

REPORTS TO COUNCIL - ITEMS FOR DETERMINATION

8.6 Planning Proposal - South Jerrabomberra Densification (Author: Ormella/Sharma)

File Reference: PP.2025.0002

Recommendation**That Council:**

- 1. Endorse the Planning Proposal to amend the Queanbeyan-Palerang Regional Local Environmental Plan 2022 to rezone land, reduce minimum lot sizes and permit specialised retail premises within South Jerrabomberra (Attachment 1).**
 - 2. Forward the Planning Proposal to the NSW Department of Planning, Housing and Infrastructure (DPHI) requesting a Gateway determination.**
 - 3. Undertake agency consultation and public exhibition according to the requirements of the Gateway determination.**
 - 4. Should no objections be received, undertake the necessary actions to finalise the making of the Queanbeyan-Palerang Regional Local Environmental Plan 2022.**
 - 5. Support the review and update of the South Jerrabomberra Development Control Plan 2015.**
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Summary

Council has received a planning proposal (Attachment 1) from Village Building Company (VBC) which applies to the Tralee urban release area in South Jerrabomberra. Figure 1 below shows the site's location.

This planning proposal will increase densities in the South Jerrabomberra urban release area to allow more opportunities for diverse housing types such as townhouses, villas, terraces, manor houses, row housing, seniors housing and residential flat buildings.

The Planning Proposal seeks to amend Queanbeyan-Palerang Regional Local Environmental Plan 2022 (QPRLEP 2022) by:

1. Amending the Zoning Map to rezone all Low Density Residential (R2) zoned land in South Jerrabomberra to General Residential (R1),
2. Amending the Minimum Lot Size map to reduce minimum lot sizes on land yet to be subdivided, and
3. Amending Item 23 of Schedule 1 (Use of certain land adjoining the Goulburn to Bombala Railway Line) in the QPLEP, to include 'specialised retail premises' as an additional permitted use.

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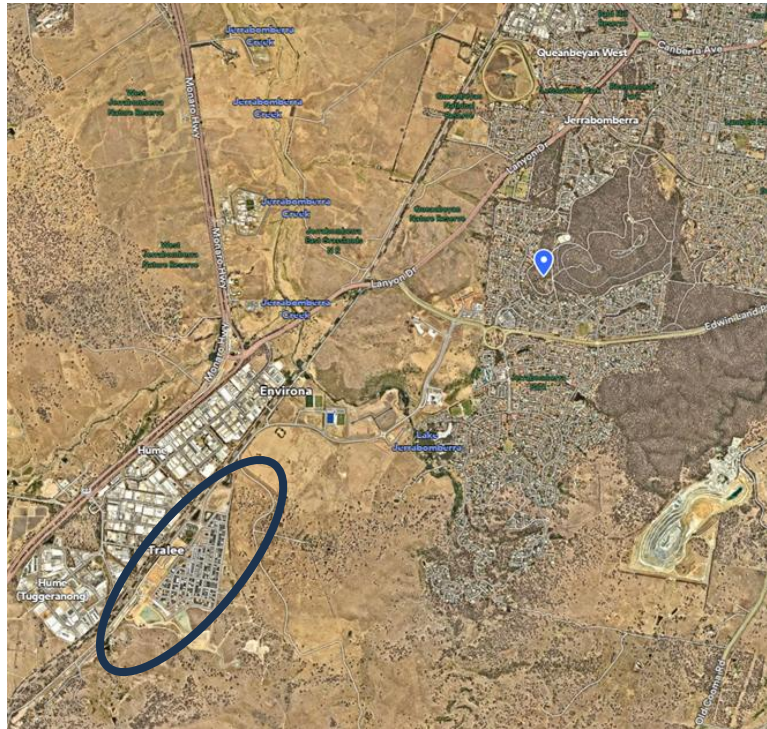


Figure 1: Planning proposal area (circled) (Source: Near map)

Background

South Jerrabomberra (Tralee) was initially identified for residential development in 2012 and was zoned R1 to accommodate around 5,000 dwellings. The dwelling estimate was reduced to around 2,700 during the planning process to align with the infrastructure capacity. Since the Structure Plan's completion in 2013, the dwelling cap was reduced further to 1500 due to traffic constraints.

In 2018 the subject site was rezoned from R1 to R2 to ensure the development did not exceed the cap of 1500 dwellings set for the area.

