



NSW GOVERNMENT
Department of Planning

Departmental Review

Queanbeyan City Council Residential and Economic Strategy 2031

Addendum Report

December 2008

Review of Queanbeyan Residential and Economic Strategy 2031 –
Addendum Report

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Introduction

This report responds to Queanbeyan City Council's review of its Queanbeyan Residential and Economic Strategy 2031. The Council resolved on the 12 November 2008 to adopt a new spatial arrangement for Queanbeyan land release which reflects the noise constraints arising from Canberra International Airport's new Australian Noise Exposure Forecasts (ANEF) which was endorsed by Airservices Australia on 12 June 2008.

This report should be read in conjunction with the Departmental Review of the Queanbeyan Residential and Economic Strategy 2031 which was endorsed by the former Minister for Planning in April 2007.

This addendum to the previous Departmental Review:

- Highlights key elements of Queanbeyan City Council's adopted revision to its previous Queanbeyan Strategy
- reviews the issues that influenced the original endorsed Queanbeyan Strategy
- discusses the spatial elements of the new Queanbeyan Residential and Economic Strategy 2031 Map
- responds to suggestions of alternative sources of residential land supply (lodged by the Airport and some landowners)
- recommends an implementation program for the delivery of land release in Queanbeyan.

Council's strategy

Queanbeyan City Council, on 12 November 2008, endorsed a new draft Strategy Map, which shows a revised spatial distribution of land uses for South Jerrabomberra to replace the previously endorsed map. The Council further resolved to formally submit the new Strategy Map along with supporting information to the Department of Planning with a request that the Minister for Planning consider them for endorsement.

The Council considers that a revision to the endorsed Strategy map is needed to address the constraints presented by Canberra International Airports new ANEF but that no amendments to the strategy document are necessary. Further, the new Map focuses on the redistribution of land uses in the South Jerrabomberra area – the spatial arrangement of land uses relating to land at Googong remains current.

The new Strategy Map retains two release areas within Queanbeyan with geographic diversity – Googong and South Jerrabomberra. The specific outcomes of Council's adopted revision for the South Jerrabomberra area include:

- 417.4 hectares of Residential land
- Approximately 50% of the proposed residential land area (209 hectares/2717 dwellings) being located outside the 20 ANEF contour.
- Approximately 4685 dwellings based on an average dwelling yield for the proposed urban area of 13 dwellings per hectare (as adopted by the Residential Economic Strategy). This projection is likely to be adjusted following more detailed site analysis and refinement of some potential development areas.

- Approximately 136.5 hectares of Employment land
- A site for a Regional Sporting Complex
- A Transport Interchange opposite Hume Industrial area
- Commercial centres at South Tralee and The Poplars
- A school site for the proposed Anglican Secondary College and primary school(s) to accommodate the projected population for South Tralee
- A buffer between the Proposed Residential Development in South Tralee and the industrial area at Hume in the ACT as well other buffer areas between different land uses in South Tralee.

Review of planning issues

The original Departmental Review of the Queanbeyan Residential and Economic Strategy 2031 focussed on the following issues:

1. Queanbeyan's future employment land needs
2. Aircraft noise
3. the importance of addressing housing affordability and targets
4. transport and traffic implications of the new development
5. water supply to the new residential areas.

The review also included an analysis of the spatial arrangement of settlement – the spatial elements of the new Strategy Map will be discussed as a separate section of this report.

Employment land needs

The 2007 endorsed Queanbeyan Residential and Economic Strategy 2031 concluded that 130 ha of employment land should be identified within Queanbeyan to accommodate the target for jobs growth over the next 25 years.

This aspect of the Strategy remains current and is reflected in the Sydney Canberra Corridor Regional Strategy.

Aircraft noise

An ongoing challenge in the identification and rezoning of potential new release areas in Queanbeyan is managing the issue of aircraft noise and the potential conflicts with Canberra International Airport.

Since the 2007 endorsement of the Queanbeyan Residential and Economic Strategy 2031, the airport has had a new Australian Noise Exposure Forecast (ANEF) endorsed by Airservices Australia. The new ANEF map poses a constraint to residential and some community uses in the South Jerrabomberra area, including South Tralee and Environa/Robin.

The new ANEF is strongly influenced by the airport's 2008 draft master plan which, once endorsed, will provide long term certainty about aviation activities at the airport. The Department of Planning is of the view that the growth projections in the Airport's draft master plan are excessive. It projects that the airport will reach 282,000 aircraft movements by 2050, which is equivalent to the current flights at

Sydney Airport and is three and a half times the 81,732 aircraft that currently fly to Canberra.

