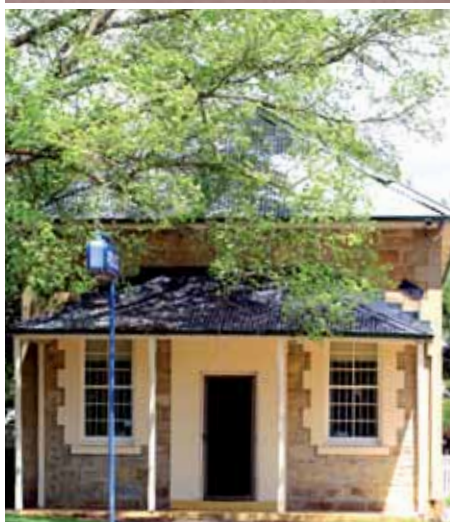




NSW GOVERNMENT  
Department of Planning

2006-31

# SYDNEY- CANBERRA CORRIDOR REGIONAL STRATEGY



The Sydney–Canberra Corridor Regional Strategy applies to the local government areas of Wingecarribee, Goulburn Mulwaree, Upper Lachlan, Yass Valley, Palerang and Queanbeyan, and is one of a number of regional strategies prepared by the Department of Planning. The Sydney–Canberra Corridor Regional Strategy builds on previous planning work, including the 1995 Sydney–Canberra Corridor Strategy as well as the Australian Capital Territory (ACT) and Subregion Planning Strategy.

The Regional Strategy represents an agreed NSW Government position on the future of the Sydney–Canberra Corridor. It is the pre-eminent planning document for the Sydney–Canberra Corridor Region and has been prepared to complement other relevant State and local strategies and planning instruments.

Many parts of the Sydney–Canberra Corridor Region continue to experience significant growth given the strategic location of the Region between two capital cities, although in other parts of the Region there is less immediate demand for growth. The primary purpose of the Regional Strategy is to accommodate and manage growth while ensuring that the rural landscapes and environmental settings that define the Region's character are not compromised. It will do this by ensuring that land is available and appropriately located to sustainably accommodate the projected population growth and associated housing, employment and environmental needs over the period until 2031. The Strategy acknowledges the importance of a coordinated approach to settlement, whilst taking into account demand for different types of housing and the adequacy of supply. The broad elements of the Strategy are represented on the Regional Strategy Map, which identifies the overall structure of the Region.

In accordance with the memorandum of understanding between the NSW and ACT governments on settlement, the Strategy recognises the importance of working cooperatively with the ACT and represents the NSW Government's position on settlement within the Cross-Border Region.

The Regional Strategy incorporates the specific regional infrastructure requirements identified in the State infrastructure strategy 2008–09 to 2017–18 New South Wales (NSW Treasury 2008). The Regional Strategy will continue to inform future infrastructure priorities for the Sydney–Canberra Corridor. Infrastructure planning will take into account the broad planning framework identified in the Regional Strategy, to ensure that future population growth is supported by required services and associated infrastructure.

The Sydney–Canberra Regional Strategy applies to the period 2006–2031 and will be reviewed every five years.

Sydney–Canberra Corridor Regional Strategy  
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[www.planning.nsw.gov.au](http://www.planning.nsw.gov.au)

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# Foreword

With its classic rural landscapes, historic towns and location between two major Australian cities, the Sydney–Canberra Corridor is not only an attractive place to live, but a crucial part of the State's economy and environment.

The Region is already experiencing steady growth, with around 2000 new residents each year and a healthy tourism industry.

This is the sixth regional strategy to be finalised by the NSW Government, to manage sustainable housing and jobs growth and protect the local environment. Completed after a period of public exhibition, the Strategy identifies the need for 25 200 additional dwellings and 27 800 new jobs to 2031. This is in line with the State Plan aims of 'jobs closer to home' and 'housing affordability'.

The Strategy supports most of the region's new housing growth occurring in and around existing major regional centres. This will assist new housing being serviced by transport and other services and infrastructure.

Importantly, the Strategy for the Sydney–Canberra Corridor will also protect unique regional assets such as the \$200 million agricultural industry and scenic countryside.

As the Region supports its own water supply and includes Sydney's drinking water catchment, it is important that the long-term strategy identifies water resources and key areas supporting biodiversity and water quality.

The Sydney–Canberra Corridor also includes significant transport infrastructure, with the Hume and Federal highways, and major Sydney to Melbourne road and rail routes. These transport backbones offer considerable strategic economic development opportunities. The ongoing flow of trade and tourism along these transport corridors will also support jobs growth in existing areas and attract fresh business investment.

Specific future infrastructure requirements for the Region, identified in the State Infrastructure Strategy 2008–09 to 2017–18, have been incorporated in the Regional Strategy.

This Strategy will set an important framework for the Region's long-term growth and environmental diversity.

As with the other regional strategies, the community, local council and key stakeholders – and, in this case, the ACT Government – will be involved in the process and have an important role to play.

The Strategy will be continually monitored and reviewed every five years. I commend it to you.

**The Hon. Frank Sartor MP**

Minister for Planning  
Minister for Redfern Waterloo  
Minister for the Arts







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# The Sydney–Canberra Corridor region

The Sydney–Canberra Corridor extends from the Southern Highlands of NSW in the north, to the NSW/ACT border in the south and includes parts of the Southern Tablelands – an area of approximately 25 000 square kilometres.

The Region is the traditional home of the Gundungurra, Ngunawal, Yuin group of nations, Wiradjuri and Tharawal people, whose cultural and traditional association with the land extend over many generations.

The Sydney–Canberra Corridor is a region of significant potential. Linking Sydney and Canberra, the Region is a key State and national corridor for transport, communication flows, goods and services. The volume and flow of goods, people and ideas represents a significant economic advantage for the Region. As well as its links to Sydney and Canberra, the Region enjoys ready access to Wollongong, the Illawarra and South Coast, and the south western slopes of NSW. Together with a highly valued rural setting and proximity to other cities and regions, the Sydney–Canberra Corridor provides significant choice in terms of lifestyle, employment and development opportunities. The current population is approximately 137 000, with both the northern and southern ends of the Region experiencing high growth, reflecting their proximity to Sydney and Canberra. There are a number of smaller towns in the Region that are within commuting

distance of Sydney and Canberra that are also experiencing significant pressure for growth.

The Region's population is projected to be 183 350 by 2031, a growth of 46 350 people, requiring an additional 25 200 dwellings and 27 800 jobs.

The Region sits between Australia's largest city, Sydney and the national capital, Canberra. As both cities increase in size so does their influence on the Region. This is most evident in terms of the extent of commuting and where development is mainly occurring, being generally at the northern and southern ends of the corridor.

Historically, the Region was serviced by a highway of a much lesser standard. As a result, centres in the Region and their communities were a lot more self-contained. Large pastoral farm holdings were more prevalent with the character of places more strongly linked to agriculture.





## the sydney–canberra corridor region

The Region in many ways is now very different. Some communities that have historically been service centres supporting growing populations (e.g. Goulburn) have seen a slowing in growth and the population, as in many regions, is increasingly ageing. Rural lifestyle housing is now an established and significant land use in many parts of the Region and greater access within and out of the Region has considerably improved mobility and choice in terms of where people work and shop. For many, these choices are no longer necessarily located in the Region.

While improved travel and communication brings increased choice and opportunity for economic development and growth, it is important that the development of the Region is planned so that the greatest benefit can be harnessed from that growth. As the highway between Sydney and Canberra improves and travel times shorten, there is a risk that its centres, towns and villages will become simply the ‘space between two points’ instead of thriving and vital communities.

Added to these underlying trends driving change in the Region is the more recent significant challenge of securing reliable and sustainable supplies of water to underpin growth and future development.

The Region can be described as a collection of three subregions – northern (Wingecarribee local

government area), central (Goulburn Mulwaree and Upper Lachlan local government areas) and southern (Queanbeyan, Yass Valley and Palerang local government areas). These subregions reflect the range of different issues, communities and rates of growth.

Goulburn, Australia’s first inland city, plays an important role as the regional service centre for the central part of the Region as well as contributing to the Region’s traditional rural identity. Queanbeyan, to the south, has grown rapidly over the past three decades to become a major regional centre, servicing south-eastern NSW and forms an important part of the Canberra–Queanbeyan metropolitan area. To the north the major regional centre of Bowral in conjunction with adjacent major towns of Mittagong and Moss Vale forms the third major urban area in the Region.

The Region provides an example of the planning challenges facing rural and regional areas, in that it has:

- a high demand for urban growth and rural lifestyle housing in those areas closest to the cities of Sydney and Canberra
- a decline in the rural communities and centres located away from the high growth areas

- pressure on rural industries and rural communities to adapt to changing technologies and a changing economic base
- natural resource pressures and implications of climate change.

Helping the Region to adapt and plan for changes in where people live and work whilst preserving the natural and economic assets warrants a regional strategic approach.



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## Regional challenges

Critical to ensuring that the Region remains a liveable and sustainable place is the capacity to attract economic investment; provide regional based housing and job choices; minimise commuting out of the Region; provide reliable and cost effective infrastructure; and protection of the rural, natural and cultural assets of the Region.

### POPULATION AND HOUSING

The Region current population is approximately 137 000 and the Regional Strategy plans for a further population increase of 46 350 over the period to 2031. The expected growth in the Region is significant as it is one of the few non-coastal regions in Australia to be experiencing population growth. Population growth is being driven by people moving into the Region because of their desire to live within a rural setting, as well as those seeking more affordable housing, but with continued access to the economic opportunities provided by Sydney or Canberra.

Population growth in Sydney, Canberra and other adjoining regions is also expected. Historically, there have been different patterns of growth from region to region, with larger cities attracting young adults seeking a wider range of education and employment options and other areas such as the South Coast

attracting retirees. Growth and change in areas adjoining the Region, particularly Sydney and Canberra will continue to shape the future population patterns of the Region.

Like other parts of the country, the population within the Region is ageing and it is anticipated that the proportion of the population aged 65 or over will increase from 13.5 percent in 2006 to 27.8 percent in 2031. The extent to which the Region is ageing is significant, as it exceeds the rate of ageing in its adjacent metropolitan areas.

Although it has a high population growth rate, the population growth is not evenly distributed throughout the Region. Growth rates are highest in the Wingecarribee, Queanbeyan, Palerang and Yass Valley local government areas. If historical trends continue, Goulburn Mulwaree shire will experience a slight decline (–0.1 percent per annum) in population over the next 25 years and Upper Lachlan a modest increase 0.1 percent per annum. This Strategy has, however,



adopted a growth forecast of 0.5 percent per annum for Goulburn Mulwaree based on a strategic direction that supports and encourages settlement in these areas, along with economic development strategies. The Strategy also recognises that both Goulburn Mulwaree and Upper Lachlan councils are planning for higher growth rates to encourage growth of their local economies.

The Strategy will be comprehensively reviewed every five years. Any economic and demographic changes, such as higher than expected population growth, will be monitored and the strategy adjusted appropriately.

Access to reliable and affordable reticulated water will be a key determinant of the extent, location and timing of housing and employment lands across the Region. Within the southern part of the Region, the ACT–NSW Cross-Border Region Settlement Agreement and the Water Resources Agreement need to be considered when planning for development. In the central part of the Region, particularly around Goulburn, there is a need to ensure that appropriate water sources continue to be secured and that opportunities arising out of additional population growth are balanced with the ability to maintain sustainable water

supplies. The NSW Government is supporting the construction of a new water supply pipeline to Goulburn as part of the long term water supply for that city.

Demand for new housing is arising from both the growth in the population, as well as demographic changes in the population. The ageing of the population, changing lifestyles and the declining number of people per household are strong contributors to the need for additional dwellings. As an example, the average number of people per household is expected to decline from 2.53 in 2006 to 2.25 in 2031. This means that even in areas with a stable population, additional dwellings would be needed. The changing demographic patterns, including an increase in the number of childless couples and single-person households, will also require a shift in the types of dwellings that will be needed. At present three quarters of the housing stock is detached houses, over time it is expected that smaller, easier to manage dwellings, including town houses, villas and even apartments in major regional centres will be required to meet changing housing needs.

It is projected that an additional 25 200 dwellings will be required to cater for the expected population growth and the demographic change towards fewer people per housing demand. However it is

possible that more dwellings will be needed if council strategies for growth in places like Upper Lachlan and Goulburn Mulwaree are successful. Accompanying the demand for new dwellings will be a shift in the demand for a higher proportion of medium density/infill and less greenfield style development. Councils will be encouraged to consider and support adaptable housing designs that can accommodate the expected ageing of the population. There will continue be demand for a range of affordable housing options, particularly in those places close to economic development opportunities. Finally, there is also demand for dwellings to provide for the short-term accommodation needs in the corridor relating to the demands of key employers and for tourist accommodation.

Although there is strong demand for urban growth and development in the corridor, the demand is uneven with some areas experiencing growth and other areas experiencing nominal or no growth. The challenge of the Strategy is to ensure that the demand for urban growth is directed to major regional centres of Queanbeyan, Goulburn and Bowral. Enabling growth to occur within the smaller settlements such as Marulan and Bungendore without losing their character as rural settlements is also a challenge for the Strategy.





Linked to the type, location and timing of housing in the Region is the provision, capacity and cost of infrastructure provision and service delivery. This applies to both the utilisation of services already established in the Region, as well as additional needs. Both Goulburn and Queanbeyan contain significant existing services and facilities, including an established hospital in Goulburn. In addition a new hospital is being constructed in Queanbeyan, as well as a number of primary and secondary schools and range of government offices.

The key population and housing challenges are to:

- cater for the extra 46 350 people over the period to 2031, matching housing with changing demographic trends, particularly an ageing population and declining household occupancy rates
- cater for the demands for short-term accommodation in the major regional centres and major towns arising from tourism and key institutions (e.g. Police academy, federal government departments and major defence establishments)
- support and reinforce the role of Bowral, Goulburn and Queanbeyan as the major regional centres by focusing new greenfield areas and medium density housing in and around these centres

- provide for the growth of other towns and villages in a manner that is generally consistent with the Strategy's centres hierarchy, the individual character of towns and villages and the growth planning being pursued by councils
- ensure secure and sustainable water supplies to meet expanding urban and employment needs arising for development out of Sydney and Canberra.

## RURAL LANDS

Agriculture is a major feature of the Region's economy contributing nearly \$200 million per annum and employing, both directly and indirectly, 11 percent of the Region's workforce<sup>1</sup>. The general farming landscapes of many parts of the Region also contribute to the scenic environment and amenity that makes the Region an attractive lifestyle destination. The main agricultural industries are broad acre grazing, although there is strong growth in viticulture and horticulture.

The proximity of the Region to both the Sydney and Canberra markets and major road and rail networks facilitating the supply of produce to markets, are the key opportunities for agriculture in the Region. This enables diverse crops and agricultural activities to be pursued.

Preserving rural lands as a resource for emerging as well as existing agriculture is therefore a key

challenge for the Region. The greatest pressure on the rural lands of the Region comes from the demand for rural lifestyle housing. Fragmentation of farm holdings also can reduce the profitability of farms, can lead to land use conflict, and increases the cost of rural lands. The proximity of farmland to major regional centres has also increased the cost of rural lands. This has led to a large number of small farms and hobby farms within the Region. With these pressures on production also come the need to adapt to new technologies, constant competition for national and international markets, as well as changing climatic patterns. Planning for rural lands must recognise that the rural landscape cannot remain fixed but must accommodate changes to ensure objectives for agriculture, as well as other objectives are met. State Environmental Planning Policy (Rural Lands) 2008 (Rural Lands SEPP) provides planning principles for rural lands, including the promotion and protection of opportunities for sustainable economic activities, providing opportunities for a rural lifestyle and balancing the social, economic and environmental interests of the community.

