construction workers has been considered not differently to that presented above.

#### 3.4.5 Controlling the access and implementation of management measures

##### Number of respondents

Two (2) respondents referred to the mechanisms for controlling the traffic, and safeguards and management issues.



### Content summary

1. Comfortable with staff accessing the site via Lonergan Drive as long as the project takes responsibility for the actions of drivers, respect residents, and wildlife.
2. Comments regarding the lack of mechanisms to control traffic, monitor behaviour, monitor speed.
3. Comfortable with site access via Lonergan Drive if the vehicles are parking inside the site.
4. What steps will be taken if EDE construction vehicles are detected violating road-rules (ie. speed limits, etc) or using the Lonergan Drive gate outside of the permitted hours?
5. If the main access to the site becomes "difficult" (say due to rain) will we start seeing concrete trucks and heavy vehicles delivering steel reinforcing etc accessing the site from Greenleigh?
6. If there is only a limited time window that traffic will use the road (apart from sporadic vehicle movements during the day) presumably the gates could be locked (particularly during school holidays) so that traffic movements are in fact limited to the necessary times.
7. Can residents gain access to the Traffic Control Plan?
8. Construction related vehicles have already been observed to use the Lonergan Drive access gate – what have been the consequences of this?
9. One respondent questioned whether the NSW Police has been consulted regarding the proposed modification. Has the NSW Police made any commitment or provisions or agreed recommendations to better control and regulate the safe management of EDE traffic via Severne Street and Lonergan Drive?

### Response

1. The contractor would be responsible for ensuring that all drivers using the access point are licenced, in a registered vehicle and A permit system will be implemented whereby the contractor will issue access permits to a maximum of 20 separate workers at any given time. The permit will allow the worker to access the project site via Lonergan Drive in a light vehicle. The permit holders must hold a valid and current driver licence. An induction would be developed and delivered to all permit holders – further information on this induction is provided in Section 3.4.3 above.
2. The contractor will develop a Traffic Control Plan for this access point. The TCP will identify additional traffic controls on Lonergan Drive to ensure that pedestrian traffic can be safely separated from vehicle traffic, safe speeds are maintained, and that no road users park at the gate outside of nominated hours. Adequate signage will be provided on the gate/fence at the site entry point to ensure that people can identify the site as a construction site and that relevant project contact phone numbers are available.

A regime incorporating increased surveillance of the proper use of Lonergan Drive will be implemented during the works to assist in determining the effectiveness of identified controls. Similarly, the contractor will measure the volume of traffic going through this access point on a daily basis. Strategies targeting traffic reductions will be progressively reviewed during bridge construction activities to limit these movements where possible regardless.

3. All vehicles using the Lonergan Drive access will be required to park within the project site. No parking will be permitted on existing Lonergan Drive. When not in use, the gate at the access point will be required to be closed so as to prevent public traffic and unauthorised access to the site.
4. If any evidence is obtained which suggests unsafe behaviour of permit holders, violation of the road rules or violation of the management measures outlined in the Addendum REF, an investigation will

proceed resulting in the revoking of individual vehicle access permits and potential exclusion from the site. The project team are committed to working with local police to ensure violating of road rules (eg. speeding) are managed in accordance with road use laws. All permitted workers will be made aware of this.

5. During rain events, deliveries are unable to be accepted on site due to safety concerns created by changes to the condition of roads and storage areas. Access to the project site for construction-related heavy vehicles and delivery trucks will not be permitted via Lonergan Drive under these or any other circumstance. The proposed modification will allow for access of light vehicles through the Lonergan Drive access point only.
6. The gate at the Lonergan Drive access point is unable to be locked as it is an emergency vehicle entry and exit point. Locking these gates would present a significant safety risk. Regardless, these gates are kept 'closed' for the purpose of maintaining a clear exclusion from construction works through unauthorised access to the site.
7. A copy of the traffic control plan could be provided to residents on request to QPRC.
8. The contractor acknowledges that in the past, construction related vehicles have, on occasion, entered or exited the project site via the gate at the end of Lonergan Drive. These vehicle movements have been 'unplanned' and subsequently raised as 'incidents' by the contractor. Written reports relevant to these incidents have been provided to Roads and Maritime Services and QPRC representatives. Action items derived from relevant investigations have been subsequently formulated and implemented to prevent the reoccurrence of unauthorised site access/egress via Lonergan Drive as permission to use this road has not yet been obtained.

It is noted that since the commencement of construction, construction-related vehicles (including the contractors branded vehicles) have been required to utilise Lonergan Drive to access properties where environmental monitoring is carried out, and also to consult with certain residents. This activity will continue for the duration of the project, irrespective of whether Lonergan Drive is approved as an alternative project site access point which is consistent with the REF.

9. The local Police have not been consulted regarding the proposed modification. At this stage, consultation with the local Police representatives is not considered necessary although the police are working with the Contractor to ensure traffic compliance elsewhere on the project. As noted above, should Lonergan Drive become a construction project access point, the local Police may be contacted by the contractor to assist in the monitoring of the road's use. Council staff and Roads and Maritime have been consulted regarding the control of project-related traffic along the streets in Greenleigh. QPRC will have further opportunity to consider the measures outlined in the Addendum REF and make recommendations, before making a final determination on these matters accordingly.

## 3.5 Funding and project costs

### 3.5.1 Funding, costs and profitability

#### Number of respondents

Two (2) respondents commented on funding, project costs and profitability.

#### Content summary

1. If the contractor is successful in implementing this change, it would increase the profitability of the project for the contractor at the expense of public safety. What measures are to be taken to re-adjust the project cost, given that it was not initially sought?



## Response

1. The implementation of an alternative access point to the bridge site location via Lonergan Drive has been identified as a 'safety initiative' by the contractor and as such, provides no commercial benefit to the contractor or relevant stakeholders. On the contrary, the implementation of a strict road use permit system, vehicle specific inductions, the establishment of traffic control plans and relevant controls, and the monitoring of these controls throughout the remaining course of bridge construction works are largely more expensive than other options. The contractor is however committed to provide 'safer' construction alternatives for the delivery of the project including those associated with accessing the site and has committed to implementing any additional controls required for the safe use of Lonergan Drive as alternative site access point at no cost to the project.

## 3.6 Other

### 3.6.1 Supportive

#### Number of respondents

A number of residents made comments of support or understanding throughout the door knocking process. Some of comments/ sentiment are listed below.

#### Content summary

1. "Go for it! It just makes sense, and it's not going to worry us".
2. "Go for it! It's a road. Anyone can use it!".
3. Understands desire to reduce safety concerns on site and protect workers.
4. Understands the safety issue as the respondent used to be a construction engineer.

## Response

Nil.

### 3.6.2 Out of scope

#### Number of respondents

Comments were received from three (3) respondents in relation to issues that are out of the scope of the Addendum REF.

#### Content summary

1. Concerned about lack of knowledge in relation to the process of leaving Greenleigh via the Lonergan Drive emergency exit in an emergency once the project is complete. Residents unsure who will have the key to unlock the gate, and contingency plans.
2. Felt there should have been a permanent connection for traffic between the Ellerton Drive extension and Lonergan Drive.
3. Concern about a conflict of interest in having the notification, with a NSW Government letterhead, referring people to provide official feedback on the proposed Addendum REF to the project email address rather than to QPRC and RMS.

### Response

1. Recommend council communicate the process for unlocking emergency exits for Greenleigh during fire or flood events.
2. This work is currently out of Contractor's scope and suggest Council review an independent response to this resident accordingly.
3. The modification is being proposed by the contractor, who is constructing the project on behalf of QORC and Roads and Maritime Services. It is reasonable to have a community feedback directed to the project email address.

## 4. Environmental management

### 4.1 Safeguards and management measures

A number of Traffic and Access related safeguards and management measures have been identified in the Addendum REF to minimise adverse environmental impacts which could potentially arise as a result of the proposed modification. A number of the measures have been updated or added since the public exhibition of the Addendum REF. Measures that have been added or changed since public display of the Addendum REF are identified in ***bold italics***.

These mitigation measures are as follows:

1. Within the first month of the operation of this access, the Contractor will contact and consult with residents along Lonergan Drive regarding the use of this access route to ensure the potential impacts of using this road are well mitigated and managed.
2. The use of the Lonergan Drive access route will be limited to light vehicles only. No heavy vehicles are to use Lonergan Drive to access the project site.
3. Access will only be provided to selected staff involved in bridge construction.
4. A permit system will be implemented whereby the Contractor will provide individual inductions, site instruction and management tools to staff using this access point. ***The induction will include, but not be limited to the following elements:***
  - ***A description of the subject roads and their condition***
  - ***Speed limits of each road***
  - ***The locations of school bus stops and approximate hours of operation through Greenleigh***
  - ***Reminder that pedestrians and children often walk on the road in the area***
  - ***A reminder about the unpredictable nature of animals, and types of wild animals that are likely to occur on these roads.***
  - ***All other relevant site instructions and management measures that apply to the use of this access point.***
5. The use of the Lonergan Drive access point will be restricted to the following hours:
  - 6:30am to 6:30pm, Monday to Friday.
  - 7:30am to 1:30pm, Saturdays.
6. No access via Lonergan Drive will be permitted on Sundays or Public Holidays.
7. The Contractor will provide a secure and stabilised site access point. A gate is already installed at the end of Lonergan Drive. The Contractor will ensure that access can be controlled at all times.
8. Adequate signage will be provided on the gate/fence at the site entry point to ensure that people can identify the site as a construction site and that relevant project contact phone numbers are available.
9. Environmental controls will be implemented to minimise mud/dirt tracking from the project onto Lonergan Drive and other public roads.
10. ***The contractor will provide increased surveillance at the Lonergan Drive access point to monitor the volume of traffic during the progress of works. If it was found that the traffic movements consistently exceeded 50 per day, then investigations would be carried out and strategies developed and implemented to lower this to a maximum of 50 movements per day on average over a one-week period.***



11. The contractor will develop a Traffic Control Plan for this access point. The TCP will identify additional traffic controls on Loneragan Drive to ensure that pedestrian traffic can be safely separated from vehicle traffic, safe speeds are maintained, and that no road users park at the gate outside of nominated hours. ***The TCP will be reviewed at least weekly throughout the operation of the Loneragan Drive access point.***
12. ***Prior to proceeding with the use of the Loneragan Drive access point under the modification, the contractor will complete a basic dilapidation survey to record the existing condition of the subject roads (Atkinson Street, Severne Street and Loneragan Drive). This will involve collection of photographs and video footage.***

The relevant project management plans (listed in Section 4.2 below) would be updated with the above mitigation measures to ensure their ongoing implementation and monitoring.

## 4.2 Management plans

The project has developed and implements a series of robust Construction Environmental Management Plans (CEMP) and sub-plans, reviewed and released for use by Roads and Maritime Services, to manage environmental risks associated with the project.

Should the proposed modification proceed, the additional management measures identified in the Addendum REF would be incorporated into the existing CEMP and/or relevant sub-plans and applied during the operation of the proposed modification.

The CEMP contains the following environmental management sub-plans:

1. Flora and Fauna Management Plan
2. Weed Management Plan
3. Soil and Water Management Plan
4. Clearing and Grubbing Plan
5. Flood Management Plan
6. Contaminated Land and Water Management Plan
7. Pollution Incident Response Management Plan
8. Asbestos Management Plan
9. Aboriginal Cultural Heritage Management Plan
10. Community Liaison Sub-plan
11. Noise and Vibration Management Plan
12. Air Quality Management Plan
13. Waste Management Plan
14. Resource Management Plan
15. Bushfire Management Plan
16. Light Pollution Management Plan



## 5. Conclusion

This report summarises responses received during the community consultation and public exhibition of the Addendum REF and responses to the feedback. The Addendum REF report has been updated where necessary, following consideration of the feedback.

This Submissions Report, and the Addendum REF, will be included for consideration in the assessment and preparation of the determination report to Council.



# **QUEANBEYAN-PALERANG REGIONAL COUNCIL**

## **Planning and Strategy Committee of the Whole Meeting Attachment**

**14 NOVEMBER 2018**

ITEM 5.4                      ASSESSMENT OF ADDENDUM REVIEW OF ENVIRONMENTAL  
FACTORS (REF) SEPTEMBER 2018 - ELLERTON DRIVE  
EXTENSION PROJECT

ATTACHMENT 3      ELLERTON DRIVE EXTENSION PROJECT - APPENDIX C -  
NOTIFICATION OF CONSULTATION - AUGUST 2018



August 2018

## Ellerton Drive extension – Notification of consultation

### Proposed construction site access via Lonergan Drive, Greenleigh

Construction of the new bridge across the Queanbeyan River has started. Roads and Maritime Services (RMS) are consulting with residents impacted by our proposal to allow authorised construction workers and their private vehicles access to the bridge construction site via an existing gate at the end of Lonergan Drive, Greenleigh.

### Why is this change proposed?

The purpose of providing the additional access point for bridge construction is to:

- Provide a safer access route for workers to the bridge construction site and to minimise the risk of light vehicles and heavy construction vehicles coming into contact with one another.
- Reduced disruption to construction activity as vehicles will no longer travel through the construction site to access the bridge site.

### Control measures

To ensure that potential traffic and transportation impacts are minimised, the following mitigation measures would be implemented:

- The use of the Lonergan Drive access route will be limited to authorised light vehicles only, such as cars and utes, or a minibus to take staff to the site. No heavy vehicles or delivery vehicles will use Lonergan Drive to access the project site.
- Access will only be given to selected staff working on the bridge construction. This will be controlled by only allowing authorised staff to access the site via this point.
- The use of the Lonergan Drive access point will be restricted to the following hours:
  - 6:30am to 6:30pm, Monday to Friday
  - 7:30am to 1:30pm, Saturdays
- No access via Lonergan Drive will be permitted on Sundays or Public Holidays.
- Signage will be provided on the gate/fence at the site entry point to ensure that people can identify the site as a construction site and the project contact details are available.
- Environmental controls will be implemented to minimise mud/dirt tracking from the project site onto Lonergan Drive and other public roads.
- A Traffic Control Plan will be developed for this access point. This will identify any additional traffic controls requirements on Lonergan Drive to ensure the safety of the local community and that safe speeds are maintained.
- Vehicles would park inside the project site and will not be permitted to park on Lonergan Drive.

In order to ensure that we can safely meet the needs of local residents and to further assess the impacts of this proposal we are seeking feedback.

#### How will residents be impacted?

There would be a minor increase in traffic along Severne Street and Lonergan Drive while the access point is being used. Approximately 20 light vehicles would access the project site via Lonergan Drive per day.

#### Provide your feedback

An addendum Review of Environmental Factors (REF) has been prepared to assess environmental impacts, including impacts to the community that may be generated as a result of this proposed change for the use of the Lonergan Drive access point. A summary of the proposal is outlined above, the detailed REF addendum can be found on the QPRC website [www.qprc.nsw.gov.au](http://www.qprc.nsw.gov.au)

If you have feedback relating to the REF addendum and proposed site access changes please contact our project team on 1800 116 337, or email [ellertondrive@wbho.com.au](mailto:ellertondrive@wbho.com.au) by 29 August 2018.

Regards

Ryan Whiddon  
Project Manager  
Roads & Maritime Services





# **QUEANBEYAN-PALERANG REGIONAL COUNCIL**

## **Planning and Strategy Committee of the Whole Meeting Attachment**

**14 NOVEMBER 2018**

ITEM 5.8                      REPORT ON THE MANAGEMENT OF ABANDONED  
   SHOPPING TROLLEYS

ATTACHMENT 1    MINUTES TROLLEY MEETING 14 AUGUST 2018



## Abandoned Trolley Problem Meeting

### MINUTES

14 August 2018 – Queanbeyan Council Chambers

<b>Present:</b>		
Lyn Hall	Trolley Tracker	Project Manager
Phillip Hole	Woolworths	Store Manager
Anthony McKinlay	Woolworths	Group Manager
Tracey Lamont	Queanbeyan-Palerang Regional Council	Place Management
Isabel Widdison	Queanbeyan-Palerang Regional Council	General Duties Ranger
Gerard Thrift	Dan Murphys	Store Manager
Taylor Allcock	Coles	Area Manager
Simon Upward	Queanbeyan-Palerang Regional Council	Environmental Compliance Officer
Nathan Cooke	Queanbeyan-Palerang Regional Council	Manager Transport & Facilities
Dwight Cosgrove	Queanbeyan-Palerang Regional Council	Senior Ranger
Michael Thompson	Queanbeyan-Palerang Regional Council	Portfolio General Manager - Character
Natasha Abbott	Queanbeyan-Palerang Regional Council	Manager Natural Landscapes & Health
<b>Apologies:</b>		
Steve Brown	Woolworths	
Joe & Lauren	Kmart	
Amanda Morgan- Bruce	Target	

Item	
<b>1.0</b>	<b>Welcome and Perspective by Mayor Tim Overall</b>
1.1	Trolleys have been an ongoing problem for the City. The mayor receives numerous and regular complaints in regard to trolleys. Council has been undertaking many projects on improving the CBD and has already spent over \$10 million dollars on precinct improvements and plans to bring the CBD to life including Crawford St precinct, Queen Elizabeth Park along the river, Spaces and Places Strategy, introduction of Smart Cities technology, public domain works and events, new Retail Strategy and Car parking Strategy. It is all about presenting the best possible image of our City and making Queanbeyan a destination rather than transit route. Trolleys detract from the good work and create a noticeable untidiness. Council has a resolution for a report to be provided with the intent to require coin operated trolley management systems to be installed.

<b>2.0</b>	<b>History on Trolley Consultation and Actions</b>
2.1	<p>Council has in the past undertaken several “blitz” on trolley impoundment. In 2014 57 trolleys were impounded, in 2015 approximately 80 trolleys impounded, they ended up at our depot with a huge strain on resources and ended up being returned to the retailers.</p> <p>Last year there was a “trolley summit” with retailers and taxi drivers. The main action was to move the taxi rank to Morisset Street in front of Kmart. This has been over a year now and it seems to have only moved the problem.</p> <p>SES generally have a river cleanup once or twice a year. In November 2017, 24 shopping trolleys were retrieved from the weir pool area. This is a lot of time and resources.</p> <p>Council has had enough of having the conversation with retailers for short term improvements. Systems, procedures and education needs to be improved for long term better management of trolley collection.</p>
<b>3.0</b>	<b>Trolley survey results</b>
3.1	<p>Over the past 5 weeks 14 patrols have been done identifying hot spots and retailers not recovering trolleys.</p> <p>Results were provided at the meeting.</p> <p>The main problem areas are at the taxi rank, outside Blooms and the Bus stop on Morisset St.</p>
<b>4.0</b>	<b>Open Discussion</b>
4.1	<p><b>Woolworths</b> – Trolley Tracker App. Need to advertise it more, they have incentive of \$5 x \$1,000 draws per month. The contractor within store has put extra staff on. They are members of the store team. Trolley collection hours are 7am – 7pm. App messages go to contractor by SMS and they have 24hrs to recover trolleys. Generally 60-100 trolleys instore. External trolley bays filled hourly.</p> <p><b>Coles</b> - Coles Trolley App. Contract is due for review. Currently sharing a vehicle with Gungahlin store. In process of purchasing another vehicle. Contractors have 48hrs to retrieve trolleys once notified. Trolleys within 200m of the store should be regularly picked up during the day on street runs. Generally 80 Trolleys instore.</p> <p><b>Dan Murphys</b> – No current contractor.</p> <p>Matters for consideration:</p> <ul style="list-style-type: none"> <li>• That many customers from other stores use Woolies and Coles trolleys to avoid using the coin or token use trolley.</li> <li>• Other stores who have coin operated trolleys find that customers are infuriated by having to have a coin. Many store managers leave the trolleys unlocked to prevent the instore aggression by customers.</li> <li>• Converting trolleys to coin operated in approx. \$35-\$50 plus labour. A replacement chain cost \$50. Ongoing cost of maintenance.</li> <li>• New trolleys range from \$150 - \$300 each</li> <li>• If impounded trolleys are old then it could be more efficient to purchase new.</li> <li>• Suggested impounding fee is \$80.</li> <li>• Giving away “Grannie trolleys” is a good idea and supported.</li> <li>• Trolley recovery signage should be in the handle.</li> <li>• If impounded, the Impounding Notice should go to the store with a copy to head office.</li> <li>• Contractors are not allowed to enter private property to collect trolleys.</li> <li>• Suggestion that retailers make contribution to Qbn SES for retrieval of trolleys in the river. This could be a certain amount per trolley.</li> <li>• Suggestion of Monthly Communications from Council updating progress on reduction of trolleys in the City.</li> <li>• Wheel lock systems – expensive, every exit needs to be covered, there are ways to get over the system.</li> </ul>

**5.8 Report on the Management of Abandoned Shopping Trolleys**  
**Attachment 1 - Minutes Trolley Meeting 14 August 2018 (Continued)**

	<ul style="list-style-type: none"> <li>• From a community perspective they see trolleys, not generally belonging to specific stores.</li> <li>• Litter management in general requires ongoing maintenance and improvement in some carparks.</li> </ul> <p>Retailers clarified that the real problem is about quicker collection times.</p>
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<b>5.0</b>	<b>List of Suggested Actions</b>
5.1	<p><b>Action:</b> Woolworths to extend collection hours to 9pm.</p> <p><b>Action:</b> Coles to purchase a new collection vehicle.</p> <p><b>Action:</b> Coles to review collection contract.</p> <p><b>Action:</b> Retailers to advertise use of collection Apps. This could include signage in trolley handles.</p> <p><b>Action:</b> Talk to Strata Managers in regard to hot spot unit developments. Possible signage on waste enclosures.</p> <p><b>Action:</b> Provide list of Hot spots to Trolley Trackers and Coles.</p> <p><b>Action:</b> Suggest Council install trolley bays at these three locations.</p> <p><b>Action:</b> Council is to continue survey and monitor trolley collection performance.</p> <p><b>Action:</b> Council to regularly communicate with store managers on trolley collection performance.</p> <p><b>Action:</b> Stores are to improve performance.</p>
<b>6.0</b>	<b>Where to from Here</b>
6.1	<p>Council is currently reviewing legal opinion on enforcement of better trolley collection systems.</p> <p>Council staff preparing a report to Council on management of shopping trolleys in the City. Retailers will be advised when this report will be presented and invited to attend the meeting.</p>

Meeting closed at 11.40am

## Shopping Trolley Survey Queanbeyan CBD 2 July – 9 August 2018



Figure 1 Shopping Trolleys outside Kmart/adjacent to the taxi rank 3.30pm 23 July 2018

14 Patrols around the CBD of Queanbeyan were conducted 2 July – 9 August 2018 in order to record the numbers, owners of and location of shopping trolleys abandoned on street around the CBD of Queanbeyan.

The numbers of trolleys recorded, location and owners of these trolleys are recorded in tables below.

Date/Time	Location	Trolleys	Owner	Comment
2.7.18 3-4pm	Collett St	1	Kmart	
		7	Coles	
		2	WW	
	Morisset St	12	WW	
		9	Kmart	
		1	Target	
		3	ALDI	
		2	D Murphy	
		14	Coles	
3.7.18 3-4pm	Crawford St	3	Coles	
4.7.18 3-4pm	Morisset St	9	Coles	
		6	Kmart	
		3	WW	
		1	D Murphy	
5.7.18 10am	Monaro St	3	Coles	
	Morisset St	5	Coles	
		4	WW	
	Farrer Pl	2	Coles	
6.7.18 10am	Collett St	1	Kmart	
		3	Coles	
	Morisset St	2	Coles	
		11	Kmart	
		6	WW	
		2	Aldi	
		3	D. Murphy	

**Table 1 - 2.7.2018 – 6.7.2018**

One factor that became apparent early on with this survey, was the number of shopping trolleys that accumulate around bus stops and taxi ranks. Of the 271 shopping trolleys recorded around streets of the CBD over this period (02. 07. 2018 - 10.08.2018), 182 were adjacent to taxi ranks or bus stops. Another notable fact is the number of damaged trolleys in the Morisset bus interchange. This is where all the ALDI trolleys were found and many of them had the coin storage compartment broken off the handle of the trolley. Trolleys from other organizations often had wheels missing.

By far the majority of trolleys seen on all patrols were in Morisset St.

10.7.18 2.30pm	Monaro St	4	Coles	
	Morisset St	26	Coles	
		16	WW	
		4	Kmart	



**5.8 Report on the Management of Abandoned Shopping Trolleys**  
**Attachment 1 - Minutes Trolley Meeting 14 August 2018 (Continued)**

		1	Target	
		3	ALDI	
		1	D Murphy	
	Crawford St	2	Coles	
	Monaro St	3	Coles	
		1	Target	
11.7.18 11am	Crawford St	1	Kmart	
		2	Coles	
	Antill St	1	WW	
	Morisset St	10	Kmart	
		7	WW	
		6	Coles	
	Monaro St	9	Coles	
		1	WW	
18.7.18 3.30pm	Morisset St	4	WW	
		8	Coles	
		4	Kmart	
19.7.18 3.30pm	Monaro St	2	Coles	
	Morisset St	1	WW	
		1	Kmart	
20.7.18 11am	Monaro St	1	Coles	
	Morisset St	3	Coles	
		1	Kmart	

**Table 2 - 10.07.2018 – 20.07.2018**

During the second period of the survey (10 – 20.07.2018) 123 shopping trolleys were recorded over 5 patrols during approximately 2.5 hours of survey. Again the majority of shopping trolleys were in Morisset St and again they were clustered around the taxi rank in front of Kmart and the bus stops in front of Riverside plaza and Blooms chemist.

Coles	Woolworths	Kmart	Aldi	Dan Murphy	Target
114	57	49	9	7	2

**Table 3 - Shopping trolleys observed, by owner (10.07.18 – 20.07.18)**



Figure 2 - Shopping trolleys in the bus interchange. Three of these trolleys have been there since 2 July 2018. They have the coin holders broken off the handle. A further investigation of shopping trolleys on the street in the CBD was conducted over the week of 7 August 2018 – 10 August 2018. The results of this survey are set out in the table below. During this survey – small self-adhesive labels (dots) were used to identify trolleys that were remaining on street overnight.

Date/ time	Location	Trolleys	Owner	Dots	Comment
7.8 - 9.30am	Monaro St	5	Coles	RHS	
	Morisset	3	Coles	RHS	
		14	Kmart	RHS	Blooms
		1	WW	RHS	
7.8 - 3.30pm	Monaro St	8	Coles	7 of these trolleys were in the same location as in the am	
	Morisset St	5	Coles	Same location as am	
		4	Coles	City Link Plaza taxi rank	
		3	Kmart	Same location as am	Khao san
		1	WW	Same location as am	Khao san
		10	Kmart	Same location as am	Blooms
		1	WW		Blooms
		1	WW		City Link P
8.8 - 9.30am	Monaro St	1	WW		
		2	Coles	Same location as 7.8.18 am	
		1	Coles	Same location as 7.8.2018 pm	
	Morisset St	1	WW		
		2	Coles	1 since yesterday pm	

**5.8 Report on the Management of Abandoned Shopping Trolleys**  
**Attachment 1 - Minutes Trolley Meeting 14 August 2018 (Continued)**

	Sheedy L	3	Kmart	Since 9.30am yesterday	
		1	WW	Since 9.30am yesterday	
	Morrisset St	11	Kmart	10 since 9.30 yesterday	
		1	Kmart	Since 9.30am yesterday	D Murphy
		1	Kmart	Since pm yesterday	B Lilley
8.8 - 3.40pm	Monaro St	5	Coles	Since am and pm yesterday	
	Collett St	5	Coles	Byrnes Mill	
	Morrisset St	14	Coles	5 since yesterday, 2am, 3pm	
		1	WW		
		11	Kmart	13 since am yesterday	
	Sheedy L	3	Kmart	Since am yesterday	
9.8 – 2pm	Collett St	5	Coles	Since pm yesterday	
	Morrisset St	14	Coles	1 since yesterday, 1 Monday	
		2	WW		
		1	Kmart		
	Sheedy L	2	Kmart	One since Monday	
	Morrisset St	2	Kmart	One since Monday	
		2	WW	One since pm Monday	
		13	Kmart	9 since am Monday	Still there am 13.08.2018
		4	Coles		
		1	WW		
		1	Target		

**Table 4 – 7 August – 10 August 2018**

Over this survey period 164 trolleys were observed on 4 CBD streets. Again the overwhelming majority were on Morrisset St and adjacent to bus stops and taxi ranks. One outstanding observation was the bunch of mostly Kmart trolleys that have been outside and behind Blooms Chemist for over a week. It was also observed that many of the trolleys dumped in the bus interchange on Morrisset St, first observed at the beginning of July, are still there.

Coles	Woolworths	Kmart	Aldi	Target
76	13	75	0	0

**Table 5 – Shopping Trolleys observed by owner (7 August – 10 August 2018)**

Simon Upward  
Environmental Compliance Officer  
Queanbeyan Palerang Regional Council

14 August 2018



# **QUEANBEYAN-PALERANG REGIONAL COUNCIL**

## **Planning and Strategy Committee of the Whole Meeting Attachment**

**14 NOVEMBER 2018**

ITEM 5.8                      REPORT ON THE MANAGEMENT OF ABANDONED  
   SHOPPING TROLLEYS

ATTACHMENT 3      WOOLWORTHS SUBMISSION TO QUEANBEYAN-PALERANG  
   REGIONAL COUNCIL 19 OCTOBER 2018

**Private and confidential**

19 October 2018

Natasha Abbott  
Service Manager – Natural Landscapes and Health  
Queanbeyan-Palerang Regional Council

By email: [Natasha.abbott@qprc.nsw.gov.au](mailto:Natasha.abbott@qprc.nsw.gov.au)

Dear Ms Abbott

**Submission to Queanbeyan-Palerang Regional Council (Council) on behalf of Woolworths Group Limited (Woolworths)**

Thank you for your letter dated 27 September 2018 providing a notification of the Council meeting report on the draft Retailer Shopping Trolley and Litter Management Policy (**Policy**). In your letter you invited us to submit comments on the contents of the Policy.

I submit the following comments on the Policy on behalf of Woolworths.

**1. Woolworths Commitments**

Woolworths is committed to appropriately managing all of its shopping trolleys and has embedded numerous initiatives, including:

- (a) utilising comprehensive collection services;
- (b) utilising additional services such as Trolley Tracker, enabling individuals to report abandoned trolleys for a reward;
- (c) appropriately training all staff members; and
- (d) increasing collection services in areas of concern.

It is our understanding that the Council has received advice that an abandoned trolley is classified as litter. Woolworths considers otherwise. A trolley is an item of value for Woolworths that is clearly labelled with Woolworths' branding, enabling any Council officer to easily identify a Woolworths trolley and inform Woolworths of the location so that it may be collected.

**2. Containment Systems**

Woolworths has examined and trialled numerous trolley containment systems and has found that no system has been entirely effective in reducing abandoned trolleys. In particular, Woolworths has considered coin locks and perimeter locks. Coin locks have not been effective due to retailers utilising different trolleys with different locks, resulting in difficulties for customers in returning trolleys and retrieving their coin. Perimeter locking systems are difficult for Woolworths to implement as they require the consent of the owner of the shopping centre to install and maintain the expensive equipment. Woolworths has also experienced trolleys being forcibly pushed through the perimeter, resulting in broken wheel locks.

In the event that Council does require the use of a containment system, Woolworths will use its best endeavours to comply. However if the system does not prevent 100% of trolleys being abandoned, despite a retailer's best efforts, then it is Woolworths' position that no penalties should apply.



### **3. Industry Alignment**

Woolworths is committed to managing its shopping trolleys and encourages the Council to ensure that other retailers utilising trolleys in the local area are also aligned on this commitment. If it is the decision of the Council to implement a particular containment system or other requirements referred to in the draft Policy, then the Council should ensure that all relevant retailers are equally committed to complying with these requirements.

### **4. Landlord and Council Constraints**

Woolworths notes that, even if it wishes to adopt certain measures in the proposed Policy, it may be unable to put them into effect due to overarching requirements of shopping centre owners/landlords and the Council. For instance, trolley bays, bins and signs are generally on the shopping centre's property and require approval from landlords to implement these initiatives. Woolworths would be grateful for Council's assistance to encourage shopping centre management to introduce these initiatives.

Due to these constraints, Woolworths' view is that retailers should not be penalised in the event that a landlord or shopping centre manager does not give its consent.

### **5. Community Education**

Wherever possible, Woolworths will assist the Council with community education. However Woolworths considers that this should be done in a practical manner. Woolworths notes that:

- it currently encourages members of the public to report abandoned trolleys through Trolley Tracker with the incentive of a \$1,000 reward.
- Woolworths stores display posters about Trolley Tracker which are renewed monthly to promote the latest prize-winner, encouraging others to report. Media releases are sent to local media in the LGA of each prize-winner.
- Woolworths generally avoids distributing leaflets as they have the potential to become litter. Trolley Tracker does however have generic leaflets, which encourage residents to do the right thing. These leaflets are available to council officers for use in problematic areas or, to local organisations wanting to promote responsible use of trolleys.
- As referred to above, signage in car parks and within the shopping precinct is subject to consent of centre management.
- Aside from company branding and safety information, Woolworths generally do not affix any additional signage to individual trolleys. To do so would require broader business approval which may not be feasible to obtain.
- Information regarding penalties for abandoned trolleys should be a matter for Council, as the fines mentioned in the proposed policy document can only be enforced by council.
- the warning to residents regarding a \$250 fine for littering should be strengthened and could include wording to the effect of "\$250 fines apply for littering or abandoning an item such as a shopping trolley".

### **6. Council Collection of Trolleys**

In your letter you raised the suggestion of retailers paying a fee for the return of trolleys from Council. Woolworths has numerous concerns with this arrangement.

Most importantly, Woolworths is concerned around the safety to its customers. Woolworths' current arrangements require trolley collectors to inspect and confirm the safety and good working condition of its trolleys. The proposed arrangement may impact Woolworths' safety checks.

Woolworths is also concerned about the:

- (a) operational inefficiency and confusion from operating two arrangements concurrently;
- (b) calculation and substantiation of fees;
- (c) reporting on collection of trolleys; and
- (d) potential contraventions of Woolworths' obligations to the Fair Work Ombudsman relating to working conditions and entitlements of personnel providing trolley collection services at Woolworths' stores.

Further, Woolworths understands that another council has trialled this type of arrangement and it was not successful.

Please do not hesitate to contact me if you require any further information.

Yours sincerely

Lyn Hall | Project Manager  
TROLLEY SERVICES AUSTRALIA  
(02)49262755 | 0425299988  
[lyn@trolleytracker.com.au](mailto:lyn@trolleytracker.com.au)

# **QUEANBEYAN-PALERANG REGIONAL COUNCIL**

## **Planning and Strategy Committee of the Whole Meeting Attachment**

**14 NOVEMBER 2018**

ITEM 5.8                      REPORT ON THE MANAGEMENT OF ABANDONED  
   SHOPPING TROLLEYS

ATTACHMENT 4      DRAFT SHOPPING TROLLEY AND LITTER MANAGEMENT  
   POLICY

# **Retailer Shopping Trolley and Litter Management Policy**

<b>Date policy was adopted:</b>	
<b>Resolution number:</b>	
<b>Next Policy review date:</b>	
<b>Reference number:</b>	C18130003/ SF070632

## **1. OUTCOMES:**

The purpose of this Policy is to provide a guide as a more responsible course of action for Council staff, retailers, developers and the community on how to manage shopping trolleys and other forms of litter. The primary intent is to reduce the problem of shopping trolleys being abandoned or left unattended in public places.