It is noted that in a recent decision, the Hon Anthony Albanese MP, Federal Minister for Infrastructure, Transport, Regional Development and Local Government, did not approve the airport's draft master plan. In refusing the draft master plan Minister Albanese commented that it lacked an adequate level of detail in relation to land use planning and does not clearly establish the strategic direction for the economic and efficient use of the airport.

On 2 December 2008, the Australian Government released an Aviation Green Paper which sets out initiatives to ensure the long term future of the aviation industry in Australia. Comments on the Green Paper will be considered in the development of a White Paper in 2009. The Green Paper recognises the importance of maintaining overnight freight services at a number of airports including Canberra Airport. As the recently approved ANEF for Canberra Airport is based on supporting an overnight freight capacity, this is considered to have been appropriately factored into the ANEF and hence the land use planning response.

Despite the Department's view of the new ANEF, it has been accepted by the Department and Queanbeyan City Council as the appropriate basis on which to plan for future residential and other development in the Queanbeyan Local Government Area.

Housing targets and affordability

The 2007 endorsed Queanbeyan Residential and Economic Strategy 2031 identified a need for 10,000 dwellings from new release areas over the next 25 years – this equates to 400 dwellings annually. The Strategy also confirmed that affordable housing choices will be facilitated through supporting the development of a number of release areas.

Housing affordability remains a priority for the Government – in Queanbeyan the average cost of housing increased by 25% in the 5 years to September 2007 (Housing NSW).

The Department retains its strong support for at least two simultaneous land release areas in Queanbeyan to:

- provide sufficient source of housing to achieve the 10,000 (400 annually) dwelling target
- provide market competition, geographic diversity and a point of difference in housing product and location
- ensure that lack of supply does not further reduce housing affordability.

Support for the new release area at Googong remains unchanged from the previously endorsed Strategy and Queanbeyan City Council is making good progress on its rezoning. A second land release at South Jerrabomberra would build on the existing urban development at Jerrabomberra and would be a logical extension of infrastructure and services.

The target of 10,000 dwellings from release areas in Queanbeyan over the next 25 years remains appropriate for Queanbeyan and is reflected in the Sydney Canberra Corridor Regional Strategy. The Regional Strategy also commits the Department of Planning, in consultation with councils, to establishing a framework for a housing

and land monitor to report on the amount of land available for housing as well as the completion of new housing. The monitor will be updated annually by councils.

Transport and traffic (infrastructure and services)

The 2007 endorsed Queanbeyan Residential and Economic Strategy 2031 concluded that a transport and traffic strategy needed to be completed along with the adoption of a supporting delivery plan before rezonings at Googong and South Jerrabomberra are finalised.

In addition to the development of contributions plan/s to support development from new release areas, the development of a framework to support cross border infrastructure planning and delivery in Queanbeyan is needed. The NSW/ACT Cross Border Settlement Strategy which is currently being finalised with the ACT Government will include a process to facilitate negotiations for key cross-border infrastructure requirements.

NSW and ACT have agreed to share data and development assumptions to establish base-case traffic models and to undertake scenario modelling to identify the road infrastructure requirements to service new developments. The required traffic modelling for Queanbeyan is being undertaken by the Council – data from this process will be the basis for decisions on road infrastructure requirements and developer contributions (e.g. Dunns Creek Road and Edwin Land Parkway).

The requirement that transport and traffic analysis and supporting infrastructure delivery plans be completed prior to the finalisation of rezoning of land identified under the Strategy remains unchanged.

In relation to services to support the future population of Queanbeyan, the Department of Planning will facilitate a workshop of human services agencies in early 2009. This forum will discuss appropriate service delivery models to ensure that future residential growth in Queanbeyan is adequately supported.

Water supply

The 2007 endorsed Queanbeyan Residential and Economic Strategy 2031 concluded that a cross-border settlement strategy is required to secure water supply from the ACT to future developments in Queanbeyan.

The Queanbeyan Water Supply Agreement was endorsed by the Commonwealth, NSW and ACT Governments on 16 September 2008. The Agreement secures water supply for future developments in Queanbeyan provided that consents are consistent with the Sydney Canberra Corridor Regional Strategy and the Memorandum of Agreement on ACT and NSW Cross Border Settlement and all required approvals are obtained.