While the Regional Strategy is unable to resolve all the issues facing rural areas, its strategic direction and land use planning

1 ABS Census of Population and Housing, 2001 and MacroPlan Australia.

# 2

## regional challenges

policies can be used to help address some of the impacts that make modern agricultural production challenging.

Many of the smaller rural communities in the Region such as Braidwood, Crookwell and Gunning are largely reliant on agriculture and give the economic activities of these towns a strong rural focus. It is this predominantly rural character and landscape of many towns that is an important contributor to the sense of identity of the Region and its attractiveness as a place to live. In recognition of the importance of its rural landscape the NSW Government has formally acknowledged the heritage values of the township of Braidwood and its setting, through a listing on the State's Heritage Register. The Statement of Significance listing the township recognises not just the buildings within the town, but the pattern of settlement and its context within a historic pastoral landscape.

The value of rural lands in the Region extends beyond primary production to include cultural, scenic and environmental qualities. This is reflected in the diversity of landscapes from the farming landscape of parts of the Southern Highlands to the timbered Brindabella Ranges in the south. Accommodating this diversity and mix of rural land values across

the Region will be a significant challenge. Farmers need to be able to pursue new markets and forms of production without unreasonable restrictions on land use.

More recently the Region has become attractive for wind farming. This presents a challenge of balancing scenic and cultural landscape values with the potential economic benefits for rural areas and the much wider reaching environmental benefits. Wind farms add a new source of economic activity that help to offset and improve the productivity of traditional farming activities.

The Region contains a number of substantial hard rock, limestone and other extractive industries, which provide considerable resources for the State's construction sector. Like the traditional agricultural sector, the Regional Strategy can ensure that the potential for these resources to be sterilised by inappropriate adjoining uses is reduced.

The key rural land challenges are to:

- support the economic contribution of existing and potential primary industries to the Region
- maintain the rural character and diversity of land values across the Region, whilst acknowledging competing uses of rural land

- address the impact of peri-urban land uses (areas close to or on the edge of existing urban areas) on existing farming and future urban development by providing certainty for long term uses through appropriate land use zonings, subdivision controls and the identification of long term urban release areas
- manage the location and impacts of rural residential development.

## ECONOMIC

The economy of the Region is diverse reflecting the range of agricultural landscapes, the growing population, key national transport links and the influence of Sydney and Canberra on large parts of the Region. Many features of the Region present a number of potential economic opportunities, notably the:

- support the economic contribution of existing and potential primary industries to the Region



- maintain the rural character and diversity of land values across the Region, whilst acknowledging competing uses of rural land
- address the impact of peri-urban land uses (areas close to or on the edge of existing urban areas) on existing farming and future urban development by providing certainty for long term uses through appropriate land use zonings, subdivision controls and the identification of long term urban release areas
- manage the location and impacts of rural residential development.

It is projected that at least 27 800 new jobs will be required in the Region over the period to 2031 to support the projected population growth. The amount of land required to accommodate this number of jobs will be influenced by the extent of suitable industrial land already available; the industries where job growth is likely to occur; and the alternative choices for employment outside the Region in Sydney and Canberra. Conversely, those northern and southern parts of the Region that are highly accessible to Sydney and Canberra are well placed to provide employment lands servicing wider markets.

During 2001, 23 500 people (26 percent of the Region's resident workforce) travelled outside of the

Region for work, mostly from the areas of the Region within close proximity to Sydney and Canberra. The central subregion is relatively self-contained, with most of its residents able to gain employment locally. Reducing the journey to work to locations outside of the Region is a significant challenge to the long term sustainability of the Region.

Unemployment is also an issue in the central subregion, in particular Goulburn Mulwaree, which has a rate of unemployment (6.1 percent) more than double that of the southern end of the corridor (2.8 percent). Youth employment is also an issue within the corridor, with the unemployment rate for those aged between 15–24 years more than double the total unemployment rate for the Region. The high rates of unemployment, particularly youth unemployment, increase the potential for the population of the Region to age and lose its most productive age groups as young people migrate closer to employment centres. One of the keys to turning around the population decline in smaller towns and villages, as well as boosting the growth rate of Goulburn depends on providing employment opportunities for younger age groups.

Encouraging new economic development relies on many factors, including an available workforce, access to markets, as well as

both capital and entrepreneurial skills to develop new industries. The Regional Strategy is unable to directly influence these factors, but it can ensure that there is adequate housing and employment land to provide opportunities for newly establishing, growing or relocated businesses.

Key economic challenges are to:

- provide regionally based employment opportunities (at least 27 800 new jobs) through the identification and protection of major employment lands.
- reduce the proportion of commuting/journey to work out of the Region by providing regionally based employment and housing opportunities. This should aim to reduce the proportion of the workforce commuting out of the Region from 26 percent to 20 percent
- build on regional strengths in employment including distribution/logistic clusters along the Hume Highway, and the proximity to Sydney and Canberra markets
- build the vitality and capability of centres within the corridor so they can provide employment opportunities for necessary service industries, as well as enabling the incubation of new industries and businesses



- protect the agricultural sector of the Region by measures including limiting uncontrolled fragmentation of rural lands through subdivision and controlling the extent and location of non-compatible land uses such as rural residential development.

## ENVIRONMENT

While the Region has a rich and diverse array of natural assets which contribute to the Region's ecological and economic value, its landscape and character reflect the history of extensive modification for agricultural activities. Currently almost 11 percent of the land is managed for both water catchment and conservation purposes, predominately in the Shoalhaven and Metropolitan Special Areas as managed by the Department of Environment and Climate Change

and the Sydney Catchment Authority. The catchment areas help to underpin the high quality environment and lifestyle enjoyed by the community and helps distinguish the heavily modified landscapes of the tablelands.

The long history of settlement and agriculture in the Region has resulted in a significantly modified and cleared landscape. On the less fertile shallow soil landscapes there are large patches of remnant vegetation. The majority of land within the national parks reserve system is on the eastern edge of the Region and in the north eastern and south western corners.

The Region contains a range of distinct and related ecosystems, including several endangered ecological communities such as the Natural Temperate Grasslands of the Southern Tablelands and the

White Box, Yellow Box Blakelys Red Gum Woodlands. The Region also lies between other regions with their own areas of high biodiversity and environmental value. A challenge for the Region is to ensure the protection and enhancement of areas of high environmental significance and the links between them.

Past clearing practices together with the underlying geology has resulted in a highly saline landscape in the Yass River valley. This has implications for ongoing primary production in the area, as well as the quality of its drinking water supplies.

Climate change presents itself not only as an environmental challenge, but as a social and economic challenge for the Region as well. Apart from the hazards associated with a more variable climate, such as droughts, bushfires and flooding and erosion from increased rainfall intensity, climate change has the potential to alter the natural ecosystems of the Region. Long term planning decisions must place a high value on development options that make more sustainable use of land and resources and respond to risks associated with climate change.

The environmental challenges are to:

- ensure that development occurs in a way that safeguards and enhances the existing environmental, biodiversity and scenic assets of the Region



- ensure the sustainable management of natural resources and the protection of rural landscapes
- ensure development can help reduce the impact of climate change
- appropriately conserve and protect heritage items and values including European, cultural and Aboriginal, and incorporate these values within land use planning and natural resource management processes.

## WATER

Water is a crucial resource for the Region. Important watercourses include the Murrumbidgee, Shoalhaven, Lachlan, Yass, Wingecarribee and Wollondilly rivers. Lake George is a major inland water body that remains dry for much of the time.

Nearly 50 percent of Sydney's drinking water catchment as identified in the Drinking Water Catchment Regional Environmental Plan No. 1 is contained within the Region. The regional environmental plan aims to manage and protect the catchment to meet water quality objectives. A key aspect of the regional environmental plan is the requirement for new development to have a neutral or beneficial effect on water quality as well as protecting the water supply of Sydney and regional centres such as Goulburn.

When considering the availability of water to supply growth, there are striking differences between the northern, central and southern sectors of the Region. In the north, the area is comparatively secure in water supply, although much of its water resources flow north towards Sydney. Parts of the central subregion have recently experienced severe water shortages as a result of the recent drought. Goulburn Mulwaree Council in conjunction with the NSW Government are working closely on a range of options to secure Goulburn city's long term sustainable water supply. These options include council's integrated water cycle management plan process; the recent upgrading of Sooley Dam to increase the capacity of the dam by 50 percent and the construction of an emergency drought pipeline from the Wingecarribee Reservoir in order to enhance the security of Goulburn's water supply.

For Queanbeyan and the southern sector, water is supplied by the ACT under the terms of the cross-border settlement and water agreements

and the case of Yass, from supplies managed by Yass Valley Council. Alternative options to secure water could be explored given the severity of the current drought.

The water challenges are to:

- protect water quality and supply through planning measures such as appropriate environmental controls and the Drinking Water Catchment Regional Environmental Plan No. 1
- strengthen the constraints on certain development activities in drinking water catchments
- improve water management and conservation strategies to secure water supply to new residential areas
- ensure that development does not impact on the availability of water for environmental flows
- recognise and incorporate the cross-border arrangements for water supply within a NSW strategic planning framework.





# A vision for the future

The Sydney–Canberra Corridor Region has evolved from a series of individual centres, towns and villages to a linked set of communities that draws on a rich pastoral and rural heritage to define its character.

It is this character and sense of place that make the Region such an attractive place for existing residents and new comers alike. The rural landscapes help to define the sense of the Region as a place where a connection to a rural lifestyle, still exists within a short distance to thriving metropolises.

The Region will have a vibrant and diverse regional economy built on the movement of goods, ideas and people along the national transport corridor between Sydney and the national capital.

It will be a region of choice where people can live and work within the corridor whilst remaining close to Sydney and Canberra. It will build on its rural character and support a diverse range of liveable communities with a strong sense of identity and sense of place.

It will be a region where the environmental values of the landscape are recognised and protected and natural resources are managed sustainably for the benefit of present and future generations.

## Thriving

The Region attracts economic opportunities and builds on the skills and experience of its residents to help encourage regionally based employment, whilst sustainably managing future growth.

## Liveable communities

The Region will continue to provide adequate housing opportunities and infrastructure that maintain a liveable community within a rural landscape.

## Rural heritage and character

Development and growth that builds on and respects the Region's rural heritage and character.





## THE STRATEGY AT A GLANCE

The Regional Strategy is an initiative of the NSW Government to guide sustainable growth throughout the Sydney–Canberra Corridor until 2031.

The aims of the Strategy are to:

- Cater for a housing demand of up to 25 200 new dwellings by 2031 to accommodate the additional 46 350 people expected in the Region over the period 2031.
- Increase the amount of housing in existing centres to ensure the needs of future households are better met, in particular the needs of smaller households and an ageing population.
- Manage the environmental impact of settlement by focusing new urban development in existing identified growth areas such as Bowral, Goulburn and Queanbeyan.

- Only consider additional development sites if it can be demonstrated that they satisfy the Sustainability Criteria (Appendix 1).
- No new rural residential zones will be supported unless as part of an agreed structure plan or local settlement strategy.
- Ensure an adequate supply of land to support economic growth and provide capacity to accommodate a projected 27 800 new jobs, particularly in the areas of manufacturing, transport and logistics, business services, health, aged care and tourism.
- Limit development in places constrained by important primary industry resources and significant scenic and cultural landscapes.

- Protect the cultural and Aboriginal heritage values and visual character of rural towns and villages and surrounding landscapes.

NSW government agencies will use this Strategy when developing their own plans for investment in infrastructure. Where development or rezoning increases the need for State infrastructure, the Minister for Planning may require a contribution to the provision of such infrastructure, having regard to the NSW Government's State Infrastructure Strategy and equity considerations.



#### MAJOR TOWN

Larger towns providing local and district services and facilities, comprising the general range of weekly and some higher order goods and business services. Well established town centres. The full range of housing types are generally provided.



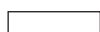
#### TOWN

Small centres that vary in size. Small to medium concentrations of retail, health and other services with generally lower density housing. Reliant on higher order centres for specialised services, shopping and employment.



#### VILLAGE

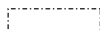
Small centres with local retail and speciality tourism retail within the Region. Villages contribute to the Region's character and to tourism.



#### EXISTING URBAN AREA



#### EMPLOYMENT LAND AND INDUSTRIAL ZONES



#### LGA BOUNDARY



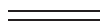
#### DRINKING WATER CATCHMENTS REP NO 1



#### MAJOR LAKE/DAM



#### MAJOR AIRPORT



#### FREEWAY/HIGHWAY



#### RAIL LINE



#### MAJOR ROAD



#### NATIONAL PARK



#### NATURE RESERVE



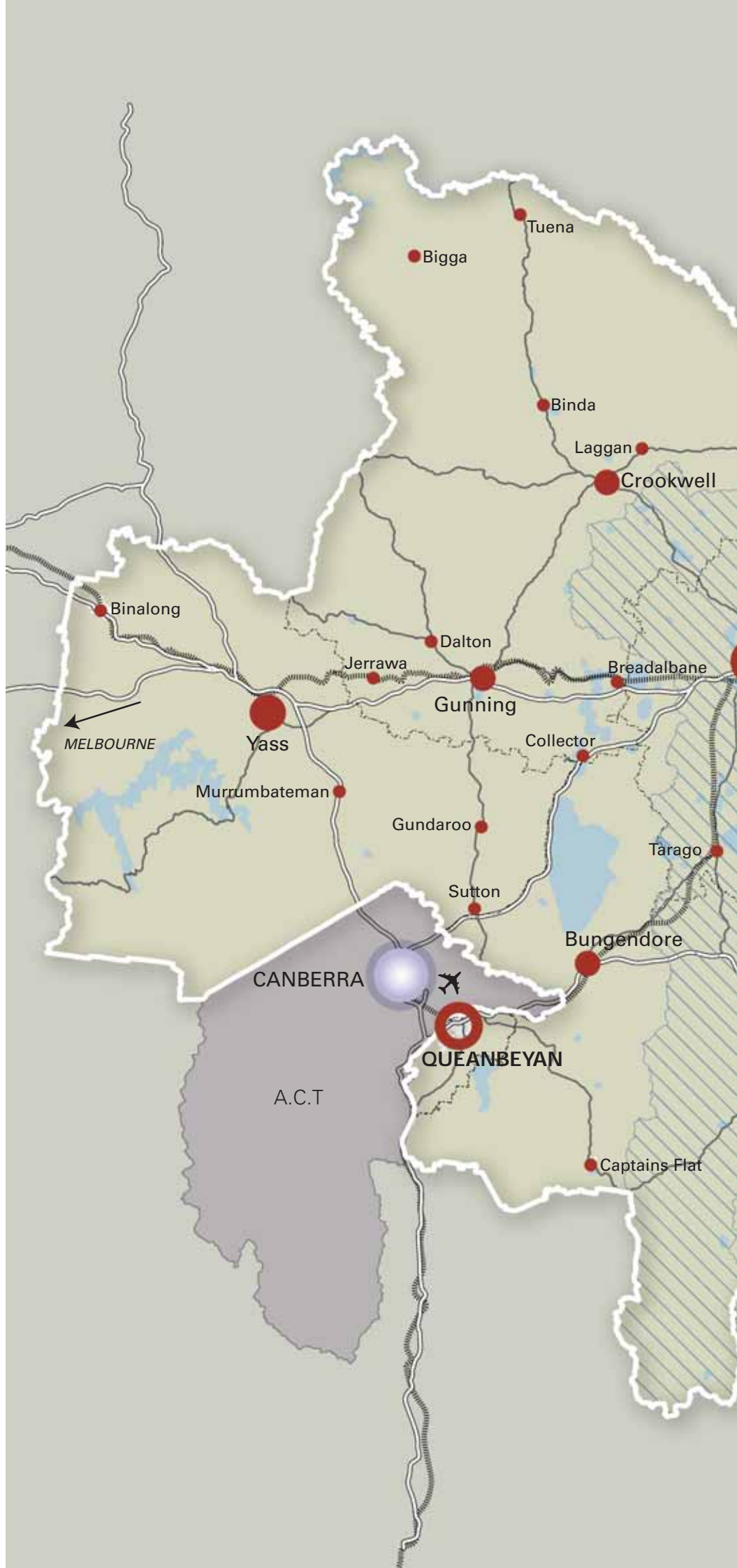
#### STATE CONSERVATION AREA



#### STATE FOREST



#### RURAL AND RESOURCE LAND



**46,350 more people**  
**25,200 new homes**  
**27,800 new jobs**  
**25 year plan**  
**3 major regional centres**



#### CANBERRA AND WOLLONGONG

The Region adjoins the ACT and the national capital, Canberra. Canberra is an important centre adjoining the southern part of the Region providing higher order health and education services, major retail and specialist professional services.