## **2. POLICY:**

QPRC has specifically noted the ongoing proliferation of abandoned shopping trolleys across Queanbeyan urban areas, the impact of abandoned shopping trolleys on the visual environment, the danger presented to the natural habitat of the Queanbeyan River (particularly the platypus) and the propensity for improper use by some in the community. Litter detracts from the amenity of public spaces and reduces the value of our natural environment.

Council in consultation with retailers has explored options to dramatically reduce the number of abandoned shopping trolleys in Queanbeyan.

Legal advice has confirmed that shopping trolleys that are discarded or abandoned away from their originating retail precinct are a form of litter, and, because of their size, they are a particularly visible form of litter.

Abandoned shopping trolleys left unattended in streets and public places can become a liability risk injuring passers-by, damaging motor vehicles or property. Trolleys can have environmental impact once they enter drains and waterways; provide an opportunity for vandals to create damage and generally cause visual pollution degrading Queanbeyan's amenity.

## **3. SCOPE OF THE POLICY:**

To work with shopping trolley providers to implement effective shopping trolley and litter management systems.

1. To recognise and respond to community expectations in minimising the problem of abandoned shopping trolleys and litter from retail businesses.
2. To guide retailers and shopping centre management on the on-going expectations for management of shopping trolleys and incorporation of trolley containment systems that encourage confinement of trolleys on the premises.
3. To ensure retailers and shopping centre management address on the on-going expectations for litter management on their premises.
4. To provide a procedure for Council staff in dealing with abandoned shopping trolleys.
5. To minimise the potential safety hazards posed by abandoned shopping trolleys.
6. To protect the visual amenity of Queanbeyan CBD and streetscapes from litter.

7. To maintain the balance between the convenience of the provision of shopping trolleys and the responsible use and return of trolleys by building relationships with local retail shopping trolley providers and shopping trolley users.



#### 4. DEFINITIONS:

**Litter** - is broadly defined in the Protection of the Environment Operations Act 1997 (POEO Act), as any material, substance or thing deposited in or on a place if its size, shape or nature makes the place where it is deposited disorderly or detrimentally affects the proper use of that place.

**Open private space** – (a) a private place that is situated in or on land and that is not within a building on the land, or (b) a private place that is situated in or on waters.

**Public land** - means any land (including a public reserve) vested in or under the control of the council, but does not include: (a) a public road, or (b) land to which the Crown Land Management Act 2016 applies, or (c) a common, or (d) a regional park under the National Parks and Wildlife Act 1974.

**Public place** – (a) a public reserve, public bathing reserve, public baths or public swimming pool, or (b) a public road, public bridge, public wharf or public road-ferry, or (c) a Crown reserve comprising land reserved for future public requirements, or (d) public land or Crown land that is not: (i) a Crown reserve (other than a Crown reserve that is a public place because of paragraph (a), (b) or (c)), or (ii) a common, or (iii) land subject to the Trustees of Schools of Arts Enabling Act 1902, or (iv) land that has been sold or leased or lawfully contracted to be sold or leased, or (e) land that is declared by the regulations to be a public place for the purposes of this definition.

#### 5. LEGISLATIVE OBLIGATIONS AND/OR RELEVANT STANDARDS:

- Local Government Act 1993 (LG Act)
- Impounding Act 1993
- Protection of the Environment Operations Act 1997 (POEO Act)
- Environmental Planning and Assessment Act 1979 (EP&A Act)
- Code of Practice for the Management of Shopping Trolleys, by Local Government Association of NSW, Shires Association of NSW and the Australian Retailers Association NSW

#### 6. CONTENT:

The law says you litter when you discard material in a way that makes a place more disorderly or has detrimental effects on the use of that place. Council recognises that provision of shopping trolleys to customers is essential and that some customers may utilise trolleys to convey goods beyond the boundaries of the provider's premises to adjacent carparks, taxi ranks and streets. Council recognises the role played by trolley users, however without a proper and efficient trolley management system in place, customers are not deterred from taking trolleys away from the vicinity of the retailer and there is a likelihood that trolleys will be abandoned in a public places and open private places.

Discarded and abandoned shopping trolleys represent a highly visible form of litter with the potential to:

- be hazardous to people by obstructing roads or pedestrian walkways
- end up in waterways
- impact negatively on the amenity of an area
- present clean-up costs for the community and councils

It is an offence to remove a trolley from a shopping centre or to use or leave a trolley outside a shopping centre precinct.

### **Retailer Requirements**

Council requires all businesses providing the use of shopping trolleys for use by their customers to implement an approved shopping trolley management system. This means that retailers are required to introduce a system specifically designed for that business to take all reasonable and practical means to adequately manage the supply and retrieval of shopping trolleys.

General litter must also be addressed in the Shopping Trolley and Litter Management Plan. This will include details on the provision of an adequate number of litter bins and the objectives for preventing and managing litter and how the retailer plans to achieve these objectives.

The following remedial steps should be incorporated into the trolley management system:

- That retailers research and develop an appropriate Trolley and Litter Management Plan specific to the store vicinity requirements to be submitted and approved by Council, prior to implementation.
- Retailers must place signage warning people against taking shopping trolleys outside a shopping centre precinct. The sign must be at or near the customer exits in the retailer's premises. It must also be able to be seen and easily read by customers.
- Retailers provide a sufficient number of trolley bays to encourage trolley return, particularly so that customers with young children can safely return a trolley and maintain a line of sight to their vehicle as children may be in a car seat when goods are unloaded.
- All trolleys owned by or associated with the operation of the premises are to be kept within the confines of the premises or approved collection bay.
- All reported abandoned trolleys are to be collected within 24 hours.
- The Trolley Management Plan must incorporate a coin/token operated system with refund or perimeter control systems.
- New shopping centre developments must provide trolley bays near public transport points where these are adjacent to stores/ shopping complexes, with prior approval of Council.

- Retailers are to retrieve all trolleys and store within the building, or secure the trolleys in allocated bays when stores are closed.

### **Community Education**

The community is asked to recognise that shopping trolleys are provided by retailers as a courtesy and a service. Technically the trolleys are being abandoned by customers and not the retailers themselves. Individuals should be warned that they may be liable for a \$250 fine for general littering.

Messages which should be directed to the customers include:

- Return trolleys to the bays provided.
- Trolleys should not be removed from the retailer property or carpark.
- Leave trolleys only where they are not at risk of being damaged or causing damage.
- Information on the trolley collection service.
- Removing rubbish before returning trolleys

Retailers are encouraged to develop and implement education campaigns such as:

- Signage within stores and carparks
- Signage at entry and exit points of stores and carparks
- Signage on trolleys advising customers to return trolleys
- Website and other forms of information in stores explaining the Code of Practice and the need for customer co-operation eg. On the back of receipts
- Local media publicity
- Publicity through local media
- Publicity for trolley collection service
- Appeal for community-spirited, responsible use of trolleys
- Information in regard to penalties for people leaving trolleys unattended in public places
- In-store radio announcements
- Community service advertising.

### **Offsite Retrieval**

Where Council staff become aware of a trolley which is considered to be a risk to the public or to property, Council may undertake one of the following:

- (a) instruct the retailer to organise the collection of the trolley as a matter of urgency. This may be through a trolley collection App such as: Trolley Tracker or Coles App.
- (b) Immediately remove trolleys from sensitive and hazardous areas and return them to the retailer property.

Failure to collect trolleys within a reasonable time once notified can be classified as an offence. The retailer must operate and maintain a trolley collection and containment system at its premises or take reasonable steps to ensure that a trolley is not removed from a shopping centre precinct.

### **Enforcement**

Some retailers may appear reluctant to take responsibility for their trolleys. In these cases, when consultative processes have been exhausted, councils can use their discretion in the application of appropriate regulatory actions based on the level of goodwill, co-operation and compliance with council policy that exists with particular retailers.

If an unattended trolley has not been collected within the time limit (24 hours), of its being reported by App, the store manager or their delegate, and further approaches to the retailer concerned have not been successful, the council may proceed to collect the trolley and return it to the store or impound it.

Authorised Council officer(s) will take record of the ownership, time, date and location of the trolley as soon as possible and take action as necessary.

#### Impounding

Shopping trolleys that have been removed from shopping centre precincts and abandoned in public places may be collected and impounded by Council. Where trolleys have been impounded, the retailer identified as owning the trolley will receive an Impoundment Notice and will be required to pay a fee to release the impounded trolley/s.

Impounding is to be used as an action of last resort. An impoundment fee is consist with the approved 'Fees and Charges' adopted by Council.

#### **Legal Options**

Any breach of this policy may result in enforcement action that may be taken includes, but is not limited to:

- (a) Issue of a Notice of Intent
- (b) Issue of a Prevention Notice
- (c) Impoundment of trolleys

Where records and evidence demonstrates that an individual store has failed to comply with the spirit and requirements of this Policy, a Prevention Notice under s96 of the POEO Act can be issued. Under s.96(2) a prevention notice can direct the recipient to take such action as is specified in the notice, and within such period (if any) as is specified in the notice, to ensure that the activity is carried on in future in an environmentally satisfactory manner.

There is a wide scope for the type of action the Council could require under a prevention notice, including that retailers prepare and carry out a plan of action to control, prevent or minimise any contravention of the Act. The action specified in the notice should be limited to what is strictly required to ensure that the provision of shopping trolleys is carried out in an environmentally satisfactory manner.

#### **7. PERFORMANCE INDICATOR:**

The effectiveness of this policy will be measured by:

- Compliance with requirement to provide a Shopping Trolley and Litter Management Plan.
- Provision of trolley containment systems at each shopping centre development.
- Provision of litter bins and regular servicing arrangement in private public carparks.
- Cost recovery from impounding fees for collection of trolleys as per Council's Fees and Charges.

- Retailers have litter and trolley collection procedure in place.
- Evidence of public education on signage and advertising.
- New retail developments are compliant with the policy.

<b>POLICY:-</b>	
<b>Policy No:</b>	
<b>Policy Title:</b>	
<b>Date Policy was adopted by Council:</b>	
<b>Resolution Number:</b>	
<b>Previous Policy Review Date:</b>	
<b>Next Policy Review Date:</b>	
<b>PROCEDURES/GUIDELINES:-</b>	
<b>Date Procedure/Guideline (if any) was developed:</b>	
<b>RECORDS:-</b>	
<b>Container Reference in TRIM: Policy</b>	
<b>Container Reference in TRIM: Procedure</b>	
<b>Other locations of Policy:</b>	Intranet (linked to TRIM Container)
<b>Other locations of Procedures/Guidelines:</b>	Intranet (linked to TRIM Container)
<b>DELEGATION (if any):-</b>	
<b>RESPONSIBILITY:-</b>	
<b>Draft Policy developed by:</b>	
<b>Committees (if any) consulted in the development of the Draft Policy:</b>	
<b>Responsibility for Implementation:</b>	
<b>Responsibility for Review of Policy:</b>	

<b>INTEGRATED PLANNING FRAMEWORK:</b>	
<b>Strategic Direction (CSP):</b>	
<b>Service:</b>	
<b>Program:</b>	

<b>Senior Authorising Officer</b>	<b>Position</b> General Manager	<b>Signature/Date</b> (Signed and dated)
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<b>ACTION</b>	<b>COUNCIL MEETING DATE</b>	<b>RESOLUTION NUMBER</b>	<b>REPORT ITEM NUMBER</b>
<b>NEW/RECONFIRMED/ AMENDED</b>			

<b>DATE REVIEWED</b>	<b>REVIEWER POSITION</b>	<b>REVIEWER NAME</b>



# **QUEANBEYAN-PALERANG REGIONAL COUNCIL**

## **Planning and Strategy Committee of the Whole Meeting Attachment**

**14 NOVEMBER 2018**

ITEM 6.1                      REGIONAL ECONOMIC DEVELOPMENT STRATEGY

ATTACHMENT 1      ACT GOVERNMENT OFFICIALS' SUBMISSION TO THE QPRC  
DRAFT REGIONAL ECONOMIC DEVELOPMENT STRATEGY



ACT Government officials'  
Submission to the  
**Queanbeyan-Palerang  
Regional Council draft  
Regional Economic  
Development Strategy**

CHIEF MINISTER, TREASURY AND  
ECONOMIC DEVELOPMENT  
DIRECTORATE (CMTEDD)  
OCTOBER 2018

## ACT GOVERNMENT OFFICIALS' SUBMISSION TO THE QUEANBEYAN-PALERANG REGIONAL COUNCIL'S DRAFT REGIONAL ECONOMIC DEVELOPMENT STRATEGY

### INTRODUCTION

The ACT Government supports the development of the Regional Economic Development Strategy (REDS) for Queanbeyan-Palerang Regional Council (QPRC). As Canberra's closest neighbour, the ACT and QPRC communities and economies are strongly interlinked, and the ACT Government remains keen to pursue a borderless Canberra Region. The ACT Government's strong commitment to the economic development of the Canberra Region, including QPRC, is reflected in the strong regional engagement frameworks across the region, including the *ACT-QPRC Letter of Intent*.

A strong and sustainable borderless economy is essential to meet the needs of the ACT, QPRC and Canberra Region communities both now and into the future. The ACT Government is focussed on continuing to create the right business environment and using our competitive strengths to accelerate innovation and investment in the ACT and Canberra Region. Working together with QPRC and the wider region is essential to shaping a compelling and inclusive economic value proposition.

Many of the actions under the REDS are ambitious and will require significant commitment and collaboration between QPRC and numerous stakeholders, including the ACT Government, to ensure the best community outcomes are achieved.

### GENERAL COMMENTS

It is understood that the REDS implementation will involve consultation and engagement with various industries, government stakeholders and the broader community. The ACT Government is focussed on continuing to create a prosperous business environment using our competitive strengths to accelerate innovation and investment in the ACT and Canberra Region.

It would be beneficial for the REDS to include the role of the Canberra Region Joint Organisation (CRJO) in realising the proposed actions and candidate projects. Additionally, organisations such as the CBR Innovation Network (CBRIN) and Canberra Business Chamber could offer new opportunities for both QPRC and ACT to businesses to grow, and can assist to shape and build business and community support for sustainable economic development activities.

Several REDS actions would benefit from additional detail and further discussion with relevant ACT Government Directorates prior to finalisation. Discussed further below, examples include:

- a commuter rail from Bungendore to Canberra;
- an intermodal terminal at South Jerrabomberra;
- extension of the light rail service to Queanbeyan;
- an 'Australian Public Service Smart Work Hub' in Queanbeyan; and
- a City Deal to address cross-border issues.

From a policy context, it would also be beneficial to identify existing policies and strategies at national, regional and local levels that have strong linkages and relationships with the REDS and reflect these connections in the final document. It should be noted that the QPRC REDS is expected to inform a future Canberra Region Economic Development Strategy, jointly developed by the CRJO, ACT and NSW Governments, to support a broader approach to regional economic development.



## Transport

QPRC's proposed application of Transport for NSW's new Movement and Place Framework is supported, and is consistent with the strategic thinking and future directions outlined in the draft Moving Canberra transport strategy. The Movement and Place Framework provides a basis for balancing the dual functions of streets: moving people and goods, and enhancing the places they connect, i.e. separating "places for people" from freight corridors.

Noting the significant cross-border travel flow between the ACT and QPRC, it is suggested that 'enhanced transport accessibility and connectivity' be included as an opportunity (page 17).

The REDS would benefit from the inclusion of regional and cross-border transport trends to understand and address matters relating to enhancements of the regional transport network. For example, QPRC employees are accessing the ACT jobs market predominantly through private vehicle usage, and future changes such as the Googong development will place further pressure on the wider transport network. In the medium to longer term this will have impacts of the region's economic productivity.

The ACT Government also encourages the REDS focus on reducing travel demand through the delivery of non-transport projects. For example, the action to advocate for an Australian Public Service Smart Work Hub and the development of a Business Innovation Hub in Queanbeyan would have a beneficial impact on cross-border traffic flows.

Additionally, the REDS (page 20) should note the potential for QPRC to take advantage of expanding tourism opportunities in the ACT and surrounding Canberra Region, particularly given the available domestic and international connections facilitated by the Canberra International Airport.

With regards to rail, increased connectivity and the potential for heavy and light rail connections between Bungendore-Queanbeyan-Canberra and Sydney-Canberra should be given more emphasis in the REDS, such as discussion of rail under 'Built Endowments' (page 19) or 'Achieving better connectivity' (page 15).

A QPRC feasibility study to improve commuter rail services between Bungendore-Queanbeyan to Kingston (page 23) is welcomed, noting that it should be reflective of work relating to high speed rail and faster rail connections between Canberra and Sydney. It is requested that the ACT Government is included in the future development of this project, particularly in relation to transport corridors, the future of the Kingston Railway Station, end of trip facilities and connections as part of East Lake urban renewal.

REDS consideration should also be given to the transformative role of transport infrastructure, such as High Speed Rail, which could be an 'enabler' of economic development in QPRC by bringing greater numbers of tourist and business travellers. An opportunity exists for the ACT and QPRC to jointly advocate for High Speed Rail to Canberra and to ensure proposed corridors are protected.

Similarly, the REDS identifies 'Light Rail network extension to Queanbeyan' as a candidate project (page 18). While the Transport for Canberra 2012 policy outlined a mode agnostic public transport corridor to Queanbeyan, it should be noted that the Transport Canberra Light Rail Network Plan<sup>1</sup> includes an indicative network extension to Canberra Airport only.

<sup>1</sup> [https://www.tccs.act.gov.au/data/assets/pdf\\_file/0011/984638/Transport-Canberra-Light-Rail-Network.PDF](https://www.tccs.act.gov.au/data/assets/pdf_file/0011/984638/Transport-Canberra-Light-Rail-Network.PDF)



## Freight

The feasibility study for freight network development in Queanbeyan should align with the ACT Freight Strategy and the recently released NSW RMS Freight Strategy.

The ACT Government support the Ellerton Drive Extension serving as a freight traffic bypass for Queanbeyan CBD to connect to Pialligo Avenue (page 18), noting Pialligo Avenue is an approved B-double route. While the extension will facilitate additional freight traffic, it will also relieve freight traffic along Canberra Avenue, which as an approved heavy vehicle route provides a primary access route into Queanbeyan. This route also has a co-relationship between the Fyshwick and Queanbeyan light industrial areas, and this connection will need review if the Ellerton Drive Extension proceeds.

The REDS analysis (page 5) does not consider the impact of Canberra International Airport or the potential for an expanded freight hub in this area. The introduction of international flights at Canberra Airport opens up a wide range of new export opportunities for QPRC businesses, and the Canberra Airport is identified as a 'global gateway' in the NSW Government's Future Transport Strategy 2056.<sup>2</sup> This importance of this connection, especially given the Airport's position close to the QPRC border, should be reflected in the REDS references to key freight connections (page 10).

The REDS references a strategic imperative to 'grow the population and internal markets of the Region' (page 3, 4, 16, and 19). It is suggested that there are also opportunities to grow external markets, particularly considering the opportunity for freight and export of fresh produce and other agricultural products from the QPRC area through Canberra Airport, national road freight routes and the Port of Eden. The agricultural strengths of QPRC are an important point of difference to the ACT economy and represent an area where QPRC and the ACT can be complimentary in working together, for example through the development of a regional freight hub and by protecting freight routes to and from Canberra Airport.

The ACT Government supports a regional freight intermodal in principle, noting the location is subject to further feasibility studies considering the broader transport network. It is worth noting that the ACT Government's Building an Integrated Transport Network – Freight Strategy<sup>3</sup> identified a non-operation railway line from Canberra to Bombala, and Engineers Australia recently presented a Concept Plan of Canberra to Eden Railway (considering both passengers and freight), with the route alignment potentially passing through South Jerrabomberra.


## Planning

The REDS aligns with the issues and directions the ACT Government have been considering as part of the refresh of the ACT Planning Strategy, including future employment trends; the daily exchange of labour across the border and the importance of better integrated cross-border public transport; supporting growth in tourism, freight and export from Canberra Airport; and the need to work collaboratively with the region on housing, infrastructure and transport policy areas.

The ACT Planning Strategy 2018 update will provide a mechanism to continue to collaborate with QPRC on planning matters related to economic development, as will existing opportunities for collaboration afforded by the ACT-QPRC Letter of Intent, ACT-NSW Memorandum of Understanding for Regional Collaboration and CRJO-ACT Memorandum of Understanding.

<sup>2</sup> [https://future.transport.nsw.gov.au/sites/default/files/media/documents/2018/Future\\_Transport\\_2056\\_Strategy.pdf](https://future.transport.nsw.gov.au/sites/default/files/media/documents/2018/Future_Transport_2056_Strategy.pdf)

<sup>3</sup> [https://www.transport.act.gov.au/data/assets/pdf\\_file/0005/1230782/ACT-Freight-Strategy-ACTGov-ACCESS.pdf](https://www.transport.act.gov.au/data/assets/pdf_file/0005/1230782/ACT-Freight-Strategy-ACTGov-ACCESS.pdf)



The ACT Government is progressing planning for an eastern employment corridor, known as Eastern Broadacre, to provide for the growth of industrial and related uses in the ACT.<sup>4</sup> Whilst on the surface Eastern Broadacre could be viewed as competing with future industrial land supply in Queanbeyan, particularly in relation to the scarcity of appropriately priced and scoped industrial land in Queanbeyan (page 11 and 17), the development of Eastern Broadacre will offer the opportunity for synergies with industrial uses in Queanbeyan. The growth of Eastern Broadacre could also foster the establishment of supportive industries and services in Queanbeyan-Palerang.

The ACT Government would welcome the opportunity to engage with QPRC regarding the South Jerrabomberra Defence and Technology Precinct (page 17, 23), particularly in relation to how this area would intersect with planning for the Eastern Broadacre employment corridor and interface with the existing Hume general industrial area. The ACT Government would also welcome an opportunity to discuss the transport implications of the proposal, which includes a rail freight intermodal terminal (page 17), in greater detail.

The ACT Government would also be interested to further explore the proposal for an 'Australian Public Service Smart Work Hub' in Queanbeyan' (page 22) in the context of ACT strategic planning work and regarding the implementation of the *ACT Planning Strategy 2018*.

The ACT Government also notes that the Canberra Region is already feeling the impacts of climate change. There is an emerging need for the ACT and its neighbouring councils in NSW to work collaboratively to ensure we continue to experience vibrant and liveable conditions by seeking opportunities for joint action in mitigation and adaptation to climate change. Similarly, investment in water supply and security for QPRC will also need to be considered as both the QPRC and ACT economies and populations continue to grow, noting that the Murray-Darling Basin Plan also limits water consumption availability in the ACT and QPRC.

Waste management is an expanding industry, and there are also opportunities for QPRC and ACT NoWaste to discuss developing regional waste management practices, such as the beneficial re-use of rubbish into civil products (page 19). Initiatives like the ACT Government's Actsmart Business Recycling program – delivered to businesses in Queanbeyan, Braidwood, Bungendore and Captains Flat – creates benefit by diverting business waste from landfill to recycling, and suggests the opportunity for greater economic development in this area.


#### OTHER COMMENTS:

The total population for Canberra (page 4) should be updated from 350,000 to 416,000 people to reflect the updated 2016 census population figures.

The ACT Government supports the REDS action to re-establish town centres as 'Places for People' by the removal of heavy vehicle traffic, noting impacts to 'passing trade' from tourist and regular traffic should be considered. The REDS section on 'Specialisations' (page 14) notes that retail trade is not a specialisation for the QPRC area. However, the authentic 'main street' retail experience of Queanbeyan Town Centre and smaller villages within QPRC is an offering not generally available in the ACT, providing further point of differentiation for the QPRC economy. Additionally, with 24 per cent of QPRC's population in attending an education institution in 2016,<sup>5</sup> QPRC may benefit from considering activities which encourage students to enliven public spaces.

<sup>4</sup> [https://www.planning.act.gov.au/topics/current\\_projects/studies/eastern\\_broadacre\\_planning\\_project](https://www.planning.act.gov.au/topics/current_projects/studies/eastern_broadacre_planning_project)

<sup>5</sup> <https://profile.id.com.au/queanbeyan-palerang/education>



The REDS Strategic Action 1, 'Improving the digital connectivity to harness the innovative capacity of the workforce', is also supported. Improving digital connectivity in the QPRC area will open a range of new employment and learning opportunities for the community. In addition to the identified action of pursuing partnerships between QPRC and tertiary education providers in the ACT, QPRC could also engage with other providers in the Canberra Region, such as the Country Universities Centre, to further broaden the community's access to tertiary education programs.

Similarly, it is suggested that QPRC consider accelerating innovation and widening QPRC's economic base through facilitating digitally-based collaboration and partnerships across industries, research entities and education providers.

The ACT Government continues to welcome opportunities to collaborate with QPRC in relation to the advocacy and development of a cross-border City Deal. By bringing together government, the private sector and the community, a Canberra-Queanbeyan City Deal will facilitate the growth of the shared cross-border economy and further strengthen the connections between both communities.





# **QUEANBEYAN-PALERANG REGIONAL COUNCIL**

## **Planning and Strategy Committee of the Whole Meeting Attachment**

**14 NOVEMBER 2018**

ITEM 6.1                      REGIONAL ECONOMIC DEVELOPMENT STRATEGY

ATTACHMENT 2      EXECUTIVE SUMMARY OF ENGAGEMENT REPORT - REDS

# Community Consultation Report Regional Economic Development Strategy



Ref: SF160122/06-04



### Executive Summary of engagement report:

The draft Strategy was open for community consultation from 28 September 2018 to 28 October 2018. It was available via Council's Your Voice online portal and hardcopies available in Council Customer Service offices and Libraries in Queanbeyan, Bungendore and Braidwood.

Key recommendations from the feedback received are to:

- Include specific reference to renewable energy in relevant Action items where the reference was previously inferred.
- Further outline relevant ACT Government policies and plans aligned to the Strategy
- Reinforce the opportunity for transport accessibility and connectivity to support cross border travel flow
- Reinforce the importance of the Canberra International Airport to freight network and tourism opportunities by adding in the following Actions to the Section - Further Develop Specialised Agriculture and Food and Cultural Tourism:
  - **Action:** With the CRJO and Canberra Airport:
    - Investigate the opportunity for Canberra Region produce and products placement in the Canberra airport to support the QPRC Tourism Plan objectives
    - further ongoing development of export freight opportunities in agriculture and general industry
- Acknowledge the importance of rail networks and advocate for a Fast Train network from Sydney to Canberra by adding in the following Actions to the Section - Improve Digital Connectivity and Access to Harness the Innovative Capacity of the Workforce:
  - **Action:** Continue to advocate for a Fast Train network from Sydney to Canberra
- Correct the ACT population figure from 350,000 to 416,000

Other recommended changes include:

- Add the following Action to the Section - Re-establish the Town Centres as 'Places for People'
  - **Action:** Implement the Retail Growth Strategy and Queanbeyan CBD Spatial Business Plan to support the development of an authentic 'main street' retail experience as differentiator for the local economy
- Add the following Actions to the Section - Further Develop Specialised Agriculture and Food and Cultural Tourism
  - **Action:** Explore opportunities that ag-tech advancements may offer the region to boost capacity, efficiency and innovation in the sector
  - **Action:** Work with the Canberra Region Joint Organisation (CRJO) and Visit Canberra to develop or leverage joint marketing initiatives to promote the region

### Participation in engagement:

There was a total of 155 visits to the Your Voice portal and 109 downloads of the documents. There were two submissions made via the online portal and one written submission received.

## Comments received:

Submitter:	Submission:	Council response	Recommendation
1	Really like the Commonwealth Public Service smart work hub where we can walk to work in Queanbeyan rather than commute to Civic.	Comments noted	Nil
2	<p>QPRC as is usual behind the times and only considering lag indicators. This strategy says nothing about the most important industry to start up in this area in the past century- renewable energy.</p> <p>The conservative council and conservative executive of council need to get their heads out of the sand and look at the advantages for this region of this huge new industry - or get out of the way. Old fashioned thinking is dangerous and misses these huge new opportunities for our region.</p>	<p>Whilst there is reference to renewable energy opportunities, the reference is not specific. References are embedded in the Action items on p19 under the Section "Grow the Population and Internal Markets of the Region"; further on p21 – Utilities; and p23 – Infrastructure. Reference is in relation to the opportunity to reduce energy costs for business and to support expansion.</p>	<p>Include specific reference to renewable energy in relevant Action items on pages 19, 21, 23</p>
3	<p>Summary of submission. Full submission provided as separate attachment</p> <p>It would be beneficial for the Regional Economic Development Strategy (REDS) to identify existing relevant policies and strategies</p>	<p>Some reference is provided in the Supporting Analysis document Appendix K – Strategic Alignment.</p>	<p>Agree. Appendix K – Strategic Alignment has been amended to include listing additional ACT Government policies and strategies</p>

Submitter:	Submission:	Council response	Recommendation
	Include enhanced transport accessibility and connectivity as an opportunity to support cross border travel flow	<p>Reference to this is supported in the Actions on p18 of the Strategy in the section “Re-establish the Town Centres as “places for People” to:</p> <ul style="list-style-type: none"> <li>- Action – Work with the ACT to develop a Public Transport Integration Strategy”</li> <li>- Action – Undertake a feasibility study for commuter rail options in the Bungendore to Canberra corridor</li> </ul> <p>Transport and connectivity is also relevant to the Section “Improve Digital Connectivity and Access to Harness the Innovative Capacity of the Workforce”</p>	<p>Agree.</p> <p>List this as an opportunity to the Strategy in the appropriate section cross referencing the Actions already listed</p>
	Note the potential for QPRC to take advantage of expanding tourism opportunities facilitated by Queanbeyan-Palerang’s location to the Canberra International Airport	<p>Specific reference to the Canberra airport has been acknowledged in the Strategy as a Built Endowment for the region.</p>	<p>Agree</p> <p>Provide specific reference to the Canberra Airports tourism opportunities through the following additional Actions:</p> <ul style="list-style-type: none"> <li>- Work with the Canberra Region Joint Organisation (CRJO) and Visit Canberra to develop or leverage joint marketing initiatives to promote the region</li> <li>- With the CRJO, investigate the presence of a Canberra Region produce and products placement in the Canberra Airport</li> </ul>
	Acknowledge the importance of rail networks and advocate for a Fast Train Network from Sydney to Canberra	<p>Reference or inference to rail networks is included in the following Actions:</p> <ul style="list-style-type: none"> <li>- Action – Work with the ACT to develop a Public Transport Integration Strategy”</li> </ul>	<p>Agree</p> <p>Include the rail network as a Built Endowment in the Strategy and include an Action Item to advocate</p>

Submitter:	Submission:	Council response	Recommendation
		<ul style="list-style-type: none"> <li>- Action – Undertake a feasibility study for commuter rail options in the Bungendore to Canberra corridor</li> <li>- Action: Undertake a Queanbeyan-Palerang intermodal freight futures study.</li> </ul>	for the development of a Fast Train network from Sydney to Canberra
	Further considerations of the importance of the Canberra International Airport to freight networks opportunities	QPRC along with the Canberra Region Joint Organisation, ACT Government and Canberra International Airport have recently collaborated in research to examine freight network opportunities. In the Strategy, no specific Action is referenced regarding the Canberra International Airport and its role in freight networks other than the Action Item to undertake a Queanbeyan-Palerang intermodal freight futures study would involve the Airport as a stakeholder	<p>Agree</p> <p>Provide specific reference to the Canberra Airports export opportunities through the following additional Action:</p> <ul style="list-style-type: none"> <li>- With the CRJO, ACT Government, Canberra Airport and stakeholders, further the ongoing development of export freight opportunities in agriculture and general industry</li> </ul>
	Correct the ACT population figure from 350,000 to 416,000	Nil	Agree
	QPRC consider accelerating innovation and widening QPRC's economic base through facilitating digitally based collaboration and partnerships	<p>P17 references a number of Actions that directly address this point including:</p> <ul style="list-style-type: none"> <li>- Pursue a partnership with Canberra Institute of Technology, Australian National University and the University of Canberra to develop Queanbeyan–Palering's entrepreneurial ecosystem.</li> <li>- Implement the QPRC Digital Economy and Smart Community Strategy.</li> <li>- Develop an Innovation Strategy.</li> <li>- Advocate for an Australian Public Service Smart Work Hub in Queanbeyan.</li> <li>- Develop a Business Innovation Hub in Queanbeyan.</li> </ul>	No Change

Submitter:	Submission:	Council response	Recommendation
		<ul style="list-style-type: none"><li>- In collaboration with the private sector, audit digital connectivity blackspots and identify technical solutions.</li></ul>	





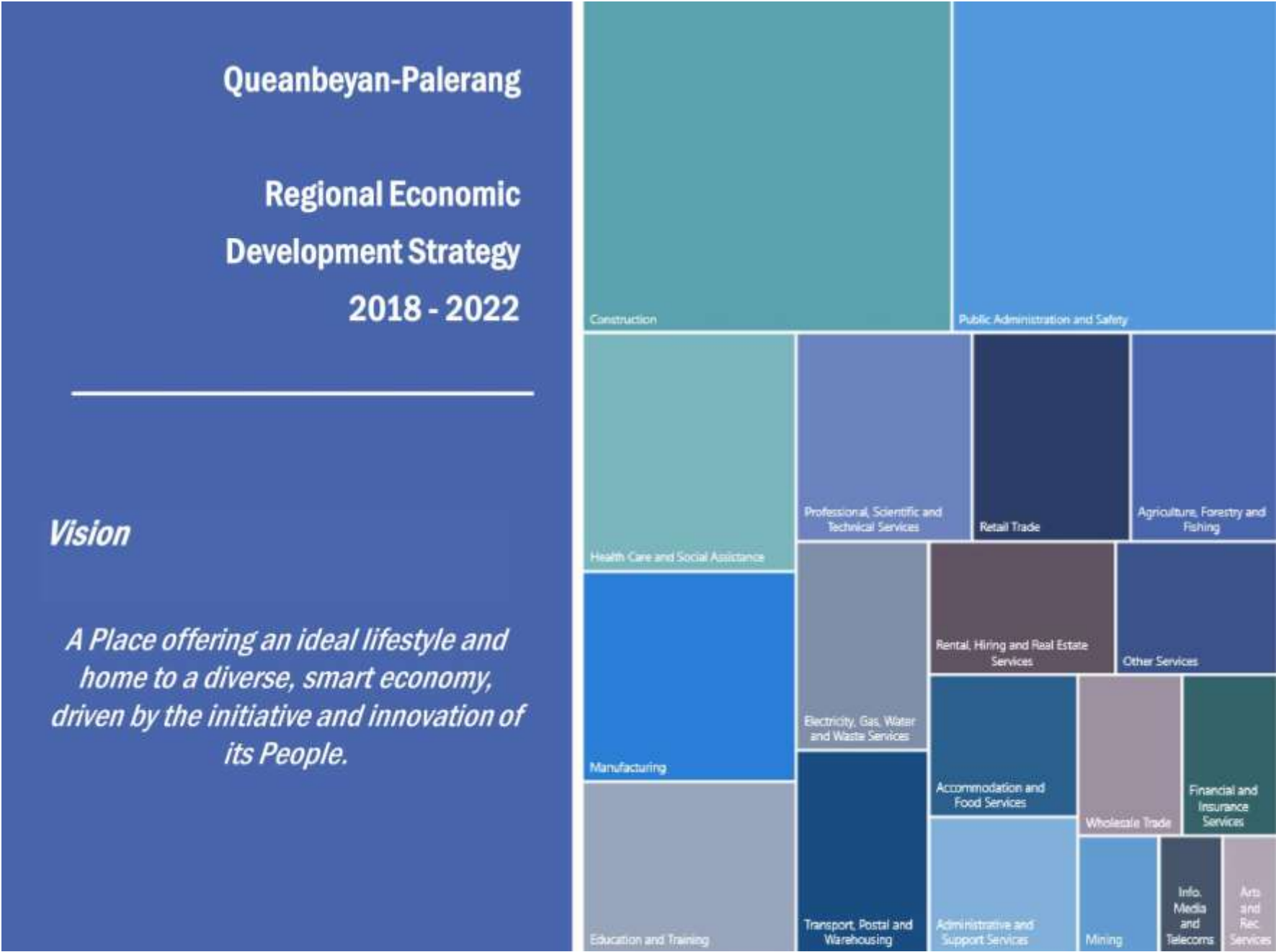
# **QUEANBEYAN-PALERANG REGIONAL COUNCIL**

## **Planning and Strategy Committee of the Whole Meeting Attachment**

**14 NOVEMBER 2018**

ITEM 6.1            REGIONAL ECONOMIC DEVELOPMENT STRATEGY

ATTACHMENT 3   REGIONAL ECONOMIC DEVELOPMENT STRATEGY - FINAL



## Preface

The NSW Government has assisted local councils and their communities to develop 37 Regional Economic Development Strategies across regional NSW. Each Strategy is designed around one or more local government areas that form a functional economic region as defined by economic data and community input.

