

QPRC



PLANNING PROPOSAL PP.2024.0009 / PP-2024-1370

Additional Permitted Uses for Seniors Housing
and Multi-Dwelling Housing in South Jerrabomberra

Applicant: Village Building Company (VBC)

Site: Lots 1 & 4 DP 1306143, 21 Alpine Ash Way & 5 Melliodora Close, Tralee

Subject: Presentation to IPC

qprc.nsw.gov.au

Quick recap

What Village Building Company is seeking?

Proposed LEP Amendments

- Add 'Seniors Housing' (Lot 1) to Schedule 1 Additional Permitted Uses
- Add 'Multi-Dwelling Housing' (Lot 4) to Schedule 1 Additional Permitted Uses
- Reduce Height of Building from 12m to 8.5m across both sites

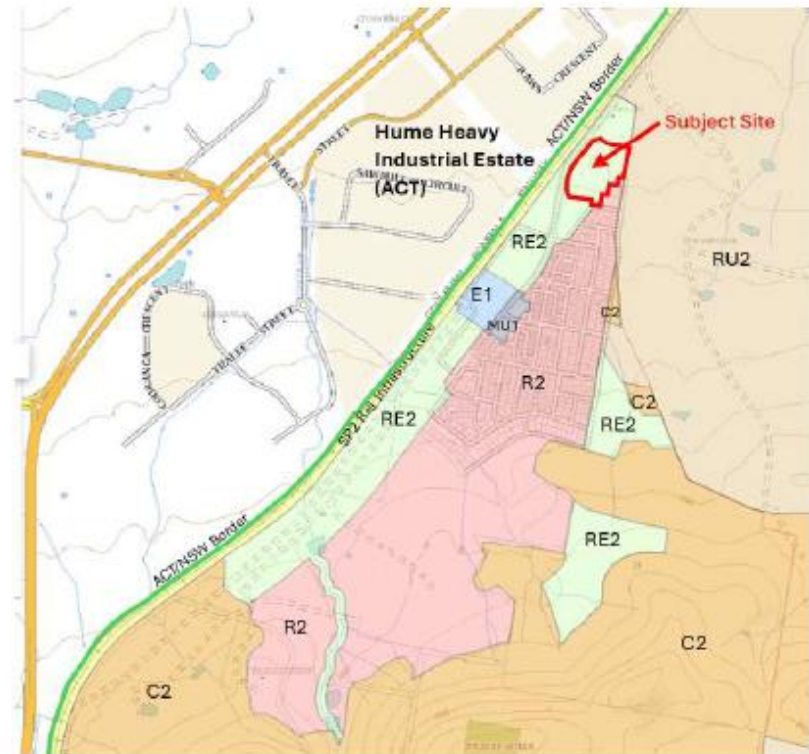
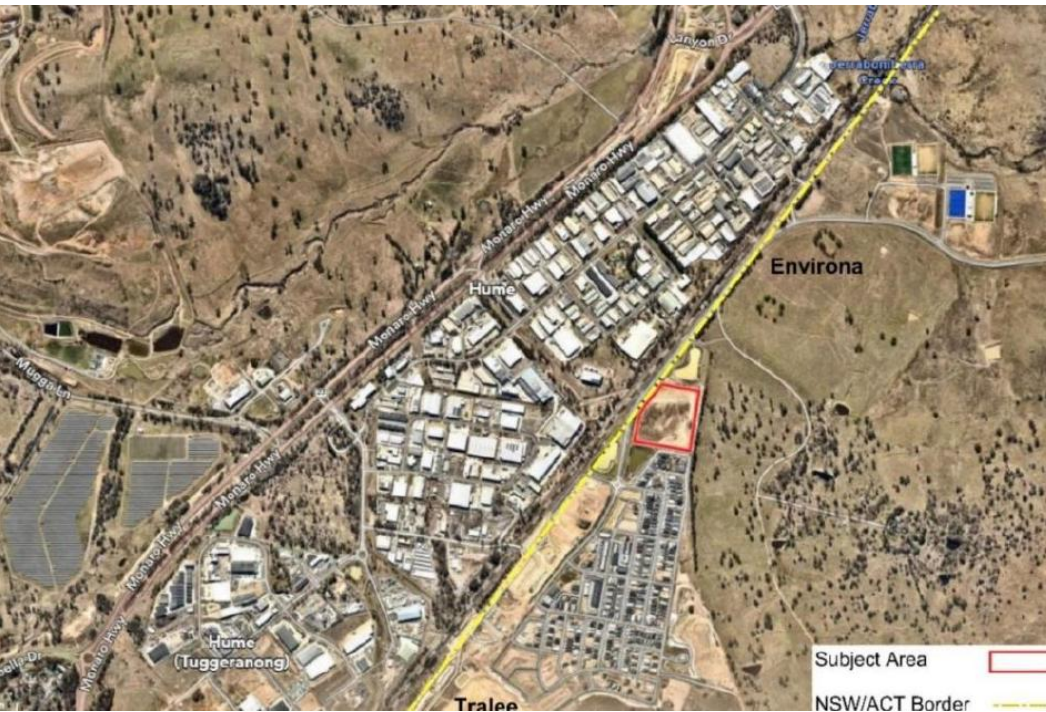
Intended Development Outcome