The planning proposal seeks to rezone all residential land back to R1 as its objectives better support a diverse housing mix and responds to current housing pressures.

Currently, approximately 720 lots have been approved in the Tralee land release area. Council has a series of planning agreements, development control plans, structure plans and developer contribution plans that monitor and manage the 1,500-dwelling cap. In addition, as the area is a mapped urban release area, the Department must issue satisfactory arrangements under Clause 6.1 Concurrence of Planning Secretary of the QPRLEP 2022, as part of the subdivision approval process. The dwelling cap is not reliant on zoning.

Report

The planning proposal seeks to rezone the residential land in South Jerrabomberra from R2 to R1 and reduce the minimum lot sizes. The objective of the proposal is to enable a greater diversity and density for housing which is currently restricted by the R2 zoning. The proposal also seeks to add 'specialised retail premises' as an additional permitted use within the RE2 Private Recreation (RE2) buffer next to the town centre.

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Specifically, the amendments to the QPRLEP 2022 include:

1. Rezone all R2 Low Density Residential land in Tralee, South Jerrabomberra to R1 General Residential (as illustrated in Figure 2 below).
2. Amend the minimum lot size map as per Figure 3 below. This will:
 - i. Add a new minimum lot sizes of 250m², in part of the site,
 - ii. Remove 1000m² minimum lot size, and
 - iii. Redistribute the areas where 330m² and 600m² minimum lot sizes apply.
3. Amend Clause 4.1B minimum lot sizes for multi dwelling housing and residential flat buildings to include land zoned R1 in South Jerrabomberra in subclause (1)(c) and introduce the following minimum lot sizes:
 - i. Include a minimum lot size of 750m² for multi-dwelling housing, and
 - ii. Include a minimum lot size of 1000m² for residential flat buildings and shop top housing in R1 zone at South Jerrabomberra.
4. Amend Item 23 of Schedule 1 to include 'specialised retail premises' as an additional permitted use

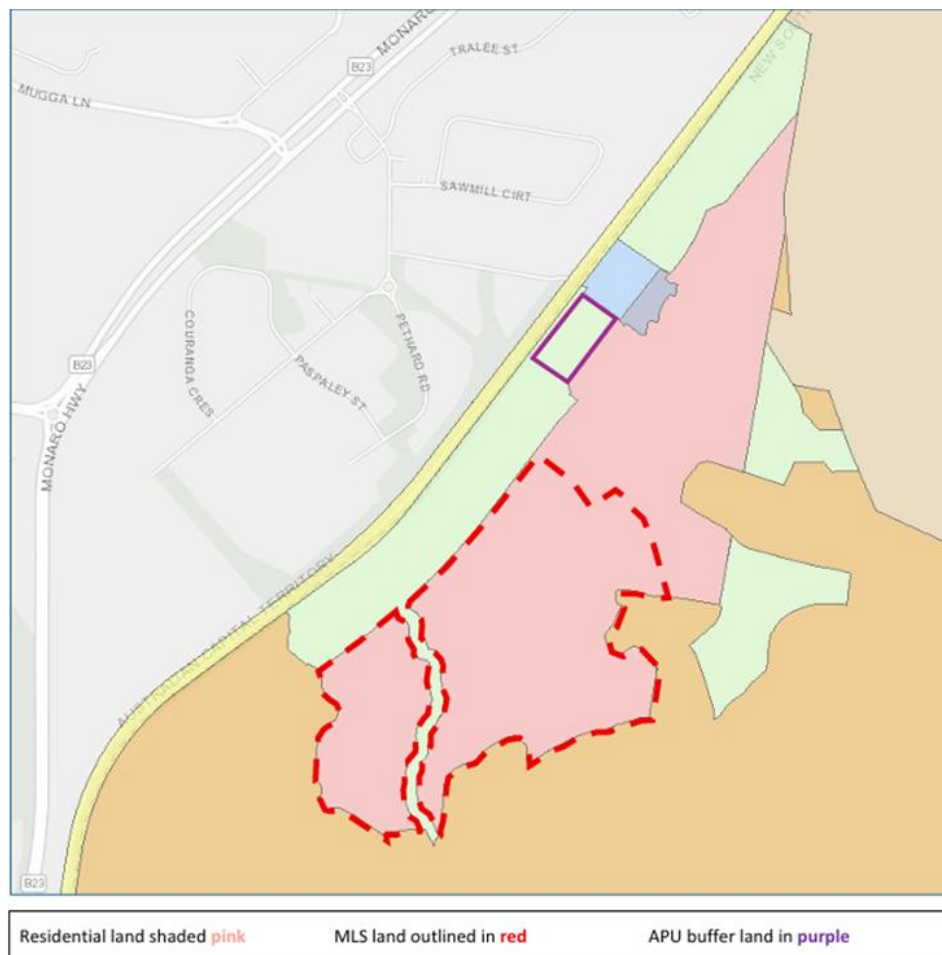


Figure 2: Location of proposed amendments (Source: Planning Proposal)