While the strategies have been developed using consistent methodology, each is a product of detailed data analysis and local community consultation to ensure ownership through a 'bottom-up' process: it sets out a vision for the region, the strategies, and early stage actions required to achieve the vision.

Regional Economic Development Strategies articulate a framework for identifying actions crucial to achieving the regional vision. Projects listed within this Strategy should therefore be viewed as example projects that have emerged from the initial application of the framework. Adoption of these projects would be subject to further evaluative processes.

The power of the Strategy is its ability to be used on an ongoing basis to identify additional high value projects over time. By complementing existing funding processes, these strategies present new opportunities to strengthen and increase investment in regional development across NSW.

Importantly, the Strategy should be viewed as the first stage of a process that will assist those with an interest in the economic development of the Region, particularly councils, communities and local businesses, in planning their future economic activities. It provides a vehicle for engaging the community in a 'conversation' about regional needs and priorities, assists in bringing together key stakeholders and mobilising resources, and in so doing, can facilitate faster access to dedicated NSW Government funding, such as the Growing Local Economies Fund, as well helping to capitalise upon other economic opportunities.

This Strategy, prepared by Corview, on behalf of Queanbeyan-Palerang Regional Council, key stakeholders and the broader regional community, benefited from economic-analytical assistance from the NSW Government's Centre for Economic and Regional Development (CERD).

The Strategy is presented in two documents, the **Queanbeyan-Palerang Regional Economic Development Strategy 2018 - 2022** (this document) which allows the reader to quickly and easily determine key content, while the accompanying **Queanbeyan-Palerang Regional Economic Development Strategy 2018 - 2022 - Supporting Analysis** details the Strategy methodology, evidence and the strategy development process.

For further information about the Regional Economic Development Strategies Program please contact CERD on (02) 6391 3025 or [CERD@dpc.nsw.gov.au](mailto:CERD@dpc.nsw.gov.au)



## Introduction

The **Queanbeyan-Palerang Regional Economic Development Strategy 2018 - 2022** (the Strategy) establishes a long-term economic vision for Queanbeyan-Palerang (the Region).

Queanbeyan-Palerang is located in south-east of NSW, adjoining Canberra and the Australian Capital Territory (ACT). Queanbeyan, Bungendore and Braidwood are the Region's major centres, served by the Queanbeyan-Palerang Regional Council since 2016.

While the objective of this Strategy is similar to previous local strategies – to support economic development for social advancement across the community – it takes a new approach to economic planning.

Fundamental to this approach are the distinctive and unique strengths of the Region. Economic principles suggest unique strengths provide regions with sustainable economic advantages, and so they should be points of focus for regional development policy.

Queanbeyan-Palerang's unique strengths were determined through review of:

- the Region today – considering the Region as a whole and the localities within it for their particular demographics, infrastructure, institutions and economic opportunities

- endowments - key features of the natural environment, built environment, geography and society specific to the region or location
- specialisations – activities in which the Region has a demonstrable advantage
- stakeholder consultation – 'on the ground' feedback on local economic conditions and forward-looking assessments of opportunities, issues, gaps and risks and initiatives to help shape the future.

The Strategy also takes account of regional risks and how they might be addressed.

Queanbeyan-Palerang's key endowments lie in its integration with the ACT economy; highly-skilled, highly educated population; access to Canberra's influential national institutions; and appealing balance of lifestyle and employment opportunities to attract new residents.

These endowments are the basis of the Region's specialisations, which include:

- 'Engines of Growth' like cattle production, niche agriculture, advanced and specialised manufacturing and tourism
- Enabling Industries like computer system design and scientific research
- Population Serving Industries like construction, public administration, defence and health care.

These attributes position Queanbeyan-Palerang to complement, increase integration with, and take advantage of, the strength and attractiveness of the ACT economy.

These strengths suggest some key strategic imperatives:

1. improve the digital connectivity and access to harness the innovative capacity of the workforce
2. re-establish the town centres as 'Places for People'
3. grow the population and internal markets of the Region
4. further develop specialised agriculture and food and cultural tourism.

This Strategy began with its guiding vision for the Region's future.

Next we establish the composition and defining economic characteristics and strengths of the Region today.

Finally, the strategic imperatives suggested by the analysis and stakeholder feedback are established, supported by detailed strategies and actions.

This Strategy is the culmination of collaboration between the Queanbeyan-Palerang Regional Council, their respective community and the NSW Government's CERD.

Strategy implementation will be overseen by the CEO of Queanbeyan-Palerang Regional Council, drawing on staff and broader stakeholders as appropriate.



## Background

The Queanbeyan-Palerang Region reflects the boundaries of its namesake council. Queanbeyan-Palerang has a population of about 56,000 and a total land area of 5,319km<sup>2</sup>.

Queanbeyan is the Region's administrative centre, with Bungendore and Braidwood its other major centres of activity. The three centres are connected by the Kings Highway. Queanbeyan CBD is only 10km from Canberra International Airport. Queanbeyan acts as a regional centre for state government service delivery.

While Queanbeyan-Palerang is the largest regional centre in south-east NSW, its key reference point is as an immediate neighbour of the ACT and Australia's capital city, Canberra. Canberra is Australia's administrative capital, and home to more than 416,000 people.

Much of the activity in the Region today reflects the complementary relationships and considerable integration of Queanbeyan-Palerang and the ACT.

The Region's integration with Canberra has a much wider range of implications for its economic and social prospects.

This can be seen in:

1. the Region operating as a satellite or 'dormitory suburb' of Canberra
2. two out of three Queanbeyan-Palerang medium size centres in the ACT

3. the predominance of public service jobs and relatively high levels of education among its workforce
4. very high weekly incomes compared to regional NSW
5. relatively low levels of Retail Trade in the Region, as much demand from residents is met in the ACT, as in Woden and Belconnen
6. the extensive range of cultural, educational, scientific and social institutions that can offer advice and partnerships far more readily than available to most other NSW Regions.

These considerations have shaped the profile of Queanbeyan-Palerang's economy over many decades, and will continue to do so.

For example, housing construction plays a key role in the Region's economic activity, reflecting the Region's role as a service provider to ACT. As a result, population growth has been relatively rapid, at just a percentage point below Sydney's rate and two points above that for NSW since 2006.

The NSW Department of Planning & Environment projects a high rate of growth for the Region to 2036, with the population increasing by more than 50 per cent to around 86,200 people. This projection implies substantial ongoing activity in the Construction sector and ongoing expansion of the Region's internal markets.





## Snapshot of the Economy, Industry and Opportunity

### Production & Income by Sector

The figure on the next page is a key 'roadmap' to understanding economic opportunity in the Region. It reflects the income split between workers and businesses in each sector (blue and orange bars) and how much each industry contributes to regional production (the stacked height of the bars).

More than 40 per cent of Queanbeyan-Palerang's economy is concentrated in its top three industries:

- Construction - \$303 million
- Public Administration and Safety - \$270 million
- Health Care and Social Assistance - \$125 million.

Public Administration is the leading source of wages in the Region, while Construction provides the key source of business income.

In analysing the Region's economic features, it can also be useful to group similar industries together to allow review and comparison of some of their common underpinning economic drivers. One useful classification of activities is:

- "Engines of Growth" - activities linked to external markets and opportunities beyond the bounds of the Region, like agriculture, manufacturing and tourism
- "Enabling Industries" - markets within the Region providing key support services to Engines of Growth businesses, like finance, utilities or IT inputs
- "Population Serving Industries" - markets serving the people and communities of the Region, including activities like health, education and retail.

Relative to the structure of NSW's regional economy, Queanbeyan-Palerang's skills and output are reflective of a high-skill, high productivity economy. This can be seen from a review of areas in which it has higher employment concentrations (is more specialised) relative to most NSW regions:

- among the Engines of Growth, the Region is more specialised in activities such as advanced and specialised manufacturing
- among Enabling Industries, the Region is more specialised in IT and professional services
- among Population Serving Industries, the Region is more specialised in areas including construction, defence and tertiary education.

While the structure of the Region's economy favours activities in internal markets, it is notable the export-oriented 'Engines of Growth' still support a substantial volume of output.

The Centre for Economic and Regional Development (CERD) has also produced an Input Output table for Queanbeyan-Palerang, based on the ABS Input Output (IO) Tables for New South Wales.

The CERD analysis shows the Region is a net importer, with exports estimated at \$333 million and imports estimated at \$1,242 million. The region is ideally situated to take advantage of freight connections from the seaport at Eden utilising the Snowy Highway and Monaro Highways, MR92 connecting the east coast, the Hume Hwy connecting Sydney and Melbourne. Only 10km from Queanbeyan CBD and its industrial areas, the Canberra International Airport also proposes significant potential for Queanbeyan to take advantage of the developing export freight links.

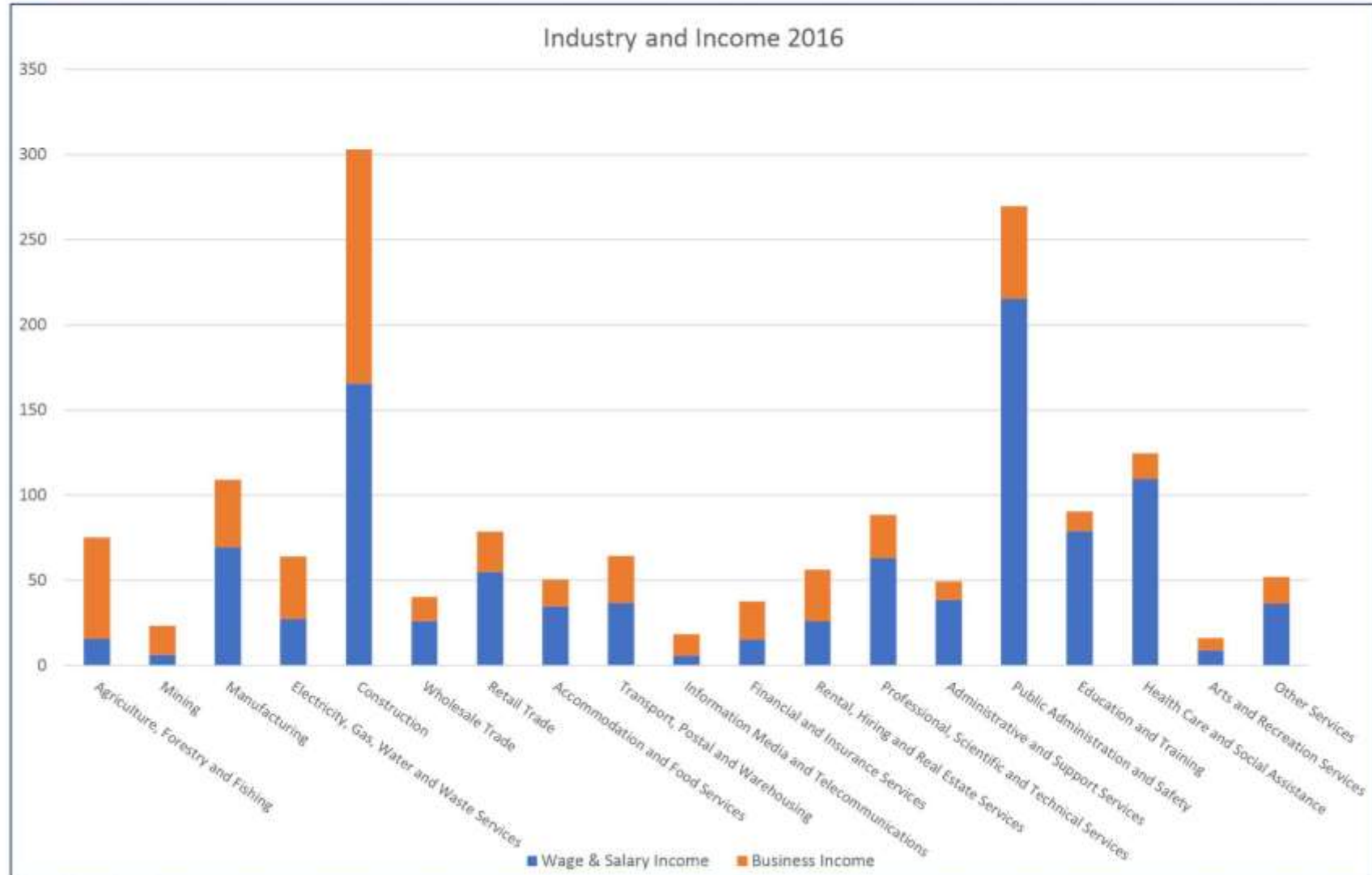
Queanbeyan-Palerang's leading export industries are: Manufacturing; Agriculture, Forestry & Fishing; Transport, Postal and Warehousing; and Professional, Scientific & Technical Services. Manufacturing and Construction are the leading industry sources of demand for imports for production processes.

To fully account for the opportunities Queanbeyan-Palerang provides its residents, we must next consider the current degree of economic integration between Queanbeyan-Palerang and the ACT.



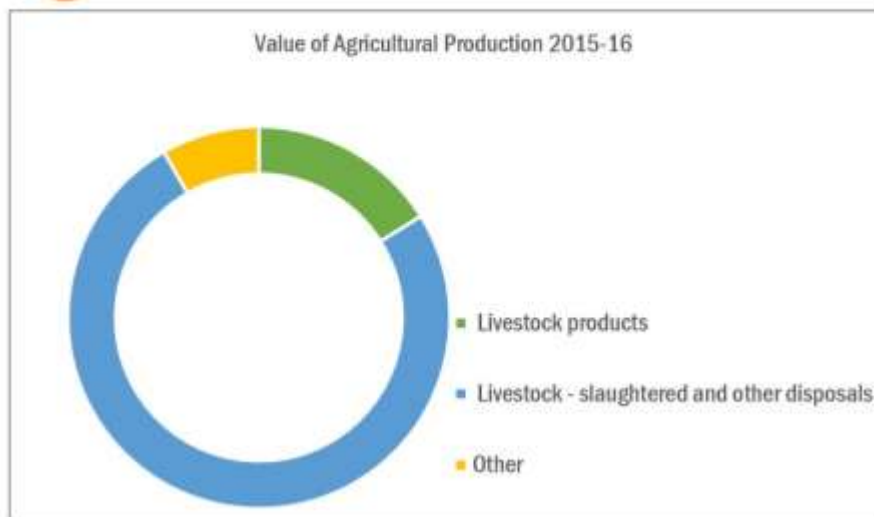


## Snapshot of the Economy, Industry and Opportunity





## Agricultural Production

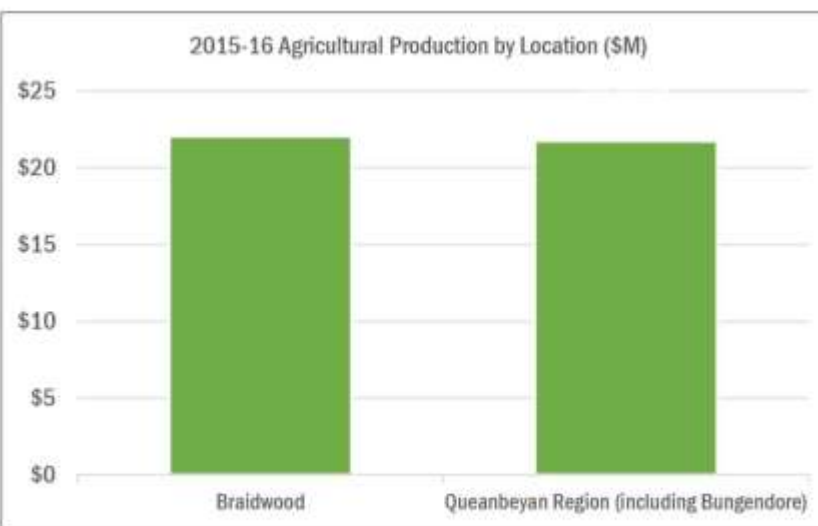
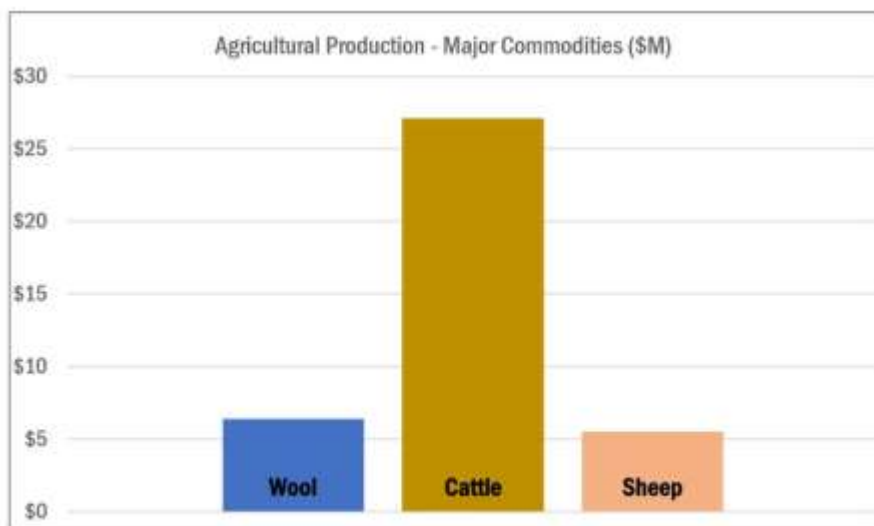


**Braidwood and surrounds are the Region's leading location for agricultural production, accounting for as much as the rest of the Region combined**

Production in Queanbeyan-Palerang is heavily oriented towards livestock and livestock products, which make up 90 per cent of production. Cattle production is concentrated in Braidwood, with wool and sheep production predominant in the rest of the Region.

### Cattle is the leading commodity of the Region

Cattle made up more than 60 per cent of all of the Region's production in 2015-16 at about \$27 million. Both wool and sheep production totalled about \$6 million each. Crop production in 2015-16 was about \$4 million.



Data source: Australian Bureau of Statistics, Value of Agricultural Commodities Produced 2015-16 (7503.0)

Note the available data does not precisely match the region's boundaries. The available SA2 boundaries have been used to match LGA boundaries to the extent possible.



## Employment Trends

Unemployment rates across Queanbeyan-Palerang have been substantially below NSW and Regional NSW averages for an extended period of time.

Over time, the unemployment rate in the Queanbeyan-Palerang has been roughly between:

- two to three percentage points below the State average
- two and a half to four percentage points below the regional NSW average.

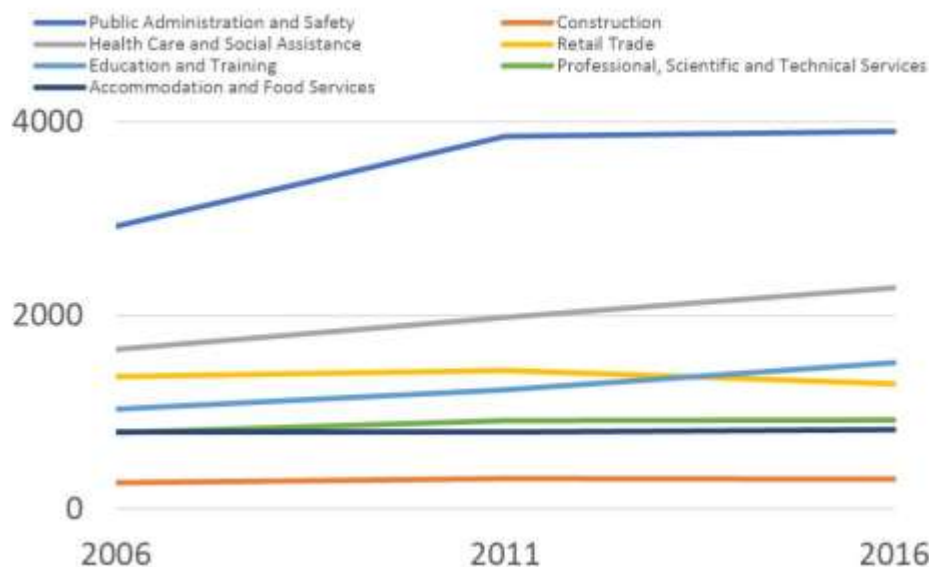
Together with its younger age demographic, these figures bear out that Queanbeyan-Palerang is a major 'working region' of the State.

Among Queanbeyan-Palerang's largest employment industries, the strongest jobs growth in the decade to 2016 was seen in Public Administration and Safety. Health Care & Social Assistance and Education and Training also saw substantial increases in jobs over the period.

Queanbeyan-Palerang Unemployment Rates, 2006 to 2016



Queanbeyan-Palerang - Major Employment Industries 2006 - 2016



## Key Economic Linkages to the ACT

### Labour exchanges across the State border are very significant

The pie charts right show the significant labour exchange between Queanbeyan-Palerang and the ACT. 63 per cent – about 18,500 people – of the workers living in Queanbeyan-Palerang work in the ACT meaning workers crossing the border to work in the ACT outnumber those living and working in the Region by 2:1.

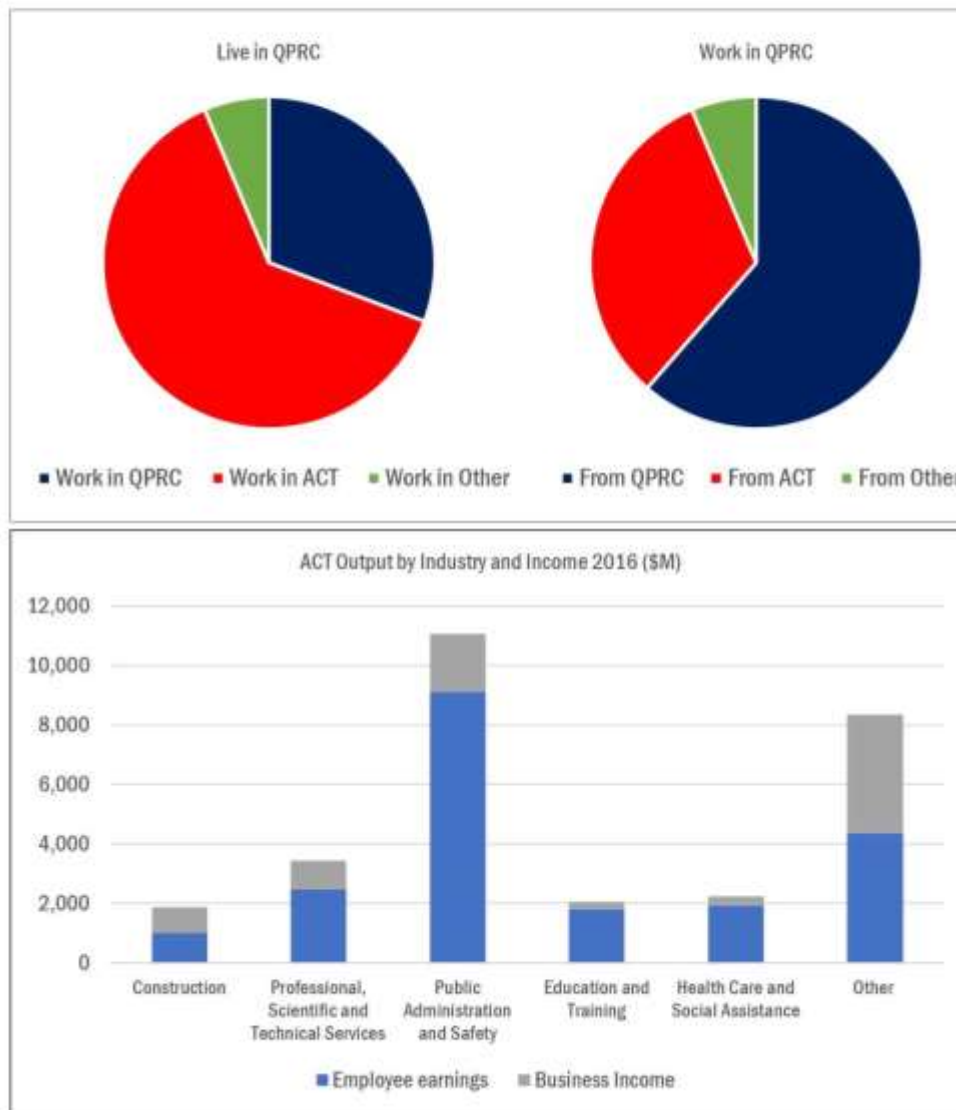
More than 4,700 people working in Queanbeyan-Palerang come from the ACT, accounting for about a third of jobs.

### Canberra's large and lucrative markets are a huge opportunity for Queanbeyan-Palerang residents

The ACT economy is much larger than Queanbeyan-Palerang's, with the ACT's five most significant industries producing close to \$20 billion a year. It is unsurprising that Australia's capital features public administration as its leading industry, supporting more than \$9 billion in worker income and almost \$2 billion in business profits.

The differences in scale show most opportunities today are located in the ACT, and this is likely to remain the case over time. This also frames the key economic imperatives for Queanbeyan-Palerang:

- closer integration with its large and lucrative neighbour
- complementary economic development to provide:
  - an alternative community for workers to reside in
  - an alternative climate for businesses to invest in
  - enhanced niche specialisations, such as:
    - Agriculture (14 times the ACT's concentration)
    - Manufacturing (5 times)
    - Construction (3 times)
    - distinctive tourism offerings.



Source: 2016 Census; Cadence Economics





## Endowments

Endowments are strengths that a regional economy possesses and can capitalise on. Economic principles suggest that endowments play a key role in the economic development of regions. The CERD in its Regional Economic Growth Enablers Report (2017) found that:

*the future of individual regional economies is inexorably linked to their natural endowments and attempts to retain or establish industries without an underpinning endowment are unlikely to succeed.*

Economic development policy should therefore focus on factors that enable the growth of endowment-based industries, as well as building local leadership and institutional capacity and capabilities to better enable businesses and public agencies to capitalise on the opportunities a region's endowments present. Endowments can lead to opportunities from which commercial and industrial interests may leverage and develop specialisations.

### Physical or geographic endowments

**Proximity to Canberra** – easy access to Canberra, an economy offering high quality jobs and a large market with the highest disposable incomes per head in the country, helps sustain Queanbeyan-Palerang's attractiveness.

**Proximity to Sydney** – Queanbeyan-Palerang is also situated about three hours from Australia's largest economy. While not as proximate as its access to Canberra, the Region is very well positioned relative to most of the remainder of regional NSW.

**Gateway to the Snowy Mountains and South Coast** – Queanbeyan-Palerang is also relatively close to the Snowy Mountains and South Coast. This offers a diversity of lifestyles and activities few regions can rival. This also offers opportunity to develop freight connections from the seaport at Eden to Queanbeyan and Canberra International Airport

**Queanbeyan River** – the river frontage in Queanbeyan provides considerable amenity, utilised through casual recreational activities, as well as for civic events.

**Arable land, State Forest and National Parks** – whether for traditional agriculture, forestry or emerging agricultural activities, the arable tracts of Queanbeyan-Palerang provide substantial yields for its communities.

### Built endowments

**Queanbeyan Regional Hospital** – the hospital offers a standard of service and availability that differentiates it from many other regional locations, including acute care, heart, general surgery and maternity services.

**Canberra Airport** – Canberra International Airport provides access for both inbound and outbound movements of goods and people. Situated only 10km from the Global Gateway of Canberra Airport, exploring opportunities to leverage freight, logistics and tourism will be important to enable associated sectors such as agriculture and precinct development.

**Braidwood's preserved heritage** – the well-preserved town of Braidwood has been heritage listed as a whole, forming a tourist attraction frequented by many visitors. More broadly, the Region offers insights into its modern origins as a centre for agriculture, the gold rush and arrival of nationhood.

**Rail Network** – the NSW Government Future Transport Strategy 2056 identifies Queanbeyan-Palerang is a part of a 'Global Gateway City' via its operating rail corridor connection from Canberra to Sydney. The potential of a Fast Train between Sydney and Canberra could provide significant economic stimulus for the region and potential for utilisation of rail for developing freight networks could be important given Queanbeyan's close position to the Canberra Airport and major road freight corridors.

**Kings Highway** – the Highway's east-west alignment serves important functions in both connecting the centres of Queanbeyan-Palerang and facilitating broader movements of people and goods between the ACT and the South Coast.

**Canberra Avenue and Piallago Avenue Corridor** – Canberra Avenue extends the access provided by the Kings Highway into the heart of economic activity in Canberra and Piallago Avenue provides easy access to Canberra Airport.

**Monaro Highway** – the north-south alignment of the Monaro Highway provides easy access to different parts of Canberra, as well as the Snowy Monaro region.



## Endowments

Queanbeyan-Palerang has exceptionally good economic prospects by virtue of its highly educated workers, proximity to the large Canberra market and access to highly influential institutions and excellent employment opportunities in the nation's capital. These factors sustain the ongoing attractiveness of the Region, as reflected in its high historical and projected rates of population growth. Each of these factors is also intrinsically related to Queanbeyan-Palerang's integration with the larger, neighbouring ACT economy.

The greatest risks presented by the Region's endowments relate to potentially avoidable obstacles to greater integration with the Canberra market, including differential rates and charges across the border and the availability of appropriately priced and scoped industrial land. If addressed, greater integration will see more economic opportunities located within Queanbeyan-Palerang itself, meaning more jobs closer to home and a stronger rate base for Council to fund community infrastructure and services. Similarly, the Region can become more effective, productive place if the path of freight movements through the Region's three major town centres on the Kings Highway can be harmonised with their roles as 'places for people'.

### Institutional endowments

**Queanbeyan-Palerang Regional Council** – the Council is a very able advocate for the Region's economy, proven to be proactive in engaging with its community in pursuit of development.

**Balance of Lifestyle, Social and Economic Opportunities** – the geographic positioning of Queanbeyan-Palerang offers a broad mix of lifestyle and economic opportunities. This variety of choice allows visitors or residents to combine a generally high quality of regional services with appealing places to live, work and play in coastal, riverine or hinterland settings.

**The Federal Government** – Federal Government agencies provide much of the immediate economic opportunity for Queanbeyan workers. The Federal Government also provides many cultural and educational institutions in Canberra that complement the attractions of Queanbeyan-Palerang itself.

**Aboriginal heritage** – the Region is home to the Ngambri/Ngunnawal, who it is believed first arrived in Queanbeyan around 20,000 years ago.

**Collaboration between community members** – the communities of the Region demonstrate a good degree of cohesion in supporting key development needs, even where formal organisations are not in place or are inactive.

**State Government Agencies** – State agencies play a number of key roles in the Region: as employers; as providers of key services; as owners of land that may merit re-purposing; and as regulators of private sectors activities.

**Local culture and food specialities** – Braidwood and Bungendore have high concentrations of arts and recreational services. Along with its natural environment, the Region also has emerging food manufacturing that could lend itself to Tourism.

**Canberra Region Joint Organisation (CRJO)** – the CRJO provides a leading forum for councils, State agencies and other stakeholders to work together at a regional level to identify shared priorities. The CRJO membership is made up of eight Local Government Areas in the Canberra region, advocating for all parts of the region in partnership to create vibrant communities.

### Human endowments

**Diverse specialised skill sets** – the sub-industry data suggests the workers of Queanbeyan-Palerang offer a diverse range of regional specialisations, including:

- Engines of Growth like:
  - Air Transport
  - Furniture and Other Wood Products
  - Computer and Electronics Manufacturing
  - Printing
- Enabling Industries like:
  - Computer System Design
  - Management Consulting
  - Scientific Research
  - Telecommunications
- Population Serving Industries like:
  - Central Government Administration
  - Defence
  - Public Order and Safety
  - State Government Administration
  - Construction.



## Specialisations

A simple form of analysis that can be used to gain an understanding of a region's competitive advantages is the Location Quotient (LQ) which measures the employment concentration in industry sectors within a regional economy, compared with the same sectors across NSW. The higher the LQ, the more specialised a region is in that industry relative to the rest of NSW. For the purpose of this analysis, specialisations as defined by LQs, are in turn used as a proxy measure for those sectors and industries that represent a region's true competitive advantages.\*

Importantly, while LQs are used in this document for that purpose, they are only a partial measure of those competitive advantages. Hence, they have been considered alongside additional qualitative evaluations and data analysis, such as Input-Output analysis, to arrive at the findings for the Region's Strategies.

The bubble chart shows selected industries in the regional economy in 2016, where:

- Industries with a larger 'bubble' employed more people
- Industries further above the horizontal line are more specialised when compared to NSW (LQ greater than 1.25), industries below the line are less specialised when compared to NSW
- Industries to the right of the vertical line grew faster between 2011 and 2016 than comparable industries across NSW; industries on the left grew more slowly. This value is calculated as the Region's industry growth rate less than the NSW growth rate for that industry, and is expressed in percentage points (ppts).

Compared to general trends for NSW, the largest positive localised employment changes were in activities like Agriculture, Forestry and Fishing, Manufacturing, Accommodation & Food Services and Transport, Postal & Warehousing. This profile suggests the Engines of Growth, most of which are land-intensive and reflect areas in which Queanbeyan-Palerang complements the ACT's endowments, have been most responsive to new opportunities over the past five years.