Wollongong, within the Illawarra Region plays a similar role for the northern part of the Region. Centres in south western Sydney also play an important complementary role for the northern part of the region.



#### MAJOR REGIONAL CENTRE

Existing centres with an important role in providing regionally based services, shopping, education, recreation and employment. The full range of housing types are generally provided. The majority of growth in both housing and employment is to occur in these regional centres.

#### BOWRAL

Although Bowral, Mittagong and Moss Vale together function largely as one urban centre for the northern part of the Region, Bowral remains the major centre providing higher order retail and commercial services. This important role for Bowral should be reinforced by consolidating regional scale retail and commercial development and services in Bowral. Mittagong will continue to have an important role as a local retail and service centre with Moss Vale maintaining its administrative and rural service centre role. All three centres should play a complementary role.

#### GOULBURN

Goulburn is the administrative and commercial centre of the central part of the Region. Major government services and facilities are located in Goulburn as well as regionally significant commercial development, industry and employment. The provision of services and housing in the central part of the Region should be generally consolidated in Goulburn to support its regional role.

#### QUEANBEYAN

Queanbeyan is the regional centre for the southern part of the Region and forms part of the larger Canberra-Queanbeyan metropolitan area. The centre plays a key role in providing services for the Region and a wider metropolitan role in housing and employment.



#### MAJOR REGIONAL CENTRE

Major Regional Centres within the adjacent South Coast Region.

SYDNEY-CANBERRA CORRIDOR REGIONAL STRATEGY MAP

0 20 40 60 80km



The map displays the Goulburn-Murrumbidgee region with various towns and infrastructure. Major regional centres are highlighted with red circles: Yass, Goulburn, and Braidwood. Other towns include Crookwell, Gunning, Marulan, Moss Vale, Bundanoon, Robertson, Mittagong, and BOWRAL. The map also shows the locations of Lake Burrinjuck, Lake George, Lake Bathurst, and the Wingecarribee Reservoir. Infrastructure includes the Murrumbidgee Highway, the Murrumbidgee Railway Line, and the Murrumbidgee Freeway. Land use is categorized into Rural Land, State Forest, and Significant Agricultural Land. The map includes a scale bar (0 to 60 Kilometres) and a north arrow.

Symbol	Description
Red circle	Major Regional Centre
Red dot	Major Town
Small red dot	Town
Grey circle	Regional City
White circle	Major Regional Centre (Outside Strategy Area)
Black airplane	Major Airport
Black line	Railway Line
Thick black line	Major Roads
Thin black line	Highways and Freeways
Blue line	Rivers
Blue line	Creeks
Blue area	Water body
Green area	Highest Wind Areas – NSW Wind Atlas
White area	Existing Urban Area
Blue hatched area	Drinking Water Catchments REP No. 1
Black outline	Local Government Area Boundary
Pink area	Non-Coal Extractive Resources
Black hatched area	Coal Resources
Grey area	Rural Land
Green area	State Forest
Orange area	Significant Agricultural Land



# Rural lands and primary industry

## BACKGROUND

The rural lands of the Region underpin its economic base, providing the resources for agriculture, industry and tourism. However, the rural landscapes of the Region also define its intrinsic rural character, one of the key attraction points drawing people to the Region. Ensuring an appropriate balance in the management of the rural landscapes of the Region is critical to the ongoing protection and development of its agriculture and associated industries, as well as maintaining the broad landscapes that define its strong sense of place and rural character.

## AGRICULTURE

Agriculture contributes almost \$200 million to the economy of the Region and is a significant employer. Agriculture is the predominant economic contributor to many of the rural communities in the Region. For example,

in 2006, 27.8 percent of the workforce in the Upper Lachlan area worked in sheep, beef cattle and grain farming<sup>2</sup>.

The value of agriculture to the Region is not just reflected in employment in the agriculture, forestry and fishing sector, but also in terms of its contribution to the Region's gross regional product. It also has significant flow on effects, in terms of demand for goods and services, to other sectors including manufacturing, transport and storage, wholesale and retail trade, property, and health services.

Traditionally, agriculture in the Region has been largely centred on cattle and sheep grazing. The Region's new forms of agriculture such as viticulture, while providing diversification in product, bring a different set of planning issues in terms of potential land use conflicts and a generally more intensive use of rural landscapes. The potential for

new agricultural industries in the Region confirms the importance of protecting rural lands as a long term economic resource for the Region.

The Region produces a wide range of agricultural products, which is becoming increasingly diverse. Over recent decades, the Region has seen the emergence of new and innovative forms of agricultural production. As well as the traditional mainstay of wool, which is the most significant agricultural commodity for the Region, there are also valuable honey, cut-flower and wine production industries.

Agricultural lands in the Region should not just be seen in terms of their current values, as the Region is strategically placed for long term food production. The Region's capacity for the sustainable production of food and fibre, and ease of access to markets present opportunities for primary industries seeking to relocate from the Sydney metropolitan fringe.

<sup>2</sup> ABS Census of Population and Housing 2006



The corridor has a comparative advantage in terms of food and fibre production compared to other regions because of its location along the major transport routes between the major cities of Sydney, Canberra and Melbourne.

With its highly attractive rural character, rural lifestyle housing as rural residential development has occurred at a significant scale in many parts of the Region. Rural residential development can cater for demand for an alternative form of housing within the Region provided it is appropriately located and planned for. The trend has been to locate rural residential development largely within the commuting zone of Sydney, Canberra and Goulburn, in the Wamboin and Bywong areas of Palerang shire and adjacent to established centres such as Yass and Murrumbateman. However, if not appropriately located, such development has the potential to adversely impact on agriculture and other primary industries. Where this has occurred it has involved the general subdivision of rural land into small lots, including concessional lots, often resulting in ad hoc development.

Unplanned rural residential development and the breakup of agricultural land can:

- impact upon the potential viability of an agricultural area through a reduction in farm businesses

and the capacity of the small towns and villages to support associated farm-based business

- increase the potential for rural land use conflict
- decrease the economic value of rural land as a resource because land values are based on residential rather than agricultural capacity
- impose costs on the community to service and maintain residential land uses within the rural landscape
- result in social isolation
- result in resource and ecosystem degradation
- potentially constrain the use of rural land for agriculture and resources such as mining through conflict between rural industries and those seeking a rural lifestyle.

Putting in place strategies, including State Environmental Planning Policy (Rural Lands) 2008, which recognise the value of rural landscapes, agricultural lands and protecting the land resources for primary industries is critical to the economic future of the Region. Key elements of this strategic approach include long term planning to accommodate demand for rural lifestyle housing as well as considering the most appropriate minimum sizes of rural lots.

## EXTRACTIVE AND MINERAL RESOURCES

Extractive resources, primarily hard rock quarries in Wingecarribee and Goulburn Mulwaree, contribute significantly to the economy of the Region. The major resource deposits of sand and hard rock in the northern and central subregions have the potential to supply Sydney with construction material for up to 50 years. As these resources are estimated to be in excess of 1000 million tonnes, there is significant potential to expand the present level of supply of the friable fine-medium sandstone. The location of many of these resources, near rail and freeway access and close to Australia's biggest construction materials market in Sydney, makes them particularly significant from a State perspective. Significant extractive resources areas are shown on the Natural Resources Map.

Within the Region, there are a number of large potential resources of hard rock. Quarry operations in the Southern Highlands currently supply approximately eight percent of Sydney's construction sand and almost ten percent of aggregate. There is potential for this supply to rise significantly with resources being depleted from deposits located within the Greater Metropolitan Region.





Current and potential sources of construction material (such as sand, hard rock and sources of clay/shale for brick making) within the Southern Highlands are widely dispersed across Wingecarribee and Goulburn Mulwaree local government areas. All however are within a relatively short distance to the Sydney–Canberra transport corridor.

These extractive resources are a key strategic economic resource for the Region and Sydney.

The northern subregion is directly adjacent to and includes parts of the Southern Coalfields. The Southern Coalfield is an important source of coking and thermal coal, which due to the depths of the seams, requires underground mining techniques.

In addition to coal resources there are also petroleum exploration licences for natural gas. Almost 8 percent of current

gas consumption in NSW is supplied from developments in the Macarthur area to the north. There is potential for this area to expand further into the corridor, particularly in the northern and eastern areas of Wingecarribee.

The southern subregion of the Sydney–Canberra Corridor contains deposits of several important base metal (lead, zinc, silver, copper) in the Woodlawn and Captains Flat areas. There is alluvial and hard rock gold deposits in the Braidwood–Araluen region.

Areas with other extractive resources are widely dispersed across the southern subregion. Fine aggregate (construction sand) and coarse aggregate (gravel) resources can be found in the Palerang area, while several significant shale and hard rock resources exist in the Yass Valley area. Some extractive mineral resource deposits are of particular interest, such as

the sand and coarse aggregate resources in the Bungendore region near the southern margin of Lake George, and the hard rock resources near Queanbeyan.

These resources are important for supplies to the Canberra and smaller local markets. Extractive resources are important to the economy of the Region with enough potential resource to supply these markets for many years in the future.

## RURAL LANDSCAPES

The scenic and cultural landscapes of the Region are a significant contributor to the wider value of rural landscapes. Particularly significant landscapes include Lake George and the Lake George Escarpment, Fitzroy Falls, the Southern Highlands farm landscapes and the Brindabella Ranges. The Region's scenic landscapes are an important

### THE IMPORTANCE OF MANAGING PERI-URBAN AREAS

The proximity of many parts of the Region to Sydney and Canberra is a significant influence on the use and demand for land. Referred to as peri-urban areas, they are those areas generally close to or on the perimeter of major urban areas. The viability of farming in these areas can be constrained by increased land costs which prices out new or expanding farmers, and can lead to an increase in land speculation

driven by the demand for lifestyle lots in those areas of the Region accessible to major cities. However peri-urban areas because of their proximity to large markets can also be intensively farmed and are often of high economic value in terms of rural production.

The fragmentation of land adjacent to existing towns into rural residential lots and subsequent

multiple future ownership can also potentially limit options for the expansion of towns and the provision of infrastructure. Devising planning responses to these issues is one of the greatest challenges for rural lands planning. A clearer understanding of the economic and housing demands driving land uses in these areas is critical.

contributor to the character of the Region, and an economic resource for the tourism industry. The Strategy does not aim to lock up the rural landscape from development but to strike a balance between allowing development and change in rural areas, particularly to facilitate agricultural production, whilst maintaining the scenic qualities that are important to the Region.

With its consistent high wind levels and good access to high voltage distribution networks, the rural lands of the Region also provide significant opportunities for the establishment of wind farms. The State Plan priority E2 – ‘A reliable electricity supply with increased use of renewable energy’ has a target of 15 percent renewable energy use across the State by 2020. Protecting the capacity

of the rural lands of the Region to develop wind farms will be important to meeting this target.

It will be important that local planning for wind farms as well as other rural land uses recognises the need to reduce conflict with existing communities, recognises and protects key landscape features and takes greatest advantage of the potential economic and environmental benefits of the industry.

## OUTCOMES

The contribution and ongoing development of primary production and agriculture to the Region’s economy and identity, particularly its many towns and villages, is recognised by ensuring a coordinated approach to settlement planning, the protection of agricultural lands as a resource asset for the production of food and fibre, the minimisation of land use conflict, and the appropriate protection of environmental values.

Rural lands planning in the Region supports the long term development of agriculture by taking a strategic approach to the location of rural residential development and recognises that the mix of values that comprise rural lands (economic, scenic, cultural and environmental)

### STATE ENVIRONMENTAL PLANNING POLICY (RURAL LANDS) 2008

Agriculture is a significant industry, worth approximately \$7.3 billion to the economy of NSW and providing employment to 79 000 people. The ongoing orderly and economic development of the rural lands in NSW is vital to the State economy.

In response to the findings of the Central West Rural Land Review Panel, State Environmental Planning Policy (Rural Lands) 2008 (the SEPP) has been prepared to improve planning outcomes in rural areas of NSW.

The SEPP contains rural planning principles and rural subdivision principles, which will assist councils in planning for the proper management, development and protection of rural lands. The SEPP also contains measures to reduce land use conflicts, including preventing subdivision of concessional lots in rural areas. The SEPP allows councils to retain their current minimum lot size(s) or vary them in accordance with the principles in the SEPP.

The rural planning principles identify a range of matters that should be considered when councils prepare local environmental plans for rural land. This will enable opportunities for economic development, protection of natural resources and environmental values and a range of housing types in planned locations.

requires an integrated approach to managing rural landscapes at a local government area scale.

Planning for peri-urban areas recognises the need of farmers for certainty about the agricultural importance and protection of their lands through clear controls and recognition in local environmental plans.

Access to mineral and extractive resources is protected through the strategic planning process by the identification of key resources and the reduction of land use conflicts that would sterilise the use of the resource or create potential for mine subsidence.

## ACTIONS

- Local environmental plans will protect and zone land that is identified through local strategic planning as of significant agricultural value.
- Councils are to ensure that strategies are prepared to manage rural lands to accommodate and protect the range of values that comprise rural lands being scenic, environmental and economic.
- Local environmental plans will:
  - include minimum subdivision standards for rural and environmental protection zones
  - include provisions to limit dwellings in the rural and environmental zones
  - not include provisions to permit concessional allotments in accordance with the Rural Lands SEPP.
- Rural residential development should only be undertaken on the basis of an agreed local government area wide settlement strategy.
- Housing not ancillary to agriculture and rural residential development in rural areas will only be allowed where in accordance with an agreed local settlement strategy.
- Local environmental plans will provide for the protection of extractive industries and mineral resources through appropriate land use zonings and planning controls that limit the potential for land use conflict in the buffer areas around these resources.
- Councils are to identify strategies and planning provisions that will safeguard the long term range of land uses in areas within close proximity to urban areas with the aim of providing a greater level of long term certainty for land holders and the orderly development of future land uses.
- Councils are to ensure that strategies for the management of rural land uses and subdivision recognise the environmental and economic potential of wind farming activities, while balancing the need to protect key rural landscapes and avoid inappropriate conflict with rural residential areas.







# Economic development and employment growth

## BACKGROUND

With its rural industries, major regional centres at Bowral, Goulburn and Queanbeyan, as well as the proximity of different parts of the Region to Sydney and Canberra, the Region has a diverse economic base. This diversity is reflected in the range of economic and employment drivers and characteristics.