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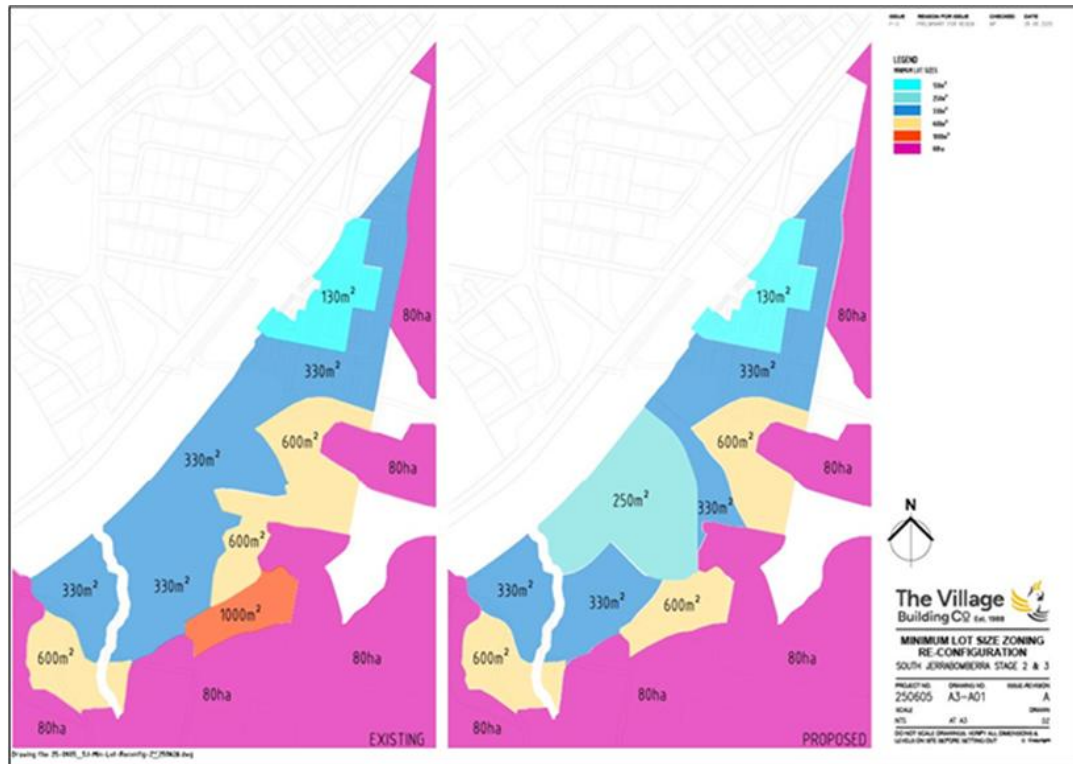


Figure 3: Existing and proposed minimum lot sizes (Source: Planning Proposal)

Assessment

Strategic Merit

The planning proposal is consistent with the relevant strategies and plans identified in Table One below, as it is:

- Increasing density to allow different housing typologies, increasing housing supply in an existing residential area.
- Facilitating broader mix of housing types such as townhouses, terraces, villas and residential flat buildings which the South Jerrabomberra Development Control Plan's objectives intend to achieve for the area.
- Consistent with the specification of the buffer area as 'urban use' in South Jerrabomberra Neighbourhood Structure Plan.