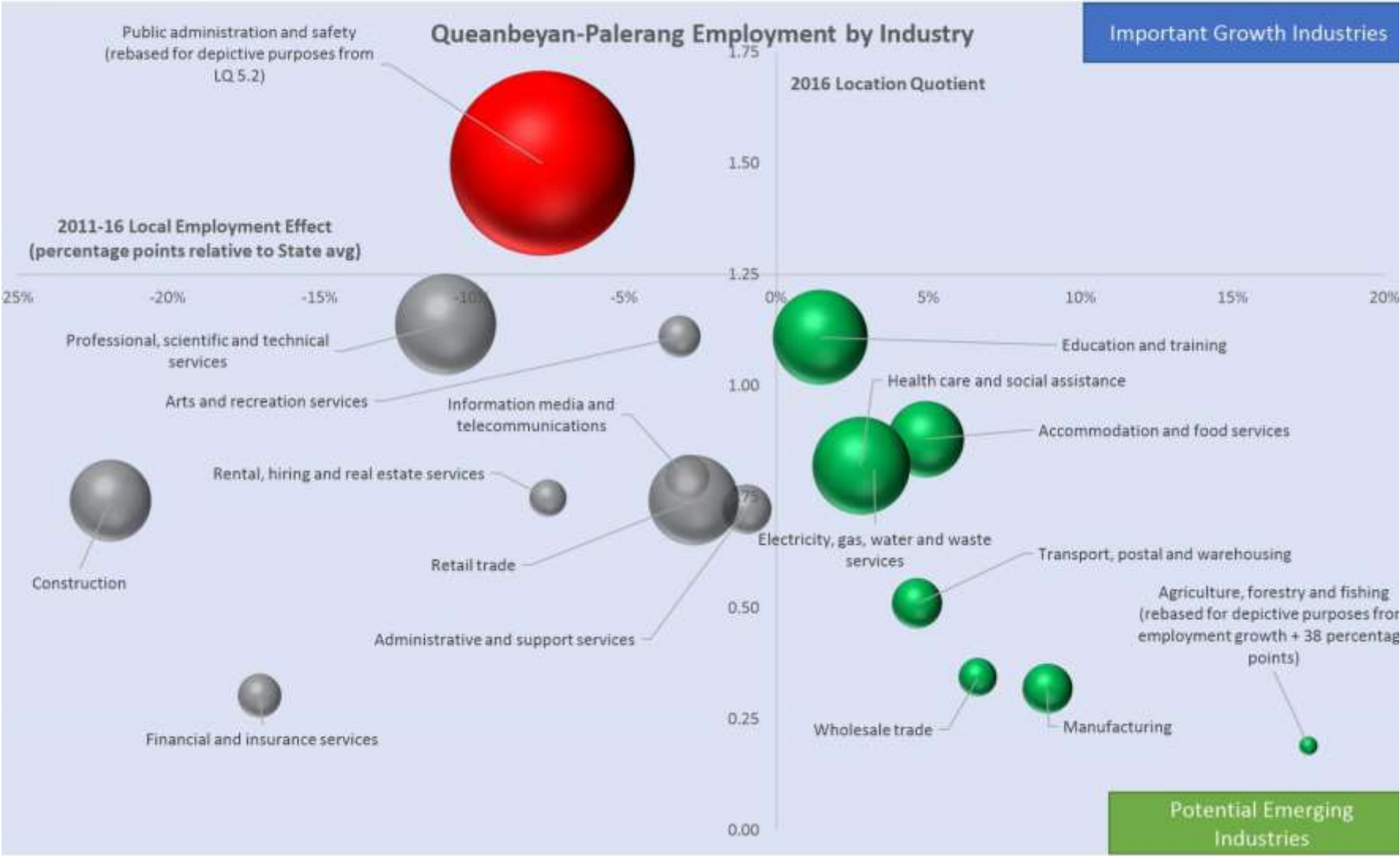
The lower localised employment growth effects are related to population serving and enabling industries. This suggests local employment growth in these sectors may be curtailed by proximity to clusters in the ACT, and/or by a lack of enabling infrastructure, land and services to support development of these clusters in Queanbeyan-Palerang.



\*A region's competitive advantage for an industry includes its ability to produce goods and services at a lower cost or differentiate its products from other regions, along with access to external factors which enhance business and operations/minimise risk (Stimson, Stough and Roberts, 2006).



# Specialisations and Shifts in Employment Over Time



## Specialisations

The primary industry specialisations of Queanbeyan-Palerang across the 'Engines of Growth', 'Enabling Industries' and 'Population Serving Industries' groupings are summarised below.

Among the **'Engines of Growth'**, specialisations are only evident on a sub-industry or limited locational basis.

Consultation and review of the data shows cattle production (around Braidwood), niche agriculture and tourism (both Braidwood and Bungendore) and advanced manufacturing (Queanbeyan) are leading specialisations of the Region.

Specific sub-industry specialisations include:

1. Postal and Courier Services
2. Accommodation, Cafes and Restaurants, Hospitality and Passenger Transport (Tourism industries)
3. Wood Product and Furniture Manufacturing
4. Machinery and Equipment Wholesaling
5. Computer and Electronics Manufacturing
6. Communication Equipment Manufacturing
7. Agriculture
8. Printing Services.

Among **'Enabling Industries'**, Information Media and Telecommunications and Professional, Scientific and Technical Services are Queanbeyan-Palerang's key specialisations

Specific sub-industry specialisations include:

1. Computer System Design
2. Building Cleaning, Pest Control and Gardening
3. Legal and Accounting
4. Architectural, Engineering and Technical Services
5. Real Estate
6. Management Consulting
7. Scientific Research
8. Telecommunications.

Among **'Population Serving Industries'**, Public Administration & Safety is Queanbeyan-Palerang's dominant specialisation, reflecting Canberra's role as the home of the public service. This is complemented by more modest specialisations in Arts and Recreation Services and Construction.

It is notable that for a Region with a relatively large population, Retail Trade is not a specialisation. However, with the proposed new retail developments in Googong, Jerrabomberra and actions under the Queanbeyan CBD Transformation Strategy, the Queanbeyan CBD Spatial Business Plan and Retail Growth Strategy could see retail trade grow and support an authentic 'main street' retail experience as a differentiator for the Queanbeyan-Palerang region economy

Specific sub-industry specialisations include:

1. Central Government Administration
2. Defence
3. Public Order and Safety
4. State Government Administration
5. Construction
6. Tertiary Education
7. Child Care Services
8. Health Care.





## Risks

Through consultation, the community contributed to the Strategy development process, by identifying issues today that may be central to the economic future. This included a range of risks that may impede Queanbeyan-Palerang from achieving its economic potential.

Addressing these risks is essential to realising this Strategy's economic Vision for the Region.

### Achieving Better Connectivity

- Heavy vehicle routes along the main streets of Queanbeyan, Braidwood and Bungendore create traffic congestion, undermine their roles as 'places for people' and put the safety of residents at risk.
- Deficiencies in telecommunications coverage means that the human capital and innovative capacity of Queanbeyan-Palerang's labour pool is underutilised.
- More frequent and reliable public and community transport systems within Queanbeyan-Palerang and beyond to Canberra can change the way people live and work for the better.
- Access to Canberra Airport for NSW taxis is highly regulated. NSW taxis can take passengers to the airport, but regulations prevent them from picking up passengers.
- Slow rail links from Sydney to Canberra via Bungendore and Queanbeyan are a disincentive to use rail for commuter and visitor disbursement.

- The sole east /west commute and passenger road corridor along Canberra Avenue and Bungendore road provides inefficiencies and potential issues with the growing population in the Bungendore and Googong areas.

### Leveraging Resources, Skills and Jobs

- CBD property owners are electing to keep properties vacant rather than reducing rents, reducing economic activity.
- Scarcity of "right sized" industrial and employment land in Queanbeyan-Palerang is constraining development.
- Land release for residential areas is encroaching on industrial sites. Existing businesses are unable to grow or expand, and it is impacting on the efficiency of their operations relative to the scale they can achieve in Canberra.
- Training offered in Canberra is not readily accessible for Queanbeyan-Palerang workers, as job seekers can't access subsidised places.
- A small animal abattoir would cater to local farmer needs and opportunities.

### Enhancing Liveable Communities

- Better 'Places for People' in the centre of Queanbeyan, Bungendore and Braidwood requires delineating freight from pedestrian traffic.
- A lack of potable water services and flooding issues is holding back housing supply in Bungendore.
- Bungendore's main street needs to be better integrated with its showground.

- Affordable housing is in short supply.
- Braidwood needs traffic, drainage and sewerage solutions for its main street that are sensitive to its heritage values.
- Cultural, sporting and other social amenities and events should be enhanced. A sports precinct can attract people from the ACT every week to Queanbeyan, as well as providing capacity for elite sporting events and training.
- Essential infrastructure needs to be provided in sequence to best support new residential development.
- Cross Border Issues – unique to the area is the different regulatory environment on each side of the border. This complicates and disables the ability for effective public transport service delivery, leads to differential business cost establishment and flight corridor planning issues amongst other things.

### New Ideas

- Queanbeyan is disadvantaged in key respects relative to Canberra for both cost and regulatory imposts on business and the thresholds at which they apply.
- Small to medium enterprises face high start-up and development costs in Queanbeyan-Palerang and lower thresholds for taxes like payroll tax.
- Potential businesses in Bungendore face substantive costs for car parking spaces for no substantive change in land use.

## Risks

- Operational conditions enforced on businesses for noise, energy, fire and waste impede productivity and drive up costs excessively.
- Many buildings in Queanbeyan-Palerang are heritage listed, making it very difficult to reuse or adapt existing buildings for economic activities.
- Queanbeyan-Palerang's business communities lack a peak body and act informally.
- Small to medium enterprises in the Agriculture sector need better definitions from State regulation to reduce development costs.





## Strategy

The four Strategy elements for the Region link directly to the opportunities presented by the Region's endowments and specialisations and also aim to address some key regional risks.

The Strategy elements were derived from an analysis of the endowments that underpin the Region's strengths, followed by examination of current industry specialisations and emerging specialisations, identified in consultation with the community and councils.

Each element is accompanied by a set of early actions, which should be interpreted simply as example actions derived from the preliminary application of the strategy framework. It is therefore expected that there will be other actions capable of contributing to the attainment of the Region's vision that are yet to be identified. Consequently, an action's alignment with the Strategy is the primary strategic consideration, rather than it being listed in this document, and all proposed actions will be subject to further qualitative and quantitative evaluative processes.

We previously saw the Queanbeyan-Palerang diversified economy incorporates a broad range of strengths, spanning:

- Engines of Growth like air transport, computer and electronics manufacturing, tourism and agriculture
- Enabling Industries like computer system design and scientific research
- Population Serving Industries like central government administration, defence and health care.

This also frames the key economic imperatives for Queanbeyan-Palerang:

- closer integration with its large and lucrative neighbour
- complementary economic development to provide:
  - an alternative community for workers to reside in
  - an alternative climate for businesses to invest in
  - enhanced niche specialisations, like agriculture, manufacturing, construction and distinctive tourism offerings.

Ongoing population growth over an extended period of time has supported the Region's development. This has seen local markets for populating serving activities grow significantly.

These strengths inform the strategic elements:

1. Improve the digital connectivity to Harness the Innovative Capacity of the Workforce
2. Re-establish the Town Centres as 'Places for People'
3. Grow the Population and Internal Markets of the Region
4. Further Develop Specialised Agriculture and Food and Cultural Tourism.





## 1. Improve Digital Connectivity and Access to Harness the Innovative Capacity of the Workforce

### Strategic Context

Queanbeyan-Palerang is fortunate to have access to a number of endowments that lend it productive potential well beyond levels typical for regional NSW. Foremost among these endowments are:

- its highly educated workforce
- advanced manufacturing firms
- proximity to Canberra, home to many of Australia's leading cultural, educational, scientific and social institutions.

Despite the complementary role Queanbeyan-Palerang plays with respect to Canberra in supporting land-intensive production activities like manufacturing, consultation revealed a scarcity of appropriately scoped industrial land, and tax and regulation differentials were constraining development in this sector.

To make the most of its endowments, Queanbeyan-Palerang should focus on facilitating cluster development for its high skill, high value add activities. An immediate opportunity relates to the proposed South Jerrabomberra Defence & Technology Precinct. A secondary priority should be improving regional digital and mobile connections, in order to improve the capacity of its workers to work flexibly and connect to markets much further afield.

**Infrastructure Priorities** South Jerrabomberra Defence & Technology Precinct and digital connectivity infrastructure

### Opportunities

- Position Queanbeyan-Palerang as a Smart City.
- Activate industrial land that utilises the Region's hi-tech workforce specialisations.
- Secure reliable, high capacity regional digital and mobile connections for the Region's creative and innovative workforce.
- Work on cross-border collaboration to address tax and regulations gaps.
- Enhance transport accessibility and connectivity between Queanbeyan-Palerang region and Canberra to support cross border travel flow.

### Actions

- Develop a South Jerrabomberra Defence & Technology Precinct Business Case.
- Pursue a partnership with Canberra Institute of Technology, Australian National University and the University of Canberra to develop Queanbeyan-Palerang's entrepreneurial ecosystem.
- Implement the QPRC Digital Economy and Smart Community Strategy.
- Develop an Innovation Strategy.
- Advocate for an Australian Public Service Smart Work Hub in Queanbeyan.
- Develop a Business Innovation Hub in Queanbeyan.
- In collaboration with the private sector, audit digital connectivity blackspots and identify technical solutions.
- Investigate regional/remote Wi-Fi connectivity solution.
- Work with the ACT to develop a Public Transport Integration Strategy.
- Undertake a feasibility study for commuter rail options in the Bungendore to Canberra corridor.
- Continue to advocate for a Fast Train network from Sydney to Canberra.

### Candidate Projects

- South Jerrabomberra Innovation Precinct
  - Defence and Technology Industrial Park
  - Enabling road works
  - Utilities corridor
  - Business park
  - Rail Freight Intermodal
- Queanbeyan-Palerang Business Innovation Hub.



## 2. Re-establish the Town Centres as 'Places for People'

### Strategic Context

The Kings Highway corridor is highly significant from both an economic and social perspective, providing the primary point of access between the Region's three major centres. Beyond Queanbeyan, the corridor becomes Canberra Avenue, the immediate access point to many of the economic opportunities residents find within the ACT's borders.

While the Kings Highway is highly valuable as a movement corridor, it nonetheless creates conflict with the intended economic land use outcomes for the three town centres disrupted by its current alignment. This reduces the amenity and productivity of these centres. In particular, Transport for NSW's new 'Movement and Place' framework includes a core principle that freight corridors should be separated from "places for people" so both can function more efficiently.

The Ellerton Drive Extension, presently in delivery, will provide Queanbeyan's CBD relief from freight traffic through a bypass from mid 2020. The immediate next step for the Region should be developing a program business case of initiatives to make the most of this opportunity. Thereafter, a business case for bypasses of Bungendore and Braidwood and similar complementary investment programs should be developed. Over the medium term, options to better integrate these centres with Canberra through better public transport services should be investigated.

### Infrastructure Priorities

Queanbeyan CBD Transformation, consolidation of QPRC Offices & Town bypasses of Bungendore and Braidwood.

### Opportunities

- Reinstatement of the main streets as a "Places for People".
- Delineate freight corridors from "Places for People".
- Improve connections between Canberra and Queanbeyan-Palerang with better integration of public transport services.

### Actions

- Develop a program business case for revitalising the Queanbeyan CBD.
- Develop Town Bypass business cases for Braidwood and Bungendore.
- Review measures to encourage landlords to let and improve their properties, including rate incentives to do so.
- Work with the ACT to develop a Public Transport Integration Strategy.
- Undertake a feasibility study for commuter rail options in the Bungendore to Kingston corridor.
- Implement the Retail Growth Strategy and Queanbeyan CBD Spatial Business Plan to support the development of an authentic 'main street' retail experience as differentiator for the local economy.

### Candidate Projects

- Queanbeyan CBD Transformation
- Consolidation of the QPRC Offices
- Kings Highway bypass study for Braidwood and Bungendore
- Light rail network extension to Queanbeyan
- Commuter Rail from Bungendore to Queanbeyan to Canberra.



### 3. Grow the Population and Internal Markets of the Region

#### Strategic Context

The combination of lifestyle and economic opportunity enjoyed in Queanbeyan-Palerang is a key factor contributing to the significant population growth enjoyed in the Region over the past decade. Many of the endowments supporting the Region's attractiveness are in the ACT rather than NSW, emphasising the significant 'satellite' relationship and relatively close integration between the Region and the nation's capital.

Nonetheless, there is more Queanbeyan-Palerang can do to further enhance its own attractiveness, grow its own markets and further increase its integration with Canberra. Priority measures should include developing a portfolio of enabling infrastructure projects to facilitate housing supply and new industrial land, a cross border comparison of charges and regulatory impositions and developing a business case for the proposed Jerrabomberra Sports Precinct.

#### Infrastructure Priorities

Utilities infrastructure supporting housing supply and new industrial land release

##### Opportunities

- Provide enabling infrastructure for new industrial and housing developments.
- Improve access to cultural, sporting and social facilities and services within Queanbeyan-Palerang.
- Level out the cross-border cost and regulatory differentials.
- Engage in transformative partnerships with local, state and federal governments.
- Accommodate an ageing population through integrating aged care and health services.
- Improve freight connectivity from the Kings Highway corridor.
- Explore the development of Freight Hub to support industry growth in the region.

##### Actions

- Develop a Queanbeyan-Palerang Water Security Program business case.
- Work with energy suppliers to identify infrastructure to support housing supply and industrial expansion, including renewable energy infrastructure.
- Develop a Jerrabomberra sports precinct business case.
- Leverage the Health, Wellbeing and Community Services SkillsPoint in Queanbeyan to work with Industry to identify and address gaps in social and community services.
- Undertake a study of cross-border business costs and regulatory impositions, and consider options including a Special Economic Zone.
- Advocate for a City Deal in collaboration with the ACT Government to address cross border issues.
- Advocate for harmonisation of Canberra Airport transport access regulations.
- Work with industry in investigating innovative solutions to energy and waste management constraints including renewable energy opportunities and solutions.
- Trial a Business Improvement District as an alternative to a Business Chamber in Queanbeyan.
- Undertake a feasibility study for freight network development (such as an intermodal) in Queanbeyan.

##### Candidate Projects

- Bungendore Water Supply System
- Queanbeyan Sewage Treatment Plant Upgrade
- Googong Recycled Water System
- Queanbeyan Regional Sports Facilities.
- Queanbeyan-Palerang Intermodal Freight Futures Study





#### 4. Further Develop Specialised Agriculture and Food and Cultural Tourism

##### Strategic Context

The Region holds significant advantages in specialised agriculture and tourism that should be cultivated.

Consultations suggest Braidwood's well-established, highly productive beef cattle specialisation functions well, but smaller, developing niche agricultural activities demonstrating significant innovative capacities located around both Bungendore and Braidwood are impeded by a range of regulatory and infrastructure constraints. An immediate priority should be investigating the feasibility of the small animal abattoir concept proposed by stakeholders.

Similarly, the release of the new Destination Management Plan has provided a point of focus for further efforts to grow the Region's visitor economy. Specifically, the Region should seek to leverage existing tourism strengths, like its Aboriginal and European settlement history and Braidwood's well-preserved town, by developing new arts, food and cultural offerings.

##### Infrastructure Priorities

Small Animal Abattoir.

##### Opportunities

##### Actions

##### Candidate Projects

- Leverage Queanbeyan-Palerang's proximity to Canberra to promote its arts, food, drink and cultural strengths.
- Develop the regions agricultural sector.
- Celebrate and embrace indigenous and multicultural heritage.
- Take advantage of expanding tourism, promotion and export opportunities of the region given the available domestic and international connections and that may be facilitated by the Canberra International Airport.
- Develop a tourism brand for the region.

- Work with the Small Business Commissioner to look at regulatory barriers to agri-business and agri-tourism.
- Review the LEP and planning policies to remove grey areas around the development of farm-gate agri-business and agri-tourism business.
- Investigate abattoir options for Bungendore and Braidwood.
- Explore opportunities that ag-tech advancements may offer the region to boost capacity, efficiency and innovation in the sector.
- Provide greater access to and awareness of indigenous and multicultural heritage.
- Work with the Canberra Region Joint Organisation (CRJO) and Visit Canberra to develop or leverage joint marketing initiatives to promote the region
- With the CRJO and Canberra Airport to (1) investigate the opportunity for Canberra Region produce and products placement in the Canberra airport to support the QPRC Tourism Plan objectives, (2) further ongoing development of export freight opportunities in agriculture and general industry.
- Conduct a consumer facing branding exercise for the QPRC LGA
- Leverage the Canberra Region brand where possible
- Further develop the Queanbeyan-Palerang Events Program.

- Small Animal Abattoir
- Queanbeyan-Palerang Regional Council Tourism Accommodation and Events Plan
- Tourism projects as per Queanbeyan-Palerang Regional Council Tourism Plan.

## Queanbeyan-Palerang Enablers

Strategies and Early Stage Actions				
Enablers	Improve Digital Connectivity and Access to Harness the Innovative Capacity of the Workforce	Re-establish Town Centres as 'Places for People'	Grow the Population & Internal Markets	Further Develop Specialised Agriculture and Food and Cultural Tourism
People and Skills	<ul style="list-style-type: none"> <li>Pursue a partnership with Canberra Institute of Technology, Australian National University and the University of Canberra to develop Queanbeyan-Palerang's entrepreneurial ecosystem.</li> </ul>		<ul style="list-style-type: none"> <li>Leverage the Health, Wellbeing and Community Services SkillsPoint in Queanbeyan to work with Industry to identify and address gaps in social and community services.</li> </ul>	<ul style="list-style-type: none"> <li>Explore opportunities that ag-tech advancements may offer the region to boost capacity, efficiency and innovation in the sector.</li> <li>Provide greater access to and awareness of indigenous and multicultural heritage.</li> <li>Conduct a consumer facing branding exercise for the QPRC LGA.</li> </ul>
Utilities	<ul style="list-style-type: none"> <li>In collaboration with the private sector, audit digital connectivity blackspots and identify technical solutions.</li> <li>Investigate regional/remote Wi-Fi connectivity solution.</li> </ul>		<ul style="list-style-type: none"> <li>Work with energy suppliers to identify infrastructure to support housing supply and industrial expansion, including renewable energy infrastructure.</li> </ul>	

## Queanbeyan-Palerang Enablers

Strategies and Early Stage Actions				
Enablers	Improve Digital Connectivity and Access to Harness the Innovative Capacity of the Workforce	Re-establish Town Centres as 'Places for People'	Grow the Population & Internal Markets	Further Develop Specialised Agriculture and Food and Cultural Tourism
Government, regulation, services and information	<ul style="list-style-type: none"> <li>Implement the QPRC Digital Economy and Smart Community Strategy.</li> <li>Develop an Innovation Strategy.</li> <li>Advocate for an Australian Public Service Smart Work Hub in Queanbeyan.</li> <li>Work with the ACT to develop a Public Transport Integration Strategy.</li> <li>Continue to advocate for a Fast Train network from Sydney to Canberra.</li> </ul>	<ul style="list-style-type: none"> <li>Review measures to encourage landlords to let their and improve properties, including rate incentives to do so.</li> <li>Work with the ACT to develop a Public Transport Integration Strategy.</li> <li>Implement the Retail Growth Strategy and Queanbeyan CBD Spatial Business Plan to support the development of an authentic 'main street' retail experience as differentiator for the local economy.</li> </ul>	<ul style="list-style-type: none"> <li>Undertake a study of cross-border business costs and regulatory impositions and consider options, including a Special Economic Zone.</li> <li>Advocate for a City Deal in collaboration with the ACT Government.</li> <li>Advocate for harmonisation of Canberra Airport transport access regulations.</li> <li>Trial a Business Improvement District as an alternative to a Business Chamber in Queanbeyan.</li> </ul>	<ul style="list-style-type: none"> <li>Work with the Small Business Commissioner to look at regulatory barriers to agri-business and agri-tourism.</li> <li>Review the LEP and planning policies to remove grey areas around the development of farm-gate agri-business and agri-tourism business.</li> <li>Work with the Canberra Region Joint Organisation (CRJO) and Visit Canberra to develop or leverage joint marketing initiatives to promote the region</li> <li>With the CRJO and Canberra Airport: <ul style="list-style-type: none"> <li>investigate the opportunity for Canberra Region produce and products placement in the Canberra airport to support the QPRC Tourism Plan objectives</li> <li>further ongoing development of export freight opportunities in agriculture and general industry.</li> </ul> </li> <li>Leverage the Canberra Region brand where possible.</li> <li>Further develop the Queanbeyan-Palerang Events Program.</li> </ul>



## Queanbeyan-Palerang Enablers

Strategies and Early Stage Actions				
Enablers	Improve Digital Connectivity and Access to Harness the Innovative Capacity of the Workforce	Re-establish Town Centres as 'Places for People'	Grow the Population & Internal Markets	Further Develop Specialised Agriculture and Food and Cultural Tourism
Infrastructure	<ul style="list-style-type: none"> <li>Develop a Business Innovation Hub in Queanbeyan.</li> <li>Develop a South Jerrabomberra Defence &amp; Technology Precinct Business Case.</li> <li>Regional/remote Wi-Fi Connectivity Solution.</li> <li>Undertake a feasibility study for commuter rail options in the Bungendore to Canberra corridor.</li> </ul>	<ul style="list-style-type: none"> <li>Develop a program business case for revitalising the Queanbeyan CBD.</li> <li>Develop Town Bypass business cases for Braidwood and Bungendore.</li> <li>Undertake a feasibility study for commuter rail options in the Bungendore to Kingston corridor.</li> </ul>	<ul style="list-style-type: none"> <li>Develop a Queanbeyan-Palerang Water Security Program business case.</li> <li>Develop a Jerrabomberra sports precinct business case.</li> <li>Work with industry in investigating innovative solutions to energy and waste management constraints including renewable energy opportunities and solutions.</li> <li>Undertake a Queanbeyan-Palerang intermodal freight futures study.</li> </ul>	<ul style="list-style-type: none"> <li>Investigate abattoir options for Bungendore and Braidwood.</li> </ul>

## Implementation Plan

Strategy implementation will be overseen by the CEO of Queanbeyan-Palerang Regional Council, drawing on the advice of the Economic Advisory Panel, staff and broader stakeholders as appropriate.

The effective implementation of the Strategy will involve the key stakeholders and regional community that contributed to its development, including State government agencies and local entities.

The completion of this document is intended to be the first stage of an ongoing process where new specific actions to further progress towards the Vision are identified through application of the framework.

The CEO will meet regularly to track progress and liaise with the Regional Director, Southern NSW, NSW Department of Premier and Cabinet. These meetings could also be used to check the Strategy's progress and review against current grant opportunities.

After two years, a formal review of the Action Plan and associated governance processes will be initiated, producing a brief report card to be published as an addendum to the Economic Development Strategy.

This will also provide an opportunity to update the Action Plan for new or modified actions in view of key economic, social, environmental and policy changes.

After four years, an Advisory Committee will also begin the process of updating or refreshing the Strategy.



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Developed with the support of the NSW Government as part of the Regional Economic Development Strategies program to assist local councils and their communities in regional NSW.



# **QUEANBEYAN-PALERANG REGIONAL COUNCIL**

## **Planning and Strategy Committee of the Whole Meeting Attachment**

**14 NOVEMBER 2018**

ITEM 6.1                      REGIONAL ECONOMIC DEVELOPMENT STRATEGY

ATTACHMENT 4      REGIONAL ECONOMIC DEVELOPMENT STRATEGY -  
SUPPORTING ANALYSIS





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## Preamble

The Regional Economic Development Strategy for the Queanbeyan-Palerang Region is presented in two documents, the *Queanbeyan-Palerang Regional Economic Development Strategy 2018–2022* (the Strategy) which allows the reader to easily determine key content, and the *Queanbeyan-Palerang Regional Economic Development Strategy 2018–2022: Supporting Analysis* (Supporting Analysis), which details the methodology, evidence and the strategy development process.

Both the Strategy and Supporting Analysis have been developed with the support of the NSW Government as part of the Regional Economic Development Strategies program to assist local councils and their communities in regional NSW.

For further information about the Regional Economic Development Strategies program please contact the CERD on 02 6391 3025 or [CERD@dpc.nsw.gov.au](mailto:CERD@dpc.nsw.gov.au).



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## Appendix A – The Queanbeyan-Palerang Economy

## Resident Profile

Since 1970 the median age in NSW has been increasing. In general, ageing is pronounced in regional areas. However Queanbeyan-Palerang is an exception, with a median age of 37.5, marginally lower than NSW and markedly lower than Regional NSW (38 and 42.5).

Queanbeyan-Palerang has a significantly lower Age Dependency Ratio compared to NSW and Regional NSW. The Region's Youth Dependency Ratio (28.7 percent) is on par with NSW (28.4 percent) and also regional NSW (28.4 percent); highlighting Queanbeyan-Palerang's proportionally higher working population even by regional standards.

The NSW Intergenerational Report (2016) projects that regional aged dependency ratios are expected to increase over the next 15 years to as high as 42 per cent for the State.

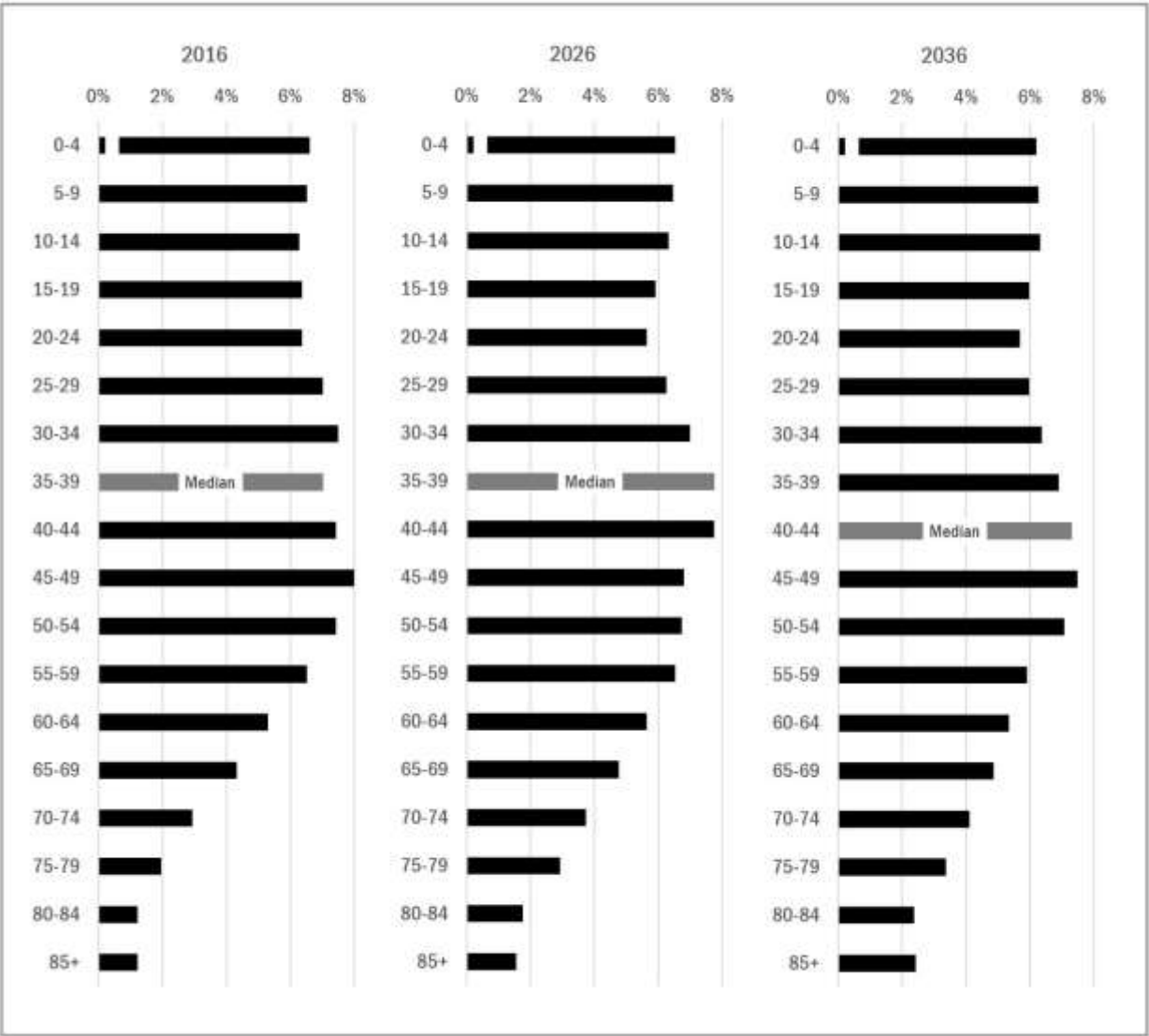
	QPRC	NSW	Regional NSW
Age Dependency Ratio (>65 / 15-64)	17.8%	25%	34.8%
Youth Dependency Ratio (<15 / 15-64)	28.7%	28.4%	28.4%
Dependency Ratio (Sum of the two)	46.5%	53.4%	65.4%
Proportion of Young Persons (<15/all)	19.6%	18.5%	18.5%
Proportion of Old Persons (>65/all)	12.2%	16.3%	21.1%
Median Age 2016	37.5	38	42.5



Population Forecast

NSW Department of Planning and Environment estimates that by 2036, Queanbeyan-Palerang’s population is forecast to be around 86,200 people.

The median age group is expected to increase from 35-39 to 40-44 by 2036.  
This indicates Queanbeyan-Palerang’s population would be dominated by older workers in the future.



## Age Location Quotient

The age location quotients show the relative under/over representation of an age group in the Queanbeyan-Palerang Region compared to either the NSW average or the regional NSW average.

Location quotients below 1 show underrepresentation in the local cohort compared to the reference group. Quotients over 1 show overrepresentation locally compared to the reference group.

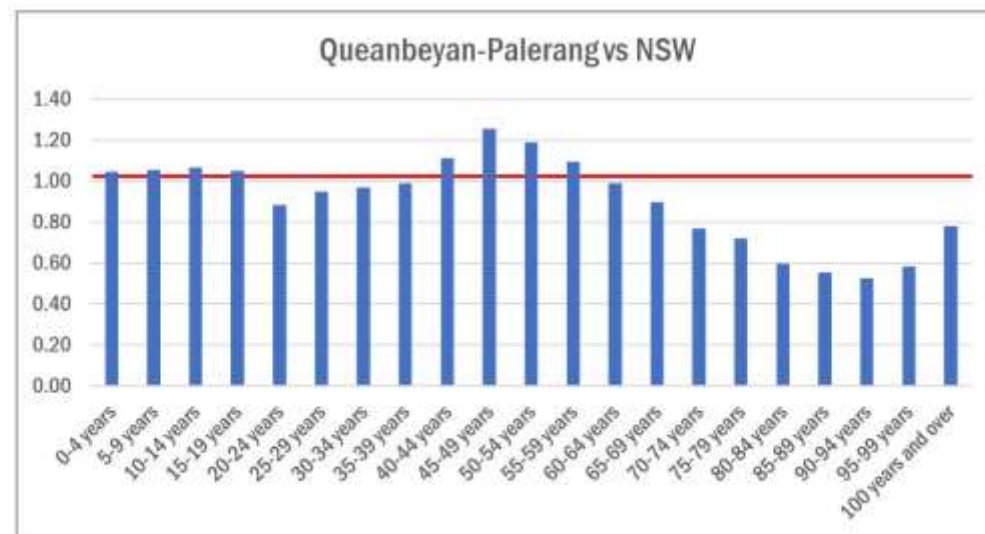
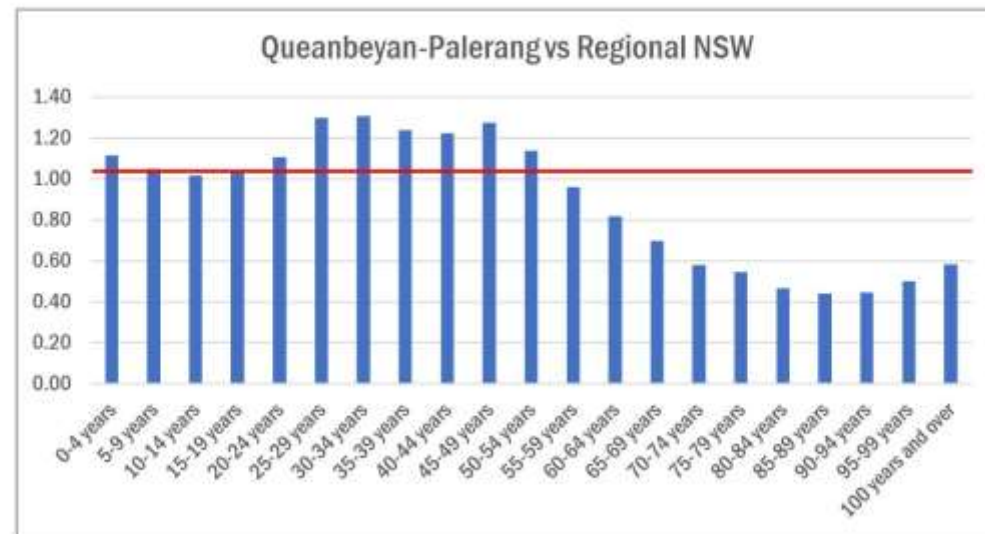
Compared to Regional NSW, Queanbeyan-Palerang is relatively overrepresented in its working age demographic.