As this issue is now resolved, it does not require further attention in this review.

Spatial arrangement

Land supply

The revised Queanbeyan Residential and Economic Strategy 2031 Strategy Map identifies a spatial allocation of 10,000 new release area dwellings to be provided in at least two simultaneous releases at Googong and South Jerrabomberra.

In relation to the revised urban outcomes for the South Jerrabomberra area, there are 417.4 hectares of potential residential land with a potential to yield up to 4,685 dwellings (assuming an average of 13 dwellings per hectare – consistent with the density assumptions from the previously endorsed Strategy – however there may be a reduction in yields following more detailed planning). When combined with the 5,500 lots to be developed at Googong, this fulfils the requirement for 10,000 lots through new release areas over the next 25 years.

South Jerrabomberra localities/properties that have been identified for development potential in the new Strategy Map include Poplars, Tralee North, Environa, Robin, Tralee South, Morrison, Forrest and a small area in the north of Tralee Station. Some of these areas have been the subject of previous planning processes and studies, which will enable rezonings to proceed for those areas as the initial stages of a staged implementation program.

While the areas identified for potential development in the new Strategy Map would yield sufficient housing supply to cater for the target of 10,000 dwellings over the next 25 years, longer term investigation areas are also identified. Following the substantial development of the areas identified in the new Map, the Council may commence consideration of the future investigation areas at South Googong and Tralee Station.

Aircraft noise

Under Section 117(2) Direction 3.5 *Development near licensed aerodromes*, new residential areas are required to be outside the 25 ANEF and schools are required to be outside the 20 ANEF. Residential uses between the 20 and 25 ANEF require noise attenuation. Any proposal for development in the vicinity of the airport, including the urban development proposed under this strategy, will be strictly assessed against the Direction.

Residential development at South Jerrabomberra is constrained by the operation of the ANEF for Canberra International Airport. 209 hectares of the 417.4 hectares identified for development in this area is completely outside of the 20 ANEF. Applying a density outcome of 13 dwellings/ha over the whole release area would result in 2717 dwellings being outside the 20 ANEF. It is recommended, however, that through the more detailed master planning process, densities should be maximised in those areas unconstrained by the noise forecasts and lower densities can be applied to those areas requiring noise attenuation.

Consistent with the application of the Section 117(2) Direction 3.5 *Development near licensed aerodromes*, the proposed school site is outside the 20 ANEF and no commercial land uses are proposed within the 30 ANEF.

As required under S.117(2) Direction 3.5, any LEP that rezones land for residential purposes between the 20 and 25 ANEF or that rezones land for hotels, motels, offices or public buildings between the 25 and 30 ANEF shall include provisions to ensure that development meets Australian Standard 2021 regarding interior noise levels. Accompanying development control plan/s should provide further details of noise attenuation requirements.

To maximise the number of dwellings in the areas that will not require noise attenuation, a target has been set that at least 50% of housing in the South Jerrabomberra area be outside the 20 ANEF.

Employment lands

The Strategy Map identifies 136.5 hectares of employment lands which satisfies the target of 130 ha. Much of the proposed employment land is appropriately located towards the northern part of South Jerrabomberra which is the most affected by the ANEF restrictions.

The delivery of employment lands concurrent with residential development in South Jerrabomberra is considered vital and the Council is encouraged to work closely with the owners and potential developers of employment lands to ensure the timely release of employment land.

Relationship to adjoining development

A significant amount of residential land is located in the vicinity of the Hume Industrial Area in the ACT. The new Strategy Map indicates a buffer in the order of 250 metres to manage the potential impacts of noise and emissions from the existing industrial area on the future residential uses.

The proposed 250m buffer for the residential/industrial interface is considered to be acceptable to manage potential impacts. The nature of land uses within the Hume Industrial area are substantially service industrial and, combined with the 250m buffer, would have limited impacts on the amenity of nearby residential uses.

Local centres and community facilities

Local centres have been identified in the north west of the Poplars site which would service the existing Jerrabomberra area as well as a modest centre to service the new Tralee South area. The northern centre will also include community facilities.

The Sydney Canberra Corridor Regional Strategy requires that the role of Queanbeyan as the Major Regional Centre is preserved and supported. In planning for the size and role of any new centres, the Council will be required to ensure that the role of Queanbeyan is not undermined.