Tourism is a major economic contributor for the Region, generating \$600 million in 2001<sup>3</sup>. Natural and cultural assets create significant tourism attractors, including the Region's heritage focused on the towns and landscapes of Braidwood, Goulburn and Yass; the proximity of the southern part of the Region to Canberra and the NSW snowfields; and the rural and cultural landscapes, including the Southern Highlands and natural features including Lake George and Wombeyan Caves. Over 50 percent of all day-trippers and 40 percent of overnight visitors within the Region visit the northern

subregion for its rural and heritage character, and its proximity to Sydney<sup>4</sup>.

While the major regional centres and major towns capture retail spending by tourists, they also provide a significant role as service centres for the surrounding rural hinterland and, in the case of Queanbeyan, suburban areas. Service industries play a significant role in the regional economy. For example, in the northern subregion, education and health care account for around 20 percent of all employment, while retailing, cafes and restaurants also employ a similar number of people.

Due to the proximity of Canberra to the southern subregion there is a significant amount of employment in the government administration and defence sector (approximately 18 percent)<sup>5</sup>. However, many of these jobs are located in Canberra which is a large contributor to the number of journey to work trips out of the subregion. Conversely the proximity of Canberra has been

a major driver of population growth within the subregion's commuting zone.

The manufacturing sector within the Region has seen strong growth, outperforming the NSW growth rate, particularly in the northern subregion of the corridor. Goulburn also has a significant manufacturing base, with focus on primary production and processing for export. Hi-tech product manufacturing is a strength of the southern subregion with local companies producing a range of high technology products.

Two key economic strengths of the Region are accessibility to major transport infrastructure and its supply of affordable employment lands relative to Sydney and Canberra.

<sup>3</sup> National Visitor Survey Q1 1998 to Q3 2003, Bureau of Tourism Research, MacroPlan, Australia.

<sup>4</sup> Ibid.

<sup>5</sup> Australian Bureau of Statistics, Population and Housing Census, 2006.



The Hume, Federal and Barton highways and the Main Southern Railway are two key pieces of infrastructure and economic investment in the Region. They provide a high level of direct access to Sydney and Canberra and a strategic comparative advantage in terms of logistics, warehousing and transport. This is evident in the established logistics facilities in Goulburn and the potential to cluster-related industries in Goulburn and other locations such as Yass. In the northern subregion the Moss Vale–Berrima Enterprise Corridor will also rely on access to the Hume Highway and siding access to the Main Southern Railway and a direct rail connection to Port Kembla.

In terms of affordable employment lands the Region is well placed to play a key competitive role in supplying employment land in regional NSW and be a viable, cost-competitive, alternative location to Sydney or Canberra. More broadly in terms of the movement of goods, services and information, the Region is well

placed to build on its strengths as a location for information and communications business. Significant opportunities exist in the form of employment lands developments and the redevelopment and renewal of existing town centres to encourage new businesses to establish or existing businesses to relocate to the Region. The Regional Strategy is consistent with the State Plan priority for the creation of an economic development taskforce involving state, federal and ACT governments to assist existing business grow and encourage new business to relocate to regional areas<sup>6</sup>.

The rural landscapes of the Region are a key significant resource for a range of economic contributors to the Region. Traditionally the rural landscapes have been and continue to be predominantly used for agriculture, though now also involve tourism, mining and quarrying, energy production through wind farms and rural lifestyle housing.

## EMPLOYMENT LANDS

Future additional employment opportunities in the Region are necessary to match the projected population growth of 46 350 people. This population growth is projected to generate a demand for an additional 27 800 jobs based on current workforce participation rates. The Strategy aims to promote and accommodate this employment growth within the Region by encouraging the identification of additional, strategically located, employment land. The type and extent of employment opportunities are likely to vary significantly across the Region. The drivers of the demand for employment lands are partly population driven, but can more broadly comprise a range of economic and area specific opportunities and characteristics.

The key subregional characteristics are described as follows.

6 Premier's Department, State plan: a new direction for NSW, NSW Government, Sydney 2006, page 165, <http://www.stateplan.nsw.gov.au>.



### Northern subregion (Wingecaribee local government area)

Demand for employment lands arises from an increase in population within the subregion and the proximity of the area to Sydney and the Illawarra, as well as being influenced by:

- the proximity of the area to major metropolitan markets for regionally based business
- the improved accessibility of the area through infrastructure such as the M7 and M5 in Sydney
- land affordability
- high rates of commuting out of the subregion.

The Northern subregion is not self contained in terms of the demand and supply of employment lands and is affected by markets from adjoining regions. Currently there is 347 hectares of existing zoned

employment land in the subregion, of which 212 hectares is occupied, leaving 135 hectares vacant.

### Central subregion (Goulburn Mulwaree and Upper Lachlan local government areas)

Goulburn has the majority of employment lands in the central subregion, with 615 hectares currently zoned. There are 465 hectares already occupied, leaving 150 hectares vacant.

Again there is a competitive surplus of land that can be used to advantage in this subregion, in particular Goulburn, given its strategic siting mid way between Sydney and Canberra, the high accessibility of the road and rail links and the established cluster of logistics and warehousing.

Opportunities exist to build on the minimal commuting out of the subregion in terms of matching

resident workforce with job availability. At the same time, settlements such as Gunning are within commuting distance of Canberra and are therefore linked to economic opportunities in the southern subregion and the ACT as well as the central subregion.

### Southern subregion (Queanbeyan, Yass Valley and Palerang local government areas)

Queanbeyan has the main areas of employment land for the subregion. There is 815 hectares of existing zoned employment lands with only 30 hectares being identified as vacant/underutilised, but is constrained by size and of limited potential for major employment generating development.

The Queanbeyan employment and business sector is closely linked to the wider Canberra–Queanbeyan metropolitan area and market.

#### MOSS VALE–BERRIMA ENTERPRISE CORRIDOR

The Moss Vale–Berrima Enterprise Corridor is 630 hectares of land identified between Moss Vale and Berrima. There is a competitive surplus of land to take advantage of given the location of the enterprise corridor and its strategic position in terms of regional infrastructure including proximity to the Hume Highway and being serviced by a natural gas main pipeline,

an existing siding of the Main Southern Railway and a direct rail connection to Port Kembla.

Wingecaribee Council has included the Moss Vale–Berrima Enterprise Corridor as an industrial area in its draft local environmental plan. The extent of the developable area is subject to detailed site and environmental

assessments. This includes infrastructure funding, sequencing and staging arrangements. Particular consideration will need to be given to the upgrading of the regional transport network, specifically road links to the Hume Highway and rail-siding access to the Main Southern Railway.





Estimates of employment land supply and demand must therefore be based on an analysis of the Cross-Border Region. Queanbeyan has a strong established employment base that is critical to its role as a major regional centre. The Queanbeyan City Residential and Economic Strategy 2031 has identified the need for an additional 130 hectares of employment land in Queanbeyan, at a site at South Jerrabomberra adjacent to the industrial area of Hume in the ACT. This will be rezoned for employment uses, to support continued economic development.

Yass provides opportunities to locate employment close to the intersection of the Hume and Barton Highways, providing for local employment opportunities and regional economic growth. Similarly, Bungendore has opportunities to provide additional employment land to boost its role as a local service centre and to reduce its dependence on Queanbeyan.

## EMPLOYMENT LANDS NEEDS

Estimates have identified that a further 295 hectares of employment lands are needed across the Region. Table 1 shows the amount of employment land needed by subregion. In some cases sufficient land exists to meet this demand, although at least 130 hectares

of new land is needed within the Queanbeyan local government area, which is consistent with the Minister's approval of Queanbeyan Council's Residential Economic Strategy 2031.

There is potential to rezone additional employment lands at the Moss Vale–Berrima Enterprise Corridor in the northern subregion, Goulburn in the central subregion and in Queanbeyan in the southern subregion. Other potential locations for more local employment land include Yass, Bungendore, Crookwell and Gunning. Where there is a surplus of employment land this should be protected to maintain a competitive advantage to attract new business or enable existing businesses to grow.

There is a desire to see further economic development and economic self-reliance in the Region. The supply of employment land within the Sydney–Canberra Corridor provides an opportunity to reduce the number of people who commute out of the Region for work.

The proximity of the Sydney–Canberra Corridor to a number of other regions and the high quality transport infrastructure give opportunities to further develop its economic base. There is considerable interest in establishing freight transport and logistics hubs in several locations within the Region. Potential locations include the Moss Vale–Berrima

Enterprise Corridor, Goulburn and Yass. Strategic planning for a number of potential sites will create opportunities to respond quickly and take full advantage of specific proposals for economic investment where and when these occur.

Employment potential also exists in the commercial centres of the Region, particularly in light of the strong potential for growth in the services, retail and tourism sectors. It will be important to focus growth in these centres so that they retain fulfil their potential within the broader centres hierarchy. Maintaining the centres hierarchy is important as it not only defines a centre's function, it also provides certainty for investors and ensures facilities are located where population and employment growth is occurring. Centres also need to take advantage of good links to existing transport corridors to ensure that their respective roles and functions are supported.

Generally, the major potential employment lands coincide with the major regional centres. The identified major regional centre in the northern subregion is Bowral, although this centre functions with support from Mittagong and Moss Vale. These three centres function in a complementary fashion with Bowral providing higher order retail and commercial services; Mittagong is the local service centre with some capacity for more

## economic development and employment growth

retail development and Moss Vale functions as the administrative and rural service centre. The Moss Vale–Berrima Enterprise Corridor supports the complementary role of these three centres.

In the central subregion, Goulburn is the focus for service and retail based employment. This role has potential to expand with investigations into two locations for new freight transport and logistics employment areas and the advantage of a ready workforce and affordable housing. Goulburn continues to provide services to a broader hinterland and supporting town and village centres, reflecting its important role as a hub for agri-business based services, including government services for natural resource management, primary production and justice.

Queanbeyan and Yass provide opportunities in the southern subregion for retail and business services, serving the larger Canberra–Queanbeyan metropolitan area (which has the additional locational advantage of Canberra Airport). Both areas also have good road and rail access. Queanbeyan is also increasing its importance as a location for government services and facilities, which is reflected by recent decisions to redevelop the Queanbeyan hospital and construct a State government office block.

### OUTCOMES

The location of major employment lands supports the economic potential and growth of the Region and consolidates the role of the regional centres by making best use of existing infrastructure as well as supporting established services and businesses.

The supply of employment lands reflects the wider regional economic drivers and opportunities for economic development by capitalising on the Region's high quality transport links and proximity to Sydney, Canberra, the Illawarra and other regions.

Growth of employment opportunities leads to a reduction in the proportion of the workforce commuting out of the Region from 26 percent to 20 percent.

The important and differing role of major regional centres, as well as towns and villages is recognised, within a clearly defined hierarchy of centres (see Table 2). Regional services and residential development are consolidated in the major regional centres.

Economic growth in the southern subregion responds to the needs and takes advantage of opportunities presented by economic growth of Canberra.



## ACTIONS

- Local strategies and local environmental plans will ensure that major regional centres are the focus for the majority of new employment land releases in the local government area.
- Local strategies and local environmental plans will identify and safeguard appropriate and adequate land for employment purposes consistent with meeting the type of demand outlined in Table 1 – Additional Employment Lands. This is to include consideration of measures such as minimising land fragmentation; appropriate land use zoning and sequencing/staging provisions.
- Local environmental plans are to incorporate appropriate provisions to facilitate employment growth in the nominated major regional centres, towns and villages, including as home-based employment.
- Council-based mechanisms or controls will be identified to preserve and support the identified hierarchy of commercial centres for the Region (see Table 2).
- The Department of Planning will work with the Department of State and Regional Development and the following councils to identify additional employment land needs:
  - Yass Valley Council for land at Yass
  - Upper Lachlan Council for land at Gunning and Collector
  - Palerang Council for land at Bungendore.
- Wingecarribee Shire Council will continue to plan for the provision of infrastructure and the sequencing of development in the Moss Vale–Berrima Enterprise Corridor.
- The Department of Planning, in consultation with councils, will establish a framework to monitor the supply of employment lands, including details on location and zoning. The monitor will be updated annually by councils.
- Any future proposals for significant employment lands outside of the major regional centres are to satisfy the Sustainability Criteria (Appendix 1).
- The Department of State and Regional Development and local councils will investigate the potential to stimulate economic growth and create jobs in the corridor through the Capital Region Development Board and Illawarra Employment Lands Task Force.

Table 1 – Additional employment lands

Subregion	Projected additional jobs	Additional employment land needed (hectares)	Available employment land (hectares)
Northern	9000	75	135*
Central	1800	50	150
Southern	17 000	170	30**
<b>Total Sydney–Canberra Corridor</b>	<b>27 800</b>	<b>295</b>	<b>315</b>

\* Up to 630 hectares of additional employment land is proposed in the Moss Vale–Berrima Enterprise Corridor.

\*\* An additional 130 hectares of employment land has been identified in the approved Queanbeyan Residential and Economic Strategy 2031, which will be rezoned for employment uses.



Table 2 – Sydney–Canberra Corridor centres hierarchy

	Commercial centres servicing the Region	Key functions of the centre
Major regional centre	Bowral, Goulburn and Queanbeyan	Provide for the majority of commercial and retail growth within the Region. A concentration of mid to higher density living, business, employment, professional services and specialised shops and associated warehouses, transport logistics and bulky goods operations. Focal point for subregional road and transport networks. The full range of housing types generally provided.
Major town	Yass, Mittagong, Moss Vale	Larger towns providing local and district services and facilities. Comprising the general range of weekly and some higher order goods and business services with well established town centres. The full range of housing types generally provided.
Town	Examples include Robertson, Marulan, Braidwood and Crookwell as well as many others.	Small centres that vary in size. Small to medium concentrations of retail, health and other services with lower density housing. Reliant on higher order centres for shopping and employment.
Villages	Examples include Berrima, Collector and Captains Flat as well as many others.	Small centres providing a limited range of local retail and general services.





# Regional transport

## BACKGROUND

One of the defining elements of the Region is the transport connections between Sydney and Canberra. These connections facilitate the flow of goods, people and information between Sydney and Canberra, as well Melbourne, Wollongong and nearby areas in the Central West, Riverina and South Coast. However, with the desire for improved transport and accessibility comes the risk that the centres, towns and villages of the Region lose their place as destinations in their own right.

While the Regional Strategy recognises the need to further improve the transport connections between Sydney and Canberra, it also recognises the importance of maintaining strong internal connections between centres and towns. Ensuring appropriate access to centres such as Bowral, Goulburn and Queanbeyan allows the potential of these centres as employment, tourism and residential areas to grow and develop.

The Hume Highway and the Main Southern Railway corridor have historically defined the Region.

The Hume/Federal Highway route, which crosses much of the Region, is one of Australia's highest quality inter-capital road links and connects Sydney, the ACT and Melbourne. The Main Southern Railway connects Sydney, Canberra and Melbourne and has particular importance as a rail freight route. The Region contains some of Australia's most significant road and rail freight and passenger movements.

The Sydney–Melbourne corridor is vital to the Australian economy, as it is the busiest inter-capital

## JOURNEY TO WORK

Journey to work is a particularly significant issue within the Region due to the proximity of the northern area to Sydney and the southern area to Canberra. Both have commuting influences that extend well into the Region. Whilst recognising that a significant proportion of residents will continue to commute, the issue of creating region-based employment

opportunities is critical to supporting the regional economy, general environmental sustainability (e.g. reduction in energy use) and the attraction of the Region as a lifestyle choice.

By providing employment lands located in or near regional centres, supporting the consolidation of housing in the major regional centres

and ensuring sufficient land for the anticipated growth of the Region, the Regional Strategy aims to reduce the proportion of the resident workforce commuting out of the Region for work from the current 26 percent to 20 percent or less.

road corridor. The rail corridor provides a critical standard gauge inter-capital freight link between Sydney and Melbourne. Interstate freight between Sydney and Melbourne is forecast to increase by nearly 70 percent (average growth around 2.6 percent per year)<sup>7</sup> from 2900 to 3500 heavy trucks per day to between 5000 and 6000 heavy trucks per day over the next 20 years.