This is due to Queanbeyan-Palerang's proximity to Canberra's labour markets, drawn to Queanbeyan-Palerang's relatively affordable housing compared to Canberra.

The sharp decline over the demographic cohorts concludes with underrepresentation of older population, suggestive of migration to amenity regions after retirement.

In summary, Queanbeyan-Palerang is close to state-wide norms, excepting:

- a bulge of middle to late working ages
- a sharp decline beyond retirement age thresholds.



## Housing Ownership & Affordability

Outright ownership of homes is lower in Queanbeyan-Palerang relative to prevailing rates for NSW overall. Unusually for regional NSW, mortgage payments in the Region are higher than the State average, reflective of high incomes. Rents nonetheless are below State averages.

Location	% of Dwellings Owned Outright	Monthly Mortgage Repayments	Median Weekly Rent
Queanbeyan-Palerang	27.6%	\$2,100	\$300
NSW	32.2%	\$1,986	\$380

## Educational Attainment

Queanbeyan-Palerang is a marginally underrepresented for people with a Bachelor or Postgraduate qualification (22.5 per cent) when compared to the NSW average (24.2 per cent).

However, the Region has a marginally higher proportion of its population qualified at Certificate Level (18.8 per cent to 16.6 per cent) representing a higher need/demand for more skills-based work.

	QPRC	NSW
Bachelor or Postgraduate Qualification	22.5%	24.2%
Advanced Diploma	14.2%	11.8%
Certificate Level	18.8%	16.6%

## Internet Connection in Dwellings

Queanbeyan-Palerang has a higher proportion of its population (84.4 per cent) connected to the internet compared to the prevailing rate for NSW (82.5 per cent). However, during the stakeholder consultation, issues were raised about quality of the speed and coverage of mobile connectivity.

	QPRC	NSW
Internet not accessed from dwelling	13.1%	14.7%
Internet accessed from dwelling	84.4%	82.5%
Not stated	2.5%	2.8%

## Indigenous Population

Queanbeyan-Palerang's Aboriginal and/or Torres Strait Islander representation is close to State averages (3.1 per cent against 2.9 per cent).

	QPRC	NSW
% of Population Aboriginal and/or Torres Strait Islander People	3.1%	2.9%

## Occupation Profile and Labour Mobility

Professionals, Clerical and Administrative Workers and Managers are the leading occupational classifications in Queanbeyan-Palerang.

Each of these classifications make up around 15 to 20 per cent of the Region's labour force.

When compared to the overall composition of the State's labour force, the Region is:

- most strongly overrepresented for Clerical and Administrative Workers and Managers
- most strongly underrepresented for Machinery Operators & Drivers.

This profile is broadly consistent with the Region's economic emphasis on public service specialisations.

As covered elsewhere in the Strategy, relatively high rates of labour exchange across the border into the ACT underline the economic linkages between the two areas in a common market. Less than 6 per cent of the Region's working population is employed outside of Queanbeyan-Palerang or the ACT.

**Occupational Profile for Queanbeyan-Palerang**

Occupation	# Queanbeyan-Palerang	% of the Labour Force	Location Quotient
Managers	4,735	16.5%	1.20
Labourers	2,114	7.4%	0.82
Machinery Operators & Drivers	1,346	4.7%	0.75
Technicians and Trades Workers	3,924	13.7%	1.06
Clerical & Admin Workers	5,384	18.7%	1.33
Community & Personal Service Workers	3,026	10.5%	1.00
Professionals	5,883	20.5%	0.85
Sales Workers	2,308	8.0%	0.86
<b>TOTAL</b>	<b>28,720</b>	<b>100.0%</b>	<b>1.00</b>

**Labour Mobility within Queanbeyan-Palerang**

	Works in the Region	Works in a neighbouring Region
Queanbeyan-Palerang	94.1%	5.9%

Unemployment Trends

Unemployment rates across Queanbeyan-Palerang have been substantially below NSW and Regional NSW averages for an extended period of time.

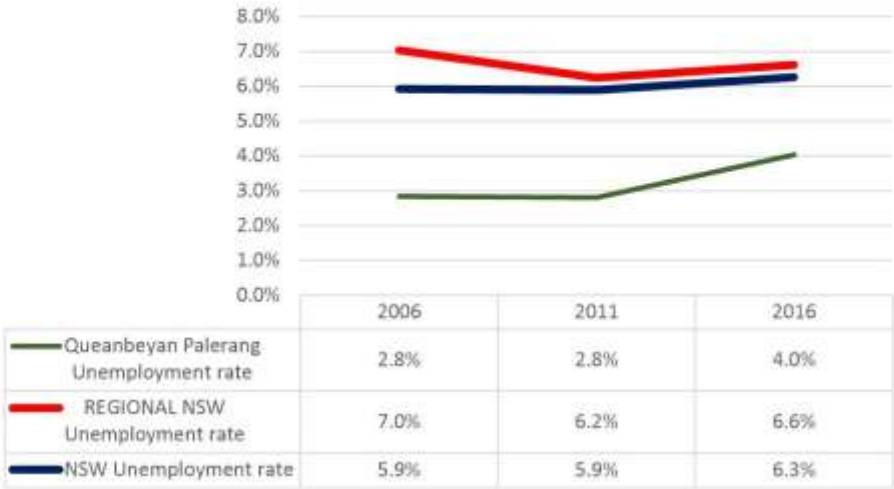
Over time, the unemployment rate in the Queanbeyan-Palerang has been roughly between:

- two to three percentage points below the State average
- two and a half to four percentage points below the regional NSW average.

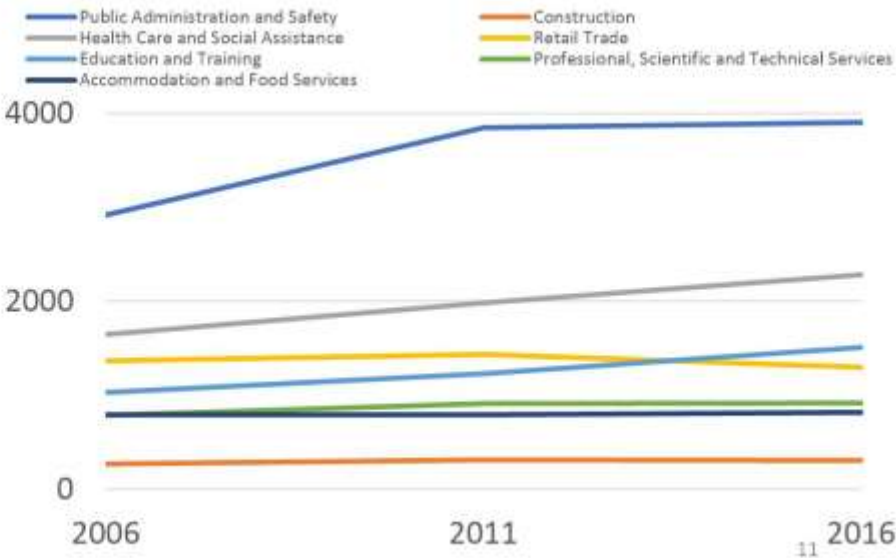
Together with its younger age demographic, these figures bear out that Queanbeyan-Palerang is a major 'working region' of the State.

Among Queanbeyan-Palerang's largest employment industries, the strongest jobs growth in the decade to 2016 was seen in Public Administration and Safety. Health Care & Social Assistance and Education and Training also saw substantial increases in jobs over the period.

Queanbeyan-Palerang Unemployment Rates, 2006 to 2016

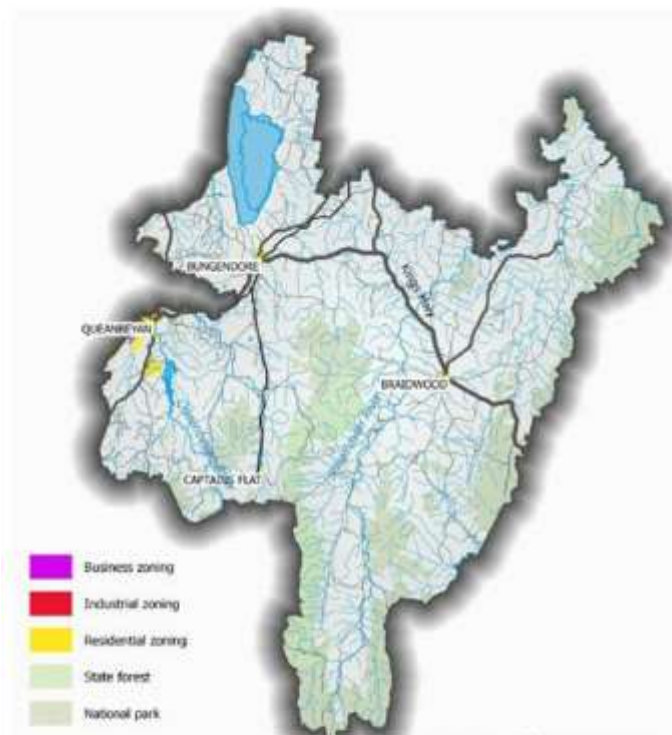


Queanbeyan-Palerang - Major Employment Industries 2006 - 2016





# Queanbeyan-Palerang



**GRP**  
**\$1,611 M**



**5,319 km<sup>2</sup>**  
**area**

**Employment by Industry**  
**Top 3**

Public Administration and Safety	25.5%
Construction	10.1%
Health Care and Social Assistance	9.6%

**\$933**

**Weekly Median Income**



**96.0%**  
are employed

unemployment

**4.0%**



**19.6%**

of population  
are younger  
than  
than 15



**QPRC**



**38**

**Median Age**



**Population**

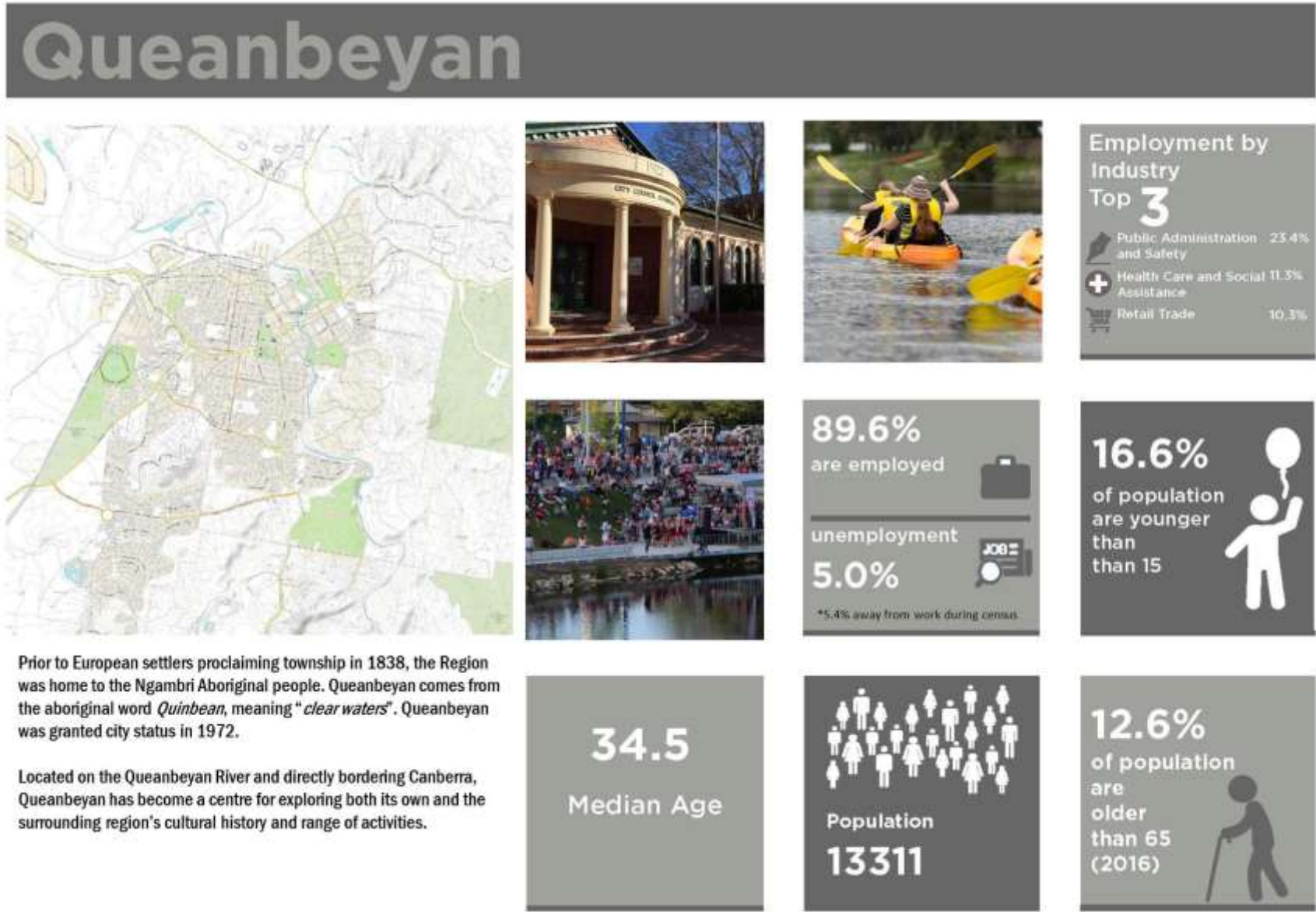
**56,027**

**12.2%**

of population  
are  
older  
than 65  
(2016)

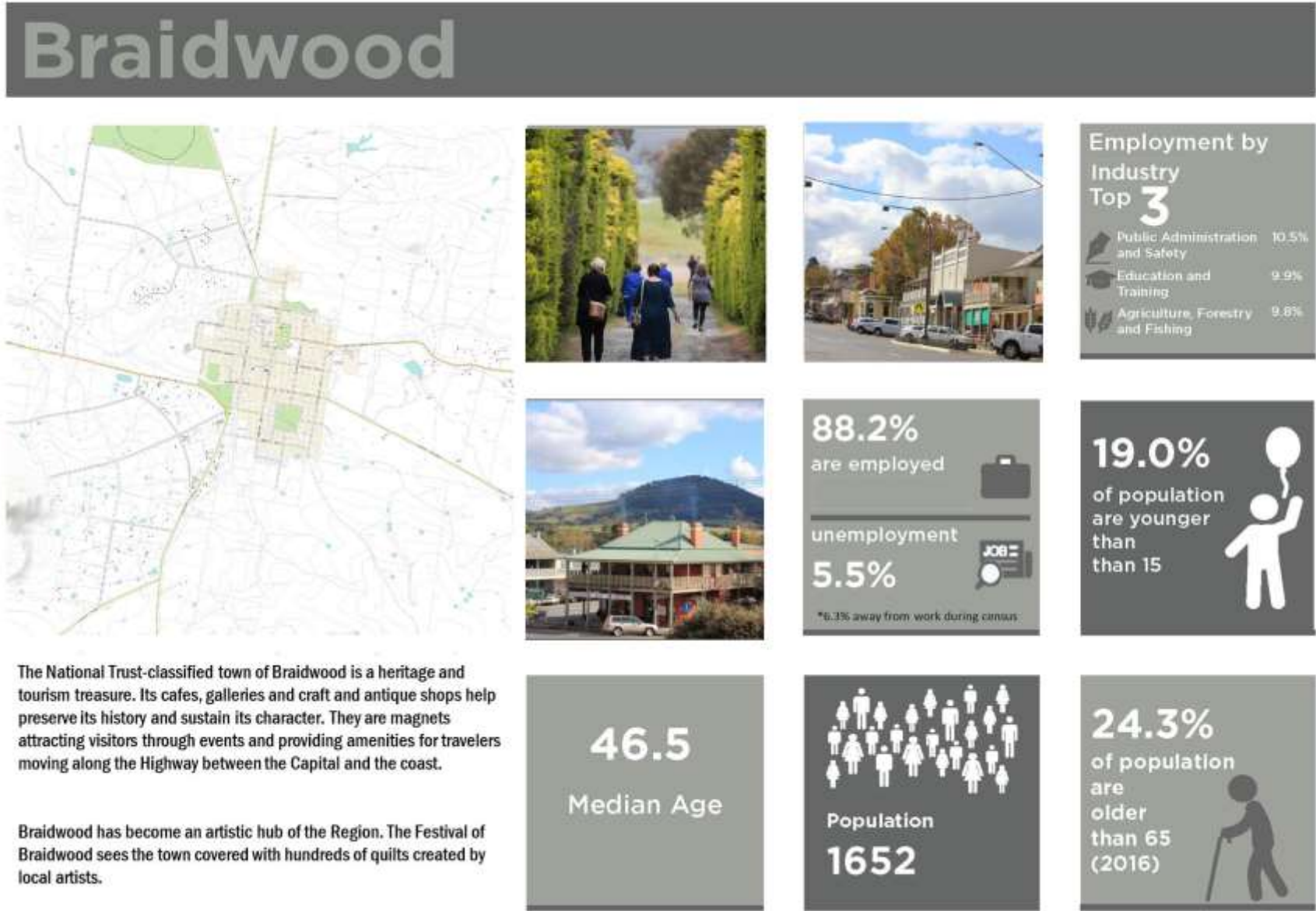


Source: Australian Bureau of Statistics; 2016 Census









## Business Composition Profile

Analysis of business profiles compared to representative industry structures for the State as a whole reveals a number of features.

Location Quotients (LQ) values less than 1.0 indicate underrepresentation in the Region compared to NSW, and values greater than 1.0 indicate overrepresentation. For example, an LQ of 1.5 means there are 1.5 times as many workers in that business type in the region compared to NSW as a whole.

In considering the business profile, overall, Queanbeyan-Palerang is overrepresented for firms in Agriculture, Construction, Manufacturing, Transport and Electricity, Gas, Water and Waste Services. These sectors are also among those with the largest numbers of businesses, along with Professional Services, Retail Trade, Health Care and Social Assistance and Tourism.

At the industry level, the Region's profile reflects a number of significant features, including:

- significant overrepresentation in larger scale employing construction businesses
- representation typical of the State as a whole for smaller and mid-sized businesses
- a 'bulge' in manufacturing businesses with mid-sized revenues.

**Business Staffing Location Quotients in Queanbeyan-Palerang, Select Industries**

Industry	Non employing	1-19 staff	20-199 staff
Agriculture, Forestry and Fishing	1.06	0.96	0.99
Construction	0.98	1.02	1.61
Manufacturing	0.93	1.05	1.07
Transport, Postal and Warehousing	1.07	0.93	0.72
Electricity, Gas, Water and Waste Services	1.13	0.78	0.00
All industries	1.01	1.00	0.90

**Business Revenue Location Quotients in Queanbeyan-Palerang, Select Industries**

Industry	0 - \$2M	\$2M - \$10M	+\$10M
Agriculture, Forestry and Fishing	1.02	0.71	1.27
Construction	1.00	1.57	0.60
Manufacturing	0.98	1.62	1.08
Transport, Postal and Warehousing	1.02	1.24	0.90
Electricity, Gas, Water and Waste Services	0.70	0.97	0.00
All industries	1.01	0.96	0.63



## Shift-Share Analysis

Shift-share Analysis is a widely used technique to analyse regional economies where there is a specific interest in the growth or decline in a particularly macroeconomic variable; most often employment. The interest in shift share analysis arises from its ability to partition employment change in a given region into three distinct components.

1. Changes in regional employment resulting from changes in the State economy. That is, employment will increase or decrease as a result of broader economic conditions. This component is called the **State Shift**.
2. Changes in regional employment that are a result of broader industry specific trends. This component is called the **Industry Mix Shift**.
3. Finally, changes in employment which results from unique regional factors that are not related to broader economic and industry factors. This component is called the **Regional Shift**.

The total employment change in the Region is called the **Total Shift**.

Shift Share Analysis is concerned with the 'share' that each of these 'shifts' hold in the total change in employment (the Total Shift). This relationship is also described by the following expression.

$$\text{Total Shift} = \text{State Shift} + \text{Industry Mix Shift} + \text{Regional Shift}$$

The Regional Shift component is the residual change for the Region, after accounting for State Shift and Industry Mix Shift. It helps identify industries where a region has a comparative advantage over the broader economy that is attributed to local competitiveness or characteristics unique to the Region.

The table shows the shift in employment growth for all ANZSIC level 1 industries, each employing more than 5% of the Region's workforce.

Regional Shift between 2011-2016 in Queanbeyan-Palerang for Largest Industries

Industry	Total change in Jobs (2011-16)	State Shift	Industry Mix Shift	Regional Shift
Public Administration and Safety	-402	7,944	-2,631	-5,716
Professional, Scientific and Technical Services	297	2,359	339	-2,402
Health Care and Social Assistance	4,236	2,205	1,460	571
Education and Training	3,041	2,071	691	279
Retail Trade	-127	1,875	-1,524	-477
Construction	670	1,533	2,273	-3,136
Accommodation and Food Services	2,599	1,343	637	619

For Health Care & Social Assistance, Education & Training and Accommodation & Food Services, the regional shift component was positive during the period. After controlling for the growth in total employment and employment at the state level, the Region has a general advantage in these larger industries after controlling for state and industry trends.

For the four other major industries, the Regional Shift component was negative during the period. This indicates that, after controlling for the growth in total employment and employment in these industries at the state level, employment in these industries grew slower in the Region than in NSW, suggestive of constraining local factors.

It should be noted however, that since this analysis is based on comparison of the Queanbeyan-Palerang FER (which includes ACT) versus New South Wales, the Regional Shift may not be accurately captured.

## Gross Value Add Analysis

The Centre for Economic and Regional Development (CERD) has produced an Input Output table for the Queanbeyan-Palerang regional economy based on the ABS Input Output (IO) Tables for New South Wales.

The Centre for Economic and Regional Development (CERD) has also produced an Input Output table for Queanbeyan-Palerang, based on the ABS Input Output (IO) Tables for New South Wales.

The CERD analysis shows the Region is a net importer, with exports out of the Region estimated at \$333 million and imports into the Region estimated at \$1,242 million.

Queanbeyan-Palerang's leading export industries are: Manufacturing; Agriculture, Forestry & Fishing; Transport, Postal and Warehousing; and Professional, Scientific & Technical Services. Manufacturing and Construction are the leading industry sources of demand for imports for production processes.

Final Demand also represents a large share of Regional Imports, consistent with the high incomes and considerable purchasing power of the households of the Region.

	Gross Value Add (GVA) \$m	% of Total Industry Exports	% of Total Region Exports	% of Total Industry Imports	% of Total Region Imports
Own Dwellings	463.8	1.0%	0.9%	7.3%	3.1%
Public Administration and Safety	269.3	0.4%	0.3%	6.0%	2.5%
Construction	216.9	3.9%	3.4%	16.0%	6.7%
Manufacturing	163.6	29.4%	25.7%	22.2%	9.3%
Health Care and Social Assistance	121.3	0.1%	0.1%	3.2%	1.3%
Retail Trade	109.4	1.3%	1.2%	3.0%	1.2%
Electricity, Gas, Water and Waste Services	106.7	0.3%	0.3%	5.3%	2.2%
Professional, Scientific and Technical Services	101.2	8.7%	7.6%	5.7%	2.4%
Transport, Postal and Warehousing	89.1	10.2%	8.9%	5.8%	2.4%
Education and Training	85.0	0.7%	0.6%	1.6%	0.7%
Rental, Hiring and Real Estate Services	74.4	1.4%	1.2%	2.8%	1.2%
Accommodation and Food Services	63.4	4.4%	3.8%	4.0%	1.7%
Financial and Insurance Services	61.2	1.4%	1.2%	1.4%	0.6%
Agriculture, Forestry and Fishing	56.5	27.9%	24.3%	4.5%	1.9%
Wholesale Trade	56.2	5.5%	4.8%	2.9%	1.2%
Other Services	47.0	0.1%	0.1%	3.8%	1.6%
Administrative and Support Services	25.0	1.0%	0.9%	1.5%	0.6%
Information Media and Telecommunications	19.7	0.7%	0.7%	1.0%	0.4%
Arts and Recreation Services	17.4	0.3%	0.2%	1.3%	0.6%
Mining	12.0	1.4%	1.2%	0.6%	0.3%
Total Industry GVA	2159.1	100.0%	87.3%	100.0%	42.0%
Final Demand	305.5				58.0%
Primary inputs			12.7%		
Total	2464.6		100.0%		100.0%
Total value (\$m)	2464.6	290.9	333.2	521.7	1,242.4

# Tourism

Tourism Research Australia 2016 LGA profiles show that Queanbeyan-Palerang has 466 tourism business that employ people, and attracts around 206,000 overnight visitors per year that spend \$97m in the Region.

While nonetheless significant, Queanbeyan-Palerang enjoys relatively low levels of visitation and visitor expenditure compared to neighbouring locations.

For comparison, visitor expenditure is about 5 per cent of the levels in Canberra and just under 20 per cent of Snowy Monaro's levels.

	Overnight (‘000s)	Tourism Businesses	Spend (\$m)
Canberra	2,214	3,421	1,876
Queanbeyan-Palerang	206	466	97
Snowy Monaro	634	394	521
Eurobodalla	699	541	350

Source: Tourism Research Australia Local Government Area Profiles 2016

## Tourism

The NSW Government's Centre for Economic and Regional Development (CERD) has undertaken analysis to shed light on how tourism activity impacts the sectors of the Region's economy.

CERD's analysis accounts for both the direct and flow-on (or multiplier) impacts associated with the expenditure of visitors. CERD's estimates are based entirely on secondary data used to construct the IO table and estimate visitor expenditure.

The CERD analysis suggests that the sectors most closely associated with tourism activity are:

- Accommodation and Food Services
- Retail Trade
- Arts and Recreational Services
- Rental, Hiring and Real Estate Services
- Administrative & Support Services.

CERD's analysis concludes that the total impact of tourism expenditure on the Queanbeyan-Palerang economy can be summarised as:

- 4.5 per cent of total wages
- 5.8 per cent of total employment
- 4.2 per cent of total output.

**Tourism Contributions to Wages, Employment and Output by Industry in Queanbeyan-Palerang**

Industry	Wages	FTE	Value Added
Agriculture, Forestry and Fishing	0.9%	0.8%	0.9%
Mining	1.2%	1.2%	1.2%
Manufacturing	1.5%	1.6%	1.7%
Electricity, Gas, Water and Waste Services	2.6%	2.6%	2.6%
Construction	1.4%	1.6%	1.3%
Wholesale Trade	1.9%	1.9%	1.9%
Retail Trade	15.3%	15.3%	15.3%
Accommodation and Food Services	49.5%	46.7%	51.6%
Transport, Postal and Warehousing	4.6%	4.2%	4.7%
Information Media and Telecommunications	2.4%	2.4%	2.5%
Financial and Insurance Services	2.4%	2.3%	2.1%
Rental, Hiring and Real Estate Services	6.2%	6.7%	6.8%
Professional, Scientific and Technical Services	2.3%	2.3%	2.3%
Administrative and Support Services	4.3%	6.6%	4.4%
Public Administration and Safety	0.1%	0.1%	0.1%
Education and Training	1.1%	1.1%	1.1%
Health Care and Social Assistance	1.1%	1.1%	1.1%
Arts and Recreation Services	12.3%	11.6%	11.8%
Other Services	3.4%	3.9%	3.4%
Ownership of Dwellings	NA	NA	2.2%

Source: Centre for Economic and Regional Development

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## Appendix B –

# Regional Endowments & Specialisations



## Endowments

Endowments are key features of the natural environment, geography and society in a region or location.

Economic principles suggest that endowments are a region's key source of sustainable economic advantage, and so should be points of emphasis for regional development policy.

Sources of endowment potentially include:

- Geography
- The built environment and physical capital
- Human capital
- Institutional and organisational linkages (social capital).

Physical endowments include agricultural land, climate, mineral and water resources, aesthetic appeal and location relative to major trade routes.

Built and institutional endowments include hospitals and educational facilities, which may be the result of government decisions. Human endowments include abundant labour, specialist skills and entrepreneurship.





## Endowments

Endowments are strengths that a regional economy possesses and can capitalise on. Economic principles suggest that endowments play a key role in the economic development of regions. The CERD in its Regional Economic Growth Enablers Report (2017) found that:

*the future of individual regional economies is inexorably linked to their natural endowments and attempts to retain or establish industries without an underpinning endowment are unlikely to succeed.*

Economic development policy should therefore focus on factors that enable the growth of endowment-based industries, as well as building local leadership and institutional capacity and capabilities to better enable businesses and public agencies to capitalise on the opportunities a region's endowments present. Endowments can lead to opportunities from which commercial and industrial interests may leverage and develop specialisations.

### Physical or geographic endowments

**Proximity to Canberra** – easy access to Canberra, an economy offering high quality jobs and a large market with the highest disposable incomes per head in the country, helps sustain Queanbeyan-Palerang's attractiveness.

**Proximity to Sydney** – Queanbeyan-Palerang is also situated about three hours from Australia's largest economy. While not as proximate as its access to Canberra, the Region is very well positioned relative to most of the remainder of regional NSW.

**Gateway to the Snowy Mountains and South Coast** – Queanbeyan-Palerang is also relatively close to the Snowy Mountains and South Coast. This offers a diversity of lifestyles and activities few regions can rival. This also offers opportunity to develop freight connections from the seaport at Eden to Queanbeyan and Canberra International Airport

**Queanbeyan River** – the river frontage in Queanbeyan provides considerable amenity, utilised through casual recreational activities, as well as for civic events.

**Arable land, State Forest and National Parks** – whether for traditional agriculture, forestry or emerging agricultural activities, the arable tracts of Queanbeyan-Palerang provide substantial yields for its communities.

### Built endowments

**Queanbeyan Regional Hospital** – the hospital offers a standard of service and availability that differentiates it from many other regional locations, including acute care, heart, general surgery and maternity services.

**Canberra Airport** – Canberra International Airport provides access for both inbound and outbound movements of goods and people. Situated only 10km from the Global Gateway of Canberra Airport, exploring opportunities to leverage freight, logistics and tourism will be important to enable associated sectors such as agriculture and precinct development.

**Braidwood's preserved heritage** – the well-preserved town of Braidwood has been heritage listed as a whole, forming a tourist attraction frequented by many visitors. More broadly, the Region offers insights into its modern origins as a centre for agriculture, the gold rush and arrival of nationhood.

**Rail Network** – the NSW Government Future Transport Strategy 2056 identifies Queanbeyan-Palerang is a part of a 'Global Gateway City' via its operating rail corridor connection from Canberra to Sydney. The potential of a Fast Train between Sydney and Canberra could provide significant economic stimulus for the region and potential for utilisation of rail for developing freight networks could be important given Queanbeyan's close position to the Canberra Airport and major road freight corridors.

**Kings Highway** – the Highway's east-west alignment serves important functions in both connecting the centres of Queanbeyan-Palerang and facilitating broader movements of people and goods between the ACT and the South Coast.

**Canberra Avenue and Piallago Avenue Corridor** – Canberra Avenue extends the access provided by the Kings Highway into the heart of economic activity in Canberra and Piallago Avenue provides easy access to Canberra Airport.

**Monaro Highway** – the north-south alignment of the Monaro Highway provides easy access to different parts of Canberra, as well as the Snowy Monaro region.





## Endowments

Queanbeyan-Palerang has exceptionally good economic prospects by virtue of its highly educated workers, proximity to the large Canberra market and access to highly influential institutions and excellent employment opportunities in the nation's capital. These factors sustain the ongoing attractiveness of the Region, as reflected in its high historical and projected rates of population growth. Each of these factors is also intrinsically related to Queanbeyan-Palerang's integration with the larger, neighbouring ACT economy.

The greatest risks presented by the Region's endowments relate to potentially avoidable obstacles to greater integration with the Canberra market, including differential rates and charges across the border and the availability of appropriately priced and scoped industrial land. If addressed, greater integration will see more economic opportunities located within Queanbeyan-Palerang itself, meaning more jobs closer to home and a stronger rate base for Council to fund community infrastructure and services. Similarly, the Region can become more effective, productive place if the path of freight movements through the Region's three major town centres on the Kings Highway can be harmonised with their roles as 'places for people'.

### Institutional endowments

**Queanbeyan-Palerang Regional Council** – the Council is a very able advocate for the Region's economy, proven to be proactive in engaging with its community in pursuit of development.

**Balance of Lifestyle, Social and Economic Opportunities** – the geographic positioning of Queanbeyan-Palerang offers a broad mix of lifestyle and economic opportunities. This variety of choice allows visitors or residents to combine a generally high quality of regional services with appealing places to live, work and play in coastal, riverine or hinterland settings.

**The Federal Government** – Federal Government agencies provide much of the immediate economic opportunity for Queanbeyan workers. The Federal Government also provides many cultural and educational institutions in Canberra that complement the attractions of Queanbeyan-Palerang itself.

**Aboriginal heritage** – the Region is home to the Ngambri/ Ngunnawal, who it is believed first arrived in Queanbeyan around 20,000 years ago.

**Collaboration between community members** – the communities of the Region demonstrate a good degree of cohesion in supporting key development needs, even where formal organisations are not in place or are inactive.

**State Government Agencies** – State agencies play a number of key roles in the Region: as employers; as providers of key services; as owners of land that may merit re-purposing; and as regulators of private sectors activities.

**Local culture and food specialities** – Braidwood and Bungendore have high concentrations of arts and recreational services. Along with its natural environment, the Region also has emerging food manufacturing that could lend itself to Tourism.

**Canberra Region Joint Organisation (CRJO)** – the CRJO provides a leading forum for councils, State agencies and other stakeholders to work together at a regional level to identify shared priorities. The CRJO membership is made up of eight Local Government Areas in the Canberra region, advocating for all parts of the region in partnership to create vibrant communities.

### Human endowments

**Diverse specialised skill sets** – the sub-industry data suggests the workers of Queanbeyan-Palerang offer a diverse range of regional specialisations, including:

- Engines of Growth like:
  - Air Transport
  - Furniture and Other Wood Products
  - Computer and Electronics Manufacturing
  - Printing
- Enabling Industries like:
  - Computer System Design
  - Management Consulting
  - Scientific Research
  - Telecommunications
- Population Serving Industries like:
  - Central Government Administration
  - Defence
  - Public Order and Safety
  - State Government Administration
  - Construction.

## Regional Specialisations

The following charts are indicative of Queanbeyan-Palerang's regional and locational specialisations. The data underlying the charts reflects the relative concentrations of employment across different industries in Queanbeyan-Palerang from 2001-2016.