Relevant Strategies/Plans	Applicable Provisions' Consistency Assessment
South-East and Tablelands Regional Plan 2036	Applicable directions: • <i>Direction 12: Promote business activities in urban centres</i> • <i>Direction 14: Protect important environmental assets</i> • <i>Direction 15: Enhance biodiversity connections</i> • <i>Direction 22: Build socially inclusive, safe and healthy communities</i> • <i>Direction 24: Deliver greater housing supply and choice</i> • <i>Direction 25: Focus housing growth in locations that maximise infrastructure and services</i>

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	The land is already residential zoned land and the proposal will have minimum environmental impacts. The amendments will provide opportunities for diverse housing types such as multi-dwelling houses and residential flat buildings along with the single-family homes. As a result, housing choices and supply will increase without compromising the zone's objectives. The planning proposal concentrates housing growth in a location already supported by infrastructure, services and transport connectivity. Dwelling release and infrastructure are managed by a series of planning agreements, structure plans, development control plans and development contribution plans. The proposal is consistent with the above directions.
Draft South-East and Tablelands Regional Plan 2041	Applicable directions: • <i>Direction 15: Promote business and employment opportunities in strategic locations</i> • <i>Direction 17: Plan for a supply of housing in appropriate locations</i> A 'specialised retail premises' would complement the nearby local centre by establishing distinct retail uses which do not compete with the uses in the local centre. The proposed R1 rezoning and the reduction in lot size, would not compromise the character and amenity of the locality, as the R1 Zone objectives are to provide varieties of housing types and densities and enable other land uses that provide facilities to meet the daily needs of the residents. The planning proposal is consistent the Draft South East and Tablelands Regional Plan 2041.
QPRC Community Strategic Plan 2042 (CSP)	Applicable Themes, Objectives and Strategies: Theme – Our economy • <i>Objective – Our region is dynamic and thriving</i> • <i>Strategy – Support and promote business growth to strengthen the local economy and create more job opportunities</i> Theme – Our environment • <i>Objective – Our planning systems are robust and support the liveability of the area</i> • <i>Strategies:</i> ○ <i>Support a diversity of quality and affordable housing</i> ○ <i>Guide sustainable growth through strategic land-use planning</i> ○ <i>Ensure responsible and balanced development through rigorous assessment and compliance</i> The planning proposal directly aligns with the CSP by supporting housing diversity, affordability and planned infill growth in an already identified residential area. The proposal also aligns with the CSP's emphasis on liveable communities, sustainable land use and efficient utilisation of existing infrastructure. The proposed specialised retail premises along the buffer land will also diversify our economy by

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	creating more job opportunities. The planning proposal is consistent with the CSP.
QPRC Local Strategic Planning Statement Towards 2040 (LSPS)	Applicable planning priorities: • <i>Priority 2: We have an active and healthy lifestyle</i> • <i>Priority 3: We will continue the ongoing revitalisation of the Queanbeyan CBD, suburban centres and rural villages</i> • <i>Priority 4: We will promote Queanbeyan Palerang's identity and the growth of our economy, including tourism, as a destination of choice</i> • <i>Priority 8: We ensure the future planning for the region is well coordinated and provides for its sustainable management</i> The planning proposal will provide a variety of housing opportunities in South Jerrabomberra without compromising the objectives of the residential zone. The planning proposal is consistent with the LSPS.
South Jerrabomberra Structure Plan 2013	Although the Structure Plan does not specify preferred zones, it does provide density parameters, stating higher density around the local centre and reduced density further away. The planning proposal will allow for high densities further away from the local centre. To manage the connections of future development to the local centre, it is recommended that Structure Plan is updated, prior to exhibition of the planning proposal. This will ensure the future outcomes across the site are appropriately managed.
The Master Plan (South Jerrabomberra DCP Part 3)	The South Jerrabomberra Master Plan within the South Jerrabomberra DCP 2015 contains the development outcomes for the site. Vision – Housing Diversity: <i>Areas zoned for residential uses in South Jerrabomberra will accommodate a diversity of housing types including single dwellings, multi-dwellings, attached and detached homes (such as terraces, townhouses, villas and duplexes), residential flat buildings, secondary dwellings and seniors housing.</i> Objectives: <i>Provide a mix of housing types that will cater for different types of households (i.e. young, old, families, single households) with different incomes</i> Controls: • <i>Address how the desired future character and function for residential areas will be achieved while at the same time providing a range of housing types.</i> • <i>Address how the desired future character and function for residential areas will be achieved while at the same time providing a range of housing types.</i> The South Jerrabomberra DCP includes controls to facilitate higher density and more diverse housing. However, these controls are constrained by current R2 zoning. Rezoning the land to R1 would remove the constraints and allow the development specified in the DCP. To manage any visual impacts or land uses conflicts between the residential area and the proposed specialised retail premises, it is

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	recommended that Part 10 of South Jerrabomberra Development Control Plan (DCP) 2015 is updated to include controls for specialised retail premises. The DCP amendments will be prepared and exhibited with the planning proposal.
	The planning proposal is consistent with the South Jerrabomberra Master Plan (Part 3 South Jerrabomberra DCP 2015).
QPRC Affordable Housing Strategy 2023	The planning proposal is consistent with the strategy as it provides opportunities for dwelling diversity and density which are more affordable than the low-density character single lot housing.