The main strategic transport routes in the Region are the Hume Highway, Federal Highway, Barton Highway, Kings Highway and the Illawarra Highway. Other important routes include the Monaro Highway, Burley Griffin Way, and the newly sealed Tablelands Way from Goulburn to Oberon via Crookwell. Main Road 92 between Nowra and Nerriga provides an important link between the southern part of the Region and the South Coast.

Significantly improved access through investment in transport infrastructure has been a major driver of population growth pressure and tourism in the Region. In addition to highway bypasses increasing the accessibility and environmental quality of many towns, major freeway investment has occurred in Sydney and Canberra increasing access to and from the Region.

These improvements continue to have significant impacts on the

Region's attractiveness, particularly for people living in the Region and commuting to Sydney or Canberra for work. The ease of access to Sydney and Canberra also make it possible for people who live within the Region to regularly visit the metropolitan areas for business or individual reasons. It is important to remember that no part of the Region is more than two and a half hours from the outskirts of a metropolitan area.

The Region has a high level of commuting with approximately 26 percent of the resident workforce living within the Region travelling out of the Region for work. By far the most common method of transport for travel to work is car – the most recent statistics indicate that 78.1 percent travel by car<sup>8</sup> – which is higher than the NSW and ACT averages and largely reflects the generally dispersed settlement pattern of many parts of the Region.

The Region and the ACT are connected by rail to Sydney and are served by country and interstate train services, which pass through the Region. There are limited passenger links with the surrounding regions, especially the Illawarra and South Coast. The Region is linked directly to Port Kembla via the Moss Vale–Unanderra rail line for freight. While this line has spare capacity, upgrades provide an opportunity

for the northern part of the Region to take advantage of the Port expansion.

Options for improving rail transport between Sydney and Canberra include upgrading the existing line to remove slow sections or improved rolling stock, which could result in considerable transport benefits and opportunities generated by improving rail travel times and freight capacity between Sydney, Canberra, Port Kembla and the corridor.

Canberra International Airport is a significant asset for the ACT and the Corridor. The airport provides commercial flights to Sydney, Melbourne, Brisbane, Perth and Adelaide. Regional services are also provided to Newcastle and Albury. The airport contributes to the local economy through movement of people, tourism, employment and freight cartage.

<sup>7</sup> Auslink, Sydney–Melbourne corridor strategy: building our national transport plan.

<sup>8</sup> NSW Department of Planning, journey to work statistics 2001.



## OUTCOMES

The Region continues to be recognised as a nationally important route for the movement of people, services, goods and information. In particular the role of the Hume, Federal and Barton highways as part of the national highway system and the Main Southern Railway as part of the national rail system are recognised and protected.

The national role of the highway system is supported by controlling and managing direct access and the location of major traffic generating activities to the existing major regional centres and minimising ribbon development.

Local planning controls provide for the efficient and safe movement of people and goods between Sydney, Melbourne and Canberra.

The need to maintain accessibility within the Region is recognised through clear road and public transport connections between the major regional centres of Bowral, Goulburn and Queanbeyan with their supporting network of towns and villages.

Development is largely focused on existing regional centres, towns and villages to maximise the benefits of alternative transport options such as local public transport and walkable centres.

Regionally specific transport infrastructure projects identified by the *State infrastructure strategy 2008–09 to 2017–18 New South Wales* (NSW Treasury 2008) occur. These projects are listed in Appendix 2.

## ACTIONS

- Local environmental plans are to recognise and protect the regional transport network through appropriate planning provisions.
- Local environmental plans are to limit inappropriate adjoining development and access points off the Hume Highway, Barton Highway, Federal Highway, Illawarra Highway and the Kings Highway.
- Local environmental plans are to limit inappropriate development adjoining the major rail lines, being the Main Southern Railway, the Moss Vale–Unanderra rail line and the Sydney–Canberra rail line.
- Local strategies and local environmental plans will encourage the development of passenger interchanges in all major regional centres, major towns and towns to facilitate access to commercial areas and encourage alternative forms of transport.

- The Ministry of Transport, the Roads and Traffic Authority and RailCorp will develop strategies to identify future improvements to the capacity of roads and rail and bus services to cater for population growth and to identify infrastructure investment opportunities.
- Councils and community organisations are encouraged to work together to improve the provision of community transport services.
- Local environmental plans are to protect AusLink identified corridors, in particular the proposals to maintain and improve the capacity of the Moss Vale–Unanderra rail line into Port Kembla so that increased rail freight can be achieved.





# Housing and settlement

## BACKGROUND

Strategically located between Sydney and Canberra, the Region is one of the fastest inland growth areas in NSW with the population projected to increase by 46 350 from 137 000 to 183 350 by 2031. With population growth comes demand for additional dwellings. At the same time changing demographic patterns, such as a greater proportion of single-person households, also creates demand for additional dwellings.

Settlement within the Region is heavily influenced by the three major regional centres of Bowral, Goulburn and Queanbeyan, the major towns of Mittagong, Moss Vale and Yass, as well as the nearby metropolitan areas of Sydney and Canberra. These three centres, as well as their supporting towns and rural villages will accommodate the majority of growth. The northern and central subregions are likely to benefit from accelerated opportunities for growth given their close proximity to south-western Sydney.

## Northern – Wingecarribee shire

The northern subregion, which is largely within commuting distance of Sydney, has a current population of 42 300 and is projected to increase by 16 400 to 58 700 by 2031. The major urban areas within this subregion are Bowral, Mittagong and Moss Vale.

The projected population growth and change in the northern subregion to 2031 will equate to a dwelling demand of 8700. Maintaining the rural landscape character whilst accommodating an increasing population pressure and migration from Sydney will be a significant challenge for this subregion.

Over half of the Wingecarribee local government population is located within three adjoining centres: Bowral (11 500); Mittagong (7500) and Moss Vale (6800). Although these long established centres have distinct identities, population growth has seen them increasingly operate as one urban centre with a combined population of 25 800.

Bowral remains the major regional centre providing higher order retail and commercial services which needs to be reinforced by consolidating these regional scale services. Mittagong will continue to play an important role as a local service centre with Moss Vale maintaining its administrative and rural service centre role. All three centres play a complementary role, although their distinctive character needs to be reinforced through the separation of their respective urban areas by extensive bushland, floodplain and rural land. It is critical to maintain this distinction and not allow these towns to be joined by development.

Bowral as the major regional centre should be the preferred location for infill development and redevelopment consistent with creating a vibrant centre with greater housing choice. The capacity to accommodate more intensive development and higher densities will be subject to local housing needs and general urban design/character. The majority



of greenfield development will be located in Mittagong with 1000 lots and Moss Vale with 1400 lots planned for in the short to medium term. Additional greenfield development areas will need to be identified and planned for to cater for longer-term demand.

## Central – Upper Lachlan and Goulburn Mulwaree shires

The central subregion has a current population of 33 100 and is projected to grow by 3850 to 36 950 by 2031. This will require an additional 2300 dwellings. Goulburn is the major regional centre providing higher order commercial, service and community facilities.

The Strategy recognises that Goulburn has significant potential for growth with an infill capacity of up to 1300 dwellings and a major greenfield release at Marys Mount with a capacity of approximately 1000 dwellings. The potential for further development

of greenfield land at Kenmore and additional Marys Mount releases on the outskirts of Goulburn (with a combined potential of approximately 1000 dwellings) also provides it with the opportunity to attract or retain a stable workforce in the area, provided that there are also job opportunities available. These areas have been proposed to be zoned for housing in Goulburn Mulwaree's draft principal local environmental plan, with mechanisms identified for staging.

Given the extent of infill potential within Goulburn and trends towards an ageing population, a housing mix that encourages a greater proportion of medium density and infill development is supported. A more diverse mix of housing in the centre of Goulburn can also enable opportunities for younger age groups to find affordable housing close to services and employment. Redevelopment and revitalisation strategies for Goulburn will need to account for its significant heritage character.

Marulan also has some potential for growth consistent with its identified role as a town. Opportunities for additional housing will be addressed through Goulburn Mulwaree Council's 2020 Strategy and local environmental plan. Development in Marulan should enable and encourage the revival of the commercial precinct of the town so that employment opportunities close to home are provided.

Approximately 7100 people live in Upper Lachlan shire, with about 25 percent in the township of Crookwell. The next largest town is Gunning with the remainder in a number of small villages. The shire is predominantly based on rural industries and is expected to have a modest increase in population. The small settlements of Gunning and Collector, are strategically located on key transport links and close to larger cities of Canberra and Goulburn. There may be potential to accommodate modest amounts of growth in and around Crookwell, Gunning and Collector to help support the vitality of these





towns. Planning for growth will need to consider the demand for housing and the availability of local job opportunities, as well as the availability of water supplies.

### Southern – Yass Valley, Palerang, Queanbeyan City

The southern subregion of the Region has a current population of 61 400 and is projected to grow by 26 100 to 87 500. This will require an additional 14 200 dwellings, equating to an annual increase of 1.6 percent. Queanbeyan is the major regional centre with other centres at Yass, Bungendore and Braidwood. There are a number of small villages including Murrumbateman, Sutton and Binalong. Much of this part of the Region is within commuting distance of Canberra and has benefited as a result of migration from the ACT. The rural character of Yass Valley and Palerang shires contrasts with the largely suburban character of Queanbeyan.

Queanbeyan is the major regional centre for the southern part of the Region and forms part of the larger Canberra–Queanbeyan metropolitan area.

Consistent with its regional centre role, Queanbeyan is projected to grow by approximately 16 100, which, along with the demand for additional housing caused by changing household sizes, will

require an additional 10 000 new dwellings, the majority of which are to be accommodated in greenfield releases. The mix of housing, location, servicing and staging will be in accordance with an agreed housing strategy prepared by council.

With its proximity to the national capital, the demand for housing in Queanbeyan has been consistently high. As the supply of land in Queanbeyan has been taken up there have been growing pressures on housing affordability. The average cost of housing in Queanbeyan has increased by twenty-five percent in the five years to September 2007. The NSW Centre for Affordable Housing identified that in Queanbeyan, between 50 and 75 percent of private dwellings could be considered unaffordable.

Managing housing affordability requires sufficient capacity of housing supply, both in existing areas and in greenfield release areas, to keep downward pressure on housing prices. The need to provide greenfield housing choice in multiple locations is an important factor in influencing housing affordability.

Identifying additional greenfield land supply options in Queanbeyan has always been a challenge because so much of the surrounds of Queanbeyan are affected by

natural and topographical constraints such as steep slopes, significant natural vegetation values or are within the drinking water catchment for Googong Dam, all of which need to be protected. In addition, other areas of Queanbeyan are unavailable for new residential development because of land fragmentation from existing rural residential areas, or are inappropriate for development due to proximity to existing quarries.

In light of declining supplies of greenfield land in Queanbeyan, in 2006 the Minister for Planning established an inquiry to investigate the potential of various land release sites in Queanbeyan to meet the demand for affordable residential development. Following the inquiry, the Minister for Planning asked Queanbeyan City Council to prepare a residential and economic strategy that would identify the options available to meet residential and employment lands needs over the next 25 years. This strategy, as approved by the Minister and subject to any amendments, identifies the location of new residential and employment lands development for Queanbeyan at Googong and South Jerrabomberra.

With high rates of population growth projected to continue, ensuring an adequate supply of new residential land in a



number of release areas is vital to the social and economic well being of Queanbeyan. Planning for release areas at Googong and South Jerrabomberra are being undertaken in line with the endorsed Queanbeyan City Council Residential and Economic Strategy 2031.

Yass town with a current population of approximately 5300 has the capacity to accommodate approximately 600 additional dwellings on land already zoned for residential purposes. Smaller villages such

as Murrumbateman and Sutton are highly accessible to Canberra and continue to experience a strong lifestyle/commuter driven demand for housing. For example, Murrumbateman has no vacant land zoned village. With the resolution of water availability for Yass there will be an increase in demand for residential development in Yass itself.

The rural area in Yass Valley shire to the immediate north of the ACT border is generally referred to as Gooromon Jeir. Gooromon Jeir

is identified in the current ACT and Subregion Planning Strategy as a potential long term area for urban development. Based on current population growth estimates and the extent of residential development proposed for Queanbeyan, this area is unlikely to be required for residential development within the life of this Strategy.

Bungendore and Braidwood are the two main centres for Palerang shire. Braidwood is acknowledged as a town of

### CANBERRA–QUEANBEYAN METROPOLITAN AREA

In many respects, Queanbeyan and Canberra operate as one metropolitan area. They share many of the functions of a combined city of approximately 350 000 people. A city of this size accommodates the full range of urban and regional services and facilities.

As separate jurisdictions however, the municipal/local government service provision and planning systems are different. The challenge for state/territory and local governments is to acknowledge those issues for which there is a mutual interdependence or common interest whilst accommodating the differences in terms of community and government interests and expectations about the role of both places.

The ACT Government's long term strategic direction for Canberra is articulated in the Canberra Spatial Plan. This Regional Strategy outlines the strategic direction for Queanbeyan, within the Canberra–Queanbeyan metropolitan area.

The NSW Government and the ACT Government have jointly signed a series of agreements to address in a coordinated way housing development that may impact on cross-border planning and the provision of a reticulated water supply for the subregion. These are referred to as the ACT–NSW Cross-Border Region Settlement Agreement and the ACT–NSW Cross-Border Water Supply Agreement. A joint settlement strategy, giving spatial form to these agreements, is

currently being prepared.

Queanbeyan is the key NSW regional centre for the southern part of the Region. Housing and employment are to consolidate and support this regional role of Queanbeyan. This is to include a mix of housing consistent with providing for a range of housing choice – medium density, infill and greenfield development. As a designated regional centre, Queanbeyan will also provide for local and regional employment consistent with reinforcing its regional role, supporting the regional containment of jobs and its contribution to the wider Canberra–Queanbeyan metropolitan area.

significant heritage value whilst Bungendore, like Murrumbateman, is experiencing strong commuter based growth. Both centres have significant amounts of vacant and underutilised land already zoned for village housing. A major challenge will be managing growth in a way that safeguards the character of each centre. Bungendore will also face a challenge in managing growth expectations in light of potential demands arising from the new defence headquarters facility.

The availability of water will continue to be key driver and limiting factor on the amount and location of any additional urban development. This is a particular issue for Queanbeyan, Goulburn, Yass, Bungendore and Murrumbateman.

## HOUSING SUPPLY AND DEMAND PROJECTIONS BY SUBREGION

The Region is faced with declining household sizes and a growing population. In addition to this, demand for tourist accommodation,

temporary rental accommodation and from people looking for second homes needs to be planned for. It is projected that an additional 25 200 dwellings will be needed to meet demand over the period to 2031. To accommodate the additional 46 350 people and the required additional 25 200 dwellings, the Regional Strategy has set more detailed dwellings projections for the northern, central and southern subregions (see Table 3). The Strategy aims to achieve a more appropriate mix for future housing that reflects the Region's changing housing needs (i.e. 70 percent greenfield and 30 percent medium density/infill) when averaged across the Region.

To meet the expected demand for dwellings in Wingecarribee shire over the period to 2031, an additional 3000 dwellings need to be planned for, in addition to the growth planned for in council's existing 2016 strategy and draft local environmental plan. A higher proportion of infill and medium density housing will

need to be provided, particularly when considering the ageing of the population. The provision of additional housing in terms of mix, location and sequencing will need to be addressed through a local settlement and housing strategy by council. In doing so, careful consideration will need to be given to planning and design solutions that complement the landscape and built form qualities of much of the Southern Highlands and the challenges of accommodating population growth within a sensitive drinking water catchment.