This analysis is in addition to the specialisations analysis presented in the Strategy. It takes a long term view from 2001-2016 instead of 2011-2016, and it is relative to regional NSW, not NSW as a whole. The advantage of undertaking this additional analysis is that :

- the longer time period means it is less influenced by short-term effects such as drought, high Australian dollar, or fluctuations in the economic cycle
- the comparison against regional NSW removes distortions associated with large metropolitan cities, such as low agricultural concentrations and high concentrations of Financial and Insurance services

The concentrations are expressed as ratios (otherwise referred to as location quotients) relative to the proportionate industry employment concentrations for regional NSW as a whole.

A ratio greater than one means an industry is over represented in the Region in terms of the concentration of workers compared to the average proportions for regional NSW. Alternatively, a ratio of less than one means an industry is underrepresented for employment in that industry compared to the average concentration for regional NSW economies.

In reviewing data, readers should keep in mind:

- by definition, not all industries in a region can have ratios of greater than one. A high concentration in one sector must come at the cost of lower concentrations in other sectors, bearing out the *relative* composition and advantages of the Region's employment base.
- the charts reflect changes in concentration between 2001 to 2016. Changes in ratios reflect shifts in *relative* concentration, potentially attributable to either Queanbeyan-Palerang (numerator), or change in regional NSW (denominator), or both.
- the data suggests sources of advantage and specialisation for the Region as a whole, with differential impacts across the localities in it.

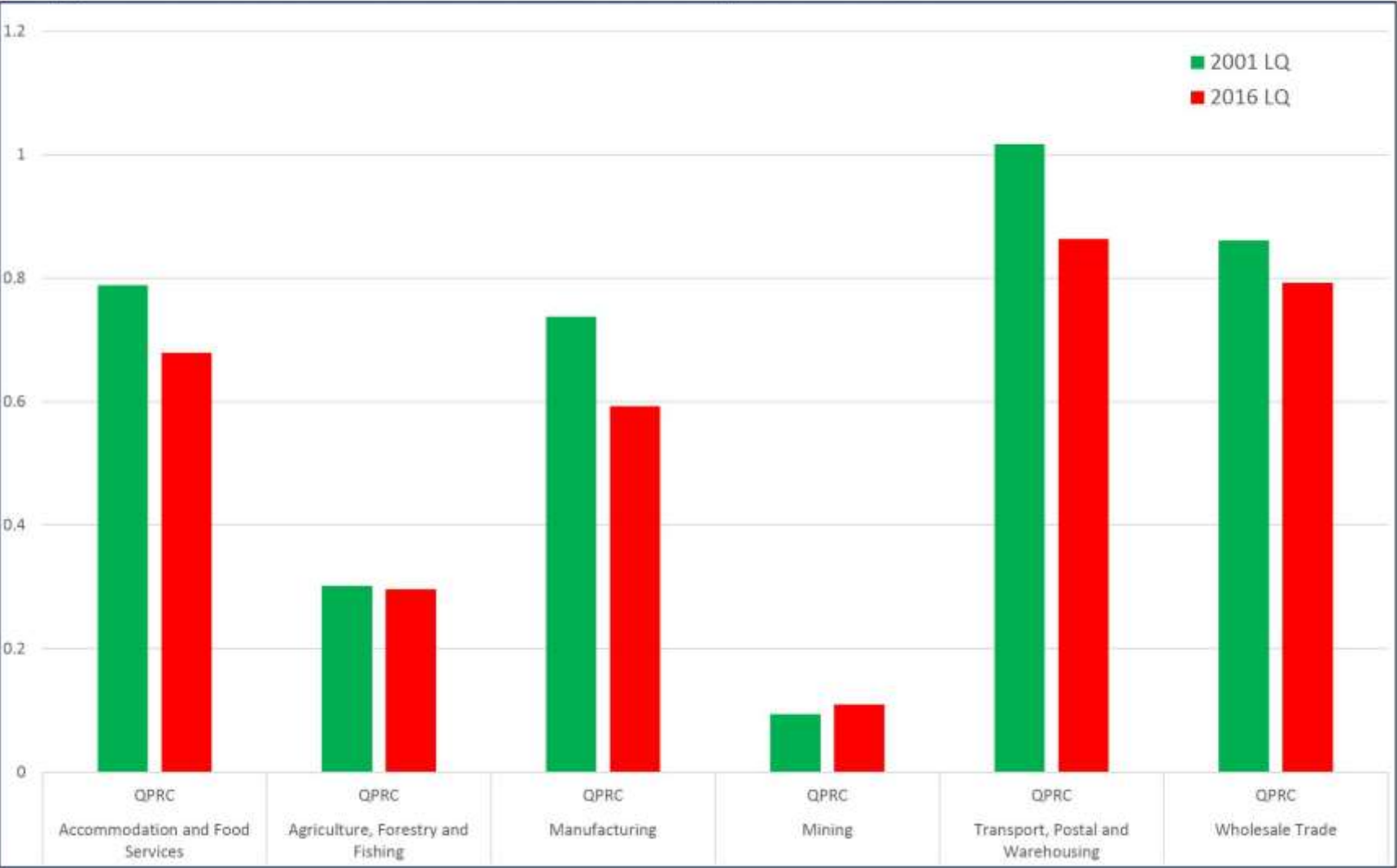
Industries have also been grouped together to allow comparison among and between those most closely linked to external markets and opportunities (Engines of Growth), those typically providing key support services to business (Enabling Industries) and those focused on providing services to the people, households and communities of Queanbeyan-Palerang (Population Serving Industries).

Review of data for these groupings can help identify common endowments and key linkages across the Region.

The concept of endowments is covered in the above section. Endowments are the key features of the Queanbeyan-Palerang's natural environment, geography and community that offer its key sources of sustainable economic advantage. Economic principles suggest these endowments should be points of emphasis for regional development policy.

Taken together, the strengths and endowments are the principal guide to the foundations for review in considering priority needs, gaps, opportunities and risks.

**‘Engines of Growth’ Industries - Location Quotients 2001 - 2016**





## 'Engines of Growth' Industries – Regional Specialisations Analysis

**Engines of Growth** are key drivers typically reflecting regions' original reasons for being. They often offer the best prospects for growth, as they reflect both distinctive capabilities already in place, linked to external markets and opportunities.

At the industry level, none of the engines of growth have location quotients indicative of a regional specialisation.

Some of the industries most commonly found to be specialisations in other parts of regional NSW are decidedly underrepresented in Queanbeyan-Palerang. This includes:

- Accommodation and Food Services workers at two thirds of typical shares
- Agriculture, Forestry and Fishing workers at 30 per cent of typical shares
- Manufacturing workers at 60 per cent of typical shares.
- The Transport, Postal and Warehousing and Wholesale Trade industries have seen declines in their ratios over time to about 0.8.

### Key sub-industry strengths

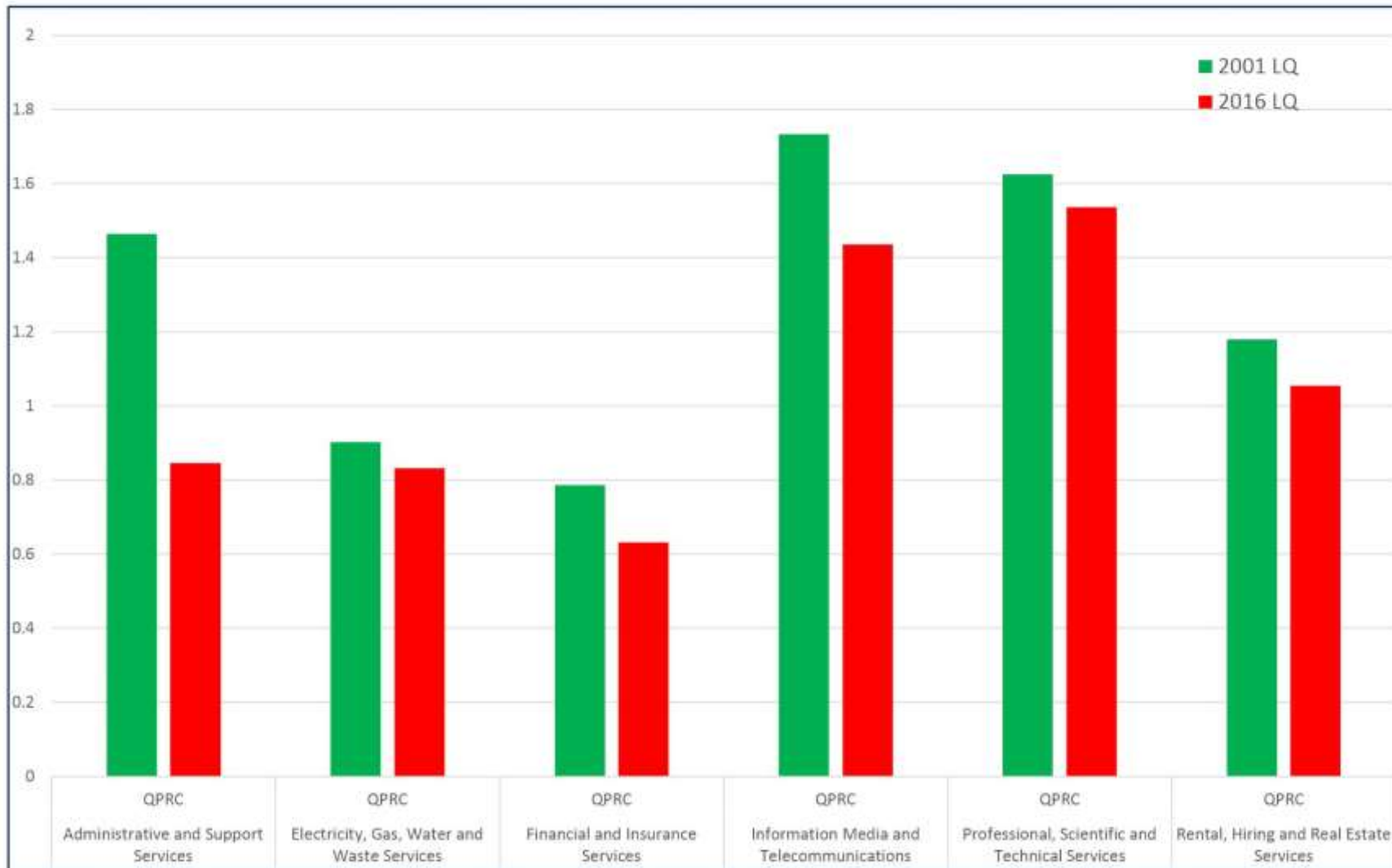
At the sub-industry level, many groupings reflect concentrations well above the typical regional NSW shares.

Taking the scale of employment into account, the most significant sub-industry specialisations and ratios include:

1. **Postal and Courier Pick Up and Delivery Services (ratio 1.1, 200 workers)**
2. **Air and Space Transport (ratio 1.9, 100 workers) and Airport Operations and Other Air Transport Support Services (ratio 6.0, 90 workers)**
3. **Other Wood Product Manufacturing (ratio 1.2, 105 workers) and Furniture Manufacturing (ratio 1.5, 70 workers)**
4. **Other Machinery and Equipment Wholesaling (ratio 1.2, 100 workers)**
5. **Computer and Electronic Equipment Manufacturing (ratio 4.9, 70 workers)**
6. **Printing and Printing Support Services (ratio 1.4, 60 workers).**



## Enabling Industries - Location Quotients 2001 - 2016



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## Enabling Industries – Regional Specialisations Analysis

**Enabling industries provide the Engines of Growth with key support services. Enabling industries tend to cluster in larger centres, bridging client firms and pools of skilled workers.**

**Information Media and Telecommunications and Professional, Scientific and Technical Services** are Queanbeyan-Palerang's key enabling industries.

While ratios for both these industries have declined over time, they nonetheless remain well above representative regional NSW shares:

- Information Media & Telecommunications is 40 per cent above typical shares
- Professional, Scientific and Technical Services is 50 per cent above typical shares

Ratios for the other four enabling ratios also declined over the decade and a half to 2016. The Rental, Hiring and Real Estate Services ratio remains just above 1. Broadly speaking, concentrations of workers for other industries are between 20 per cent and 40 per cent lower than would be representative for regional NSW.

### Key sub-industry strengths

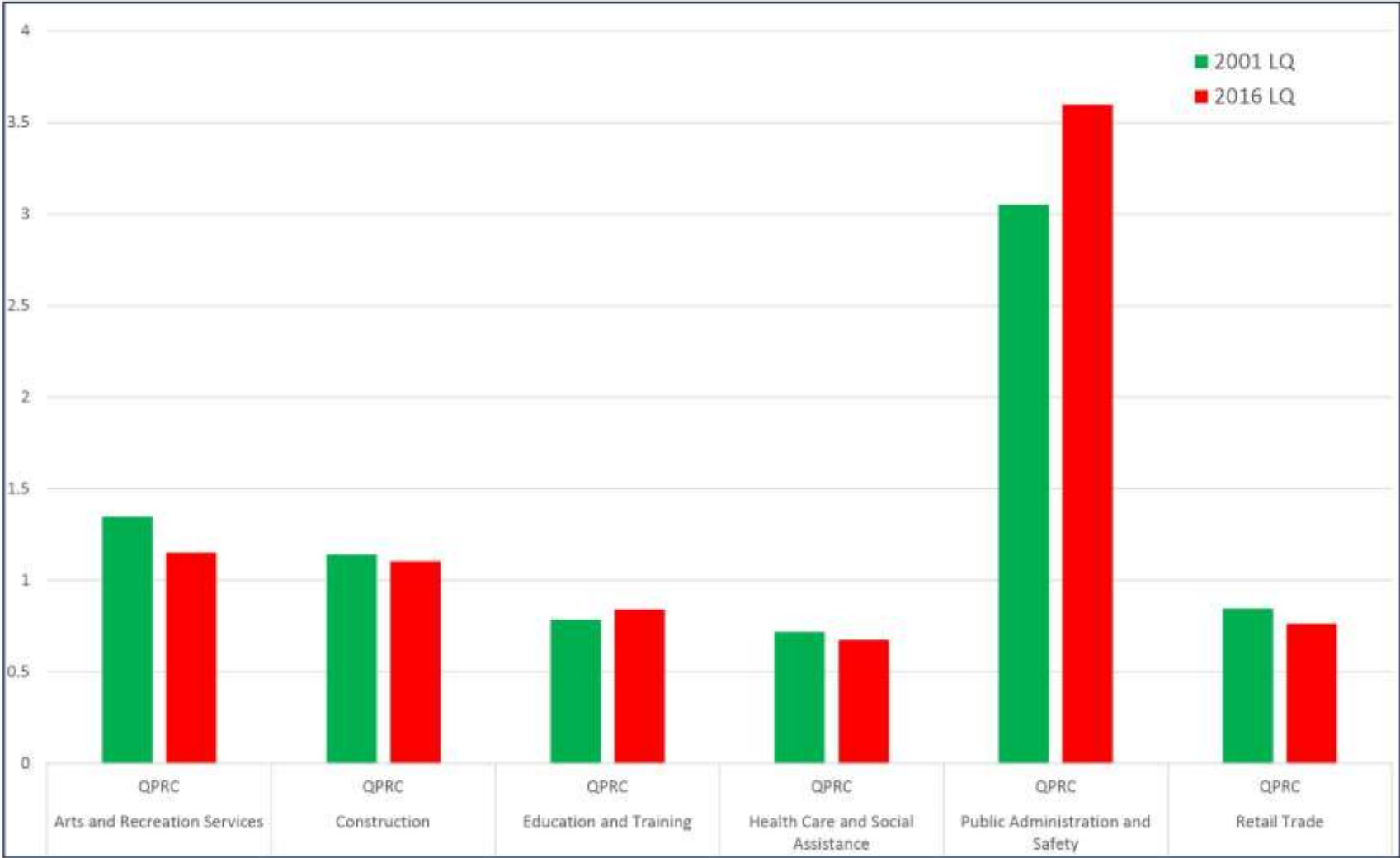
At the sub-industry level, many groupings reflect concentrations well above the typical regional NSW shares.

Taking the scale of employment into account, the most significant sub-industry specialisations and ratios include:

1. **Computer System Design and Related Services (ratio 3.3, 560 workers)**
2. **Building Cleaning, Pest Control and Gardening Services (ratio 1.0, 540 workers)**
3. **Legal and Accounting Services (ratio 1.1, 490 workers)**
4. **Architectural, Engineering and Technical Services (ratio 1.1, 330 workers)**
5. **Real Estate Services (ratio 1.0, 280 workers)**
6. **Management and Related Consulting Services (ratio 1.8, 220 workers)**
7. **Scientific Research Services (ratio 3.8, 160 workers)**
8. **Telecommunications Services (ratio 1.5, 160 workers)**
9. **Electricity Distribution (ratio 1.1, 130 workers).**



## Population Serving Industries - Location Quotients 2001 - 2016





## Population Serving Industries – Regional Specialisations Analysis

**Population Serving Industries** tend to be focused on serving the people who live in a region more so than the businesses operating within it.

**Public administration and safety** is the dominant population serving industry for the Queanbeyan-Palerang region.

The concentration of public administration and safety workers rose over time, from a ratio of about 3.1 to 3.6. This is broadly consistent with expanding public sector employment opportunities over the border in Canberra over the decade and a half.

Arts and Recreational Services (ratio 1.2) and Construction (ratio 1.1) also exhibit modest degrees of regional specialisation at the industry level.

Ratios for the remaining industries suggest they are underrepresented by share of total workers by between about a third and a fifth, compared to regional NSW as a whole.

### Key sub-industry strengths

At the sub-industry level, many groupings reflect concentrations well above the typical regional NSW shares.

Taking the scale of employment into account, the most significant sub-industry specialisations and ratios include:

1. **Central Government Administration** (ratio 10.6, 3,290 workers)
2. **Defence** (ratio 7.7, 1,930 workers)
3. **Public Order and Safety Services** (ratio 1.7, 820 workers)
4. **State Government Administration** (ratio 2.1, 720 workers)
5. **Building Installation Services** (ratio 1.3, 640 workers), **Building Completion Services** (ratio 1.0, 450 workers), **Residential Building Construction** (ratio 1.1, 400 workers), **Other Construction Services** (ratio 1.1, 260 workers), **Building Structure Services** (ratio 1.1, 240 workers) and **Non-residential Building Construction** (ratio 1.8, 230 workers)
6. **Tertiary Education** (ratio 1.3, 560 workers)
7. **Child Care Services** (ratio 1.3, 400 workers).

For smaller quantities of employment, significant specialisations include:

- Creative Artists, Musicians, Writers and Performers
- Amusement and Other Recreational Activities
- Museum operation
- Arts education.





## Employment by Industry: Strengths and Changes Analysis

**Economic change since 2001 has seen both traditional strengths reinforced and the emergence of new opportunities for Queanbeyan-Palerang.**

The bubble diagram integrates the regional strengths on the previous slides with the absolute scale and relative changes in the number of jobs supported in each industry. The size of each bubble reflects the scale of employment in each industry. The positioning on the diagram reflects the relative change in job numbers in the 15 years to 2016 and industry ratios. Implications of the diagram can be understood from various perspectives, but might most easily be seen by quadrant.

The upper left quadrant contains one (**red bubble**) specialised, reduced employment industry (Information Media and Telecommunications). While the decline in employment in this sector over the period has been substantial (about - 25 per cent), it accounts for less than 2 per cent of the Region's total employment.

The lower left quadrant reflects four (**green bubble**) unspecialised, declining employment industries specialisations at the industry level.

While the declines in these industries have been substantial, with declines of up to 40 per cent, collectively they account for only 10 per cent of the Region's employment.

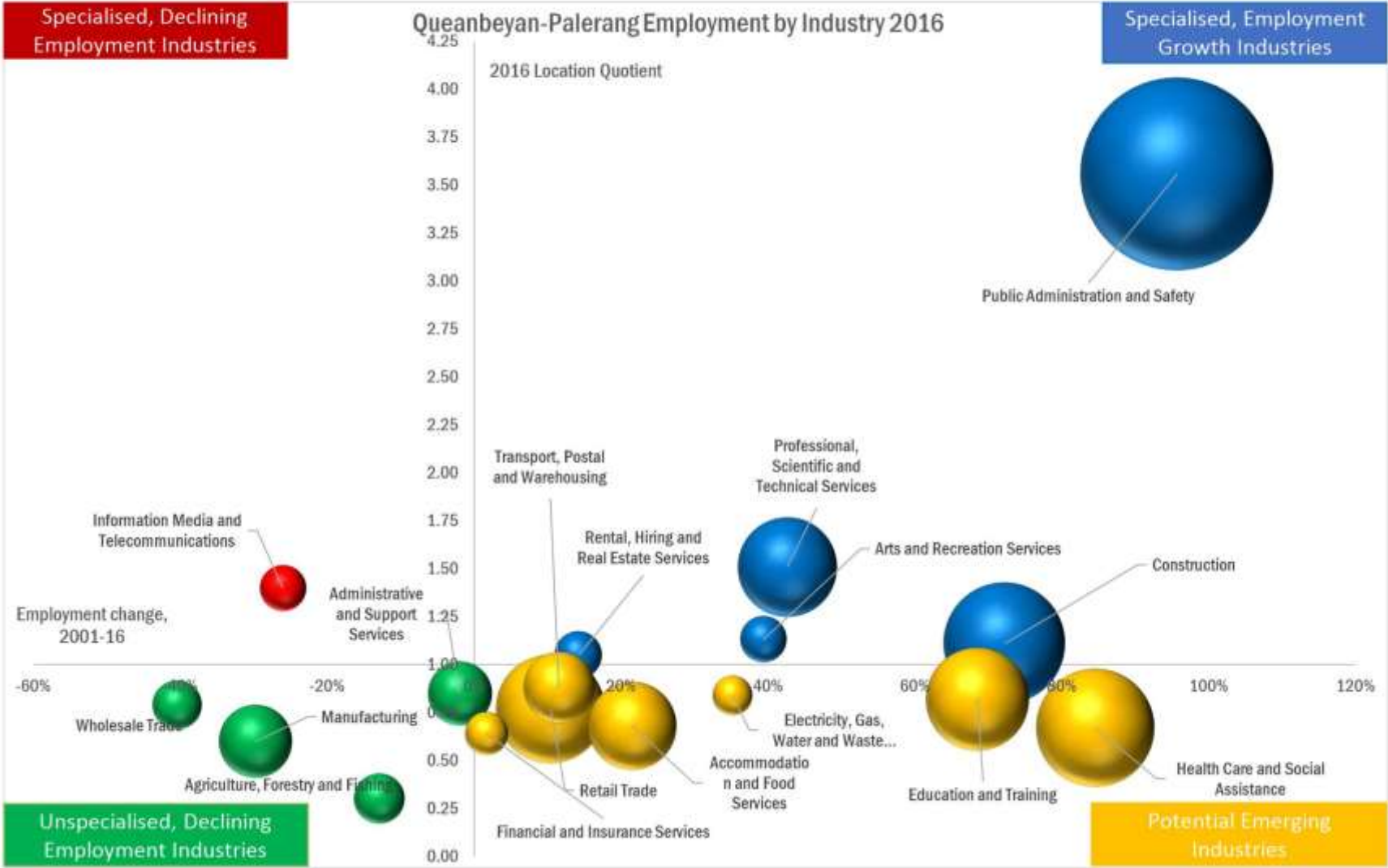
The lower right quadrant contains seven (**yellow bubble**) potential emerging industries with increases in jobs over the decade and a half to 2016. Increases in employment have been substantial in some cases, with growth of up to 85 per cent. In aggregate, these industries account for about 37 per cent of total employment.

The upper right quadrant contains five (**blue bubble**) specialised employment growth industries. In total, these industries account for about 47 per cent of employment.

In general, it is also true to say that the larger, more specialised 'blue bubble' industries have tended to see the fastest rates of growth. The largest and most specialised industry, Public Administration and Safety, saw the greatest rate of employment growth across the period, at 96 per cent.



Employment by Industry: Prevailing Strengths and Recent Changes



## Appendix C – Institutional Audit

## Institutional Audit

Institutions play a fundamental role in the economic development process. Before a regional economic development strategy can be formulated, the local institutional capacity must be evaluated. A successful Economic Development Strategy for Queanbeyan-Palerang regional economy would be the one that capitalises on the institutional strengths that exist in the Region. This section lists the key institutions in the Queanbeyan-Palerang Region, as well their role in the economic future of Queanbeyan-Palerang Regional Council.

In general, the Region is very fortunate to have easy access to such a wealth of institutions.

The Region's only major deficiency is its lack of a standing and operating business chamber that is broadly representative of the Region's businesses. This has not prevented a number of productive informal arrangements within the business community and across different institutional sectors.

### Councils

Queanbeyan-Palerang Council is the only local council in the Region, Queanbeyan Council and Palerang Council merged in 2017 to form the new council. It plays a pivotal regulatory, support and coordinational role in the economic future of the Region.

### Australian Civil-Military Centre

An Australian Government initiative to improve Australia's effectiveness in civil-military-police collaboration for conflict and disaster management overseas. It engages with, and supports, government departments and agencies, non-government organisations and international partners, including the United Nations, on civil-military-police issues to achieve focused outcomes for the Region and globally

### Southern Region Business Enterprise Centre

SRBEC is a not-for-profit dynamic regional organisation that delivers a range of business and educational services to 18 Local Government Areas (LGA's) in the southern region of NSW, Canberra and the ACT. Its main office is based in Queanbeyan.

### Office of Regional Development – Department of Premier and Cabinet

The Office leads the NSW Government's contribution to making regional NSW a productive place to invest and to produce goods and services, thereby creating jobs and opportunities for regional NSW

### Queanbeyan Agency Network Group and Braidwood Agency Network Group

Provides a forum where community organisations and government services can meet to share information, strengthen community links and provide collaborative opportunities for services in the Region which assist in building and improving service delivery capacity within the Region.

### Regional Development Australia – Southern Inland and Regional Development Australia – ACT

Regional Development Australia (RDA) is a partnership between the Australian, state, territory and local governments to develop and strengthen the regional communities of Australia. RDA Committees work with all three tiers of government, regional business and the wider community to boost the economic capability and performance of their region.

### Canberra Region Joint Organisation (CRJO)

The CRJO provides a leading forum for councils, State agencies and other stakeholders to work together at a regional level to identify shared priorities. The CRJO membership is made up of eight Local Government Areas in the Canberra region, advocating for all parts of the region in partnership to create vibrant communities.

#### **Australian Industry Defence Network (AIDN)**

The AIDN is the peak industry association for small-to-medium enterprises (SMEs) wishing to do business in the defence and security sectors. Established in 1995, AIDN represents the interests of Australian SMEs in the defence and security industry sectors by advocacy, representation and member services. AIDN is made up of State and Territory Chapters with a combined membership of around 600 principally SME companies.

#### **Canberra Innovation Network (CBRIN)**

The CBRIN is a collaboration between the ACT Government and Canberra's world class education and research institutions to deliver lean innovation focused education programs for entrepreneurs and business sector.

#### **Office of the NSW Cross Border Commissioner**

Assist businesses, organisations and individuals who live, work and operate in cross-border areas of NSW

#### **The ACT's array of government institutions**

The Federal Government provides a wealth of social, educational and cultural institutions that enrich the lives of Queanbeyan-Palerang residents through easy access. Some Federal Government offices are also located in Queanbeyan.

#### **Higher Education**

Access to quality Tertiary Education institutions in the ACT including Australian National University, University of Canberra, Australian Catholic University and various annexes of universities offering specialist or postgraduate courses.

#### **TAFE**

TAFE NSW Queanbeyan campus offers a range of courses in outreach, business services, general education, community services, rural studies, information technology and trades and technology. It includes:

- Simulated hospital nursing environment
- Hair and beauty training facilities
- Simulated practical aged care training facility
- Bricklaying, concreting, tiling and construction workshop
- Automotive training workshop
- Health, Wellbeing and Community Services SkillsPoint
- 24 hours access to the Connected Learning Centre

#### **Justice**

There are multiple police stations in the Region. There is a local court house in Queanbeyan.

#### **Axis Youth Centre**

Axis Youth Centre is a safe, supervised, drug and alcohol free recreational space for young people aged 12-25. Axis Youth Centre is the city's hub of information, entertainment, advice, assistance and referral for young people in the Queanbeyan-Palerang area.

#### **Health**

Queanbeyan Regional Hospital is the primary service delivery hub in the region. Queanbeyan Hospital and Health Service is a 29 bed facility with an eight chair Day Surgery and a Renal Unit.

The hospital provides acute, maternity, renal, community health, dental, allied health service access and an emergency department operating 24 hours a day, 7 days a week, with close access to onsite X-ray and pathology.

Co-located on site are comprehensive community mental health services.

Braidwood Multi Purpose Service is a 32 bed facility providing an integration of hospital and community health and aged care services.

#### **Emergency Services**

There are Ambulance and State Emergency Services in the Region.

There are NSW Fire Services based in Braidwood and Queanbeyan. There are RFS in: Braidwood, Captains Flat, Bungendore, Tarago, Mullon and Jerrabomberra Creek.



Core Competencies

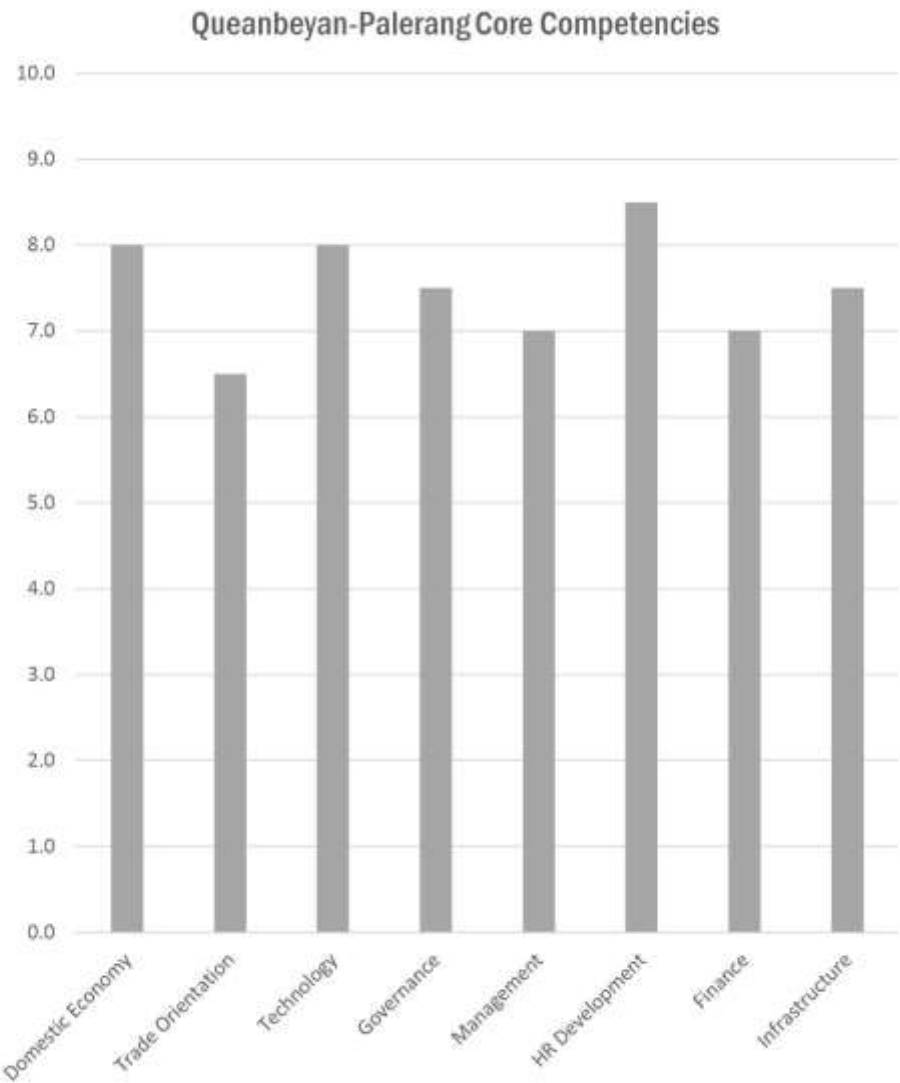
Core competencies represent the ability of a region to organise and steward its resources to produce goods and services. They refer to the set of skills, technology, resource applications and management unique to that region.

The scores in the chart (right) reflect subjective judgements about the relative competencies of Queanbeyan-Palerang. These judgements have been informed by a ranking of the sub-components as either Strong, Average or Weak, considering the quantitative data, stakeholder feedback and insights and institutional evidence of the quality of stewardship.

The competency scores for Queanbeyan-Palerang reflect the fact that the Region could not be considered to have any significant deficiencies in organisation or stewardship given the population base and endowments of the Region.

Overall, scores for Queanbeyan-Palerang a very high standard of competencies for a regional context. Relative to one another, the scores reflect that:

- Its greatest strengths lie in the productive quality and capacity of its people, receptiveness to technology and strength of domestic economy
- The Region should not be considered to be overly trade-oriented in relative terms, but has strengths in niche manufacturing, agriculture and tourism and access to an international airport
- the Region's quality of governance, management, and key enabling aspects of regional competency are robust
- while acknowledging scope for improvement in particular areas, in general, the infrastructure of the Region is very good.



## Appendix D – Infrastructure Audit

## Infrastructure Audit

Infrastructure is an important enabler of economic growth. Customers and businesses rely upon the physical and organisational structures and facilities that exist in a region, or that link regions to other parts of the country or globe.

The Strategy considered the opportunities and limitations presented by the infrastructure in the Region.

In general, the Region has a very high standard of infrastructure. The region is ideally situated to take advantage of freight connections from the seaport at Eden utilising the Snowy Highway and Monaro Highways, MR92 connecting the east coast, the Hume Hwy connecting Sydney and Melbourne

The primary infrastructure challenges are:

- addressing conflicts between movement corridors and places for people
- Enabling industrial and residential land development.

### Roads

The Region sits between the ACT and NSW, its major road corridors are:

- Kings Highway
- Federal Highway
- Monaro Highway

### Rail

Main Southern Railway line – three trains each way from Canberra and Sydney. Two trains each way for Canberra and Melbourne.

### Electricity Connections

Essential Energy provides local electricity supply to the Region.

### Water Connections

Queanbeyan purchases its potable water from Icon Water Limited

Braidwood, Bungendore and Captains Flat have their own water treatment.

Googong has its own recycled water system to supply up to 18,000 residents.

### 'The Q' – Queanbeyan Performing Arts Centre

The Centre was completed in February 2008. With 346 seat capacity, it provides opportunity for live theatre productions, concerts, forums, conferences, conventions, movies, music or film festivals, award ceremonies, digital, video and audio recordings, television or radio broadcasts, HSC examinations and performing arts workshops.

### The Q-One

The Q-One is a community portfolio of an aquatics, indoor sports, performing arts and community facilities centre.