Sites totalling 46 hectares have been identified within the Poplars site for regional recreation facilities, which is to include the construction of a regional indoor sporting complex. Council may wish to further consider the demand for recreation facilities and possibly consolidate the provision of facilities to one site. Without the benefit of further investigations, the eastern location adjacent to the proposed

local/community centre is supported in principle as the preferred site however Council may select a site or sites as appropriate following further consideration.

The provision of a site for a proposed Anglican Secondary College has long been an important issue for the existing residents of Jerrabomberra. The new Strategy Map identifies a site for the college and primary school which is outside the 20 ANEF (as required by S.117(2) Direction 3.5) to cater for the future population of the area.

Biodiversity

Known environmental values such as endangered grasslands, threatened species and remnant vegetation are reflected in the new Strategy Map. In particular, environmental conservation areas identified through previous studies are reflected in the Poplars, Tralee North and Tralee South areas.

The boundaries of some areas identified for potential residential development have been based on regional level mapping and will require detailed studies before any rezonings can be progressed. The residential yields and development boundaries identified in the Map may be adjusted following these more detailed investigations.

Dedication of environmental conservation areas into public ownership shall be negotiated with land owners as a requirement of any rezoning or development assessment process involving lands identified for conservation.

Infrastructure

The confirmation of road infrastructure to service the development of all new land release identified in the Strategy, including Googong, is required prior to the finalisation of any rezonings.

Of particular relevance to the land uses identified in the new Strategy Map, is a decision on the potential alignment of Dunns Creek Road. The Strategy map includes two indicative options for the alignment of the Dunns Creek Road however more detailed investigations and further consultations with DECC will be required prior to selecting a final alignment. A final alignment for the road will need to be secured through zoning once the need and timing for its construction is confirmed.

An infrequently used rail line is located on the western boundary of the South Jerrabomberra area. Council should discuss the management of any road crossings of the rail line, including whether grade separation is necessary, with Australian Rail Track Corporation prior to finalising infrastructure plans for development.

Alternative sources of residential land

Capital Airport Group (Canberra Airport) is concerned about the potential noise impacts from aircraft on residential development in the South Jerrabomberra area and commissioned a report on alternative locations for residential land supply to meet the Department's target of 10,000 dwellings over 25 years.

The report considered a range of alternative sources of residential land supply including:

- Higher than projected infill development
- Rural residential development in a number of locations including Burbong West, Mount Campbell South and Googong North
- Accelerating the development of the South Googong land release.

The suggestions for alternative sources of residential supply have been considered by Council and the Department and are not included in the new Strategy Map of the Queanbeyan Residential and Economic Strategy 2031 for a range of reasons including:

- The target of 10,000 dwellings from new release areas over the next 25 years remains appropriate for Queanbeyan. Whilst increased densities in existing residential areas and providing some limited new rural lifestyle developments may be supported, sufficient new release areas are required to cater for Queanbeyan's growth.
- The environmental constraints and locational characteristics of the suggested alternative areas have been significantly underestimated.
- As a product, rural residential development is not an efficient or sustainable form of large scale lot production; it does not contribute to housing affordability; and it does not contribute to the target of 10,000 dwellings from new release areas.
- The assumption that potential noise impacts from the Airport renders all land in the South Jerrabomberra area unsuitable for urban uses is not accepted. While the new ANEF poses a constraint to development in this area, a considerable amount of land outside the 25 noise contour is able to be considered for development.
- South Googong is supported as a future release area, however it will remain as a future investigation area and is not identified for accelerated development in the current review. This area represents a sensible future stage following the development of Googong once services and infrastructure have been extended.
- The early consideration of development at Tralee Station (apart from a small area in the north of the property) is not supported because it would represent a "leap-frogging" of the more logical expansion of Jerrabomberra into the South Jerrabomberra area. Without the prior development of South Jerrabomberra (in particular Tralee South) Tralee Station would be a separate satellite settlement which is not supported.

Staging

The new Strategy Map is to be used to guide the rezoning process for urban land in Queanbeyan that is required to meet the projected demand for housing and associated land uses over the next 25 years.

However, not all land identified for development on the Map has been subject to the same level of previous study and consideration. The staging of rezonings to implement land release in Queanbeyan will therefore reflect the planning status of the various lands.

The draft Local Environmental Plan for Googong has been substantially progressed by Queanbeyan City Council. The Plan is currently being reviewed by the Department and will be finalised following the resolution of a number of issues

including staging, infrastructure requirements (including the development of an infrastructure contributions plan) and the location of centres.