The central subregion is expected to have an adequate supply of dwellings to accommodate the projected population growth, although it is possible that more dwellings will be needed if council planning for higher growth is successful. Goulburn has significant potential for infill development. Promoting the take-up of infill opportunities and providing a mix of small and multi unit dwellings will complement traditional detached dwellings

Table 3 – Regional housing supply targets

Subregion	Demand (dwellings)	Supply		
		Current dwelling potential (dwellings)	Proposed/planned release areas (dwellings)	Over/under supply
Northern	8700	2200	3500	-3000
Central	2300	1300	3200	2200
Southern	14 200	1500	10 000	-2700
<b>Total Sydney–Canberra Corridor</b>	<b>25 200</b>	<b>5 000</b>	<b>16 700</b>	<b>-3500</b>



usually located in the large greenfield areas on the edge of town. This approach will provide a suitable mix of housing to match the range of household types. The subregion does have an excess of residential land, particularly around Goulburn. This excess is not considered problematic given the significant potential for growth in the area to be higher than projected due to the availability of low-cost housing and accessibility to major regional centres, as well as Sydney and Canberra.

To accommodate the projected population increase in the southern subregion, an additional 2700 dwellings above the 11 500 already planned for will need to be built over the period until 2031. The majority of new housing will be provided in Queanbeyan with the potential for limited expansion in the towns of Yass and Bungendore as well as the village

of Murrumbateman. Queanbeyan City Council will need to identify the extent of infill development able to be accommodated in Queanbeyan. The target of 30 percent infill development is expected to be achievable in the other towns in the southern subregion.

The majority of greenfield development will reinforce the role of Queanbeyan as the major regional centre for the southern subregion. In making decisions on future residential development in the subregion, the NSW Government will utilise locally available water supplies to support new residential development, particularly in Yass and Bungendore. New greenfield development will also need to be consistent with planning decisions for future settlement and the supply of water from the ACT.

## URBAN DESIGN AND CHARACTER

Good urban design outcomes will be critical for all form of new settlement within the Region. New development should be designed based on 'neighbourhood planning principles' to ensure that new suburbs and revitalised centres have access to jobs, centres and transport choice within their communities.

In implementing the neighbourhood planning principles in existing areas identified for increased densities or where revitalising centres, the relationship between new and existing development is an important consideration. Particular considerations include: neighbourhood and architectural character; community integration; protecting and enhancing open space and recreation opportunities; and the efficient use of existing and planned infrastructure.

### NEIGHBOURHOOD PLANNING PRINCIPLES

Public transport networks that link bus services into the rail system and major regional centres.

A range of land uses to provide the right mix of houses, jobs, open space, recreational space and green space.

Easy access to major town centres with a full range of shops, recreational facilities and services along with smaller village centres and neighbourhood shops.

Jobs available locally and regionally – reducing the demand for transport services.

Streets and suburbs planned so that residents can walk or cycle to shops and other activity spaces for their daily needs.

A wide range of housing choices to provide for different needs and different incomes. Traditional houses on their own block will

be available along with smaller, lower maintenance homes, units and terraces for older people and young singles or couples.

Conservation lands in and around the development sites, to help protect biodiversity and provide open space for recreation.

## RURAL VILLAGES AND LIFESTYLE HOUSING

Outside the existing urban areas, the desire for a rural lifestyle has been a significant driver of the demand for housing. In the southern part of the Region, rural residential development is clustered around Murrumbateman, Yass and the Wamboin and Bywong areas in Palerang shire.

The central subregion has a significant supply of approved and subdivided rural lots of 40 hectares or less. It is prudent to ensure that this level of supply is taken up and developed before new areas are considered.

The extent of dispersed rural residential development has significant implications for costs of servicing, the fragmentation of lands and impacts on agriculture. A significant challenge for councils within the commuting areas of Sydney and Canberra will be the management of the demand for a rural lifestyle in a manner that safeguards agricultural land. The Rural Lands SEPP provides a framework by which councils can plan strategically for dwellings in rural areas. The SEPP also prevents further subdivision of concessional lots, which will minimise land use conflicts and further fragmentation of rural land.

Opportunities for village lifestyle within a more sustainable context

will continue to be provided by careful infill development within the numerous rural villages in the Region. Existing villages, such as Gundaroo, Binalong and Burrawang, play an important role in providing for housing choice and offer more affordable housing. The rural character and built form character of many villages is a significant local and regional asset.

## SHORT TERM ACCOMMODATION

Consistent with its significant tourism activities, the Region has a high demand for tourism and other short term accommodation. A range of opportunities will need to be considered by councils to ensure appropriate supplies are available, including motels and short stay facilities such as bed and breakfasts, as well as enabling medium term accommodation such as serviced apartments as well as other facilities to support tourism.

## OUTCOMES

New settlement meets the projected demand for new housing while protecting environmental values and natural resources

The major regional centres of Bowral, Goulburn and Queanbeyan become a focus for infill housing and a diversity of housing stock so that they consolidate their role in

providing regional services as well as building on existing infrastructure to create vibrant centres.

Future residential growth is predominantly accommodated within existing centres or contiguous to existing settlements.

A more appropriate mix for future housing that reflects the Region's changing housing needs (i.e. 70 percent greenfield and 30 percent medium density/infill averaged across the Region) is achieved.

An appropriate mix of housing for a range of regional and local choices in housing and lifestyle will be available.

New greenfield development and the redevelopment of existing urban areas utilise the Neighbourhood Planning Principles set out in the Strategy to achieve a form of urban settlement that supports multiple forms of transport, provides jobs close to home and respects the natural environment.

Additional housing outside the major regional centres is limited to that which supports the role of towns and villages and is generally contained within existing town and village boundaries.

Towns and villages continue to play an important role in providing for housing choice across the Region. Growth and development will be

managed in a way that protects and builds on the important built form, heritage and rural character of many of the towns and villages.

Adequate infrastructure, community services and transport is provided to service both greenfield and additional infill development. A reticulated water supply will be provided, which will be subject to satisfying the water supply planning principles (see Water and Energy Resources chapter).

## ACTIONS

### Settlement and housing

- Local environmental plans and other statutory planning controls will align with the Regional Strategy's settlement hierarchy (as shown on the Strategy Map) to contain the spread of urban development, efficiently utilise existing services and infrastructure, and protect areas of high conservation value.
- Only new areas which are/will be identified in the final versions of the following documents are supported (once endorsed by the Director-General of the Department of Planning):
  - Wingecarribee local environmental plan and Wingecarribee Our Future Strategic Plan 2002

- Goulburn Mulwaree local environmental plan and Goulburn Mulwaree Strategy 2020
- Upper Lachlan Strategy – 2020 Vision
- Queanbeyan City Council Residential and Economic Strategy 2031 (as amended)
- Yass Valley Council Urban Lands Study
- Land Use Strategy and Structure Plan for Bungendore.

These documents will align with the Regional Strategy's settlement hierarchy, as shown on the Strategy Map. The Queanbeyan City Council Residential and Economic Strategy 2031 may be further refined to reflect agreements with the ACT Government on settlement.

- Wingecarribee Council, working with the Department of Planning, will prepare a strategy to identify additional residential land to meet demand beyond that which is catered for in the Wingecarribee Our Future Strategic Plan 2002.
- Additional housing areas outside of those set out in this Regional Strategy and supporting local environmental plans are only to be supported if they can satisfy the Sustainability Criteria in Appendix 1.

- Bowral (supported by complementary major towns of Mittagong and Moss Vale), Queanbeyan and Goulburn will be promoted and supported as the major regional centres of population and service provision for the Region.
- The local environmental plan for Wingecarribee will identify and appropriately zone land that provides a clear separation between the urban areas of Mittagong and Bowral and Bowral and Moss Vale.
- The NSW Government, lead by the Department of Planning and the Department of Premier and Cabinet, will use the Sydney–Canberra Corridor Regional Strategy and associated local planning strategies as the NSW input into a cross-border settlement strategy being prepared with the ACT Government.





- Local environmental plans for Palerang, Yass Valley and Queanbeyan City local government areas are to be consistent with the Sydney–Canberra Corridor Regional Strategy, the agreed cross-border settlement strategy and accompanying settlement principles in the ACT–NSW Cross-Border Region Settlement Agreement.
- Councils will plan for a range of housing types with appropriate densities and in appropriate locations that are capable of adapting to and responding to the ageing population and people with a disability.
- Local councils will consider a range of affordable housing strategies, including forms of low-cost housing, suitable zonings and development controls to improve housing choice. These strategies must be consistent with relevant state policies.
- The Department of Planning, in consultation with councils, will establish a framework for a new Sydney to Canberra Corridor 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.

- Councils will use the Neighbourhood Planning Principles to ensure that new urban areas provide access to jobs, a range of transport choices for residents and are environmentally sustainable.

### Infrastructure

- Councils will ensure that satisfactory arrangements are in place for the provision of reticulated water consistent with the water planning principles (see Water and Energy chapter) before any additional greenfield development is provided. Where current water supplies are known to be limited for existing communities, councils will need to ensure that satisfactory and sustainable water supply options are in place for both greenfield and currently zoned residential areas.
- Councils will ensure that new residential development incorporates measures to improve management of stormwater and wastewater, and consider options for water recycling and use.
- Planning for urban land must be integrated with the supply of relevant infrastructure and transport provision.
- Where a development or rezoning increases the need for state infrastructure, the

Minister for Planning may require a contribution from the development, having regard to the State Infrastructure Strategy and equity considerations.

- The Department of Planning will work with the ACT Government in the context of the joint Settlement Strategy to identify cross-border infrastructure implications of development and appropriate funding mechanisms, including developer contributions.

### Rural residential

- Additional development areas will only be considered if justified by a local settlement strategy that assesses the net economic and social benefit of additional rural residential land against the loss of the potential development of the land for agricultural activities.
- Planning for rural residential land must be integrated with the supply of relevant infrastructure and transport services.

### Character

- New development should be designed to reflect and enhance the natural, cultural, visual and built character and values of the local and regional landscape.
- New development should be designed to be consistent with the Neighbourhood Planning Principles.

# Natural environment

## BACKGROUND

Large areas within the Region have been cleared or substantially modified over time due to the value of the landscape for agricultural production and other activities. The extent of clearing has substantially modified the landscape of the corridor.

Although its landscapes are heavily modified, the Region retains a rich and diverse array of natural assets which contribute to its ecological value and character. The largest areas of land reserved for conservation are in the eastern edge and the north-eastern and south-western corners of the Region. The Region also contains,

Lake George, Wombeyan Caves and the headwaters of four major river catchments – for the Hawkesbury-Nepean, Shoalhaven, Lachlan and Murrumbidgee rivers.

Approximately 11 percent of land within the Region is managed for conservation purposes, either as national parks, or nature reserves. Much of this is within water catchment areas. There are numerous endangered ecological communities such as the Natural Temperate Grasslands and Box-Gum Woodlands, which tend to be fragmented and primarily on private land.

The Sydney–Canberra Corridor includes numerous vegetated habitat linkages which are important for many species. Of particular note is the area around Hilltop, Yerrinbool and Yanderra in the northern subregion. This area links several catchments and provides a habitat connection between the Blue Mountains World Heritage Area and the forested escarpment areas of the Woronora and Illawarra, which themselves are connected to the Morton National Park and many other national parks of southeast NSW.

## CLIMATE CHANGE

Long term climate change is likely to present new challenges that will demand careful analysis and innovative solutions. Climate change is a significant challenge facing the entire community, and particularly farmers. Predictions are for more frequent extreme

droughts, higher temperatures, lower rainfall and increased evaporation in south east Australia.

In April 2007, the Council of Australian Governments endorsed a National Climate Change Adaptation Framework. The framework

outlines the future agenda for collaboration between governments to assist businesses and the community adapt to climate change, aiming to reduce the risks of climate change impacts and to realise any opportunities.

The significant environmental, social and economic values that the natural environment provides the Region are potentially threatened by a wide range of development pressures that need to be carefully managed. Agriculture has played an important role in the development and defines the character, sense of place and liveability of the Region. Agriculture continues to rely on the availability of high quality natural resources, just as opportunities for rural lifestyle housing rely on natural landscapes.

There are parts of the rural landscape of the Region that have been significantly degraded due to prior farming practices such as clearing and over use of limited water. These previous practices together with the general geology have resulted in a major salinity issue for the Yass River valley.

Managing the environmental values of the Region at the local level is a key challenge requiring councils and catchment management authorities to work cooperatively with landowners. The Southern Rivers, Lachlan, Murrumbidgee and Hawkesbury–Nepean catchment action plans have been finalised, and include regional investment priorities. Ensuring the objectives of the catchment action plans and other natural resource management plans are consistent with this Regional Strategy, and subsequent local environmental plans, is important to achieve long term environmental sustainability.

The Drinking Water Catchments Regional Environmental Plan No. 1, which commenced in January 2007, aims to create healthy water catchments which deliver high quality

water while sustaining diverse and prosperous communities (see highlight box below).

Naturally vegetated riparian corridors provide a range of benefits such as stabilising banks, maintaining water quality, providing habitat for native species and communities and visual amenity. There are opportunities to better protect and reinstate natural riparian areas and functions in existing and new urban areas, as well as rural areas, through the catchment action plans and local environmental plans.

Parts of the Region are subject to natural hazards and processes that can pose risks to life, property and the natural environment such as flooding and bushfires. The impacts of climate change could impose additional hazards or worsen existing hazards. Planning processes have been developed

#### DRINKING WATER CATCHMENTS REGIONAL ENVIRONMENTAL PLAN No. 1

Five catchments contribute to Sydney's drinking water supplies – Warragamba, Upper Nepean, Woronora, Shoalhaven and Blue Mountains covering 16 000 square kilometres of land. They stretch from the headwaters of the Cox's River north of Lithgow to the Shoalhaven River south of Braidwood. Around 110 000 people live in the catchments and over 485 000 hectares of the catchments are farmed.

*Sustaining the Catchments* is a regional plan providing direction for the future of the drinking water catchments, almost 50 percent of which are in the Sydney–Canberra Corridor Region. The purpose of the plan is to ensure the catchments are managed to protect areas where water quality and land management practices are already good, and to improve the management of areas contributing to poor water quality in order to meet local and downstream water quality objectives. A key component of the regional plan is the

requirement for new development in the catchment to have a neutral or beneficial effect on water quality.

The plan is given legal effect through the Drinking Water Catchments Regional Environmental Plan No. 1. The Regional Environmental Plan aims to create healthy water catchments that will deliver high quality water while sustaining diverse and prosperous communities. See Appendix 4 for the water catchments the regional environmental plan applies to within the Region.



to identify the risks associated with flooding and how they can be minimised through land use planning, such as a direction to all councils under section 117 of the *Environmental Planning and Assessment Act 1979*.

Utilising land resources within their capability is a key challenge for both rural and residential development. Soil landscape mapping produced by the Department of Environment and Climate Change can be used to assess the capability of particular

landscapes to support different land uses, and the need for site modifications to limit offsite impacts, such as erosion, sediment loss and groundwater contamination.

## OUTCOMES

The Region's existing biodiversity is valued and protected by directing urban development, including employment lands, away from areas important for conservation.

The impacts of development are mitigated by protecting and enhancing the long term viability of vegetation and habitat corridors, as well as rehabilitating degraded priority areas such as riparian corridors, through a strategic approach to investment under catchment action plans.

The environmental value of rural lands as well as agriculture is recognised in strategies for managing the land uses, subdivision and settlement of rural lands in an integrated manner.