Table 1: Strategic Merit Assessment

Site Specific Merit:

Traffic constraints and the dwelling cap:

The planning proposal acknowledges the 1,500 dwelling cap applicable to South Jerrabomberra due to the traffic constraints until Dunns Creek Road is provided. The planning proposal is not facilitating any increase in the dwelling cap, rather it is providing flexibility in dwelling types. While the planning proposal has theoretical potential to exceed the dwelling cap, amendments to local or state planning agreements are required to facilitate any actual increases. A traffic impact assessment carried out by WSP (Attachment 2) for the proposed specialised retail premises. It found a negligible difference to the existing traffic conditions and would be considered acceptable.

It's anticipated that DPHI will require consultation with Transport for NSW and the ACT Government to ensure traffic impacts and dwelling numbers are managed appropriately.

Biodiversity:

The site is already zoned residential and is supported by biodiversity studies and is unlikely to impact critical habitats or threatened species. As a result, the impacts can be avoided or minimised through further detailed environmental studies such as Biodiversity Development and Assessment Report (BDAR) required during the development application stage.

Contamination:

The site is subject to ongoing assessment for contamination at the development application stage and all findings till date demonstrate that the land is suitable for residential development.

Bushfire:

Since the site is bushfire prone, the planning proposal will be subject to consultation with the NSW Rural Fire Service.

Heritage:

Heritage assessment undertaken by Navin Officer in 2023 identified some sites of Aboriginal Heritage significance and potential archaeological deposits (PADS) within South Jerrabomberra. Detailed assessment of the Aboriginal heritage matters will be required during the development application stage.

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Visual Impact:

The addition of the proposed specialised retail premises is likely to have visual impacts on the adjacent residential development. To address this, it is recommended that the DCP is updated to include development controls specific to that use.

Risk/Policy/Legislation Considerations

The planning proposal does not intend to increase the 1,500 dwelling cap for South Jerrabomberra. Council monitor dwelling approvals and ensures compliance with Clause 6.1 Concurrence of Planning Secretary within the QPRLEP 2022. The existing VPA restricts development, in addition to the cap, until a second access (Dunns Creek Road) into the ACT is established.

The planning proposal is consistent with the relevant objectives of the State and Council strategic planning policies. South Jerrabomberra is an identified growth area, and the proposed amendments support the role of South Jerrabomberra by facilitating additional housing diversity.

This Planning Proposal has been prepared and assessed in accordance with the relevant provisions of the Environmental Planning and Assessment Act 1979 and the DPHI's Local Environmental Plan Making Guideline (August 2023).

Financial, Budget and Resource Implications

Staff costs for assessing, reviewing and reporting of the planning proposals under each stage until the finalisation are provided under Council's Fees and Charges 2025 – 2026.

The proponent submitted this planning proposal as a Standard LEP Application – Lodgement to Gateway Request with a fee of \$14K. With the changes necessary, including the additional permitted land use and complete rezoning of the site, the Planning Proposal has been deemed as a Complex LEP Application that attracts a fee of \$25K.

Links to QPRC/Regional Strategic Plans

The planning proposal is consistent with the Queanbeyan-Palerang Regional Local Strategic Planning Statement - Towards 2040 (LSPS) and the Queanbeyan-Palerang Community Strategic Plan – Towards 2042 (2025 Revision) as detailed in Table 1.

Conclusion

The planning proposal seeks to amend the QPRLEP 2022 to facilitate housing diversity, supply and affordability in South Jerrabomberra. The proposal also seeks to add 'Specialised Retail Premises' generating employment opportunities for the surrounding residents.

Since the proposed amendments have demonstrated both strategic and site-specific merit, it is recommended that Council support the planning proposal and request a Gateway determination from DPHI.

Attachments

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| Attachment 1 | Planning Proposal SJ Densification (<i>Under Separate Cover</i>) |
|  Attachment 2 | Traffic Impact assessment of Specialised Retail Premises (<i>Under Separate Cover</i>) |
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