### Cemeteries

There are three major cemeteries:

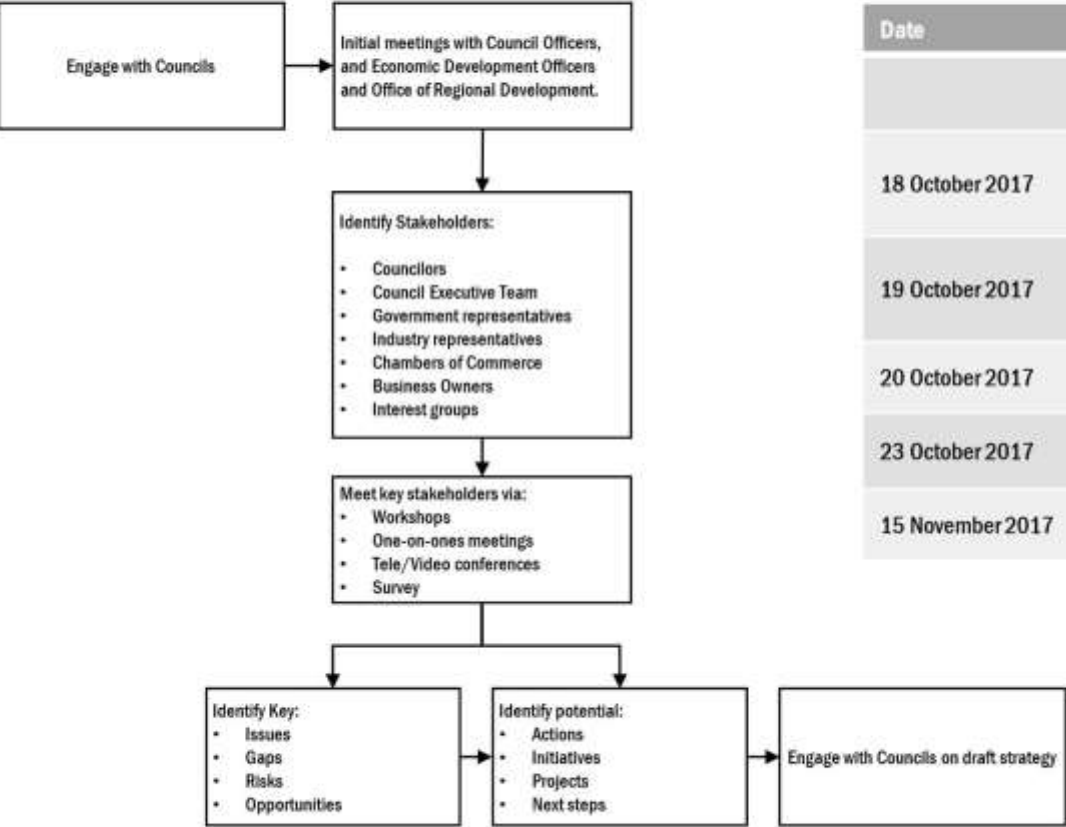
- Braidwood Lawn Cemetery
- Bungendore Lawn Cemetery
- Queanbeyan Cemeteries

### Waste facilities

There are nine waste management facilities that accept and recycle green and general wastes.

## Appendix E – Consultation

Consultation Approach and Summary



Key dates

Date	Stakeholder
	Individual inception meeting Council Executive Team
18 October 2017	Queanbeyan/ Bungendore stakeholder engagements – 1:1 meetings, collective meetings and teleconferences
19 October 2017	Queanbeyan/ Bungendore stakeholder engagements – 1:1 meetings, collective meetings and teleconferences
20 October 2017	ACT Government stakeholder engagement
23 October 2017	Braidwood stakeholder engagements – 1:1 meetings, collective meetings and teleconferences
15 November 2017	Initial MP/Councillors consultation



## Regional Issues

### Connectivity aim:

- An integrated and connected Queanbeyan – Palerang through road, rail, and digital infrastructure to achieve logistics efficiencies, maximise existing investments and facilitate new opportunities.
- Supporting businesses, employees and residents by providing:
  - better transport connection to a wider destination
  - safe and reliable roads
  - efficient road networks
  - fast and reliable telecommunication coverage and network

Efficient and reliable movements of goods and people are crucial as it support and promote liveability and employment opportunities for the Region.

### Key regional issues

- The Region is well connected with major highway corridors. However, heavy vehicles are routed through main streets of Queanbeyan, Braidwood and Bungendore. This creates traffic congestion and puts local residents' safety at risk. A town-bypass would make local roads safer, reduce traffic congestion, create a place for people in local towns and revamp main street amenities for visitors and local residents.
- Allowing for more frequent and reliable public and community transport systems within the Region. Connecting the Region's centres internally is a key issue.
- Improving road and rail connection between Canberra and the Region to reduce traffic congestion. Providing alternative transport options such as public transport can reduce traffic congestion.
- Currently, buses cannot operate across the border of ACT and NSW. This creates inconvenience and lengthy travel times. Reforming public transport regulation and integrating Canberra and Queanbeyan services will provide an enhanced travelling experience for consumers and reduce traffic congestion.
- Access to Canberra Airport by NSW Taxis is highly regulated. NSW Taxis can take passengers to Canberra Airport, but are not allowed to pick up passengers.
- Mobile blackspots and lack of internet reliable coverage in the Region can connect its businesses and people to global markets, create innovative start ups and provide a safer community with connections to emergency services.

## Issues

### Inputs, Skills and Jobs aim:

To Increase the Region's job density, diversity and opportunity.

Support businesses and young workers by:

- improving depth and breadth of skilled labour pool and workers
- equipping young workers with qualification and experiences they need to participate and support growing economic activity
- facilitating infrastructure needs to enable growth and investment opportunities

Inputs, skills and jobs also supports and complements the strategic outcome themes of liveability and connectivity.

### Key regional issues

- Large scale serviced industrial and employment land is in short supply in the Region. Land releases for residential areas is creeping closer to industrial sites. Existing businesses are unable to grow or expand their operations, with constraints on existing sites impacting on operations.
- Additional operational conditions are enforced on businesses to meet residential living standards - for example, businesses are unable to operate overtime shifts, face weekend curfews and must comply with more stringent noise level requirements.
- There is a shortage of multi-skilled labourers in Queanbeyan. Growing innovative and technological businesses require workers with both IT and trades skills.
- Disparity in regulations between ACT and NSW Governments is a barrier for attracting businesses to Queanbeyan.
- Small to medium enterprises face high start up and development costs in the Region.
- Most buildings in the Region are heritage listed, making it very difficult to reuse or adapt existing buildings for economic activities.
- Potential job creation in industries like:
  - Defence – leveraging of high number of defence personnel in the Region
  - Tourism – creating active, adventure, sports and boutique tourism experiences
  - Health and community service – leveraging the SkillsPoint in Queanbeyan
  - Smart City/Hub – leveraging the high number of people with Bachelor or Postgraduate qualifications
  - Small animal abattoir
- Training facilities offered in Canberra are not readily available for job seekers, as they can't access ACT Government course subsidies
- Empowering and encouraging women and indigenous populations to participate in employment and economic activities.

## Issues

### Liveability aim:

- Making the Region a desirable place to live and work will enable economic growth.
- Communities across the Region are liveable and resilient.
- Supporting families and young workers to come and stay, by providing:
  - a range of housing options
  - access to essential infrastructure services
  - opportunities for economic prosperity
  - better quality of life
  - Access to affordable social activities and amenities
- Liveability also supports and complements strategic outcomes themes of connectivity and employment

### Key regional issues

- A lack of water supply is limiting housing development.
- Meeting community expectations for high quality health and education services.
  - Demand for health services in the Region is forcing patients to seek treatment in Canberra. Local hospitals are currently at capacity and the old infrastructure is not capable of meeting population needs
  - Accommodate growing population demand for new school infrastructure services. Currently, public school students are educated in temporary demountable buildings
  - Servicing a growing, ageing population cost effectively without compromising quality or care.
- Braidwood and Bungendore needs Arts Centres to support their growing arts and craft industries
- Providing essential infrastructure for new residential development cost effectively, such as connection to sewerage services.
- Improving cultural, sporting and other social amenities for the people in the Region by co-locating sporting facilities or creating Sporting Hubs/ Precincts that could host State level championships.
- Ensuring that public assets keep up with standards and support modern and future communities.
- Keeping local communities safe and improve living standards by limiting heavy vehicle movements through main streets in the Region.

## Issues

### New Ideas aim:

- Governing authorities to create a new and innovative partnerships and collaborations with private and non-government sector to reduce costs, share delivery risks and facilitate timely responses to market opportunities.
- Innovation will support businesses and residents by:
  - applying a balanced and common sense approach to finding a win-win solution
  - sharing common desire for the Region
  - archiving an efficient and effective delivery of investments

New Ideas also supports and complements strategic outcomes themes of liveability, connectivity and Inputs, Skills and Jobs.

### Key regional issues

- Balancing industrial and residential land use needs. Demand for residential land is crowding out industrial lands. Business owners view rezoning their land into residential development as a financially better option than business succession.
- The Region is competing with Canberra to retain and attract businesses to the region. Payroll tax differential favours Canberra than Queanbeyan-Palerang.
- Businesses are approached by interstate governments to relocate by offering business friendly processes.
- Complying with various regulatory requirements from various levels of government and government agencies is an onerous task.
- Regulations are not scaled appropriately for small to medium enterprises; this results in relatively high compliance costs compared to large enterprises.
- Improving collaboration within the Region's business community is required, but the Chamber of Commerce is not active.
- Review of development control to create incentives for land and property owners to develop or adapt in favour of more productive uses.
- Greater clarity of regulations and definitions is required to reduce burdens on small to medium enterprises in the agricultural sector.
- Greater engagement and consultation with local businesses is required when designing or revising regulations to understand their implications and perspectives.

## Appendix F – Risks





## Risks

Through consultation, the community contributed to the Strategy development process, by identifying issues today that may be central to the economic future. This included a range of risks that may impede Queanbeyan-Palerang from achieving its economic potential.

Addressing these risks is essential to realising this Strategy's economic vision for the Region.

### Achieving Better Connectivity

- Heavy vehicle routes along the main streets of Queanbeyan, Braidwood and Bungendore create traffic congestion, undermine their roles as 'places for people' and put the safety of residents at risk.
- Deficiencies in telecommunications coverage means that the human capital and innovative capacity of Queanbeyan-Palerang's labour pool is underutilised.
- More frequent and reliable public and community transport systems within Queanbeyan-Palerang and beyond to Canberra can change the way people live and work for the better.
- Access to Canberra Airport for NSW taxis is highly regulated. NSW taxis can take passengers to the airport, but regulations prevent them from picking up passengers.
- Slow rail links from Sydney to Canberra via Bungendore and Queanbeyan are a disincentive to use rail for commuter and visitor disbursement.

- The sole east /west commute and passenger road corridor along Canberra Avenue and Bungendore road provides inefficiencies and potential issues with the growing population in the Bungendore and Googong areas.

### Leveraging Resources, Skills and Jobs

- CBD property owners are electing to keep properties vacant rather than reducing rents, reducing economic activity.
- Scarcity of "right sized" industrial and employment land in Queanbeyan-Palerang is constraining development.
- Land release for residential areas is encroaching on industrial sites. Existing businesses are unable to grow or expand, and it is impacting on the efficiency of their operations relative to the scale they can achieve in Canberra.
- Training offered in Canberra is not readily accessible for Queanbeyan-Palerang workers, as job seekers can't access subsidised places.
- A small animal abattoir would cater to local farmer needs and opportunities.

### Enhancing Liveable Communities

- Better 'Places for People' in the centre of Queanbeyan, Bungendore and Braidwood requires delineating freight from pedestrian traffic.
- A lack of potable water services and flooding issues is holding back housing supply in Bungendore.
- Bungendore's main street needs to be better integrated with its showground.

- Affordable housing is in short supply.
- Braidwood needs traffic, drainage and sewerage solutions for its main street that are sensitive to its heritage values.
- Cultural, sporting and other social amenities and events should be enhanced. A sports precinct can attract people from the ACT every week to Queanbeyan, as well as providing capacity for elite sporting events and training.
- Essential infrastructure needs to be provided in sequence to best support new residential development.
- Cross Border Issues – unique to the area is the different regulatory environment on each side of the border. This complicates and disables the ability for effective public transport service delivery, leads to differential business cost establishment and flight corridor planning issues amongst other things.

### New Ideas

- Queanbeyan is disadvantaged in key respects relative to Canberra for both cost and regulatory imposts on business and the thresholds at which they apply.
- Small to medium enterprises face high start-up and development costs in Queanbeyan-Palerang and lower thresholds for taxes like payroll tax.
- Potential businesses in Bungendore face substantive costs for car parking spaces for no substantive change in land use.

## Risks

- Operational conditions enforced on businesses for noise, energy, fire and waste impede productivity and drive up costs excessively.
- Many buildings in Queanbeyan-Palerang are heritage listed, making it very difficult to reuse or adapt existing buildings for economic activities.
- Queanbeyan-Palerang's business communities lack a peak body and act informally.
- Small to medium enterprises in the Agricultural sector need better definitions from State regulation to reduce development costs.



## Appendix G – Focus Opportunities



## Focus Opportunity – Places for People

Queanbeyan-Palerang's success in growing its population demonstrates the appeals of the Region as a place to live and play.

Between 2006 and 2016, Queanbeyan-Palerang experienced population growth of 13.8 per cent. This suggests the Region is a great community to live in that growing numbers of people want to be a part of.

The appeals of the Region can be seen in its considerable endowments. These include its own internal features, including the natural environment and sporting and cultural facilities, as well as those institutions located in Canberra and other adjoining regions.

**The Kings Highway is a major constraint on the amenity and economy of the Region's centres**

While liveability is already high in Queanbeyan-Palerang, opportunities remain to improve lifestyles and economic outcomes for locals.

A major issue in common for each of Queanbeyan, Bungendore and Braidwood is the co-location of the centre of each town with the Kings Highway corridor. Co-location is creating conflicts between transport purposes and the strategic purposes of centres, hampering both liveability and economic activity.



Symptoms of the conflicts caused by co-location include:

- poor pedestrian connectivity between precincts and facilities
  - absence of attractive public space to entice pedestrians to gather in the CBD
  - low levels of foot traffic in the CBD
  - declining and undifferentiated retail offerings
  - old and rundown buildings with substandard street appearances.
- The new *Future Transport Strategy 2056* includes a 'movement and place' framework to plan, design and operate the road network while appropriately accounting for different land purposes and uses. The guiding conceptual principles within the framework are:
- **local connectivity** – improving public transport, active transport and connections to transport gateways and other key land uses
  - **creating places for people** – supporting centre development and placemaking

## Focus Opportunity – Places for People

- **movement corridors** – designing and managing major roads to be sensitive to centres and their surrounding land uses, including through planning for future bypasses using the movement and place principles.

A key strategic direction from applying these principles is the separation of through movement (Movement Corridors) and reinforced place-based activity (Places for People). Applying this concept in Queanbeyan-Palerang's centres can enhance both liveability and the economy for residents.

### **The Ellerton Drive Extension plays a key role in transforming Queanbeyan's CBD and economy**

The Ellerton Drive Extension is presently under construction. Once complete in 2020, heavy traffic will be diverted around the CBD rather than through it, supporting placemaking activities consistent with the 'places for people' concept from the 'movement and place' framework.

The Region has developed a CBD Transformation Strategy to complement the bypass and address the current low levels of utilisation in its centre and enhance activity for both businesses and residents.

Over time, the CBD could be supported by further transport initiatives consistent with 'movement and place' framework. This could include better public connections to Canberra, potentially through the existing heavy rail corridor or a new light rail alignment, or alternatively to Canberra Airport.

### **Bypasses can also enhance Bungendore and Braidwood as "Places for People"**

Braidwood and Bungendore are similarly hampered by the extensive traffic carried on the Kings Highway.

Potential bypasses of the centres would need to account for the existing alignments through each centre, reflected in green to the right of this page.

Reduced heavy vehicle movements will enhance the existing tourism, arts and heritage strengths of each centre. Complementary works could include enhanced parking and pedestrian corridors to allow ease of access to the centres.

Next steps for these initiatives should include:

- Preparing a CBD Transformation Program Business Case for Queanbeyan CBD
- Preparing bypass and complementary measures business cases for Bungendore and Braidwood.





## Focus Opportunity – Levelling the Cross Border Playing Field

The scale of the ACT economy reflects the exceptional opportunities available to Queanbeyan-Palerang residents

ACT's five most significant industries produce more than \$20 billion a year, with each significantly larger than Queanbeyan-Palerang Region's \$1.6 billion economy.

The range of accessible large market employment and business opportunities, coupled with such a highly skilled labour force to employ, work with or learn from, is the core economic strength of Queanbeyan-Palerang. It follows that the most important economic strategies Queanbeyan-Palerang can pursue relate to increasing integration with such a large and lucrative market.

The degree of integration is already very high, with:

- almost two thirds of Queanbeyan-Palerang workers working in the ACT
- about one-third of the labour employed in Queanbeyan drawn from the ACT.

However, the scope for greater integration is significant. Defence represents one area for greater expansion, given the number of defence personnel living in the Region. A related opportunity of merit is a potential high-skill technology business park at Jerrabomberra.

Payroll Tax	
NSW	ACT
5.45%	6.85%
\$750,000	\$2,000,000

**Differences in ACT and NSW taxes, charges and regulation can distort economic activity within the ACT-QP market**

Relative to the ACT, Queanbeyan-Palerang holds some key advantages, most notably the lower cost of land. This suggests that all other things being equal, Queanbeyan-Palerang should find success in attracting activities that are relatively land-intensive in their production processes.

While Queanbeyan-Palerang and the ACT forms a unified market, differences in taxation, charging and regulation by the ACT and NSW Governments can distort where economic activity takes place within the broader Capital region economy.

For example, NSW Treasury's *Interstate Comparison of Taxes* illustrates that while NSW has a lower payroll tax rate compared to the ACT, the threshold is much higher in ACT, as reflected in the figure above.

The implication of the differential rates is that a small business in NSW faces paying taxes well before they reach the scale where an equivalent ACT business starts to pay tax:

- a Queanbeyan business with a \$2 million payroll pays \$68,125 in tax a year
- an ACT business with the same payroll would pay no payroll tax.

## Focus Opportunity – Levelling the Cross Border Playing Field

An implication of the difference in tax paid is some businesses may look to locate in, or relocate to, the ACT to reduce or avoid paying different taxes. If the decision is purely driven by differentials, economic decision making has been 'distorted'.

The distorting impacts of taxes tend to be greatest at borders, where investors find it easiest to position to their advantage. Many of the Region's stakeholders highlighted differences in taxes, charges and regulations as major impediments to economic growth, or encouragement to leave NSW.

In addition to taxes and charges, other notable differences in treatment include heavy vehicle regulations, taxi hire regulations and public transport services and ticketing. For example, Queanbeyan taxis are allowed to drop passengers at Canberra Airport, but are prohibited from picking up passengers.

**Research into the extent of impacts can help Queanbeyan-Palerang advocate for adjustments that level the cross border playing field**

There are a number of options for the Region to consider to level the playing field to retain and attract new businesses and extend its inherent advantages. These options include:

- develop policies to leverage the Region's endowments and specialisations to promote key cost advantages over ACT
- develop taxation and financial incentives
- harmonise regulation and licensing
- develop a Special Economic Zone proposal to offset or eliminate differences at the border.
- Investigating opportunities to activate industrial land for purposes integrating the high skill specialisations of the labour pool with cost advantages for land
- working with the NSW Government Cross Border Commissioner to advocate for policy changes offsetting or eliminating disadvantages to businesses, organisations and residents in border communities.

Prior to considering appropriate policy levers to address cross-border issues, the scale of cross-border impacts must be better understood. The initial strategic opportunities for action could include:

- undertaking a business cost and regulatory impositions comparative study

These actions can begin to position Queanbeyan-Palerang to level the playing field for new investment and make the most of its opportunities to build off its inherent advantages.



## Focus Opportunity - Tourism

### Tourism plays an important role in Queanbeyan-Palerang

Tourism plays a substantial role in the Region's economy, especially for its smaller centres like Bungendore and Braidwood.

On average, the Region has about 206,000 overnight visitors, contributing \$97 million to the local economy annually. Three main industries benefiting from tourism are:

- accommodation and food
- transport
- retail.

Tourism Research Australia accounts for about 470 local businesses that make up the backbone of tourism operations in Queanbeyan-Palerang.

Many endowments lend the Region strength in tourism. Queanbeyan-Palerang is a central Gateway for access to Canberra and other adjoining regions. The standard of road access is generally very good, and its centres have a range of interesting features and events to attract visitors.

### Constraints need to be addressed to see the Region's tourism offerings reach their potential

Stakeholders identified a number of constraints during stakeholder consultation. These included:

- improving collaboration among operators
- upgrading accommodation capacity
- increasing marketing and awareness
- developing and implementing signature experiences in the Region
- changing the Region's perception as "low-cost" option for Canberra stays
- reducing heavy vehicle movements on the Kings Highway near town centres (considered at length in a previous Focus Opportunity).

### New strategic plans at the local and regional level can help realise the Region's tourism potential

Recently, the Region endorsed the QPRC Tourism Plan 2017-2025 which proposes:

- Developing outdoor adventure activities like high-quality cycling tracks and trails
- Revitalising Queanbeyan City CBD
- Attracting investment to develop a more diverse range of visitor accommodation
- Enhancing art, culture and food trails of QPRC





## Focus Opportunity - Tourism

Additionally, the recently released Destination Southern NSW Regional Destination Management Plan encourages regional collaboration in driving its strategic directions.

**Overtime, tourism operators may be able to move up the value chain by offering novel experiences to high value customers**

According to Tourism Research Australia, Canberra had over 2.2 million overnight visitors in 2014-15, spending more than over \$1.8 billion. In addition, ACT households have the highest disposable incomes in the country among States and Territories.

Taken together, these facts suggest opportunities may exist for the Region's tourism operators to move up the value chain over time.

**Local strengths can support signature experiences unique to Queanbeyan-Palerang**

A key to success is likely to be in promoting a distinctive set of local experiences. Among the population serving specialisations are a number of artistic and cultural pursuits, including:

- Creative Artists, Musicians, Writers and Performers and Art Education
- Amusement and Other Recreational Activities
- Museum operation.

These specialisations are consistent with the Region's boutique tourism experience offerings centred around local culture, heritage and artistic pursuits.

A model for the types of higher value experiences that could be offered is Daylesford, a notable tourist destination in Victoria famous for its natural spa.

Daylesford is located a comparable distance from Melbourne to what Braidwood is from Canberra. Daylesford created its tourism industries by leveraging off its endowment of natural hot springs and developed spas, restaurants, galleries, gardens and country-house-conversion bed and breakfasts.

Braidwood and Bungendore have high concentrations of arts and recreational services. Combined with deep heritage and picturesque surroundings, Braidwood and Bungendore could extend their strengths in arts and recreational services, including:

- an art trail with local artists
- a food and wine trail with the makers
- cultural and heritage tourism.



## Focus Opportunity – Population Growth in Canberra

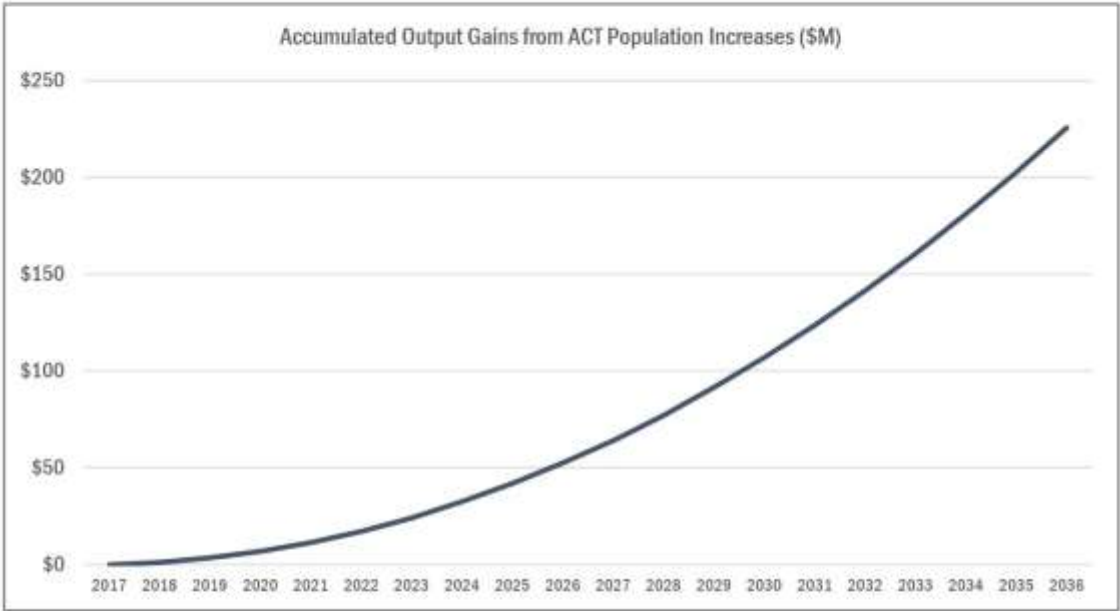
Scenario modelling suggests ongoing population growth in the ACT could increase Queanbeyan-Palerang output by more than \$225 million overtime.

The Canberra economy is large, and swelling further over time.

Queanbeyan-Palerang and the ACT are in competition in some respects, as reflected in the Focus Opportunity on Levelling the Cross Border Playing Field. However, in general, growth in the Canberra economy will expand opportunities for Queanbeyan-Palerang as well, suggesting the general focus for policy should be on complementarity, rather than competition.

One of the key sources of the ACT's growth is ongoing population increase. To help provide an indicative illustration of the potential significance of population growth in an adjoining region, Corview commissioned Cadence Economics to undertake computable general equilibrium modelling of different population growth scenarios.

The scenarios modelled include the current official forecast (1.27 per cent). Under this scenario, Cadence Economics' modelling suggests In aggregate, the additional activity in the Queanbeyan-Palerang economy over time might total more than \$225 million.



**Business Services, Wholesale Trade and Transport are projected to benefit most among the Region's industries from ongoing ACT's population increases.**

The local Business Services, Wholesale Trade and Transport sectors are projected to expand by additional \$87 million, \$74 million and \$56 million respectively over time.

Other sectors reflecting substantial gains include food manufacturing, other manufacturing and recreational services.

While only a single scenario, the modelled outcomes reinforce the potential of pursuing enabling strategies like:

- leveraging the Region's proximity to Canberra to promote the Region's arts, food, drink and cultural heritage strengths for tourism
- investigating opportunities to better connect Queanbeyan-Palerang's freight and passenger connections to Canberra and its gateways
- better connecting Queanbeyan and Canberra, potentially including heavy or light rail connections.



## Appendix H –

# The Building Blocks of Economic Growth

### Promoting economic growth

#### The role of our regions

In an environment where cities continue to strengthen their position as economic engines, the question of what regions need to do to ensure that they continue to contribute to the nation's wealth and remains relevant.

Promoting regional economic development is at the heart of what this Strategy seeks to achieve. Regional economic development seeks to expand the value and capabilities of existing businesses, and facilitate the growth of new businesses. In turn, the additional activity generated by businesses should increase the number of jobs available as well as the earnings of employees.

There are uneven levels of growth across the regions in NSW. Some regions are growing strongly both in terms of population and economic opportunity. However, some regional communities face great challenges in terms of population decline, structural change, distance, and the impact this has on service delivery, infrastructure investment, and cultural and social development.

The Strategy outlines tailored strategies to address the specific priorities of the Region to help industries to thrive, leading to strong employment growth and strong regional economy and future prosperity.

#### The "building blocks" of economic development

Many factors contribute to the economic potential of a region.

Some factors are inherent advantages and endowments, like geography or other features of the natural environment, that can be difficult to influence through policies and investments. But in many other cases, there is much governments can do to enhance their advantages and endowments and provide stronger enabling conditions for greater private investment and initiative.

A key step towards a coherent economic strategy is identifying what these 'building blocks' for growth are, as set out left. These enabling keystones are interrelated, and can be locked in together through a credible economic plan, consistent with the identified strengths, endowments and opportunities of a region.

### Some of the key ingredients

At a most basic level, economic development can be achieved and enhanced through one of the following three 'P's:

- More **People** which increases the size of the local market
- More **Participation** to increase the size of the labour pool
- Higher **Productivity** to increase the value add each worker delivers.

#### Targeted planning and investment

Increasing the three 'P's is a challenge in regional areas. Often, all three drivers are moving in the wrong direction. Increasing these 'P's in an efficient and effective way means investments need to be targeted into the right areas.

Research undertaken by the Department of Premier and Cabinet - Centre for Economic and Regional Development indicates the economic development primers work best where they promote existing strengths linked to local endowments.

Increasing global competition means industries without a comparative advantage from existing activities or existing resources are less likely to succeed.

This Strategy therefore places a high emphasis on focusing on areas that emphasise existing strengths rather than targeting investments in speculative areas that are yet to be proven. Investment must consider improvements in the Region that are sustainable and equitable.

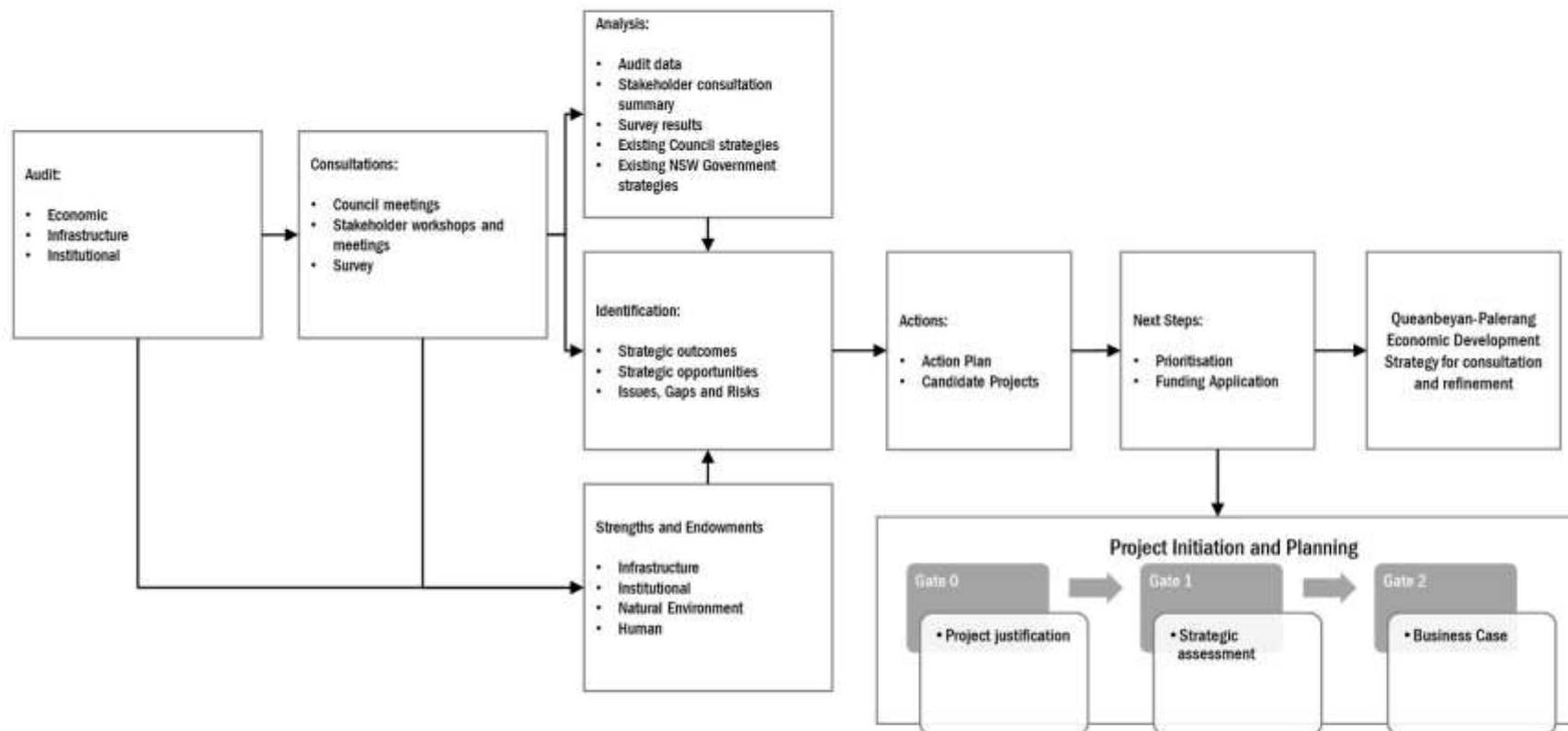
Improving standards of living across regional communities and ensuring that the Region's economic base is resilient and adaptive to change are also important considerations. Therefore, this Strategy considers measures that deliver improvements in the four key strategic outcomes:

- Connectivity
- Inputs, Skills and Jobs
- Liveability
- New Ideas



# Appendix I – Methodology

## Queanbeyan-Palerang - Regional Economic Development Strategy Methodology



### KEY TASKS AND STEPS IN REGIONAL ECONOMIC DEVELOPMENT STRATEGY DEVELOPMENT

- Undertaking economic, infrastructure and institutional audits and integrating them into regional strengths and endowments
- Reviewing existing strategies to account for current policy directions and shape strategic themes for this Strategy
- Consulting with stakeholders to identify current day and future strategic needs, issues, gaps, risks and opportunities
- Analysing and identifying strengths and endowments when considering the strategic objectives and opportunities of each theme
- Identifying strategies and actions that respond to the Region's strategic economic development needs
- Actions and projects are assessed for Project Initiation and Planning



## Appendix J – Actions

## Action Plan

Each of the four strategies is supported by an Action Plan – allocating an “owner” or sponsor of each strategy and an expected timeframe in which to complete the actions.





## 1. Improve Digital Connectivity and Access to Harness the Innovative Capacity of the Workforce

### Strategic Context

Queanbeyan-Palerang is fortunate to have access to a number of endowments that lend it productive potential well beyond levels typical for regional NSW. Foremost among these endowments are:

- its highly educated workforce
- advanced manufacturing firms
- proximity to Canberra, home to many of Australia's leading cultural, educational, scientific and social institutions.

Despite the complementary role Queanbeyan-Palerang plays with respect to Canberra in supporting land-intensive production activities like manufacturing, consultation revealed a scarcity of appropriately scoped industrial land, and tax and regulation differentials were constraining development in this sector.

To make the most of its endowments, Queanbeyan-Palerang should focus on facilitating cluster development for its high skill, high value add activities. An immediate opportunity relates to the proposed South Jerrabomberra Defence & Technology Precinct. A secondary priority should be improving regional digital and mobile connections, in order to improve the capacity of its workers to work flexibly and connect to markets much further afield.