### IMPLEMENTATION OF EXISTING NATURAL RESOURCES POLICIES, PLANS AND GUIDELINES

Substantial work has been done by agencies, councils and the community in the Sydney–Canberra Region to develop natural resource management policy, plans and guidelines. Councils should ensure that their local strategies, local environmental plans and development control plans maximise the achievement of the principles and recommendations in these policies and plans, in particular:

- > *Native Vegetation Act 2003*
- > NSW Government's Water Quality Objectives (1999)
- > Drinking Waters Catchment Regional Environmental Plan No. 1
- > Southern Rivers Catchment Action Plan
- > Lachlan Catchment Action Plan
- > Hawkesbury Nepean Catchment Action Plan

- > Murrumbidgee Catchment Action Plan
- > Local stormwater management plans
- > Floodplain risk management plans, prepared in accordance with the *NSW floodplain development manual* (NSW Government 2005)
- > Management of flood liable land under the Floodplain Development Manual
- > Soil landscape mapping (NSW Department of Environment and Climate Change)
- > Land use/constraining mapping (NSW Department of Environmental and Climate Change)
- > National Climate Change Adaptation Framework (Council of Australian Governments 2007)

- > *Planning for bushfire protection: a guide for councils, planners, fire authorities and developers* (NSW Rural Fire Service 2006)
- > State Rivers and Estuaries Policy
- > NSW Wetland Management Policy
- > NSW Groundwater Quality Protection Policy and State Groundwater Dependent Ecosystems Policy
- > *Managing Urban Stormwater: Soils and Construction manual* published by Landcom (NSW Government 2004)
- > Policies and guidelines for Aquatic Habitat Management and Fish Conservation (NSW Department of Primary Industries).

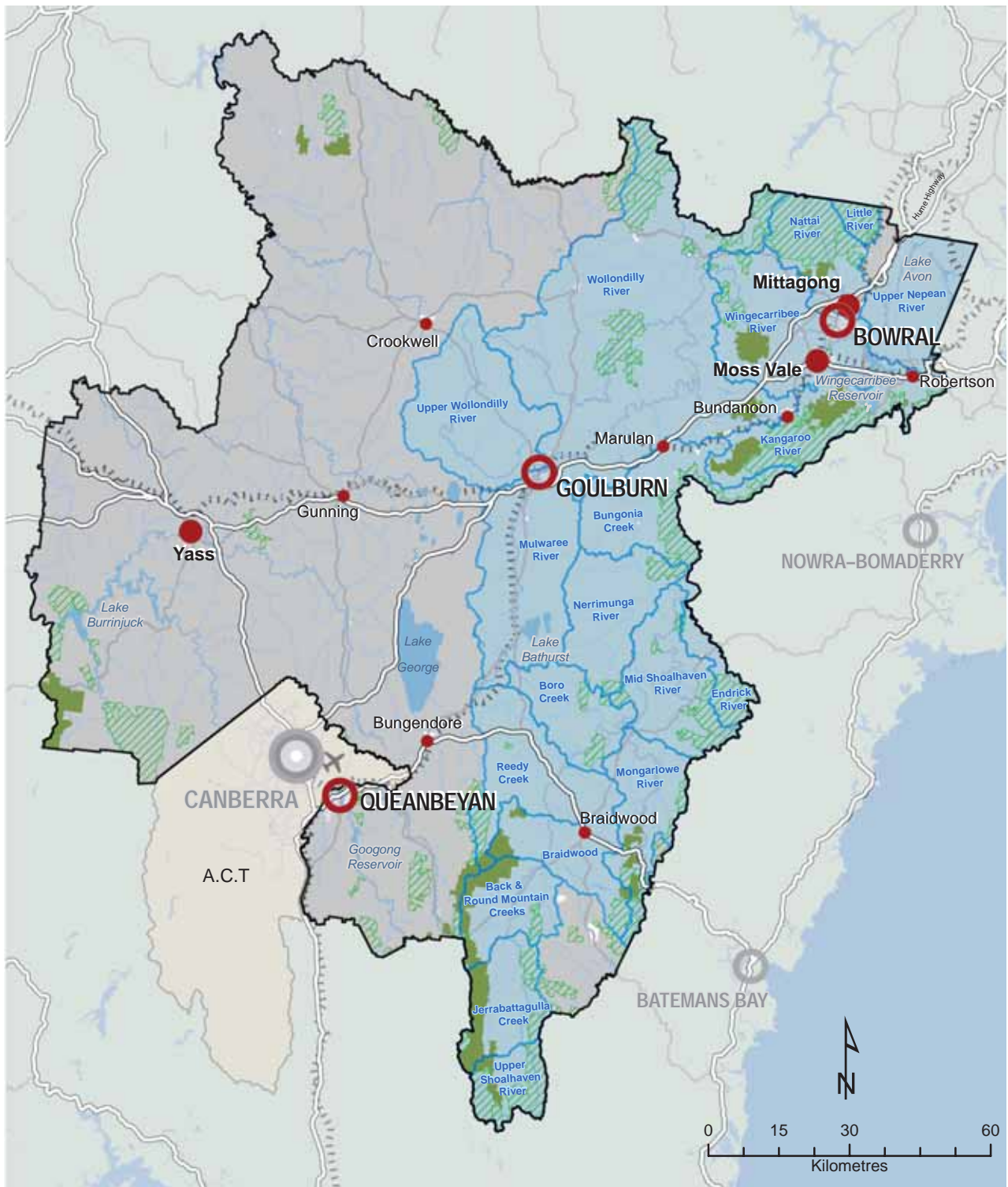
Town water supply catchments and significant aquifers are protected by ensuring that only compatible uses occur in these catchments. Impacts on water quality are reduced. The values and functions of riparian corridors are protected and enhanced.

The risks from flooding and other natural hazards are minimised. Planning controls in local environmental plans are consistent with the Floodplain Management Manual and councils risk management plans.

## ACTIONS

- Councils will confirm the location and conservation significance of key assets such as remnant vegetation and important aquifers in consultation with the Department of Environment and Climate Change and the Department of Water and Energy, before identifying potential new urban areas and in managing rural lands.
- Councils will ensure new urban development and rural residential development is directed away from land assessed as being of high conservation value and appropriate planning controls incorporated into local environmental plans to protect biodiversity values on other conservation land.
- Local environmental plans will protect land with state or regional environmental, agricultural, vegetation and habitat values using appropriate zones and planning controls.
- Local environmental plans will include provisions to protect and enhance areas of high biodiversity value and biodiversity corridors through use of environmental protection zones or other appropriate local environmental planning provisions. The Department of Environment and Climate Change will work with councils to identify these areas.
- Local environmental plans will identify and zone land of landscape value (including scenic and cultural landscapes) to protect those values.
- Councils, in preparing local environmental plans that apply to land within the area covered by the Drinking Water Catchments Regional Environmental Plan, must take into consideration any strategic land and water capability assessment prepared for the land, or any part of it, by the Sydney Catchment Authority. Local environmental plans should ensure that water quality objectives in the regional environmental plan can be achieved.
- New development adjoining or adjacent to areas of high biodiversity value will incorporate buffers to avoid land use conflict.
- Councils will consider controls to limit the creation of additional water rights on land fronting watercourses when preparing local environmental plans and development control plans and when considering development applications.
- Local environmental plans will not rezone land within town water supply catchments and significant groundwater areas if this has the potential to reduce the quality and quantity of these assets.
- Councils are to work with the Southern Rivers, Hawkesbury-Nepean, Lachlan and Murrumbidgee catchment management authorities to ensure that the aims and objectives of catchment action plans are considered in the future management and planning of local council areas.
- Local environmental plans will zone areas subject to natural hazards appropriately to reflect the risks associated with the hazard and the limitations of the land.

## DRINKING WATER SUB-CATCHMENTS MAP



- |  |  |  |                                   |  |  |
|--|--|--|-----------------------------------|--|--|
|  | Major Regional Centre                            |  | Sydney-Canberra Corridor Boundary |  | Rural Land                             |
|  | Major Town                                       |  | Existing Urban Area               |  | Drinking Water Catchments<br>REP No. 1 |
|  | Town   |  | Highways and Freeways             |  | National Park                          |
|  | Regional City                                    |  | Major Roads                       |  | Water Body                             |
|  | Major Regional Centre<br>(Outside Strategy Area) |  | Railway Line                      |  | State Forest                           |
|  | Major Airport                                    |  | River                             |  |  |
|  |  |  | Creeks                            |  |  |





# Water and energy resources

## BACKGROUND

Water supply is one of the most significant issues in the Region. Inadequate water supply will place major limits on the growth of industry, agriculture and population. The major use of water in the Region is for potable water supply and its future management is a significant and complex issue.

Future growth and development of the Region relies on a secure water supply for people, industry and the environment. The population of the Region is expected to grow by around 46 350 people over the period to 2031. Add to this the uncertainty of drought and climate change and it is clear that long term planning for water supplies is required as an integral part of strategic planning for the Region. This means securing an adequate water supply for communities within the Region, while recognising that many of the regional communities are located within the drinking water catchment of Australia's largest city. The location of future

population growth will be strongly influenced by the capacity to provide potable water.

Solutions will need to include a combination of demand management and supply augmentation to meet future demands and secure existing supplies against drought. The NSW Government has announced that it will join with Goulburn Mulwaree Council in the construction of a pipeline from the Wingecarribee Reservoir (a Sydney Catchment Authority facility). The NSW Government and Goulburn Mulwaree Council have recently completed the upgrade of Sooley Dam, increasing its capacity by 30 percent.

Other major initiatives to improve planning for water include the Sydney Drinking Water Catchments Regional Environmental Plan No. 1 and the Murrumbidgee, Lachlan, Shoalhaven and Metropolitan water-sharing plans.

Providing sufficient water in the longer term will also be a significant challenge for future

economic growth, especially in the southern and central parts of the Region. Town water supplies for Goulburn, Yass, Marulan, Crookwell and Taralga are under significant stress in light of changed climatic circumstances. Queanbeyan is serviced by the broader cross-border water supply arrangement with the ACT. Googong Dam, in Queanbeyan is a significant part of the water supply infrastructure for people in both the ACT and Queanbeyan. Yass is currently investigating the augmentation of its water supplies through increasing the capacity of Yass Dam. This will allow Yass Valley Council to explore options for residential development outside of the framework in the ACT–NSW Cross-Border Agreements on settlement and water.

TransGrid manages a number of electricity transmission lines and substations within the Region, which form part of the state-wide electricity distribution network. In order to meet the needs of the State's growing population,



a 500 kilovolt transmission line is likely to be needed between Bannaby in the central subregion and Sydney. In planning to improve the capacity of electricity distribution network, opportunities to upgrade the existing transmission line between Yass and Sydney (rather than construct a new transmission line) will be explored carefully.

The Region is also the centre of wind power generation in NSW. Crookwell Wind Farm was the first grid-connected wind farm in Australia when installed in 1998. Wind farms are a critical investment in the Region and the State's energy network. Three recently approved wind farm projects in the Region have the potential to provide enough

green power to run over 100 000 homes and prevent greenhouse gas emissions of more than 600 000 tonnes each year.

There are a range of different opinions regarding the visual impact of wind farms and their relationship to the traditional rural landscapes of the Region. As noted in Chapter 4 of this Strategy, it is

#### WATER PLANNING PRINCIPLES

The current institutional framework for the supply of water involves a number of responsible authorities throughout the Region. In the southern area, Queanbeyan City's water supply is provided by ACTEW Corporation Ltd (a corporatised ACT government authority), whereas in Goulburn Mulwaree, Upper Lachlan, Palerang, Yass Valley and Wingecarribee, the local council is the water authority. Greenfield urban development and strategies for additional housing densities in existing areas will ensure that there is an acceptable reticulated water supply provided. In this regard, the provision of

potable water will have regard to the following water planning principles:

- reliability of supply to provide certainty for consumers (both residential and other)
- affordable water supply – both capital and recurring costs
- a quality of supply that meets relevant health standards.

The southern area of the Region (Palerang, Yass Valley and Queanbeyan) is covered by two interlinked memorandums of understanding between the ACT and NSW governments, which provide for water in accordance with an agreed set of settlement

principles. The agreements provide a framework for residential settlement in the subregion, and for the use and protection of water resources within the ACT and NSW Cross-Border Region.

The agreements are:

- ACT–NSW Cross-Border Region Settlement Agreement\*
- ACT–NSW Cross-Border Region Water Resources Agreement.\*

The Australian Government has also signed the Water Resources Agreement.

\* Available at <[http://www.planning.nsw.gov.au/planningsystem/pdf/qbyreport\\_appendix1.pdf](http://www.planning.nsw.gov.au/planningsystem/pdf/qbyreport_appendix1.pdf)>.

important that planning for rural areas recognises the important contribution wind farms can make to the Region and the State as well as their potential for impacts on more sensitive locations.

## OUTCOMES

The importance of access to water and energy infrastructure in supporting settlement and employment in the Region is acknowledged in all strategic and land use planning for the Region. Local environmental plans will play an important role in securing regional infrastructure such as gas pipelines, water mains and electricity transmission lines by reserving identified corridors.

The significance of much of the central subregion in terms of the potential for wind farm electricity generation is supported as part of a State wide commitment to sustainable sources of energy. The potential for wind farms and suitable planning provisions will be identified by councils in conjunction with the Department of Planning and the Department of Water and Energy.

## ACTIONS

- Local environmental plans will recognise and protect the regional water supply system through appropriate planning provisions.
- All future development is to apply water sensitive urban design principles, including the use of dual use reticulation systems (where appropriate) in new release areas of adequate scale, and meet storm water management targets that support the environmental values of the catchments.
- Councils are to prepare integrated water cycle management plans.
- In preparing local environmental plans councils will liaise with water and energy providers and make provision for any regional gas, water and electricity infrastructure corridors that may be required.
- New residential release areas are to demonstrate availability of a secure water supply to the satisfaction of the relevant water supply authority.
- Suitable locally generated and/or renewable energy projects such as wind, solar and bio-waste will be supported.
- Subject to adequate resolution of environmental impacts, opportunities for development of wind powered electricity generation will be preserved by restricting incompatible land uses (e.g. residential) in high quality wind resources areas<sup>9</sup>.

<sup>9</sup> Source: <[http://www.deus.nsw.gov.au/energy/renewable%20energy/wind.asp#P68\\_5191](http://www.deus.nsw.gov.au/energy/renewable%20energy/wind.asp#P68_5191)>.



10

# Cultural heritage

## BACKGROUND

The cultural heritage of the Region is strongly defined by its rural landscapes. These landscapes reflect the connection to the agricultural and rural lifestyles of the Region's towns and villages, as well as a deeper connection to the Region's early agricultural development. The cultural heritage of the Region also provides an important economic asset for tourism. The communities of the Region are very active in keeping their connection of the past through festivals and events offering an insight into historic life.

The communities of Aboriginal people who live in the Region have a strong sense of belonging to and being part of the land. The Gundungurra, Ngunawal, Yuin group of nations, Wiradjuri and Tharawal people of the Region have cultural and traditional associations over countless generations. Although substantial modifications to the

landscape of the Region have altered the cultural and natural heritage that once existed, the remaining archaeological and cultural heritage of its Aboriginal communities are significant and worthy of protection.

Different places may be valuable to people for a range of reasons including social and spiritual (e.g. traditional resource use, recreation, meeting places), historic (e.g. sites of conflict, missions), aesthetic (e.g. visual appeal), and for scientific/archaeological reasons.

The European led settlement of the Region can be traced back to the colony's early explorers and settlers leaving Sydney and establishing towns and farms in the 1820s and 1830s. Early industries included mining, quarrying and grazing. The Region has a strong connection with the development of Australia's wool industry. The grazing history has defined much of the character of the Region and driven its historic industrial and cultural development.