- 50 multi-dwellings (Lot 4) and independent living units (Lot 1)
- Minimum 10% Ground Floor Area for affordable housing (15-year obligation)
- Site located in Tralee–Hume buffer, zoned RE2 Private Recreation & R2 Low Density Residential

Proposal History & Process

- April 2024: Council resolved to progress scoping proposal and seek agency feedback (Resolution 167/24)
- June 2024: NSW and ACT agencies consulted on scoping proposal
- December 2024: Full planning proposal referred to ACT Government for additional comment
- March 2025: Joint site inspection with Council and ACT Government officials
- April–May 2025: Objections received from ACT Chief Minister and ACT EPA
- July 2025: Council put in a contrary motion to support PP to gateway
- November 2025: Gateway refused
- December 2025/January 2026: Gateway review lodged and Council provided comment to DPHI

Location



Strategic Context

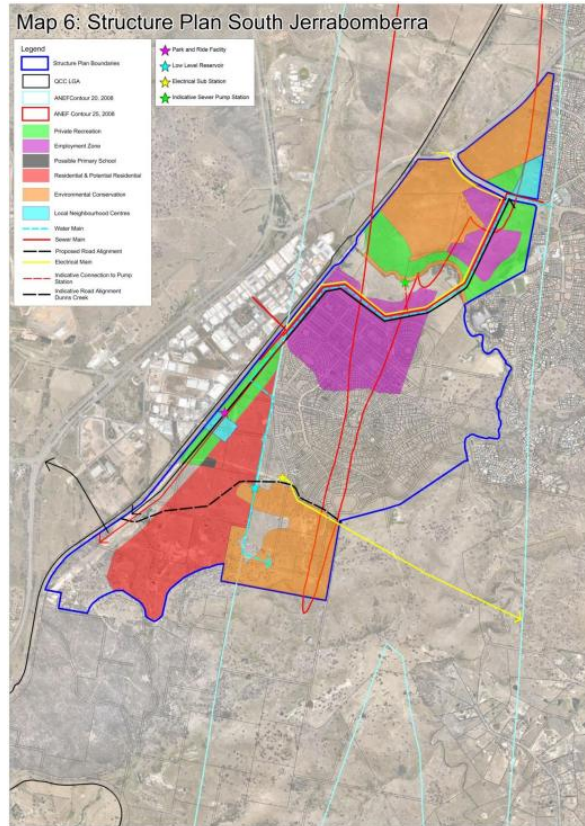


Figure 3: South Jerrabomberra Structure Plan (2013)