The attached Staging Map indicates those areas that will be progressed as Stage One rezonings within the South Jerrabomberra area and includes significant areas that have already been substantially studied. Stage One would deliver the following elements of the Queanbeyan Residential and Economic Strategy 2031:

- Approximately 125 hectares of residential land
 - 1625 dwellings (at 13 dwellings per hectares)
 - At least 1300 dwellings outside the 20 ANEF
- The site for an Anglican Secondary College and primary school
- Approximately 56.7 hectares of employment lands
- Local retail/community centres
- Land for regional recreation and community facilities
- Dedication of approximately 180 ha of environmental conservations areas
- Appropriate buffers between industrial and residential uses.

A number of Local Environmental Plans may be required to implement the full extent of rezonings identified in Stage One. While Council is encouraged to progress rezonings as a matter of priority, it may take some time before the full benefit of the Stage One zoning outcomes are realised. An initial rezoning by mid-2009 has been established as a target.

Summary

The revised spatial distribution of land uses for the South Jerrabomberra area as represented on the new Strategy Map is supported by the Department of Planning. The new map responds to the constraints presented by Canberra International Airport's new ANEF and maintains two release areas (Googong and South Jerrabomberra) that can satisfy the need for 10,000 dwellings over the next 25 years from new release areas with geographic diversity.

As more detailed assessments are undertaken for the new development areas, a number of key outcomes will be secured including the supply of affordable housing and much needed employment lands for Queanbeyan, protection of conservation lands, the concurrent development of a range of land uses and infrastructure requirements.

The following section contains specific recommendations designed to achieve the range of outcomes identified throughout this report.

Recommendations

Land Use Planning

1. The attached map is endorsed as the new Strategy Map for the Queanbeyan Residential and Economic Strategy 2031. The Map is to be used to guide the rezoning process for urban land in Queanbeyan that is required to meet the projected demand for housing and associated land uses. Land identified as "Residential Areas" on the Map (especially on the eastern side of South

Jerrabomberra) will be subject to more detailed investigations that will be undertaken in conjunction with subsequent rezoning processes and as a result of these investigations, the boundaries and/or residential yields from the release areas may alter.

2. The Council shall liaise with the owners of employment lands to ensure that they are zoned and developed concurrently with the release of residential development in the South Jerrabomberra area.
3. When considering rezoning proposals for the Poplars, Council shall consider whether it may be more appropriate to consolidate land for regional recreation facilities in a single location.
4. Adequate buffers (at least 250m) shall be applied in the vicinity of the Hume Industrial area when undertaking detailed master planning for residential development.
5. In progressing any rezoning proposal that includes a commercial precinct, the Council shall ensure that the role of Queanbeyan is not undermined by new centres including applying appropriate limits on floorspace.

Infrastructure and Servicing

6. Prior to the finalisation of any rezoning of lands identified in the Strategy Map, the Council is to finalise a transport strategy to service the new residential and employment areas.

The transport strategy shall specifically address the need, timing and funding (including the preparation of contributions plans) for required transport infrastructure works.

7. When considering the infrastructure requirements for land at South Tralee, the Council shall liaise with Australian Rail Track Corporation on the future use of the rail line and requirements for any road crossings of the rail line.

Aircraft Related Noise

8. Any LEP that rezones land for residential purposes between the 20 and 25 ANEF or that rezones land for hotels, motels, offices or public buildings between the 25 and 30 ANEF shall include provisions to ensure that development meets Australian Standard 2021 regarding interior noise levels. Accompanying development control plan/s should provide further details of noise attenuation requirements.
9. In undertaking more detailed master planning of residential areas in the South Jerrabomberra area, residential densities should be maximised in those areas outside of the 20 ANEF.

Cross Border Issues

10. The Department of Planning will liaise with the ACT Government in finalising the NSW/ACT Cross Border Settlement Strategy to ensure it includes a framework for negotiating the identification and delivery of key cross-border infrastructure items.