Due to the lack of historic pressure for intensive settlement, many of the smaller towns and villages, like Berrima, Taralga, Gunning, and Braidwood retain much of their original character. Braidwood, for example, has now been listed on the State Heritage Register in recognition of its settlement patterns and its context within an historic pastoral landscape. Many of the larger centres such as Bowral and Goulburn retain many links with their past history. Street patterns, streetscapes and historic buildings have remained largely unaltered. This leaves an important context that should be recognised in new development.

In addition to this, a number of the larger farms retain homesteads and collections of outbuildings close to original condition and in context with working farms – some of which are owned by descendents of the original farming families. Many remain hidden from public view and knowledge but provide a tangible insight to the early history of



Australian colonisation, settlement and pastoral industry and are of significant heritage value.

Mining also has had a part in shaping the history of the Region. Gold was mined at Captains Flat in large quantities from the 1870s to the 1960s; the shale oil works at Joadja is an industrial historic site of National significance; limestone is quarried at Marulan; and Woodlawn, near Tarago was until recently, a significant silver, lead and zinc mine.

## OUTCOMES

Existing and potential cultural heritage sites, places and landscapes are identified, protected and conserved so that intrinsic links to the Region's Aboriginal and non-Aboriginal cultural heritage are preserved.

There is input and involvement of owners, custodians and other interest groups into the identification and conservation of cultural heritage. Strong working relationships and understanding of the diversity of cultural heritage values in the Region including aesthetic, historic, scientific, social and spiritual values continue to develop.

There will be improvements in the recording and management of cultural heritage information, respecting cultural sensitivities to better inform strategic planning.

The Region's major regional centres and major towns will

continue to evolve their forms, while still maintaining the heritage values and links with the past. Smaller towns and villages will grow at a rate that enables historic character and charm to be reflected in new urban forms.

## ACTIONS

- Councils will ensure that Aboriginal cultural and community values are considered in the future planning and management of the local government area.
- Councils and the Department of Planning will review the scope and quality of the existing statutory lists of heritage items and ensure that all places of significance are included in the heritage schedules of local environmental plans.
- The cultural heritage value of major regional centres and major towns that are to be the focus of urban renewal projects will be reviewed, with the aim of protecting cultural heritage values.
- Local environmental plans will include appropriate provisions to protect significant towns and villages such as Braidwood and Berrima, associated with natural and cultural landscapes and curtilages. The aim will be to protect conservation values,

Aboriginal cultural values, visual character and setting to reinforce the economic base for tourism.

- The Department of Planning and councils will work on heritage provisions that will identify significant historic properties and buildings and provide mechanisms for their protection within a 'working farm' context.





# Implementation

The Sydney–Canberra Corridor Regional Strategy will be implemented primarily through local environmental plans, development control plans, the State Infrastructure Strategy and funds collected as developer contributions.

*The State infrastructure strategy 2008–09 to 2017–18 New South Wales* identifies infrastructure projects in the short to medium term that (among other things) support population growth and demographic change in the Sydney–Canberra Corridor. A list of projects from this strategy is contained in Appendix 2.

The Regional Strategy sets out the agreed position of the Government over the future of the Sydney–Canberra Corridor. The Regional Strategy is recognised by the State Infrastructure Strategy as a long term planning strategy to be used by state agencies and public trading enterprises to understand and provide for the future needs of the Region.

## LOCAL ENVIRONMENTAL PLANS

The Sydney–Canberra Corridor Regional Strategy will provide the framework and context to guide the preparation of all new local environmental plans. All six local councils in the Sydney–Canberra Corridor Region will be required to prepare a new local environmental plan within the next three years. These plans will guide future development and must be consistent with the outcomes and actions in the Sydney–Canberra Corridor Regional Strategy.

Section 117 of the *Environmental Planning and Assessment Act 1979* allows the Minister for Planning to direct the content of a local environmental plan. This will be the mechanism by which local environmental plans will be required to be consistent with the Regional Strategy.

## CONTRIBUTIONS

Funds collected from contributions from major developments will be used for regional infrastructure, consistent with the State Infrastructure Strategy and approved biodiversity outcomes.

Where development or rezoning increases the need for State Infrastructure, the Minister for Planning may require a contribution from the development, having regard to the State Infrastructure Strategy and equity considerations.

Funds collected by councils through section 94 contributions plans and levies will be used to fund local infrastructure and achieve any local biodiversity outcomes.



## Monitoring and review

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Progress on actions established in this Regional Strategy will be monitored annually. The delivery of new housing and employment lands will also be monitored annually.

The Sydney–Canberra Corridor Regional Strategy will be comprehensively reviewed every five years, so that it can adjust to any demographic and economic changes. This will assist local councils with their five-year review of local environmental plans, required under recent reforms to the NSW planning system.

# Appendix 1.

## sustainability criteria



The following Sustainability Criteria allow the Government to take strong positions in relation to matters of urban settlement in the Sydney–Canberra Corridor confident in the knowledge that innovative development proposals can still be considered even though they may be outside of the regional strategy process. The Sustainability Criteria represent

a clear, transparent list of matters that any new proposal will be assessed against.

In order that a development proposal can be considered against the Sustainability Criteria it will be necessary to demonstrate to the local council, as well as the State Government, that the proposal meets all relevant aspects of the

Sustainability Criteria. As with all rezoning proposals, the Department of Planning requires a thorough assessment of the merits of the proposal by the LEP Review Panel, as well as requiring public consultation through the statutory processes as set out in the *Environmental Planning and Assessment Act 1979*.

Threshold Sustainability Criteria for any proposed development site outside designated areas in the Sydney–Canberra Corridor Regional Strategy	Measurable explanation of criteria
<b>1. Infrastructure Provision</b>  Mechanisms in place to ensure utilities, transport, open space and communication are provided in a timely and efficient way	<ul style="list-style-type: none"> <li>• Development is consistent with the Sydney–Canberra Corridor Regional Strategy, any subregional strategy, the State Infrastructure Strategy and relevant section 117 direction.</li> <li>• The provision of infrastructure (utilities, transport, open space and communications) is costed and economically feasible based on government methodology for determining infrastructure development contributions.</li> <li>• Preparedness to enter into development agreement.</li> </ul>
<b>2. Access</b>  Accessible transport options for efficient and sustainable travel between homes, jobs, services and recreation to be existing or provided	<ul style="list-style-type: none"> <li>• Accessibility of the area by public transport and/or appropriate road access in terms of: <ul style="list-style-type: none"> <li>&gt; Location/land use – to existing networks and related activity centres.</li> <li>&gt; Network – the area's potential to be serviced by economically efficient transport services.</li> <li>&gt; Catchment – the area's ability to contain, or form part of the larger urban area which contains adequate transport services. Capacity for land use/transport patterns to make a positive contribution to achievement of travel and vehicle use goals.</li> </ul> </li> <li>• No net negative impact on performance of existing subregional road, bus, rail and freight network.</li> </ul>
<b>3. Housing Diversity</b>  Provide a range of housing choices to ensure a broad population can be housed	<ul style="list-style-type: none"> <li>• Contributes to the geographic market spread of housing supply, including any government targets established for aged, disabled or affordable housing.</li> </ul>



<b>Threshold Sustainability Criteria for any proposed development site outside designated areas in the Sydney–Canberra Corridor Regional Strategy</b>	<b>Measurable explanation of criteria</b>
<b>4. Employment Lands</b> Provide regional/local employment opportunities to support the Sydney–Canberra Corridor’s expanding role in the wider regional and NSW economies	<ul style="list-style-type: none"> <li>• Maintain or improve the existing level of subregional employment self-containment.</li> <li>• Meets subregional employment projections.               <ul style="list-style-type: none"> <li>&gt; Employment-related land is provided in appropriately zoned areas.</li> </ul> </li> </ul>
<b>5. Avoidance of Risk</b> Land use conflicts, and risk to human health and life, avoided	<ul style="list-style-type: none"> <li>• No residential development within 1:100 floodplain.</li> <li>• Avoidance of physically constrained land e.g.               <ul style="list-style-type: none"> <li>&gt; high slope</li> <li>&gt; highly erodible.</li> </ul> </li> <li>• Avoidance of land use conflicts with adjacent or existing or future land use as planned under relevant subregional or regional strategy.</li> <li>• Where relevant, available safe evacuation route (flood and bushfire).</li> </ul>
<b>6. Natural Resources</b> Natural resource limits not exceeded/ environmental footprint minimised	<ul style="list-style-type: none"> <li>• Demand for water within infrastructure capacity to supply water and does not place unacceptable pressure on environmental flows.</li> <li>• Demonstrates most efficient/suitable use of land:               <ul style="list-style-type: none"> <li>&gt; Avoids identified significant agricultural land.</li> <li>&gt; Avoids productive resource lands – extractive industries, mining and forestry.</li> </ul> </li> <li>• Demand for energy does not place unacceptable pressure on infrastructure capacity to supply energy – requires demonstration of efficient and sustainable supply solution.</li> </ul>
<b>7. Environmental Protection</b> Protect and enhance biodiversity, air quality, heritage and waterway health	<ul style="list-style-type: none"> <li>• Consistent with government-approved regional conservation plan (if available).</li> <li>• Maintains or improves areas of regionally significant terrestrial and aquatic biodiversity (as mapped and agreed by DECC). This includes regionally significant vegetation communities, critical habitat, threatened species, population, ecological communities and their habitats.</li> <li>• Maintain or improve existing environmental condition for air quality.</li> <li>• Maintain or improve existing environmental condition for water quality:               <ul style="list-style-type: none"> <li>&gt; Consistent with community water quality objectives for recreational water use and river health (DECC and CMA).</li> <li>&gt; Consistent with catchment and stormwater management planning (CMA and council).</li> </ul> </li> <li>• Protects areas of Aboriginal cultural heritage value (as agreed by DECC).</li> </ul>
<b>8. Quality and Equity in Services</b> Quality health, education, legal, recreational, cultural and community development and other government services are accessible	<ul style="list-style-type: none"> <li>• Available and accessible services:               <ul style="list-style-type: none"> <li>&gt; Do adequate services exist?</li> <li>&gt; Are they at capacity or is some capacity available?</li> <li>&gt; Has Government planned and budgeted for further service provision?</li> <li>&gt; Developer funding for required service upgrade/access is available?</li> </ul> </li> </ul>

## Appendix 2. infrastructure projects

**State Infrastructure Strategy 2008–09 to 2017–18 projects within the Sydney–Canberra Corridor Region**

### Human Services

#### Health

Bowral Hospital Paediatric Unit  
Queanbeyan Hospital redevelopment

#### Ageing, Disability and Home Care

Accommodation reconfiguration and fitout, Bowral

### Justice

#### Police

Bowral Police Station

### Transport

#### Roads

Barton Highway duplication, ACT to Hume Highway (federally-funded)\*  
Kings Highway improvements, Queanbeyan to Bungendore\*  
Lanyon Drive duplication, Tomsitt Drive to ACT Border\*

### Electricity

#### Transmission

Queanbeyan 132/66kV substation  
Western 500kV development  
Williamsdale substation  
Yass to Cowra 132kV line uprate  
Yass to Marulan 330kV line uprate  
Yass to Wagga Wagga 132kV line

### Water and Sewerage

#### Country Town Program

Braidwood sewerage augmentation  
Bundanoon sewerage augmentation  
Goulburn water supply emergency pipeline  
Murrumbateman sewerage upgrade  
Robertson sewerage upgrade  
Taralga sewerage upgrade  
Yass sewerage upgrade

\* In planning phase.

## Appendix 3. settlement principles for the southern subregion

In August 2006, the following settlement principles were endorsed by the NSW and ACT governments in the ACT/NSW Cross Border Region Settlement Agreement.

- 1.1 All future settlement in the ACT should occur in accordance with the strategic direction outlined in the Canberra Spatial Plan; future settlement in NSW should be in accordance with the Sydney–Canberra Corridor Regional Strategy.
- 1.2 Subject to the terms of the Memorandum of Understanding on Cross-Border Water Resources, water may be supplied to any existing settlement in the Cross Border Region, or any proposed new settlement in the Cross Border Region, where both parties to this memorandum of understanding agree the settlement is in accordance with the following principles.
- 1.3 **Principle 1:** All future settlement in the Region should be located to:
  - 1.3.1 maximise the efficient use of existing infrastructure and services
  - 1.3.2 minimise the need for additional infrastructure and services through the use of integrated economic, social and environmentally sustainable planning and design solutions
  - 1.3.3 minimise the economic and community cost of providing and maintaining infrastructure networks and community services
  - 1.3.4 protect areas of high conservation, cultural, natural heritage or landscape value.
- 1.4 **Principle 2:** Any proposed development bordering the ACT and NSW must be complementary and, where appropriate, integrated with the existing land uses (or future land uses proposed under the plans outlined in Principle 1 above if different to existing) on either side of the border to minimise land use conflict. Compatibility of land use, road connections and service ties must support future development.
- 1.5 **Principle 3:** Future urban residential growth will predominantly be accommodated within existing urban areas (as defined in this Strategy) creating a pattern of compact and consolidated urban areas, surrounded by non-urban lands. New settlement areas should demonstrate a high degree of urban containment with regard to services and employment as a means of enhancing transport efficiency.



## settlement principles for the southern subregion

1.6 **Principle 4:** Greenfield developments should, wherever possible, be:

- 1.6.1 contiguous with (i.e. as close as possible) existing urban settlements, or self-contained in their provision of services
- 1.6.2 released and staged in a manner that is consistent with orderly and economic development and that reflects a sustainable and demonstrated demand for housing in the locality and, more generally, in the Region

1.7 **Principle 5:** Economic development diversity will be supported by:

- 1.7.1 the provision and enhancement of employment lands to accommodate long term needs that will be strongly linked to transport networks. This will be the priority land use for these lands
- 1.7.2 supporting the regional value of key infrastructure assets by limiting activities that may diminish their function or ability to contribute to the Region.

1.8 **Principle 6:** Rural industry and agricultural landscapes will be protected and supported through limiting activities and development that may diminish their economic, cultural and scenic contribution to the Region. Activities and development that are to be limited include rural residential forms of subdivision and subdivision that generally does not support the agricultural use of land.

1.9 **Principle 7:** Long term land identified as potentially appropriate for urban purposes shall be safeguarded from inappropriate interim land uses and fragmentation that may compromise and conflict with the layout, orderly staging and mix of long term urban uses.

## Appendix 4.

## drinking water catchments regional environmental plan n<sup>o</sup>1



REP subcatchments within the strategy region	Local government area
Upper Nepean River	Wingecaribee
Little River	Wingecaribee
Nattai River	Wingecaribee
Wollondilly River	Wingecaribee, Upper Lachlan, Goulburn Mulwaree
Kangaroo River	Wingecaribee, Goulburn Mulwaree
Bungonia Creek	Wingecaribee, Goulburn Mulwaree
Nerrimunga Creek	Goulburn Mulwaree
Endrick River	Goulburn Mulwaree, Palerang
Mid Shoalhaven River	Goulburn Mulwaree, Palerang
Mongarlowe River	Goulburn Mulwaree, Palerang
Boro Creek	Goulburn Mulwaree, Palerang
Reedy Creek	Goulburn Mulwaree, Palerang
Braidwood	Palerang
Back and Round Mountain Creeks	Palerang
Jerrabattagulla Creek	Palerang
Upper Shoalhaven River	Palerang
Wingecaribee River	Wingecaribee
Mulwaree River	Goulburn Mulwaree, Palerang
Upper Wollondilly River	Goulburn Mulwaree, Palerang





## Further information

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