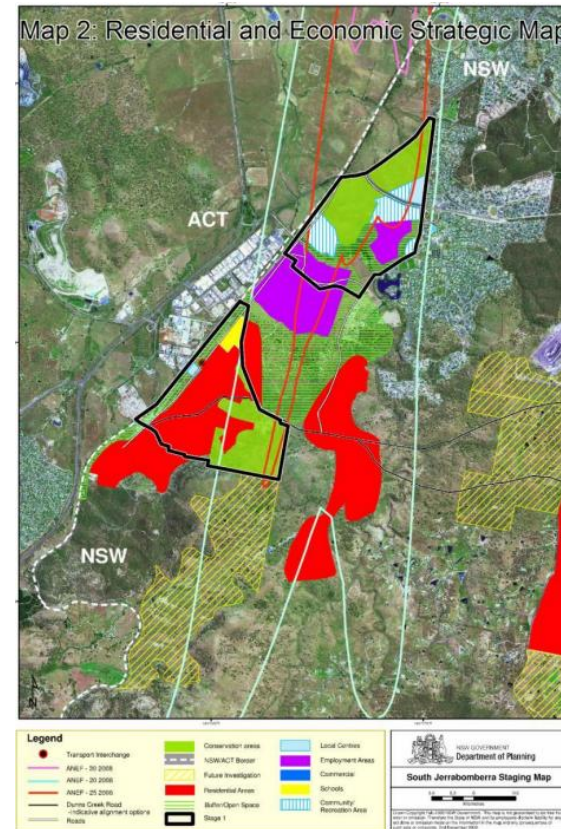


Figure 4: Queanbeyan City Council Residential and Economic Strategy 2015-2031

Council Officer Decision

Ministerial Directions & Regional Plan Consistency

Section 9.1 Directions and South-East & Tablelands Regional Plan

✓ Consistent Directions

- Direction 4.3 – Planning for Bushfire Protection
- Direction 4.4 – Remediation of Contaminated Land
- Direction 5.1 – Integrating Land Use and Transport

✗ Inconsistent Directions

- Direction 1.1 – Implementation of Regional Plans (inconsistent with SETRP 2036 & 2041)
- Direction 7.1 – Business and Industrial Zones (risks Hume industrial capacity in ACT)

Regional Plan Assessment – South-East & Tablelands Regional Plan 2036/2041

- Proposal acknowledges it is NOT a direct result of any specific study or regional strategy
- Direction 24 (Housing supply): Settlement Planning Principles require avoiding land use conflict — not satisfied
- Direction 25 (Infrastructure): Hume is a strategic employment centre; proposal threatens its integrity and future uses
- SETRP 2041 Objectives 17.1 & 17.2: Placing sensitive receptors near industrial land is inconsistent with appropriate housing location policy
- QPRC Local Strategic Planning Statement Action 4.8.13: Proposal conflicts with maintaining buffer between ACT and NSW land uses

Local Strategic Planning Statement & Environmental Impacts

Site-specific merit assessment

LSPS Objectives & Local Controls

- No Council-endorsed strategy identifies the site as suitable for residential development
- South Jerrabomberra Structure Plan (2013): site = private recreation
- South Jerrabomberra DCP Master Plan (2015): site designated 'buffer'
- South Tralee Infrastructure Planning Agreement (2018): site = sports field
- SJRJP Master Plan (2025): site identified as open space & recreation — buffer confirmed
- QPRC Affordable Housing Strategy 2023: proposal sited in buffer; seniors housing inappropriate for vulnerable people in buffer zone

Air Quality & Odour

- Site ~400m from Downer & Capital Asphalt plants in Hume (ACT EPA minimum: 1,000m separation)
- Air quality study conducted Oct 2023–Jan 2024 — summer winds blow away from site, skewing results
- Study does not assess future permissible IZ1 uses (incineration, hazardous waste, offensive industry)