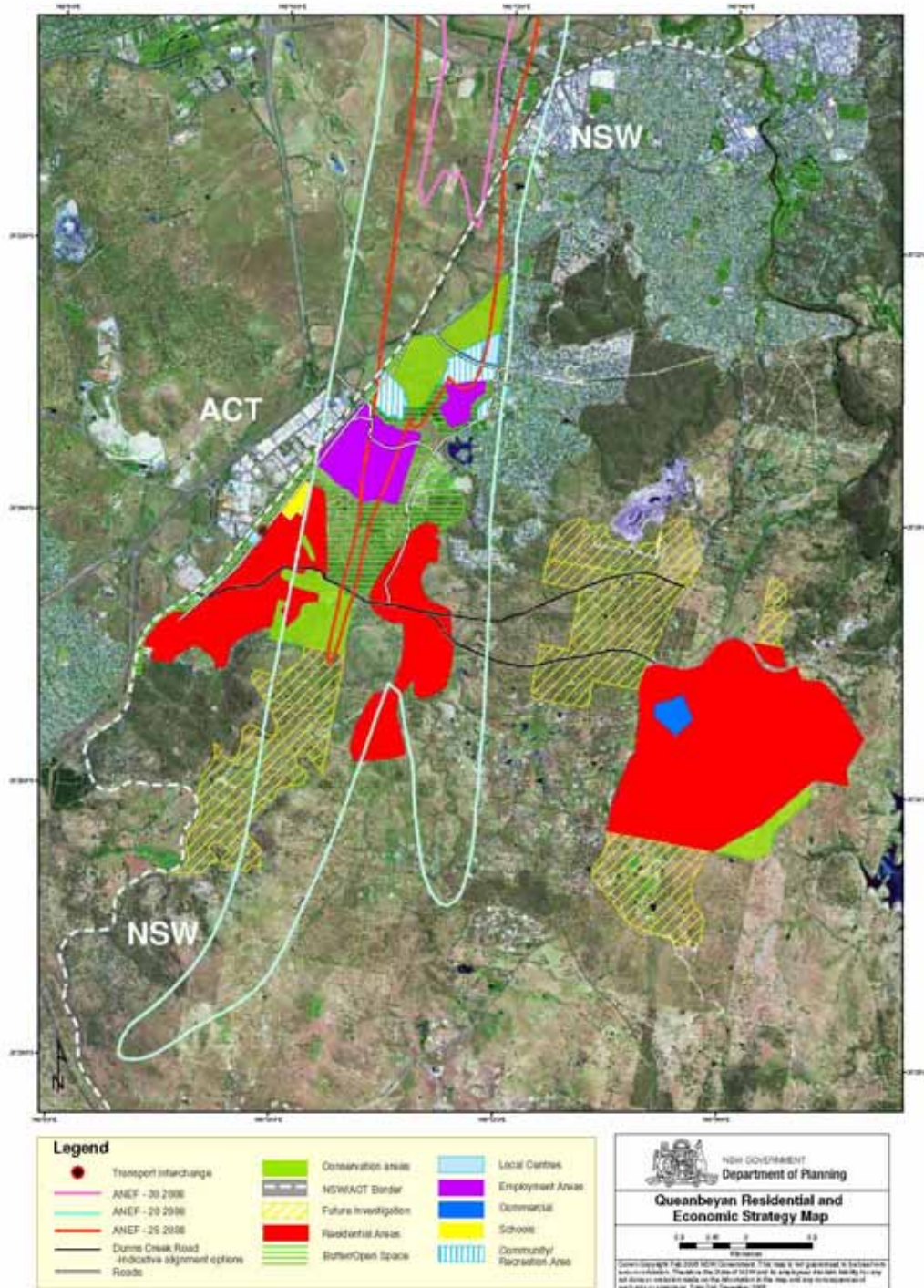
11. As required under the Sydney Canberra Corridor Strategy, the Department of Planning will establish a framework for a housing and land monitor that will be updated annually by Councils. The requirement for an annual monitoring program will also be included in the NSW/ACT Cross Border Settlement Strategy.

Staging

12. A number of Local Environmental Plans are likely to be required to implement the full extent of rezonings identified in Stage one (Staging Map for South Jerrabomberra attached). The preference is for the rezonings represented in Stage One to be progressed as a matter of priority and in as few LEPs as possible. However separate LEPs will be supported to avoid delays in rezoning areas where all issues are resolved and rezoning outcomes are a priority. An initial rezoning in South Jerrabomberra by mid-2009 is targeted.
13. Council should progress investigations for those areas within South Jerrabomberra that are outside Stage One in a timely manner. The annual housing and land monitor will provide data to both the Council and the Department to assist with the timing for rezonings.

Appendices

Queanbeyan Residential and Economic Strategy Map 2008



Staging Map for South Jerrabomberra