**Infrastructure Priorities** South Jerrabomberra Defence & Technology Precinct and digital connectivity infrastructure

Opportunities	Actions	Candidate Projects
<ul style="list-style-type: none"> <li>• Position Queanbeyan-Palerang as a Smart City.</li> <li>• Activate industrial land that utilises the Region's hi-tech workforce specialisations.</li> <li>• Secure reliable, high capacity regional digital and mobile connections for the Region's creative and innovative workforce.</li> <li>• Work on cross-border collaboration to address tax and regulations gaps.</li> <li>• Enhance transport accessibility and connectivity between Queanbeyan-Palerang region and Canberra to support cross border travel flow.</li> </ul>	<ul style="list-style-type: none"> <li>• Develop a South Jerrabomberra Defence &amp; Technology Precinct Business Case.</li> <li>• Pursue a partnership with Canberra Institute of Technology, Australian National University and the University of Canberra to develop Queanbeyan-Palerang's entrepreneurial ecosystem.</li> <li>• Implement the QPRC Digital Economy and Smart Community Strategy.</li> <li>• Develop an Innovation Strategy.</li> <li>• Advocate for an Australian Public Service Smart Work Hub in Queanbeyan.</li> <li>• Develop a Business Innovation Hub in Queanbeyan.</li> <li>• In collaboration with the private sector, audit digital connectivity blackspots and identify technical solutions.</li> <li>• Investigate regional/remote Wi-Fi connectivity solution.</li> <li>• Work with the ACT to develop a Public Transport Integration Strategy.</li> <li>• Undertake a feasibility study for commuter rail options in the Bungendore to Canberra corridor.</li> <li>• Continue to advocate for a Fast Train network from Sydney to Canberra.</li> </ul>	<ul style="list-style-type: none"> <li>• South Jerrabomberra Innovation Precinct <ul style="list-style-type: none"> <li>○ Defence and Technology Industrial Park</li> <li>○ Enabling road works</li> <li>○ Utilities corridor</li> <li>○ Business park</li> <li>○ Rail Freight Intermodal</li> </ul> </li> <li>• Queanbeyan-Palerang Business Innovation Hub.</li> </ul>

## Action Plan

### Improve Digital Connectivity and Access to Harness the Innovative Capacity of the Workforce

Strategic Opportunities	Actions	Timeframe
<ul style="list-style-type: none"> <li>Position Queanbeyan-Palerang as a Smart City.</li> </ul>	<ul style="list-style-type: none"> <li>Pursue a partnership with CBRINT, ANU and UC to develop Queanbeyan-Palerang's entrepreneurial ecosystem.</li> <li>Implement the QPRC Digital Economy and Smart Community Strategy.</li> <li>Develop an Innovation Strategy.</li> <li>Advocate for an Australian Public Service Smart Work Hub in Queanbeyan.</li> <li>Develop a Business Innovation Hub in Queanbeyan.</li> </ul>	December 2020
<ul style="list-style-type: none"> <li>Activate industrial land that utilises the Region's hi-tech workforce specialisations.</li> </ul>	<ul style="list-style-type: none"> <li>Develop a South Jerrabomberra Defence &amp; Technology Precinct Business Case.</li> </ul>	December 2018
<ul style="list-style-type: none"> <li>Secure reliable, high capacity regional digital and mobile connections for the Region's creative and innovative workforce.</li> </ul>	<ul style="list-style-type: none"> <li>In collaboration with the private sector, audit digital connectivity blackspots and identify technical solutions.</li> <li>Investigate regional/remote Wi-Fi connectivity solution.</li> </ul>	June 2019
<ul style="list-style-type: none"> <li>Enhance transport accessibility and connectivity between Queanbeyan-Palerang region and Canberra to support cross border travel flow.</li> </ul>	<ul style="list-style-type: none"> <li>Work with the ACT to develop a Public Transport Integration Strategy.</li> <li>Undertake a feasibility study for commuter rail options in the Bungendore to Canberra corridor.</li> <li>Continue to advocate for a Fast Train network from Sydney to Canberra.</li> </ul>	Dec 2021





## 2. Re-establish the Town Centres as 'Places for People'

### Strategic Context

The Kings Highway corridor is highly significant from both an economic and social perspective, providing the primary point of access between the Region's three major centres. Beyond Queanbeyan, the corridor becomes Canberra Avenue, the immediate access point to many of the economic opportunities residents find within the ACT's borders.

While the Kings Highway is highly valuable as a movement corridor, it is nonetheless creates conflict with the intended economic land use outcomes for the three town centres disrupted by its current alignment. This reduces the amenity and productivity of these centres. In particular, Transport for NSW's new 'Movement and Place' framework includes a core principle that freight corridors should be separated from "places for people" so both can function more efficiently.

The Ellerton Drive Extension presently in delivery will provide Queanbeyan's CBD relief from freight traffic through a bypass from mid 2020. The immediate next step for the Region should be developing a program business case of initiatives to make the most of this opportunity. Thereafter, the a business case for bypasses of Bungendore and Braidwood and similar complementary investment programs should be developed. Over the medium term, options to better integrate these centres with Canberra through better public transport services should be investigated.

### Infrastructure Priorities

Queanbeyan CBD Transformation, consolidation of QPRC Offices & Town bypasses of Bungendore and Braidwood.

### Opportunities

- Reinststate the main streets as a "Places for People".
- Delineate freight corridors from "Places for People".
- Improve connections between Canberra and Queanbeyan-Palerang with better integration of public transport services

### Actions

- Develop a program business case for revitalising the Queanbeyan CBD.
- Develop Town Bypass business cases for Braidwood and Bungendore.
- Review measures to encourage landlords to let and improve their properties, including rate incentives.
- Work with the ACT to develop a Public Transport Integration Strategy.
- Undertake a feasibility study for commuter rail options in the Bungendore to Kingston corridor.
- Implement the Retail Growth Strategy and Queanbeyan CBD Spatial Business Plan to support the development of an authentic 'main street' retail experience as differentiator for the local economy.

### Candidate Projects


- Queanbeyan CBD Transformation
- Consolidation of the QPRC Offices
- Kings Highway bypass study for Braidwood and Bungendore
- Light rail network extension to Queanbeyan
- Commuter Rail from Bungendore to Queanbeyan to Canberra.



## Action Plan

### Re-establish the Town Centres as 'Places for People'

Strategic Opportunities	Actions	Timeframe
<ul style="list-style-type: none"> <li>• Delineate freight corridors from "Places for People".</li> </ul>	<ul style="list-style-type: none"> <li>• Develop Town Bypass business cases for Braidwood and Bungendore.</li> </ul>	June 2019
<ul style="list-style-type: none"> <li>• Reinstate the main streets as a "Places for People".</li> </ul>	<ul style="list-style-type: none"> <li>• Develop a program business case for revitalising the Queanbeyan CBD.</li> <li>• Review measures to encourage landlords to let and improve their properties, including rate incentives.</li> <li>• Develop main street investment programs for Bungendore and Braidwood.</li> <li>• Implement the Retail Growth Strategy and Queanbeyan CBD Spatial Business Plan to support the development of an authentic 'main street' retail experience as differentiator for the local economy.</li> </ul>	June 2019
<ul style="list-style-type: none"> <li>• Improve connections between Canberra and Queanbeyan-Palerang with better integration of public transport services.</li> </ul>	<ul style="list-style-type: none"> <li>• Work with the ACT to develop a Public Transport Integration Strategy.</li> <li>• Undertake a feasibility study for commuter rail options in the Bungendore to Kingston corridor.</li> </ul>	December 2021

 <b>3. Grow the Population and Internal Markets of the Region</b>			
<b>Strategic Context</b>		<p>The combination of lifestyle and economic opportunity enjoyed in Queanbeyan-Palerang is a key factor contributing to the significant population growth enjoyed in the Region over the past decade. Many of the endowments supporting the Region's attractiveness are in the ACT rather than NSW, emphasising the significant 'satellite' relationship and relatively close integration between the Region and the nation's capital.</p> <p>Nonetheless, there is more Queanbeyan-Palerang can do to further enhance its own attractiveness, grow its own markets and further increase its integration with Canberra. Priority measures should include developing a portfolio of enabling infrastructure projects to facilitate housing supply and new industrial land, a cross border comparison of charges and regulatory impositions and developing a business case for the proposed Jerrabomberra Sports Precinct.</p>	
<b>Infrastructure Priorities</b>		Utilities infrastructure supporting housing supply and new industrial land release	
<b>Opportunities</b>	<b>Actions</b>	<b>Candidate Projects</b>	
<ul style="list-style-type: none"> <li>• Provide enabling infrastructure for new housing and industrial developments.</li> <li>• Improve access to cultural, sporting and social facilities and services within Queanbeyan-Palerang.</li> <li>• Level out the cross-border cost and regulatory differentials.</li> <li>• Engage in transformative partnerships with local, state and federal governments.</li> <li>• Accommodate an ageing population through integrating aged care and health services.</li> <li>• Improve freight connectivity from the Kings Highway corridor.</li> <li>• Explore the development of Freight Hub to support industry growth in the region.</li> </ul>	<ul style="list-style-type: none"> <li>• Develop a Queanbeyan-Palerang Water Security Program business case.</li> <li>• Work with energy suppliers to identify infrastructure to support housing supply and industrial expansion, including renewable energy opportunities and solutions.</li> <li>• Develop a Jerrabomberra sports precinct business case.</li> <li>• Leverage the Health, Wellbeing and Community Services SkillsPoint in Queanbeyan to work with Industry to identify and address gaps in social and community services.</li> <li>• Undertake a study of cross-border business costs and regulatory impositions and consider options, including a Special Economic Zone.</li> <li>• Advocate for a City Deal in collaboration with the ACT Government to address cross border issues.</li> <li>• Advocate for harmonisation of Canberra Airport transport access regulations.</li> <li>• Work with industry in investigating innovative solutions to energy and waste management constraints, including renewable energy opportunities and solutions.</li> <li>• Trial a Business Improvement District as an alternative to a Business Chamber in Queanbeyan.</li> <li>• Undertake a feasibility study for freight network development (such as an intermodal) in Queanbeyan.</li> </ul>	<ul style="list-style-type: none"> <li>• Bungendore Aquifer Water Supply System</li> <li>• Queanbeyan Sewage Treatment Plant Upgrade</li> <li>• Googong Recycled Water System</li> <li>• Queanbeyan Regional Sports Facilities.</li> <li>• Queanbeyan-Palerang Intermodal Freight Futures Study</li> </ul>	

## Action Plan

### Grow the Population and Internal Markets of the Region

Strategic Opportunities	Actions	Timeframe
<ul style="list-style-type: none"> <li>Provide enabling infrastructure for new housing and industrial developments.</li> </ul>	<ul style="list-style-type: none"> <li>Develop a Queanbeyan-Palerang Water Security Program business case.</li> <li>Work with energy suppliers to identify infrastructure to support housing supply and industrial expansion, including renewable energy opportunities and solutions.</li> <li>Work with industry in investigating innovative solutions to energy and waste management constraints, including renewable energy opportunities and solutions.</li> </ul>	June 2019
<ul style="list-style-type: none"> <li>Improve access to cultural, sporting and social facilities and services within Queanbeyan-Palerang.</li> </ul>	<ul style="list-style-type: none"> <li>Develop a Jerrabomberra sports precinct business case.</li> </ul>	December 2018
<ul style="list-style-type: none"> <li>Level out the cross-border cost and regulatory differentials.</li> <li>Engage in transformative partnerships with local, state and federal governments.</li> </ul>	<ul style="list-style-type: none"> <li>Undertake a study of cross-border business costs and regulatory impositions and consider options, including a Special Economic Zone.</li> <li>Advocate for a City Deal in collaboration with the ACT Government.</li> <li>Advocate for harmonisation of Canberra Airport transport access regulations.</li> <li>Trial a Business Improvement District as an alternative to a Business Chamber in Queanbeyan.</li> </ul>	December 2019
<ul style="list-style-type: none"> <li>Accommodate an ageing population through integrating aged care and health services.</li> </ul>	<ul style="list-style-type: none"> <li>Leverage the Health, Wellbeing and Community Services SkillsPoint in Queanbeyan to work with Industry to identify and address gaps in social and community services.</li> </ul>	June 2020
<ul style="list-style-type: none"> <li>Improve freight connectivity from the Kings Highway corridor.</li> <li>Explore the development of Freight Hub to support industry growth in the region.</li> </ul>	<ul style="list-style-type: none"> <li>Undertake a feasibility study for freight network development (such as an intermodal) in Queanbeyan.</li> </ul>	December 2020



#### 4. Further Develop Specialised Agriculture and Food and Cultural Tourism

##### Strategic Context

The Region holds significant advantages in specialised agriculture and tourism that should be cultivated.

Consultations suggest Braidwood's well-established, highly productive beef cattle specialisation functions well, but smaller, developing niche agricultural activities demonstrating significant innovative capacities located around both Bungendore and Braidwood are impeded by a range of regulatory and infrastructure constraints. An immediate priority should be investigating the feasibility of the small animal abattoir concept proposed by stakeholders.

Similarly, the release of the new Destination Management Plan has provided a point of focus for further efforts to grow the Region's visitor economy. Specifically, the Region should seek to leverage existing tourism strengths, like its Aboriginal and European settlement history and Braidwood's well-preserved town, by developing new arts, food and cultural offerings.

##### Infrastructure Priorities

Small Animal Abattoir.

##### Opportunities

- Leverage Queanbeyan-Palerang's proximity to Canberra to promote its arts, food, drink and cultural strengths.
- Develop the regions agricultural sector.
- Celebrate and embrace indigenous and multicultural heritage.
- Take advantage of expanding tourism, promotion and export opportunities of the region given the available domestic and international connections and that may be facilitated by the Canberra International Airport.
- Develop a tourism brand for the region.

##### Actions

- Work with the Small Business Commissioner to look at regulatory barriers to agri-business and agri-tourism.
- Review the LEP and planning policies to remove grey areas around the development of farm-gate agri-business and agri-tourism business.
- Investigate abattoir options for Bungendore and Braidwood.
- Explore opportunities that ag-tech advancements may offer the region to boost capacity, efficiency and innovation in the sector.
- Provide greater access to and awareness of indigenous and multicultural heritage.
- Work with the Canberra Region Joint Organisation (CRJO) and Visit Canberra to develop or leverage joint marketing initiatives to promote the region
- With the CRJO and Canberra Airport to (1) investigate the opportunity for Canberra Region produce and products placement in the Canberra airport to support the QPRC Tourism Plan objectives, (2) further ongoing development of export freight opportunities in agriculture and general industry.
- Conduct a consumer facing branding exercise for the QPRC LGA
- Leverage the Canberra Region brand where possible
- Further develop the Queanbeyan-Palerang Events Program.

##### Candidate Projects

- Small Animal Abattoir
- Queanbeyan-Palerang Regional Council Tourism Accommodation and Events Plan
- Tourism projects as per Queanbeyan-Palerang Regional Council Tourism Plan.

## Action Plan

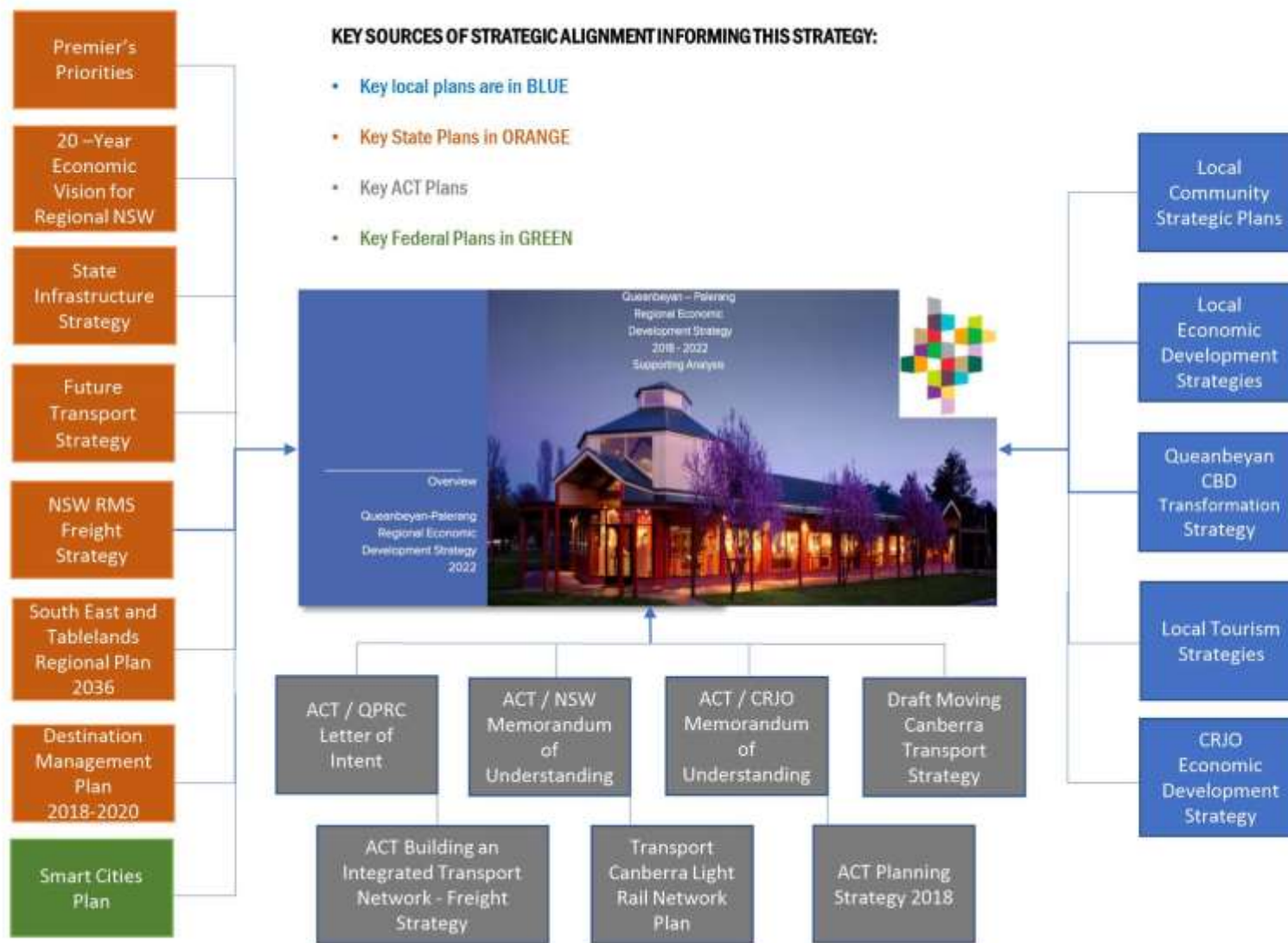
### Further Develop Specialised Agriculture and Food and Cultural Tourism

Strategic Opportunities	Actions	Timeframe
<ul style="list-style-type: none"> <li>• Leverage Queanbeyan-Palerang's proximity to Canberra to promote its arts, food, drink and cultural strengths.</li> <li>• Develop the regions agricultural sector.</li> </ul>	<ul style="list-style-type: none"> <li>• Work with the Small Business Commissioner to look at regulatory barriers to agri-business and agri-tourism.</li> <li>• Review the LEP and planning policies to remove grey areas around the development of farm-gate agri-business and agri-tourism business.</li> <li>• Investigate abattoir options for Bungendore and Braidwood.</li> <li>• Explore opportunities that ag-tech advancements may offer the region to boost capacity, efficiency and innovation in the sector.</li> </ul>	December 2019
<ul style="list-style-type: none"> <li>• Celebrate and embrace indigenous and multicultural heritage.</li> </ul>	<ul style="list-style-type: none"> <li>• Provide greater access to and awareness of indigenous and multicultural heritage.</li> </ul>	June 2020
<ul style="list-style-type: none"> <li>• Take advantage of expanding tourism, promotion and export opportunities of the region given the available domestic and international connections and that may be facilitated by the Canberra International Airport</li> </ul>	<ul style="list-style-type: none"> <li>• Work with the Canberra Region Joint Organisation (CRJO) and Visit Canberra to develop or leverage joint marketing initiatives to promote the region</li> <li>• With the CRJO and Canberra Airport:               <ul style="list-style-type: none"> <li>○ investigate the opportunity for Canberra Region produce and products placement in the Canberra airport to support the QPRC Tourism Plan objectives</li> <li>○ further ongoing development of export freight opportunities in agriculture and general industry.</li> </ul> </li> </ul>	December 2020
<ul style="list-style-type: none"> <li>• Develop a tourism brand for the region.</li> </ul>	<ul style="list-style-type: none"> <li>• Conduct a consumer facing branding exercise for the QPRC LGA.</li> <li>• Leverage the Canberra Region brand where possible.</li> <li>• Further develop the Queanbeyan-Palerang Events Program.</li> </ul>	December 2020



## Appendix K – Strategic Alignment

## Strategic Alignment and Directions Drawn from Other Plans





Developed with the support of the NSW Government as part of the Regional Economic Development Strategies program to assist local councils and their communities in regional NSW.





# **QUEANBEYAN-PALERANG REGIONAL COUNCIL**

## **Planning and Strategy Committee of the Whole Meeting Attachment**

**14 NOVEMBER 2018**

ITEM 8.1            BRAIDWOOD AND CURTILAGE HERITAGE ADVISORY  
                         COMMITTEE MEETING OF 13 SEPTEMBER 2018

ATTACHMENT 1    BRAIDWOOD AND CURTILAGE HERITAGE ADVISORY  
                         COMMITTEE MINUTES FOR MEETING OF 13  
                         SEPTEMBER 2018



**Present:** Cr Peter Marshall, Kirsty Altenburg, Sandra Hand, Peter Smith, John Stahel.

**Also Present:** David Carswell.

**Others Present:** Nil.

**Apologies:** Nil.

**1. Confirmation of the report of the previous meeting**

The Minutes of the meeting of the 9 August were confirmed.

**2. Declaration of Conflicts of Interest**

Nil.

**3. Business Arising From Minutes**

Items raised and discussed included items from the Minutes of the 9 August meeting particularly the continuing community interest in the Albion railings and in the operation of this Committee. In addition, as a matter of general interest, the issue of the Charleyong Bridge replacement and the possibility of retaining it as part of a tourist trail was discussed.

**4. Development Application for a Garage at 187 Wallace Street**

This item was referred to the Committee for their consideration. The plans were tabled and discussed and an inspection undertaken. After due consideration the Committee raised no objection nor had further comment on the application.

However as a matter arising and because of information received by the Braidwood and District Historical Society, a question was asked if a development application had been received for works proposed at 184 Wallace Street. This will be investigated and if an application is received it will be referred to the Committee for their consideration.

**5. Next Meeting**

The next meeting will be held in the Braidwood Old Library at 10am Thursday 11 October 2018.

There being no further business, the meeting closed at 11.23 am.

# **QUEANBEYAN-PALERANG REGIONAL COUNCIL**

## **Planning and Strategy Committee of the Whole Meeting Attachment**

**14 NOVEMBER 2018**

ITEM 8.2                      MINUTES OF THE QPRC HERITAGE ADVISORY COMMITTEE  
   MEETING OF 20 SEPTEMBER 2018

ATTACHMENT 1            MINUTES OF THE QPRC HERITAGE ADVISORY COMMITTEE  
   MEETING HELD ON 20 SEPTEMBER 2018

**Present:** Cr Mark Schweikert, Cr Peter Marshall, Andrew Riley, Jane Underwood.

**Also Present:** David Carswell, Beate Jansen, Kat McCauley.

**Others Present:** Nil

**Apologies:** David Loft, Judith Bedford

**Recommendation (Schweikert)**

That the apologies be received and noted.

The Committee Recommends:

**1. Confirmation of the Report of Previous Meeting**

The report of the meeting of the Special Committee held on 26 July 2018 was confirmed.

**2. Declaration of Conflicts of Interest**

David Carswell declared a conflict of interest in relation to an application in Item No. 5 as his family have a close professional association with one of the applicants.

**3. Business Arising From Minutes**

Nil.

**4. DA for demolition and replacement with a four bedroom house at 46 Alice Street**

Plans showing these were tabled and discussed by members of the Committee.

This discussion involved the need for a heritage impact statement for the demolition of the current dwelling which members felt should be required. Members also discussed the replacement dwelling, the use of basement car parking and its overall height compared to the current dwelling. In this regard the Committee were of the view that if a satisfactory heritage impact statement was submitted and there were no change to the overall height of the dwelling as shown on the tabled plans then the application would not have to go back to the Committee for further consideration.

**Recommendation (Underwood/Riley)**

QPRC HAC 09/18

1. That the Committee generally supports the replacement dwelling, subject to the submission of a satisfactory heritage impact statement in regard to the demolition of the existing dwelling.
2. That subject to the overall height and other features of the tabled plans not changing, the Committee does not require the application to be resubmitted to a future meeting of the Committee.

**5. Special Heritage Grant Fund Applications**

David Carswell vacated the meeting.

Beate Jansen provided a comprehensive overview of the seven (7) applications for the special heritage fund grants. It was noted that no applications from Hoskinstown or Captains Flat had been received. As a matter arising the Committee queried the ownership of the Boer War Memorial.

**Recommendation (Schweikert/Riley)**

**QPRC HAC 010/18      That the Committee to supplied with application details to review and approve in an out of session meeting for the October Council meeting.**

David Carswell returned to the meeting.

**6. Local Heritage Grant Fund Applications**

Beate Jansen provided an update of the process and the Committee noted that applications close on the 13 October 2018.

**Recommendation (Schweikert/Riley)**

**QPRC HAC 011/18      The Committee to be supplied with application details at the 18 October meeting.**

**7. Next Meeting**

The next meeting will be held at 4.30pm on Thursday 18 October August 2018 in the Committee Room at Queanbeyan Council Chambers.

There being no further business, the meeting closed at 5.08pm.





# **QUEANBEYAN-PALERANG REGIONAL COUNCIL**

## **Planning and Strategy Committee of the Whole Meeting Attachment**

**14 NOVEMBER 2018**

ITEM 8.3                      MINUTES OF THE QPRC HERITAGE ADVISORY COMMITTEE  
MEETING HELD ON 18 OCTOBER 2018

ATTACHMENT 1            MINUTES OF THE QPRC HERITAGE ADVISORY COMMITTEE  
MEETING HELD ON 18 OCTOBER 2018

**Present:** Cr Mark Schweikert, Cr Peter Marshall, Andrew Riley, Jane Underwood, Judith Bedford, Sue Whelan.

**Also Present:** Mike Thompson, David Carswell, Kat McCauley, Kaycee Dixon.

**Others Present:** Nil

**Apologies:** David Loft

**Recommendation (Schweikert/ Whelan)**

**QPRC HAC 12/18 That the apology be received and noted.**

The Committee Recommends:

**1. Confirmation of the Report of Previous Meeting**

A discussion was held regarding the wording of Item No. 2. of the report of the previous Meeting. After discussion the Committee decided not to change this.

A discussion around action Recommendation **QPRC HAC 010/18** was also held. In regard to the Special Heritage Grant Fund Applications the Committee had not been given the opportunity to review and approve these. Apologies was made by David Carswell and the Chairperson and an assurance was made that this would not happen in the future.

Following these matters Committee members agreed that the report of the meeting of the Committee held on 20 September 2018 be confirmed.

**2. Declaration of Conflicts of Interest**

Sue Whelan stated that she has an association with 151 Crawford Street, as her late father in law was the builder of this house. However, Sue Whelan felt that this was no longer a conflict of interest.

**3. Business Arising From Minutes**

David Carswell provided an update on the QPRC Local Heritage Grants. Eighteen applications have been received and are currently being reviewed and will come to the next meeting.

David Carswell also provided an update to recommendation **QPRC HAC 09/18** 46 Alice Street. The heritage impact statement has now been submitted for the demolition of the existing dwelling and other structures on the site and its replacement dwelling.

Mike Thompson clarified that the Boer War memorial was owned by the RSL and Council owned the land that it is placed on.

David Carswell provided an update on recommendation **QPRC HAC 008/18**, relating to St. Stephen's Presbyterian Church. Council has been notified of the Heritage Council of NSW's recommendation that the Church and Manse be listed on the State Heritage Register. It is currently with the Minister for a decision.

**Recommendation (Underwood/Riley)**

**QPRC HAC 13/18 That the Committee be supplied with the heritage impact statement for 46 Alice Street.**

**4. 151 Crawford Street – Demolition plan**

An overview of the 151 Crawford Street demolition plan and its past history was provided. The application was then discussed in detail by members of the Committee.

In their discussion the Committee noted amongst other things:

1. The application did not identify a replacement development and as such the Committee felt that they could not support it.
2. That in some members view the current dwelling could be incorporated into a future development.
3. The Statement of Heritage Impact provided as part of the application assessed the property in terms of the NSW Office of Environment and History (OEH) rating system as exceptional in terms of Criteria 6 and 7 respectively.

**Recommendation (Riley/Bedford)**

- |                       |   |
|-----------------------|---|
| <b>QPRC HAC 14/18</b> | <b>1. That the Committee does not support the application for demolition plan as a replacement development has not been identified.</b>   |
|                       | <b>2. The Committee noted that the Statement of Heritage Impact assessed the dwelling in terms of Criteria 6 and 7 of the NSW Office of Environment and History rating system as being exceptional.</b> |

**5. Next Meeting**

The next meeting will be held at 4.30pm on Thursday 15 November 2018 in the Committee Room at Queanbeyan Council Chambers.

There being no further business, the meeting closed at 5.07pm.



# **QUEANBEYAN-PALERANG REGIONAL COUNCIL**

## **Planning and Strategy Committee of the Whole Meeting Attachment**

**14 NOVEMBER 2018**

ITEM 8.4                      MINUTES TO THE ENVIRONMENT AND SUSTAINABILITY  
   ADVISORY COMMITTEE 3 OCTOBER 2018

ATTACHMENT 1      ESAC MINUTES 3 OCTOBER 2018



## **Report of the Environment and Sustainability Advisory Committee Meeting – 3 October 2018**

**Present:** Cr Peter Marshall (Chair), Katrina Willis (Community Representative), Tom Baker (Queanbeyan Landcare), Janelle Dennis (Molonglo Catchment Group), Paul Downey (Community Representative),

**Also Present:** Michael Thompson (Portfolio General Manager), Simon Holloway (Coordinator Natural Landscapes), Brendan Belcher (Program Coordinator Utilities Technical), Cameron Pensini (Sustainability Officer – Programs), Shlomi Bonet (Infrastructure Sustainability Officer), Shannon Edwards (Minutes)

**Apologies:** Gerry Gillespie (Community Representative), Rebecca Klomp (Community Representative).

### **1. Welcome to New Members**

Paul Downey

### **2. Declarations of Interest**

Nil

### **3. Confirmation of report of the previous meeting**

The minutes of the previous meeting were accepted.

### **4. Matters arising from previous minutes**

Status report on list of Recommendations supplied with Agenda.

- a) Repair Café and Tool Library – Council agreed to a 12 month trial. This will also be added to QPRC's Waste Strategy.
- b) Council resolution number 195/18 – Clarification was received from Council's Finance Team that \$84,000 drawn from Environmental reserves will be replenished upon receipt of loan funds.
- c) Revised Transport Strategy – Advice was received that the Transport Strategy was still undergoing updating in relation to links to the ACT bus network, prior to it being placed on public exhibition. At that time a presentation to the Committee will occur.
- d) National Tree Day – Council confirmed its continued support of National Tree Day.

5. **New Waste Strategy Update**

- Brief is currently being prepared with the minutes of the last Waste Strategy meeting;
- A report will go to 10 October 2018 Planning & Strategy Committee Meeting; this report tried to draw out some distinctions between the two former Council areas;
- 28 day Community Consultation from 15 October 2018; including three drop in events (Queanbeyan, Bungendore, and Braidwood) and a focus group, generally targeted to residents' associations;
- Suggestion posed to ensure QPRC website is updated in line with the Waste Strategy.

6. **Natural Areas Team**

- Queanbeyan Landcare is planning to write to Council to request support for managing resources in areas under Council Control. They are currently compiling a list of concerns and suggestions;
- Council once approached the ACT Government to request \$3 million funding from environmental levies that our rate payers contribute to, and whilst this was not successful, it was suggested that Council make approaches for additional funding;
- Suggestion posed to review key resources and what's included in the ACT Catchment Strategy (available online) and pursue this via the Upper Murrumbidgee Catchment Group.

7. **Successful NRM Grants**

Environmental Trust Restoration and Rehabilitation Grants

- \$96,000 granted for management of the erosion gully at the end of Redbox Place, Royalla – which has a 10m drop off;
- Whilst previous quotes exceeded this, Council could only apply for \$100,000. A small amount from the QPRC budget will be required to supplement this;
- May look at a two phase project (and apply for more money for the second phase during the next round of grants).

Public Reserve Management Fund (for Crown Land)

- Two \$30,000 grants were successful for weed management to protect threatened species and communities – we could apply for up to \$30,000 with one quote;
- QPRC has identified a priority site for weed management in Bombay near the Shoalhaven River which has a vulnerable species. QPRC is already contracting our services to WaterNSW (\$20,000 contract) for downstream weed management;
- The second site is in Carwoola; adjacent to Stoney Creek Nature Reserve.
- QPRC has four Weed Sprayers; with two of those positions being grant dependent this highlights the importance of small grants.

## 8. **Review and Updating of Plans of Management (POM)**

- QPRC has Plans of Management for most Queanbeyan and Palerang land. These are developed by the Landuse Planning branch with input from Natural Landscapes for natural areas;
- All land is classified as either Community or Operational land, with Community Land being further categorised as natural area, sportsground, etc.
- Now have more detail from Crown Lands in relation to;
  - Land that has been devolved to Council years ago,
  - New land allocated to QPRC that needs to be accepted/rejected.
- One parcel of land can have multiple categories (eg part natural area and part sportsground);
- QPRC has approx. 600 properties;
- Approx. 150 properties have natural areas totalling about 6-7 sq km; natural vegetation on roadsides totals about the same amount;
- Former QCC has a plan for all natural areas with a separate plan for high value natural areas and a similar approach is being considered for QPRC;
- Currently five draft specific plans in former Palerang area;
- Also reviewing format, including better addressing the core objectives listed in the LGA;
- A lot of work to be done;
- Three year timeframe to develop Plans of Management for the new Crown Land, although Simon is hoping to achieve this earlier for the natural areas plan;
- It was noted that Bicentennial Park has been flagged by the community as having an out of date POM.

## 9. **Officers Reports**

### Sheep in biodiversity offset block (West of the Queanbeyan Quarry)

- Offset clearing by QPRC, box gum woodland, PVP to manage grazing;
- Sheep have been removed in the past but approx. 15-20 have returned;
- Neville Plumb and Simon Holloway identified holes in fencing and Weed Sprayers are working on fencing (during days of high wind when they cannot spray) along the Eastern Boundary of the Quarry and a section on South leading to Wandiyali near access to Stringybark Drive;
- Wandiyali are adding a 6ft fence to deter feral animals, which will also restrict native wildlife movement in the area;
- About 30 fence holes still to be filled on the North side of the block, but these are used by native animals not sheep so need to plan for this;
- \$15K applied for in 2018-19 budget, but not approved by Council. It was suggested that Council should consider QPRC funding in relation to risk management where fines might apply.

## 10. Members Reports

### a) Climate Change Action Plans

Timeline was distributed and an electronic copy was requested for inclusion in the minutes.

### b) Kangaroo Management

- More than 50 dead Kangaroos were reportedly observed in the 8km stretch between Norton and Sutton Roads in Wamboin;
- QPRC's policy is that these are not removed outside of urban areas unless they are posing a hazard;
- People have been observed stopping to pull the carcass' off the road which then poses a hazard;
- ACT Government have reported a 400% increase in ranger call outs for Kangaroos;
- Kangaroo Management Workshop scheduled in Bungendore Friday 5 October 2018, 9-4pm.

### c) Removal and replacement of Eucalypts along Bungendore Road

- Concern was raised over replacement of native-habitat trees with deciduous and non-native habitat trees;
- QPRC confirmed that trees removed were approaching senility and three had fallen;
- The landscaping plan for the area went on exhibition and was approved by Council;
- Consideration of native plantings was requested in relation to tree removal and replacement in other areas;

### d) Riverside Bicycle Path

- Concern raised that this extension goes over the roots of trees in the area;
- Was a review of environmental factors undertaken in relation to the extension and if so, can this be made available to the Committee?

### e) Potential Fire Risk for Cancelled Carwoola Bonfire

- Carwoola residents were encouraged to supply timber to fuel a bonfire as an annual fire hazard reduction measure;
- However, this event was cancelled due to the early introduction of the bushfire season; resulting in a pile of timber stacked up;
- Cr Marshall will investigate if a chipping machine can be brought in to reduce the fuel load.

## 11. Next Meeting

The next meeting will be held at **3.30pm** on **5 December 2018** in the Committee Room at Queanbeyan Council Chambers.

There being no further business, the meeting closed at 5.25pm