Noise, Traffic & Other

- Noise: Acoustic amenity achievable without structural upgrades (SLR Consulting 2024)
- Traffic: 1,500-dwelling cap applies; VPA proposed to 'landbank' existing R2 land — cap risk remains
- Dunns Creek Road: second access not yet secured; Council cannot undermine current strategies pending resolution
- Bushfire & heritage: no significant constraints identified

Buffer Zone – Hume Industrial Area & Goulburn–Bombala Railway Line

Rationale for the 250m RE2 buffer corridor

Supporting Studies

- Todoroski Air Sciences (2023): recommends against sensitive receptors at this site; within 'pink criteria line'
- SLR Air Quality (2024): NSW methodology — no constraint; ACT 1,000m quantitative guideline gives opposite result

Strategic Context

- Hume: ACT's only IZ1 General Industrial estate — permits hazardous, offensive & incineration uses
- ACT Planning Strategy & 2023 District Strategies protect Hume as key industrial/services area
- Buffer protects both residents AND future industrial capacity

ACT Government Consultation

- ACT Chief Planner (Dec 2024): maintains opposition; 250m buffer along full ACT–NSW boundary
- ACT Chief Minister Barr (Apr 2025): land use conflict, health & amenity — objects to proposal
- ACT EPA (May 2025): already receives Tralee odour complaints; 22m buffer is inadequate

Local Controls & Precedent Risk

- RE2 Private Recreation zone: objectives focus on open space, recreation and scenic/environmental resources — residential use is inconsistent
- Buffer clause 7.19 & LOC_001B in QPRLEP 2022: minimise noise, vibration and emissions near Hume and Bombala Railway Line
- Precedent: approving residential in buffer undermines the buffer for future proposals and the integrity of the Hume industrial area
- Alternative: sufficient R2 Low Density Residential land exists outside the buffer to accommodate seniors housing without compromising the buffer
- ACT EPA suggests the buffer is suited to compatible uses such as bulky goods storage and secure storage

Council officer Assessment & Recommendation



Strategic Merit — NOT Demonstrated

- Not identified in any Council-endorsed strategy as suitable for residential use
- Inconsistent with SETRP 2036/2041 and Ministerial Directions 1.1 and 7.1
- Conflicts with QPRC LSPS Action 4.8.13 (buffer between ACT & NSW)
- SJRJP Master Plan (2025) confirms site as open space/recreation buffer

Site-Specific Merit — Concerns Unresolved

- Land use conflict with Hume IZ1 cannot be mitigated on-site — 400m vs 1,000m ACT guideline
- Seniors housing (vulnerable population) inappropriate in a designated buffer area
- 1,500-dwelling traffic cap not yet resolved; Dunns Creek Road alignment unsecured
- Undesirable precedent for further residential encroachment into buffer

RECOMMENDATION

That the progression of Planning Proposal PP.2024.0009, which seeks to amend Schedule 1 Additional Permitted Uses and height of building provisions in the Queanbeyan-Palerang Regional Local Environmental Plan 2022, on Lot 1 and Lot 4 DP 1306143 in South Jerrabomberra, is NOT SUPPORTED.

Elected Council Decision

Housing Need & Community Benefit

Housing Crisis Context

- Australia is falling behind national targets of 1.2 million new homes by July 2029
- South Jerrabomberra is a designated urban release area — targeted for increased housing supply
- NSW Government's stated aim: 'delivering more homes and better choices for home buyers and renters'
- Direction 24 of SETRP 2036: delivering diverse housing in urban release areas — DPHI agrees this is satisfied

Seniors Housing Gap

- No new seniors housing facilities developed in the Queanbeyan region in the past decade
- Proposal expected to deliver up to 150 high care beds — addressing a dire regional need
- Provides opportunity for Queanbeyan residents to 'age in place' within their community
- Seniors housing is a nationally significant policy priority not addressed by existing approvals

Affordable & Attainable Housing

- ~50 townhouses proposed; 10% delivered to a Community Housing Provider as Affordable Housing
- Balance sold at a price point below that currently available in the Queanbeyan region
- Provides housing for key workers needed to support the South Jerrabomberra Regional Jobs Precinct
- R2 zoning currently prohibits multi-dwelling housing — this Planning Proposal is the only pathway to achieve strata title townhouses at affordable price points
- Directly satisfies QPRC Affordable Housing Strategy 2023 (Strategy not location-specific)

Evidence on Buffer & Environmental Risk

Air Quality & Odour Findings

- SLR Consulting (2024): site is NOT constrained by air quality or odour from Hume — NSW EPA methodology applied
- Todoroski Air Sciences (2023): subject site is in a 'low risk' area for air quality; existing residential is in a 'low-mid risk' area — the new site is LOWER risk than existing homes
- Downer asphalt plant is the only active heavy emitter; prevailing summer winds direct emissions away from South Jerrabomberra

Noise Findings

- SLR Consulting noise assessment (Sept 2025 update): industrial noise was inaudible at the site during night-time — complies with NSW acoustic amenity criterion
- No specific construction requirements identified to comply with QPLEP Clauses 7.10 or 7.19
- Subject site is lower noise risk than the existing South Jerrabomberra residential area
- QPLEP Clause 7.19 provides a performance-based framework — does NOT prohibit development; requires consideration

Buffer Width & Statutory Position

- 250m buffer was arbitrary — established at ACT's insistence in 2012; purported heavy industry has not materialised in 15 years
- QPLEP Clause 7.19 is NOT prohibitive — it already permits sensitive uses (childcare, serviced apartments) within the buffer with consent
- Narrowest separation to lot boundary at subject site is ~115m — still supports mature tree screening; additional site controls possible on Lot 1
- 1,000m ACT separation guideline for asphalt: this distance has never been achieved by existing South Jerrabomberra residential land — applying it now would neutralise ~70% of the estate

The Future of Hume is NOT Heavy Industry

What Is Actually in Hume Now

- Warehousing & storage: 50% of all industrial floorspace (Knight Frank/Canberra Town Planning 2020)
- Small scale manufacturing, freight/logistics, general light industry dominate
- The former Koppers timber treatment plant closed 2005; sawmill closed 2007
- Only 2 asphalt plants remain as examples of heavy industry
- Directly opposite subject site: Optus telecommunications building — recently approved \$8.5m solar array (long-term low-impact investment)
- Other nearby sites: Grace Removals, Global Express, Revlon Distribution, HDM Metal Fabricators — NOT heavy emitters

ACT Government's Own Evidence

- CBRE (2011) for ACTPLA: Hume lacks markets, supply chains, major transport and industrial workforce — major volume manufacturing 'unlikely'
- Knight Frank (2020) for EPSDD: confirms dominance of warehousing/storage; recommends rezoning parts of Hume to IZ2; new IZ1 precinct recommended for Majura Valley (away from residential)
- ACT Economic Development Strategy 2022 and 2022–25 Priorities: no specific industrial lands strategy; no priority for heavy industry
- ACT Planning Strategy promotes high value, high-technology industries — data centres, research facilities, cyber security

Future Direction Consistent with Housing

- SJRJP Master Plan explicitly states heavy industry and hazardous industry are UNDESIRABLE for the Environa sub-precinct
- Master Plan targets: advanced manufacturing, R&D, data centres — purpose-built, internalised uses with minimal external impacts
- Subject site can achieve 250m separation to future Environa sub-precinct (the established benchmark)
- Rural Landscape sub-precinct provides topographic barrier between subject site and future Environa uses
- ACT allows residential much closer to industry at Mitchell (135m) and Beard — inconsistent with 250m Tralee demand

Strong Community & Councillor Support

MAYOR WINCHESTER — QPRC ORDINARY MEETING, 23 JULY 2025

"We often talk about the need for more options for seniors ... I can't recall the last time we had a similar proposal specifically for seniors housing in front of us ... The only negative feedback attached to the reports is literally from the ACT ... it appears to be inconsistency between the concerns raised by [ACT] EPSDD with this seniors housing development and indeed other developments within the ACT ... How can it be possible that it is okay for new industrial developments in Beard, which we know is a brand new industrial development to be located 135m from pre-existing properties in our town of Queanbeyan? ... In my opinion we should support the proposal proceeding."

Broad Support for the Proposal

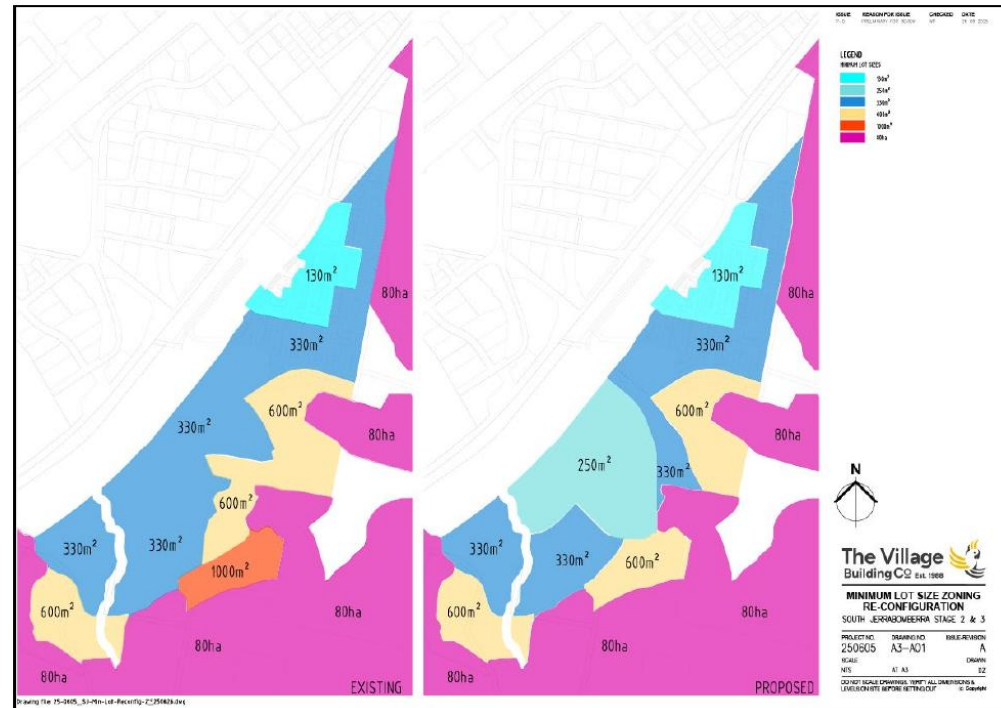
- QPRC Councillors: enthusiastically supported progression to Gateway at 23 July 2025 meeting
- Steve Whan MP (Member for Monaro): wrote to Minister supporting Gateway Review
- Tralee Community Association: supports the Planning Proposal
- Property Council of Australia (ACT & Capital Region): supports the Gateway Review

Gateway Review Request (Dec 2025)

- VBC lodged Gateway Review request with Minister for Planning on 17 December 2025
- Requests referral to the Independent Planning Commission for consideration
- Requests NSW EPA be consulted as part of the review (NSW performance-based approach)
- VBC argues determination was principally driven by ACT Government objection — despite majority of NSW agencies raising no concerns

Other matters for consideration

- Recent planning proposal
 - seeks to rezone the broader Tralee development area to R1 General Residential, facilitating expanded residential development opportunities.
 - Proposal introduces a range of smaller minimum lot sizes than originally approved, enabling greater housing diversity through a mix of lot types and residential typologies.
 - Received gateway approval 8 May 2026



Questions?